

AGENDA

Meeting **Police and Crime Committee**

Date **Thursday 8 January 2015**

Time **10.00 am**

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

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www.london.gov.uk/mayor-assembly/london-assembly/police-and-crime-committee

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Members of the Committee

Joanne McCartney AM (Chair)	John Biggs AM
Caroline Pidgeon MBE AM (Deputy Chair)	Victoria Borwick AM
Jenny Jones AM (Deputy Chair)	Len Duvall AM
Tony Arbour AM	Roger Evans AM
Jennette Arnold OBE AM	

A meeting of the Committee has been called by the Chair of the Committee to deal with the business listed below.

Mark Roberts, Executive Director of Secretariat
Tuesday 23 December 2014

Further Information

If you have questions, would like further information about the meeting or require special facilities please contact: Joanna Brown or Teresa Young; Telephone: 020 7983 6559;
E-mail: joanna.brown@london.gov.uk/teresa.young@london.gov.uk; Minicom: 020 7983 4458

For media enquiries please contact London Assembly External Relations on 020 7983 4283. If you have any questions about individual items please contact the author whose details are at the end of the report.

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Certificate Number: FS 80233

Agenda
Police and Crime Committee
Thursday 8 January 2015

1 Apologies for Absence and Chair's Announcements

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

2 Declaration of Interests (Pages 1 - 4)

Report of the Executive Director of Secretariat

Contact: Joanna Brown, joanna.brown@london.gov.uk and Teresa Young, teresa.young@london.gov.uk; 020 7983 6559

The Committee is recommended to:

- (a) Note the list of offices held by Assembly Members, as set out in the table at Agenda Item 2, as disclosable pecuniary interests;**
- (b) Note the declaration by any Member(s) of any disclosable pecuniary interests in specific items listed on the agenda and the necessary action taken by the Member(s) regarding withdrawal following such declaration(s); and**
- (c) Note the declaration by any Member(s) of any other interests deemed to be relevant (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 to note any necessary action taken by the Member(s) following such declaration(s).**

3 Minutes (Pages 5 - 62)

The Committee is recommended to confirm the minutes of the meeting of the Police and Crime Committee held on 4 December 2014 to be signed by the Chair as a correct record.

The appendices to the minutes set out on pages 11 to 61 are attached for Members and officers only but are available from the following area of the GLA's website:

www.london.gov.uk/mayor-assembly/london-assembly/police-and-crime-committee

4 Summary List of Actions (Pages 63 - 74)

Report of the Executive Director of Secretariat

Contact: Joanna Brown, joanna.brown@london.gov.uk and Teresa Young, teresa.young@london.gov.uk; 020 7983 6559

The Committee is recommended to note the outstanding and completed actions arising from previous meetings of the Committee and additional correspondence, as listed in the report.

5 Youth Re-offending and Resettlement (Pages 75 - 78)

Report of the Executive Director of Secretariat

Contact: Becky Short, becky.short@london.gov.uk; 020 7983 4760

The Committee is recommended to note the report and put questions to the invited guests on youth reoffending and re-settlement.

6 The Diversity of the Met's Frontline (Pages 79 - 120)

Report of the Executive Director of Secretariat

Contact: Matt Bailey, matt.bailey@london.gov.uk; 020 7983 4014

The Committee is recommended to agree its report *The Diversity of the Met's Frontline*.

The appendix to the report set out on pages 83 to 120 is attached for Members and officers only but is available from the following area of the GLA's website:

<http://www.london.gov.uk/mayor-assembly/london-assembly/police-and-crime-committee>

7 Police and Crime Committee Work Programme (Pages 121 - 122)

Report of the Executive Director of Secretariat

Contact: Becky Short, becky.short@london.gov.uk; 020 7983 4760

The Committee is recommended to note the work programme, as set out at paragraph 4.1 of the report.

8 Date of Next Meeting

The next meeting of the Committee is scheduled for 10.00am on Thursday 29 January 2015 in the Chamber, City Hall.

9 Any Other Business the Chair Considers Urgent

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Subject: Declarations of Interests

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 8 January 2015

This report will be considered in public

1. Summary

- 1.1 This report sets out details of offices held by Assembly Members for noting as disclosable pecuniary interests and requires additional relevant declarations relating to disclosable pecuniary interests, and gifts and hospitality to be made.

2. Recommendations

- 2.1 **That the list of offices held by Assembly Members, as set out in the table below, be noted as disclosable pecuniary interests¹;**
- 2.2 **That the declaration by any Member(s) of any disclosable pecuniary interests in specific items listed on the agenda and the necessary action taken by the Member(s) regarding withdrawal following such declaration(s) be noted; and**
- 2.3 **That the declaration by any Member(s) of any other interests deemed to be relevant (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 below) and any necessary action taken by the Member(s) following such declaration(s) be noted.**

3. Issues for Consideration

- 3.1 Relevant offices held by Assembly Members are listed in the table overleaf:

¹ 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.

Member	Interest
Tony Arbour AM	Member, LFEPA; Member, LB Richmond
Jennette Arnold OBE AM	Committee of the Regions
Gareth Bacon AM	Member, LFEPA; Member, LB Bexley
John Biggs AM	
Andrew Boff AM	Congress of Local and Regional Authorities (Council of Europe)
Victoria Borwick AM	Member, Royal Borough of Kensington & Chelsea; Deputy Mayor
James Cleverly AM	Chairman of LFEPA; Chairman of the London Local Resilience Forum; substitute member, Local Government Association Fire Services Management Committee
Tom Copley AM	
Andrew Dismore AM	Member, LFEPA
Len Duvall AM	
Roger Evans AM	Committee of the Regions; Trust for London (Trustee)
Nicky Gavron AM	
Darren Johnson AM	Member, LFEPA
Jenny Jones AM	Member, House of Lords
Stephen Knight AM	Member, LFEPA; Member, LB Richmond
Kit Malthouse AM	Deputy Mayor for Business and Enterprise; Deputy Chair, London Enterprise Panel; Chair, Hydrogen London; Chairman, London & Partners; Board Member, TheCityUK
Joanne McCartney AM	
Steve O'Connell AM	Member, LB Croydon; MOPAC Non-Executive Adviser for Neighbourhoods
Caroline Pidgeon MBE AM	
Murad Qureshi AM	Congress of Local and Regional Authorities (Council of Europe)
Dr Onkar Sahota AM	
Navin Shah AM	
Valerie Shawcross CBE AM	Member, LFEPA
Richard Tracey AM	Chairman of the London Waste and Recycling Board; Mayor's Ambassador for River Transport
Fiona Twycross AM	Member, LFEPA

[Note: LB - London Borough; LFEPA - London Fire and Emergency Planning Authority; MOPAC – Mayor's Office for Policing and Crime]

3.2 Paragraph 10 of the GLA's 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).

- 3.3 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.
- 3.4 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.
- 3.5 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. It remains the responsibility of individual Members to make further declarations about their actual or apparent interests at formal meetings noting also that a Member's failure to disclose relevant interest(s) has become a potential criminal offence.
- 3.6 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.
- 3.7 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/mayor-assembly/gifts-and-hospitality>.
- 3.8 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.
- 3.9 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.

4. Legal Implications

- 4.1 The legal implications are as set out in the body of this report.

5. Financial Implications

5.1 There are no financial implications arising directly from this report.

Local Government (Access to Information) Act 1985
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List of Background Papers: None

Contact Officer: Joanna Brown / Teresa Young, Senior Committee Officers

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MINUTES

Meeting: Police and Crime Committee
Date: Thursday 4 December 2014
Time: 10.00 am
Place: Chamber, City Hall, The Queen's Walk, London, SE1 2AA

Copies of the minutes may be found at:

<http://www.london.gov.uk/mayor-assembly/london-assembly/police-and-crime-committee>

Present:

Joanne McCartney AM (Chair)
Caroline Pidgeon MBE AM (Deputy Chair)
Jenny Jones AM (Deputy Chair)
Tony Arbour AM
John Biggs AM
Victoria Borwick AM
James Cleverly AM
Len Duvall AM

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

- 1.1 Apologies for absence were received from Roger Evans AM, for whom James Cleverly AM substituted, and from Jennette Arnold OBE AM.

2 Declarations of Interests (Item 2)

2.1 **Resolved:**

That the list of offices held by Assembly Members, as set out in the table at Agenda Item 2, be noted as disclosable pecuniary interests.

3 Minutes (Item 3)

3.1 Resolved:

That the minutes of the Police and Crime Committee meeting held on 13 November 2014 be signed by the Chair as a correct record.

4 Summary List of Actions and Action Taken by the Chair under Delegated Authority (Item 4)

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

4.2 Resolved:

- (a) That the outstanding and completed actions arising from previous meetings of the Committee, and the additional correspondence as listed in the report, be noted; and**
- (b) That the action taken by the Chair under delegated authority, namely to evaluate the results of the initial scoping research for the Online Crime scrutiny investigation, in consultation with the party Group lead Members, and following that evaluation to decide to not commission any further research, be noted.**

5 Safeguarding and Child Sexual Exploitation in London (Item 5)

5.1 The Committee received the report of the Executive Director of Secretariat, as background to putting questions to the invited guests on safeguarding children and child exploitation in London.

5.2 The Chair welcomed the following guests for the first part of the question and answer session on safeguarding children in London:

- Helen Bailey, Chief Operating Officer, the Mayor's Office for Policing and Crime (MOPAC);
- Assistant Commissioner Cressida Dick, Metropolitan Police Service (MPS); and
- Temporary Commander Keith Niven, MPS.

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

5.4 During the discussion Assistant Commissioner Dick undertook to provide information on existing law relating to emotional abuse and what charges could be brought against someone

accused of emotional abuse.

- 5.5 At the conclusion of the first part of the discussion the Chair thanked the Chief Operating Officer (MOPAC) for her attendance and very helpful contribution to the discussion. Assistant Commissioner Cressida Dick, MPS, and Temporary Commander Keith Niven, MPS, remained for the second part of the question and answer session.
- 5.6 The Chair welcomed the following guests for the second part of the question and answer session on child sexual exploitation in London:
- Suzanne Elwick, Waltham Forest Safeguarding Children Board Business Manager; and
 - George Curtis, Pan-London Programme Manager, The MsUnderstood Partnership.
- 5.7 A transcript of the discussion is attached at **Appendix 2**.
- 5.8 At the conclusion of the discussion the Chair thanked the guests for their attendance and their very helpful contributions to the discussion. On behalf of the Committee, the Chair formally placed on record her thanks to Assistant Commissioner Dick for her contributions to the Committee's work and wished her well in her new role at the Foreign and Commonwealth Office.
- 5.9 **Resolved:**
- (a) **That the report and answers given by the invited guests for the question and answer session on safeguarding and child sexual exploitation in London, be noted.**
- (b) **That MOPAC's response to the recommendations set out in the Committee's report *Keeping London's children safe*, and as appended to the agenda, be noted; and**
- (c) **That the response of the MPS to the Committee's report *Keeping London's children safe*, which was circulated to Members of the Committee on 2 December 2014 (and would be reported formally to the Committee's meeting on 18 December 2014), be noted.**

6 Policing in Austerity - an Update from the Budget and Performance Committee (Item 6)

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

6.2 The Chair, whilst noting that the London Assembly's Budget and Performance Committee had a duty to monitor the performance and budget of the MPS, stated that part of the duties of the Police and Crime Committee was also to monitor the performance and financial provision for policing within the MPS. Hence, there was a close connection between the scrutiny work of the two Committees.

6.3 **Resolved:**

That the report and the supporting information, attached at Appendix 1 to the report, be noted.

7 Police and Crime Committee Work Programme (Item 7)

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

7.2 **Resolved:**

That the work programme, as set out at paragraph 4.1 of the report, be noted.

8 Date of Next Meeting (Item 8)

8.1 The date of the next meeting of the Committee was scheduled for 18 December 2015 at 10am in the Chamber City Hall.

9 Any Other Business the Chair Considers Urgent (Item 9)

9.1 There was no other business the Chair considered urgent.

10 Close of Meeting

10.1 The meeting ended at 1.11pm.

**Greater London Authority
Police and Crime Committee
Thursday 4 December 2014**

Chair

Date

Contact Officer: Joanna Brown or Teresa Young; Telephone: 020 7983 6559;
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Police and Crime Committee – 4 December 2014**Transcript of Item 5 – Safeguarding Children and Child Sexual Exploitation in London – Part A**

Joanne McCartney AM (Chair): We move now to item 5, which is our main business today, and that is looking at the issue of safeguarding and child sexual exploitation (CSE) in London. The Committee will remember that earlier this year we set up a working group looking at safeguarding practices across London that was led by Caroline Pidgeon. I have to say we were very appreciative of the response that the Metropolitan Police Service (MPS) gave. I believe the MPS accepted our recommendations and work has gone on to improve that. We want to follow up on some of those recommendations today.

The second part of our meeting when we will have extra guests with us will be to look at what lessons London's policing and wider agencies can actually take from the case of Rotherham and the Jay Report [Alexis Jay OBE, *Independent Inquiry into Child Sexual Exploitation in Rotherham 1997 - 2013*] that was written into that appalling circumstance as well.

I am going to just ask our guests to introduce themselves, Helen, if I could start with you.

Helen Bailey (Chief Operating Officer, MOPAC): I am Helen Bailey. I am the Chief Operating Officer at the Mayor's Office for Policing and Crime (MOPAC).

Cressida Dick (Assistant Commissioner, MPS): I am Cressida Dick and I am one of the Assistant Commissioners (ACs) in the MPS.

Keith Niven (Temporary Commander, SOECA, MPS): Hello there. I am Keith Niven and I am a Temporary Commander at the moment for the Sexual Offences, Exploitation and Child Abuse (SOECA) Command.

Joanne McCartney AM (Chair): Thank you. You are very welcome here today. Perhaps I can just start this session off with some general questions. First of all to AC Dick, if I may, could you just give us an idea about what you believe are the immediate safeguarding challenges facing the MPS at the moment?

Cressida Dick (Assistant Commissioner, MPS): Certainly, Chair. Thank you. Can I start by thanking you very much for all the hard work that went into your report? Clearly, it was before my time in this role, but it is an area that I am very interested in and have worked in before. I thought it was an excellent report and very helpful for us. Genuine thanks for that.

In relation to the challenges, I suppose I would divide them into perhaps four areas, which are fairly apparent in your report anyway, and they continue. There is a challenge around increased demand and our ability to staff sufficiently. That is both numbers and skills. I am sure we may come back to that.

Secondly, in terms of key areas for us that are particularly challenging in terms of crime type or problem that we are tackling, I know we are going to spend some time later on CSE, but clearly that is an area of great concern to us for reasons that will be extremely obvious to the Committee and an area we are putting a lot of resource and effort into, but we recognise we are probably at the tip of the iceberg. In a different kind of way,

although there are some similarities, the second one of those of course is female genital mutilation (FGM), which poses lots of challenges for us.

Finally, my fourth area is just the ongoing challenge that there always is in partnership working. This is getting increasingly better, but the whole of safeguarding depends on effective partnership and so we constantly have to calibrate and recalibrate and improve. Those would be my areas.

Joanne McCartney AM (Chair): Thank you. In our second part of the meeting, we do have representatives from a local authority here and so we can take up some of those issues. That was helpful.

I should just say that FGM is an issue that we have picked up and have raised questions about on many occasions and we will be taking this issue up again in the New Year once we follow the MPS's first prosecution and looking at some of the lessons that perhaps can be learned from that.

Perhaps I can turn now to Helen. From a MOPAC point of view and holding the MPS to account, how confident are you that MOPAC is in fact doing that and are you content with the progress to date and the influence that you have had on the MPS?

Helen Bailey (Chief Operating Officer, MOPAC): You are right. This is work in progress. For us, I have become increasingly confident since we have started to take up our position on the London Safeguarding Children Board that not only are we in direct contact with colleagues in the MPS and able to understand what they are doing and cross-question them about the resources they are putting on, but we also have independent sources of information and assurance from colleagues in the boroughs, both by working with colleagues at London Councils and also by understanding through our relationships with the London Safeguarding Children Board. As Cressida says, these things are all about relationships. They are all about people doing their bit and turning up and being able to share information.

For us, it is a combination of those things as well as our specific pieces of work. There are some things that are in our Police and Crime Plan that we are also pursuing with support from colleagues and that give us some assurance that there is work being done across London on this area. However, I would never offer anyone complete assurance in this area.

Joanne McCartney AM (Chair): Obviously, MOPAC has focused a great deal of its attention on your MOPAC seven key crimes that you want to see reduced. This falls outside that, in part because we want to encourage reporting and so a target to reduce the crime rate is not going to be effective in doing that. However, I believe that in your response to us you talked about how you were making some performance management frameworks around areas that fell outside the MOPAC seven. I am just wondering if this is one of the areas that you are looking at and how far down the road you are with that.

Helen Bailey (Chief Operating Officer, MOPAC): We are taking that at a steady pace. At the moment, we do not have a specific performance framework around safeguarding.

We are working on two fronts with that. Firstly, as I say, through the joint Audit Panel that we have, we are thinking about how issues of risk - including those things which are flagged up by, for instance, the London Safeguarding Children Board - are followed through because they are risks to both of our organisations. Then we are trying to understand what data we would best manage in order to have the right sort of dashboard around these kinds of issues. In your review you also talked about the difference between ongoing new reporting of stuff and recent historic trends of data and historic reporting of sexual abuse and sexual offences. How do we understand what is normal, what we should be expecting, what kinds of responses we should be

giving and what we should be expecting of colleagues? Those are the questions we are exploring through some of the bits of work we have highlighted in our response to you, including some of the pilots we are running.

Yes, it is our intention to have some sensible metrics about this and we are working in partnership, again, with colleagues at the London Safeguarding Children Board as well as colleagues in policing to think about what those metrics will be.

Joanne McCartney AM (Chair): That is helpful and I know we have some further questions on where that performance framework should sit.

One of the issues around this as well that we have heard is around data. I know the MPS has collected some data on safeguarding and particularly CSE, but it seems that health services and other agencies have not had it and there is not a complete picture, therefore, of the whole range of safeguarding issues across London. I understand that there is now a duty on all those agencies to collect data, but is that something that MOPAC is looking to hold the helm on to ensure that we have good data collection across London?

Helen Bailey (Chief Operating Officer, MOPAC): We want to ensure that there is good data collection and that we have sight of that data. We do not want to superimpose ourselves where other people are collecting it.

I just keep coming back - and I know this is a bit dull of me - to this point about the London Safeguarding Children Board because I am conscious that in each borough everybody is trying to collect complete data about their own boroughs. We do not want to collect data that we cannot manage and handle or that would get in the way of that happening locally and so that is the balance we are trying to strike in the data we are seeking. Caroline [Pidgeon MBE AM] and others have been rightly prompting us to get more and better data from the health service and we are engaged in trying to do precisely that at the moment. The responses have been, as we have admitted, differential, but we are not giving up on it and we are trying to make sure that that is triangulated. The point of us having data is not to know things; it is to make sure that things happen with that data and to make sure it is used at the right and appropriate level.

Joanne McCartney AM (Chair): Thank you. Could I just ask Cressida to follow up on that with regards to the collection of data? Is that an issue that the MPS has faced?

Cressida Dick (Assistant Commissioner, MPS): These are all areas - certainly the so-called even more hidden crime in 2014 areas - that are difficult for everybody. We welcome more collation and more data and we are certainly seeing that. For example, in FGM, we are expecting in the coming months - literally - to have some really useful data from health and increased referrals and reporting as a consequence as well. It is a very important issue for us. We recognise that all of us, although we have been collecting data for a long time on several issues, and all the agencies need to do more.

Joanne McCartney AM (Chair): Thank you.

Caroline Pidgeon MBE AM (Deputy Chair): I just wanted to ask Helen. Who sits on the London Safeguarding Children Board for MOPAC?

Helen Bailey (Chief Operating Officer, MOPAC): Marie Snelling.

Caroline Pidgeon MBE AM (Deputy Chair): She is one of your --

Helen Bailey (Chief Operating Officer, MOPAC): She is one of my Directors.

Caroline Pidgeon MBE AM (Deputy Chair): -- directors and so it is that senior level?

Helen Bailey (Chief Operating Officer, MOPAC): Yes. It is a senior-level engagement.

Caroline Pidgeon MBE AM (Deputy Chair): OK. I just wanted to clarify. They have the authority to agree to do things?

Helen Bailey (Chief Operating Officer, MOPAC): Absolutely.

Caroline Pidgeon MBE AM (Deputy Chair): OK. I just wanted to understand what level it is. Thank you.

Tony Arbour AM: What was the name again?

Helen Bailey (Chief Operating Officer, MOPAC): Marie Snelling.

Caroline Pidgeon MBE AM (Deputy Chair): Marie Snelling, one of the Directors, yes.

Joanne McCartney AM (Chair): Thank you.

Len Duvall AM: Can we turn to workforce? My first question is to AC Dick. At various times following other key cases, the MPS has increased resources to this area.

Cressida Dick (Assistant Commissioner, MPS): Yes.

Len Duvall AM: We understand that sometimes posts have not been fully budgeted for or you have had the budget but you have not been able to fill the post. Where are we now? Are you fully resourced? Do you have the increased number of officers dedicated to safeguarding children that is budgeted for?

Cressida Dick (Assistant Commissioner, MPS): Over the last, I suppose, six months - probably since just as you were beginning to conclude your report - we have taken a number of different actions to get more people into this area of business. Clearly, you cannot just put anybody in. They need to be skilled and they essentially need to be volunteers. We have moved people across from the rest of specialist crime. We have moved a significant number of people from homicide investigation into sexual offences and offences against children. We have also taken on a number of skilled contractors - agency staff - to fill some gaps that we have had, largely to do with issues you are very familiar with in terms of the MPS's profile of recruiting and growth.

We have just recently at the board agreed further increases in the staffing of this area and so we will have another 73 posts allocated to us, which I hope we will have filled by the end of this financial year with suitably skilled people. Some of them will be working on sexual offences against adults. Keith [Niven] can probably give you a rough breakdown, but a large number of those will be working in the area of child abuse in all its forms.

We think that that will take us to the same sort of level of cases per officer as we had in about 2010, whilst taking account of the very increased demand. You will be as familiar as I with the fact that one case can be very different from another. A case might be a relatively trivial matter in some senses that could be investigated very quickly or it might be a very large historic - for example - investigation involving multiple

inquiries all over the world that might take a whole team a couple of years to do. However, in terms of caseload, that is where we think we will be at the end of the year, taking account of all the changes.

Len Duvall AM: It is true to say, albeit sometimes these are very complex investigations, that you can have a mixture of non-warranted staff working with warranted officers to pursue and to take details of that. It does lend itself to that. Is that wrong or is that --

Cressida Dick (Assistant Commissioner, MPS): It absolutely does. We have a considerable cohort of police staff who are very skilled particularly in the area of working with the local authorities on case conferences and that sort of thing. We can also bring in police staff who have previously done investigative work to assist with achieving best evidence interviews and that sort of thing. We have quite a mixed economy. We do not have to have the most experienced serving detective in every aspect of the work; far from it.

Len Duvall AM: When we are looking at the figures of budgeted officers, they will be police officers. However, really, for a true picture of the team working on this, we should look at some of the non-police officer assets.

Cressida Dick (Assistant Commissioner, MPS): Absolutely.

Len Duvall AM: It might be useful to provide that to the Committee at some stage, if you can.

Cressida Dick (Assistant Commissioner, MPS): Yes. If we have not, I apologise because we very easily can. I can find it in my papers straightaway, unless Keith knows off the top of his head the number of police staff he currently has.

Keith Niven (Temporary Commander, SOECA, MPS): We have approximately 200 police staff. When we look at our police case conference liaison officers who deal with the children on plans, they are all band D members of police staff and experienced people. Most of the agency staff we have employed - and we have approximately 32 agency staff - have previous experience in child abuse investigation and so we are confident. Some of them actually have more experience than some of the junior officers we have who are actually warranted officers. We have some working purely on Sapphire, some working on Child Abuse Investigation Teams (CAITs) and some working on Yewtree at the moment.

Len Duvall AM: Presumably, again, the nature of some of these cases as they get into the judicial system means that the support required for witnesses is probably more intensive. Is it more intensive than some of the other cases the police deal with? What I am trying to get at is an understanding of the nature of investigations and staff investigating under police supervision. There must be a major element of your staff who do that role of supporting witnesses as they go into the judicial system.

Keith Niven (Temporary Commander, SOECA, MPS): Absolutely.

Len Duvall AM: That is dedicated in your unit, some other unit.

Cressida Dick (Assistant Commissioner, MPS): They are our people. Of course, there are also some specialist assets that we would use. For example, the paedophile unit is largely about the forensic examination of digital data in one big chunk of the business and there is quite a lot of other specialist support as well. I am very happy to send a note with more detail.

Len Duvall AM: We just need to get the broad range of issues. I am a great supporter of police numbers, as you all know, but this is an area where the heavy-lifting work can also be done by specialist police staff. You are all on the front line of policing. They just happen to not be warranted police officers. Do you know what I mean in that sense?

Cressida Dick (Assistant Commissioner, MPS): Exactly right, yes.

Len Duvall AM: I just wanted to understand that. Thank you for that. Is there not a special case to be made in this section of almost overstaffing so that you have a budgeted level of officers or police resource but, because of circumstances of leave, maternity cover and other issues, you will never fall below because of the day-to-day issues of working organisations and meeting the obligations of the workforce? Is there not a special case here to be made for this type of work to have a percentage of overstaffing so that you are never going to fall below at any one time, whatever the reasons?

Cressida Dick (Assistant Commissioner, MPS): Broadly, my answer to that is that we have taken that into account in this type of work and some others. However, you are right. It is different from some other areas of work where you perhaps need to have somebody sitting in that seat and rostered each day. This is where people have continuing caseloads and they have to work in teams. There is huge responsibility on the shoulders of the officers, a huge responsibility. It is a different type of workforce planning. We do take that into account.

However, you will have noticed in the belly of the recommendations response, one of the things we have done within this area is reduce the amount of people who are working entirely flexibly. Because we have been in a difficult place with demand, we have had to, but it is not something I am particularly pleased with in a sense. We have had to do that. However, that aside, we do account for leave. We do account for having to have the resilience and the ability to deal with what is coming through the door and the court cases.

Len Duvall AM: Thank you. A question to Helen. In response to this panel's report, we said we wanted you to monitor staffing levels and you came back and the response was that you would take it up and it would be used in the bilateral meetings with the Commissioner. There must be some long list that you are talking to the Commissioner on around those issues. Is it not time to do something a little bit different and what could you do differently, other than use the bilateral meetings? I suspect those bilateral meetings deal with a number of very important issues. Is there not another way of monitoring what is going on here about staffing from a MOPAC point of view?

Helen Bailey (Chief Operating Officer, MOPAC): There are two answers to that. The first is to let me assure you that there is a long list of things that get raised at bilaterals but workforce is always there. It is a consistent conversation between the Mayor, the Deputy Mayor [for Policing and Crime] and the Commissioner on every occasion that I am aware they have met and it is always supported by paperwork.

Again, MOPAC itself has been a work in progress and this issue about workforce is a work in progress for us. We are now in a better position to understand how the MPS is deploying its workforce and its staff. Some of our information that we provide and seek to support - those bilaterals and other interactions around this - speaks to what Cressida has just been talking about: understanding not only the volume of cases but the nature of the work they need to do. For us at the moment, we are having those kinds of conversations at an official level as well as that public level, but I do not think we are in the position and I do not think at the moment on the basis of the information we have to date that it would be right for us to set precise targets about different units and the staffing levels of those units.

However, as I said when I was answering previous questions, we are keeping our eyes and ears open for colleagues in London to say to us whether they are getting the right kinds of engagement around these issues and whether they feel supported through the Safeguarding Boards. As we move to adult safeguarding as well, do we believe that the right kinds of engagement are available to boroughs and that the structures reflect the capacity of organisations on both sides to manage to respond and to protect at the moment children but increasingly adults as well. We are reliant on some anecdotal information as well as some actual practical information about the numbers available.

Len Duvall AM: Just to summarise - and please correct me if I am wrong - we have the bilateral meetings where workforce issues are on the agenda and are asked about and specifically this issue is raised because of the sensitivities around it with Rotherham and others in terms of the national situation.

Helen Bailey (Chief Operating Officer, MOPAC): Certainly, yes.

Len Duvall AM: You then have officer intrusiveness within MOPAC that will raise workforce issues generally. Then we are relying on the Safeguarding Boards and the people on the ground to raise issues and concerns if they think it is not --.

