

AGENDA

Meeting **Police and Crime Committee**

Date **Wednesday 29 March 2017**

Time **10.00 am**

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

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Members of the Committee

Steve O'Connell AM (Chairman)
Unmesh Desai AM (Deputy Chair)
Kemi Badenoch AM
Sian Berry AM
Andrew Dismore AM

Len Duvall AM
Florence Eshalomi AM
Caroline Pidgeon MBE AM
Keith Prince AM
Peter Whittle AM

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

Mark Roberts, Executive Director of Secretariat
Tuesday 21 March 2017

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;
Email: joanna.brown@london.gov.uk/teresa.young@london.gov.uk; Minicom: 020 7983 4458

For media enquiries please contact Mary Dolan, External Relations Officer on 020 7983 4603.
Email: mary.dolan@london.gov.uk. 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
Wednesday 29 March 2017**

1 Apologies for Absence and Chairman's Announcements

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

2 Declarations 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 - 102)

The Committee is recommended to confirm the minutes of the meetings of the Police and Crime Committee held on 23 February 2017 and 9 March 2017 to be signed by the Chairman as correct records.

The appendices to the minutes set out on pages 11 to 58 and pages 63 to 102 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 103 - 120)

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 completed and ongoing actions arising from previous meetings of the Committee, and additional correspondence, as listed in the report.

5 Action Taken Under Delegated Authority (Pages 121 - 126)

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 recent action taken by the Chairman of the Police and Crime Committee, Steve O’Connell AM, under delegated authority, following consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, namely to send a letter to the Deputy Mayor for Policing and Crime about tackling electoral fraud and malpractice in London.

6 Response to the Committee's Report: Response to the Mayor's Draft Police and Crime Plan (Pages 127 - 134)

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 response from the Deputy Mayor for Policing and Crime to its report, *Response to the Mayor’s Draft Police and Crime Plan*, attached at Appendix 1 to this report.

7 Question and Answer Session with the Mayor's Office for Policing and Crime and the Metropolitan Police Service (Pages 135 - 150)

Report of the Executive Director of Secretariat

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

The Committee is recommended to:

- (a) Note the monthly report from the Mayor's Office for Policing and Crime as background to the question and answer session with the Deputy Mayor for Policing and Crime and the Metropolitan Police Service; and**
- (b) Note the report and answers given by the Deputy Mayor for Policing and Crime and the Metropolitan Police Service to the questions asked by Members.**

8 Police and Crime Committee Work Programme (Pages 151 - 158)

Report of the Executive Director of Secretariat

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

The Committee is recommended to:

- (a) Note the summary of work completed in 2016-17.**
- (b) Note the schedule of meetings proposed for 2017-18, which is subject to agreement at the Annual Meeting of the London Assembly on 3 May 2017.**
- (c) Delegate authority to its Chairman, Steve O'Connell AM, in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, to agree arrangements for a site visit to the MPS training centre in Hendon to observe the facilities for the training and development of officers.**
- (d) Delegate authority to its Chairman, Steve O'Connell AM, in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, to agree the terms of reference and scope for the Committee's first provisional meeting of the 2017-18 Assembly year on 11 May 2017.**
- (e) Agree, in relation to urgent matters only, a general delegation of authority in respect of the Committee's powers and functions (apart from those that cannot under the Police Reform and Social Responsibility Act 2011 be delegated) to the Chairman of the Committee, in consultation with the party Group Lead Members of the Committee and Caroline Pidgeon MBE AM, from the close of this meeting until the Annual Meeting of the London Assembly on 3 May 2017.**

9 Date of Next Meeting

The provisional scheduled date for the next meeting of the Police and Crime committee is Thursday, 11 May 2017 at 10am in the Chamber, City Hall, subject to the agreement of dates for committee meetings in the 2017/18 Assembly year at the London Assembly's Annual Meeting, scheduled to take place on Wednesday, 3 May 2017.

10 Any Other Business the Chairman Considers Urgent

Subject: Declarations of Interests

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 29 March 2017

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
Kemi Badenoch AM	
Shaun Bailey AM	
Sian Berry AM	Member, LB Camden
Andrew Boff AM	Congress of Local and Regional Authorities (Council of Europe)
Leonie Cooper AM	Member, LFEPA; Member, LB Wandsworth
Tom Copley AM	
Unmesh Desai AM	Member, LB Newham
Tony Devenish AM	Member, City of Westminster
Andrew Dismore AM	Member, LFEPA
Len Duvall AM	
Florence Eshalomi AM	Member, LFEPA; Member, LB Lambeth
Nicky Gavron AM	
David Kurten AM	Member, LFEPA
Joanne McCartney AM	Deputy Mayor
Steve O'Connell AM	Member, LB Croydon
Caroline Pidgeon MBE AM	
Keith Prince AM	Member, LB Redbridge
Caroline Russell AM	Member, LFEPA; Member, LB Islington
Dr Onkar Sahota AM	
Navin Shah AM	
Fiona Twycross AM	Chair, LFEPA; Chair of the London Local Resilience Forum
Peter Whittle AM	

[Note: LB - London Borough; LFEPA - London Fire and Emergency Planning Authority. The appointments to LFEPA reflected above take effect as from 17 June 2016.]

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	
List of Background Papers: None	
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MINUTES

Meeting: Police and Crime Committee
Date: Thursday 23 February 2017
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:

Steve O'Connell AM (Chairman)
Unmesh Desai AM (Deputy Chair)
Tony Arbour AM
Sian Berry AM
Andrew Dismore AM
Len Duvall AM
Florence Eshalomi AM
Caroline Pidgeon MBE AM
Keith Prince AM

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

- 1.1 Apologies for absence were received from Kemi Badenoch AM, for whom Tony Arbour AM attended as a substitute, and from Peter Whittle AM.
- 1.2 During the question and answer session with the Deputy Mayor for Policing and Crime and the Metropolitan Police Service (MPS), the Chairman welcomed pupils and staff from Culloden Primary School, London Borough of Tower Hamlets, who had come to observe the meeting from the public gallery.

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 26 January 2017 be signed by the Chairman as a correct record.

4 Summary List of Actions (Item 4)

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

4.2 Resolved:

That the outstanding and completed actions arising from the previous meetings of the Committee, as listed in the report, be noted.

5 Action Taken Under Delegated Authority (Item 5)

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

5.2 Resolved:

That the recent action taken by the Chairman, Steve O'Connell AM, under delegated authority, following consultation with party Group Lead Members and Caroline Pidgeon MBE AM, be noted, namely to write to the Government to urge that the National, International and Capital City (NICC) grant allocated to the Metropolitan Police Service and the review of the way funding is allocated to the police properly reflects the responsibilities that the Metropolitan Police Service has to keep London safe.

6 Response to The Mayor's Draft Police and Crime Plan (Item 6)

- 6.1 The Committee received the report of the Executive Director of Secretariat.
- 6.2 The Committee's response to the Mayor's Draft Police and Crime Plan had been published with a supplementary agenda after the publication of the main agenda. The Chairman had agreed to accept the report as urgent business under Section 100(B)(4) of the Local Government Act 1972, the special circumstances being that the Police and Crime Committee's special scrutiny functions could only be exercised at a whole meeting of the Committee, and as the consultation deadline for the Mayor's Draft Police and Crime Plan was 3 March 2017, this meeting would be the last opportunity for the Committee to review the Plan and make a report or recommendations on the Plan to the Mayor's Office for Policing and Crime (MOPAC), which it was required to do by statute.

6.3 Resolved:

That the Police and Crime Committee's report, Response to the Mayor's Draft Police and Crime Plan, be agreed.

7 Question and Answer Session with the Mayor's Office for Policing and Crime and the Metropolitan Police Service (Item 7)

- 7.1 The Committee received the report of the Executive Director of Secretariat as background to the questions and answer session with MOPAC and the MPS.
- 7.2 The Chairman welcomed the following guests to the meeting:
- Sophie Linden, Deputy Mayor for Policing and Crime; and
 - Craig Mackey QPM, Deputy Commissioner, MPS.
- 7.3 Before moving on to putting questions to the invited guests, the Chairman stated that on behalf of the Committee, he welcomed the appointment of Cressida Dick QPM as the new Commissioner of Police of the Metropolis and that he would write to her on behalf of the Committee to congratulate her. The Chairman also took the opportunity to place on record his thanks to Sir Bernard Hogan-Howe QPM, retiring Commissioner of Police of the Metropolis, for his contribution to policing and it was also agreed that the Chairman write to Sir Bernard Hogan-Howe QPM to formally thank him on behalf of the Committee.
- 7.4 The Deputy Mayor for Policing and Crime stated that she was also very pleased with the appointment of Cressida Dick QPM as the new Commissioner of Police of the Metropolis and she placed on record her thanks to Sir Bernard Hogan-Howe for his 37 years' service in policing and his contribution to policing, not only in London but across the country.

- 7.5 A transcript of the discussion is attached at **Appendix 1**.
- 7.6 During the course of the discussion the Deputy Mayor for Policing and Crime undertook to:
- Ensure that MOPAC was more proactive in terms of recruiting custody suite volunteers who better reflected their local communities;
 - Report to the Committee on MOPAC decision 2016/59 regarding an outline business case to determine the future delivery of healthcare in police custody;
 - Look into the Lambeth allocation of the London Crime Prevention Fund and report back to the Committee on what is being commissioned around drug intervention programmes;
 - Ensure that constituency Assembly Members had been, and would be, invited to meetings MOPAC that arranged with the MPS and London boroughs regarding the proposals for the mergers of MPS Borough Command Units; and
 - Provide an analysis on the reasons for the rise in disability hate crime.
- 7.7 In addition, the Committee requested the call-out times for Forensic Medical Examiners arriving at custody suites, once the Deputy Mayor for Policing and Crime had received them.
- 7.8 During the course of the discussion the Deputy Commissioner, MPS, undertook to:
- Provide more detail about the number of people arrested under Section 136 of the Mental Health Act;
 - Report back to the Committee on whether any of the 48-hour deaths in custody were related to a Section 136 arrest;
 - Look into issues raised by the Committee around dignity of detainees in custody suites;
 - Provide feedback from Police Officers involved in the Pathfinder pilots for the merger of Borough Command Units;
 - Provide data for the detection and arrest rates for moped related crime;
 - Provide data on the reward scheme offered under Operation Viper for intelligence in relation to gun crime;
 - Check whether anti-Semitic hate crime and Islamophobic were sub-sets of faith hate crime (as set out in the letter from the Deputy Commissioner to the Chairman dated 6 February 2017 and on page 77 of the agenda for the meeting);
 - Provide the Committee with the figures for hate crime recorded by the British Transport Police and City of London Police;
 - Separate the data collected for racist and religious hate crimes and to further

breakdown the data by age and gender; and

- Provide data on the number of arrests and convictions for racist and religious hate crimes.

7.9 The Committee stated that it might also wish to follow up issues raised around the proposals for the merger of Borough Command Units.

7.10 At the end of the discussion the Chairman thanked the guests for their attendance and helpful contributions.

7.11 **Resolved:**

- (a) That the monthly report from the Mayor's Office for Policing and Crime, attached at Appendix 1 of the report, be noted.**
- (b) That the report and answers given by the Deputy Mayor for Policing and Crime and the MPS to the questions asked by Members be noted.**
- (c) That the Chairman write to Cressida Dick QPM to congratulate her on her appointment as the new Commissioner of Police of the Metropolis and to Sir Bernard Hogan-Howe QPM, retiring Commissioner of the Police of the Metropolis to thank him for his service and contribution to British policing.**

8 Police and Crime Committee Work Programme (Item 8)

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

8.2 **Resolved:**

- (a) That the work programme as set out in the report be noted.**
- (b) That it be agreed that authority be delegated to the Chairman, in consultation with party Group Lead Members and Caroline Pidgeon MBE AM, to agree the topic and arrangements for the next meeting of the Police and Crime Committee on 9 March 2017.**

9 Date of Next Meeting (Item 9)

9.1 The date of the next meeting was scheduled for Thursday, 9 March 2017 at 10.00am in the Chamber, City Hall.

10 Any Other Business the Chairman Considers Urgent (Item 10)

10.1 There was no other business the Chairman considered urgent.

11 Close of Meeting

11.1 The meeting ended at 12.28pm.

Chairman

Date

Contact Officer: Joanna Brown or Teresa Young; Telephone: 020 7983 6559;
Email: joanna.brown@london.gov.uk/teresa.young@london.gov.uk;
Minicom: 020 7983 4458

Police and Crime Committee - Thursday, 23 February 2017**Transcript of Item 7 - Question and Answer Session with the Mayor's Office for Policing and Crime and the Metropolitan Police Service**

Steve O'Connell AM (Chairman): Now we get to the main part of the meeting, which is our Question and Answer session. Again, welcome guests to this meeting.

Before we go into the questions themselves I would like to really comment on the appointment of Cressida Dick [CBE, QPM, as the new Commissioner of Police of the Metropolis] and welcome that appointment on behalf of the Committee. I will be writing to Cressida on behalf of the Committee welcoming her, congratulating her and asking that she has an early informal meeting with this Committee to discuss priorities. That will be within the letter. I will also write to Sir Bernard Hogan-Howe [QPM, former Commissioner of Police of the Metropolis] thanking him for his service.

Before we go into the questions would colleagues like to comment on yesterday's appointment briefly?

Sophie Linden (Deputy Mayor for Police and Crime): Yes, of course. I absolutely welcome and am very pleased with the announcement yesterday that Cressida Dick is going to become the new Commissioner for the Metropolitan Police Service (MPS). I think in her we have the best person for the job. A very, very experienced person who clearly loves, as she said yesterday on the news, and adores London, knows the MPS and is going to be absolutely using all her energies to keep London safe in the coming years. Clearly, I am also very pleased that their best person for the job is also a woman and that is a historic first for the MPS to be led by a woman.

I would also like to place on record my thanks to Sir Bernard Hogan-Howe QPM for the years of service that he gave, not just to London but to the country in terms of public service as a police officer for 37 years.

Steve O'Connell AM (Chairman): Thank you. Craig [Mackey], you have a new boss.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I have a new boss. I obviously know and have worked with Cressida. It is an excellent choice. She brings a real level of intellect and understanding to policing. Someone in the media described her as one of the best of her generation and anyone who has worked with her will know that is absolutely the case. I look forward to a new partnership in terms of the work we have going forward. I think it is absolutely the right choice for both London, the MPS and also for wider policing. As you saw yesterday, when so often in large jobs in the public sector you are struggling to attract candidates, you had four outstanding candidates from British policing with a 50:50 gender split. Sometimes we underestimate how much progress has been made in policing around that. I think Cressida is both a fantastic role model in terms of what she will do but also she is a thoroughly nice and decent person and that is really important.

Steve O'Connell AM (Chairman): As both Caroline [Pidgeon MBE] and I both commented on the media yesterday, we have worked and have known Cressida going back to the Metropolitan Police Authority (MPA, former authority responsible for scrutinising and supporting the work of the MPS) days - and Len [Duvall AM] even predates that. We found her to be a very able senior officer and are delighted that she has been appointed and also the fact that she is the first woman appointed, so, for the record, to be congratulated and welcomed.

We go to the main bulk of the questions. We have five subjects today. The first subject, which I will lead on initially, is custody provision. As we are aware, the MPS moved to a centralised model called Met Detention in January 2015, taking away the management line from local Borough Commanders to a central single command. I have some questions initially around that.

We can see from the figures that the number of people taken into custody has reduced in recent years. The figures I have from 2014 are around 250,000 and this year the forecast is to be less than 200,000. Therefore, there is a downward trend. Really, first of all probably to you Craig [Mackey], is this a trend that you expect to continue?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes. I will read the exact figures but if we go back to 2012, on the figures I have, the number of detainees through MPS custody suites were 241,025. Last year, which is the last full year figure, 193,599. It is dropping and I think there are a couple of policy things during that time period that are worth understanding that are affecting it.

I know some Members went to Brixton recently and saw some of the issues there. There are a number of things now around diversion both on the street, which are about trying to minimise the necessity for arrest, and offering diversions for first-time entrants to the criminal justice system that will impact on those figures. There is also the whole issue of now we can do what they call Postal Requisition and Postal Charging, which is basically a postal way of charging someone on the street. If you know their identity, you confirm their identity, you have all the evidence you need, you can actually deal with it there and then.

There was also quite a legal change and it sounds very technical but it is important to understand. In 2012 Code G of the Police and Criminal Evidence Act was reissued, which has, what they call, a necessity test to arrest. There were a number of stated cases that had gone through the courts and the legislation was rewritten that put a higher hurdle on that. When you look at what you have in front of you do you actually need to arrest? Are there other disposals you could consider?

There is also a change that we are just trying to work through the impact that will arise after April with the Police and Crime Act 2017. You have probably seen a lot of talk around the change in use of police bail. It is going to have a 28-day limit on the use of police bail without going to a court. That is likely to change the way we investigate crime. What do I mean by that? One of the challenges, if you did a relatively straightforward investigation nowadays and you ended up searching someone's house, you would probably recover three or four iPhones or equivalent, you would recover an Xbox that is connected to the internet, you recover a whole load of electronic data and, at the moment, it takes a long time to process all that data. You are probably going to change the way you do that when you have a 28-day limit on bail because you probably cannot gather all that evidence to make a charging decision. What we are all doing at the moment in policing is working out what that will do to our processes, but it is probably a rather long way of explaining. What actually is going to happen is, I think these numbers will continue to fall. Where they will fall to, I think there is certainly another 10% to 15% that will come out of those figures over the next three to five years.

Steve O'Connell AM (Chairman): You have talked about some of the alternatives. I just want to explore that a bit further because members of the public will need to be satisfied that people who have offended are being properly dealt with, shall we say, in the simple manner.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Steve O'Connell AM (Chairman): Therefore, if they see a trend reducing they need to have the comfort that there are other disposals, shall we say. Could you just explore that a little bit further?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): There was a change in legislation a few years ago that brought in something around community resolution. You may well have seen some of these things explored in the media. These are for issues where it may be appropriate if you catch someone for an offence that you actually bring them in a facilitated meeting with the victim and explain what has taken place and look for a resolution and outcome. It could be as complex as getting people to repair the damage they have already done. A whole range of things. However, community resolution is now a way that is recognised officially of disposing of cases. We rolled out a pilot about 18 months ago in terms of the work we have done around community resolution and want to expand it wider.