Helen Bailey (Chief Operating Officer, MOPAC): I would put it slightly differently. I would say that one of the things that triggers those intrusive discussions is if we are getting from colleagues in Safeguarding Boards or colleagues in London Councils a sense that they have concerns about the police ability to respond to the concerns they are raising. It is one of the indicators that we have and one of the ways of chasing back and saying, "Are we asking the right questions about this?"

Len Duvall AM: There lies the question, unless the Safeguarding Children Boards are really talking about the resources on the ground, which they do not tend to ask. It is usually about quality, is it not? It is usually about an investigation that is triggered. It is usually about dissatisfaction or satisfaction with the way that has been carried out. No one asks if you have enough staff unless the police report to the Safeguarding Board, "We do not have enough staff". It is very unusual for them to say that in this current climate, considering the Mayor's particular view on staffing and the numbers we have tried to get through, as you know, around some of those issues. There is a degree of honesty here on both sides to actually ask about that issue.

Where I am coming from and where I suppose the panel would be coming from in its previous report is to say that that is fine, but are there some checks and balances that do not rely on some human behaviour about the levels of staffing here and the current demand issue, and that MOPAC gives that lead both at local and at national level? I could talk about the quality of Safeguarding Boards across London and the quality of the debate that may be taking place or not taking place on the ground. I understand why you are saying there is a very important issue of picking that up, but it seems to me that there must be some better ways and some surer ways we can understand what is going on in terms of how the cut is made of the staffing use geographically and understand how that has worked. Boroughs are interesting, but this is cross-borough work, this is sub-regional work in some cases and it is London-wide work. It is very hard to pick that up and hard for people to track through some of these cases and some of the issues about whether the right resources, both from the councils as well as from the police, are being put into this. It is really that.

How are you going to develop this a little bit further? Maybe there are not any answers now, but I suspect that you might want to think about it.

Helen Bailey (Chief Operating Officer, MOPAC): I fully agree with you certainly on two of the points you make. This is really hard to have an absolute right answer on. That is right. Cressida has already said and we all know, do we not, that this work varies hugely in its complexity and volume at any given time.

I slightly disagree with you on this point about whether Safeguarding Boards locally know what is going on. I know from my own bitter experience of chairing one that your first sign that something is not right is when people stop turning up and they start sending junior staff and they start walking backwards. Every now and then, I will get a call from a Chief Executive of a borough who says, "We are a little bit worried about the police response here", and I have certainly raised that with senior colleagues in the MPS and said, "Hang on. Is this just a blip and a bad day or is there something going on here?" If you get a little thing like that, of course you are reliant on the Chair then thinking, "OK, I am going to raise this and I am going to own it".

I am also conscious that we are doing a lot of work on the moment in talking to colleagues in London about safeguarding because from next year of course we have the adult safeguarding and taking on a statutory responsibility as well. At the same time as everybody is looking at even greater pressures on budgets, we have a wider arena in which safeguarding needs to take place. There are a lot of conversations going on at borough level about how they manage that and what we are trying to do in MOPAC is not to impose an answer on that but to hold a ring and understand that those conversations are coming to an intelligent response which may be borough-specific and may vary from borough to borough but they mean that colleagues and the police are engaged with both of those issues - adult and child safeguarding - in a way that is realistic for both them and the other partners to engage with.

If your premise is that we need to keep watching this and worrying about it, I fully agree with you. I would be very uncomfortable about designing a complete right answer. Therefore, we are always going to be a bit reliant on multiple sources of information to alert us flexibly as senior people to whether things really are happening on the ground in the way we are encouraged to believe they are. I would be saying that to you if I were back in a local authority just as I am saying that to you in MOPAC because, as one very wise Director of Social Services once said to me, sometimes the process of management is the process of reassurance and then you have to wander around sniffing for things that make you feel a little less reassured and just check them out.

Len Duvall AM: I do not wish to prolong it and thank you for the way that you have answered the question. There was just one bit that just sent warning bells to me and it was about learning lessons from the past. Safeguarding Boards are about different partners around the table and you hope they are dealing honestly with the situations they face, whether they are the resources they are allocated or the work they are undertaking towards the safety of young people in terms of those issues. Do you know what I mean?

Helen Bailey (Chief Operating Officer, MOPAC): Yes.

Len Duvall AM: Sometimes you have to be prescriptive and every lesson says that. All the lessons have said how things slipped through some of those partnership bodies, warnings bells or whether procedures are being followed. The holding of the ring is a very worthwhile issue in terms of that but, when dealing with the safety of children, there comes a time when someone has to take it by the scruff of the neck. At a local level, that is the Chair of the Safeguarding Board, I presume, and the different partners coming together and the local councils play a leading role in that. However, actually, London-wide, MOPAC is probably in a position to say, "Hold on, we are not comfortable with some of those processes". The holding of the ring is not a question of whether you feel like doing it. You have to do it. Have I misunderstood what you said?

Helen Bailey (Chief Operating Officer, MOPAC): Slightly. How best to answer this question? I will start in a slightly different place. I do not think that the world of safeguarding is short of people in a position to impose prescriptive solutions. The statutory responsibility sits with the London Safeguarding Board and with the Office for Standards in Education, Children's Services and Skills (Ofsted). Our responsibility in MOPAC - and I am clear about it - is to contribute to that, to make sure our colleagues in the police and the rest of the criminal justice system insofar as we have convening power play their role and to work constructively with those charged with safeguarding. You are right. Everybody has to play their part and sometimes that does have to be prescriptive.

From my own experience, one of the first things I ever did as a consultant 20 years ago was to do a review of joint safeguarding arrangements, which - to put a rather complicated bit of prose very briefly - said to me that if every social worker and every police officer filled in every form they were supposed to, they would spend so long filling in forms that they would never get around to meeting children. There is a degree to which this is an over-regulated rather than under-regulated area and people are being forced to make very difficult choices about the focus of their work. We cannot and should not likely add to that prescription. We can and should get engaged and make sure people are doing their stuff.

When I read the Rotherham report, one of the things that really hit me, interestingly enough, was this dilemma about Safeguarding Board chairs. Again, I am paraphrasing a lot of well-thought-out stuff into my own words. What it said was that one of the developments of recent years was to have independent chairs to do precisely what you have talked about, Len, which is to make sure everybody plays their role and comes to the table honestly. The downside, of course, is that if your chair is independent, they sometimes have fewer levers. Therefore, again, my thinking about our role is how we help those people collectively come together through the London Safeguarding Board - because we simply do not have the resources to be in every borough and neither should we - to find the levers to pull to make sure they have the resources they need to have.

However, this is tough stuff and anything with multi-agency involvement is, as you say, reliant upon the honesty, engagement and quality of every individual concerned. I have read so many of those safeguarding reports and they all come down not even to one weak link but to people not recognising the significance of relatively small pieces of information and not recognising they should pass them on. You can never legislate for that. You can only create an environment in which people are more likely to behave in that way. Our role is to be a part of that in the most productive and proactive way we can.

Len Duvall AM: Thank you.

Caroline Pidgeon MBE AM (Deputy Chair): I just wanted to pick this up. Cressida, you said that by the end of the financial year you hoped the officer posts would be filled and you will go back to the same caseload per officer as you had in 2010. What is that caseload that you are hoping to get to and what is it now?

Cressida Dick (Assistant Commissioner, MPS): In the child abuse world, we are expecting to be at 30 cases per officer at the end of the financial year.

Caroline Pidgeon MBE AM (Deputy Chair): At the moment, what are you at?

Keith Niven (Temporary Commander, SOECA, MPS): At the moment, actually, it has reduced slightly. At the moment it is about 25. We have seen a reduction in some parts of the work and an increase in others, but that is the figure that it was in 2012. We want to try to at least be no further or no greater than that number and those figures were calculated on an analysis we did earlier on this year from one of our --

Caroline Pidgeon MBE AM (Deputy Chair): You think up to 30 cases per officer is reasonable?

Keith Niven (Temporary Commander, SOECA, MPS): Up to 30, yes, given that some of those are serious cases and some are a lot less serious. It is a range that they deal with. We calculated 123 new members of staff for that. We brought in 53 people from the homicide teams and we have been now granted authority for another 70 who we will try to recruit between now and the end of the financial year. We will review this again in March to look at those figures and look at how cases have either grown in numbers or reduced. Then we will have another review.

Cressida Dick (Assistant Commissioner, MPS): Chair, if I might, I suspect I have slightly downplayed what we have been doing. It is actually fairly drastic action that we have been taking in the face of the increased demand you observed when you did your work, which we knew was there, particularly from the historic cases. There was a massive increase in workload across both sides of the command as a result of the cases that seem to have flowed from greater awareness in a number of areas, particularly post-Savile [Jimmy Savile, British entertainer and alleged sexual offender]. To collapse homicide teams and move them into this is a significant thing to do. To take people from all sorts of other areas of crime investigation and to put them in here on a temporary basis before we can recruit people permanently has been a very significant thing to do and the Commissioner has been very supportive of that.

Joanne McCartney AM (Chair): Thank you. One of the workforce issues, of course, is not just new members coming in but the leadership that is offered from the top. Cressida, we are aware that you will be leaving the MPS shortly.

Cressida Dick (Assistant Commissioner, MPS): Indeed.

Joanne McCartney AM (Chair): Keith, I also noticed that you have - I do not know - a temporary promotion or a permanent promotion as the Head of SOECA. You were a rank below. Does that indicate that you may be moving on soon or is that rank going to keep you where you are?

Keith Niven (Temporary Commander, SOECA, MPS): No. There is an anticipation that I will probably return to SOECA as the Chief Superintendent. That is anticipated in the near future. This has been very much a temporary position but, as you know, I have been the Chief Superintendent in charge of the CAITs since 2012 and then we amalgamated with the rape command and I have had that responsibility as well, but I have been a permanent fixture there.

Joanne McCartney AM (Chair): Continuity of leadership is going to be vital in this area as well, particularly as new changes come forward.

Cressida Dick (Assistant Commissioner, MPS): Absolutely, Chair. As you know, Graham McNulty, who was the Commander, has gone to Hampshire on promotion and we are likely to have a new Commander coming in. I am very hopeful that that person will be not only a good leader but really skilled in this area. Keith [Niven] will become the Chief Superintendent and so we will have lots of resilience in the leadership.

Joanne McCartney AM (Chair): That was helpful.

Jenny Jones AM (Deputy Chair): I have become a bit confused because my understanding is that there has been an increasing workload in this area and yet there are fewer cases being done by a smaller number of officers.

Keith Niven (Temporary Commander, SOECA, MPS): By the CAITs.

The numbers fluctuate. The CAITs more recently are dealing with on average 25 cases but of course we have now CSE cases coming in as well from our paedophile unit. The numbers do fluctuate across the board. Overall, there is an increase in the workload for the CAIT officers and it does change. We monitor this every month. We have a performance meeting every month.

Jenny Jones AM (Deputy Chair): How many cases are considered 'serious' cases? Very roughly. I am not trying to trick you. I am just trying to get an idea.

Keith Niven (Temporary Commander, SOECA, MPS): Yes. I am not sure of what the breakdown is of those 25 cases and so I would be guessing if I gave it to you. However, as I said, there is a range and so there might be minor assaults. Assaults at the moment are going up. That is the area where there has been some growth, but I would not say that they are all serious assaults that are taking place. We are finding more reports that are coming through, but there is not an increase in really serious offences that has caused us any alarm. It has been very much on the same sort of level that it has always been.

Jenny Jones AM (Deputy Chair): The proportion of serious is the same as it has always been?

Keith Niven (Temporary Commander, SOECA, MPS): Yes.

Jenny Jones AM (Deputy Chair): AC Dick, we have been told as a Committee that there are only two officers at the moment dealing with serious case reviews. We all understand that this is a very difficult area and mistakes can be made because we are dealing with vulnerable people and all sorts of human aspects. Is it right that there are only two officers?

Cressida Dick (Assistant Commissioner, MPS): You were right when you did your report that there were two officers, but there are not now.

Jenny Jones AM (Deputy Chair): How many is it now?

Cressida Dick (Assistant Commissioner, MPS): Serious case reviews, as I am sure all of the Committee is aware, are things which are conducted on a partnership basis. The officers for us who contribute to those are in our serious crime review broader team and so they are people who deal with homicide as well as these serious case reviews within the team. At the time you did the report, two members of that team were fulltime on serious case reviews of this sort. Keith [Niven] has in the intervening months put another three people into that work who have a background in child abuse and so they have boosted that area.

The whole organisational learning and review work in the MPS now comes under my colleague Martin Hewitt [AC, MPS] and so, any domestic violence murder or anything like that where there is learning for us, he is the one who extracts it out and brings it back. I checked with him yesterday. He is very comfortable with the resourcing he has to be in the serious case reviews. He is also comfortable with the way in which we extract learning that is police-specific. That learning goes straight into Keith's team and he has a nominated superintendent who makes sure those lessons are implemented. It is a good process.

Jenny Jones AM (Deputy Chair): I have no way of knowing if five officers are enough or not, but perhaps other Members of the Committee do.

Caroline Pidgeon MBE AM (Deputy Chair): It is more than two.

Jenny Jones AM (Deputy Chair): It is more than two, yes. Substantially more than two, in fact. I wanted to ask Ms Bailey. MOPAC reports that it expects its Audit Panel to ensure the MPS has effective risk management and organisational learning mechanisms in place to respond to serious crime reviews. How does MOPAC ensure that this happens?

Helen Bailey (Chief Operating Officer, MOPAC): In that particular process, we are part of the joint Audit Panel. We have just been doing some work - which is actually, of course, facilitated by the Directorate of Audit, Risk and Assurance (DARA), which is part of MOPAC and which provides the reports and analysis that come to the Audit Panel - to ask, "What is the process?" What is the process of doing precisely what Cressida [Dick] has described, taking the learning, taking the things which are the biggest risks for the MPS and for all of us and making sure that they are followed back into the organisation and those lessons are learned? We get a report on that --

Jenny Jones AM (Deputy Chair): I want the precise mechanism, not the overall aim but the precise mechanism with which you ensure that this is happening.

Helen Bailey (Chief Operating Officer, MOPAC): I am not sure I can be much more precise than that. We get an exception report at the Audit Panel on things that are risks in that particular respect and we follow that through and say, "Have those actions been taken?" That is a joint responsibility between MOPAC and the MPS.

Jenny Jones AM (Deputy Chair): I see. You get a report and you ask the MPS if it has followed through on it?

Helen Bailey (Chief Operating Officer, MOPAC): That is audited because it is part of our audit framework and it is audited by DARA. If they simply said they had done it and they had not, they would need to be able to demonstrate to the auditors how they have followed that through and how that learning follows into the organisation.

Jenny Jones AM (Deputy Chair): The process takes how long from you getting the report to the Audit Panel actually confirming?

Helen Bailey (Chief Operating Officer, MOPAC): Frankly, it would depend on the seriousness and the nature of the risk involved. If it was an urgent risk, we would expect that somebody has picked it up and run with it immediately, before it even comes to the Panel.

Jenny Jones AM (Deputy Chair): When you get the report, how long does it take you? Is this a serious reading of the report and serious questioning or is it --

Helen Bailey (Chief Operating Officer, MOPAC): We have an independent Audit Panel. This is not just about us as MOPAC sitting there and getting reports from the MPS and asking, "Are you doing what you should be doing?" We have four members on the independent Audit Panel who are also asking, "What are you doing in order to manage risk in the organisation? This is a very serious risk. Have you followed up on this?"

Jenny Jones AM (Deputy Chair): All right. I do not know. Somehow, there are so many aspects to this work and so many aspects to the problems and I just wonder if the Audit Panel is genuinely the best place for it or if there is other work going on elsewhere to actually ensure that the MPS is dealing with these cases appropriately and not just number-crunching.

Helen Bailey (Chief Operating Officer, MOPAC): You asked me about the Audit Panel process and that is what I have been answering you about - of course there is - and in the conversation I have just been having with Len. The work we are doing with the London Safeguarding Board, the work we are doing directly with colleagues in the MPS and the work we are doing through the London Safeguarding Board is all part of making sure that these processes are being followed and that the MPS is putting the right resources into these cases, absolutely.

Again, the statutory responsibility for making sure that lessons are learned from safeguarding reports sits with the London Safeguarding Board and with Ofsted. What we are doing is making sure that where processes identify that there is a risk to the organisation of not being able to do that, they are picked up and followed. We sit on that London Safeguarding Board and so we absolutely get early sight of a serious issue, where a serious case review is happening, the learning that is going to come out of that and what we need to do as MOPAC to make sure colleagues here are following up on it.

There is also of course the involvement of Her Majesty's Inspectorate of Constabulary (HMIC). They came to see us the other day because they are going to be doing regular reviews of this area of activity on an unannounced basis. They came to say that they were going to be doing unannounced reviews of all forces and they have already done reviews of some forces, including some of the larger ones. At some point in the next year or so, they will also be looking at the MPS. They can get into the organisation in a way that we cannot because they have that professional access.

If HMIC says to us, "There are problems here", it will be our job to have some very robust conversations with colleagues about how they restructure and re-organise themselves to do that. Therefore, absolutely the point of talking to them - as I was doing just two days ago - was to say, "Frankly, here are some things we think we would like you to look at a little more. We have a couple of concerns. Here are some things that prima facie we think are going reasonably well. You tell us whether or not we are right. I hope they will over the course of the next year.

Jenny Jones AM (Deputy Chair): Obviously, what we are trying to get here is some reassurance that Rotherham could not happen here in London.

Helen Bailey (Chief Operating Officer, MOPAC): Indeed.

Jenny Jones AM (Deputy Chair): Perhaps, AC Dick, you could just tell us a little bit about the HMIC process. Is that starting now or is it --

Cressida Dick (Assistant Commissioner, MPS): As ever, MOPAC is slightly ahead of us.

Helen Bailey (Chief Operating Officer, MOPAC): Sorry.

Cressida Dick (Assistant Commissioner, MPS): I know that Her Majesty's Inspector (HMI), Dru Sharpling, is meeting with the Commissioner in about a week - and me as well - about child abuse and how they intend to do their inspections in the future in relation to this. However, I am absolutely certain, as Helen has implied, that it will include the learning from serious case reviews and we welcome them coming in. I am sure it will also be looking at the joint approaches, particularly with the Crown Prosecution Service (CPS).

Joanne McCartney AM (Chair): Thank you.

Caroline Pidgeon MBE AM (Deputy Chair): I want to pick up the work of the Multi-agency Safeguarding Hubs (MASHs), which are supposed to allow for really timely intelligence-sharing. One of the issues that we picked up was a concern about the CAITs being disjointed, as it were, from the MASHs and some weaknesses there. I wonder whether, AC Dick, you could outline what you are doing in terms of looking at how you could bring the CAITs and the MASHs closer together and whether CAITs should actually sit within the MASHs.

Cressida Dick (Assistant Commissioner, MPS): Again, we are grateful for your report and you highlighted some concerns that you had. It is fair to say that in a sense, however we structure things within the MPS, we are always going to end up with boundaries which may not be ideal. You cannot have a totally permeable system. As an example, as you are well aware, domestic violence is dealt with primarily by our borough teams. There is a very big overlap between domestic violence, social violence and child abuse and so it is absolutely vital that we integrate work on victims and offenders together. Sometimes that can be difficult.

With child abuse investigation, it is absolutely and utterly fundamental that we are in effective partnership arrangements. We have come up with a structure which we think is working well for the CAITs and the Safeguarding Children Boards and we think it is the right structure, but it is a different structure at the moment from the MASH structure. As we look towards the MPS developing in the next few years - and there is a lot of thinking going on about that - clearly one of the issues is the structures within the MPS. I have no doubt how we best support and protect victims and how we best deal with offenders in this area is absolutely high on the agenda there.

Meanwhile, accepting that these arrangements are not all perfect and that the MASHs themselves are still different, as you observed, there is a review going on of the MASHs as we speak. I wrote to the Chair just to mention that and we are looking forward to their report. One of the things it is very crucially looking at is how we can better integrate the MASHs and the CAITs. I do not want to prejudge that, but Keith might have some views that would cover this.

Keith Niven (Temporary Commander, SOECA, MPS): Yes. I fully support the MASHs because MASHs have been born out of mistakes of the past and it is that information exchange. I am very supportive of that.

I have a team of officers that works within the CAITs to take a look at this. We have referral desks that are managed by a sergeant and the MASHs have a sergeant in the MASH itself. Their liaison is quite frequent because they have discussions around that. Because we have somewhere in the region of referral desks, we are looking at whether or not we should have one referral desk that MASHs can then link into so that there is some consistency across our referral desks or whether or not we should embed staff into those MASHs or whether or not the MASHs might join up together. Therefore, all of these issues at the moment are being debated.

We are currently running surveys of MASH staff and our own referral desk staff and there is a whole range of questions that we are asking around that, what the future should like and what their issues are. Then we can judge that.

There is also a strategic board that Cheryl Coppell (Chair, London Safeguarding Children Board) is holding around reviewing the MASHs and the first meeting of that is on 28 January 2015. I am going to go to that meeting because it is going to look at how the MASHs are operating at the moment. They are fairly recent and they are now all in place but they are within their infancy and so there will be a review of that, but we are conducting an independent review of that as well which we will feed into Cheryl and see where that goes.

It could be that we do put CAIT staff into those MASHs. At the moment, as I said, we have only 13 referral desks and there are 30 MASH desks and so we need to work the numbers out. At the moment, we are just

looking at efficiencies and what the best process is: one centralised referral desk for all the CAITs feeding into the MASHs or those CAIT referral desk staff going into the MASHs themselves. However, the relationship between the two managers is on a very frequent basis. The sergeant in the MASH contacts the sergeant in charge of the referral desk and they have those conversations.

Caroline Pidgeon MBE AM (Deputy Chair): It is good to hear that you are doing a survey of staff because it was quite apparent that the CAIT staff we spoke to did not have much time for the MASH, could not really understand it and were getting the wrong sorts of things referred. On the other side, we saw a MASH where the officer clearly was not senior enough, was not asserting themselves and was not able - as the other agencies were - to say, "Yes, we will take that. We will take this action". Having always been told, "Do not worry. We have an officer in the MASH and everything is now fine", we felt that they were not senior enough and were not able to take on the right level of work for the CAITs. It is how you improve that going forward.

Keith Niven (Temporary Commander, SOECA, MPS): That work should come. We are starting to look at training for the sergeants in the MASHs because our sergeants have been at that level since the CAITs have had referral desks, really, and they have that relationship with the local authority social services. Those sergeants are the managers of those referral desks and they have good relationships with the local authority social services. They make decisions. They have strategy discussions and they make those decisions.

In relation to the MASH, it is in its infancy and so maybe there is some room for training there - which we are trying to get involved in at the moment - to probably bring some more confidence around those sorts of conversations. However, we are available for advice and we do liaise with the MASHs and they know they can contact us at any time if there are issues. The MASH desk will take a referral and will exchange information with the other agencies that are there and then decisions are made about where that would be. Would it be a single-agency investigation? Would it be joint and come to the CAIT? Would it go to the borough for further investigation? That is the process, but I totally accept that the experience and knowledge of the individuals in there is something that training should be able to rectify and certainly address.

Caroline Pidgeon MBE AM (Deputy Chair): It is a question whether a sergeant is the right level of post in there and also whether the person in there is someone who is, as it were, on desk duty and heading for retirement or someone who is really proactive. That is it because we did observe exactly that exchange of information and that debate and discussion about who would take on actions and it felt to us that the police were not as engaged as they should have been in that debate. Obviously, it was an afternoon we observed, but --

Keith Niven (Temporary Commander, SOECA, MPS): The review will bring that out and then those areas that we need to address. Training is certainly fundamental, but we should pick up whether there are any issues as well that we can look at and see if we can identify.

However, I am very much a supporter of the actual MASH process because it is a safeguard that we have needed. I do support it and we need to continue to support it.

Cressida Dick (Assistant Commissioner, MPS): Chair, if I may, I would probably push back a little bit on the rank question but we absolutely need the right people with the right skills and with the right purchase in the organisation. We do have that in some places, but we probably do not have it everywhere. We need to put that right.

Caroline Pidgeon MBE AM (Deputy Chair): Thank you.

Len Duvall AM: Can we turn to the issue of the specific crime of witchcraft and some of the complex challenges you are facing with that? In terms of some of the issues that I would like to ask you about, what do you think are the specific challenges for the MPS in investigations linked to allegations of witchcraft and spirit possession?

Cressida Dick (Assistant Commissioner, MPS): Chair, perhaps I might kick off and Keith will tidy me up, no doubt. It is a very challenging area. Firstly, we are talking about people's beliefs and these beliefs are genuinely believed. Some of those beliefs are related specifically to religion and some are beliefs that are very strong in particular groups or particular communities.

The first thing is that often the issue is hidden from the authorities and from the police for a variety of reasons. Gaining intelligence and understanding what is going on is certainly a challenge here.

The second thing is that the 'crime', if you like, can have very few hints that it is going to happen beforehand. You can go from nothing to something that is sometimes absolutely terrible in a very short space of time.

Thirdly, we have a challenge across the partnership in terms of our officers broadly, social service and everybody understanding and their ability to see the signs. We have been doing a whole load of work on that recently, as you probably are aware.

Fourthly, of course, it is a very emotive issue which can easily get front-page news and can cause divisions within communities or rifts between groups or between groups and the police or social services.

This is a sensitive area. It is a hidden area, often. It is potentially a very dangerous area and it is one where we are still getting increasing referrals coming in. We do not really understand the whole scale of the problem, but there is a huge amount of momentum behind it now within our communities and we are beginning to get a lot more help from the public in helping us to identify and intervene.

Len Duvall AM: Is it fair to say that the majority may well come from African Christian churches, but you also have evidence of it taking place in European and South Asian communities as well? It is not prevalent just in black African communities. There are a smaller number of cases --

Keith Niven (Temporary Commander, SOECA, MPS): It is across the board. It is. Just recently we launched a protocol around witchcraft and faith-based abuse, which was something that we launched here. That was really to give professionals an understanding of what the signs are that they may need to look for because they are very hidden and disguised in many ways behind a shroud of religion.

What needs to be made very clear is that there is absolutely no justification. This is child abuse. There is no cultural defence to this. This is child abuse. From my own experience when I investigated the murder of Victoria Climbié [Ivorian girl murdered in London], it was the claim as well that she had been possessed by evil spirits. She was just a little girl growing up. That was the reality. They abused her physically. That is what this is. It is physical abuse. In her case, it was being made to stand in front of a lot of people in a church and being exorcised. That was abuse.

What was really very moving when we launched the protocol was that we had a Congolese lady who gave her account. We may have supplied the video to you. It is a very moving account. She was there. She was live. She talked very passionately about the abuse that she suffered in a variety of ways. It is about spotting the signs and we have launched that protocol. What was quite pertinent about it was that at the end of that particular week we had a referral from social services and it was actually in relation to faith abuse.

We are very strong around this. We want to encourage more people to report. It is very under-reported. Communities tend not to report it to us. If we do not see the physical signs, there is difficulty around that, but there is psychological damage here as well. It is around education, health and police officers themselves so that they can spot those signs when they go into the addresses, which they do on a regular basis, and what they need to look for. It is not all physical abuse. It can be psychological as well.

Len Duvall AM: To be fair, while the professionals are doing that, the communities are actually having their own conversations. There are specific groups that you are working with. Africans Unite Against Child Abuse is one of those groups.

Given that conversation and given what you said, Cressida, about the sensitivities around that, the MPS does respond really well. Yes, sometimes it does not get it right, but in the majority of cases it does. In the preventative work here in terms of policing, is there more that we can do on the awareness of professionals to identify issues and actually having the conversation and explaining to people what abuse is?

Cressida Dick (Assistant Commissioner, MPS): Yes.

Len Duvall AM: It is a difficult one because of beliefs and all the rest of it. One of the central charges against agencies from the media and people thinking about Rotherham was this reluctance of state agencies to intervene because it was sensitive. Whether it happened or not, whatever the case may be, particularly in terms of this crime, what can the police do to reassure that there is not that reluctance? You investigate crime. Where does the preventative side come into this strategy?

Cressida Dick (Assistant Commissioner, MPS): Of course, I could be proven wrong, but we were discussing this a few days ago and whether we could think of examples where we felt that the charge could properly be laid at our door that the MPS has flinched from a difficult issue - and we were talking specifically about this one, actually - because of the reaction we might have or the misunderstandings there might be. We do not feel we have been flinching. I would take you back to the case of the boy who was found in the Thames, 'Adam' [Nigerian murder victim]. The MPS was absolutely at the forefront of setting up and working with non-governmental organisations (NGOs) and new communities arriving in London to do more and more conversation and prevention to work and to explain to people that abuse is abuse is abuse. We will investigate it and people will be prosecuted and they will go to prison.

I have no doubt that there is more we can do to reach into communities, but we do have a lot of support. I do not think we flinch at all and I do not think we will. I am sure we will not.

Keith Niven (Temporary Commander, SOECA, MPS): If you take FGM, for example, we certainly have not flinched with FGM. We have been right out in the centre there. There are cultural issues there that we know we have to address, but we certainly have not shied away from that. We have been very forward-facing.

Len Duvall AM: Helen, it is not just the police in terms of dealing with this. It is all agencies. Is this not one where there is a bit of proactivity around saying that, actually, you need to be on top of this? Part of the Safeguarding Board is about prevention. How are you engaging with those communities in terms of the religious institutions where this may well be taking place? What information are you providing to them? Are we being very clear and identifying good practice? In London in terms of 30-odd London boroughs, where is the good practice on this and where is the preventative role?

Helen Bailey (Chief Operating Officer, MOPAC): You are completely right and I completely agree with you. Our contribution to that - because it can only be a contribution to that - is that we have commissioned a harmful practices pilot. We are going to be working with two parts of London, two groups of boroughs. One is the 'tri-borough' - Westminster, Hammersmith and Fulham and Kensington and Chelsea - and the other is Waltham Forest and Tower Hamlets. We are commissioning at the moment.

As I sit here and speak to you, we are out looking for a third sector partner to work with us to try to understand how best we both get information out to communities and information back in from communities about exactly those issues and to have those conversations. I can - and I am sure we are saying on every occasion - that this is something we should look at and something we should be worried about. It is not just witchcraft. It is not just FGM. It is everything that gets that 'cultural difficulty' label. It is honour-based violence. It is forced marriage. It is all of those things as well. How do we get those conversations going? Is there something we could learn? We are very much hoping that over the next weeks and months when we have that provider in place, we will have somebody who can on our behalf say what good and bad practice is so that we can share it around the place. We are very much looking forward to taking from that.

Len Duvall AM: That sounds like an excellent project and no doubt at the right time it will be shared with this panel because it does have wider implications in terms of other crimes and prevention of other crimes.

If we look at the nature of child abuse, there are the features of control, intimidation and - though it might be the wrong word - manipulation in many ways. If we accept and if we seem to be moving to learning that actually domestic violence is not just physical and if there is talk about creating laws around that, is it not time that we started to think that way about the issue of 'witch-branding' - being named and being put in front of a group of people or others and being branded as a witch - as part of a charge to try to get the courts to understand the real nature of this abuse? It is not just physical. It is not just sexual. It is mental as well. Somehow, should those professionals not all be coming together to say that actually we now need to start challenging that?

Maybe you tell us some of the challenges for police officers trying to determine if it was in a legal view because I know that it has probably been discussed in other places in terms of the professional issues around that. Is this one area where, if there was a piece of legislation that went through Parliament in relation to domestic violence, we should seek to put an amendment related to issues of child exploitation and child abuse?

Cressida Dick (Assistant Commissioner, MPS): I would say that your analysis is exactly right and I would add one extra bit into it, which is that very often the person who tells the parents or the family that this child is possessed by a spirit, let us say, and needs a certain type of activity is often actually someone who is extraordinarily manipulative and is frequently making a great deal of money out of this. There is something there for us to investigate as well. They have their congregation under their spell, if you like, and they are doing very nicely out of it.

It is absolutely the full gamut of abuse: physical, yes; neglect sometimes; sexual abuse frequently; and as you say, sometimes purely emotional and psychological. We will always intervene and deal with anything and we will always see what has happened. If, for example, some poor child - and we have all seen videos of this - was being put in the middle of a room and was being shouted at and was terrified, we would see that as abuse and we would investigate it as abuse.

I have not put my mind to whether we need any change in law. I do not know, Keith, whether you have.

Keith Niven (Temporary Commander, SOECA, MPS): The memories are still raw of Victoria [Climbié] and Kristy Bamu [French boy murdered in London] because they are the cases that obviously come to light.

I am just looking in front of me at some of the offences that are associated. There is the sexual abuse, the grievous bodily harm (GBH), the murders and the common assaults. There are the offences of allowing or causing the death of a child and allowing or causing GBH to a child as well. These are all parts of the law that are available to us.

As to whether we need to move to another piece of legislation as well, I am not sure that we do, but it is certainly something that we could look at and consider. If we feel restricted by the laws we have and if there is a case that we deal with where we think that actually there should be an offence that covered exactly what you are saying, then that is a discussion for us to have with the CPS. At the moment, some of these are at the most serious end of the laws we have and so homicide is --

Len Duvall AM: There is no specific law covering the issue of 'witch-branding', if we can call it that, the naming of --

Cressida Dick (Assistant Commissioner, MPS): No, there is not, Chair. I rather rudely looked to my colleagues behind, who are frontline practitioners, and ask what they think because, as you very well know, Len, they usually know better than us. Ian thinks the law is broad and strong for us in this instance and he does not immediately think we need that specifically. We could still deal with it without having that. We should think about it.

Len Duvall AM: If there were changes in relation to domestic violence and a move towards that - and there does seem to be a trend in Parliament towards looking at that, whether there has been a discussion with professional police officers or others - and if it was drafted in a way, would this be an area for contention to be added to it?

Cressida Dick (Assistant Commissioner, MPS): Perhaps we should go away and answer more thoughtfully, Chair, but actually we have a lot that helps us deal with emotional abuse of children already.

Len Duvall AM: Thank you for that. It might be useful to let the panel know what those bits are on the emotional side and how that would reflect in the courts and what charges you would lay. Maybe it is the case that if we have it for children, we might well have it somewhere in the bylaws for women facing domestic violence.

Keith Niven (Temporary Commander, SOECA, MPS): Certainly physical and emotional abuse can form part of legislation because the damage and the impact can be very significant. Although physically it might not be seen, it actually still forms part of the physical and emotional abuse.

Len Duvall AM: In the existing law?

Keith Niven (Temporary Commander, SOECA, MPS): Yes, in the existing law.

Len Duvall AM: Thank you.

James Cleverly AM: I know it was mentioned that whilst this issue is not entirely restricted to African communities and black African-majority churches, in the cases thus far it has been the single largest

demographic indicated and it dwarfs the others by quite some margin. Do we run the risk of shying away from intervening more directly because of concerns around cultural sensitivity?

I know you are going to say 'no', but how can we really test that? I know we are coming on to Rotherham in the future questioning, but there have been a number of examples where agencies including police forces have said very categorically, "We go where we see indications of criminal activity", and then we look back at incidents and see that whilst that has been said very passionately and regularly, there is evidence that there have been some massive failures to pursue potential cases because of cultural sensitivity. Therefore, I do not want a quick 'no'. I want to know exactly. I want an evidence base. How can you convince me that we will not, when we look back at a serious case, see evidence that the MPS or other agencies in this area have shied away because of cultural sensitivities?

Cressida Dick (Assistant Commissioner, MPS): I am not going to give you a quick 'no', but we dealt with this to some extent in an earlier question. I would absolutely accept that there are communities in London, newer communities in particular, that we do not have sufficient understanding, sources of intelligence or co-operation in parts for us to be absolutely clear about what is going on. I have been a chief officer in the MPS for 13 years. We have been working away all the time to try to keep up with the changing demographics of London and to get support and access and our advocates, if you like, within communities to help explain the law, to help us understand what is going on, to give us intelligence and to help us be able to prosecute.

I accept there are parts of some communities - including some black African communities - where we are not sufficiently yet trusted and sufficiently knowledgeable to be certain of what is happening and as certain of what is happening as we are in some other communities. As I said before, I could be proven wrong but I cannot think of an instance when we have flinched away and I am certain that we will not. I just do not think that fear of cultural sensitivities puts off investigating at all.

What it may do is make us think that we need to take some further advice and we need to understand those sensitivities and we need to be sure that we can stop the ridiculous headlines by explaining ourselves better. We may stop and think, but we will not deviate and we will carry on and investigate things. However, I would accept that there are parts of our communities that we do not know as well as we should and all the agencies would say the same.

James Cleverly AM: One of the big challenges - and I know you mentioned it specifically - of course with this is that, unlike many other crime types, there are often very few ways of detecting an escalation of severity. Even with things like domestic violence and with a lot of murder cases, there is an escalation of offences. Often with witchcraft-related abuse, it can go from absolutely nothing at all to very severe abuse very quickly. That does not give you or other agencies very much time.

Cressida Dick (Assistant Commissioner, MPS): Absolutely. That is true.

James Cleverly AM: What key indicators at a very early stage have been identified or could be identified that could give a clue about who the future victims are? As I say, from that initial exposure to the very severest end, sometimes those timescales can be days.

Cressida Dick (Assistant Commissioner, MPS): Yes, that is absolutely right. I have said that. We both have spoken to officers who have gone to scenes of terrible crimes and have been really astonished to realise that there were no signs that that escalation was about to happen or was happening until, as you say, just a few days before.

We have produced a video, which, as we said, we launched here not long ago and which is going to all our frontline officers and all our social services colleagues. We have a checklist that is available on our intranet everybody with signs and tips to look out for. There is a very good book, actually, that I was just thinking I would send to you, Chair, which has been written by a former police officer who is now very heavily involved with safeguarding in churches. We are finding that the churches are getting very heavily involved in their duty to safeguard and also their duty, if you like, to go and look at other more 'informal' churches, for want of a better word.

There are some clear areas. We both have the list in front of us. I am not sure whether you want us to read it out, but there are some things we are saying to our staff that they just have to be looking out for. If they are in any doubt at all, they should put their hands up and say, "I am concerned about this".

Keith Niven (Temporary Commander, SOECA, MPS): Chair, we need to demystify it a little bit. It is child abuse. For example, schools are the eyes and ears of child protection. That is why we have launched the protocol around professionals so that they can spot the signs, but it just reinforces to people that it may be signs of other abuse. It does not necessarily have to be related to faith-based abuse. It could be any abuse at all as long as people are aware of what those signs are. Is that child acting any differently? Are there injuries suddenly appearing on that child?

There are very well-laid-down referral processes with safeguarding leads in schools as well, but we want them to know that actually for this, like for many other crimes, we should create environments where people feel comfortable to talk about it. There is terror at the heart of all of these. I will go back to FGM as well. People are terrorised into not talking about it and not understanding what it is. If you are led to believe that this is the way we grow up, you might not see that as being different and may not tell anyone about it. Yes, we have to enforce the law, but also we have to educate not only communities but children as well so that they feel comfortable to talk about this and disclose. Very few children disclose abuse to the police. It is normally a third party who will come in and disclose it. We need to make sure those third parties understand what it is.

Therefore, yes, there is a community issue there, but it is child abuse and a lot of those signs are the same as they would be for any form of child abuse.

James Cleverly AM: The majority of African pastors are not involved in these kinds of practices, but the majority of these practices do involve African pastors. They are pretty well publicised. That is very much part of the cultural realm. There are billboards. I live in Lewisham and there are very high-profile and quite expensive advertising campaigns for them. Although it is a subset where the problem lies, in totality it is not a hidden set of people and it is growing very significantly. It is a very fast-growth area.

Are you allocating resources? I suppose, Cressida, it is you that I am focusing on here. Are you allocating resources, whether that be people, time or whatever, to match that very dramatic increase in the universal set of people from which this subset is, unfortunately, typically drawn?

Cressida Dick (Assistant Commissioner, MPS): I am not sure I have looked at it quite like that. Maybe I should have done. As Keith says, when we think of it as safeguarding or offending, it is a subset of other safeguarding and offending. It is, as you say, concentrated in certain groups and certain communities and we are putting a huge amount of effort in this issue. That includes working incredibly closely in a number of boroughs, with the other agencies and also with churches and with community groups, and we do recognise that it is a crime that we are going to understand more and we are going to get more reports of. I do not know whether there is getting to be more of it, but we are definitely going to be dealing with more of it and we want

to get better and better at dealing with it. I do not have the intelligence that tells me that there is more of it happening now than there was five years ago, say.

James Cleverly AM: OK.

Keith Niven (Temporary Commander, SOECA, MPS): The reporting numbers are still very low, albeit that they are --

James Cleverly AM: They are so low that any kind of trend analysis is almost impossible, is it not?

Keith Niven (Temporary Commander, SOECA, MPS): It is very difficult.

James Cleverly AM: The variations from one year to the other are --

Keith Niven (Temporary Commander, SOECA, MPS): Yes.

James Cleverly AM: OK.

Keith Niven (Temporary Commander, SOECA, MPS): It is very difficult. Again, it is under-reported, but by bringing this to the fore - and this is something that this group is doing, which is to be welcomed, and the launch that we had a month ago - it is about providing people with knowledge and education and that actually if you see something that might fit the criteria of child abuse, however it is disguised, it needs to be reported to local authorities or to police so that we can actually do something about it. In there are the same offences as there are for all levels of child abuse.

James Cleverly AM: Thank you.

Cressida Dick (Assistant Commissioner, MPS): Taking Len's point, it is all about prevention. Having listened to you, we will go back and ask ourselves if we should be doing more to go head-on into some of these groups as the police or if we should, as we have been, relying more on others to do that for us and with us.

James Cleverly AM: It just strikes me that - and I understand you are saying you need to be careful about what we explicitly criminalise - if a child is named as a witch in a church, then that is not going to have a good outcome.

Cressida Dick (Assistant Commissioner, MPS): It is not, no.

James Cleverly AM: It might not have as severe an outcome as some others. It may well be that that pastor sells a bottle of medicine oil for £500, and all we have seen, and so is perhaps something which might be thought of as fraud, and that might be the best outcome --

Cressida Dick (Assistant Commissioner, MPS): Yes, and we have talked about that already.

James Cleverly AM: -- or it could be that we find that child abused to death a week later. We know there is not going to be a good outcome if someone is named as a witch in a church.

Keith Niven (Temporary Commander, SOECA, MPS): If I can interject, if a child is named as a witch, it is emotional abuse.

James Cleverly AM: Thank you.

Helen Bailey (Mayor's Office for Policing and Crime): Can I check that you have finished with me? I was advised that you would have at this stage.

Joanne McCartney AM (Chair): Yes, we have.

Helen Bailey (Mayor's Office for Policing and Crime): Thank you very much.

Joanne McCartney AM (Chair): Thank you for your attendance, Helen. It has been appreciated today.

Helen Bailey (Chief Operating Officer, MOPAC): No, thank you.

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Police and Crime Committee – 4 December 2014

Transcript of Item 5 – Safeguarding Children and Child Sexual Exploitation in London – Part B

Joanne McCartney AM (Chair): We are now going to move to the second part of our meeting looking at CSE. We have two further guests, who have been waiting very patiently. Perhaps I could ask them to join us. In this hour, we really want to look at what lessons we can learn from the review into the CSE of children in Rotherham. We are joined by George Curtis, the Pan-London Programme Manager for MsUnderstood, and also Suzanne Elwick, Business Manager, Waltham Forest Safeguarding Children Board. Can I thank you both very much for your attendance?

Tony Arbour AM: Firstly, to you, Cressida. We are told that the incidence of reporting sexual exploitation has been increasing. Can you quantify that?

Secondly, can you say from where the reports are coming? I do not mean geographically. Is it from children reporting current exploitation or is it substantially historic exploitation which is being reported?

Cressida Dick (Assistant Commissioner, MPS): Certainly, Chair, this is something that we touched on at another Police and Crime Committee not long ago and we welcome your exploration of these issues. Clearly, Rotherham and Oxford and other cases have shocked us and focused our minds. You will be aware that we had launched the London Child Sexual Exploitation Protocol in February of this year. We in the MPS have put quite a lot and increasing resources into this area and we anticipate that we will probably be increasing that again in the future, I would have thought.

We have, as you said, seen a large increase in referrals. As an example, between January and the end of October this year, we had just over 1,600 reports to us where people suspected that CSE may have been occurring. I think I am right in saying that the vast majority of that is occurring, as opposed to historic. Of those, only a relatively small proportion are ones where we become clear that this is happening and that there is evidence either that it is opportunistic or that it is actually habitual exploitation.

We take all of the referrals very seriously. It is fair to say rather few of them come directly to us from children and, as I mentioned at the Police and Crime Committee and colleagues will be more aware than I, this is an extremely difficult area to investigate in a number of different ways but not least many of the victims, as we would say, do not regard themselves as victims at that time or certainly do not present themselves as victims at that time, which is why we are encouraging, again, all the other agencies - and not just agencies, businesses, for example, and we can come back to this - to be aware of the possible signs of sexual exploitation. We are already getting lots of increased interest from taxi drivers and from hotels. All sorts of businesses as well are beginning to understand what this issue may look like and coming to us to say, "We are concerned about this person". Very few come direct from children. The majority that we are getting are current, but of course some of those relate to matters which have been going on for some time or groups of offenders who have been active for some time.

As you are also probably aware, we are trying to take a very proactive approach to this. We are trying to use every single proper, lawful, ethical avenue which is an effective way of safeguarding to get offenders. Where we think it may be very hard to do a reactive investigation into crimes that have been committed because of the complexity that I talked about and the position that victims find themselves in, we are also looking to do a lot of proactive investigation where we believe that there is a group or an individual who is exploiting somebody. We will actually go after them in rather the way we would an organised crime gang member, say. Therefore, we are using the full gamut of the law and covert tactics to try to bring offenders to justice.

Tony Arbour AM: Clearly, from what you have said in relation to children not reporting directly and how it clearly comes through third parties, we have already heard that is what happens in relation to witchcraft in the previous discussion. Can I ask whether or not an important third party is something like ChildLine, when somebody rings them and they call you, or is there some kind of confidentiality thing which prevents the third party from contacting you?

Keith Niven (Temporary Commander, SOECA, MPS): We have referrals from ChildLine. Safeguarding children overarches every part of our society and what we do. Therefore, safeguarding is primary. If there are children at risk - and ChildLine contacts us regularly regarding this - they will call us because they might get a call and the caller will hang up. When we get that information, we absolutely take that referral and we look at it very seriously and we try to locate that child and safeguard them. We will take referrals from absolutely anywhere through the MASHs because that is where health, education, police and social services obviously all come together, and they all have suspicions. We look at the Children's Commissioner's report from November 2012 where she published the warning signs for professionals and people to understand that. Those warning signs are not that CSE was definitely taking place, but they are warning signs to start to ask some questions. They are the questions that we have encouraged certainly police officers but also local authorities as well.

The referrals have increased. We now monitor those referrals and we flag every piece of information and every crime report that may have a link to CSE and that is why we have these figures. We launched the protocol here in February of this year and our first full-year dataset will be in April, but we anticipate somewhere between 1,800 and 2,000 referrals a year. Not all of those will be CSE, but they will be incidents where we should be asking the questions. We are very much about outcomes. If there is a criminal justice outcome, then we will pursue offenders, but sometimes it will be a safeguarding aspect that takes us in another direction and actually might not establish that there is CSE, but there could be other issues. It is a good system. It is in its infancy, but it seems to be that we are getting these referrals in. Therefore, the system looks like it is working.

Tony Arbour AM: In relation to this increase in reporting relating to current matters, do you think or perhaps you can tell me whether or not you believe that there is a risk of increased reporting - and maybe representatives from the local authorities can tell us - that because people who are engaged in prevention of this kind of thing have become much more risk-averse than they used to be, therefore there is an increase in reporting?

Keith Niven (Temporary Commander, SOECA, MPS): If there is a suspicion that a child might be at risk, then I would encourage people to report more crimes and more potential risk because that is what we need to investigate. Sometimes risks can be hidden. If people have a suspicion - and this is why the Children's Commissioner published as she did - there is a whole raft of areas that she highlights that maybe - and I do say that it is maybe - would indicate CSE. We have to be sure that there is not CSE and the only way to do that is to encourage reporting and investigate all of those claims.

Cressida Dick (Assistant Commissioner, MPS): We are certainly not saying that increased referrals equal increased crime. It is not a proportionate change. We are not suggesting that at all. We are suggesting, though, there is a huge amount of unreported, unrecorded, uninvestigated, hidden crime and we think, again, we are at the tip of the iceberg because we are dealing with very vulnerable people who, as I have said, may not be entirely aware that they are being victimised or, if they are, they may be terrified. They might find it impossible to do anything about it or may not want to talk to the police officer who is bringing them home after they have run away from home. There is much more we can do to get better at encouraging people, but I think there is still a hidden iceberg. I do not want to start - but it would not be a start, would it - a moral panic about this. I just think there is a lot more out there than we know about.

Tony Arbour AM: We will explore the reaction of social services later on. Can I further ask, in your intelligence-gathering in relation to this, if you have discovered that there are hotspots in London for this? Is it concentrated geographically?

Keith Niven (Temporary Commander, SOECA, MPS): We have a figure where the referrals have come from and there is a range. There is not anywhere that stands out. This is across the board. What we have to realise is that this is, we think, very under-reported and so we are only dealing with the data that we have here, which is our own data. It is a range very much across the board and these are about referrals that take place. There are very few charges and convictions. This year we have 37 charges which are related to offences that have led from a CSE investigation. We do not always manage to charge with a sexual offence and sometimes that is because the evidence is not there, but we will look for alternative charges, whether we identify subgroups of people that are involved, and potentially we may not get the evidence around the crimes against that individual. Then we will look at alternative crimes so that we can actually convict them of other things while we can put in some safeguarding measures to support and provide safeguarding for the victim.

Tony Arbour AM: Let me phrase the question in a different way. Is there a relationship between those boroughs which are reporting suspicions to you of child exploitation and the existence of particular communities as we have seen in places like Rotherham?

Keith Niven (Temporary Commander, SOECA, MPS): No. We do not have that. We do not have that. The figures are in front of me, the graphs. We do not have that relationship. That may be because the dataset is quite small in comparison, but we certainly have not identified that there is a particular community that is more prevalent than another.

Cressida Dick (Assistant Commissioner, MPS): What we are beginning to identify, Chair, and I touched on this when I previously gave evidence, is we are again at the beginning of this really a better understanding of the amount of CSE which is related to gangs and street gangs in particular, where children are sexually exploited and sometimes exploited in other ways, to carry drugs or firearms, sometimes outside London. We have been doing some really strong work between the CSE teams and the Trident teams and those partners who work in that area and have recently had some great successes in that, but again there is much more of this than has been revealed to us in the past.

Tony Arbour AM: Yes. Again, and really finally from me, in relation to the reporting of this, does a substantial amount of reporting come directly from police or police staff? If it is coming from police and police staff in addition to things coming through the MASH or whatever it might be, are you confident that your staff are sufficiently trained to recognise these signs? That is for both of you.

Cressida Dick (Assistant Commissioner, MPS): We have further to go with that, Chair. We have rolled out some general training across the whole of the MPS and are currently doing it with our new officers. It would be wrong to say it is the Forth Road Bridge. We know we need to do more. We are clearly seeing lots of officers and lots of senior officers on boroughs having this as a very high priority and understanding the issues very well. AC Helen King, who is in charge of Territorial Policing, has been very strong on this issue, but there is further to go to ensure that everybody is as alert as we would like to be.

Keith Niven (Temporary Commander, SOECA, MPS): Very early on after the Children's Commissioner's report, we published a mandatory video for frontline officers and wider units as well which related to the signs to look for with CSE and also an account by a victim of CSE and then we sought to get it on the training programme for Territorial Policing officers, which we were successful. At the moment 20 out of 32 boroughs have had that level of training and we are continuing to do that, but it has to be an ongoing cycle. New officers come in and officers leave and so it is very much, as AC Dick has said before, the Forth Road Bridge. It is something that will have to continue, but at this stage frontline officers have had training in relation to this.

Cressida Dick (Assistant Commissioner, MPS): One of the issues that that deals with very strongly is I suppose the experience from Oxford and Rotherham that some of the young people that we are dealing with are by definition quite difficult for the police to deal with and some of our victims recognise in later life that they were difficult to deal with and were not likely to make life very easy for the officer, both in terms of helping them or understanding what was going on. Equally, there were some massive failings amongst our collective United Kingdom (UK) policing's consciousness and skills to deal with people who are in a traumatised state. All of us who have seen the videos and seen the training are quite sobered when we see it. It is a difficult area, but we have not been as good as we should be.

Keith Niven (Temporary Commander, SOECA, MPS): We have worked very closely with the CPS in relation to this and the Director of Public Prosecutions' (DPP) roundtables have recognised that certainly in terms of convictions at court it has been very difficult and they have looked at specific areas of why that may be the case. One of the areas that has been highlighted is where you might have one victim who is giving evidence, but there might be six legal representatives representing a group of suspects and that individual stands there and is cross-examined by each one. That has been something that has been highlighted and spoken about and it is certainly being looked at. On that side of it, it is certainly being recognised that there are difficulties. These are, even if they may be adults, vulnerable people who have been through an awful lot and need a lot of support and certainly the court is something that is being recognised.

Tony Arbour AM: They had stopped that now. There have been directions to stop that.

Keith Niven (Temporary Commander, SOECA, MPS): Yes, and that is what has come out of the DPP's policy and examination.

Tony Arbour AM: Thank you, Chair.

Caroline Pidgeon CBE AM (Deputy Chair): I am going to move on to look at Rotherham but maybe, George, you could tell me a little bit about the organisation you are from and what they do, and Suzanne [Elwick] as well.

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): Yes. Good morning, everybody. My name is George. I work for the MsUnderstood Partnership. The partnership is made up of the University of Bedfordshire and the International Centre, which is one of the leaders on research

around CSE and young people's experiences of violence and trafficking; also Imkaan, which is a black feminist women's organisation that focuses on challenging black and minority ethnic women's experiences of gender-based violence; and also Girls Against Gangs, which is a young women's participation service that works with young women who are engaging in services to ensure that the services out there meet their needs.

At MsUnderstood, what we do is headed up by Carlene Firmin, who has done a lot of work over the last few years around young women's experiences in relation to serious youth violence. One of the things that really came out of that research was the impact that serious youth violence has on young women and girls and in particular around their experiences of sexual violence and sexual exploitation and the links to gangs and peer groups.

The aim of MsUnderstood is to challenge young people's experiences of gender inequality and one of the ways that we do that is work directly with local authorities. At the end of last year we opened applications for local authorities across England to apply to receive direct support from MsUnderstood in relation to peer-on-peer abuse and building their response to peer-on-peer abuse.

Caroline Pidgeon CBE AM (Deputy Chair): How many London boroughs are you working with?

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): We are currently working in nine London boroughs. That is the direct work, but we also have a pan-London approach to what we do and so we really want to ensure that the learning that comes out of the boroughs - and that is also based on the evidence we have been collating in working with our partners - is also fed to other local authorities. We have pan-London learning seminars that are open to professionals from across London.

Caroline Pidgeon CBE AM (Deputy Chair): Great, thank you. Suzanne, do you just want to outline just so that we are clear what your role is as well in terms of safeguarding?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): Yes. My role is the Business Manager of the Waltham Forest Safeguarding Children Board. As Members have already discussed in relation to the statutory role of safeguarding boards, it is to bring the partnerships together and to monitor the effectiveness of partners working in the area in relation to all aspects of safeguarding.

Caroline Pidgeon CBE AM (Deputy Chair): Great. Thank you very much. That was just useful to clarify. We could not get a borough director today because there is some event on that they had to all be at and so we will pick that up.

Rotherham clearly was highlighted as a failure across all organisations and all professionals at different levels. Maybe we will give the police a rest. Why do we not start with Suzanne? What are the main lessons as a borough Safeguarding Board that you have picked up from Rotherham?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): Obviously Rotherham was such a major issue and we have looked at the report in relation to the work that we were already undertaking in relation to our strategic response, which I will talk about a bit later. Some of the main issues were around what the young people told us that they experienced and the experience of young people not only in terms of their experiences of abuse and the complex issues in relation to the multi-layered areas of abuse they experienced and how they had been groomed, but about their experiences with professionals and some of the issues that have already been raised in relation to how young people are heard and how young people are seen.

One of the constant things around this work is that because some of the young people present in many different ways as older than their years, they are not seen as how old they are. One of the constant things we talk about in Waltham Forest is about, "She is 13. Think about another 13-year-old that you know and what would be good enough for you in relation to that 13-year-old". That is one of the issues that came out from Rotherham.