Now, how do you deal with the challenge you quite rightly raise with community resolution? That is, is it something where you just sweep things away? It does not remove all the central auditing we do of crime and investigations in terms of saying, "That one was appropriate and that met our standards and policy." There are quite clear guidelines on doing that. There is a lot of bespoke work, and I think you saw the one at Brixton around Divert, which was particularly around 18- to 24-year-olds and trying to keep them out of the criminal justice system. One of the perennial challenges that I know Members have wrestled with a number of times is how you get those services beyond one or two boroughs or particular points so you have actually got some of those services right across the MPS.

Policy has moved both nationally and locally over the last five to ten years to give a number of alternative routes to, what I would call, the traditional arrest someone, put them in a custody unit, leave them there overnight or whatever, charge them and put them before a court the next morning. There are a whole range of different outcomes now available in terms of that, not least the charging standards and the thresholds you have to meet to secure a charge with the Crown Prosecution Service (CPS).

Steve O'Connell AM (Chairman): Turning to the subject of the suites, as you say, the Committee visited the Brixton Centre in January [2017], which was a very informative meeting and most useful. Talking about the target number, we seem to be looking at a target of around 25 suites across London. What is your strategy towards working towards it? How are you choosing that because that will mean some closures around the smaller, less fit-for-purpose suites I assume?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes. If you look at the history of custody suites, when I started in policing virtually every police station had three to six cells, usually in the back of a car park somewhere, that were built probably in Victorian times. The reality is running those now is absolutely cost-prohibitive. If we want to do the things that give detainees proper facilities - we have video-equipped, we have life-sign monitoring in the suites - we have to go for the bigger model of suites. Now what we have been doing as part of the estates work that has not been signed off yet, but we are doing that piece of work, is modelling custody numbers, times of day, where arrests are made and travelling distances. Therefore, you can actually see where those suites are and whether they are efficient or not.

If you look at some suites, and particularly some of the ones we have closed already where they were getting six prisoners in a 24-hour period, you are running a very expensive service to deal with six people. The predominance now is, and you have seen some of them, those 20- to 40-cell and bigger custody suites with all the technology in. It also helps with the issues around things like the forensic medical examiners (FME) and all the specialist support you now need to plug in to a custody suite. If you try to plug that in 70 times across London you are not going to do it. At 20 to 25, something like that, you probably have a fighting chance of doing it.

The other thing we always plan for and have to do is we always have to have some surge capacity for something happening here. Therefore, we do quite a lot of - and probably colleagues from the detention command took you through it - modelling to make sure there is always custody capacity available across London. The reality is we are probably not going to be taking people to surrounding forces; they are going to stay in London.

Steve O'Connell AM (Chairman): Yes. We are going to have questions around the borough mergers later but would you be layering the borough mergers above the custody facilities?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, all that modelling work where crime occurs, where arrests occur and also for any of you working in some of the outer London boroughs, it is not uncommon to see colleagues from surrounding forces there. The reality is you can use a custody suite in Surrey, you can use a custody suite in Hertfordshire, and you can use a custody suite in Essex as they do with some of our custody suites. Therefore, sometimes you just go to the nearest custody suite.

Steve O'Connell AM (Chairman): OK, thank you. Deputy Mayor, the Mayor's Office for Policing and Crime (MOPAC) has responsibility around holding the MPS to account for the efficiency, the safety and the general running of police custody. Could you tell us a bit about how you do that and hold the MPS to account?

Sophie Linden (Deputy Mayor for Police and Crime): Yes, of course. You are right, we do have that responsibility. In terms of how we make sure that we do hold the MPS to account, MOPAC officers meet with the MPS detention officers and have that accountability and transparency around that, but also, in terms of our oversight mechanisms and the audit function, MOPAC and the MPS will look at it and has put it as a priority for the coming year in terms of ensuring that there is an audit of detention and to make sure that the issues are properly picked up. It is one of the issues that I would pick up in my regular meetings with the new Commissioner as well as with the Deputy Commissioner.

Steve O'Connell AM (Chairman): Yes, but you do also have the responsibility around the independent custody visitors (ICV).

Sophie Linden (Deputy Mayor for Police and Crime): Yes, we do. We fund the independent custody visitors, we train them and they also report back into MOPAC in terms of when they do make the unannounced visits. They do that reporting back online and that is monitored by our officers.

Steve O'Connell AM (Chairman): These are volunteers. Keith [Prince] and I, in a previous life within MOPAC, did work closely with them and I think, for the record, we need to thank them for their work. When we met the Deputy Chairman of Brixton we were very impressed around that. However, clearly, you want a good stream of those people, to be well stocked. How is MOPAC encouraging fresh ICVs to come on board and to give their time?

Sophie Linden (Deputy Mayor for Police and Crime): Well, there are 300 volunteers at the moment and, you are right, we should thank them for their voluntary work and the fact that they do give up their time and they go into custody suites to make sure that everything is as it should be. In terms of how we will go forward and try to recruit people, we will, in the usual way, try to ensure that there is some publicity and recruitment process around that. However, there are 300 volunteers at the moment going into custody suites. As I said, MOPAC officers train them, we support them, we fund them and we also have them feeding back into MOPAC in terms of the outcome of their visits.

Steve O'Connell AM (Chairman): When we visited we were also talking about the importance of a mix, of a gender mix particularly and also of a mix that would represent London. Is that something that you are conscious about when you are recruiting? Are you actively thinking around that?

Sophie Linden (Deputy Mayor for Police and Crime): We think about diversity with everything and that is around ICVs and all our engagement mechanisms. There are a number of different engagement mechanisms and it is something we would look at, yes.

Steve O'Connell AM (Chairman): OK. Last question really from me is probably back to Craig [Mackey] because I think the comments were your own comments that you would be very surprised if custody and detention ever dropped off the radar. It has always held around, or presently held around, an amber level. Do you want to elaborate on that, Craig [Mackey]?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): You probably saw it at Brixton, although I do not know how busy it was the day you went in, the reality is when people arrive at a custody unit they are at their most vulnerable, potentially they are at their most dangerous and the most danger to them and themselves. The reality is that will always be a high-risk environment. That is why the work has gone on over the years around Closed Circuit Television around the standing Gold Group that sits around issues in custody, that is just to make sure those lessons get back out. The whole environment changes with everything from the use of synthetic drugs to different behaviours that people are seeing exhibited on the street. That is why I would be surprised if it ever disappeared off our risk register as an issue.

Steve O'Connell AM (Chairman): OK, thank you.

Keith Prince AM: I think you have pretty much covered it, but just around trying to get visitors who represent the community more. When we went to Brixton the other day, the visitor did not really look like the sort of bloke you would find in your custody suites. I just wonder whether you could be a bit more proactive by approaching local churches and youth centres to try to get a more representative section of the community as visitors.

Sophie Linden (Deputy Mayor for Police and Crime): Absolutely we can be more proactive in terms of that. However, it is important that everybody that is engaging with the MPS looks and feels more like the communities that they are serving. We will certainly look at that.

Keith Prince AM: Thank you.

Len Duvall AM: This is a question to the Deputy Commissioner. Is it because of the high-risk environment that you are still maintaining that you need a custody command rather than something different in terms of management issues? Is that the reason why you are not considering under borough mergers putting it back down and devolving it in some ways?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): At the moment we are not considering that. It is two things. I think there are a number of factors in that. You will remember prior to this the challenge we often had was consistency and policy adherence. Therefore, when you have a lot of small ones, with the best will in the world, sitting particularly in some of the areas where it is quieter and there is not the throughput, it is hard to maintain that level of professionalism and investment in terms of policy development. Therefore, the central command provides it as a policy run as a service and that appears to work

well. We do not all like it. Some operational officers will say, "Yes, it works all right," others will say, "No, I do not like it." There is a real attachment sometimes, and I speak as someone who once did it, in terms of going to your own custody suite but the reality is sometimes it is far more convenient to go to the one that is literally a mile down the road.

Len Duvall AM: However, there is also an issue about training, is there not? Therefore, if we say every police officer should do a stint in the neighbourhoods, is there not a case that every police officer should try to do a stint in the custody suites as part of their training to see what life is really like and the flow of it? Is that not one of the issues we are losing out on by actually the increased professionalism and the increased quality leadership that we are trying to achieve? I do not think there is one right answer; I do not want you to think that. However, is there not a case for our training that we really ought to put some people in there to see that?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It depends in terms of where you mean. For sergeants, I mean, I certainly came up through an era in the force I was in at the time where to move through promotion at all you had to have done 12 months as a custody sergeant. I have to say, it is an experience I often refer back to. It was not quite in Robert Peel's [Home Secretary at the time the Metropolitan Police Force was established in 1829] time but I do refer back to it in terms of that experience because it does give you a different perspective when you are the sergeant behind the desk and the decision is yours.

Len Duvall AM: Therefore, in terms of the reductions in suites that have taken place, I do think some of it has been done by stealth. Let me just give you an example of a problem that I have had locally. Bexley's custody suite has gone; it does not exist. I do not know what reason there was for it or why. Maybe it was because it was a cut that was going to be made or maybe it was a staffing issue. However, the impact of that both in Greenwich Borough Command Unit (BCU) as well Bexley police officers bringing in people and the time issues of bringing their people in and then going back out in the borough is a big issue. Therefore, while we are raising the professional standards in one area how do we avoid inefficient behaviour and/or problems in others? In that sense no one from Bexley came and helped out in Greenwich in terms of some of those issues, but why should they? The custody command is their issue, but there was no transfer of resources by the custody command to recognise there were extra pressures on that custody suite. What is the plan? Do they get mothballed in terms of that emergency capacity or are they going out? It is a relatively modern capacity that they have in Bexley.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Bexleyheath was one of the ones that was only averaging nine detainees per 24 hours.

Len Duvall AM: Therefore, that was the reason why. However, is that not because there are not a lot of police officers in Bexley? No disrespect. You can manage the issues. What we want to avoid here, let us be honest, is your officers being told, "No, we are not going to take that one in, even though a misdemeanour has been caused, because we are full," and we are only going to take whatever the serious category is of the day that we can manage. We have to avoid that, have we not?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Absolutely.

Len Duvall AM: In terms of these numbers.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): If you look at the volumes going through custody, we do get full at various times of the day but not full as in there is no space at all. What it does with the central custody command, and through the control room as well, is therefore, when an officer has made an arrest effectively where we will end up is a virtual whiteboard that they can almost say, "That is number three. That one is going to Greenwich. Greenwich is then full, so-and-so is going to wherever," so we can do that when, in extremis, we get to it.

Len Duvall AM: But with these in extremis, is that because there would be riots? That is a case. However, what about the fight at the O.K. Corral (term used to refer to an infamous shootout between lawmen and outlaws in the American West in 1881 in Arizona Territory, United States) in two locations in Greenwich and Bexley - it is lively in Bexleyheath; everyone thinks it is quite quiet - on a Friday or Saturday? I do not think your custody command can respond very quickly to reopen that custody suite for the 30-odd - because sometimes it could be up to 30-odd people - that you are going to try to take off the streets because a serious issue has happened. It might not be a death but you need to understand what has gone on. What is going to happen there? Are you going to end up taking them to Lewisham?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): You may do, yes.

Len Duvall AM: You end up taking them --

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): You may have to take them further. Even before we did this that would sometimes happen.

Len Duvall AM: It would happen, I accept that, but when you have a custody suite in Bexley, in terms of those peaks and demands should we not be looking for the efficiencies around a more efficient working practice, a bit of a quicker respond to issues from our custody command to respond to pressures on the table? The last thing we want to do on a Friday or Saturday night is take out police resources and send them to all parts of the world. It does happen, I realise, in cases of murder - and I might accept - however, in cases where someone is not murdered but it is still a serious crime that has been committed and a large number of people being put in, why can we not respond that quickly?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Just to pick up on a point you made, it is not about the seriousness --

Len Duvall AM: What, are we going to let them go?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, no, sorry, I am not suggesting that at all.

Len Duvall AM: Yes, but are we going to let them go?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): The only time it becomes an issue is volume. Murder; that is fairly straightforward because there is usually one, two or three people. Therefore, you make 30 arrests, one of the things that is going on in the background through the control room is finding the availability of space to do it. Even if you have Bexleyheath open, if you make 30 arrests, you do not have the room for them. Therefore, I think those high-volume --

Len Duvall AM: However, in this case we are not going to be using Bexley because it is closed.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes, but I think those small-volume custody suites just really do not have a long-term future.

Len Duvall AM: OK.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): If you go back to where I started and you look at the model --

Len Duvall AM: Then we need to go back in terms of demand-led or not. Are we going to see in the future issues of people saying, where a crime has been committed, it might be that we are full, and all the rest of it, it is so serious that potentially it could be that we would normally take them in but because it is not -- I think all crime is serious and I think you do as well. Therefore, if someone commits a crime are we going to be in a position where we are going to let them go because we do not have any room? It may be a low-level crime - what is low-level these days? - serious but low-level, on a Friday or Saturday and because we are full we are going to turn people away and let them get away.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No. However, if you look at those figures we started with, before we even started this debate, our custody numbers for a whole range of policy issues are going that way, they are going down. They are going to continue to go down and that is not --

Len Duvall AM: I could be cynical. I think they are going down because you do not have police officers out there arresting people.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes, it is never as simple as one lever in any of these things. However, that is not a trend that has happened in the last six weeks or six months. If you look at those numbers, that has been happening since 2012 with a number of the national initiatives that have taken place around it. We are going to see a big change come: the change of the Bail Act. I cannot predict what that will look like yet but it is almost certainly going to mean custody numbers and times of day that arrests arrive are going to change.

Len Duvall AM: OK.

Steve O'Connell AM (Chairman): I think there has always been a debate around activities in town centres when an officer will make the call whether he makes an arrest because then he is off the street for a couple of hours or he effects a sanction that does not involve an arrest. Anyway, moving on, if we may --

Len Duvall AM: Sorry, Chairman, it does make the point about deterrence and about some of those serious crimes that are, and if the chances are "I am not going to be brought to book because of pressures on the service or because of other issues" then that word will get out.

Steve O'Connell AM (Chairman): It is not purely a custody issue; that has always been an issue that we have had to contend with.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): To reassure you, if it is a serious issue, if it is a serious crime, and a crime has been committed and there is someone there, they will get arrested and they will arrive at a custody unit in London and get processed. The challenge you describe and

the scenario of someone seeing something take place in front of them, if you go back to what I briefed around the changes in the law as to what an officer can do, if they know that person, that person is not a danger, they have seen the crime, probably captured it on body-worn video, they can deal with it in another way other than making an arrest. The law requires them now to do that.

Steve O'Connell AM (Chairman): OK. I think we need to move on. We are aware that the MPS's arrangements for healthcare have been a matter of concern, and I know Assembly Member Caroline [Pidgeon] has been close to this for some time.

Caroline Pidgeon MBE AM: Yes, I want to pick up the issue of healthcare. Previously we have been told you were going to look to have 198 nurses across the custody suites in London, but, obviously, now you have changed that and you are looking at having 12 suites with 24/7 nursing cover. You have been piloting that at three custody suites. What are the early findings, Deputy Commissioner?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): The early findings appear to be good from the feedback I am getting. At the moment we have 49 custody nurses; 12 appointed since October 2016, one more starting next week, four going through the process at the moment and a further eight coming through to get us up to the 64 by July [2017]. We are finding recruitment challenging.

Certainly, in the figures I have been given, there is a national nursing shortage and we are told 10,000 in London - that is the figure I have been quoted in terms of the shortage of nurses. However, against that we have employed a number and the pipeline appears to be holding up. Remember we discussed some of the packages around training, pay rates, etc, which we have addressed.

The proposal is that once implemented, and it was only implemented fairly recently this year, we would then roll it out to the other 12 suites, but the initial response from both officers and the Custody Nurse Practitioners is very positive.

Caroline Pidgeon MBE AM: Right, so it looks like you will roll it out as it is to the 12. However, it does leave some suites without nurse provision. Do you feel that is acceptable, not having that immediate care, given that the Forensic Medical Examiners (FME) can take some time to get to a suite?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): In an ideal world you would like to have the money and services to cover everything. If you are in a suite without that cover and it is an emergency you do exactly what we have always done and the person goes straight to hospital, because, at the end of the day, we are not an emergency medical care, we are providing a custodial arrangement. The FME cover is there and we have talked about how we have strengthened some of the FME cover. There are 87 FMEs at the moment with a variety of workloads. The simple reality is you will not get to 100-odd nurses to have that provision in every suite across it. You can only do what we are proposing at the moment.

Caroline Pidgeon MBE AM: Because of your budget or because of the agreement?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Well, it is both. You could probably just throw money at this, but the reality is if you have that shortage of nursing in London it is going to always be a challenge.

Caroline Pidgeon MBE AM: Can you explain to me why in this letter you sent to us it said, "Previous attempts to uplift the grading have been unsuccessful"? I did not understand that because, presumably, within the MPS you can decide on the grading.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes, we can, but it is not a system you can just make work. It goes through a proper evaluation process. Therefore, it will absolutely come out at the grade that it is assessed against at that particular time. We go back quite rightly in terms of this to look at what the package could be and you will know in other parts, particularly with police staff, where we found that we cannot make a grade work we have also been able to pay market factor payments, and that is one of the options with this as well.

Caroline Pidgeon MBE AM: OK. Therefore, you will continue to look to see whether you can get it uplifted because some people are having to take a cut from the National Health Service (NHS), therefore, why would you come and work to custody?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): You know, and we have discussed it before, there are similar challenges in the NHS with the provision of paramedics where different roles across the NHS are graded at different levels and that is creating internal markets. We are very alive to that.