There were lots of issues around leadership. There was obviously the lack of leadership, the lack of acceptance of CSE as an issue, the lack of political leadership and then, in a way, what can sometimes now be used as not quite a red herring but taking us down the wrong road in relation to trying to identify the issue of race as the only issue that was of importance.

In some ways Rotherham is obviously important in itself but it appears to have been a particular issue, a particular time and a particular place that tells us some broader lessons around leadership and the voices of young people. Some of the work from *Real Voices* and the report from Greater Manchester, in a way, helps us think about what some of the issues are that are maybe more pertinent for London boroughs. That is, again, some of the mirroring around young people's voices, particularly around the complexity of the world in which young people live today and the way in which elements of CSE are almost the norm. Young people expect, especially young women, to experience a certain amount of sexual harassment and sexual abuse on a daily basis and that goes from the comments they get walking down the street to what they receive via social media. The whole issue around digital and social media is an issue that we really have not grasped at all yet.

Some of the other issues in relation to Greater Manchester in relation to the low convictions are the need to ensure that schools have a prominent role in relation to education and linking that with the public perception of CSE and, in a way, moving on from Rotherham to thinking about CSE in the terms that we are experiencing. In terms of our profile in Waltham Forest, we have had children from all communities who have been exploited and perpetrators from all communities. We need to be thinking about that in relation to London and also the connections, obviously, around children missing from care and home.

Caroline Pidgeon CBE AM (Deputy Chair): I will come on to that. Thank you for that, Suzanne. George, from your point of view, obviously Rotherham has highlighted all sorts of things, including that they can have wonderful policies, plans and whatever in place but if they are not properly being implemented and are hugely understaffed and so on, there are the issues Suzanne [Elwick] has highlighted. How well do you think London boroughs really understand this issue? What sort of developments have you seen over the last few years in this area that are positive or perhaps not positive that you want to raise with us?

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): You have raised a really key point there. Over the last few years there has been a huge amount of work and development in London boroughs. Picking up from what Suzanne said, it is really important that we take some really key messages and key learning out of Rotherham but that we also apply those messages to the London context. We really need to understand the profile of CSE in London and the realities that are experienced by our young people. There is some really good work that is happening in multiple local authorities about really understanding their profile and beginning to start mapping. When I talk about mapping, I talk about individuals they have concerns about, but it is also linking. It is linking an individual that you might have concerns about in relation to CSE, but do they or their peer groups also feature within the gang matrix? Are there concerns around sexually harmful behaviour? Are there concerns about teenage relationship abuse? Again, Suzanne [Elwick] picked up a really key point about schools and the role and the impact of schools. Yes, there has been a lot of work and again it is seen in the increase in referrals to the police.

In terms of local authorities, when we opened applications for local authorities to receive support, over half of London submitted an application. At the time, there was funding to work with essentially one site. What six local authorities did was group up and form a cluster and so we worked with them as a cluster. What that really demonstrates is that there really is a very real acknowledgement around CSE and that there is a lot of way to go in terms of developing our response.

Again, another development that I am seeing is that there is some fantastic work that is done with individuals who are victims of CSE and there is also some fantastic work that is being done with young men. It is often done in quite an individual and isolated way and so you will work with the victim often. There is a lot of fantastic one-to-one therapeutic work that needs to continue, but what we also need to do is to ensure that around that individual support and therapeutic work there is also real disruption happening in the places where that abuse is taking place. We look beyond the individual and we look towards the context, literally the physical space in which that abuse is happening, and in terms of building profiles, it is beginning to start happening now. We are identifying those spaces. That space could be a park. If we are talking about a park and we know that abuse is taking place in a park, who is regularly going there? We might hear it from one young woman or one concerned parent or one teacher, but we really need to map everybody who is accessing that space and work with everyone who is engaging in that space, not just with the individuals. Again, that really is beginning to start happening in those cases.

Caroline Pidgeon CBE AM (Deputy Chair): Do you have an actual example with a borough you could name of good practice?

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): I would not be naming at this point because what we are doing are currently carrying out an audit in each of the local authorities and that is a six-month audit based on their response to peer-on-peer. I am not in a position to name individual local authorities, but there are certainly pockets of very good practice and what we need to do is start making that consistent. That is the real issue so that it is happening across London and actually what is happening is there are pockets in lots of different areas and, again, we really draw on that strength to ensure that it is happening across London.

Caroline Pidgeon CBE AM (Deputy Chair): How confident are you that all relevant local authority staff have the right training so that they can identify these signs of CSE and that they will take the right action to protect children?

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): In terms of training delivery, as the police were saying earlier, it is something that is being rolled out and there is more of it. From the recent Ofsted inquiry, when they were reviewing training that is available around CSE, it is often of quite good quality and people feed back that it is very useful to have, but it needs to continue to be rolled out across multiple different agencies. Again, it is about working with individuals but also to support in terms of putting action plans into place, not just the identification of the young people, but actually what it is that we are going to do. Yes, training needs to continue to be rolled out. Within that is looking at professionals in role now but it is also looking at the training. How is it that we train social workers? How are we training our teachers? How are we training our healthcare professionals? Where does this element of the training come in? Yes, it is an area where there is training being delivered and, where it is, it is often very beneficial and it is about just rolling that out and increasing that.

Caroline Pidgeon CBE AM (Deputy Chair): Suzanne, as someone working for a Safeguarding Board, how confident are you that all relevant local authority staff are properly trained in this?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): For us, from a Safeguarding Board perspective, we are interested in all professionals and not just those who work in the local authority. The approach we have taken in Waltham Forest is to develop a multifaceted, multi-layered approach to training and we are looking at the moment - and again, as George [Curtis] and others have said, it is an ongoing process - at four levels of training. Level 1 is a general awareness for everybody and that is not just those who work in the local authority but staff who work in all areas where they may touch families' or children's lives.

Level 2 is our training that we have already delivered to over 70 neighbourhood officers in the borough where those are people whom we think could be the eyes and ears. That is street cleaners, enforcement officers, licensing officers, housing officers, people who are out and about on the streets very early in the morning or very late at night, who are also going to premises like restaurants and takeaways and go into the areas where CSE could be occurring, and just really raising their awareness and asking them to look at something slightly differently, and we did that rollout.

We are the first London borough to roll out Operation Makesafe, the campaign that was taken from Derbyshire, and the MPS has written to all London boroughs and asked them to roll this out. The phrase is, "If you see something, say something", and it really is going back to the issues around indicators. What we are stressing to people is that it is not your responsibility to decide if a crime has taken place. If you see something and it makes you feel a bit nervous, we want you to report it to 101 using Operation Makesafe. Then there is some work being done with the 101 call centres that have a special dropdown in relation to Operation Makesafe so that they know what questions to ask when people ring. We are hoping to get a good response from that.

Level 3 training is in relation to those practitioners who do work directly with children and families and, again, that is across all the areas of health, education and social care, etc. We have trained over 180 practitioners to be CSE champions. They have that bit of extra awareness and understanding of the issue. Therefore, they can provide additional support for people within their area.

Then level 4 training, which we are just in the process of looking for a partner to commission that from, is much more in-depth training for social workers and other practitioners who are working directly with young people in relation to really having the skills. As everybody has mentioned, it is quite complex work, working with a young person who mostly does not identify that they are being exploited or abused and has a lot of complex issues in their life, and developing skills to work effectively with that young person.

We do see it as an ongoing process and we have just put in place a CSE co-ordinator, who is then going to be providing ongoing support to this network of CSE champions so that we can keep updating people and keep awareness-raising. If you think about all the professionals who could possibly touch a young person's life, it is a lot and so it is an ongoing way --

Caroline Pidgeon CBE AM (Deputy Chair): That sounds very comprehensive. Is that generally what all the boroughs are doing, are you aware, or is it just Waltham Forest leading the way on this?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): Waltham Forest has had a very good strategic approach and we have encompassed that with the Operation Makesafe and with

a campaign in relation to businesses and a residents' campaign. We are the only borough in London at the moment that has done that. There is a mixed picture across London and there is some really good practice happening in other boroughs as well in terms of the business campaign and the residents' campaign. There have definitely been other residents' campaigns in other boroughs.

We launched Operation Makesafe with our business colleagues. We have targeted hotels, taxis, internet cafes, takeaways, pubs and off-licences and we are using in partnership with police - and we have had a lot of very positive support from the specialist command as well as from borough police - intelligence from licensing police officers, who told us which businesses were probably the best ones to target out of those groups initially. We then had a process of engagement with them to get them on board, which we did through a variety of means, and then we have launched Operation Makesafe in October. Training is being provided to hotels, taxis, etc, in situ by police officers to ensure that they are aware of what to look out for and we have given them additional tools and checklists about what to look out for. Again, the general message is that if you see something and it kind of makes you feel a bit uncomfortable, if you see something, say something.

Caroline Pidgeon CBE AM (Deputy Chair): That sounds really comprehensive and it would be really interesting to hear how that develops. What I am always wondering about Safeguarding Boards is whether it is all a bit too cosy because you know each other and the people you are working with maybe even become your friends. What level of challenge really is there with the senior managers and others from the different partners or is it actually that you are not stepping up here where you should be? Does that really go on? Is it far too cosy?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): I would say for our board it is not far too cosy and actually yesterday we had our board meeting and one of the issues that we discussed is ensuring that we embed a culture of professional challenge. It is something that we do recognise. There is the fundamental element of what a Safeguarding Board is all about. Obviously you need to develop positive working relationships with your colleagues. A lot of this work is about relationships. It is about relationship building. It is about me understanding what your priorities are and what your role is and you understanding mine and obviously that has to be developed in a positive way.

I do not think that necessarily means it becomes too cosy. As a Safeguarding Board, we do a range of activities to check out what the practice is of our colleagues. Earlier, you were talking about workforce issues and issues around how you know whether staffing levels, etc, are right. One of the things that Safeguarding Children Boards do is called the section 11 order and it is section 11 from the Children Act 2004. This is an audit that is a self-audit and so it is completed by the organisation, but we have a range of mechanisms to check out and peer-challenge that. That details issues in relation to training, staffing, supervision, designated safeguarding leagues, etc, and so it gives us a picture of what is happening in our partner agencies.

We also conduct multi-agency audits. In October I conducted a multi-agency audit looking at nine cases where CSE had occurred. We get the practitioners together. Each agency that was involved in each case looks at the practice. A manager or the offline management of the direct practitioner looks at the practice and they have an audit tool to help them do that. We ask them to do that in partnership with the practitioner so that the practitioner has an opportunity to reflect and learn, and then we bring all of that information together and as a group we look at that and talk about whether that is good enough practice. It helps us to have an idea. Obviously nine cases is only nine cases, but it helps us have a touchstone about what the practice is and helps us look at the ways in which the practice is improving or if there are any areas of risk that we need to identify.

Also in relation to the leadership, in Waltham Forest there is very strong commitment to addressing the issues of CSE and holding partners to account, and we do that through the board, through the independent chair and through a range of reports and visits that are done throughout the year. Obviously we expect partners to be honest, but it is not just taking what they tell us. We do other pieces of work to triangulate that it is actually the right story.

Caroline Pidgeon CBE AM (Deputy Chair): That sounds like really good practice. On the point you made earlier about children's voices not being heard, I wonder if I can ask AC Dick how you are ensuring that victims are taken seriously by the police. Some of the failings before from Rotherham show that the police gave no priority to this area and they regarded many child victims with contempt and failed to act on their abuse as a crime. There were clearly some perceptions about the children, as you said earlier, that can be quite difficult. What are you doing to make sure the police are taking these victims seriously?

Cressida Dick (Assistant Commissioner, MPS): I said earlier that we found reading the report and seeing some of the analysis of what had gone on in a number of cases very sobering. We are very alert to that as a challenge. You will be aware, to come to the leadership point, that the MPS has been probably in the forefront in policing in terms of responding to these issues and Detective Superintendent Terry Sharpe [SOECA, MPS], whom you all know, I think, has been really proactive in setting up our central team, which is good and strong and passionate and skilled. Amongst other things, they support boroughs and borough police.

There is a constant review and audit of things like missing person reports and all kinds of - for want of a better word - soft intelligence systems that we have. Terry's [Sharpe] team is looking at those all the time to make sure that we are not actually letting things slip through our fingers. We are constantly going out to the boroughs and, as we have said, there is more to be done here, but constantly going out to the police boroughs to ensure that awareness is raised.

If we do get examples of where we think people have been either too busy or negligent even, then we will be very, very strong on that immediately. It is a subject that I find all our leaders are talking about a lot and as I have, although the specialist lead, AC Helen King, has a particular interest in this area and is bearing down on her teams. The MPS is a very big organisation, as you know. There are nearly 32,000 police officers and a number of other police staff who will come into contact with these issues, not least in the telephone-answering. I cannot pretend this is perfect, but we are on a very strong upward trajectory and awareness is being raised every day.

Caroline Pidgeon CBE AM (Deputy Chair): Is there also the right level of challenge when a child has come forward or it has been identified that they are, as it were, giving consent to sexual activity, when, as Suzanne said earlier, it is a child? They are 13. Is that sort of attitude being challenged as well?

Keith Niven (Temporary Commander, SOECA, MPS): Absolutely. We on a daily basis risk-assess all the cases that may or may not be CSE but somebody has thought that they are. That goes from the extreme of we definitely know that they are CSE cases to those that somebody has picked up one of the warning signs. We have a team within our CSE team that does those initial assessments and so we pick up those things, which is right and proper, and then we will deal with it.

A lot of it is around support for individuals. We have trained child abuse investigation officers that have years of experience of dealing with individuals who have been subjected to sexual abuse. A lot is around the support and so that is working very closely with the Safeguarding Boards and social services, and in fact our interviews

are joint interviews in many cases. We cannot always charge and convict people, but we must always protect the child.

There are two areas. One is paramount - safeguarding the child - but also then part of that safeguarding is seeing if we can pursue and convict the individuals. In the interviews that we conduct with people, there are instances where it might take up to 11 months to gain the confidence of somebody to actually disclose and even then that might not be viewed by the CPS as sufficient. In the meantime, we have to do work with the child and working with the professional partners to support, but we have to target and look at those individuals as well. Maybe that account is not going to be sufficient to bring a prosecution, but a lot of individuals who are engaged in this type of crime are engaged in lots of other types of crime.

One example I can give you is where we had that very situation and we managed to target the perpetrators and managed to arrest and charge them and convict them with a firearms offence. OK, it is not the sexual offence, but it is actually an offence and we have prosecuted and put people in prison for it. There are a lot of complexities and dynamics to it, but the welfare of the child is paramount at all the stages of this. Yes, people take this very seriously and they are very aware of the lessons of Rotherham and other places as well. That is why we launched the protocol.

What was really encouraging was that all 32 boroughs were involved in this and were all very supportive. Makesafe is an excellent example of where we are going out to because, if you look at minicabs and you look at hotels, these are places where information can be gathered. We need to look at that information and work with it and develop it and we do need the support of all the agencies and the businesses and of anybody. If they think something is happening, they must report it to us and just give us that opportunity to pursue an investigation.

Caroline Pidgeon CBE AM (Deputy Chair): Finally, AC Dick, can I ask you what for you are your immediate priorities following the Rotherham report that came out and do you think, from the analysis you have done, that there could be a Rotherham in London?

Cressida Dick (Assistant Commissioner, MPS): There are certainly lessons from Rotherham, as have already been described, and I could not put them better, really, and we need to - and are - identify those and constantly challenge ourselves against them. Do we have the leadership? Do we have the culture of challenge? Are we prone to flinching away from culturally difficult things, although London is an incredibly different context? How serious are we about this? Are we putting sufficient skill and resources into what we know will be a growing manifestation of an existing problem?

We have also discussed on many occasions that the MPS has many historic investigations going on at the moment in relation to child abuse, as you know, broadly. We do not have many in relation to CSE. I was talking to Keith [Niven] a few days ago about when Rotherham was beginning to be looked at and the work we did to look back and just see whether we were sitting on some historic failures. We do not think we are but, as I said to you before, never say 'never', and it is perfectly possible that somebody could come forward and say, "I was in this situation. I tried to do something about it. I was trying to help somebody and nobody would listen at such-and-such a place". We would then go back and look at that. We do not think we are sitting on a Rotherham. We are determined to get much, much better at this and we are putting a huge amount of energy and resource into it. I do think some of the analysis of Rotherham as a place - I do not know it very well - is very different from London and London's communities.

Joanne McCartney AM (Chair): OK, that is very helpful.

Len Duvall AM: You mentioned some of the disruption tactics. If you cannot get them for the abuse crime, then you do for other crimes. You may well be sensitised to that, but I sometimes get the view about the MPS in terms of dealing with crimes and the awareness of other issues that it deals with the crime and does not look at some of the allied issues. I thought the issue with Rotherham that was really underplayed was a group of individuals that was also probably involved in other activities, which I could not quite understand, and some of the connections between some of the towns and some of those other criminal activities that may have taken place.

Are we sufficiently sure that within the MPS other investigations are not just seen as the focus, they are tidied up and that they do not quite pick up on those wider issues that may well have come to light and that there may well be something in the back of the mind or they come across other evidence but their primary investigation is there? Really, it is not about your command but about other commands under you.

Cressida Dick (Assistant Commissioner, MPS): Sure.

Len Duvall AM: If I can give an example, a murder investigation takes place in a pub and we solve the murder investigation but we do not say, "Why is that person there? What were they doing in a pub?" There is an intermediate drug market going on and no one follows up that because we have solved the murder and everyone walks away and we might have told the local people that there is an intermediate drug market or not. How sure are you that other elements of the MPS in their day-to-day business are sufficiently on board with this piece of work?

Cressida Dick (Assistant Commissioner, MPS): I accept what you say. The murder example is a good example, and we all know we cannot do everything all the time, and there are sometimes crimes going on or allegations - for example, a drug market - that we actually cannot deal with at that particular time. What I would say is officers are almost falling over themselves to identify CSE now when they are dealing with other things. I am sure it is not perfect, but Trident is a good example and we have been very much helped by colleagues here in this. I probably should not say too much because some of these cases are *sub judice*, but we are looking at cases where Trident gangs have been using young people to carry out facilitation for them, if you like, as well as undoubtedly, one would expect, some sexual exploitation. Safeguarding comes first and when we can talk more about some of these operations, we will, but safeguarding has to come first.

We have done some really good work recently, making sure that we can bring the big criminals to justice whilst safeguarding the children and we are hopeful that in the future we will start to be able to lay some charges which are more directly related with the exploitation of children - for example, trafficking charges on gang members - what we are observing - and you will have a view, George [Curtis], on this - is that many gang members, in a sense, just laugh about the thought of being caught and going to prison for a few years for drugs or something like that. They are extremely nervous and upset and angry at the thought that anybody would be thinking that they might be accused of trafficking or indeed sexual exploitation or interfering with children.

We do need to alert everybody to CSE. We do need to make sure that all our investigations take account of that and are always putting safeguarding first. We are quite good at that, but we could get better. At the same time, we need to use every tactic to bring the offenders to justice as well as, wherever we possibly can, actually bringing them to justice for CSE.

Len Duvall AM: Sorry, just one more question, I suppose, to --

Joanne McCartney AM (Chair): George [Curtis] was nodding and perhaps wanted to come in on that point that you made, Len.

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): Yes. I was just really going to build on what has been said a little bit. It is really key that, yes, in the example that you gave about a murder inquiry, how actually we all - and I mean that for professionals in every single agency and service - are dissecting and analysing what we are seeing in terms of behaviour of young people and actually thinking, "Why are they behaving like that? Why is it happening?" In terms of gangs and Trident and gangs units in boroughs, they are linking up with the voluntary sector agencies who work specifically with girls and young women that are affected by gangs and that oversight is beginning to start to happen and we are beginning to start to see that mapping where local authorities are building their profile.

What we really need to do at a pan-London level consistently is ensure that we are putting in place services and responses to the behaviour and the attitudes of boys and young men who are not going down the criminal route and who are not being charged, or where crimes get marked 'no further action' (NFA). Like you said, whilst there are real positives around how you cannot necessarily convict someone and charge someone in relation to CSE you may get them in terms of other crimes, but actually are we addressing the root cause of that behaviour? Is what is going to happen once that person is released from custody that they are just going to go out and perpetrate that and actually, even though that one individual may be in custody, all of their peers are still out there perpetrating the same things?

What we need to do is really look at pan-London level at what we are doing in relation to working with boys and young men, really focus on the work around prevention and build a response based on the London profile, and I cannot stress that enough. What we know about London is that the University of Bedfordshire did a scoping exercise with London Councils earlier this year and it was peer-on-peer abuse that was rated as incredibly prevalent in local authorities and local authorities really were saying they need more support around that. How are we addressing that? Actually, a lot of national strategy around CSE is based on that quite traditional model and what we have seen in a lot of the high-profile cases where it is adults as perpetrators, often very connected adults, sometimes in relation to organised criminal networks and organised crime, therefore exploiting children. We know in London our profile is different. How are we responding to our London profile and working with prevention, working with all services, really addressing boys' and young men's attitudes and behaviour on a pan-London level consistently so that there are not just hotspots and there are not just areas where there is really good work, which is what is happening now? There are areas where there is some traction but it is not consistent.

Len Duvall AM: Allied to that work with young men and males, would you say that part of the preventative programme is also trying to empower potential victims and therefore young girls? I always thought if I had a daughter, I would give her the Max Clifford [convicted sex offender] trial notes and say, "Watch out for this type of thing".

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): Yes.

Len Duvall AM: It is about working with potential victims and empowering them. There are issues around low self-esteem, albeit the young girls in Rotherham - some, not all - had much more complex issues with why they were not being believed or not, which should never have happened, and those issues. Would you agree that somehow we have to try to get a preventative strategy around that and where is the best place for that? Is that our schools or in other settings?

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): Yes.

Len Duvall AM: I suppose lastly the question I just want to ask is much about inter-organisational working and issues and it is addressed to you, Suzanne. One of the issues when I read about Rotherham was, I thought, the role of the voluntary sector. You had the Home Office believing and commissioning work with the voluntary sector, the council putting budgets and work there and so clearly there was an issue, but actually there was a bit of self-doubt amongst professionals believing in another sector's piece of work. I do not know if that is fair. How can we overcome that in the future? I know it is about professionalism in different ways. It is about respect for each other's work and it should be evidence-based, but what is the strategy for dealing with that? How do Safeguarding Boards feel about that interagency type of working?

Joanne McCartney AM (Chair): Do you want to answer your bit first?

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): Yes. Shall I just respond to young women? Working with young women in relation to prevention is key. It is key to empower them so that they understand issues to do with consent. That is beginning to happen and actually in some local authorities it is happening quite a lot. Some schools are very much embracing work that comes in.

The danger with that work is often you will, say, work with 10 or maybe 20 young women in one school whom the school identifies as really quite vulnerable and would benefit from additional work. You might address issues to do with sex, with relationships, with consent, in essence to do with self-esteem, what they want from relationships and what they want from life. Your real risk is that those young women go back into the school after they have spent an hour talking about how it is not OK for male pupils to push them into the toilet and expect sexual acts from them and it is not OK that people touch them in school inappropriately - males - and they learn that in that session, but then they go back into that school and that community where actually those attitudes and behaviours are commonplace. What we have to be really careful about is not actually putting young women at further risk by giving that individual that support, but if we do not work with everybody we are not going to see a change in behaviours.

Can I quickly talk about the voluntary sector, briefly? In London there are some fantastic examples of what the voluntary sector is able to do in terms of working with individuals who have experienced CSE and continue to, and young women who are gang-affected. Personally, my professional background is working with gang-affected young women who have experienced CSE and one of the things we need to do - and I put that to this room and this building, really - is ensure that those voluntary sector organisations are able to work in ways that we know work. We know because what reports like the Office of the Children's Commissioner's (OCC) inquiry and multiple others say is that real support comes from that long-term relationship with one individual. Therefore, who that individual is, and if it is going to be someone who works in the voluntary sector, let us look at what we are saying in terms of funding in how long you can work with the young person. If we are saying you can only work with someone for six months, what are we actually saying about what service that young person deserves? We need to look at our local authorities. It is not OK that the voluntary sector is doing this work in cafes and shutting down a conversation in Starbucks because a young woman wants to tell you what happened to her at the weekend, and actually you are in Starbucks and that is not a safe place for that conversation. That is not OK.

What can we do to ensure that those systems are in place for our voluntary sector and also that as social workers begin to pick up this work more, there is still that real role for the voluntary sector because it is invaluable in terms of the additional flexibility in which they can work with young people. There are some real

examples, actually, in particular of voluntary sectors working in things like the Multi-agency Child Sexual Exploitation (MASE) meetings, which are the new meetings around CSE, where you really see it in terms of that professional challenge and learning, I would like to call it, because that is what we are all doing. We are all learning. It is the real, valuable contributions the voluntary sector makes in those meetings because actually they often really know the young people. You often have people with more of a violence-against-women-and-girls perspective. You have people there who work specifically with gang-affected young people and they come in with additional information and again challenge. I have heard voluntary sector people challenge the language that is used to describe exploited young women and also men. It is a room for real growth, but it is happening.

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): Just to add to that in relation to thinking about and understanding our profile, we are building our profile using the intelligence that we have from the police but we are aware that the police profile is only those elements that have come to the attention of the police. In Waltham Forest, we have used that data and put that together with the information that we have from our gangs programme because we have quite a complex gangs programme within the borough, and it is also about adding to that. We have a harmful sexual behaviour lead, who works with a range of professionals who are Assessment Intervention Moving On (AIM) trained, which is the assessment process for people whom you feel may be perpetrating harmful sexual behaviour, and bringing all of that together so you actually understand who it is that is being affected within your borough. As George [Curtis] said, just based on the information that we have from the police profile of the cohort of perpetrators, a large cohort was aged between 13 and 19. It is about peer-on-peer. We call it peer-on-peer; it may be obviously a 13-year-old and the perpetrator may be 19, but it is about looking at those issues as well as some of the more traditional models.

In terms of how we address those issues, it is about schools. It is about education. It is about educating young women as well as young men and doing that in a safe way but also in a joint way so that you do not get the situation, like George [Curtis] says, where someone is outside of that environment and then they go back in. In Waltham Forest we did have quite a good programme called the Healthy Relationships Training Programme (HEART), which was funded by European funding and which actually did work in schools with groups of young women and groups of young men separately and also did one-to-one work. We want to look at how we can further develop that in our next stage of our campaign.

It is also about parents and what we do not want is, again, in relation to thinking about who the perpetrators are, to stereotype our victims either. It is not all about young people who are looked after or who have a very difficult relationship with their parents because some of them have very good relationships with their parents. That is not necessarily what is making them vulnerable to exploitation. It is also equipping parents to really understand what CSE is about and how they can pick up the indicators so they can actually seek help themselves to help at the earlier stages of when things are being identified.

In relation to the voluntary sector, we have voluntary sector partners that sit on our MASE panel that are doing direct work with young people affected. As George [Curtis] says, they can give a real different flavour to bringing forward some of the issues that are happening in relation to those young people.

In having that leadership in relation to being clear that CSE is an issue that we are only just touching, that there is a serious amount of work still to do and that, as George [Curtis] said as well, it is about learning and it is about holding ourselves to account and, as I said earlier, having a culture of professional challenge. We have an escalation policy whereby people are very actively encouraged that if they make a referral or highlight an issue with any professional body within the borough, they understand who they escalate that to if they are not

happy with the response that they get. That is part of having an accepted culture of professional challenge, and I know from my own work - not necessarily in regards to CSE but other safeguarding issues - that colleagues in the voluntary sector do feel reasonably confident about doing that, and they use our escalation process when they feel that it is appropriate.

Joanne McCartney AM (Chair): Thank you. Can I just move on now to touch briefly onto the role of Ofsted? Ofsted has recently stated it is going to take more of an interest when it is reviewing local authorities and safeguarding boards to how they prioritise CSE. I presume that that focus is welcome. One of the issues it picked up was that the problem in the past where there have been gaps or mistakes has been that professionals simply failed to apply child protection measures to young people who were presenting with CSE. Is that your view as well and what is taking place in boroughs to actually rectify that problem? I do not know who wants to go first.