Caroline Pidgeon MBE AM: OK. Are you concerned at all about safety in the suites as a result of not having full nursing provision across all suites?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, I am not. Obviously it is a risk but it is an absolutely manageable risk if you look at the level of first aid training we give to people. To give you some reassurance, one of the pleasurable ways I spend an afternoon is presenting life-saving certificates. When you see that we have had people, officers and staff, working on members of the public for 20 to 30 minutes doing cardiopulmonary resuscitation (CPR), even when paramedics arrive, and they say would the officers continue doing it because it is good and people are living through it, I am comfortable that in the emergency, high-level medical care where we have to make a medically-based intervention we have the skills and people to do it. As I say, with custody, if there is any doubt - and I go back to my own experience as a Custody Sergeant - "You are going to hospital, you are not coming into my custody suite."

Caroline Pidgeon MBE AM: One of the things that was raised with us at Brixton, which was concerning, was about having to call lots of ambulances because they could not get FMEs out, and they were basically queuing out the back. I cannot remember what the number was, something like five or six queuing on Christmas Eve out the back. Given how stretched the ambulance service is, is this really right when actually it is perhaps because you are not able to fulfil your role in terms of the right healthcare level in custody?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): There is a whole wider system challenge in all of that that it would only be fair to have colleagues from the ambulance service sitting alongside me. Therefore, the ambulance service will talk about the internal demand created by different policies in different organisations. You will be aware we have discussed it before, and we may well come on to it, the vexed issue in policing of death following police contact, officers are understandably incredibly risk-averse and will refer that for medical cover. That puts a pressure on colleagues in the NHS who have a different threshold - I cannot say it is better or worse - of risk and acceptability of risk around some of those issues than we do. That is a much wider system challenge.

Caroline Pidgeon MBE AM: Perhaps I can come to the Deputy Mayor [for Policing and Crime]. How concerned are you about the inability to recruit some of the custody nurses, the safety across the suites as a whole, the cover that there is with FMEs and this issue that ambulances are being called out routinely and are queuing up at the back of police stations when we know how stretched the London Ambulance Service is across London?

Sophie Linden (Deputy Mayor for Police and Crime): When you say called out routinely and they are queuing up, I would have to look into that. In your wider question around how concerned I am, there is, as Craig [Mackey] said, risk here. We have to keep evaluating it and making sure there are the right structures in place but it is something we just have to keep an eye on at all times. Am I concerned? We just have to make sure that we are balancing the risk and making sure there is the right provision. Would it be preferable that we could recruit the nurses? Absolutely, and we need to work out what the best way of doing that is. If we should be further lobbying the Government in terms of the custody, the budget going to the NHS because there was, obviously, the decision in 2015 not to do that despite having gone quite far down the road of evaluating it.

However, there is also some confidence in there because in the terms of working up to what was thought to be the transfer that was coming through, the standards that were needed were being put into the custody suites thus they are meeting the Care Quality Commission standards of care and they are meeting the NHS guidelines. However, as the Deputy Commissioner says, it is something that we have to always keep an eye on because there is risk and the police are dealing with vulnerable people and we have to make sure that they are properly protected.

Caroline Pidgeon MBE AM: Now, it sounds like the full complement of nurses will be in place by July; originally it was spring, therefore, that is a bit of a delay. Are you concerned about this inability to recruit? Are you also concerned about the wider geographical areas that the FMEs are being asked to cover, which means they cannot always get to a police station in a timely manner?

Sophie Linden (Deputy Mayor for Police and Crime): Again, it is a question of risk, is it not, and looking at the figures and the evidence in terms of where the most vulnerable are going and how they are being dealt with when they get to the custody suites. In terms of the FMEs, I have actually asked to see what the call-out times are and how long it does take and I have not yet got back those figures – how long it does take them to get to a custody suite once they have been called. Once I have seen those figures there is a judgment to be made about whether or not that is an acceptable wait and whether we need to look at this further.

Caroline Pidgeon MBE AM: I think we would probably be quite interested to see those figures as well once they are available and you have had time to look at them.

An outline business case was developed to determine future delivery options for custody. What conclusion did it make about the future of healthcare in police custody? Do either of you know?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Are you talking about the work that was done for the potential move across to the NHS?

Caroline Pidgeon MBE AM: This was a MOPAC decision from March 2016 that an outline business case was being prepared to determine the future delivery of healthcare. It was this co-commissioning model that had been talked about.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): That is it. That work with the custody command is still ongoing. The March 2016 date, if you remember, the Deputy Mayor [for Policing and Crime] referred to a decision not to move the money to the NHS, which looked like the direction national policy -- I thought it was 2015, was it not?

Sophie Linden (Deputy Mayor for Police and Crime): Yes, it was 2015.

Caroline Pidgeon MBE AM: It says 2016 in my briefing. I think this is following it because you had a pause and I think then the previous Deputy Mayor [for Policing and Crime] decided that you would look at how you could work on this going forward.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I do not have that detail with me. I will get you that.

Sophie Linden (Deputy Mayor for Police and Crime): If it was March 2016 and there was a decision taken to look at this that will still be ongoing. It has certainly not come back to me in terms of the full business case.

Caroline Pidgeon MBE AM: Well, perhaps you could get back in writing. It did say, "The outline business case was due to report in spring 2016."

Sophie Linden (Deputy Mayor for Police and Crime): Oh, due to report. OK.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): June.

Caroline Pidgeon MBE AM: Well, let us look into that because that was a MOPAC decision. 2016/59 for reference.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Thank you.

Caroline Pidgeon MBE AM: It would be useful if we could understand where you are and what was happening in developing your commissioning model.

Sophie Linden (Deputy Mayor for Police and Crime): Yes, sure.

Caroline Pidgeon MBE AM: OK, thank you.

Steve O'Connell AM (Chairman): Right, we need to move on now, and it has been mentioned, around the issue of deaths in custody. It is clear this is, pleasingly, a rare event, but there are some issues around it, particularly round the definition of 48 hours after release. Assembly Member Keith [Prince], you had some questions around this.

Keith Prince AM: I do, yes. This first one is for the Deputy Commissioner. Very simple question: why do deaths in police custody still occur? What steps are the MPS taking to prevent them?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It might be helpful if I give some data to start the answer. If we will look back to 2014, 2015, 2016 and 2017. In 2014 there were nine deaths following release from custody, one female and eight males and there was one death in custody. Therefore, actually in the custody unit there was one death in 2014. In 2015 there were 13 deaths following release from police custody and no deaths in the custody unit. In 2016 there were 11 deaths following release from custody, one female and 10 males, and there was one death in a custody unit. In 2017, so far there has been one death following a release from custody.

It is hard to say what are the reasons why, but predominantly the deaths following release are suicides. Principally after being arrested for either domestic abuse offences, sexual offences or drink-driving/drug

offences. Therefore, I know Members are probably aware, but what happens is when you are released from custody the custody officer has to make an assessment around your vulnerability and the risk you pose and they do that, but up to 48 hours after release from custody if you decide to take your own life or you die in any way, including one we had where an individual died of cancer, it gets recorded as a death in custody. Therefore, if we are talking a very purist, ie, it occurs in the custody unit, during those four years we are talking about two. In that time about 200,000 people a year come through the MPS's custody units.

Keith Prince AM: Just on the question of suicide, have we done a medical assessment of that person before release to maybe consider their state of mind?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes. We look at people's state of mind and health, we look at the potential for diversion schemes and leaflets to access other services. There is a whole range of things that can and are done in relation to that. Tragically, for everyone involved, these things still occur.

Keith Prince AM: Is there anything more you think you could do or is there a trick you are missing?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It is always hard. If you could do some form of mandatory referral that people must go to with high-risk offences, but sadly then you are making a judgment then about the type of offence rather than the type of person, which sometimes can be an oversimplification. Some of these things where people tragically take their own life or die are perhaps not the offences you would think that someone would feel so affected and impacted by. Probably the only way you could do it is putting individual support round every person who left a custody unit, which is quite a big ask.

Keith Prince AM: Thank you. That is very helpful. If I could ask the Deputy Mayor for Policing and Crime now. How is MOPAC using its commissioning powers to support detainees with mental illness and drug and alcohol issues in custody? Has there been an increase or a cut in funding to these programmes?

Sophie Linden (Deputy Mayor for Police and Crime): In terms of commissioning healthcare in custody, the way we support them is around the London Crime Prevention Fund (LCPF) and the local authorities. The LCPF protected the £72 million over the next four years. Local authorities commission into the custody suites around the drug intervention programme but we also commission £4.9 million worth of services for substance misuse services across London as part of the LCPF as well. That is how we use our commissioning powers.

There are other ways that you will know of that is not MOPAC money, but there is the liaison and diversion scheme, which is in every custody suite now across London, which is commissioned by the NHS. I think we do need to discuss how you pull some of this together to make sure it is more efficient and more joined up. That is something we are very interested in and will be looking at in the future.

Keith Prince AM: OK, but you are telling me the funding is protected at the moment?

Sophie Linden (Deputy Mayor for Police and Crime): The funding for the LCPF is protected. As you will know it is the local authorities who put in the bids for the allocations for that and they commission into the custody suites.

Keith Prince AM: OK, thank you. I think the Chairman touched on it about the 48 hours and obviously you did, Mr Mackey. Have we thought of approaching the Government and asking them to look again at this

48-hour issue? It does seem a bit unfair, does it not, that you cop the blame for someone that, as tragic as it is, they died of cancer, but I cannot see the link between them dying of cancer and you having put them in a cell 48 hours previously. Is there any way we can approach the Government or reassess so that if the death is natural causes, it is not linked to their custodial period and that that is not added to your figures?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I think there are two issues, if I may. There are the figures and then what actually happens in terms of what follows up behind it. Colleagues in the Independent Police Complaints Commission (IPCC) are good on these sorts of things so there is an assessment. For those sorts of examples they will say, "Tell us what happened," gather the data and almost certainly - and I am not prejudging one because it might be a live one - would probably not end up in any action. Where they are rightly concerned with those 48-hour releases is where there was signals or there where things that we missed. Provided those things are taken back in as learning to develop custody I think that is the right thing. Therefore, I would separate the gathering of the data from what happens afterwards.

Why do I think it is a good thing and where does it make progress? We have discussed here a number of times over the years the challenges around people being arrested for what we call Section 136 of the Mental Health Act and taken into a custody unit. You will remember, and I think it is one of the success stories for London and elsewhere with colleagues in the Mental Health Trust and the NHS, those detentions since 2013 are down by 92%. Only seven people were taken to a custody unit last year for Section 136 of the Mental Health Act. If you think of the volumes we were doing before, that is a huge achievement by working together, getting to the root of the challenges and addressing them.

Keith Prince AM: Sure, but the figures have not changed though really, have they, substantially on deaths in custody?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Sorry, deaths --

Keith Prince AM: No, I get your point, but one would assume that if that was one of the main drivers, ergo if you have reduced it by X%, the numbers dying would reduce by that same number but it has not happened.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): There is a much wider issue about mental health provision across London and some of the support around that.

Keith Prince AM: Sure.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): However, in terms of gathering the data, there is a whole range of work that is going on with the changes that are taking place with the IPCC and whether that will encompass some of the reporting around this and some of the data. I think the hardest thing with this set of data - there is a technical term for it - is it is a really difficult set of data to have a public debate around because people just talk about deaths in custody and assume it means deaths in the prison. Deaths following police contact because someone has a heart attack out there and my CPR is not very good, I do not think they think that is one of the figures, but it is.

Keith Prince AM: I think that is the point.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It is.

Keith Prince AM: If we were able to filter out that which clearly has no connection to you having put them in

custody for any period of time, we would then have a hard core of maybe five or six people a year that we really need to do some work on to see where we went wrong, surely?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes. Well, if you look at this you have a hard core of two over a four-year period.

Keith Prince AM: Yes.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Absolutely, right. Each and every loss of human life is tragic for everyone involved. It is tragic for the custody staff who saw them and released them from custody. I agree, you need clarity around the data and the figures.

Keith Prince AM: The question, therefore, is to both of you: are we lobbying Government? Are we doing something to get a better clarity?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It is a constant theme we raise with the IPCC and the Home Office around how you collect and present this data.

Keith Prince AM: OK, thank you.

Steve O'Connell AM (Chairman): Before we move on to children in custody, Assembly Member Sian [Berry], did you have a question on this subject?

Sian Berry AM: Very quickly to go back to what Craig [Mackey] said about the number of people sectioned going down. Can we get some more detail of that? Can we make the request?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes. I should say it is not sectioned, it is arrested. Remember, there is a power of arrest for someone on a street - that is called Section 136 of the Mental Health Act - that allows a police officer to take them to a place of safety rather than a police station. Therefore, the move has been away from a police station. Whether they are sectioned or not is a later part of the process.

Sian Berry AM: A later thing, yes. However, if we can get more details about the change and also whether it affects different groups differently that would be really interesting.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes, if we have that data I will share it with you.

Sian Berry AM: Thanks.

Caroline Pidgeon MBE AM: Just a quick follow-up with the Deputy Mayor [for Policing and Crime], you said that no funding had been cut for commissioning drug and alcohol support work. Is that correct?

Sophie Linden (Deputy Mayor for Police and Crime): In terms of the LCPF, the £72 million has been protected. What I was saying is that because it is the LCPF and then it is the local authorities that commission into the custody suites I would have to go back and look at all their allocations as to whether they are all still commissioning what they previously commissioned around drug intervention programmes. Therefore, the overall figure has been protected and maintained but it flows down to the local authorities and they decide what to do with it.

Caroline Pidgeon MBE AM: Because we heard very clearly when we went to Brixton that drug and alcohol workers have been removed and they have looked into it and the source of the funding was MOPAC.

Sophie Linden (Deputy Mayor for Police and Crime): Well, I would have to double check that because in terms of the LCPF that funding has not been.

Caroline Pidgeon MBE AM: That would be rather worrying.

Sophie Linden (Deputy Mayor for Police and Crime): We can look into the Lambeth allocation and what they have bid for and let you know.

Caroline Pidgeon MBE AM: Thank you.

Steve O'Connell AM (Chairman): We are moving to some questions around children in custody and the numbers on our briefing are surprisingly high. Assembly Member Andrew [Dismore], you have some questions about this.

Andrew Dismore AM: Yes, and before that just a couple of questions on deaths in custody just to follow-up as well. Section 136 arrests and the 48 hours; were any of the 48-hour deaths related to a Section 136 arrest or were they all arrested for something else?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I would have to check that line by line. I do not have that.

Andrew Dismore AM: I think that would be quite important to know because, obviously, if somebody is arrested for a mental health issue and then they are released, I would have thought they would have been flagged up in a way that perhaps somebody who had been nicked for drink-driving would not have.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Absolutely, they are flagged up. The brief I have, but it will not cover every arrest, the predominant reasons are domestic abuse offences, sexual offences and drink- and drug-driving.

Andrew Dismore AM: Fair enough, but if somebody is arrested for a mental health issue then that, I would think, would be flagged. If somebody then took their life, I think that is a different scale of problem.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I can get you that data.

Andrew Dismore AM: A more general thing as well, one thing that struck me at Brixton were issues round the dignity of the detainees. For example, we had the suggestions that people had to wait a long time when they pressed the buzzer to get toilet paper and stuff like that, which I found quite concerning to make sure that the detainees -- well, it is basic human rights, respect and dignity. So far as you can have respect and dignity in a police cell, are respected.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I have not heard that one.

Andrew Dismore AM: Yes, that was a particular example.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes, more than happy to take that away and look at it.

Andrew Dismore AM: However, the other examples are along those lines.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Andrew Dismore AM: Can I go on to children in custody, I have got some numbers which I'll go through in a minute. Can I just get the basics right first? We were told at Brixton that there were two reasons why children were in custody. One is because they are under investigation. The second is post-charge that they should be remanded to the local authority but there is nowhere to remand them to?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes, that is right. That should be right.

Andrew Dismore AM: Yes? So we have now got these figures. I got the impression that there is no way of distinguishing in the figures between whether a child is held under investigation and whether a child is held waiting transfer to a local authority. So if we look, for example, at primary school age children, under 12, that is 11 and below. We have got 47 over four hours, 24 over eight hours, 10 overnight and four over a weekend. There may be some duplications of the same people. When we go up to teenagers, the numbers are much bigger when you get to the 15 and 16 year olds. 12 year old it is 163 over four hours, 133 over eight hours, 77 overnight and 16 over a weekend. Now, is there any way of knowing whether that is because they are under investigation or whether it is because there is nowhere to put them in the local authority?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I have got some data at a force level which may help in terms of that.

Andrew Dismore AM: Yes?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): The data for 2015/16 - so a year - 8,133 juveniles held more than four hours, 1,357 post-charge, that is the ones where they are charged and either accommodation is not available or it as you know. I think was highlighted to you on the Brixton visit, increasingly we are being offered places like Durham and Bristol for overnight accommodation --

Andrew Dismore AM: I will come onto that in a minute.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): OK sorry. 6,776 pre-charge, which includes approximately 780 who are wanted on warrant, breach of bail, etc.

Andrew Dismore AM: That is the 15 and 16 year olds?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): That is juveniles, yes.

Andrew Dismore AM: 15 and 16 year olds?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Andrew Dismore AM: Right. So when they get a bit older we are going to have a different issue. I am more concerned about the younger kids - well 14, so intermediate, I suppose, 13, 12, 11 down to eight. How many of those are held under investigation as opposed to because there is nowhere to put them in the council.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes. I have not got it broken down in those crime figures. Just to be clear, you are talking about children as young as eight in a custody unit?

Andrew Dismore AM: Well, I do not know, all I have got is under 12. Criminal responsibility is --

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Right. There is a criminal age of responsibility too. So there is a lower limit in terms of you cannot commit a crime. There is a challenge sometimes as you are well aware about proving age. However, there is a criminal age of responsibility in terms of crime and it is not as low as eight.

Andrew Dismore AM: Well, I am particularly concerned about the 12, 11 and maybe 13 year olds. Are those figures available?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I assume they are, you have got some I have not got.

Andrew Dismore AM: Well what we have got is a generic number so it would be very useful to know. We were told there were only 15 secure facilities throughout the country and none in London.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Andrew Dismore AM: That is right, is it?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes, that is certainly the brief I have got.