Keith Niven (Temporary Commander, SOECA, MPS): I think everyone would accept that in the past the signs have not been picked up, and that has certainly been a part of Sue Berelowitz's [Deputy Children's Commissioner at The Office of the Children's Commissioner] work, Helen's work and your work, George, that the attitudes of some of the individuals, as AC Dick mentioned, some police officers did not take those cases seriously enough and we absolutely understand and agree that that is the case. That is why we have now focused ourselves on this to say - and we touched on it before around court - that people present in many ways because of the background and where they have been and what they have actually experienced. They might not present as ideal witnesses in a court. I absolutely accept that and so do all my colleagues. It is around support for individuals. Actually they need more support. They need support to go through a court process if it gets to that stage, but also they need support in relation to safeguarding. We have individuals who may come into the police and into the criminal justice system whom we will safeguard. They will be placed with potentially temporary foster carers but they might not stay there. They may go back to that situation where they have come from because actually that has become the normality in their lives and those individuals need even more support because they do not actually necessarily see themselves as being victims.

In relation to police officers, and that is what the training is focused upon and the protocol is focused upon, these are the warning signs and again they might not be correct but they are warning signs to start asking those questions and start looking at a safeguarding angle in relation to those individuals. Certainly in the video that we have shown, that was an individual who was out late at night. She was coming into custody. They are some of the signs that were not picked up in relation to what was actually happening to her, and she says on the video, "If somebody had just asked me, I probably would have told them". It is the attitude of all the agencies in relation to, "Just take some time in listen". When you do that and you provide the right level of support, and certainly in relation to debriefing, because of course a lot of children go missing. They go missing quite regularly. The police will do a form of debrief, but people are not always necessarily comfortable talking to the police and so we work very closely - Barnardo's is one, the Safer London Foundation - where they can give time to individuals. I said before that it could take 11 months to actually find out what has happened in relation to a criminal prosecution and a statement, but time has to be part of it and the right people to do those debriefs have to be made available. It would probably touch on funding and resources and all those areas, but we have to ensure that that level of support is there.

Joanne McCartney AM (Chair): I want to ask you all about information-sharing because in previous child protection reports in the past, it has often been that the information-sharing was not adequate and information was not passed on. Perhaps I can start with the MPS. How do you ensure that information that you have about a child that might be at risk is shared across the partnerships? That is obviously going to be

vital to increase the rate of prosecutions. What more do you want local authorities and other partners to do to assist you in that?

Then I would like to come to George [Curtis] and Suzanne [Elwick] to ask in particular about the level of information-sharing that you see and the development of local profiles. Are they, I suppose, fit for purpose, or do they miss things? Perhaps if we start with the MPS.

Keith Niven (Temporary Commander, SOECA, MPS): I suppose it goes back to the development of the MASHs and how they were actually grown and why they are with us. They are with us for that very reason around a lack of information-sharing, and we know we can name cases where the consequences have been absolutely catastrophic. I am reassured around the level of information-sharing for the MASHs, which are now up and running in London, and so that is a good thing.

As for information-sharing with the local authorities' social services, if children are on child protection plans, every six weeks there is automatic sharing of information in relation to the police data and we also on a daily basis scan to see where the children on plans have become new victims of crime for whatever reason. It might not be connected to the plan. They might just be victims of crime in other ways. That information-sharing is certainly there. There are robust processes and structures for that.

If you ask me where there is room for development, it touches back to and I very much echo the thoughts around education because the victims, as survivors of these cases, have that information. What do we provide for them? What environment do we provide for them to actually talk about this? It might not be that it is a criminal route, but what about the information so that they can be safeguarded? Schools play a really important part in this. There needs to be consistency and there are pockets of really good practice and that is fantastic and must be welcomed, but I do not know whether that is consistent across the board, and potentially that is something that we should explore and all the other agencies as well. There is a massive amount of information and data held on lots of agencies that are involved. Do we see all that, as the police, to identify who the perpetrators are? I would suggest we probably do not? We need to encourage that because if we gain the information - and we touched on it before - we will not shy away from it. We will use that information; we will develop it and if that means we can arrest people and pursue them criminally and convict them and put them in prison, then that is where we want to get to. There is a long way to go yet.

Joanne McCartney AM (Chair): Does your MASH and CAIT system allow for cross-borough information sharing as well?

Keith Niven (Temporary Commander, SOECA, MPS): Yes, absolutely. We spoke about it before. The MASE meetings are where we have these monthly meetings where the professionals all come together. At that point, they will have highlighted individuals who are high risk and that is the purpose of them and those agencies come together. Those meetings can grow or shrink; it depends on the professionals and the voluntary services that are required there. That information is exchanged and then action can be taken and it is either criminal or it would be safeguarding or both and that is the value of those. In our CSE team, we have the single point of contact based in one place under Terry Sharpe, our Superintendent, and those individuals go to those boroughs. They are very much a part of those meetings and contribute to them.

Joanne McCartney AM (Chair): Thank you. Perhaps I could ask Suzanne and George with regard to the information sharing and the local profiles if they fit the purpose, and also perhaps pick up in more thoroughness in particular about what you are doing about ensuring schools have adequate training. When we

looked at girls in gangs about 18 months ago, this was one of the key issues that came out and also the issue that many schools do not want to state publicly that they have an issue for fear of damaging their reputation.

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): In relation to information sharing, as colleagues have said, we have the MASH information sharing agreement. Obviously professionals work within and work together. If there is a concern about a child being at risk, then they understand how to share that.

As we all know, and you have spoken about serious case reviews earlier this morning, in any case review, the issue of sharing information always arises. It is a constant challenge for all of us working within the profession to ensure that people constantly are reminded of the need to share information and the way in which to do that. That is complex and not just in CSE, but in relation to CSE, one of things that we talk a lot about is the jigsaw going back to what we were saying in relation to the Operation Makesafe as well. It is like you do not know the whole picture; you just have one little bit of it but that actually may help somebody else draw that picture together and put those pieces of the jigsaw together. In relation to CSE, it is even more so for practitioners to be mindful of the fact that something they think is not important may be and encouraging people to do that.

Obviously there are the mechanisms in relation to assessment processes and child protection processes and core groups, etc, which are when the young people are already known and in the system but it is that other bit outside of that. One of the things we ask people to use our MASE for is not just referring those young people who are at significant risk but particularly thinking about teachers and people working in youth services or probation who may hear bits of information because young people are chatting about stuff and they are talking about something that is happening. Even if they do not have actual details that any crime has been committed or that they actually have the names of people, they might just have a bit of an idea that something is going on at a particular house and they also refer that information in. Again, it is about that jigsaw and putting those things together.

In terms of profile, as I said earlier, we are trying to bring all of that information together, looking at the information we have from the police and putting that together with information from service providers such as Safer London Foundation or gangs, etc. Also, we are aware that we need to draw that together with data on children missing and children missing from a care home and from education.

Joanne McCartney AM (Chair): We will ask some questions on that in a moment.

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): OK. I will not say that, then. Then schools, yes, schools definitely. It was stated in Rotherham and in *Real Voices*, schools are crucial. There are pockets of good practice happening. Some schools are fantastic. They take a whole school approach. They are less concerned about whether it is saying they have a reputation for CSE or not. They are aware they work with young people and young people are at risk of CSE and therefore they need to do some positive work with that. We have some schools that are doing good work in Waltham Forest.

It is about making that consistent. The two aspects of the work we are looking at are rolling out "Chelsea's Choice" and getting all our secondary schools year 8 and above - I do not know if Panel Members are familiar with Chelsea's Choice - and getting them to put that in all of their schools. We are hoping to do a tour in spring of next year and then we have also agreed with our strategic education group to start a task and finish group around primary, therefore, we can look at what education we are going to get into primary. We are looking to the schools in our borough to say, "Look, we need to do this as a borough and we need to have not

only a whole-school approach but a whole-borough approach”, which fits in with going back to the age-old safeguarding is everybody’s responsibility. We are looking at our schools and working with parents and businesses to say, “It is all our responsibility to try to address these issues”.

Joanne McCartney AM (Chair): George, do you have anything to add to that?

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): Yes, I agree. In terms of individuals and sharing information about individuals, where there are concerns about their vulnerabilities, there are improvements particularly in regards to young women. When I say ‘young women’, I mean the young woman who may be a victim or survivor. I am not sure we are there with young men in terms of really sharing concerns around young men's behaviours and attitudes. I hear more about the concerns we have for young women than young men and that means that not all the professionals are aware and that even when concerns are raised, there is not always action plans put into place. There are not interventions and there is not support put in place which is different when we are talking about young women. The key matter is that for any of these cases to go to court, the young woman has to want that and what we know specifically when we look at the London profile for a lot of London boroughs is that is not what young women want. They are not there yet; they do not want the case to go to court for convictions. They are not ready for that process.

It is about working beyond that. Young women in particular were getting things like the MASE meetings and the Multi-agency Planning (MAP) process is really helping. It is really interesting to hear about the sexually harmful behaviour lead in Waltham Forest. Again they are in some sites. Some local authorities have these and others do not. We really need to work on that. There is obviously aim but what do we do for young men who are not charged and there is no conviction of the cases that are NFA.

In terms of information sharing, what we can really still be building on is that information sharing about contexts because what we are doing is sharing information about an individual but just the behaviours of an individual not seen within the context around them is not as useful as if we knew what was happening. If we have the information but actually they live in this place, what do we know about this place? We know the gang situation is this; we know the crime situation; we know actually there are some areas. A lot of practitioners will be able to tell you about where the stairwells are in certain estates where assaults are frequently happening. What are we doing about that stairwell? What are we doing about those parts? What are we doing about that bus route, those young people walking to and from school and also schools? Like Suzanne [Elwick] said, some schools are really engaging in this, which is great. There is work to do with other schools as there is around all of those contexts and all of those youth centres where young people spend their time. Are they safe? We know that a lot of youth centres generally are used predominately by young men than young women, the same for the Catch 22 service. Generally work more with young men than young women but we have these excellent services that work with young women. How do we create these partnerships that enable them to do that?

Again in terms of cross-borough, yes, how do we really work on and build on our cross-borough information sharing? We have a transport system in this city which allows young people to move for free. There is a general perception and we relocate and we move young people all of the time and that is because of the risks to them and that is also risks that they pose to others. What we are now seeing is after really relying on relocation for quite a long time is that we have our most vulnerable young people all over this city and country and we do not actually know where a lot of them are in relation to the context we place them in. We might know their individual address but that information from that lead social worker does not necessarily know

anything about the area that young person is in. Once they step out of their own borough, often they leave access to all of the support they may have been receiving. Yes, that is a real thing to look at.

In regards to the whole-school approach, it is a fantastic philosophy but let us see it in action. Whole school approaches take years. What we have to do is create a really safe environment within schools which means everyone from head teachers, teachers, students and support staff. The support staff who are in the canteens at lunchtime and supervising the playground area understand what we are talking about to really create that safe space.

Joanne McCartney AM (Chair): Thank you. Victoria, you wanted to get on to your questions?

Victoria Borwick AM: Yes, if I may just to go on to that just briefly, I absolutely accept the points you make about how the local authority boundaries are artificial, which is very valid, but the problem is of course for the social worker. They are employed by a particular borough and it desperately needs to be rather like at the Greater London Authority (GLA). We work across boroughs and it is a really important point you make that it is artificial. If we are going to tackle this sensibly, we have to have a more London-wide approach in that sense.

Following on a couple of cases locally, people can be put in a children's home or separated or put into care or put somewhere else that people actually do not know what is happening in that environment and, therefore, I do certainly support comments you have made there for the sake of what we are talking about today.

I just want to take us briefly back to Ofsted, which was the point that Suzanne made and then go on to missing children and children in care. Is Ofsted providing a valuable role here? It rather managed to escape any of the problems over Baby P. I do not know who wants to answer that one. Does that fit neatly into your relationship?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): I do not think it is necessarily my position to comment on whether Ofsted got out of Baby P.

Victoria Borwick AM: That answer is volumes, is it not? My personal view - and I will say that - is that the problem is that its particular way of what happened did allow Ofsted to escape the blame for more of a role it could it play. I do not know whether others think that Ofsted could have been more proactive.

Cressida Dick (Assistant Commissioner, MPS): I am not sure it is appropriate for us, Victoria. Suffice to say if they are more active in the future, we will welcome their active involvement, certainly.

Victoria Borwick AM: OK, that is very interesting.

Cressida Dick (Assistant Commissioner, MPS): Yes, we work with HMIC and they are doing a lot with us.

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): I would say that again, moving on to the future, certainly in MsUnderstood we look to engage with multiple different partners around how we support young people who are experiencing CSE and Ofsted is certainly one of those partners to ensure that everyone essentially is pulling on the same information and evidences and research.

Victoria Borwick AM: Moving on to what I really wanted to talk about, which was children in care and missing children, obviously again a child can be placed in care and I do know very good evidence of where the

police, when told somebody is vulnerable, will make sure they are looking out and will take some proactive work. I have anecdotal evidence of that and I will certainly put that down. Obviously I would like an update on what you feel that the police are doing to protect vulnerable children, looked-after obviously, from these sorts of problems and how do you think that relationship is working with local authorities in order to support those children?

Cressida Dick (Assistant Commissioner, MPS): If I could start, your previous point about cross-border is very important, not just within London. We have a very pan-London approach and we are very confident of our systems across London. Sometimes we come up against borough boundaries or other boundaries but, within the MPS, we have a strong London focus. As you will be aware, sometimes our young people are placed miles away from London but might be coming back into London to be exploited or going somewhere else to be exploited. This is definitely a very big challenge.

In terms of missing people, a consistent theme of most of the reports on things that have gone wrong has included missing young people and that opportunity or that moment to get information or to nudge or to understand better what is going on is being missed. We are extremely alert to that and all our officers are extremely alert to that not just in CSE but more broadly. Missing people, as you are probably aware, is an issue that the MPS prioritises very highly and the way in which we do a risk assessment immediately when the report comes in and that sort of thing is getting better and better as a system that has greater effort put in.

Sometimes these young people will be relatively frequently missing. The key there is what happens when they are found and when they return. It is not, we think, our responsibility to do the extensive debriefing that might be required. We have to call safe-and-well checks and then it is key that we do the information sharing with others.

Victoria Borwick AM: The trouble is they cannot be locked up in their children's home and yet then the next day they abscond, for want of a better word.

Keith Niven (Temporary Commander, SOECA, MPS): There have been occasions where secure accommodation has been found.

Cressida Dick (Assistant Commissioner, MPS): Yes, we have done it, actually.

Keith Niven (Temporary Commander, SOECA, MPS): Very little of that in London but we have had a case where the vulnerability of an individual was so great that actually that was one of the options that was carried out.

Victoria Borwick AM: Is that a sort of the conversation you have with local authorities?

Keith Niven (Temporary Commander, SOECA, MPS): Yes.

Cressida Dick (Assistant Commissioner, MPS): Yes. In that particular instance, it was an extreme action of course, but it works incredibly well and allowed us the opportunity to both safeguard and then the young person's attitudes began to change and the offender was brought to justice. It is a long process but not something we would routinely do but we do talk about missing people absolutely routinely. The debriefing is usually done by the voluntary agencies or by the borough.

Victoria Borwick AM: What role does the young person play in trying to sort this out? How do we monitor somebody who is possibly out of borough and how do we monitor how they are responding to this being done to them in a sense of feeding back? I do not know what the opportunities are there.

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): Whichever borough places a young person outside of their area, it still maintains the responsibility and is the corporate parent of that young person. What we have done is try to engage with the providers that we use outside of the borough as well as those providers in our borough. We have quite a lot of children's homes in Waltham Forest and therefore we are a net importer of looked after children. We do not use all of the homes in the borough for placement for Waltham Forest children but we have engaged those providers and the providers we use outside of Waltham Forest and there is a quarterly meeting that takes place with those providers where CSE is always on the agenda. We have done particular training with them and some of those providers are part of our CSE champions network.

I think it is a two-pronged approach. One is about raising awareness for children's homes as much as any other professional in relation to CSE. There are the issues about an individual child, therefore, if a child is going missing, then the lead professional, in this case it would be the social worker, would be alerted to that. It is about getting a bit more sophisticated, as you have said, in relation in cross-borough issues, about using the MASH in a way to help with those cross-borough issues. For us because there are a lot of young people who go missing in Waltham Forest that are not Waltham Forest children, as in they have been placed by another authority, we still need to work with the police to get that intelligence and think about at our MASE because if those young people are experiencing CSE or other crime or are gang affected, etc, it is also going to affect the children that live in Waltham Forest or the possible looked after children that are placed in that home. It is about using the processes we have in place to be a bit more sophisticated about how we share that information when it is cross-borough. Obviously, in London, that is quite a complex picture.

Victoria Borwick AM: How do we listen to the voices of the children themselves to say whether or not what they feel in fear?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): It is very much about the return interview, who does that and how is that done, but then it is not just capturing it on that one occasion but actually monitoring the situation. For any child who goes missing who is a looked after child in Waltham Forest, they should complete a risk assessment in relation to CSE. We ask the question: do we think their missing episode is in relation to them experiencing CSE? Then the future, as a preventative measure, is looking at all secondary age children and doing a risk assessment of them going missing, therefore, trying to think beforehand whether there are any particular issues in relation to making them more at risk of going missing.

Victoria Borwick AM: Some of these children are repeat and regular and daily disappearers. Are you saying that will not happen every time?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): If that is happening, then that should be being addressed as part of their care plan. There should not be children that are repeatedly going missing and no action or intervention has taken place. It is also important to recognise that it is very complicated for the practitioners. Our colleagues talked about extreme examples where young people are incarcerated in a secure environment which is a decision of the courts to do that but that is obviously an extreme issue. Working with young people who are being exploited who do not understand they are being exploited, who think they are consenting to the exploitation that is taking place, who may, at that

point of their grooming, feel like they are being treated as special, they are going out for nice meals, they are being given gifts; why are you telling them to stop doing that? It is complex work and it is an ongoing process and sometimes during that process of trying to engage with that young person, to secure their safety, they actually do not want to secure their safety because they do not understand they need to be safe.

It is important for us to recognise that complexity and all of the professionals need to be aware and raising those safeguarding concerns, having that conversation with each other, looking at what mechanisms can be put in place in order to keep that young person safe but sometimes that may mean that happens over a period of time before that security is made.

Victoria Borwick AM: OK, just a quick follow-up. Anecdotally, and I say this as a school governor, we are told that sometimes teachers, members of staff, as you say, meal supervisors and other people who come into contact with young people raise concerns appropriately with the authorities but then feel that they do not hear back and then they raise the next case and they raise the next case and after a bit because they do not hear back, they think, "Why am I bothering to do this?" What changes should be made to the system in order that schools feel sufficiently part of it?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): That goes back to the comments I made earlier about professional challenge and escalation certainly and leadership. The divisional director in Waltham Forest, whenever she meets with teachers, with head teachers, and that happens on a fairly frequent basis in terms of head teachers' forums, etc, will always prefer that teachers know, that heads know, that if they have any concerns in relation to social care practice, they can raise them directly with her. We do have the escalation process and we do say not only is it the responsibility of the person taking the referral or taking the information to take that seriously, but as a professional working with children, if you have a concern, it is your responsibility to ensure you get that concern heard. It is not all right to say, "I made a referral and nobody came back to me". You need to chase. You need to go --

Victoria Borwick AM: I fully understand that but you can quite understand that after a bit, if they do it quite often, they begin to feel, "Am I being listened to?" This is particularly if they do not see a change. We have had reported to us teachers who are making these referrals but are feeling disappointed in the response they are getting back either from their local authority or because they do not know whether the police or other agencies or voluntary agencies are. What process do you have to feed back other than your statutory quarterly - or whatever they are - meetings? How do you make sure that person --

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): On an individual basis, any referrer should get a response back. If they are making a referral into social care, then they need to get a response back and if they do not get a response back, then they should then chase. It is not a quarterly basis; that is a meeting that happens with providers. You would not be talking about individual young people at that quarterly meeting. That is more general or more strategic issues that were get then but on an individual basis, any practitioner, anyone who raises a concern should have a response back in relation to their direct referral.

Victoria Borwick AM: I need to take the word 'should' there.

Joanne McCartney AM (Chair): I also have George [Curtis] and possibly Cressida wanted to come in as well.

Victoria Borwick AM: The time, yes, I know there are a couple of things.

Cressida Dick (Assistant Commissioner, MPS): Two quick points. Firstly, although obviously we are not in every school by any means, there is quite a big role here for our school officers that we have not even mentioned yet. Certainly the ones that I have been to visit recently and seen and talked to, a lot of our school officers will say that either sexual exploitation or at least learning how to deal with unwanted advances and the sort of cyber stuff around sex is a huge part of their caseload now, working with young people and working with schools to help on all sides of the equation, if you like. They have a big role to play.

Perhaps slightly more controversially, I do think there is probably more we can do with education. Keith was just reminding me that education is not routinely always in all our MASHs. I know this is about resources, but we need a greater tie-in. I would not say 'buy-in' because that --

Victoria Borwick AM: It must be partly because they are usually - and we discovered this when we were doing the Health Commission - where children can be seen every day --

Cressida Dick (Assistant Commissioner, MPS): Yes, of course.

Victoria Borwick AM: -- other than of course those who have gone missing, but they are probably on some other agenda, so to speak. Actually, that is the place where you can see some gradual or sudden deterioration.

Cressida Dick (Assistant Commissioner, MPS): Quite, yes.

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): Going back to your initial point about CSE referrals essentially not being picked up, it happens and it is happening less and less. We are on a learning curve for all local authorities. There are some real elements of effective practice that is happening in some local authorities to try to overcome this. On one site, the violence against women and girls sector, which provides a specialist CSE service to gang-affected young women and actually young women experiencing relationship abuse on any level in the borough, sits in the MASH two days a week. Part of its role as referrals come through is to look at them, to receive them and also to support MASH colleagues in doing those initial assessments and what to look for around CSE and bring knowledge and information to that environment, which is really useful.

Back in the days when I used to train multi-agency practitioners around CSE and what they should do, there are those really simple things that we can all do as well. When we are referring in, if our concern is around CSE, be explicit. Say that on the referral. It has a lot more impact than just writing a paragraph about behaviours you are concerned about. Be explicit. Say, "This has 4 of the 11 vulnerability factors that we know from the OCC report and inquiry". Use the language of safeguarding. Sexual exploitation is a safeguarding issue. Reference the 2009 guidance if you need to. Once you get into the habit of it, this takes you five minutes when you are typing up your referral. We are still at the point where these things need to be done and we need to be encouraging everybody because, like you say, referrals are getting missed.

On your instance about schools, it does happen and, again, it is just about that level of persistent and being really persistent with that.

Victoria Borwick AM: We have probably covered it, but do we think that the London boroughs are effectively making the link between not only safeguarding but the other points you made: going missing, trafficking, criminality, drug action or any of those other exploitative practices?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): To some extent it is happening, but probably there is still a lot of work to be done in terms of recognising the complexity of some of the issues that our young people are experiencing. It is about helping practitioners to have an informed, considered approach when doing their assessments and not giving them eight different risk assessment tools to use when they are trying to actually get to know a young person and find out what is going on for them. That is quite complicated. Therefore, it is about continuing. As we have said repeatedly, you cannot raise awareness of something and then move on to the next thing. You have to keep all of the issues going all of the time.

Victoria Borwick AM: Do you think there is a role for you helping schools bring that together into an easier assessment tool so that, again, everybody could work together and everybody recognises the right vocabulary, if I can paraphrase what you said?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): Yes, definitely. From the Safeguarding Children Board, it is about the leadership and the engagement with schools to get schools to work positively together. We all know that schools are individual organisations and it is about getting them to work all together with all of the partners on a strategic level as well as an operational level, which they do on a day-to-day basis. It is trying to understand what is going to work as well for a teacher, what is going to work for a teacher in terms of doing their assessment and getting that information forward and also what is going to work for a teacher in terms of being part of the multi-agency partnership.

Victoria Borwick AM: OK. That is a good lesson for us all. Thank you.

Joanne McCartney AM (Chair): Thank you. I want to finish with a brief question on your new MASE meetings. We have heard a little bit about them, but perhaps you could just briefly tell us if these are central meetings or are they in the boroughs?

Keith Niven (Temporary Commander, SOECA, MPS): These are borough-based and we will have a representative from the sexual exploitation team, which is the specialist unit. There will be single point of contacts identified from those boroughs who will actually host those meetings. The agencies will be there. It was interesting when we were talking about missing persons. Actually, care home managers are invited to those meetings as well. These will be very much focused meetings where issues can be raised so that if we do have a repeat missing person, how can all the agencies together do something about it? Care home managers have been very valuable in those, as has been fed back to me, because they are actually looking after the children who are going missing. That is the focus of it.

When we look at missing persons, we have local missing persons units and we have four missing persons hubs across London now that look very much at those repeat missing persons. One of those hubs is based next-door to my sexual exploitation team and co-location has been very valuable as well. They will feed into those MASE meetings. It is an opportunity for the boroughs, the specialists, all the agencies, voluntary and care home managers as well to get together to look for solutions when we do have those difficult situations where a child may be going missing repeatedly. Organisations such as Barnardo's and the Safer London Foundation have very much been part of the debriefing. There are numerous organisations involved. It is, one, the information exchange and what we know and, two, how we can get the information from the child or the individual because that is the person who actually holds most of the solutions and the key for us to unlock these problems.

Joanne McCartney AM (Chair): It is early days but perhaps --

Keith Niven (Temporary Commander, SOECA, MPS): Yes, very positive.

Joanne McCartney AM (Chair): Are they making a difference?

Suzanne Elwick (Business Manager, Waltham Forest Safeguarding Children Board): It is early days and we are looking to move our MASE to a more Multi-agency Risk-Assessment Conference (MARAC) arrangement and style of meeting. There is very good partnership. You have asked lots of questions about information-sharing. There is a lot of positive sign-up by all the partners and it is a really effective forum to share information. It is a good platform that we need to use more in relation to cross-borough issues and also looking at issues for adults.

We have adult safeguarding representatives on our MASE. That is for two reasons. Firstly, we will take referrals for young people above the age of 18 because we know that at 18 you do not suddenly become invulnerable and so we will take referrals for particular young people. Also, we had an adult with learning disabilities living in the borough whose home was being used for the purposes of exploitation of young people, locally known as 'trap houses'. We have been able to discuss those cases and have the adult safeguarding rep as part of that. As I said earlier, it is about bringing the information together in relation to the profile and so we want to build our profile of victims at the MASE because it is obviously the opportunity to bring all the information together and try to identify any trends and themes that then need to be fed back to all the agencies.

Joanne McCartney AM (Chair): Thank you. George?

George Curtis (Pan-London Programme Manager, The MsUnderstood Partnership): The thing with the MASEs is, yes, they are new and they are being delivered very differently in every local authority. It really is a case of trial and error. What is great is that there is a lot of reflection, usually, in most meetings about, "Is this working? Do we want to change it? Let us do it like this for three months and then review", which is great.

In terms of where I am seeing real effective use of the time - and bear in mind that it is predominantly senior managers in the meeting - is when they really look, like you say, at the trends and when they do not necessarily focus on the individual cases - and bear in mind that young people at risk of CSE should be having a MAP or an individual meeting around their own case anyway and lots of young people have child protection plans - and when they use that time to discuss trends and look at localities. There have been meetings when they have acknowledged that three assaults have taken place within a very small vicinity and then it is about saying, "Who are the young men who are in that vicinity? We have a detached youth work team that has a mobile bus. Let us move it to this vicinity and do some work with these young men. Let us ensure that their schools are aware of it and that the schools are getting specific offers of support".

At the moment, there is a lot of emphasis on the individual and what we know is that the predominantly young women who are victims and the young men who are victims and also the young men who are involved in the abuse are terrified. As a general blanket position, they are incredibly fearful about speaking, whether it be to police or other professionals. Actually, it is about us therefore bringing information together that is not just reliant on what they tell us but that we use all our different methods we have to really understand the context they are in and look at, "Based on where you are, who you know and the young people around you, we think this could be happening", and therefore put an intervention in place.

Therefore, yes, the MASEs are all really different, but certainly when they are looking more for trends and when they are really focusing on building their profiles and on what it is they can do and using the space to identify young men as well who they have concerns around, it is really beneficial. It is definitely a work in progress. What is so great is that there is ongoing reflection that is happening in all the local authorities.

Joanne McCartney AM (Chair): We have come to the end of our questioning. Can I thank you all for attending. As I started this, we were very pleased with the MPS's response to our recommendations and all of us would recognise that it is an ongoing issue, but as a Committee we have been greatly reassured by some of the work that is happening in this area.

Before we let you go, we would like to formally put on record our thanks to Assistant Commissioner Cressida Dick. You are now leaving the MPS and we are sad to see you go, but we do wish you well for the future.

Keith Niven (Temporary Commander, SOECA, MPS): Hear, hear.

Caroline Pidgeon MBE AM (Deputy Chair): Hear, hear.

Cressida Dick (Assistant Commissioner, MPS): Thank you very much. It has been a great privilege and thank you all as individuals on this Committee and beyond for what you have done to help the MPS.

Joanne McCartney AM (Chair): Thank you. We will miss you.

Caroline Pidgeon MBE AM (Deputy Chair): Yes, absolutely.

Joanne McCartney AM (Chair): However, as I said, best wishes for your new future career in the Foreign and Commonwealth Office, I believe.

Cressida Dick (Assistant Commissioner, MPS): I do not know about 'career', Chair, but thank you very much. 'Role' is OK.

Joanne McCartney AM (Chair): Can I just thank you again.

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Subject: Summary List of Actions**Report to: Police and Crime Committee****Report of: Executive Director of Secretariat****Date: 8 January 2015****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 additional correspondence since the last meeting.

2. Recommendation

- 2.1 **That the Committee notes the outstanding and completed actions arising from previous meetings of the Committee and additional correspondence, as listed in the report.**

Meeting of 4 December 2014

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
5.	<p>Safeguarding and Child Sexual Exploitation in London</p> <p>During the discussion Assistant Commissioner Dick undertook to provide information on existing law relating to emotional abuse and what charges could be brought against someone accused of emotional abuse.</p>	In progress	Metropolitan Police Service (MPS)	n/a

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
	<p>were not; and what further work was needed.</p> <ul style="list-style-type: none"> • To make enquiries to Channel 4 about a recent allegation concerning a document which alleged that police officers in a borough were required to make a certain number of arrests per month - and write to the Chair about the outcome; • To write to the Chair about the retention of data on the MPS's National Domestic Extremist database and to provide the information on the Management of Police Information (MOPI) criteria that allowed the MPS to retain data on its databases. He also undertook to inform the Committee, subject to the information being in the public domain, whether the Security Services had any input into the database; • To write to the Chair concerning allegations that in or around 2004 MPS officers had met with persons in the private sector to exchange information about individuals' political beliefs or activities in relation to blacklisting; and • To write to Jenny Jones AM to inform her whether her file had now been deleted from the National Domestic Extremist database. 			

Meeting of 9 October 2014

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
5.	<p>Question and Answer Session on the Probation Service</p> <p>During the course of the discussion, Lucy Bogue agreed to provide the Committee with confirmation of when the payment by results part of the contracts for probation and offender management services, which would be monitored by the National Offender Management Service (NOMS), would come into effect.</p>	In progress	NOMS	n/a

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
8.	<p>Question and Answer Session with the Deputy Mayor for Policing and Crime and the Metropolitan Police Service</p> <p>During the course of the discussion the guests agreed to provide the information set out below.</p> <p>The Deputy Commissioner, MPS, agreed to provide the Committee with further details of how the review of the Local Policing Model by Assistant Commissioner Helen King had been undertaken; and</p> <p>The Deputy Mayor for Policing and Crime agreed to provide the Committee with a copy of the Local Policing Model Review once it was available.</p>	<p>Completed.</p> <p>The letter from the MPS is attached at Appendix 1.</p> <p>Ongoing</p>	<p>MPS</p> <p>MOPAC</p>	<p>n/a</p> <p>n/a</p>

Meeting of 4 September 2014

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
4.	<p>Question and Answer Session with the Deputy Mayor for Policing and Crime and the Metropolitan Police Service</p> <p>The Assistant Commissioner, MPS to provide the Committee with:</p> <ul style="list-style-type: none"> Any recommendations that the Independent Oversight Groups for Taser had made; and A summary of prosecutions under Operation Tiberius. 	<p>Completed. The letter from the MPS is attached at Appendix 2.</p>	<p>MPS</p>	<p>n/a</p>

Additional correspondence

Appendix 3	Letter from Graig Mackey QPM, Deputy Commissioner, MPS, to the Chair, dated 15 December 2014, responding to a request for a response to topics not covered at the meeting of the Committee on 9 October 2014.
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Complaints about the Mayor's Office for Policing and Crime and the Deputy Mayor for Policing and Crime (DMPC)

Minute item	Subject and action required	Status	Action by	Deadline, if applicable
5.	<p>Complaints about the Mayor's Office for Policing and Crime and the Deputy Mayor for Policing and Crime (DMPC)</p> <p>The Committee agreed, inter alia, to delegate to the Monitoring Officer (MO) 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.</p>	No disclosures to report for the period 4 December 2014 to 17 December 2014.	Monitoring Officer	n/a
6.	<p>Transparency Procedure</p> <p>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.</p>	No disclosures to report for the period 4 December 2014 to 17 December 2014.	Executive Director of Secretariat	n/a

Appendices to this report:

Appendix 1 Letter from Craig Mackey QPM, Deputy Commissioner, MPS, to the Chair, dated 15 December 2014, responding to a request for information about the Local Policing Model.

Appendix 2 – Letter from Cressida Dick, Assistant Commissioner, Specialist Crime and Operations, MPS, to the Chair dated 5 December 2014 regarding issues arising from the meeting of the Police and Crime Committee held on 4 September 2014.

Appendix 3 - Letter from Craig Mackey QPM, Deputy Commissioner, MPS, to the Chair, dated 15 December 2014, responding to a request for a response to topics not covered at the meeting of the Committee on 9 October 2014.

Local Government (Access to Information) Act 1985

List of Background Papers: None

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TOTAL POLICING

15th December 2014

Joanne McCartney AM,
 Chair of the Police and Crime Committee
 London Assembly
 City Hall
 The Queen's Walk
 London SE1 2AA

Craig Mackey QPM
 Deputy Commissioner of Police of the
 Metropolis
 New Scotland Yard
 Broadway
 London SW1H 0BG

Tel: 101

www.met.police.uk

Dear Joanne

Police and Crime Committee Q&A —9 October 2014

Further to my attendance at the Police and Crime Committee on 9 October 2014 I agreed to write to you with some information on LPM.

How has the Neighbourhood Review been undertaken?

For clarity phase 1 of the review is focused around Neighbourhood Policing, not the overall Local Policing Model (LPM).

As an internal document, various Metropolitan Police information systems and databases have been used to aid analysis and inform the review. These have included:

- Information from the crime recording system (CRIS).
- Information from the command and control system (CAD).
- Information from the MetHR systems.
- Information from the Met wide resourcing system (CARMS).
- Information from the Public Attitude Surveys (PAS) & User Satisfaction Survey (USS)
- Bespoke gathering of deployment data.
- Consultation with Boroughs.
- Information from Met CC
- Information from the MetChange Team
- Information from the MPS public facing website.

Using the above information the review has focused on reality checking the current situation against the blue print for Neighbourhood Policing as set out by the Local Policing Model and also the previous system. Key issues have been identified which affect Neighbourhood Policing with a number of recommendations being made.

Phase 2 of the review has commenced and is focussed on central aid demand and its impact on neighbourhood policing.

Do please let me know if you require any additional information.

Yours sincerely,

A handwritten signature in blue ink, appearing to read 'Craig Mackey', is positioned above the typed name.

Craig Mackey
Deputy Commissioner

RECEIVED
15 DEC 2014

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City Hall
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Cressida Dick
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Specialist Crime and Operations
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10 Broadway
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Telephone: 020 7230 0341

5th December 2014

Our Ref:AC/SCO/

Dear Joanne

Please see the responses below to your questions following the Police & Crime Committee on 4 September, as received by the MPS on 22 September.

- **Any recommendations that the Independent Oversight Groups for Taser has made**

The group has made the following recommendations:

- Publication of usage figures to aid transparency & accountability. Statistics now published on TASER website.
- Greater community engagement to boost confidence.
- Corporate TASER presentation package now being delivered by SCO19 to community groups on all BOCUs.
- **Confirmation that there was a time limited opportunity to purchase the water canon from the German government and that other countries were interested in buying the water cannon**

The German Federal Police required the transaction to take place by the end of July 2014 as they had alternative commercial opportunities to pass the cannon on by that date. The German Federal Police informed the MPS that another country had expressed an interest in purchasing water cannon meaning that they could have sold the three purchased by the MPS to another nation.

- **The Committee also suggested that an Independent Reference Group (similar to the Independent Oversight Group for Taser) be established for the use of water cannon**

The establishment of a reference group has already been considered and a number of options are being considered. Firstly, the establishment of a public order reference group which might include water cannon, Secondly, the establishment of a specific water cannon reference group and thirdly, the expansion of the Taser reference group to include less lethal technology, taking in water cannon. The preferred option would be the establishment of a Wider Public Order reference group as this would cover all tactical options and help address concerns.

If, as we hope, water cannons are rarely used and rarely seen then a reference group purely for this subject may never have the opportunity to assess its use. A wider public order group will also help bring context to the use of force continuum.

- **The Committee would be invited to view how the water cannon would work, at the appropriate time when the water cannon were fitted, safe, licensed and operators had been trained**

Once the necessary licenses have been given and sufficient staff have been trained, the MPS would be happy to invite committee members to an MPS location where water cannon be demonstrated and members will have an opportunity to ask questions.

- **Assurance that borough police would co-operate in the Trap pilot scheme (to share information about vulnerable young people and adults between the boroughs of Lambeth, Southwark and Croydon)**

Our understanding is that the bid for TRAP is yet to be submitted and as such we are unable to comment at this point.

- **Professionalism - A summary of prosecutions under Operation Tiberius**

The Operation Tiberius report mentions a number of officers who are, to varying degrees, believed to have involved in corrupt relationships with individuals engaged in criminality. This ranges from officers where significant intelligence about corruption had been developed over time to colleagues of these officers who are linked purely through association, without a substantive intelligence case against them. To quantify numbers concerned may compromise the safety of individuals and as a result the MPS will not provide this information.

*Yours sincerely
Cressida*

**Cressida Dick
Assistant Commissioner
Specialist Crime & Operations**

ALSCO -



TOTAL POLICING

15th December 2014

Joanne McCartney AM,
 Chair of the Police and Crime Committee
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Craig Mackey QPM
 Deputy Commissioner of Police of the
 Metropolis
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Dear Joanne

Police and Crime Committee Q&A —9 October 2014

Further to my attendance at the Police and Crime Committee on 9 October 2014 I agreed to write to you with questions on the topics that did not get discussed at the meeting. These are as follows:

ASB and 'The Community Trigger'

1. How well do relevant agencies in London understand the Trigger and what it might mean for them?

- How will you ensure that agencies don't simply rely on victims to know about the Trigger?

The Community Trigger gives victims and communities the right to request a case review and promotes a multi-agency, problem-solving approach to find a solution. The MPS has worked with MOPAC, London Councils, all London Boroughs and a number of the large social housing providers to ensure all partners have a shared understanding and policies regarding measures in the Anti-Social Behaviour, Crime and Policing Act.

All BOCUs have plans in place with their partners to assist the public and to review all cases meeting the threshold. Plans will differ from BOCU to BOCU but all will publicise it locally with their partners, ensure all officers have undertaken the online training and know how to signpost any applicant to the appropriate website. This will vary from borough to borough. During the Richmond pilot, Borough police used Twitter, ward panels, NHW coordinators, local councillors, partnership posters, local newspapers, radio stations and a leaflet drop. It is expected that all boroughs will use some or all of these options.

Sexual offences in prisons

2. The Howard League for Penal Reform recently highlighted that sexual offences in prisons across England and Wales is the on the rise. How many sexual offences take place in prisons in London?

- What are the barriers to reporting rape or sexual assault in prisons?
- How are partners working to ensure that this does not remain a hidden issue in London?

The Metropolitan Police's Sexual Offences, Exploitation and Child Abuse Command is committed to investigating all forms of sexual violence, which includes sexual violence within prisons.

Like sexual offences in general, we know that sexual offences in prisons are under-reported. The MPS has agreed protocols with London prisons to respond to sexual violence and our partners, London NHS Sexual Assault Referral Centres (the Havens), are also able to undertake their work within prisons.

The SOECA Partnership Team in the Met has implemented Information Sharing Agreements with prisons, immigration centres and young offender institutes in London to facilitate the exchange of information that can be developed into intelligence.

The SOECA Partnership Team is also working with the prison health commissioning service to facilitate a consistent service to all victims of sexual crime within a detention setting.

The MPS has been working with Holloway and Pentonville prisons to discuss the practical elements of prison staff initially responding to reports of sexual assault, including preservation of evidence, victim care and recording of crime. The Havens will be involved in future joint training to prison staff.

We are also in the process of developing a training process for front line staff in young offender institutes with regard to initial disclosure, administration of Early Evidence Kits, forensic awareness and information sharing. This has yet to be delivered but it is in the design stage.

Do please let me know if you require any additional information.

Yours sincerely,



Craig Mackey
Deputy Commissioner

Subject: Youth Re-offending and Resettlement

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 8 January 2015

This report will be considered in public

1. Summary

- 1.1 This report provides background information to the Police and Crime Committee for its meeting with invited guests to discuss youth reoffending and re-settlement in London.

2. Recommendations

- 2.1 **That the Committee notes the report and puts questions to the invited guests on youth reoffending and re-settlement.**

3. Background

- 3.1 Following the introduction of the Police and Crime Plan in 2013, the Mayor committed to deliver a “rehabilitation revolution” by improving the treatment and re-settlement of offenders and by cutting reoffending rates, particularly for young people. The Mayor set London’s criminal justice agencies a specific target of reducing the reoffending rate of young people leaving custody in London by 20 % (from a baseline of 70.8 %).
- 3.2 In October 2014 the London Assembly’s Police and Crime Committee agreed to carry out an investigation into youth reoffending and re-settlement in London, following on from their previous report, *Time to Reflect. The Development of Time for Action, The Mayor's Strategy to Tackle Serious Youth Violence*¹ (March 2012). The Committee aims to examine Mayoral interventions in the area of youth reoffending and re-settlement, and look at what more the Mayor could do in the future to address youth reoffending. In particular it will examine how the reduction in re-offending of young people released from custody be sustained, and assess data that suggests the reoffending rate of young offenders with a non-custodial sanction is rising.
- 3.3 The scoping paper, including the terms for the scrutiny investigation, was reported to the Committee on 13 November 2014, and can be accessed on the GLA’s website [here](#)²

¹ <http://www.london.gov.uk/sites/default/files/TFA%20-%20Final%20version%20MW.pdf>

² <http://www.london.gov.uk/moderngov/documents/s40858/Appendix%201%20-%20Youth%20rehabilitation%20-%20Scoping%20paper.pdf>

3.4 The investigation aims to:

- Assess the nature and extent of youth re-offending in London;
- Examine the strategies and programmes that MOPAC and partners have put in place to tackle youth re-offending in London;
- Review these strategies against any established best practice, including the learning from Project Daedalus, and national and international practice; and
- Establish future challenges and opportunities to further reduce youth re-offending.

4. Issues for Consideration

4.1 The first meeting of the investigation will be used to discuss some of the broad issues and developments in youth reoffending both nationally and in London, and the different approaches taken to youth re-settlement. The Committee will hear about local, national and international good practice in respect of re-settlement, and consider this in the context of London.

4.2 The Committee will also examine the impact of Project Daedalus and the Heron Unit, a brokerage service that ran from September 2009 until May 2012 and provided intensive support to young people in Feltham Young Offender Institution (YOI). Young people in the unit received intensive support from “Resettlement Brokers” who worked with them both in custody and on release to build life skills and improve opportunities for education, training and employment.

4.3 The following guests have been invited to attend:

Panel 1 (10.00am)

- Dr Tim Bateman, Reader in Youth Justice, University of Bedfordshire;
- Dr Alex Newbury, Senior Lecturer, Brighton Business School;
- Graham Robb, Youth Justice and Education consultant; and
- Lisa, Harvey-Messina, Head of London Business Area, Youth Justice Board.

Panel 2 (11.00am)

- Glen Knight, Governor, Feltham YOI;
- Evan Jones, Head of Community Services, St Giles Trust;
- Loretta Albertini, Switch Direction Performance Manager, Working Links; and
- Helen Dyson, Operations Manager, Nacro.

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 arising directly from this report.

Appendices to this report: None

Local Government (Access to Information) Act 1985
List of Background Papers: None
Contact Officer: Becky Short, Scrutiny Manager Telephone: 020 7983 4760 E-mail: becky.short@london.gov.uk

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Subject: The Diversity of the Met's Frontline	
Report to: Police and Crime Committee	
Report of: Executive Director of Secretariat	Date: 8 January 2015
This report will be considered in public	

1. Summary

1.1 The Committee is asked to formally agree its report *The diversity of the Met's frontline*.

2. Recommendation

2.1 **That the Committee agrees its report *The diversity of the Met's frontline*.**

3. Background

3.1 The Police and Crime Committee used its meetings on 12 June, 22 July and 18 September 2014 to discuss with invited guests issues around the recruitment, retention and progression of Black, Asian and Minority Ethnic (BAME) and women officers in the Met. The Committee also explored how the Met is promoting diversity and inclusion throughout the organisation, including how it understands and supports other groups with protected characteristics. The findings from the meeting formed the basis of a final report: *The diversity of the Met's frontline*.

3.2 The scoping for the investigation and terms of reference for this project were approved by the Committee at its meeting on 12 June 2014. The terms of reference are set out below:

- To establish the Met and MOPAC's mid and long-term vision for its frontline workforce and its strategy for achieving a workforce that better reflects the city it serves.
- To examine the steps the Met and MOPAC have taken to improve the diversity of the Met's workforce; and the impact of the recent recruitment round.
- To consider the Met's mid and long-term plans to retain and promote staff and officers from under-represented groups and increase the diversity of its workforce at senior levels.

- To examine how other groups with protected characteristics, as defined by the Equality Act 2010, are represented in the Met, and how the Met and MOPAC meet their duties under the Act.

4. Issues for Consideration

4.1 The report for agreement, *The diversity of the Met's frontline*, is attached as **Appendix 1** for Members and officers only; the report is available from the following area of the GLA's website: www.london.gov.uk/who-runs-london/the-london-assembly/publications¹

4.2 The recommendations from the final report are proposed as follows:

Recommendation 1

To support its efforts to recruit more BAME women, the Met should:

- Recognise BAME women as a distinct group from BAME and women officers. This would help senior leaders to focus efforts to increase the number of BAME women in the force;
- Work with senior BAME women officers in the Met and with BAME women leaders in the community through the Community Ambassadors scheme to identify what further support can be provided to increase the representation of BAME women in the Met; and
- Introduce a bursary for BAME women to complete the Certificate in Knowledge of Policing prior to joining the Met

Recommendation 2

As part of its review of vetting, the Met should introduce a self-assessment questionnaire for applicants to enable it to identify issues at the start of the process that might result in applicants eventually failing the vetting process.

Recommendation 3

MOPAC should open up a dialogue with Government around the feasibility of implementing a law change in the future if the Met is unable to recruit more BAME officers in the next two years.

Recommendation 4

The Met should put in place a clear performance framework to assess what Borough Commanders are doing to support and develop new recruits, which is continually monitored by senior leadership and MOPAC.

Recommendation 5

In recognition of the time many officers give to supporting the development of BAME and women officers, the Met should incorporate the value of volunteering as an aspect of the management assessment framework for officers.

Recommendation 6

The Met should conduct a review of its flexible working practices. The review should consider how the Met can make best use of technology and agile work patterns, including self-rostering

¹ <http://www.london.gov.uk/mayor-assembly/london-assembly/publications/diversity-in-the-met-police>

and annualised hours, to support flexible working. The review should also consider how other organisations use flexible working.

Recommendation 7

The Met should ensure exit interviews are carried out for all women officers leaving the force, particularly where it is unplanned, to understand the reasons behind this. It should also develop more detailed metrics to support this process.

Recommendation 8

The lack of women on some specialist squads remains a concern. The Met should work with women officers currently working in these units to identify and challenge the barriers that prevent more from joining, and clear aspirations for the number of women it wants to see working in specialist squads in the future.

Recommendation 9

The Met needs to take a zero-tolerance approach to discrimination. While it is right that the Met should review its Fairness at Work policy, it must go further by disciplining perpetrators and making it easier to report discrimination. The Met should set out the steps it will take to make reporting discrimination easier, and review what other organisations and police forces are doing to tackle discrimination.

Recommendation 10

The Met should commission a survey, with support from the relevant staffing associations, to get a clearer picture of the needs of its LGBT officers.

- 4.3 The Committee requests a response to each recommendation by March 2015.

5. Legal Implications

- 5.1 The Committee has the power to do what is recommended in the report.
- 5.2 The terms of reference for this project were approved by the Committee at its meeting on 12 June 2014. Officers confirm that the report and its recommendations fall within the terms of reference.

6. Financial Implications

- 6.1 There are no financial implications arising from this review.

List of appendices to this report:

Appendix 1: *The diversity of the Met's frontline.*

Local Government (Access to Information) Act 1985

List of Background Papers: None

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The diversity of the Met's frontline

December 2014

Police and Crime Committee Members

Joanne McCartney (Chair)	Labour
Jenny Jones (Deputy Chair)	Green
Caroline Pidgeon (Deputy Chair)	Liberal Democrat
Tony Arbour	Conservative
Jennette Arnold	Labour
John Biggs	Labour
Victoria Borwick	Conservative
Len Duvall	Labour
Roger Evans	Conservative

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Role of the Police and Crime Committee

The Police and Crime Committee examines the work of the Mayor's Office for Policing and Crime (MOPAC) and reviews the Police and Crime Plan for London. The Committee can also investigate anything that it considers to be of importance to policing and crime reduction in Greater London and make recommendations for improvements.

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Chair's Foreword



A handwritten signature in black ink that reads "J. McCartney". The signature is written in a cursive style with a large, sweeping flourish at the end.

Joanne McCartney AM
Chair of the Police and Crime Committee

Executive summary

The Met faces a significant challenge in diversifying its frontline. Before it began recruiting last year, only 11 per cent of its officers were from a Black, Asian and Minority Ethnic (BAME) background, compared with approximately 40 per cent of the population in London. Women make up a quarter of the Met's frontline, but at senior levels they are less well represented: only 18 per cent of officers ranked Inspector or above in the Met are women. Arguably, the Met's biggest concern is its representation of BAME women, where only 3 per cent of its frontline are BAME women.

Faced with the challenge of diversifying its workforce, the Met has targeted its current recruitment campaign around increasing numbers of BAME and women officers. It has done away with some of the barriers that might be preventing it from recruiting a more diverse workforce, including restricting future applications to London residents only.

The early signs from the Met's recruitment campaign are encouraging. However, there is still some way to go if it is to meet the Commissioner's ambition that 40 per cent of new recruits should be from a minority background. With this in mind, the majority of the Committee support the Commissioner's view that more radical solutions may be necessary unless a significant boost in the numbers of BAME officers in the Met is achieved over the next two years.

Crucial to the Met's efforts to diversify its workforce is how it supports and develops its BAME and women officers. This is a challenge for all officers in the Met, but particularly Borough Commanders and line managers on borough teams. They, in many ways, hold the key to the progression of BAME and women recruits, but have been reluctant to embrace diversity initiatives in the past. Training officers to understand the importance of diversity is vital if the Met is to successfully integrate new BAME and women officers. This process should involve ensuring all BAME and women officers have access to strong mentoring and support networks. There are already a number of good initiatives being run across the organisation. The Met must build on the success of these and support those officers who often give up their time to run them.

The Met must not lose sight of the impact changes to its working arrangements have had on the work-life balance of officers. Post-Olympics, the Met introduced longer shifts - including more night shifts - and reduced flexible working. At the same time, the force has seen a gradual increase of women officers leaving the

force in recent years, citing work-life balance and disengagement with the organisation as the cause. While the Met has a positive approach to flexible working, it must not be afraid to innovate and learn from other organisations about how it can use flexible working most effectively.

The lack of diversity on some specialist teams in the Met is concerning. Specialist units offer excellent opportunities for career progression. The Met must find ways to get more BAME and women officers into these units. For women, the male-dominated culture of some specialist teams can be a barrier to joining. The recent case of PC Carol Howard will not help the Met rectify this situation. It is right the Met is reviewing its policies in light of PC Howard's case, but it must go further by calling out discrimination and disciplining its perpetrators.

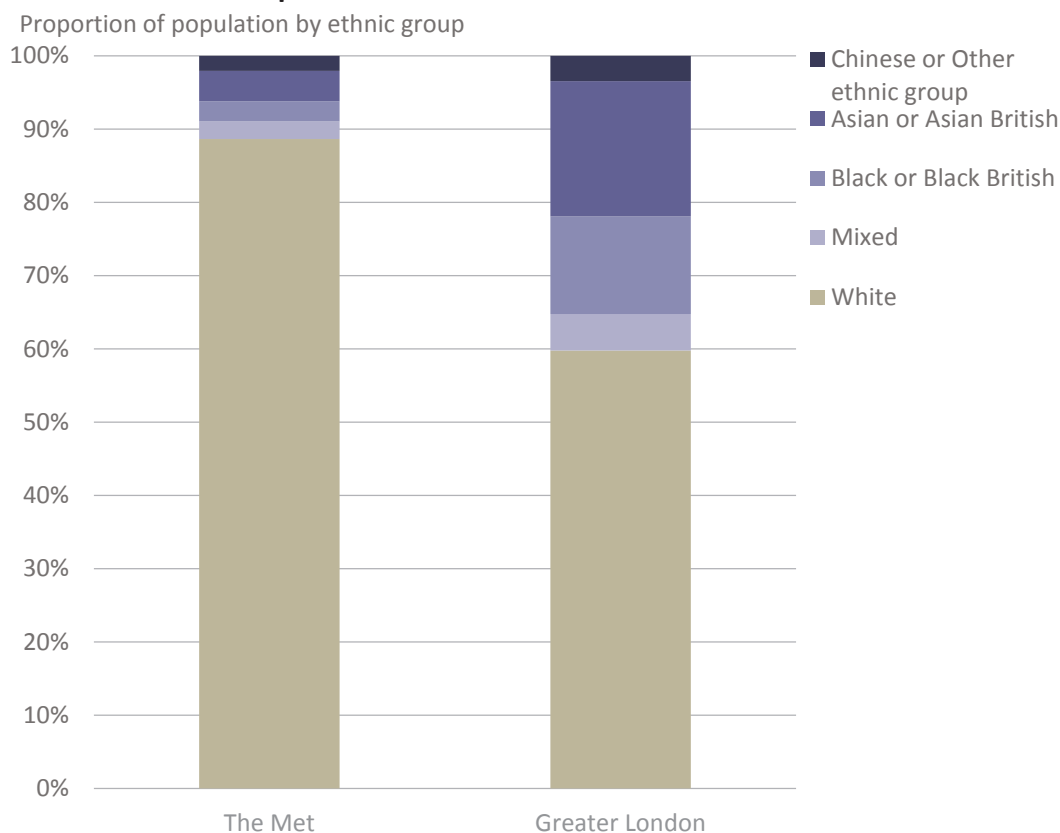
The Met does not have enough BAME and women officers in senior positions. Recent internal promotion processes show this is starting to change but there are still challenges for the Met to overcome if it is to diversify its senior ranks. Negative perceptions about the lack of work-life balance of senior women officers can put some women officers off from applying for higher positions. The Met must work with its senior women officers to better articulate how they manage their work commitments. Training managers to understand how unconscious bias can prevent more BAME and women officers being promoted will also help.

Ultimately, the diversity of an organisation is not just a measure of how it looks but also how it behaves. Our primary focus has been on what the Met is doing to support the recruitment, retention and progression of BAME and women officers, given this is where the Met and the Mayor's focus lies. However, we recognise the Met must have in place processes to support officers from other protected groups. The Committee discussed some of the issues pertinent to disabled and LGBT police officers. Again, the Committee is encouraged by the steps the Met is taking to mainstream diversity through the organisation. Yet, for this to succeed, it must be supported by strong leadership and a robust accountability mechanism to ensure momentum is sustained.