Andrew Dismore AM: Yes and only 1% of local authority provide secure and insecure accommodation.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Andrew Dismore AM: That is right as well, is it?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Andrew Dismore AM: So, I suppose the next question is probably for Sophie. What are we doing to try to get local authorities to live up to their responsibilities about children in custody?

Sophie Linden (Deputy Mayor for Police and Crime): We are working with and having a discussion with local authorities, the YJB [Youth Justice Board], Children Safeguarding Board about how we actually ensure that there is the accommodation available if it is absolutely needed. The other part of the conversation between all the statutory authorities, local authorities, YJB and the Police is how you actually try to prevent children going into custody in the first place.

Andrew Dismore AM: Of course, yes.

Sophie Linden (Deputy Mayor for Police and Crime): I think they go together because you have got to have the accommodation because there will be some occasions when you do need secure accommodation.

Where there have been problems and children are being picked up, how do you try and divert them away from custody. That is also a way of dealing with the demand.

Andrew Dismore AM: Yes. We will talk about that in a minute. I am just trying to deal with this particular issue. It could be, for example, there are just not enough kids in any one particular local authority of a young age. In which case, you would have to look at local authorities combining or maybe the Mayor providing accommodation as a local authority itself, I do not know whether that is an option. Realistically, there is a cost element to this and is that part of the problem with local authority cuts or has it always been like that Craig?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It has always been a challenge both in and outside London in fairness to colleagues in the other part of the country. You will remember in the recent HMIC Inspection [HM Inspectorate of Constabulary], HMIC highlighted this point both as a local and national issue about that accommodation. I am quite comfortable that the work now is being done and driven at a level with Martin Hewitt [Assistant Commissioner, MPS] leading the work around the response to the HMIC plan. Working with the YJB and the Child Safety Board and a number of other people to say how do we move forward on this. I do not get the sense it is a particularly simple issue to solve for all the reasons you highlighted. Volumes, sporadic nature of usage of it, but I think the shortage of accommodation within the London area is a real challenge for us.

Andrew Dismore AM: If we go to the juveniles you have got just over 1,300 who are held post-charge just over four hours. Again how many of those are held over a weekend or longer? I mean, four hours is about enough, but if we are looking at much longer periods - what is the longest anyone has ever been held for?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Well we have had an excess of 30 hours in the last four years. So if I give you some other data of those 1,357 post-charge 1,074 detained overnight. Of which about 100 required secure accommodation but only 10 offers have ever been made. So about one in 10 we actually get somewhere but the places are outside London.

Andrew Dismore AM: Yes --

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): The most common one at the moment being offered is Bristol and Durham.

Andrew Dismore AM: So that is the 1%?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Andrew Dismore AM: Bristol and Durham is a long way for parents to go and visit.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It is not ideal.

Andrew Dismore AM: Yes. So coming back to the point you were raising Sophie [Linden] about trying to avoid this happening in the first place. Presuming that is a general problem about trying to avoid kids getting into trouble, is there other work as well?

Sophie Linden (Deputy Mayor for Police and Crime): There is, obviously, the long-term prevention in trying to stop young people getting into trouble. Actually it is also about when a young person is in trouble, do you need to bring them into custody or not at that point. It is clearly completely unacceptable and

inappropriate for young people especially if they are down to the ages of 12, 11 or 10 to be held in custody for any lengthy period of time. There are two issues about the volume and London is an outlier in terms of the number of young people that coming through custody and then the lack of local authority accommodation there. We are working at the moment to work out what the real problems are and how that can be unlocked. There will always be some need for some secure accommodation for young people. And it is completely inappropriate for them having to and probably aren't going down to Durham or Bristol and that is probably why you are getting young people in custody for lengthy periods of time.

Andrew Dismore AM: So how long is it going to take to bring this work to fruition?

Sophie Linden (Deputy Mayor for Police and Crime): It think it is complicated, it is going to be difficult. We are working on it at the moment and working with local authorities, the YJB and other Children Safeguarding Boards are part of the part of the local authority and ourselves and the police. As Craig [Mackey QPM] said, it is part of the HMIC, the police were heavily criticised from the HMIC Report on this. We have a steering group around that to really try for progress as quickly as possible. Can I answer today when secure accommodation will be available in London? I cannot because I do not know what the complexities are or what the barriers are to that happening.

Andrew Dismore AM: So what do you think the solution looks like? Is it a joint custody arrangement for all London Boroughs?

Sophie Linden (Deputy Mayor for Police and Crime): It could be. If the issue is lack of volume from local authorities and that is why they are not able to provide it, that could be a solution in terms of trying to join that up, and it is certainly something that we will help them do.

Andrew Dismore AM: So if we have got 100 juveniles in a year who need secure detention, if that is just average across the Boroughs that is only three a year. So it could be an expensive facility to provide for a small number.

Sophie Linden (Deputy Mayor for Police and Crime): It could be absolutely. Yes. We are looking at that, if that is what we need to do and how we support local authorities in doing that.

Steve O'Connell AM (Chairman): OK. If we are spending time on that important subject no doubt, the Committee will return to custody in due course. Now moving onto another very live and important subject which is that of borough merges. We have a set of questions around that.

Len Duvall AM: Have we got the figure of the savings that we are going to make through borough merges? What is the figure that you think you can share with us?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I think it depends on the decision on where we end up in pure numbers. So in ball park --

Len Duvall AM: Let's take it that it's going to happen.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, no sorry - so the consultation at the moment which the Deputy Mayor [for Policing and Crime] and Martin Hewitt [Assistant Commissioner, MPS] are heavily involved in, is what is the end number in terms of it because that

will slightly affect the savings you get from it. So I am making this up - six, 10, 12, 14, 16, so I know the Deputy Mayor [for Policing and Crime] will make the point, this is genuine consultation and listening to views about where we end up on that model. But in its ball park figure it is in the 20 to 30 million pounds of savings you can generate from the moves around boroughs.

Len Duvall AM: Is that over a period of time?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes. Depending how quick you roll it out and some of the other bits that need to go behind it. So all of our savings are predicated on rolling out to 2021 against our savings plan. So during that period you do that, you do some work around a new information system for policing which is, basically, a new CRIS, CRIMINT and all of those systems. All of those taken together when you look at it deliver you quite substantial savings over this financial cycle.

Len Duvall AM: I am going to ask the Deputy Mayor [for Policing and Crime] some questions later on but in terms of what the core establishment of a - if we call that a borough merger on an area. Of the sub-area, the borough, in terms of that, what is the core establishment? What is bottom line should that - what is the thinking of the police that they should not fall below? So if I am in Richmond, what are the numbers I am going to get there? Is it going to be transparent? And how can I compare that to Greenwich or what Greenwich has got? How does it work? What is the new Resource Allocation Formula based on borough mergers?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): That work is actually being done as part of this work at the moment in terms of that. The Deputy Mayor has given a very clear brief to us that it will be transparent and we will publish data monthly, I think is the agreement. That is in terms of how many are actually there, what is on a particular Borough, a footprint, whatever we want to call it, a geographic area in terms of the resources around it and also the abstractions. So that is all clear in terms of what we have got. To answer your question it is the vexed question about what is your end number on what is the overall size of the MPS three to five years out. If you put that figure in, crank the handle and the numbers come out below it.

Len Duvall AM: Clearly, if we get an adverse --

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Funding formula --

Len Duvall AM: -- result from the central Government in terms of the policing formula does that cause us to re-think borough mergers? Or is that a cause that --

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, everything is open to re-think. What is not open is a do nothing option because the reality is, the money is going down. So you have got to do a range of things. So say well, I do not want to do any of this, it is all too difficult is the least sensible of all the options. The reality is we have got to do a number of these as we go forward. So if we get an adverse funding formula then the end figure on what size the MPS is could be far more challenging. We spend as you well know 75 pence in the pound is people. If you make big cuts to the size of the pot, it has to affect people.

Len Duvall AM: Of course. Borough mergers, continuing on the same way, it is a new way of working as well, is it not?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It is a new way of working, it is a new way of delivering services in terms of what we do. You remember one of the big parts of this is the work around moving the protecting vulnerable people. Predominately it has been centralised resource, moving that more to local [resources]. It is about addressing some of those anomalies over cross-border deployments. One of the huge strengths of borough policing was that very, very strong sense of identity and ownership. One of the weaknesses or challenges is you ended up with some perverse decisions around roads and in some cases housing estates. For example, where the borough boundary went through the middle and you sent one resource one way and one resource the other. There has to be a more sensible way of doing that. That is how we do that with this model.

Len Duvall AM: What is the thinking then to challenge? Because the MPS is a large organisation that is just a bolt-on and it is just continuing on the same. What is the initial thinking, because you have the pilots going on, presuming you have got some experience of that or around that. What is the plan if you proceed with full mergers?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Well the early experience of the pilot as always tells you you need to do far more work in communication and business change. Far more work in that space. There is an old adage about you have got to communicate things seven or eight times before people hear, understand and internalise them. We have to do more work supporting people in the business change. This is not simple. There are almost two approaches to this. You can do this as what I would call an organisation design type of thing, and move things around on a map and on an organisational chart. That is relatively easy and straight forward. However, if you want to affect the business change where the long-term benefits are, including all the work we have spoken about before around things like my investigation, a different approach to investigation you have got to put the business change in time around it. That is all the work that Martin [Hewitt] and Mark Simmons [Deputy Assistant Commissioner, MPS] and others are working on at the moment so that we have a realistic plan depending on the outcome of the consultation to say "Right finish the consultation, the answer is 'X'." It will now take you - I will make it up - 14,16, 12, nine months to move from where we are in the following order of the following parts of the organisation.

Len Duvall AM: OK, let us continue. What are the practical changes for frontline officers under these basic command units model? In particular, if you could tell us about those changes but also one of the concerns that has arose from the bridging that we have got from Mark Simmons is about how the model ties into local priority setting. So how do the mergers work with local priorities, priorities that sit together as well?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): So we have discussed before that when the model is fully rolled out the idea will be that Emergency Response and Patrol Team Officers - the ERBT as we call them will carry a case load. I know Mark [Simmons] talked through some of the modelling around the caseloads in terms of the work they would carry and in terms of doing the work around it. So for them they move slowly but surely from a 'arrive, deal with the incident' to 'arrive, deal with the incident and investigate the incident' in specific circumstances. Where you get the issue around local priorities and if I understand the way I have heard the concern - so if I have heard it wrong, please correct me - is "as an officer working in Camden as I patrol my area and cross into Islington, how do I know the local priorities there are different in that bit of Islington to the bit of Camden I usually work?" Some of that is about the work that is actually done by the Dedicated Ward Officers. So there is not the movement in that at all. The focus around the working going on in Dedicated Ward and Patrol - I will be briefed as a patrolling Officer on the Borough priorities. So I will know the priorities for that Borough, that bit of the Borough and for the MPS. This is part of the debate that's going on in the visits at the moment about how many of those local priorities there are.

Len Duvall AM: If I am from one borough, going into another borough where there is a different process - because we do have that - for domestic violence and about some of those issues how is that going to be dealt with in the cross-border incidences of a response team?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Part of the work around this is to standardise those processes. So part of the work for Camden/Islington is to say there is not a difference. By having the Community Safety Unit of the MPS and the Protecting Vulnerable People (PVP) thing actually at that level it means that you are reporting into one place in terms of standardising those processes. Even on the new borough model, you are always going to have boundaries. There will be boundaries between a new thing and something else. In the same way as any of you who are in the outer London boroughs will know there are boundaries with the county forces around London. So those issues are quite normal and we are quite used to dealing with those. Part of the work that is going on with the pilots is about, so if you have Camden as a good example, which is the best process. Which one works best? That is the one we use.

Len Duvall AM: OK, Chairman, we might wish to follow up in writing about some of the other groupings that are going to form these basic commands as well. Following our briefing and maybe some further questions from others.

Andrew Dismore AM: Taking up your point about Camden and Islington first and looking for the best practice from the police side. Local authority will have different practices as well between Camden and Islington or indeed anywhere else. Are you pressurising local authorities to harmonise their processes?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I do not think we can. Some good examples of what we are doing are looking at if you can rationalise any of the landscape. So some of the work we are doing around vulnerability and the response to the HMIC report is talking about how can we ensure that if you report and make it missing or vulnerable people that way in that borough, is there a way of doing the same in Borough X or Y. We cannot say to people 'you adopt this process or we do not do it'.

Andrew Dismore AM: That is a stark way of putting it but there are ways of 'encouraging' people to change.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Absolutely. I think if you look at the experience that we've had already with the pathfinders particularly with colleagues in the Local Authority there is a real willingness of people to say if there is a better way of doing it... I have worked in the public sector for over 30 years. I have never found people to say, 'no I am just sticking with mine, forget it'. So when there are good ideas people will adopt them and do them.

Andrew Dismore AM: OK, then supposing the Leader of a Borough says 'frankly, this is not working' - I am not saying that has happened. They have the right of saying, 'OK well, this is not working, let us go back'.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): If we have moved completely, the honest answer will probably be no. Because you are back into that difficult place of choices are you not?

Andrew Dismore AM: Yes.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): We can say of course you can go back; there is no consequence with that at all.

Andrew Dismore AM: Well, there will be consequences, yes of course.

Sophie Linden (Deputy Mayor for Police and Crime): That is why we are testing it and that is why we have the pathfinders. Actually one of absolute success criteria's 'is the partnership working, maintained and is it working' and that is absolutely crucial. That is what really has been one of the main things that has been tested in pathfinders.

Andrew Dismore AM: Yes.

Sophie Linden (Deputy Mayor for Police and Crime): Actually, your question, if it is not working is it a really damaging partnership working, would you go forward. No, you would not go forward, you would try to learn the lessons and work out how you fix it. That is why we are doing the pathfinders. If at the end of this there are some problems we have to work through it but that is why we are having the pathfinders. It is absolutely crucial to any police restructure - which this is, a police restructure - does not affect that partnership working around vulnerable people. The start of the discussion started with questions about savings. Important though they are, the savings, and we absolutely have to get savings up, it is not just about savings. It is also about improving that service around vulnerable people.

Andrew Dismore AM: So let us just look at the pathfinder of Barnet/Camden and Keith [Prince AM] got a similar one over his way. If one of the Borough Leaders in the pathfinders said 'I do not think this is working', what happens then?

Sophie Linden (Deputy Mayor for Police and Crime): So the Government structure of the pathfinders are that both of the pathfinders have a governance board. The Leader and the Chief Executives of the Local Authority are on that. If there is a real serious concern from the Leader and the Chief Executive that there is a problem with protecting vulnerable people we would have to really think again about what that means. It is clear we cannot put that at jeopardy or at risk.

Andrew Dismore AM: So just in the context of protecting vulnerable people, not in the overall context of the --

Sophie Linden (Deputy Mayor for Police and Crime): We would have to have a look at what they were saying, 'look this really is not working' what the reasons were. That is why we have got a Pathfinder and that is why we have committed to that Pathfinder and making it very open about where it is going.

Andrew Dismore AM: So supposing, for example, and I am going to come to this in a minute in a potential future merger. Supposing, for example, one Borough Leader felt they were not getting a fair crack of the whip of response, for example and they're all getting diverted into the other borough. What about that?

Sophie Linden (Deputy Mayor for Police and Crime): So as the Deputy Commissioner said there will a monthly account. Part of the commitment is around transparency about where the officers are. If there is a borough that thinks they are not getting, as you say, 'a fair crack at the whip' you would have to look at that and see what the reasons were. If there was a serious emergency in the neighbouring borough it would be very difficult to argue against some of the resources following need. There is going to have to be a discussion if there is a real serious concern about what that is and what the reasons are for that and then a decision will be have to be taken about whether you go forward.

Andrew Dismore AM: Obviously, if it is an emergency that is different and that would happen anyway, merger or no merger.

Sophie Linden (Deputy Mayor for Police and Crime): Yes. The difference is now, merger or no merger you would not be able to see where the resources were because there is not transparency and accountability of that. There will be going forward.

Andrew Dismore AM: So going on to looking at this, Barnet/Harrow/Brent. Barnet and Harrow, they could work well together, I think. The real issue is Brent which is effectively an inner London borough although technically, for some reason, it is partly designated an outer London borough, for other things it is an inner London. However, de-facto, I think, people recognise Brent as an Inner London borough. The concern here is that you have a pathfinder which is all about London which is key. So you have a pathfinder which is on inner London which is mine. Where are we going with a merger which is trying to put together outer London and inner London Boroughs and the perceived risk which is what everybody keeps on concerning about is an inner London Borough sucking things in from outer London.

Sophie Linden (Deputy Mayor for Police and Crime): I do not see that the pathfinders as they stand at the moment do not test that issue actually. If you take Redbridge, Havering and Barking and Dagenham they also had similar concerns when we were setting up the pathfinder and they are looking to have that tested. One of the things that Havering has raised is that they worry it could all go to Barking and Dagenham. It is not whether you have inner or outer London boroughs; all the boroughs have concerns.

Steve O'Connell AM (Chairman): If you unpick it too much, we could talk about all the groupings and we would have some issues. Before we do so, however, which we are not going to, can I welcome Culloden Primary School from Tower Hamlets. Hi guys thanks for coming along, hey good to see you all.

Sian Berry AM: I will just speak quickly on assessing the success of the pilots. To what extent are you going to be involving the public in that and the neighbourhood? I understand that there is a governance board, are they going to be tasked with finding out what the public views are and how it is working?

Sophie Linden (Deputy Mayor for Police and Crime): In terms of assessing the pathfinders it is mostly around looking at the crime figures, looking at response figures, looking at how partnership is working. We can look at whether you can and what public engagement there might be around it. If the pathfinders work properly what the public should be feeling is an improvement in service. I also do not think that if you are a member of the public and you phone 999 you are particularly concerned about which borough or which police station that officer has come from, you just want the police to be there as possible and able to deal with whatever emergency you are in.