1. How diverse is the Met's frontline?

- 1.1 A police service is more effective if it reflects the society it serves. A more diverse workforce can lead to better decision-making, bring a broader range of skills and improve operational capabilities. It will also make the service better placed to gain the trust of communities and improve police legitimacy, which determines whether people cooperate with the police.¹
- 1.2 The Mayor is committed to increasing diversity in the Met police. His Police and Crime Plan states the Met should be “a police service that commands public confidence and one that reflects the city it serves – drawing its recruits from among London’s diverse communities.”²
- 1.3 This report specifically focusses on ethnicity and gender in the context of what the Met is doing to diversify its frontline. This approach is in recognition of the significant underrepresentation of Black, Asian and Ethnic Minority (BAME) and women officers in the Met. But also because this is where both the Met and the Mayor’s Office for Policing and Crime (MOPAC) efforts are focussed.
- 1.4 The need for a more diverse frontline is reflected in the Met’s past difficulties. The reports that followed the Brixton riots and the murder of Stephen Lawrence brought into sharp focus police race relations in the capital. The Met has come a long way since it was branded institutionally racist by the Stephen Lawrence Inquiry report, but the recent race and discrimination case of a former Met Police Constable demonstrates the work the Met still has to do.
- 1.5 The Met faces a significant challenge in improving the diversity of its frontline. Before it began recruiting last year, 11 per cent of its officers were from a Black, Asian and Minority Ethnic (BAME) background,³ compared with approximately 40 per cent of the population in London (see chart 1).⁴

Chart 1: The ethnic profile of the Met does not match Greater London

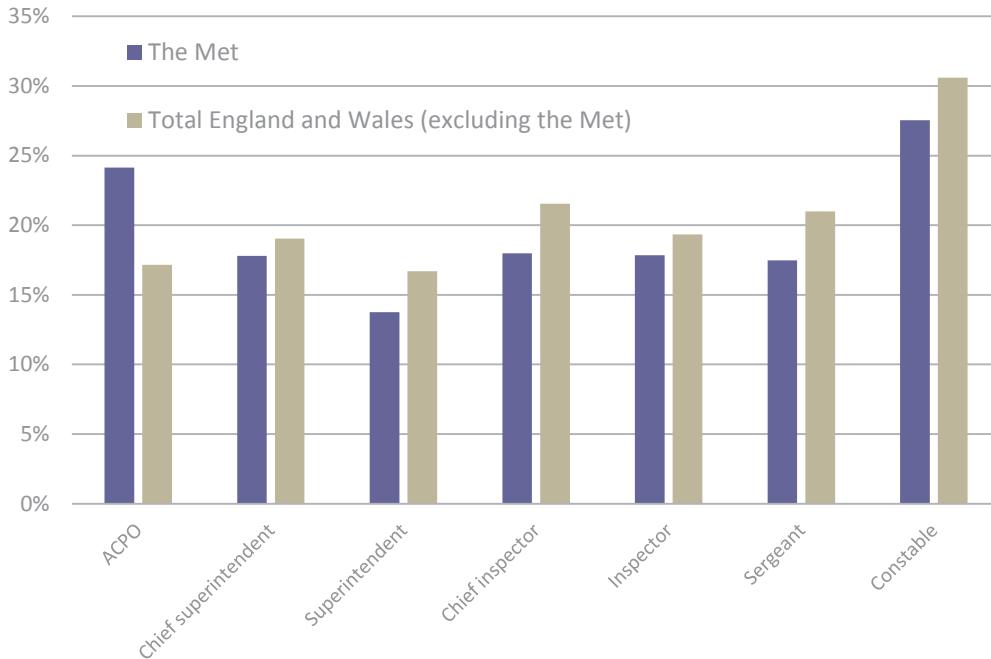


- 1.6 The representation of BAME officers in the Met compares favourably with other police forces in the UK. The Met has the largest proportion of officers from a minority background of any force in England and Wales. Of the forces most similar to the Met, West Midlands police force has eight per cent of BAME officers and Manchester and West Yorkshire five per cent each.⁵ But London is more diverse than the regions these police forces represent.
- 1.7 The lack of BAME officers is particularly evident at senior levels in the Met, where only 6 per cent of its officers are ranked Inspector or above. Encouragingly, the Met has a higher percentage of officers at Association of Chief Police Officer (ACPO)⁶ rank than at any other level, although these are small numbers in comparison (4 of the Met’s 27 ACPO officers are BAME).⁷
- 1.8 While women make up approximately a quarter of the Met’s frontline, they are less represented at senior level. Only 18 per cent of officers ranked Inspector or above in the Met are women.⁸ The representation of women officers in the Met compares less favourably with other police forces. Overall, its proportion of women officers is less than the average across all other police forces in England and Wales (28 per

cent). And apart from at ACPO level, it has a smaller proportion of women officers in each rank than other forces (see chart 2).⁹

Chart 2: Other than at the ACPO level, the proportion of women at each rank at the Met is lower than the national average

Proportion of police officers, based on full time equivalents (FTEs)

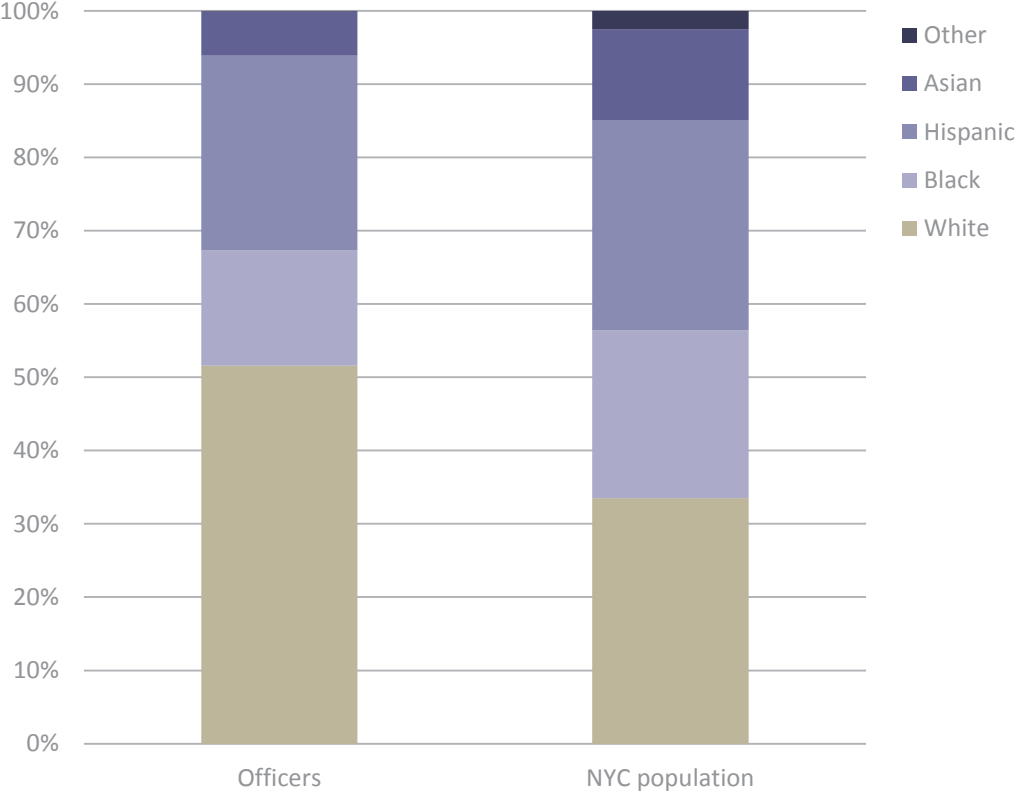


1.9 BAME women are significantly underrepresented in the Met police. Currently, only 3 per cent of the Met’s frontline are BAME women. And at Inspector level or above, there are only 14 BAME women officers, less than 1 per cent of the total number of officers.¹⁰

1.10 There are very few comparative studies of diversity in police forces internationally. The Committee requested data from the New York Police Department (NYPD) on the diversity of its frontline. At the end of April 2014, 48 per cent of its 34,449 officers were from a minority background. Compared with 2010 Census data, the ethnic profile of NYPD’s frontline is more reflective of New York than the Met’s is of London (see chart 3). The NYPD successfully diversified its workforce by introducing hiring quotas in the 1980s. The quotas ensured a third of recruits were from Hispanic or African-American descent. The option to recruit on this basis is not available to the Met as affirmative action is illegal in the UK.

Chart 3: The ethnic profile of NYPD officers better represents New York

Ethnicity of NYPD officers compared with population of New York using US Census data 2010



2. What should the Met do to recruit a more diverse frontline?

- 2.1 Historically, recruiting significant numbers of BAME officers has been challenging for all police forces in the UK. Since 2006, the proportion of police officers in the UK from a minority background has risen from 4 per cent to just 5 per cent.¹¹ The Met has performed better than the national average, but a rise in the proportion of BAME officers from 7 per cent in 2006 to 11 per cent in 2014 still represents slow progress.¹²
- 2.2 The picture for women officers is slightly better. At a national level the proportion of police officers that are female has risen from 22 per cent in 2006 to 28 per cent this year.¹³ For the Met, the numbers are slightly lower; 19 per cent in 2006 compared with 25 per cent now.¹⁴
- 2.3 The Met has had some success in getting more BAME officers into its ranks since it began recruiting last year. Having set itself a target of 40% of 5,000 new recruits in the next three years to come from a minority background, approximately 16 per cent of the 2,343 officers appointed so far (including graduates and transferees) were BAME.¹⁵ However, while this percentage is higher than the overall percentage of BAME officers in the Met currently, it is well below the 40 per cent target.
- 2.4 The Met wants at least of half of its new recruits to be women.¹⁶ So far, of its total number of new recruits in 2013/14, 30 per cent are women. A 2010 Home Office report into women in policing said 35 per cent representation was "where a 'critical mass' occurs and women experience the least discrimination and greatest acceptance by men in the workplace."¹⁷

Recruit more BAME women

- 2.5 The Met's biggest challenge is recruiting BAME women. Only 4 per cent of its new recruits are women from a minority background. The Committee discussed the reasons for the underrepresentation of BAME women with Detective Chief Inspector Shabnam Chaudhri. She stated cultural issues were a key factor:

Some of the issues around BAME females in particular are cultural issues in terms of barriers from families, cultures and so on. I have been a diversity champion for the last 15 years of my service and I do go out into the communities. I work with various parts of the communities across the whole of east London. Generally, some of the issues and some of the hurdles and challenges we have are particularly with Asian, Turkish, Muslim and Sikh women, who have issues with families preventing them from joining the

*police service. It is not necessarily an attractive career option. They feel that you are walking the streets for the first two years and that that is disrespectful to the families and the communities and so on.*¹⁸

- 2.6 A stronger presence of BAME women in the Met could help to legitimise current operations. The Met's efforts to tackle female genital mutilation (FGM), and its recent appeal to Muslim women to help stop young people in their communities travelling to fight in Syria, for example, could possibly be strengthened by an increased presence of BAME women in the force. It is therefore important that the Met looks at ways to boost its numbers of BAME women.
- 2.7 The Met has begun to tackle this issue directly. It recently entered into a contract with Penna, a specialist recruitment agency, to deliver "positive action interventions to female BAME applicants during the recruitment process." According to the Met, these interventions will include "access to online material and face-to-face events." It is also reviewing its marketing strategy to encourage more BAME women to join.¹⁹
- 2.8 The Met could use community advocacy schemes to directly target potential BAME women recruits. The Community Ambassadors scheme was setup by the MOPAC, and is run by Sonia Brown of the National Black Women's Network. The scheme aims to identify community leaders in some of London's most diverse boroughs to advocate for the Met in encouraging more BAME candidates to join the force. Depending on the long-term success of the scheme, it could be used to directly target potential BAME women, with support from senior BAME women officers in the Met.
- 2.9 To sustain its focus on this issue, the Met should consider recording data on BAME women separately to BAME and women officers. Currently, BAME women are not classed as a separate group in the Met's diversity data. Recognising BAME women as a distinct group will help focus the Met and MOPAC's efforts to increase the number of BAME women in the force.

Recommendation 1

To support its efforts to recruit more BAME women, the Met should :

- Recognise BAME women as a distinct group from BAME and women officers. This would help senior leaders to focus efforts to increase the number of BAME women in the force;
- Work with senior BAME women officers in the Met and with BAME women leaders in the community through the Community Ambassadors scheme to identify what further support can be provided to increase the representation of BAME women in the Met; and
- Introduce a bursary for BAME women to complete the Certificate in Knowledge of Policing prior to joining the Met (see below)

Certificate in Knowledge of Policing

2.10 The entry requirements to join the Met could be a barrier to candidates from poorer backgrounds. The Met now requires all prospective recruits to complete the Certificate in Knowledge of Policing (CKP) before joining the force. The award was developed by ACPO in 2012 as a way of professionalising the entry route into policing. The Met was the first police force to make the CKP a mandatory requirement for joining. However, its introduction has been contentious, not least because of its cost (approximately £1,000), and the long hours of study required to pass it. Given that some of London's most diverse boroughs – such as Hackney, Newham, Tower Hamlets and Waltham Forest – are also some of its most deprived, there was a concern the CKP would prevent some BAME candidates from joining the Met.

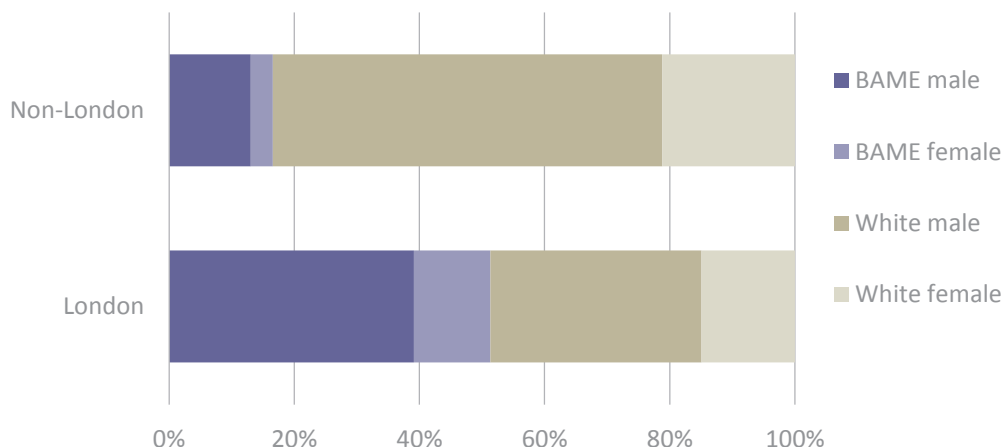
2.11 The Met has taken steps to address these concerns. It is offering interest-free loans to candidates from London on a means-tested basis. The recipient will be expected to pay back the loan only if they join the force. The Met has also changed the requirement that the CKP must be completed before an application is made. The CKP can instead be taken after the candidate has successfully completed the Met's own training and vetting procedures.

Boosting recruitment from London

2.12 To improve the diversity of its new recruits, the Met is restricting future applications to London residents.²⁰ The decision is based on data from its initial recruitment campaign in August 2013, which found that candidates applying to the join the Met from outside London were less diverse than candidates from London (see chart 4).

Chart 4: Candidates applying to join the Met from outside London are less diverse than candidates from London

Based on data from the Met's August 2013 recruitment campaign



2.13 The Met has said it does not anticipate the London-only restriction having a negative impact on numbers of women. Based on the data from the 2013 recruitment campaign, the percentage of women applying from London compared with female applicants from outside London was broadly the same. Clare Davies, the Met’s Deputy Director of HR, told the Committee that, while the London-only criteria would restrict the pool of women the Met can recruit from, it should enable it to recruit more BAME women.

Refining the recruitment pathway

2.14 The Met is changing aspects of its recruitment pathway to ensure it does not disproportionately affect BAME candidates. During its 2013 recruitment campaign, the Met saw a significant drop-off in the number of BAME candidates applying to join the force and those passing its competency-based questionnaire (CBQ). Like many public sector organisations, the Met uses a CBQ as part of its selection process. Data from its August campaign showed 35 per cent of the total number of applicants were BAME but this share fell to 24 per cent following the CBQ stage. The potential for disproportionality in competency-based questionnaires is supported by academic research. Professor Geraint Rees of University College London, found that tests can work “against diversity and against excellence”, by rewarding identikit answers.²¹

2.15 The Met is replacing the CBQ with three new tools: a values assessment, a situational judgement assessment and an intercultural competency assessment. It is also working with the College of Policing and the Home Office to review national recruitment assessment centre testing, where there is also evidence of disproportionality for BAME recruits. A pilot has been developed, which, according to Robin Wilkinson, Director of HR at the Met, “will take a slightly different

approach to the assessment of communication skills and communication competencies and written skills in particular.”²² Candidates who fail the written assessment but perform well in other areas will be given time and support to complete it later in the recruitment process. While the Met recognises the importance of written skills for police officers, Robin Wilkinson said it was just as important the Met had officers “who can demonstrate they can work well with communities.”²³

- 2.16 BAME candidates joining the Met could be disadvantaged by its vetting process. All police forces must follow national vetting policy set by ACPO.²⁴ Robin Wilkinson told the Committee the policy was “very restrictive” and the Met wanted to take “a more balanced and nuanced view” about “borderline” cases.²⁵ He said some BAME candidates applying to join the Met had been the subject of a Stop and Search, which under ACPO policy could prevent them from passing vetting. Given Stop and Search has had a disproportionate impact on BAME people in the past, vetting was likely to present a significant barrier to some BAME candidates. Current vetting policy could also stop some of the Met’s Voluntary Police Cadets joining the force.²⁶ There is significant diversity across the cadet ranks and the Committee heard positive stories about the work of the cadets. However, because the scheme is targeted at young people who might be at risk of criminality many would not pass current vetting if they decided to join the Met in the future. The Met holds a monthly meeting, chaired by Robin Wilkinson, to review all borderline cases. By taking a more pragmatic view of vetting, there may be opportunities for the Met to recruit from a more diverse pool of potential candidates. Similarly, a more transparent approach to vetting in the future would help to build trust and confidence in communities that the system is fair and proportionate.
- 2.17 The Met is also reviewing where vetting sits in its recruitment pathway. Vetting currently happens at the very end of the recruitment process before a candidate is hired. Completing the vetting sooner would lessen the disappointment of unsuccessful candidates who might resent the time and effort they had put into the process. It would also reduce costs for the Met. Robin Wilkinson told the Committee that leaving vetting until the end of the process was “not necessarily appropriate” but that it was about “getting the balance right.”²⁷

Recommendation 2

As part of its review of vetting, the Met should introduce a self-assessment questionnaire for applicants to enable it to identify issues at the start of the process that might result in applicants eventually failing the vetting process.

Diversifying the graduate entry scheme

- 2.18 The Met has had some success in boosting numbers of BAME candidates through its university graduate scheme. In 2013/14, only 7% of the 192 successful candidates were BAME,²⁸ but, according to Robin Wilkinson, of next year's cohort, 14% of the 140 graduates are from a minority background.²⁹
- 2.19 The Met has previously reported difficulty in recruiting BAME graduates. At its Diversity Executive Board meeting in March 2013, it was noted that the number of BAME candidates (835 applied in 2012/13) halved by the second stage of the process.³⁰ The Board said the drop was partly due to competition from students from Russell Group universities, which are ranked highly in academic terms but are less ethnically diverse. According to data from the Higher Education Statistics Agency in 2011/12, nine per cent of black students were likely to attend a Russell Group university compared with 21 per cent of all students domiciled in the UK.³¹ The Board also identified timing as a factor. Chief Superintendent Gideon Springer said the Met needed to be more proactive in its University recruitment:

If we were going to recruit graduates, we needed to be getting into universities in the first year of their courses, not six months before they finished. We need to have a means of getting into educational institutions within London ...and get to those candidates with information that will allow them to make an educated guess about what they want to do with their futures.³²

- 2.20 The Met is using some targeted actions to attract more graduates. It has contracted a specialist recruitment agency to target graduates specifically, and has also recently introduced a scheme for graduates called Police Now. The programme is similar to Teach First and will see graduates join the Met for two years before deciding whether to continue working for the force. Met officers who studied in London universities are also acting as ambassadors for the Met at those universities.

More radical action might still be needed

- 2.21 The Met has introduced a number of new policies and initiatives to remove the barriers that prevent some candidates from a minority background joining the police. The Committee is encouraged by the work the Met is doing and would urge it to maintain momentum by continuing to monitor and evaluate the effectiveness of these schemes. However, despite the positive work happening, the reality is the number of BAME officers, in particular BAME women, is not improving quickly enough. Unless there is a step-change in recruiting a more diverse workforce, more radical action may be needed.

- 2.22 The Met Commissioner said he would like to see the law changed to allow the Met to recruit more BAME candidates. He referred to the process used in Northern Ireland, where the Police Service of Northern Ireland (PSNI) was legally obliged to operate an affirmative action policy of recruiting 50 per cent of its trainee officers from a Catholic background and 50 per cent from a non-Catholic background. The policy was recommended by the Patten Report in order to address the underrepresentation of the Catholic/Nationalist community in the PSNI.³³ The policy was in place for more than ten years before it was ended by Government in April 2011. The Commissioner's view is supported by Alex Marshall, Chief Constable of the College of Policing, who is overseeing police recruitment in England and Wales³⁴, and Peter Fahey, Chief Constable of Greater Manchester Police. However, the Mayor and Government have not indicated whether they would support a law change to enable the Met to recruit more BAME officers in the future.
- 2.23 There is not unanimous support for the Commissioner's view that some form of affirmative action for a temporary period of time, as used in Northern Ireland, may be necessary unless a significant boost in the numbers of BAME officers is achieved over the next two years. However, the majority of the Committee would agree the Mayor should support the Commissioner by opening up a dialogue with Government around the feasibility of implementing a law change in the future if the Met is unable to recruit more BAME officers in the next two years.

Recommendation 3

MOPAC should open up a dialogue with Government around the feasibility of implementing a law change in the future if the Met is unable to recruit more BAME officers in the next two years.

3. How should the Met support and develop its BAME and women officers?

- 3.1 Creating a more diverse workforce depends on how the Met supports and develops its BAME and women officers. We have identified three main areas that the Met must focus on to ensure the creation of a more diverse and sustainable workforce: intelligent deployment, retaining women officers, and career progression.
- 3.2 Borough Commanders have a key role to play in supporting the creation of a more diverse and sustainable workforce in the Met. While they cannot be held directly accountable for the diversity of their teams, they should be challenged on what they are doing to support and develop BAME and women officers. Training line managers in understanding the importance of diversity is a key part of this duty, as getting this message across to officers in the past has proved difficult. A “diversity health check” ran by the Met in 2012 found a “growing antagonism towards diversity in the force” from white, male officers. Mentoring and support groups for BAME and women officers were seen by some officers as creating unfair advantages.³⁵ Officers that spoke to the Committee said attitudes were changing, but there was still some resistance within the force. The Met’s Director of Human Resources, Robin Wilkinson, told the Committee that it was working to support and train line managers to understand the importance of diversity:

We have put a lot of investment over the last 12 months into first and second-line managers. Into training them to get them more confident not just having conversations with staff and being more inclusive in the widest possible way, but actually having the confidence that the decisions they make within their team will be supported at a more senior level, if they look a little bit less traditional than what we are used to. Again, that is where we need to focus our efforts over the next few months.³⁶

Intelligent deployment

- 3.3 With the recruitment of a large number of new officers, it is critical the Met ensures they are successfully integrated into borough teams. All new recruits work for two years in these teams. In the past, recruits could choose where they were posted. The Met told the Committee that future deployment of new recruits will be intelligence-led to identify teams that are underrepresented, particularly in London’s most diverse boroughs. The Met hopes this approach will allow it to rebalance the diversity of borough teams to better reflect the areas they serve, but also to ensure that teams have a “critical mass” of BAME and women officers. The Committee was told of the importance of having a critical mass of underrepresented groups on borough teams to support the personal and

professional development of officers. As Chief Superintendent Gideon Springer told the Committee:

It is good for those officers to have other individuals from similar backgrounds to themselves, and what we call critical mass of BAME officers, to provide support and protection in relation to how those officers are developed and what opportunities they get. Having worked in Tottenham as a young police constable I found myself reasonably isolated as the only black officer on my team. I would have felt that it would have been nice to have some other officers who had more experience and knowledge to have guided me through that very challenging period.³⁷

Recommendation 4

The Met should put in place a clear performance framework to assess what Borough Commanders are doing to support and develop new recruits, which is continually monitored by senior leadership and MOPAC.

- 3.4 New and existing BAME and women officers must have access to mentoring and support networks. The Committee heard about a number of good initiatives being run across the organisation by staffing associations and individual officers. The Met must build on the success of these initiatives. Clare Davies, told the Committee the Met is developing a “more active career development service” to signpost new officers to the support available.³⁸ The Met must also consider how it supports and rewards the officers who give up their time to run these initiatives – perhaps by recognising voluntary work as part of their professional development. Creating this incentive would also encourage more officers to volunteer to provide mentoring or run support networks.

Recommendation 5

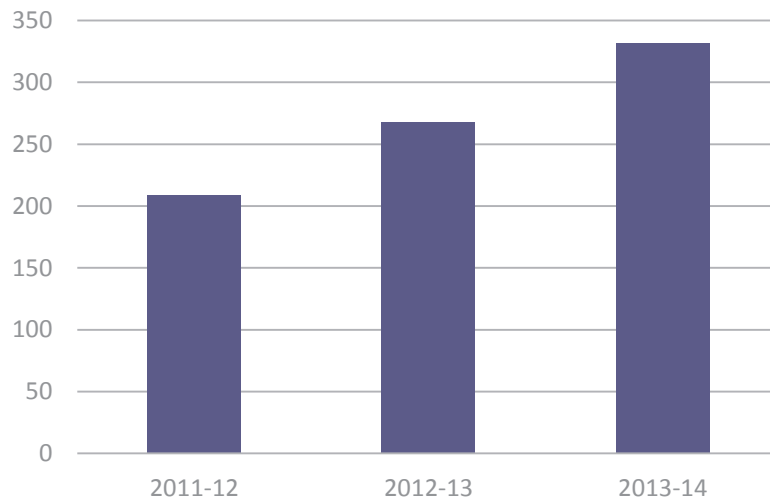
In recognition of the time many officers give to supporting the development of BAME and women officers, the Met should incorporate the value of volunteering as an aspect of the management assessment framework for officers.

Retaining women officers

- 3.5 The number of women officers leaving the Met has increased in the last three years (see chart 5). This increase is in contrast to the number of male leavers, which has remained broadly the same. Changes to working arrangements and shift patterns could explain why more women officers are leaving the Met. Clare Davies told the Committee work-life balance was one of the main reasons women officers gave in exit interviews for leaving the organisation. The Committee was told the ‘Met

Change' programme had introduced longer shifts - including more night shifts - and reduced flexible working. These changes were likely to have had a bigger impact on officers with caring responsibilities or those working part-time, who are more likely to be women.

Chart 5: The number of women leaving the Met is increasing



Source: Figures provided by the Met, 16 May 2014.

- 3.6 More requests for flexible working, including part-time working, are being accommodated by the Met. While changes to shift patterns under the Local Policing Model initially reduced flexible working, the Committee was told the Met was still able to accommodate the vast majority of requests from officers to work flexibly. According to the Met, during May and November last year, it rejected only 164 of the 1441 flexible working applications it received. Detective Inspector Claire Clark said there had to be creativity around how this process was managed:

The Local Policing Model initially reduced that flexibility and now that things have settled down, we are getting to see that actually things can be teased out and things that did not work quite so well are being addressed and looked at...There has been room for flexibility but it is about balancing the actual job that has to be delivered and has to be done. It is about having that flexibility and having that slight creativity. It sometimes is dependent on the individual senior managers to be able to deliver that.³⁹

- 3.7 The Met could learn from other organisations about using flexible working more innovatively. The organisation could explore how the nursing profession uses self-rostering and annualised hours to support the work-life balance of its staff. There might also be opportunities to use home working. However, the Met is not a nine-to-five profession, and there are limits to what it can realistically accommodate. But, this should not stop the Met reviewing its flexible working practices. As Ch Supt Joanna Young said:

Perhaps we are not innovative enough. Nursing in London is a 24/7 occupation and they do much more self-rostering. One of the things that we struggle with is we tend to keep people on teams and say, "Let us roster you within this team because you must have the same supervisor" ...That opportunity is there. It would be difficult. It would be really challenging for managers, particularly people at my level, but it would offer more flexibility.⁴⁰

Clare Davies agreed that, while the Met's flexible working policies and practices were "really wide", it did have "quite a traditional view of flexible working and how we manage and supervise."⁴¹

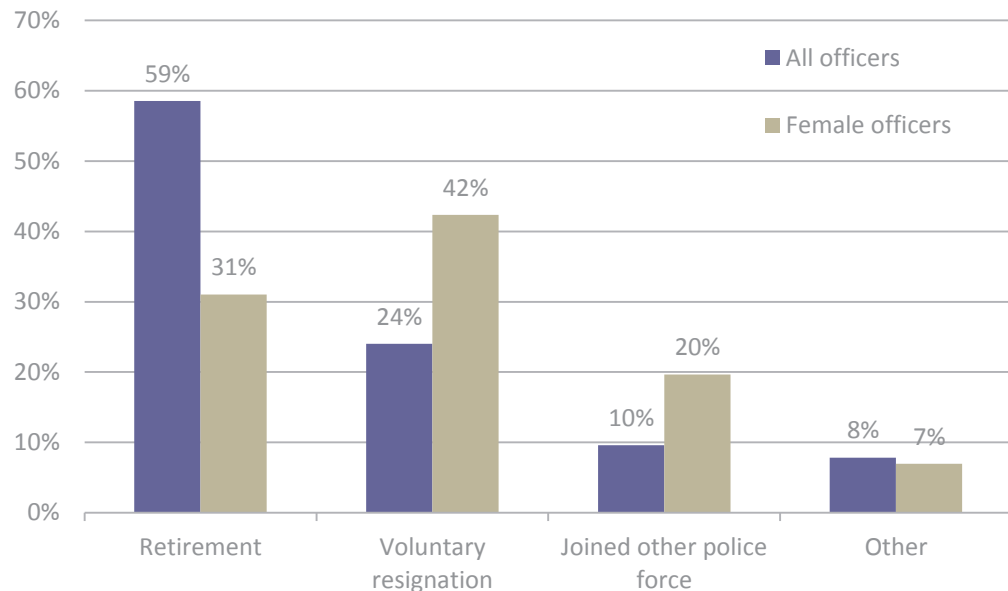
Recommendation 6

The Met should conduct a review of its flexible working practices. The review should consider how the Met can make best use of technology and agile work patterns, including self-rostering and annualised hours, to support flexible working. The review should also consider how other organisations use flexible working.