Steve O'Connell AM (Chairman): I think we would agree in principle but there is a whole issue about this consultation. We had the Safer Neighbour Boards (SNB) come along to speak to us the other week, excellent group. They were really concerned that the Boards and ward panels and the communities as a whole were not being engaged within this process. Particularly, around the shorter time scales because if you are going out there to the boroughs and you are talking to the Borough Leaders and Borough Commanders and Chief Executives in that one meeting. Then you are saying 'we need some specific local priorities from you' and you have two or three weeks to come back. There seems to be a whole gap here around the engagement with those communities. How do you -- or are you saying that does not really matter as long as as a community know they are going to be looked after by the police then you do not have to really ask them?

Sophie Linden (Deputy Mayor for Police and Crime): The SNBs have been engaged with through this process. We will continue to engage with them. I went to their meeting in October [2016] and so did Assistant Commissioner Martin Hewitt. We set out what was happening and set out some of the proposals

around this. So they have been engaged with and I am going around - not all the SNBs but we have had some public meetings and we will continue to have them and I am going out to some of them. However, we are and we will re-engage with them in terms of the borough proposals. That is on a longer time table than this setting of local priorities and we will do that. It is not that they have not been engaged with, they have.

Steve O'Connell AM (Chairman): So you are saying there are two parts to this? There is engagement around the borough mergers and engagement around the local priorities, which is a kind of separate piece?

Sophie Linden (Deputy Mayor for Police and Crime): There are two issues here; there are the borough mergers and there is the local priority setting. In terms of what is happening at the moment, myself and Martin Hewitt and Mark Simmons are going around to all the boroughs. We are speaking to the Borough Leaders and the Borough Chief Executive and sometimes the lead member. Dependent on who they want in the meeting, they will be there. Discussing with them both of those things, they are different time tables. The borough merger proposals are on a longer timetable probably until June [2017]. The local priority setting is part of the Police and Crime Plan. That local priority setting, in terms of the discussions that we are having at local level, one of the major things is that it is fitting into the borough's own strategic assessments. These are part of their process and their consultation process with their own community safety partnerships including the SNB chairs in that. So it is part of that.

Steve O'Connell AM (Chairman): I do not want to conflate the two, because [with regard to] the boroughs' own strategic plans, you would hope and expect the boroughs themselves would consult the community when they are drafting.

Sophie Linden (Deputy Mayor for Police and Crime): We are asking them that and making sure that the local priority setting is not coming in left field, and then they have got the strategic assessments. That is the reason for the discussions, to talk to them about how does the performance framework as a whole for the Police and Crime Plan fit into the local strategic assessments. In particular, as we have discussed before the two or three local volume crimes and how they will prioritise them.

Steve O'Connell AM (Chairman): OK, just for the record, when the Boards came to speak to us they did show some disappointment about the fact that they had not been negotiated with. You are happy with that piece. While I am on a roll, ward panels' priorities start getting very inflated and complex now. It always was an issue when we had a ward panel. You had the officer going alongside you, going along the ward panel sets its three promises or priorities. That local [Police] Officer team will go away and work on those. Always historically those three priorities and promises, sometimes were contrary to what the Borough Commander was being told what to do. That was always an issue but a good team managed to work around that. So if you can try to simplify this once again for borough A, priorities that you have gone out to ask those boroughs to set is local priorities. How would they figure and fit in within the ward panels, which I assume you are still supporting within the Plan. Just briefly, Craig [Mackey] you might like to mention what sort of messages are going down to the skippers [Borough Commanders] around the ward panels?

Sophie Linden (Deputy Mayor for Police and Crime): You are right and the ward panels will continue and there will be that local priority setting. So there are three elements, there are the ward priorities and the way that are being set and they will continue to be set and discussed with the dedicated Ward Officers at ward panels. There are the borough priorities and then there are the London wide priorities. That is the sort of assessment. In terms of the Police and Crime Plan we are talking about the borough wide local priorities. There will always be and there will continue to be, as you have said, sometimes a local ward [priority] may not

fit into the borough priorities. That is the case now and that will continue to be the case. We will expect the dedicated Ward Officers to be able to deal with that. Also to do that local problem solving and that is an important element of this. This is about local problem solving so ensure where there are ward priorities. That at a much more local level that that problem solving takes place.

Steve O'Connell AM (Chairman): OK.

Sian Berry AM: Can we just go back to what you were saying Deputy Mayor [for Policing and Crime] about people not being particularly engaged with this reorganisation. I think there is a conflict here between what you are doing at ward level which is very good and people will see improvements there where they are getting new dedicated ward officers. However, they are at this this level where people do have an awareness that their police is organised at a borough level, that they have a Borough Commander who appears in the local press. In a way, by making these new units which you are already calling BCU [Borough Command Units] which I think is a very remote sounding name. You are making the organisational side of things, the accountability there more remote. I am just wondering how you are going to square that.

Sophie Linden (Deputy Mayor for Police and Crime): So am not saying the local community is not engaged with its local police. I certainly know that the Borough Commander in the local community is an important public figure. That will continue under this new arrangement, the Borough Commander will continue to be an important public figure for local boroughs. There will also continue to be, as I said before, the ward panels and the SNBs as a form of engagement. So what is going to be different is that some of the policing structures that lie behind it will be merged and will be different. I think the main thing that the public will find about that - and that is what the pathfinders are testing - is that the service has been improved in that area.

Tony Arbour AM: I wonder if I could please ask a process question. These meetings that you have had with Chief Executives and Leaders, have they been initiated by MOPAC or were they initiated by the boroughs?

Sophie Linden (Deputy Mayor for Policing and Crime): No, they've been initiated by MOPAC.

Tony Arbour AM: Okay, could you explain why borough Members have not been invited to these meetings? Or even notified of these meetings?

Sophie Linden (Deputy Mayor for Policing and Crime): What the borough Councillors? Because we are -

Tony Arbour AM: No, no, [constituency] Assembly Members of the Greater London Authority (GLA).

Sophie Linden (Deputy Mayor for Policing and Crime): You should have been, borough Members, and the Assembly Members of the GLA should have been notified of these meetings because, part of the process has been that the Assembly Members are notified as well as the local Members of Parliament.

Tony Arbour AM: Is there a difference between notification and invitation?

Sophie Linden (Deputy Mayor for Policing and Crime): We have - yes, there is a difference but if you wished in terms of the meetings, when they are set up we have been letting Assembly Members know that they have been set up. If Assembly Members want to come along, they are very welcome. As indeed, Steve [O'Connell AM] has been and Andrew [Dismore AM] has been as well.

Tony Arbour AM: I have been to the Barnet one, I do not know about Camden.

Sophie Linden (Deputy Mayor for Policing and Crime): We have not met Camden yet.

Tony Arbour AM: So I - one of my boroughs has not notified me for example.

Sophie Linden (Deputy Mayor for Policing and Crime): Which borough are you sorry?

Tony Arbour AM: Hounslow.

Sophie Linden (Deputy Mayor for Policing and Crime): Yes, I have met Hounslow.

Tony Arbour AM: I think it is fair to say this has not been from the communication point of view a resounding success as far as Members of the Committee [are concerned].

Sophie Linden (Deputy Mayor for Policing and Crime): I will go back and double-check, but the process that we have put in place is that you will have - you should have all received notification of when these meetings are taking place. If that has not happened, I do apologise because it is certainly something that should have happened.

Tony Arbour AM: I am not sure it has.

Sophie Linden (Deputy Mayor for Policing and Crime): Well I can check that.

Florence Eshalomi AM: Just on the management and strategic overview of the new BCUs, where you are taking some of the really big boroughs, for example I am thinking about Lambeth and Southwark; we always seem to be in the top three, in terms of whether it is knife crime, gun crime, gang matrix. So [they are] major key priorities across those two Boroughs. I suppose one of my concerns is in terms of bringing that together and I think everyone does recognise the need for changes within the MPS and the need for changes in terms of diminishing budgets. I suppose my concern around that is I have been a councillor since 2006 and I think during that time I have probably worked with about seven Borough Commanders. So, in essence if we are then thinking of bringing some of these really big problems and issues in some of those bigger boroughs together, are we going to see maybe a longer term for some of those Borough Commanders? Because I think the concern from the community would be that if we now bring two challenging boroughs together, again examples in East London and you only have a Borough Commander there for two or three years, how are we actually going to pin down and see real community change by them and changes in some of those key issues?

Sophie Linden (Deputy Mayor for Policing and Crime): I think you have absolutely a fair point and that is something that actually there is a commitment from the MPS in terms of I think it is a minimum of three is it not that you are looking at now?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes, it is. So, and I think this is where it is difficult looking at one segment in itself in terms of change. So this has to be seen in the light of what is also going on what I would probably call workforce reform and change. So people's career expectations and career working lives are changing in policing, just the same as they are changing in the rest of the public sector. What has traditionally happened, particularly in an organisation that develops its talent or selects its talent by drawing people through, is people hit some of those key jobs at a point in their life and career cycle where they are capped. They going to retire and leave. You have seen some of that and you have also seen the Borough Commanders of course. They are the future people who come to replace people like me. So they have to come through a system. So there has obviously been a change in the pension length and the service length for officers. There is also a whole range of other changes going around workforce that will

mean people will predominantly stay in roles for a longer period of time. Now one of the bits that I am quite passionate about, we also have to continue changing the work nationally on reward structures, because you look at the person who is going to run your two existing boroughs, these are big roles and big jobs with high expectations of those people. So part of the work I am doing nationally with Francis Hapgood [Deputy Chief Constable, Thames Valley Police] and others, particularly for Thames Valley is to say, "How do we get a reward and recognition strategy in place for policing that does not just rely on you getting the next promotion?"

Florence Eshalomi AM: Yes, point taken.

Steve O'Connell AM (Chairman): Well I think, just adding to that comment, because with the removal of the Commander grade, there will probably be an expectation and a fact that those men and women who are chosen for these ten-twelve groupings will stay in grade practically for a longer time.

Florence Eshalomi AM: Yes.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Because the leap from that grade goes up to Deputy Assistant Commissioner (DAC).

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Steve O'Connell AM (Chairman): So, naturally speaking there is a whole promotion line -

Florence Eshalomi AM: On that - and my understanding is that the current timeframe is three years anyway, so -

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No it is not.

Len Duvall AM: Sorry can I just seek clarification on this, I thought it was quite an interesting answer you gave there, but in practice can that really be guaranteed? Because I have asked these questions privately and I have come back and had no success at all of getting any commitment from that, or the mentioning that people are going to be in longer post. And, no, the gap is not - if you go outside London - or if we go back to traditional practice - that gap is not so vast as it is within the MPS. It is only in the MPS that the gap is quite large in that sense around Superintendents, Chief Superintendents jumping up through the ranks. So in that sense are you saying that you are exploring the tenure issue of these key posts? Because I do not think it is just the Chief Superintendent, it is the Superintendents that need to be in place, or those that have been allocated to the boroughs. So with the area, to give confidence about those partnership arrangements and the understanding. Now it is no good giving three years and then we find out they are part-time because they are having to do their studies to go on to bridge the gap where it is. I mean it really is about being less provider-driven. I am supportive of individuals going on in the organisation and a career progression, but not at the expense of the public.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: And at the expense of effective policing delivery at these area levels and at borough levels. So what is your thinking about those posts? Maybe I have not got it right. Maybe there is a case to look at other posts within the organisation and you are going to come back and say, "No Len, you have it wrong, it is the ones below you we need there for continuity." But what is the thinking then of the Superintendents as well? There are four Superintendents we are told --

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: -- That are going to be under that. Presumably that is not going to change either way. But of those where we have two or three of those, depending on the size of the areas that we are considering, will have responsibility for their location as well as a professional responsibility.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): So we are running the selection at the moment of the - I agree with you about the phrase - whatever we are going to call ... But the basic Command Unit Commander. We are running that at the moment. The clear expectation is, is a three-year tenure in that post. So there are some levers we can pull ourselves, the MPS, there are others we cannot. Because if it is about national pay and rewards and conditions we have to lobby, suggest, submit and we have been doing that for the last two or three years.

Len Duvall AM: One of the other issues in the boroughs that have come up in the past, is, "Are you able, it is your choice of who you place in these area commands, but are you able to give them a choice of two individuals that meet the specification for that area command as you see it and say, "Right over to you. Do you like these people, which one of them do you want?" Is there a competitive process? Or are you going to be allocating these people and say, "This is it, take it or leave it. This is who is going to be head of your area."?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, what we've done in the past and this process is literally being designed and consulted on at the moment in terms of selection. We have involved Chief Executives in the selection boards for Chief Superintendents. So making sure that everybody who goes through is that hurdle that can do the job. So we have involved them in the process and a number of you will have met some of the London Chief Executives who sat on some of the panels with us. They have absolutely been involved and designed-in as part of the process. But that work is literally on-going as we speak. So Martin [Hewitt QPM, Assistant Commissioner, MPS], Mark [Simmons, Deputy Assistant Commissioner, MPS] and the Superintendents' Association are doing the negotiations about what that process and selection process will look like, for the Chief Superintendent role.

Len Duvall AM: But that is generic for all the roles you have in London, or for these positions?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): For these positions.

Len Duvall AM: For these positions?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: OK well that is progress.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: I mean that is a good move forward. But in terms of choice around that and the allocation, is that then going to be done informally? Or is there going to be a process there of fairness that the Superintendents, Chief Superintendents know in terms of that they are in? Do you know what I mean?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: It is not a shoe-in.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, no.

Len Duvall AM: It is not me, putting my best mate in.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No.

Len Duvall AM: To the cream of the cream, whatever it is, the cream of the cream of borough policing.

Tony Arbour AM: Suffer the thought!

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): That is part of the debate that is ongoing in that consultation at the moment and I have worked in enough places to see both models around the country. You will recall that what we have done in the past is - when we have run those processes, there has then been a consultation, usually with the Assistant Commissioner Territorial Policing and the Borough Leader or the Chief Executive, about, "What do you think you need in the person?" Rather than you saying, "Well Len, I want Craig, and I don't want Sophie." Or whatever the issue might be. It's been, "I want these skills, I want this person. I think the Borough's at this point where it could do that." Then the realistic debate is, "You're far better taking Sophie than you are taking Craig."

Len Duvall AM: Okay.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I notice the endorsement I got for that one!

Len Duvall AM: If we could go back. I mean, I think Sophie you have covered some of the points I was going to make, but in terms of the feedback on the conversations you are having with the boroughs now, what has been the response from the boroughs? Are they rushing to this brave new world? Or saying, "This is wonderful and we are going to get on with it."?

Sophie Linden (Deputy Mayor for Policing and Crime): Somewhere in between those two things. There is the - as there should be - and as there would be if I was I the - you know I would feel the same if I was in a borough at the moment. There is nervousness about any change. Nervousness about, what is the logic and the thinking behind this and what does it mean for some of the boroughs when if they have been put with three other boroughs. For instance there is Brent, Harrow and Barnet. There is nervousness around what does it mean in terms of their local offer. I think most people understand there does absolutely need to be change. They can see that the new model around protecting vulnerable people should provide a better service because it is bringing some centralised resources down to a more local level, not a Borough level, but a local level and they can see that. But is everybody very happy with it? No, not everybody is very happy with it. But we are hoping that we can actually, through these discussions, allay some of their concerns and through the pathfinders and the evidence that comes out from that, is further sort of work that needs to be done in terms of making sure when you talk about communication, making sure that the evidence and the evaluation from the pathfinders is widely known and we will be going back to the Leaders and the Chief Executives to make sure that that is the case.

Len Duvall AM: If I could go back to the Deputy [Deputy Commissioner, Metropolitan Police Service] now, just going on the quality of the leadership.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: Some of the changes I have seen in territorial policing about the type of individuals that have come into those positions and what works well, you know I think to be fair, I think there are some Chief Superintendents who, in my mind, would not fit neatly into one of these area command posts. There would be some Superintendents who if they thought they were doing more of the same would not be appropriate sitting into those dual roles of taking ownership of a geographical area, as well as professional practice. So what steps then have been taken in terms of these level of Chief Superintendents that we have now and Superintendents? It goes back to an original question which is more than communication now, of this is going to be different.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: This is going to require you to step up to some new skills.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: That will build on the additional skills you have now.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: So what has happened in terms of the pilots to that. Or was it more of the same? As we work our way through this. But what is the plan for the new way of working?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): So there were selections for the pilots.

Len Duvall AM: Right.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): In terms of who was going to lead the pilots; in terms of selections around it. One of the things we do, and again, we have referred to this before. So as we have rolled out the pilots and as we have formed together these new teams, part of our package around development for those teams is something called Leading for London. Which is basically about, "How do we lead? How do we do things differently? How will it look?" Dealing with some of the things you need for yourself as an individual. Just some of the practical stuff you need organisationally for managing a different role. I think what we are seeing also is the start of some self-selection. So I think some people are saying, "That's not the future for me." In terms of doing that, "I don't want to do that." That is perfectly right and proper. I think when you look at some of the people and the Deputy Mayor [for Policing and Crime] will have a view, she met a number, I think you are at number 22 or 23 on your visits now are you not?

Sophie Linden (Deputy Mayor for Policing and Crime): Yes.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): So you will have seen a number of these people first-hand. I am really impressed. We have some outstanding people coming through who are far, far better than I was at that point in service and are far more capable of coping with and managing this in terms of change and complexity and want to take that thing on. So I am far more confident in terms of the calibre of people coming forward. I think you always have a challenge. There is a standard distribution curve of Chief Officers in the MPS, of Chief Superintendents, of Superintendents, as there are in every walk of life. But I am far more confident that people have the skills and ability and recognise that it is going to require both training and development and learning from the two pathfinders. So the two pathfinder leaders in terms of the Chief Superintendents doing those roles have a real role in terms of communicating with their

colleagues. Because it is a very powerful group of individuals in the MPS, at Superintendent and Chief Superintendent to say, this is what it's like, this is what works, this is the reality. You remember we spoke previously in one of these sessions? We ran a pilot at Westminster and the Borough Commander at Westminster was really powerful in terms of, "These are things we didn't get right, these are the things we should do differently in terms of support. Those are the sort of things we need."

Len Duvall AM: I do question whether Westminster was the right pilot. I think that was around layering of ranks?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Delaying, yes, yes.

Len Duvall AM: Even on that, I think it is different from the others.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: But it is quite - any information is useful. But in terms of the consultations you did in the pilots, in terms of speaking to officers, or to the police service, what - did we do any consultation prior to within the workforce about saying, "We are moving to this way of working." Was there any feedback on that that you can share with us?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes. I have not got the feedback. I will give you the feedback. I mean the best and most direct feedback, we have spoken before, we run forums now on the front of our internet page. If you want to know what the organisation is thinking about things, providing there are enough contributors, because you need the freshness with forums to have enough contributors, you can get a very quick pulse check and sense check of what the organisation is thinking. So, yes, consultation and talking to people, explaining what is going on and explaining the practical changes. It is also clear and that is why I talked about the lessons learnt at the start, more work needs to be done around the business change as we roll out. Going back to your original point, "What does it actually mean that is different and how do I do this, if I've worked in this particular way up to this point?" The continuing communication work. Slightly different in the PVP world, the concern for people moving in that will be workloads. So how do you move a part of the organisation that already has heavy workloads without just sort of shuffling things around, how do you do that? Then just some of the practical things, like, you know, "I previously worked in X, you're now asking me to work in Y, is that really practical?" So those are, those are some of the issues.

Len Duvall AM: One of the things we have talked about in the past, so the centre and the Boroughs as it is now.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: Devolvement, real devolvement.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: In terms of leadership issues and what they are responsible for.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: So what is going to be the real devolvement for these area Commanders, if we can call them that.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: The Borough Superintendents about the lot. Or is it unchanged?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, it --

Len Duvall AM: This is the same issue that we have had between that relationship and about, you know, outside London it is completely different, as you will know.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: Around that. The MPS tends to be very, well, I mean there are risks and great opportunities in doing this, but the MPS has always traditionally been a very tight hold.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: Over those Borough Commanders of what they can do or cannot do.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: So what is the thinking on that?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Well, as you go forward and you continue the work around, both layering in the organisation and making the organisation more inspective and responsive, you have to let go of some of those things. Now, clearly, I must be guided, as we discussed at the start, we have a new Commissioner coming in. I am sure Cressida [Dick QPM] will have a view in terms of where she wants to go on that continuum and talk about it in design from where do you want to sit on a tight - loose debate. There are clearly things that you need consistency on across the organisation. But things like budget, if you were asking me personally where you could end up - you could do selection at a local level. So could you run your own selection processes? With the proper checks and balances and external engagement, absolutely you could. So I think it offers the potential framework, over three to five years to move much further.

Len Duvall AM: So you are offering the Borough Commander in terms of the superintendent level of running their own processes with the proper checks and balances?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I'm talking about where I would see it going. I think in a future model, absolutely you could do. I am making it up now - you could get to the point where you say, "Actually at a borough level the selection to Sergeant in those new BCUs could take place in the BCU and local area".

Len Duvall AM: I appreciate the frankness and the way that you are answering my questions, but in terms of the phrase, "I am now making it up." We are coming towards the -

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, no, no, I am telling you it is a journey so -

Len Duvall AM: It is a journey so how quickly then will we resolve issues like roles and responsibilities

owned? Because if I was a Borough Commander thinking, "Should I jump into this? Or should I jump into something else? Am I going to be able to shape my team? What are the issues?"

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes.

Len Duvall AM: "What are the issues I'm dealing with?" We are already - some people have made up their mind and walking away without knowing the full story.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, it is -

Len Duvall AM: How quickly do we tell the full story?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): That work is ongoing now, literally as we speak. Martin [Hewitt QPM, Assistant Commissioner, MPS] and the team are working on that work in terms of that selection. I am talking, because you asked the question - and quite rightly so, how far could we go down the devolved line? Because you are right about an organisation where there is a feeling of a strong centre. That is always going to be a challenge in London, where you need to coordinate things MPS-wide and give the local footprint in terms of doing it. It goes back to some of the other points we have discussed before. Here we are predominantly talking about an expanded Territorial Policing resource. There is still a whole lot of resource in the organisation we are not talking about. We want to see how we can get that closer and have more impact through things like tasking and availability. We are absolutely clear this new commander role for the unit, the Chief Superintendent role, is a fundamentally different role to a Borough Commander in terms of their flexibility to move their resources, with the accountability and transparency of what they are doing.

Then as I said, if you said to me, "How far could you go with this?" You could get into areas of selection, of choice. You have certainly got budgets - so budgets are going to follow with it as well. So it gives you a completely different model. But you will not do that in six or eight months. That is a two to five year journey to do something that big. You are talking about an organisation that has spent the last 15 to 20 years running things through the centre.

Len Duvall AM: Well we want a strong centre, but we are not - it depends what the centre is doing in terms of that.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Oh yes, well that is a separate issue.

Len Duvall AM: Just to very quickly wrap up then, the pilot started in June [2016]. What does success look like for you in terms of that? Then what is the preferred timescale of the rollout? I think a number of us around this table are hearing that it is going to happen in October or November [2017]. That is what people are being told on the ground - both police and councils. In that sense - not from your formal meetings - but from other conversations. So what does success look like? What is your thinking around rollout if it's workable?

Sophie Linden (Deputy Mayor for Policing and Crime): In terms of what does success look like? We have talked about that a bit already. The really important criteria for me is around making sure that partnership working has absolutely been maintained and that the local authorities and the Chief Executives feel that in terms of the vulnerable people, children and adults - that partnership working has been maintained and

should be improving. Also that we will be able to look at the actual response rates - that there has not been a diminution in terms of response rates and times.

In terms of the timing, the pathfinders are up and running, we expect in June-July [2017] to have a look at the evaluation of that pathfinders and then to take a decision about the next tranche of London. It will not be from pathfinders to the whole of London, it will be another tranche. Then do the work around setting that up. So that's the timetable that we have told local authorities every time we go into the meeting. Obviously, it is a question we are asked. That is the timetable we are working to.

Steve O'Connell (Chairman): Happy with that I think that was a very thorough discussion, now I am conscious of time. We have three other sections to go through, so if we could pick up a gear in the Q&A.

Tony Arbour AM: Gear is quite good is it not if we are talking about mopeds! I note that moped related crime has risen very substantially in recent years. I wonder if both of you could offer me an opinion as to the reason for this. Is it related to risk aversion that the MPS for reasons best known to itself has been unwilling to chase people on mopeds who are not wearing helmets?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Do you want me to start?

Sophie Linden (Deputy Mayor for Police and Crime): Fine.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It is not risk aversion, there are whole range of things why that crime area has risen and from our analysis the crime is different depending on the - we have this phrase of powered two-wheelers. It is only to get around the issue of moped is a particular definition in law.

Tony Arbour AM: Of course, I understand.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): So we talk about vehicles with an engine size. We split it up, so predominantly, if it is an engine size below 600cc, we are seeing those sorts of vehicles being stolen to commit street crime.

Tony Arbour AM: Yes.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): If it's above 600cc, they are being stolen and probably going into a sort of a trade or market above and beyond that.

Tony Arbour AM: Yes, I wonder if you could restrict your remarks to the crimes committed by people who are riding these things, rather than the theft of these things?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Right, yes. So why do I think it is happening? A number of issues. One, sadly mopeds are extremely easy to steal.

Tony Arbour AM: Yes.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): We have been working with the motorcycle industry association around the security of mopeds and some of the fixed security in the street, in terms of what you can do. This enabling issue about committing robbery with it. Particularly two-up on pillion passengers in terms of committing robbery.

The issue about pursuit of mopeds. It is not a, "Oh my gosh, we're all risk averse, we are all worried about this." It is the reality, we have to follow the law in relation to the potential risks around people. Removing safety gear is one of the considerations, you have to consider when you either decide to stop or continue a pursuit.

Tony Arbour AM: If you were a prospective criminal and you knew this happened and I know that the Police Oracle earlier this month listed the number of pursuits which were abandoned in excess of 100. This was in the Police Oracle on the 7 February [2017]. If I was prospective criminal I would pretty much think I could get away with it if I just took my helmet off.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It's not as simple as just take your helmet off. There is a whole range of things you have to consider and it is important when I talk about the practice and the policy in relation to pursuits. We talk about pursuits in relation to powered vehicles, so it covers cars, sadly in some cases, buses, tipper trucks, you name it - and powered two-wheel vehicles. So if I give you some of the figures - basically in 2016 we had a total of 1,299 pursuit-related incidents.

Tony Arbour AM: Yes.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Of these 749 were not authorised to continue beyond the initial phase, i.e. when the pursuit had started, the initial phase and assessment, the Commander who sits, not in the vehicle, said, "It is not safe to continue that pursuit." That pursuit was stopped. 363 of that total big figure - the subjects were recorded as a motorcycle or a moped. With 264 being discontinued, following authorisation. So we are still pursuing two-wheeled vehicles. The tactics we use and how we do it, we have spoken about before.

Tony Arbour AM: All right, I understand that but is there, therefore, some reason, completely unconnected with the MPS's policy on chase which accounts for the quintupling of the number of moped enabled offences over a period of five years? What is the other thing which has increased that amount of crime?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Well I would be speculating. It is a relatively straightforward crime for people to commit in terms of doing it. You rely on intelligence to gather around the people doing it and we have spoken in the past about some of those operations we run against people. But the reality is that criminals are opportunist. If they find a way of way of committing crime that is opportunist they will commit that crime.

Tony Arbour AM: All right, so they think it is easy to get away with?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Well they see it at the moment as easy to get away with. That is why, as I said, you need to do the approach that follows both pursuit, ie, in terms of catching people, but you have to do the whole protective security as well. That is the experience we learnt from all the street robbery work we have done over the years.

Tony Arbour AM: All right. Those of us that have been around a long time know that some crimes are fashionable and they come in and they go. We talked about risk aversion in the first series of questions relating to the custody suite. In relation to calling ambulances and all that kind of thing. Can I ask about other offences, which may either be investigated or over-investigated because of risk aversion? One for example, where you perhaps over-investigate relates to historic sex crimes where, because the police don't want to be criticised they are over-investigating. For example Operation Midland. Do you think there is any truth in the suggestion that that is related to risk aversion?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No I do not accept what lies behind that premise. I think - and jumping from moped enable crime to sex crime is quite -

Tony Arbour AM: No, my original premise in asking you about the moped crime related to risk aversion. You have clearly said that it is not risk aversion and now I am asking you about risk aversion in relation to other offences.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, I don't -

Tony Arbour AM: I do not see that as a philosophical leap at all.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, I do. I do see them as quite different areas and different risk profiles for both of them. Very different risk profiles for both of them. I do not think we sit there and go absolutely, "Are we going to be completely risk averse on everything?" If we did that the organisation would grind to a halt. We could not conceivably do that. So if you look at a number of the issues around historic allegations, of course they get triaged, they get looked at, they get assessed and then some will not get investigated. We have to do that, that is about prioritising available resources to demand.

Tony Arbour AM: Risk aversion relates to all kinds of things. I would suggest, if I may, and we have had a lot of questioning recently in relation to electoral offences where it has been suggested that

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, I do not accept what lies behind that premise. I think jumping from moped enabled crime to sex crime is quite --

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Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, but I do. I do see them as quite different areas and very different risk profiles for both of them. I do not think we sit there and go, "Are we going to be completely risk-averse on everything?" If we did that, the organisation would grind to a halt. We could not conceivably do that. So if you look at a number of the issues around historic allegations, of course they get triage, they get looked at, they get assessed, and then some will not get investigated. We have to do that. That is about prioritising available resources to demand.

Tony Arbour AM: Risk aversion relates to all kinds of things. I would suggest, if I may, and we have had a lot of questioning recently in relation to electoral offences where it has been suggested that the MPS has not investigated matters, which, of course, has been denied by you. The risk that is perceived there is not injury to anyone, but reputational risk. Perhaps I can ask the Deputy Mayor [for Policing and Crime]. Is avoidance of reputational risk something which should be a matter connected with policing?

Sophie Linden (Deputy Mayor for Policing and Crime): I would expect the MPS, when they have a crime reported to them -- we have had this discussion many times -- to take the crime seriously and absolutely investigate it thoroughly. Therefore that should be the basis upon which they are taking the decisions about whether a crime has sufficient evidence to take things to prosecution and how long they carry on an investigation for.

Andrew Dismore AM: I want to come back to mopeds, if I may. The graph is even worse. If you look at 2011, there were 372 cases, and now there are over 7,500. The theft of mopeds is up 31%. How many of those 7,500 cases resulted in arrest?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I think at the current period - I do have some figures somewhere -- our detection rate for theft of the vehicle --

Andrew Dismore AM: No, moped enabled.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I do not have that data for you. I can get you that.

Andrew Dismore AM: What have you got for theft of?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Theft of is 5.4%.

Andrew Dismore AM: 5.4%. You do not know moped enabled, but --

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I have not got that data.

Andrew Dismore AM: The reason I am raising this is obviously it has gone up, and Tony [Arbour AM] has made a good point about risk and reward from the criminal's point of view. Basically, a lot of this is nicking women's handbags and mobile phones. However, people's lives are in their phones. So it is not just the value of the phone, which is often now quite substantial, it is also the inconvenience and trouble that is caused to the victim of the crime. It is almost like a burglary in the impact on somebody's life. I am just concerned that this needs to be taken rather more seriously. I suspect that if you only pursued 100 of the 7,500 resulting in a pursuit, and I do not know how many of those pursuits actually result in somebody getting caught, if you have that number, that would be quite useful to have as well. Your figures were 363 pursuits in which 264 were discontinued, which means 99 were continued. How many of those 99 actually result in somebody getting nicked?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I have not got that data.

Andrew Dismore AM: Fine, but that would be useful to know. If you actually compare the chance of getting caught with the reward, it is a substantial cost-benefit analysis from the criminal's point of view, is it not?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I absolutely accept that, but as I said, that is why you have got to see this and the work we are doing as the wider tackling of that type of crime. The point at which it gets to a pursuit, your options are limited. Unless the Assembly are seriously suggesting we move to something different around that --

Andrew Dismore AM: No, I am not suggesting you have machine guns on the police cars to mow them down or anything, of course not. The real issue here is how are you going to get a grip on this crime? I know we have a special operation in -- is that going to continue or has it finished?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, that is continuing. I goes back to the point in relation to Mr Arbour's question. The only way you can do this is -- we use the four P's all the time -- you have got to do work around 'pursuit', which is catching people and stopping these

things happening, you have got to do work around 'prevent', so there is a huge piece of work in terms of preventing these ever happening in terms of what we are doing, and you have got to do work around the intelligence flow. So you will know from that operation that is running across the two Boroughs in the city of London, a lot of the work is around using things like Automatic Number Plate Recognition.

Andrew Dismore AM: But if it were a stolen motorcycle or moped, that is not going to get you much further, is it?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): You can, because there are a variety of things. For instance, there is a belief that we cannot use -- we do not use the phrase 'stinger' -- hollow spiked devices, you can. Some of the work we have done recently shows that. So what happens when an issue is called as a pursuit, some of it is about making sure that we have got the right resources in the place registered to it. We have talked in the past about how we train a new tactic around Tactical Pursuit and Containment [TPAC], so we talk about TPAC trained officers, which is --

Andrew Dismore AM: What is that?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): TPAC. There are about 200 road policing officers that are trained in those tactics. They are specialist pursuit trained officers. As you saw from the figures, those pursuits go on across London, sadly on a daily basis, both in terms of powered two-wheeled vehicles and wider vehicles. We have those tactics available. You have got to use all of this to tackle the problems. You have got to get into the phone market, so there is something about where the phones are going. You will remember the work we did last time with phones around kill-switches, things like Find my iPhone and other sort of products, they are all there. But the long-term way of solving this has got to be around prevention. The lock on most mopeds and motorcycles is the cheapest part of the vehicle.

Andrew Dismore AM: Yes, it is the same with cars.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, it is not with cars.

Andrew Dismore AM: It used to be.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes, it used to be. That is the real example to take from. If you look over the years I have been in policing, theft from and theft of motor vehicles was endemic when I joined. We have done a lot of work in designing some of that out.

Andrew Dismore AM: I think if you ask in Barnet, they will think that theft of and theft from is still pretty high.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It is, but it is higher in certain areas. So if you look at some of the figures, it is powered two-wheelers and white panel vans. So there is a particular issue in London around transit vans.

Andrew Dismore AM: The other thing is, it is also giving advice to people that they should not be wandering around with a mobile in the middle of a Tube station, but that is just natural habit, is it not?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes, and that is why those prevention campaigns are so important to change behaviour.

Andrew Dismore AM: Yes. I know the Chairman wants to move on, but just to finish on this, do you use the helicopters to try --

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Helicopters are done as part of this.

Andrew Dismore AM: Are we looking at drones?

Steve O'Connell (Chairman): Inevitably enough, drones come into the question!

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Every time I answer a question on drones, I end up getting a lot of texts and messages afterwards. We have not tried drones yet that I am aware of from this briefing, but for obvious reasons, I am not talking about the tactics we use in pursuits, but helicopters are absolutely part of it.

Andrew Dismore AM: It just seems to me, to finish off, that it would be interesting to know how many of those 7,500 offences have resulted in arrest.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I will get you the arrest figures for those operations.

Steve O'Connell (Chairman): I think, in fairness though, there is concern around risk-reward, there are many young, and in fact, not-so-young Londoners that are taking a risk decision, but the fact is it might be worth doing X and Y because I have heard the chances are I am going to get away with it, to be frank.

Andrew Dismore AM: There is a high chance of getting away with it, with a big reward.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): You all know -- you all would have spoken to the officers in your boroughs -- that they are as frustrated about this as everyone else. That is why the operations are in place. We do not want crime that people get away with. But the other challenge for us, particularly when it gets into a pursuit scenario, we have to do this in a way that is safe.

Steve O'Connell (Chairman): I was interested to hear about the locks on motorcycles. I am taking my test in two weeks, so when I get my bike, I will make sure the lock is top quality.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Just another plea, those of you who work with local authorities, proper street furniture to secure them to.

Steve O'Connell (Chairman): I was trying to end on a bit of light relief there, Craig. Thank you very much. Moving on, if I may, to a very important subject, the firearms amnesty.