- 3.8 Women may also be leaving the Met in greater numbers because of a lack of opportunities for career progression. Clare Davies told the Committee that being "disengaged with the organisation" was another key reason women officers were giving in exit interviews for leaving the organisation. The fact that more women officer leavers voluntarily resigned or joined another force in the last year than male officer leavers would seem to support this finding (see chart 6).

Chart 6: Women officers are more likely to voluntarily resign or join another police force than their male colleagues

Reasons for leaving the Met



Source: MOPAC Challenge, 14 July 2014.

- 3.9 Providing better support for women officers during maternity leave could also help prevent more women officers leaving the Met. Ch Supt Joanna Young told the Committee there was sometimes a lack of contact between managers and women officers during maternity leave, which left many feeling disengaged with the organisation when they returned:

We do not have the dialogue with people going on maternity leave about encouraging more to take career breaks and think about it later. Life might change. Then, when they are on career breaks, in my view, we are not the best at keeping in contact. When people are coming back in, they are not particularly welcomed.⁴²

- 3.10 The Met might better understand women’s reasons for leaving by using a more rigorous exit interview process. Currently, exit interviews are carried out electronically, but, according to Ch Supt Joanna Young, take-up is low. She also said the Met was not very good at following up responses to exit interviews. The Met should target its exit interviews at women officers – particularly unplanned leavers – to get a more detailed picture of why they were leaving. It should also develop more detailed metrics to support this process.

Our response when somebody says they are going to leave is not very high. If we go back, more women join with a values base and if they then do not

feel their values are any longer in synchronisation with an organisation, they are more likely to part company...I do not think we get hold of people as they put in their papers and say, "Hang on a minute. Can we just have a chat here? What is this all about?"⁴³

Clare Davies agreed the Met needed to find ways to "get beneath the headlines of the exit interviews" to help shape policy.⁴⁴

Recommendation 7

The Met should ensure exit interviews are carried out for all women officers leaving the force, particularly where it is unplanned, to understand the reasons behind this. It should also develop more detailed metrics to support this process.

Supporting progression into specialist units

- 3.11 Women might be able to achieve greater career progression if they were recruited more frequently into specialist units. Overall, women officers make up just 12 per cent of the total number of officers on Specialist Operations (SO). Claire Clark – who works in the Met’s Diplomatic Protection Group – said the Met is in a unique position in terms of the range of different roles it can offer compared to other police forces:

There are things that we do because we are a capital city service that you cannot do anywhere else...The opportunities for progression and the opportunities for diversification and the opportunities for lateral development just would not be there.⁴⁵

- 3.12 There are encouraging signs that BAME officers are becoming better represented on some specialist units in the Met. Dal Babu, one of the country’s most senior Asian police officers, wrote about ‘no go areas’ a decade ago in the Met.⁴⁶ But Ch Insp Claire Clark told the Committee that recruiting BAME officers into the Diplomatic Protection Group had not been difficult:

We have always had a greater than average number of BAME officers. We cannot understand why, but we have always done very, very well when we are recruiting officers from BAME backgrounds.⁴⁷

- 3.13 However, the Met should not lose sight of this issue. As Ch Supt Gideon Springer told the Committee:

Representation for BAME colleagues and women in those units is very low. They are seen by some as the purview of middle-aged white males and, if you look around, that is probably what is in there...it is our selection processes for

*specialisms and for promotion where the organisation needs to take a real hard look at how it does that.*⁴⁸

- 3.14 There are barriers preventing some officers joining specialist units. Training was identified as one obstacle. Any officer required to carry a firearm has to attend a four week residential course in Gravesend. The process can be extremely intensive and is not necessarily conducive to those working part-time or with caring responsibilities. The Met has said it is reviewing whether the course could be delivered over a longer period of time with fewer overnight stays.
- 3.15 Officers need to be able to make informed choices about joining specialist units. While it was recognised some officers – male and female – would not want to work in roles that required carrying large firearms – they still needed the opportunity to experience the demands of some of these roles.
- 3.16 Concerns around the culture of some specialist squads could also be a barrier to more women joining. A recent employment tribunal found the Met had discriminated against PC Carol Howard - who was working as a firearms officer in the Diplomatic Protection Group (DPG) - because of her race and sex. PC Howard was at the time one of only 12 female officers in the DPG, and only one other was BAME. The tribunal said that in a unit “almost exclusively male and predominately white” she was “singled out and targeted” by her line manager. The tribunal also criticised the Met’s processes for investigating PC Howard’s complaints. This included removing reference to discrimination and harassment made in a report conducted by a Fairness at Work advisor, which the tribunal described as “appalling and wholly unacceptable.”⁴⁹ There was also Clare Davies said a “full review” was being carried out in light of the judgement:

*We have a full review going on. We are doing some work outside of the MPS to understand where fairness at work is effective, what good practice looks like and what we need to bring in. In particular, recognising the practice about what happens when someone makes an allegation of discrimination through a Fairness at Work approach, and what we have to do effectively to deal with that. Those are all the things that we are looking at in terms of that review at the moment.*⁵⁰

The tribunal also criticised the Met after it released information about PC Howard’s previous arrests following the judgement. The tribunal said this was “to deflect attention and criticism from the (Met) and portray the Claimant in a negative light.”⁵¹

Recommendation 8

The lack of women on some specialist squads remains a concern. The Met should work with women officers currently working in these units to identify and challenge the barriers that prevent more from joining, and clear aspirations for the number of women it wants to see working in specialist squads in the future.

- 3.17 It is right the Met should review its policies and practices in light of the Carol Howard case. Training and education for officers and line managers is an integral part of this process. The Committee is supportive of the work the Met is doing around what it calls ‘Met Conversations’, where officers are encouraged to discuss difficult issues in a frank and open manner without fear of reproach. At the same time, where there is clear evidence of discrimination the Met must adopt a zero-tolerance approach in tackling it. This view is supported by the women’s charity Opportunity Now. Its report Project 28-40, informed by a survey of women aged 28-40 in the workplace, identified some of the reasons why UK employers are struggling to create a more gender-balanced workforce. According to the report, when participants in the survey were asked what their organisation could do to improve the culture in their workplace, addressing bullying and harassment was the most frequent suggestion. The report recommended that organisations should “recognise that harassment and bullying still occurs, despite well-meaning policies” and “call it out, deal with perpetrators, and make it simple and straightforward to report.”⁵²

Recommendation 9

The Met needs to take a zero-tolerance approach to discrimination. While it is right that the Met should review its Fairness at Work policy, it must go further in disciplining perpetrators and making it easier to report discrimination. The Met should set out the steps it will take to make reporting discrimination easier, and review what other organisations and police forces are doing to tackle discrimination.

Getting more BAME and women officers into senior roles

- 3.18 The Met has to find ways to get more BAME and women into senior positions. This issue is not unique to the Met: many public and private sector organisations are struggling to diversify their leadership teams. The Met is promoting more BAME and women officers. Alongside its recruitment campaign, the Met has recently held internal promotion processes for Sergeant through to Chief Superintendent ranks. The early signs are encouraging: 11 per cent of new Superintendents are BAME and

a third of new Chief Superintendents are women. However, there is still a long way to go to get more BAME and women into senior positions.

3.19 Women may fail to apply for promotion in the Met because of a perceived lack of work-life balance at senior levels. The Committee was told some women officers did not want to work in senior roles because of the long hours and demands placed on senior managers. This view was most keenly felt by officers with childcare responsibilities. The officers that spoke to the Committee said this perception is possibly enforced by the fact that many of the most senior officers in the Met do not have children.

3.20 Female senior leaders in the Met need to better articulate how they manage their work commitments. Women officers are less likely to put themselves forward for senior roles despite having the skills to do them. The officers that spoke to the Committee were very clear that this was not because of a lack of ambition or confidence. Instead, it was because women can take a different approach to evaluating their skills for a position than men. As Ch Supt Joanna Young explained:

Women generally will only apply when they feel they can meet all the criteria. That is not a lack of confidence. That is a judgement they are making about whether they are ready to do the job, based on what is presented to them.⁵³

3.21 The Met needs to change women's perceptions around the requirements of senior roles. Clare Davies said the Met is building resilience into the selection process to enable it to identify women officers who might be capable of taking on these roles and giving them the support and development to enable them to apply:

The way our selection process is run, we are able to look and ask if people have within them the potential to undertake a role, and then layer in the development and then promote them. We do have the flexibility to do that now when we have someone demonstrating a future capability.⁵⁴

3.22 Unconscious bias can be a barrier to more BAME and female officers being promoted in the Met. Unconscious bias refers to the unknowing discrimination against others because of factors such as age, gender, social background or sexual orientation. Ch Supt Joanna Young told the Committee that some women can be held back because of how the Met views leaders: "We often think of big alpha men as being better leaders". She also felt police forces try to "fix" BAME officers into performing in a certain way:

They had more mentors and more coaches than anyone else and yet something is still holding them back. We try to fix the minority group as opposed to saying, "Do you know what? There is something going on in the

culture here, conscious or unconscious, and that is what we need to address". We can give people all the courses they like, but unless we change the way we view things, we are not going to do anything about it.⁵⁵

- 3.23 The Met is working with its managers to understand unconscious bias. This approach should help to improve the number of BAME and women officers being promoted. Robin Wilkinson told the Committee how the Met found evidence of unconscious bias in its first selection process for Chief Superintendents:

It is not a process issue, it is a kind of management issue and about how we are identifying talent in the organisation, and we took action. We extended the process and encouraged more people to apply and we got a slightly better outcome and that was the right thing to do for our superintendent process.⁵⁶

To tackle the issue of unconscious bias, the Met has trialled independent selection panels, where senior managers with no prior contact with the applicants sit on panels to bring greater objectivity to the process.

- 3.24 BAME and women officers do not always have access to the informal networks that help support career progression. While there are many mentoring schemes for BAME and women officers, the Committee was told sponsorship was more effective in helping officers secure promotion.
- 3.25 We are encouraged by some of the proactive work the Met is doing to support the progression of BAME and women officers. However, as with the work it is doing to recruit a more diverse workforce, it must continue to maintain momentum. To keep this issue on its agenda, the organisation could set aspirational targets for the proportion of women and BAME officers it wants to see in senior positions in the next ten years.

4. How can the Met promote wider cultural change?

- 4.1 The focus of this report has been on what the Met is doing to support the recruitment, retention and progression of BAME and women officers. This reflects the need to address the significant underrepresentation of these groups. It is also where the Met and MOPAC's efforts are currently focused. At the same time, it is clear other groups face barriers entering and progressing in police forces.
- 4.2 The Committee heard about some of the specific issues disabled officers face in the Met. Andy Garrett, Chair of the Met's Disability Staff Association, told the Committee the Met was good at recruiting disabled officers, but was less proactive in supporting officers who become ill or were injured during service: "I do not think I can vouch for a great process in the Met once you are in."⁵⁷ He said disabled officers were often deployed to "safe" jobs, when their skills could be used more effectively...

...If we support those disabled officers to develop new career pathways and new skillsets, whilst they might not be able to go out there and hold a shield, they can actually be effective evidence-gatherers or investigators.⁵⁸

- 4.3 The Winsor review on pay and conditions could have a disproportionate impact on disabled officers. Under the terms of the review, officers on restricted duties who cannot carry out a full range of duties could lose £2,922 from their salary.⁵⁹ Andy Garrett said the Met needed to put measures in place to enable officers to train for new roles:

There are about 1,400 restricted officers under current classifications [for restricted duties]. I genuinely believe north of 1,000 of those could be effectively deployed in the front line of detective work, custody work or similar. It might not be in uniform, but those are things that still need doing.⁶⁰

- 4.4 The Committee also discussed some of the issues LGBT police officers face. A recent survey carried out by the Police Superintendent's Association of England and Wales, found four out of 10 LGBT senior officers had "experienced discrimination in the policing workplace."⁶¹ The survey also found that some senior police officers feel homophobia still exists in police forces, and coming out can impact on career prospects. The Superintendent's Association has developed an action plan in response to the survey's findings. A Met commissioned survey would generate a clearer picture of the needs of its LGBT officers, particularly given a recent freedom

of information request which found the Met had the third highest number of officers (69), of police forces in England and Wales, being investigated for making racist or homophobic comments on social media.

Recommendation 10

The Met should commission a survey, with support from the relevant staffing associations, to get a clearer picture of the needs of its LGBT officers.

- 4.5 To ensure all people feel supported and secure in the Met, it needs to focus on two main issues: its culture and how it locates its work on diversity within its organisational structures.
- 4.6 Culturally, the Met has made some progress but needs to keep the pressure up by promoting the right behaviours and using the right language. In doing so, it can meet the needs of all groups with protected characteristics.⁶² If it gets either aspect wrong it can risk undermining its good work on recruiting a more diverse frontline workforce.
- 4.7 One way of encouraging the right behaviours is for the Met to move beyond thinking just about visible difference. This was the view of Andy Garrett:

*It is a great goal to be diverse in visible difference, but We can only engage properly with the diversity of London, including the majority groups, if we are reflective in all aspects of diversity, not just visible difference...I believe diversity of thinking is a much broader goal that we should be striving to.*⁶³

- 4.8 Staffing associations can play an important role in creating the right culture in the Met. The Met is currently reviewing the effectiveness of its 19 staffing associations. Some operate with full-time staff, such as the Black Police Association, and others are managed on a voluntary basis. The review is being led by the Met's HR team. It is partly to make savings but also to redefine the role of staffing associations to ensure they are aligned to the Met's priorities. Given the Met's overriding focus is on supporting the recruitment, retention and progression of more BAME and women officers, it is important the review does not lose sight of the role staffing associations can play in promoting wider cultural change. With this in mind, the Met should consider whether staffing associations should be a resource funded and available to the whole organisation rather than just as a function of HR.
- 4.9 There are lessons for the Met to learn from other sectors. Staff should be encouraged to be themselves to enable "diversity of thinking" to challenge established norms. This was the view of Angela Cooke, a diversity, inclusion and

wellbeing consultant at PwC. PwC is considered a leader in the promotion of diversity in the workplace. It was listed in The Times Top 50 Employers for Women 2014⁶⁴ and the Stonewall Top 100 Employers 2014.⁶⁵ She told the Committee that being “authentic at work” was a key area of focus for PwC:

It is very much around their strengths, being themselves, what it means to be themselves and being comfortable to have conversations with people. That is something where people struggle. You can want to have a conversation with someone around a particular topic - maternity leave, pregnancy or whatever - and people are frightened to say something. Then they do not say anything at all and that is even worse. It is almost like political correctness gone wrong or gone crazy.⁶⁶

- 4.10 Organisations can use their structures to champion, embed and monitor approaches to promoting diversity. Denise Milani, the Met’s Director of Business Change and Diversity told Members how the Met has undergone a restructure to mainstream diversity in the organisation:

The team I now lead is Business Change and Diversity. That is in full recognition that in changing the organisation to become more modern and effective and to deliver to a global city, the thinking about diversity and the best principles about diversity had to be at the heart of our strategic intent, our performance, the way we structure the business and the way we support the business.⁶⁷

- 4.11 The Met is embedding a focus on diversity into its performance management framework. It is in the process of setting up a performance board to measure progress against a range of diversity and inclusion performance indicators. And it recognises the importance of the issue being championed at senior levels: the board is likely to be led by a member of the Met’s senior management team. Andy Garrett told the Committee leadership was critical to the success of ensuring diversity and inclusion was understood across an organisation:

Leadership is critical but right the way through the management chain for this agenda. You will not drive diversity with policies and procedures. You will not drive it with oversight and governance. You drive it through leadership messages right the way down through the chain. It has to be led by someone at management board level, in my opinion, to ensure some objectivity in driving the agenda forward. Perhaps there is an opportunity to have a co-chair, someone from outside the service, to help keep everyone on message and to keep driving that process.⁶⁸

4.12 The Committee welcomes the Met's decision to mainstream diversity and inclusion through the organisation. However, it is vital its approach is supported by strong leadership and a robust accountability mechanism to ensure momentum is sustained. Our report is designed to support senior leaders to create a diverse and welcoming organisation that better reflects the London it serves. The report is driven by a desire to support all those who work in the Met to achieve to the best of their abilities regardless of gender, colour or creed gender, social background or sexual orientation. We look forward to the Met and MOPAC's response to our recommendations as part of its journey to become a police force representative of the city it serves.

Appendix 1 Recommendations

Recommendation 1

To support its efforts to recruit more BAME women, the Met should :

- Recognise BAME women as a distinct group from BAME and women officers. This would help senior leaders to focus efforts to increase the number of BAME women in the force;
- Work with senior BAME women officers in the Met and with BAME women leaders in the community through the Community Ambassadors scheme to identify what further support can be provided to increase the representation of BAME women in the Met; and
- Introduce a bursary for BAME women to complete the Certificate in Knowledge of Policing prior to joining the Met (see below)

Recommendation 2

As part of its review of vetting, the Met should introduce a self-assessment questionnaire for applicants to enable it to identify issues at the start of the process that might result in applicants eventually failing the vetting process.

Recommendation 3

MOPAC should open up a dialogue with Government around the feasibility of implementing a law change in the future if the Met is unable to recruit more BAME officers in the next two years.

Recommendation 4

The Met should put in place a clear performance framework to assess what Borough Commanders are doing to support and develop new recruits, which is continually monitored by senior leadership and MOPAC.

Recommendation 5

In recognition of the time many officers give to supporting the development of BAME and women officers, the Met should incorporate the value of volunteering as an aspect of the management assessment framework for officers.

Recommendation 6

The Met should conduct a review of its flexible working practices. The review should consider how the Met can make best use of technology and agile work patterns,

including self-rostering and annualised hours, to support flexible working. The review should also consider how other organisations use flexible working.

Recommendation 7

The Met should ensure exit interviews are carried out for all women officers leaving the force, particularly where it is unplanned, to understand the reasons behind this. It should also develop more detailed metrics to support this process.

Recommendation 8

The lack of women on some specialist squads remains a concern. The Met should work with women officers currently working in these units to identify and challenge the barriers that prevent more from joining, and clear aspirations for the number of women it wants to see working in specialist squads in the future.

Recommendation 9

The Met needs to take a zero-tolerance approach to discrimination. While it is right that the Met should review its Fairness at Work policy, it must go further in disciplining perpetrators and making it easier to report discrimination. The Met should set out the steps it will take to make reporting discrimination easier, and review what other organisations and police forces are doing to tackle discrimination.

Recommendation 10

The Met should commission a survey, with support from the relevant staffing associations, to get a clearer picture of the needs of its LGBT officers.

Appendix 2 Endnotes

- ¹ Equality, diversity and human rights strategy for the police service, ACPO (2010)
- ² The Mayor's Police and Crime Plan 2013-16
- ³ Police workforce, England and Wales, 31 March 2014
- ⁴ 2011 UK Census
- ⁵ Police workforce, England and Wales, 31 March 2014
- ⁶ The Association of Chief Police Officers (ACPO) is a not-for-profit private limited company that leads the development of policing practices in England, Wales, and Northern Ireland. It is composed of the chief police officers of the 44 police forces in England and Wales and Northern Ireland, the Deputy Chief Constable and Assistant Chief Constable of 42 of those forces and the Deputy Commissioner, Assistant Commissioner, Deputy Assistant Commissioner and Commanders of the remaining two - the Met and City of London Police.
- ⁷ Police workforce, England and Wales, 31 March 2014
- ⁸ Police workforce, England and Wales, 31 March 2014
- ⁹ Police workforce, England and Wales, 31 March 2014
- ¹⁰ Police workforce, England and Wales, 31 March 2014
- ¹¹ Police workforce, England and Wales, 31 March 2014
- ¹² MOPAC Challenge (14 July 2014)
- ¹³ Police workforce, England and Wales, 31 March 2014
- ¹⁴ MOPAC Challenge (14 July 2014)
- ¹⁵ MOPAC Challenge (20 June 2013)
- ¹⁶ MPS and MOPAC Joint Diversity Report (March 2014)
- ¹⁷ Assessment of Women in the Police Service (2010), p7
- ¹⁸ Police and Crime Committee 22 July 2014
- ¹⁹ Letter from Clare Davies to the Chair of the Police and Crime Committee (10 September 2014)
- ²⁰ According to the Met's guidelines, to qualify as a London resident candidates must "be able to provide evidence that they have resided within the Met boundary for a minimum of 3 of the previous 6 years at the point of applying." There will be exceptions to applications from existing Met staff, members of the Met Special Constabulary or serving Met Volunteer Police Cadets. There may also be exceptions for candidates applying from other forces and those appointed through specialist recruitment campaigns. For example, the Met's Direct Entry programme and the Police Now graduate scheme.
- ²¹ Recruitment: bad forms, The Economist 23 August 2014
- ²² Police and Crime Committee, 12 June 2014
- ²³ Police and Crime Committee, 12 June 2014
- ²⁴ <http://www.acpo.police.uk/documents/workforce/2012/201205-wfdb-a-vetting-policy.pdf>
- ²⁵ Police and Crime Committee, 12 June 2014
- ²⁶ The Voluntary Police Cadets (VPC) is a uniformed voluntary youth organisation, supported by the Met. It is open to any young person aged 13 to 18 in London, and is partly targeted at those who might be at risk of criminality.

- ²⁷ Police and Crime Committee, 12 June 2014
- ²⁸ MOPAC Challenge (14 July 2014)
- ²⁹ Police and Crime Committee, 12 June 2014
- ³⁰ Diversity Executive Board minutes (21 March 2013)
- ³¹ University Challenge: How Higher Education can advance social mobility. A progress report by the Independent Reviewer on Social Mobility and Child Poverty (October 2012)
- ³² Police and Crime Committee, 12 June 2014
- ³³ The Independent Commission on Policing for Northern Ireland 1998-99
- ³⁴ Police recruiting chief says force needs positive discrimination, *The Guardian* (18 January 2014)
- ³⁵ Diversity Health Check (June 2012)
- ³⁶ Police and Crime Committee, 12 June 2014
- ³⁷ Police and Crime Committee, 12 June 2014
- ³⁸ Police and Crime Committee, 22 July 2014
- ³⁹ Police and Crime Committee, 22 July 2014
- ⁴⁰ Police and Crime Committee, 22 July 2014
- ⁴¹ Police and Crime Committee, 22 July 2014
- ⁴² Police and Crime Committee, 22 July 2014
- ⁴³ Police and Crime Committee, 22 July 2014
- ⁴⁴ Police and Crime Committee, 22 July 2014
- ⁴⁵ Police and Crime Committee, 22 July 2014
- ⁴⁶ Target culture, in *Police Review*, 14 September 2007
- ⁴⁷ Police and Crime Committee, 22 July 2014
- ⁴⁸ Police and Crime Committee, 12 June 2014
- ⁴⁹ Employment tribunal judgement - Ms C Howard v Metropolitan Police Service (January 2014)
- ⁵⁰ Police and Crime Committee, 22 July 2014
- ⁵¹ Employment tribunal judgement - Ms C Howard v Metropolitan Police Service (January 2014)
- ⁵² Project 28-40, Opportunity Now (1 April 2014)
- ⁵³ Police and Crime Committee, 22 July 2014
- ⁵⁴ Police and Crime Committee, 22 July 2014
- ⁵⁵ Police and Crime Committee, 22 July 2014
- ⁵⁶ Police and Crime Committee, 12 June 2014
- ⁵⁷ Police and Crime Committee, 18 September 2014
- ⁵⁸ Police and Crime Committee, 18 September 2014
- ⁵⁹ Winsor review - part 2 report
- ⁶⁰ Police and Crime Committee, 18 September 2014
- ⁶¹ Police Superintendents' Association for England and Wales - LGBT Action Plan
- ⁶² The protected characteristics covered by the Public Sector Equality Duty are: age, disability, sex, gender reassignment, pregnancy and maternity, race, religion or belief and sexual orientation
- ⁶³ Police and Crime Committee, 18 September 2014
- ⁶⁴ The Times Top 50 Employers for Women 2014

⁶⁵ Stonewall Top 100 Employers 2014

⁶⁶ Police and Crime Committee, 18 September 2014

⁶⁷ Police and Crime Committee, 18 September 2014

⁶⁸ Police and Crime Committee, 18 September 2014

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Subject: Police and Crime Committee Work Programme

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 8 January 2015

This report will be considered in public

1. Summary

1.1 This report sets out the proposed work programme for the Police and Crime Committee.

2. Recommendation

2.1 **That the Committee notes the work programme, as set out at paragraph 4.1 of this report.**

3. Background

- 3.1 The Committee's work programme is intended to enable the Committee to effectively fulfil its roles of holding the Mayor's Office for Policing and Crime (MOPAC) to account and investigating issues of importance to policing and crime reduction in London. The Committee's work involves a range of activities, including formal meetings with MOPAC, the Metropolitan Police Service (MPS) and other stakeholders, site visits, written consultations and roundtable meetings.
- 3.2 The Committee will usually meet twice a month. One of the monthly meetings is normally used to hold a question and answer session with the Deputy Mayor for Policing and Crime. The Commissioner of the Metropolitan Police Service has been invited to these meetings. The Committee will primarily use question and answer (Q&A) meetings to investigate topical issues and review MPS performance, including consideration of MOPAC's approach to holding the MPS to account.
- 3.3 The Committee's other monthly meeting is used to consider a particular topic or aspect of policing and crime in greater detail. These investigations will be conducted either by the full Committee or working groups. Working groups will have delegated authority to prepare reports on the Committee's behalf in consultation with party Group lead Members. Final reports will be approved and published by the full Committee. Where possible, working groups will make use of the dates scheduled for the Committee's 'thematic' meetings.

4. Issues for Consideration

- 4.1 The work programme has been designed to proactively examine issues of interest but also allows for flexibility to respond to topical issues and for the Committee to react to MOPAC's work programme. Topics will be added to the timetable for Q&A meetings as they arise. The Committee's work programme currently includes:

January	Thursday 8 January 2015 Thematic meeting – Youth reoffending and re-settlement	Thursday 29 January 2015 Q&A meeting
February	Thursday 12 February 2015 Thematic meeting – Youth reoffending and re-settlement	Thursday 26 February Q&A meeting
March	Thursday 12 March 2015 Thematic meeting – Probation	Thursday 26 March Q&A meeting

- 4.2 The Committee will commence its investigation on youth reoffending and resettlement in January 2015. A key part of *Time for Action* – the Mayor's vision for tackling youth violence – was Project Daedalus, which completed in 2012. Project Daedalus was an intensive brokerage service providing support to young people in Feltham Young Offender Institution. An evaluation report found the project led to a reduction in reoffending compared to the national average and a legacy brokerage project with £3.5 million of European Social Fund match funding for three years was announced in 2012. The Committee will seek to understand how the learning from Project Daedalus has been applied to subsequent projects and how approaches to tackling youth reoffending have evolved to address current challenges.

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.

List of appendices to this report: There are none.

Local Government (Access to Information) Act 1985

List of Background Papers: There are none.

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