Sian Berry AM: I just wanted to ask about the recent firearms amnesty that was carried out in February [2017]. The data that came out of the time of the launch of it said that essentially there has been nearly a hundred more gun discharges in the year up to 25 January [2017] in the previous 12 months than there had been in the twelve months before that. That is quite a hefty increase. I think it is around about 30% or so. So it is a good thing that you did the firearms surrender. How did it work? How many firearms did you get in and how did that compare to previous amnesties that you have done?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): This is not a pedantic point,

but it is an important point, it is not a firearms amnesty. It is a firearms surrender.

Sian Berry AM: Sorry, I meant surrender.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): For those who do not understand the detail of the difference, we do analyse all of the firearms we recover, so if they are linked to a crime, in certain circumstances in the past, we have done amnesties in policing, but not for many years. A surrender means that they will go through an analysis and we will check them because we could get stuff handed in that is actually linked to a crime 10, 15 years ago. So I am not being picky, it is quite a vital point.

Steve O'Connell (Chairman): This is really important, because my briefing says amnesty. If this building was sending out a signal to types out there that they hand in this thing, they can get away with all sorts. We must make that clear that is not the case.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): We were quite clear, because we have wrestled with that issue in the past. It is a surrender. So you are right in terms, and you will probably remember the Commissioner in the middle of last year talking about this spike in discharges of about 35% in terms of what was going on. What we have recovered as part of this round is we have seized and taken in 94 weapons and 1,175 rounds of ammunition. This has ranged from shotguns, pistols, revolvers, flare guns, a pump-action shotgun and an AK-47, in terms of what we have taken in. We have done it in a number of ways and targeted at a number of things, so the obvious ones around publicity. But one we have done that was particularly via our Facebook site, which seems to have been particularly successful, is one called [hashtag] *#giveupyourgun*, which was particularly aimed at people who are holding a gun often for gang members. It was a short film that featured a female prisoner who got a five-year term of imprisonment for holding a gun for someone else. We have done that through the MPS Twitter account and we have had over 400,000 people looking at the stuff we have put out on Twitter and 12,500 views on that video in terms of where we go, and then enforcement activity to support the surrender.

Sian Berry AM: Thank you. What impact do they have on reducing gun crime? Do you assess that?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It is very hard to make a direct correlation other than the one that is probably the most obvious: it is the availability of weapons that lead to the increased level of discharges. When you look at some of the things that are recovered there, from BB airguns all the way through to high-end weapons, if they are off the streets, the chances of someone getting hold of them in a criminal way is reduced. That is what this is about. It is both to prevent the access of them for criminal use or for terrorist use if you keep reducing that supply. Our history in policing has shown us, you have to keep going back to this, so we have done surrenders a number of times over previous years. I have not got all the breakdowns; I will get you those, for how many have been surrendered over different ones. Things like trophy weapons, you think in previous surrenders you have collected all of those, they will still be handed in. What I mean by trophy weapons are often members or ex-members of the military who might have - you know, even back to D-Day - picked up something and brought it back with them. Because, of course, there were no controls in those days and that sort of thing still happens.

Sian Berry AM: If you can get us the figures on the comparison of previous ones that would be good. One would hope that the number of weapons on the streets was going down and therefore the number handed in each time would go down because there would be fewer to hand in, but --

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I wish I had that confidence. I think we are, as we said before, worried about that increased level of firearms discharge. We are working with colleagues from the National Crime Agency and other forces nationally to try to understand where the supply is.

Sian Berry AM: I wanted to ask you about publicity, which you mentioned. This also relates to knife crime surrenders as well. I have noticed that at the launch of these schemes and at the stage of reporting the results, there are a lot of pictures of scary-looking guns and knives that appear in the press. I am looking at the hashtag now. They are being released, as far as I can tell, by the police. Now, previously, we looked at the knife crime issue and the serious youth violence report that we put out in September [2016] and we pretty much concluded from a lot of evidence that was given to us by guests that actually fearfulness of the weapons is a driver of people carrying the weapons. The amount of publicity that features photographs of scary-looking weapons, is that a policy that you have? Is this something that you have thought about in terms of the effectiveness of the surrender? If it is going to make people fearful, might it not be slightly counterproductive?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I think there are two different issues running there, for the two different things. The issue around firearms is slightly different in terms of, one, there is a much smaller availability. I absolutely take your point around the knife crime and I saw the research and the work around that. But there is also a challenge in the balance. One of the challenges in the balance we get is the challenge of why are you doing particular policing activity in this area? When we talk about things like stop and search, or high profile operations, or weapons sweep, one of the critiques we get back from communities, "We do not know you have recovered everything, you just tell us you are doing all of this."

Sian Berry AM: The information is different to photographs though. In terms of fearfulness, there was one of those zombie knives in the press this week that was terrifying-looking. It scared me. If it is going to frighten me about these things being on the streets, what does it do to a young person who is at the point of being tempted to carry a weapon?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I absolutely agree with the challenges around it, but I do point out there is also a balance with some of these things. So the zombie knife debate, I do not think we would have got anywhere near the legislation and the issues we have got around restricting some of that, if we were not clear that those things are being carried. Is it really fair to say we do not tell anyone this is what is really going on?

Sian Berry AM: No, but the information is different. The visual stimulus is very different to the information that 95 guns were taken off the street. It is the visual aspect of it, the release of photographs that might engender fear.

Steve O'Connell (Chairman): I think we are at an impasse here. I understand the debate, but I do not think you are going to get exactly what you want.

Sian Berry AM: The question I originally asked, is this a policy and have you thought about it?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I might be wrong, but I think the evidence is different for the two issues, knives and guns.

Sian Berry AM: But if you thought about it in relation to each of those issues separately, we would like to hear. That would be good. The second question is about Operation Viper, which is trying to focus on priority boroughs. You put officers in posts to run a specialist team since last May. We wanted to ask how it has evolved. Is it being extended into other boroughs? How is it working? What are the next steps?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It runs on intelligence. So if the threat picture moves, then the resources will move with it. The results to date are 182 arrests, 27 firearm seizures, eight Tasers, 58 weapons and a number of firearms offenders, shown as wanted missing that has been recovered as part of the operation as 12.

Sian Berry AM: Is it going to carry on?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): It will absolutely carry on. We have moved some of the Trident intelligence resources closer to the operational teams to keep that going. As the threat picture moves and changes, those resources can move. What we have also done with some of the Trident team, because one of the challenges -- particularly with firearms intelligence -- without giving too much away, you have to move quite quickly sometimes on what we call fast-time intelligence. So part of the Trident team have moved far closer to the armed response vehicles and some of those capabilities. When we get fast-time intelligence that says Craig Mackey's either got a gun or he is moving it, we can act on it very quickly. That is real progress.

Florence Eshalomi AM: Just quickly, on those figures that you gave, would it be possible for us to get a breakdown of the boroughs because, again, I know that my two boroughs are in the top six priority boroughs.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Of course you can, yes.

Florence Eshalomi AM: Thank you.

Unmesh Desai AM (Deputy Chairman): This is a question to you, Deputy Commissioner. The reward scheme that was announced in May 2016 stated that you would offer a sum of up to £2,000 as a reward for information, that is what you told us --

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I am sorry. I do not have any data on that. I can find out for you and get you an answer.

Unmesh Desai AM (Deputy Chairman): I am pleased that the Viper teams also do educational work. How is it coordinated? Has it targeted every secondary school in London?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): No, it has not. It is only being done in the priority boroughs at the moment that the Viper team are working in. All school officers pick up the wider stuff around personal safety, personal welfare and the issue of weapons as part of what they do and it is a fairly standard conversation. But this specialist stuff is much more in those priority areas.

Steve O'Connell (Chairman): Thank you for that. My last set of questions is around the monthly update report. There are a couple of subjects that we wish to explore further which is child protection and the hate crime figures.

Unmesh Desai AM (Deputy Chairman): A couple of questions to you, Sophie [Linden], if I may. The two points really are about child protection and about hate crime. In terms of child protection, what does the

assessment of the progress that the MPS has made to improve its child protection response? And also how has MOPAC continued to hold the MPS account in this regard?

Sophie Linden (Deputy Mayor for Policing and Crime): I would say it is early days in terms of assessing the progress, but in terms of what the MPS have done, in the run-up to the publication of the report and after the publication of the report in November [2016]. This is not just my assessment, it is also speaking to HMIC about it as well. They have really taken this incredibly seriously and are putting the right things in place and have the right focus in terms of making progress. Has it made a difference? It is early days to know that. We have got to assess the outcomes of what is happening. So it is in terms of training. One of the criticisms from the HMIC report was that there was not a strategic leader on child protection. There is now, that is Martin Hewitt [QPM]. But it is not just that Martin Hewitt QPM is the strategic leader, it is also using that and using him, and he is taking this very seriously in terms of getting those messages right down the net in terms of how important child protection is. In terms of how does MOPAC do the oversight, I chair a steering group which involves the MPS and Martin Hewitt, but it is also a representative from the College of Policing, and the lead Chief Constable, Simon Bailey, in terms of child protection. The Children's Commissioner is on it as well, looking at the action plan that has been put in place and the steps that have been taken.

Unmesh Desai AM (Deputy Chairman): I will go onto another question then. Hate crime figures have gone up, especially a very significant increase in disability hate crime, a staggering 207.9% increase from February-January of 2015-2016 to 2016-2017. What is the explanation for this? Is it what we were all told about, that it is to do with more reporting? That is a very significant rise.

Sophie Linden (Deputy Mayor for Policing and Crime): There has been, and you will note that there has been a rise in hate crime in all the different types of hate crime possible. I do not have a single explanation as to why disability hate crime is rising. It is something that we have discussed in terms of the consultation on the Police and Crime Plan on some of the disability crime groups. I would like to think it is because of an increase in confidence in reporting, but I do not really want to say it is that because that is an easy answer. What we really have to understand is an increase in actual incidents, and if it is, what we can do to ensure that that does not continue.

Unmesh Desai AM (Deputy Chairman): If you could maybe get back to us in the future with some more analysis, especially, as I say, it is a very worrying increase.

Andrew Dismore AM: On the disability hate crime, it is a huge potential increase, although the absolute number is still not enormous, it is still far too many. I was just wondering if there was a breakdown within disability hate crime between people with learning disabilities and mental health, as opposed to physical disability, because I think that might be quite interesting to know.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I can check for you. One of the challenges with this data, it is what we call flag data, that is when someone fills in a crime report or an incident report, they have to select the right fields. So some of that might be better compliance. If we have that level of detail, I will provide it to you.

Andrew Dismore AM: It might be quite interesting because if somebody is horrible to somebody in a wheelchair, that is completely different to some of the appalling stuff you see affecting people with learning disabilities over a prolonged period, in some of the places that they are protected in sheltered homes and that, I think, could be on a completely different scale, so it could be quite interesting to know the difference there.

The other thing I was going to raise was racist and religious hate crime, then we also have got that broken down between faith, anti-Semitic and Islamophobic. Does racist and religious hate crime include those, or is that separate? You have got racist and religious hate crime up 18.1%. Then below that, we have faith hate crime, anti-Semitic hate crime and Islamophobic hate crime. Is the racist and religious hate crime an umbrella number that includes all those three, or is that in addition to those three?

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): I will check for you. That is not the way I usually see the data, so I will check for you in terms of whether they are subsets. Some may be, others will not.

Andrew Dismore AM: I think that is quite important too. If we have got an increase in Islamophobia of 12.5% to 1,204 and anti-Semitic 460 to 514, yet at the same time, we have got racist and religious hate crime going up 14,255 to 16,836, that is a huge number of 18,836 and that might well include or not been broken down sufficiently to enable us to identify which are of those three subsets. I think that would be quite useful, because that is probably the number we ought to be focusing on. This is probably a question for Sophie [Linden]. When we have seen these spikes in anti-Semitic hate crime in particular -- we have had some terrible incidents in Barnet recently -- they seemed to be linked to either President Trump or Brexit. I do not think Craig [Mackey QPM] should comment on that, but do you seem to see the connection that a lot of people have drawn, including me, that those two have led to an increase in hostility within society, particularly towards those groups on the back of Brexit and Donald Trump's election and inauguration?

Sophie Linden (Deputy Mayor for Policing and Crime): If you look at the figures, they absolutely show that post-Brexit, there was a massive spike in hate crime. There has however been a steady increase in hate crime as well which is really worrying and that was pre-Brexit. Post-Brexit, you can see it on the graph. It absolutely spikes up and has now started to fall. I do not think that at the moment in terms of the statistics and the reports that are coming through that we can see that type of spike post-election of President Trump. It is certainly a worry, given his views and his ability to divide communities and people. But at the moment, we are not necessarily seeing that in the reports that are coming through.

Andrew Dismore AM: A last question for Craig [Mackey QPM]. How much progress are we making catching some of these people who have been doing these things like in Barnet? And just to fold into that because I know the Chairman wants to get on, do these figures also include reports from British Transport Police [BTP] of hate crime? There is a lot going on, on the Tube and on the buses. Buses might come to us, but the Tube might not, and we see a lot of that on the Tube. So do BTP record these offences in a similar statistical matrix as you do? I think it would be useful to have the BTP figures as well, so we can get a real picture of what is going on across London.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): We can do that.

Sian Berry AM: On the same note, really. The letter we have catching up on previous actions where we asked for more detail of the post-Brexit hate crime is part of our papers for this meeting. I do not know if you have it in front of you, but there we asked for specific breakdowns. We asked for racist hate crime to be separated from the racist and religious hate crime, and that was done. We also asked for a breakdown by age, and again, with these statistics, it would be really useful if we could always see the racist hate crime separated from the religious hate crime, so that we have a better idea about what is actually happening out there.

Steve O'Connell (Chairman): I think that is fair. To conflate racist and religious hate crimes, you cannot really analyse and challenge unless you strip them out.

Sian Berry AM: You cannot find the potential causes. The other thing is the age breakdown. I would be really interested to see how much the disability hate crime is done by young people potentially in schools.

Sophie Linden (Deputy Mayor for Policing and Crime): Should they put gender as well? I genuinely think that, because I was at a consultation meeting last night with a number of Muslim women, and I think it is something like 65% of Islamophobic hate crime is actually against women. There is an absolute connection there.

Unmesh Desai AM (Deputy Chairman): This is to you, Craig [Mackey QPM]. Can we get some more figures -- sorry to increase your workload. These are reported cases, I am also interested in how many arrests have been made and convictions as well.

Craig Mackey QPM (Deputy Commissioner, Metropolitan Police Service): Yes. We did the breakdown in the more detailed letter. I think this is a table you have taken out of the MOPAC report, so we can give you a more detailed breakdown.

Steve O'Connell (Chairman): Clearly, it is a complicated area when you are looking at figures, because it could be better compliance by officers. They are being more assiduous. It could be more reporting, but clearly underneath that, there is an actual link. So it is just not simple. We need to understand that a little better.

Sophie Linden (Deputy Mayor for Policing and Crime): We do know there has been an increase in hate crime.

Steve O'Connell (Chairman): Clearly.

Andrew Dismore AM: When I asked for BTP figures, presumably you can give me City of London figures as well?

Steve O'Connell (Chairman): There are more figures for us to ascertain. I get that completely.

Andrew Dismore AM: I think we just need to see the whole picture across London and across all of the different police forces.

Steve O'Connell (Chairman): I would like to thank you very much for your answers to the questions.

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MINUTES

Meeting: Police and Crime Committee
Date: Thursday 9 March 2017
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:

Steve O'Connell AM (Chairman)
Unmesh Desai AM (Deputy Chair)
Tony Arbour AM
Sian Berry AM
Len Duvall AM
Florence Eshalomi AM
Caroline Pidgeon MBE AM
Keith Prince AM
Peter Whittle AM

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

- 1.1 Apologies for absence were received from: Kemi Badenoch AM, for whom Tony Arbour AM attended as a substitute; and from Andrew Dismore AM.
- 1.2 During the discussion on probation services in London (Agenda Item 6), the Chairman welcomed pupils and staff from Oakfield Preparatory School, London Borough of Lambeth, who had come to observe the meeting from the public gallery.

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 9 February 2017 be signed by the Chairman as a correct record.

4 Summary List of Actions (Item 4)

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

4.2 Resolved:

That the completed and ongoing actions arising from the previous meetings of the Committee, as listed in the report, be noted.

5 Action Taken Under Delegated Authority (Item 5)

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

5.2 Resolved:

That the recent action taken by the Chairman, Steve O'Connell, under delegated authority, following consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, namely to agree the scoping for the thematic meeting on probation services in London, be noted.

6 Probation Services in London (Item 6)

6.1 The Committee received the report of the Executive Director of Secretariat, as background to putting questions to invited guests on probation services in London.

6.2 The Chairman welcomed the following guests:

- Tajinder Matharu, Head of Performance and Quality, National Probation Service, London;
- Samantha Cunningham, Acting Director Integrated Offender Management, Mayor's Office for Policing and Crime;
- Commander Neil Jerome, Metropolitan Police Service;
- Helga Swidenbank, Director of Probation, London Community Rehabilitation Company (London CRC); and
- Linda Neimantas, Head of Quality and Performance, London CRC.

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

6.4 During the course of the discussion the Acting Director Integrated Offender Management, MOPAC, agreed to:

- Ensure that the MOPAC website was updated to include the minutes of meetings of the London Reducing Reoffending Board and the London Crime Reduction Board since March 2015; and
- To share the agreed broad outline of the timescales for the roll out of the whole systems approach to the female offender service.

6.5 At the end of the discussion, the Chairman thanked the guests for their attendance and helpful contributions.

6.6 **Resolved:**

- (a) That the report and discussion be noted; and**
- (b) That the Chairman writes to guests requesting the follow-up information as outlined in paragraph 6.4 above**

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:**

- (a) **That the work programme as set out in the report be noted.**
- (b) **That authority be delegated to the Chairman, in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM to agree any output from the Committee's scrutiny review on tackling allegations of electoral fraud and malpractice.**
- (c) **That authority be delegated to the Chairman, in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM to agree arrangements for a site visit to the Queen Elizabeth Olympic Park to observe policing in around the Park.**

8 Date of Next Meeting (Item 8)

8.1 The date of the next meeting was scheduled for Wednesday, 29 March 2017 at 10am in the Chamber, City Hall.

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

9.1 There was no other business the Chairman considered urgent.

10 Close of Meeting

10.1 The meeting ended at 12.08pm.

Chairman

Date

Contact Officer: Joanna Brown or Teresa Young; Telephone: 020 7983 6559;
Email: joanna.brown@london.gov.uk/teresa.young@london.gov.uk;
Minicom: 020 7983 4458

Police and Crime Committee –Thursday, 9 March 2017**Transcript of Item 6 - Probation Services in London**

Steve O’Connell AM (Chairman): Now turning to the main part of this morning’s meeting, can I very much welcome our guests. Tajinder Matharu is Head of Performance and Quality, National Probation Service (NPS), London. Welcome. Our very own Samantha Cunningham, whom we had the pleasure of working with at the Mayor’s Office for Policing and Crime (MOPAC), is now Acting Director Integrated Offender Management at MOPAC. Welcome. Commander Neil Jerome from the Metropolitan Police Service (MPS). This is within your portfolio amongst other important matters. Helga Swidenbank is Director of Probation, London Community Rehabilitation Company (London CRC). Welcome. Linda Neimantas is Head of Quality and Performance, London CRC. We have an esteemed panel of guests. You are very much welcome.

As I said, this morning we will be talking about and discussing probation services in London. The first set of questions, which will be mine, will be about the landscape and will be about scene-setting and we will have more detailed questions further on.

Yesterday we did have a very high-level announcement from the Chancellor [of the Exchequer] about devolution and we have some questions about that later. Only a few weeks ago there was a Justice Matters meeting, which, Helga, you were attending --

Helga Swidenbank (Director of Probation, London CRC): Yes.

Steve O’Connell AM (Chairman): -- in this very Chamber, quite possibly, which is helpful to this work that we are doing.

My very first question, really, is to set the scene. This is to everyone, particularly to the MPS and London CRC. Can you briefly explain the role of your organisation in managing offenders in London, just so that I understand the present relationship?

Helga Swidenbank (Director of Probation, London CRC): London CRC is responsible for managing low-risk and medium-risk offenders in London. We have approximately 30,000 services users on our books at any one time and 12% of those are women.

In terms of the nature of the offences we manage, the top three offences of our service users include drug misuse, common assault and malicious wounding. That is really just to give you a flavour. We are a contracted service. We are contracted by National Offender Management Service (NOMS). We cover all 32 boroughs.

The nature of the services we deliver includes unpaid work, community supervision and Through the Gate provision. A number of our services are delivered through a supply chain. For example, we work with RISE, which is a mutual that delivers accredited offending behaviour programmes on our behalf. That is a summary.

Steve O’Connell AM (Chairman): Thank you very much. That was good. Tajinder [Matharu], do you want to explain how your relationship builds and how that works?

Tajinder Matharu (Head of Performance and Quality, NPS, London): Yes, absolutely. In terms of the NPS, we deliver services to the courts and that is primarily in terms of advice to courts at the pre-sentence

stage. We produce about 2,000 pre-sentence reports a month and they advise sentencers in terms of what sentence they may impose on offenders who commit crimes.

Post-sentence, we assess and allocate each and every one of those cases. We retain a selection of those cases, about 20%, high-risk cases, those violent or sexual offenders who are subject to a Multiagency Public Protection Arrangement (MAPPA), for example. We also retain a proportion of foreign national offenders and any other public-interest cases. The rest of the cases are assessed and allocated to providers, the London CRC, for example. That is the court interface and that is where our first interface with the CRC comes in.

For those cases that we retain, our caseload is about 16,500 and 10,000 of those are in custody right now. We get a small proportion of community orders every month. They are all high-risk or have committed sexual violent crime and we manage those cases. We purchase some interventions - and unpaid work is a good example - from the CRC in relation to our caseload.

In addition to that, one thing I should mention is that we also offer statutory support to victims of crime in line with the Victims' Code.

Steve O'Connell AM (Chairman): We are going to hear a little bit more detail later. You talked about supporting victims. Can you give us from both viewpoints some idea about what support you give to the offenders heading your way and some detail around that, both of you, if you could, from the offender viewpoint?

Helga Swidenbank (Director of Probation, London CRC): We could probably take it in sections. In terms of unpaid work, it is really about discharging the duty of the court. We will supervise people's unpaid work hours in the community through a number of routes: people working in groups, working individually in charity shops and that kind of thing. That is pretty straightforward.

Through the Gate activity happens when people are in custody and so we serve London prisoners in custody. We do that through the male estate and through the women's estate. At all three women's prisons on the fringes of London, we have a presence and we are working with women as they come into custody initially. We help to assess them, help to prepare them for release and then signpost them into the community.

Steve O'Connell AM (Chairman): We have some questions about female offenders later.

Helga Swidenbank (Director of Probation, London CRC): That is that bucket of activity. Then the third bucket of activity is the activity that happens in the community. Our offender managers will meet service users regularly, talk to them about their offending behaviour and, again, signpost them into interventions in the community if those are not interventions that we provide for them.

Steve O'Connell AM (Chairman): OK.

Tajinder Matharu (Head of Performance and Quality, NPS, London): It is not dissimilar. In terms of the cases that go into custody, they will all be allocated a responsible officer, an offender manager, in the community. In general, they will all have an annual sentence plan and that is planning for their time in custody in terms of what rehabilitative activities they mean to undertake to reduce their risk and also ready them for release, whenever that may be.

Similarly, with those cases that are in the community, we will allocate them an offender manager, who will assess their risk and manage that. We will put together a risk management plan and work with partners -

police colleagues, health colleagues or whoever it might be - in order to manage that risk in the community and reduce it where possible.

Steve O'Connell AM (Chairman): This is when the offenders are in the community?

Tajinder Matharu (Head of Performance and Quality, NPS, London): In the community.

Steve O'Connell AM (Chairman): That is what was interesting and the next question will be about that and I will bring the MPS in as well. How do you three groups work together to manage the offenders then, when in the community, and what sort of support is there around that? I will ask for all of your opinions on that as well. Commander, do you want to comment on the MPS's role in that relationship?

Commander Neil Jerome (MPS): Yes. There are three main ways in which we work with partners to reduce reoffending. The first is through our MAPPA arrangements, which are clearly set out as a statutory arrangement. The other is through our Youth Offending Teams, which again is a statutory arrangement. The last is through our Integrated Offender Management (IOM) teams, which is non-statutory and not laid down in legislation, but we do know through the evidence that by dealing with a small number of recidivist offenders - those individuals who are committing a higher number of offenders - we can reduce offending overall.

There are other areas that we work in with partners, for example, with some of our gang individuals to prevent them from reoffending, as well as domestic abuse perpetrators and particularly with regards to female offenders as well.

Helga Swidenbank (Director of Probation, London CRC): We work collaboratively with all the agencies in London at every level, at borough level and local council level all the way up to the pan-London level. As my colleague from the MPS described, we work through IOM and we work with safeguarding and so we have very strong relationships across London.

Steve O'Connell AM (Chairman): This is a transitional period. That is the actual word. It is Transforming Rehabilitation (TR). In 2014 a change was identified. Indeed, after April [2017], there are going to be further changes in the national piece and we have some questions about that later. There is a sense that there is a lot of change.

Helga Swidenbank (Director of Probation, London CRC): Yes.

Steve O'Connell AM (Chairman): The change probably means that there were issues and there are continuing issues. That suggests that there might be or have been some friction points where offenders may, between the different organisations, fall between the cracks. What are your comments around that? Has that been the case and, as three organisations, how do you address that?

Helga Swidenbank (Director of Probation, London CRC): From my perspective, it is probably important to note that the TR agenda was deliberately disruptive and, certainly at the time when the then Secretary of State [for Justice] was talking about the policy, he wanted to shake things up and generate an environment for innovation. That was the deliberate intent.

Those of us working in this field have worked very hard to try to retain frontline services consistently whilst managing the significant change plan and change programme that we are all working through. It has been a significant challenge being able to maintain relationships and retain our focus on the service users whilst still undergoing this structural change.

We are still in it. We are still embedding our operational model. We are still embedding our performance. We will talk about inspection later. We are not quite there yet. Certainly, from my perspective, it is going to take at least another 12 months before we get ourselves into a steady-state position and things feel a lot more stable. In the meantime, what is really important is that we maintain relationships across agencies and across sectors.

Steve O'Connell AM (Chairman): We have questions about the change in the United Kingdom network but, Tajinder, you are here also representing or speaking for NOMS. Did you want to comment on that?

Tajinder Matharu (Head of Performance and Quality, NPS, London): The NPS has had a different journey in terms of going from 35 probation trusts to being one national service. Our focus has been over the last couple of years to harmonise that service delivery nationally but recognising that there is still a need for some local autonomy. It is about trying to find a balance between that.

Our primary role, as the senior leadership team in London, has been to protect frontline staff from that activity as much as possible so that they can focus on service delivery, but there are real challenges there and some of that will have come out in the Her Majesty's Inspectorate of Prisons (HMIP) inspection. It is really about trying to refocus our energies.

Steve O'Connell AM (Chairman): Lastly from me, if I bring MOPAC and Samantha in, what role has MOPAC in checking and monitoring performance across the two partnership organisations? How does MOPAC intervene and control that?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): MOPAC does not have any formal operational or performance management role at the moment over the CRC. That contract is managed through the Ministry of Justice (MoJ). It is on a national level at the moment and I am sure we will come back to the devolution point later.

What I would say, though, is that we have a significant responsibility strategically around partnerships in London and, most importantly, around the delivery of the Police and Crime Plan. Currently, within the draft we are very clear that seeing a shift from the criminal justice system, which suffers in part from some of those elements of siloed working into a service for both offenders and victims, as a mayoral priority.

From my perspective, we have very productive relationships with each of the three organisations. We have a formal statutory role around victims and victims commissioning and of course there is alignment and linkage between what happens with offenders and what happens with victims in London. We are also jointly commissioning on programmes of work around prolific offenders and female offenders in London at the moment, which has been part of that pragmatic approach in terms of our commission. Predominantly, but not solely, working with the CRC has been what has underpinned getting to the point of a successful devolution discussion with central Government recently.

We do not have a formal performance management role as it is, but we do have agreement that we are starting to have performance meetings with the CRC and the MoJ as of next month to start to open up the contracts so that, from my perspective, I can understand how we support the CRC and the MPS in terms of that improvement and those plans around transition, which, as Helga [Swidenbank] said, are still ongoing since the beginning of TR.

Steve O'Connell AM (Chairman): The previous Deputy Mayor [for Policing and Crime] held MOPAC Challenges that Keith Prince AM and I attended. We have partnerships in the criminal justice system. There is aspiration. The Mayor's emerging Police and Crime Plan has some very ambitious comments and aims around that same subject and you heard that the Chancellor [of the Exchequer] made some very high-level agreements in the Concordat yesterday, which we are very keen to find more detail about.

My last point, really, is that the London Crime Reduction Board did establish, a while back, the London [Reducing] Reoffending Board, which was chaired by MOPAC.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Sure, yes.

Steve O'Connell AM (Chairman): According to my briefing, that has not met since 2015 and the London Crime Reduction Board does not seem to be meeting anymore. That seems rather --

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): The London Crime Reduction Board last met in November last year [2016]. I am sorry that I do not have the dates in front of me, but the next meeting is at the beginning of April [2017].

The London Reducing Reoffending Board all of my colleagues at the table attend. That meets quarterly and has met quarterly at every point in the last two years. At the moment, it is chaired by me. I would say that that is a very productive Board.

Steve O'Connell AM (Chairman): Good.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): I am not sure whether comments would be given from my colleagues, but my opinion is that we have got ourselves as a partnership in London to be able to support the challenges that have come from that transition. There are challenges both about how the contracts work and also about how broader partners in London support the work of the CRC and the MPS. It has been meeting every three months and will continue to do so.

Steve O'Connell AM (Chairman): It is alive and kicking but, according to whoever runs the MOPAC website, that revered and auspicious website, there is no detail whatsoever. The last set of minutes is from March 2015 and so all of this wonderful work you are doing goes unnoticed.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): OK. I will get that up. I apologise for that. I will pick that up.

Steve O'Connell AM (Chairman): It goes unnoticed by Londoners --

Caroline Pidgeon MBE AM: Which is transparency.

Steve O'Connell AM (Chairman): -- which is rather odd and again, as Caroline has pointed out, there are issues around transparency.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): That was a very helpful point.

Steve O'Connell AM (Chairman): Thank you very much.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): OK, I will pick that up.

Steve O'Connell AM (Chairman): We have some questions now around performance.

Len Duvall AM: Yes, let us turn to a question and, really, it is to the MPS people. Can I just begin with TR? Is it too early to judge how it is going? There have been some interim results. Is that true? How does it compare to other areas and what is the current thinking on the interim results that have been produced?

Helga Swidenbank (Director of Probation, London CRC): You are absolutely right that it is too early to call. Our contract tracks cohorts of offenders across a 12-month period with a six-month time lag and so we are judging people across an 18-month timeframe. The first full set of results will not be out until October of this year [2017] and we are awaiting those eagerly.

You are right to point out that there has been an interim report. It is heavily caveated in terms of the quality of data. In relation to where London sits on that report, it is pretty much mid-table. Durham is at the top end of that table in terms of reducing reoffending rates, Merseyside is at the bottom and we are pretty much mid-table.

Len Duvall AM: That is on the data, but in terms of the overall scheme and elements of it, is there an interim report about what is working well and what is not working well?

Helga Swidenbank (Director of Probation, London CRC): We would probably judge our performance based on NOMS published data around our service level measures. Those are currently being reviewed and being discussed by NOMS about what they are measuring. They are very much input-focused - for example, the length of time it takes to complete a sentence plan - rather than output-focused. It is difficult to tell from the service level measures that we submit monthly whether or not that is having an actual impact on reducing reoffending.

Shall I ask my NPS colleague to come in here?

Tajinder Matharu (Head of Performance and Quality, NPS, London): You are absolutely right that there are interim figures out, but they are heavily caveated. I could easily sit here and say, but one of the things we need to try to understand that I do not know right now is how the CRC and NPS cohorts should look and how to compare the two. We cannot compare the two anyway, but previous historic data will be for the whole Probation cohort and now it will be two different organisations. What should it look like? We do not know.

The London NPS region does look slightly better than other parts of the country and we have planted that seed, but I would not say that we can rely on that until we get some interim data in October [2017]. I have been in many meetings over the last couple of months talking about how this is going to be measured. It is a beast in itself with the reoffending stuff.

From what we do have, we know what the evidence is around reducing reoffending and recidivism and we know what the quality indicators are. It is those things that we can rely on. Not just from the HMIP; we do it ourselves in-house in terms of building quality and effective practice. The NPS is just about to establish an effective practice division, which shows our commitment to effective practice. Those things will give indicators.

Yes, absolutely, the bottom line will always be reducing reoffending, but it is way too early to tell right now.

Len Duvall AM: I suppose it is too early to tell to see if the Government's policy or vision for the Probation Service is being met at this stage. Will that come in October? When is it fair for someone like me to start looking at when the Government change the system to make a judgement? Should I be waiting for October or should I be waiting for a longer period of time?

Tajinder Matharu (Head of Performance and Quality, NPS, London): October will give us the 2015 cohort of offenders. That will give you an early indication of the impact TR did or did not have. However, again, it is heavily caveated. That is the first contract year. It is with all of the changes that you described earlier that the organisations are going through. It will be at least three years' worth of data that we would need to really ascertain what impact there has been, if any.

The other thing to say is that even with the current reoffending statistics that are published, they do show a reduction overall in general. It is not going up. It is not going significantly down, but it is there or thereabouts.

Len Duvall AM: With a reduction down to 2005/06 levels, it is pretty constant, is it not? It was going up slightly and it is now coming down. Do you think that that trend is going to be continuing, then? Are you expecting the next round of figures to continue to go down? You hope for it but are you telling me that it is going down and there is a trend there? It does look fairly consistent.

Tajinder Matharu (Head of Performance and Quality, NPS, London): "Hope for it" is perhaps the best way to describe it. What we would really want to see is a significant drop, but it is caveated with a number of things. We are not the sole individuals responsible for reoffending rates. The other thing to remember is that these statistics focus only on the cohort of community cases in terms of what is attributed to probation services. Licence cases and prison cases do not count.

There is a lot of work that needs to be done to understand this and we need to work together to understand it a lot better than we currently do.

Len Duvall AM: If I am going to make a judgement at this moment in time, is it work in progress or is it going fantastically well and we are on the right track?

Tajinder Matharu (Head of Performance and Quality, NPS, London): It is work in progress.

Helga Swidenbank (Director of Probation, London CRC): If I can, it is probably worth reflecting on the National Audit Office 2015 report, which talks about major transformation projects. It did an assessment of major transformation projects across Government and came up with a number of lessons learned. TR is probably one of the most complex and ambitious change programmes that any of us on this side of the table have ever lived through.

There were a number of warnings that were made. It said that this will take time. Three to four years is not an unrealistic amount of time to bed in new change.

It also talks about banking benefits too soon. To your point, a year is too soon. What is coming out is really interesting and we need to pull out the learning from the data that is coming out, but 12 months is too soon. From my perspective, with the level of organisational change that I am leading my organisation through, it will take at least three to four years before we start to see the real, genuine results.

What I would say is that contractually we are incentivised to reduce reoffending and so we are absolutely focused on what is working. We are really keen to pull out the lessons learned and to make sure that we operationalise those and feed that into day-to-day practice so that it is having an impact on reducing reoffending on the front line.

Len Duvall AM: Let us turn to the MPS. In terms of the reforms that were made, can you just outline what changes have been made in the way that you carry out your work? You did not specifically want to home in on NOMS but you mentioned the three areas from MAPPA to - the middle one I have lost and then you went on to the non-statutory --

Commander Neil Jerome (MPS): Youth Offending Teams.

Len Duvall AM: Youth Offending Teams. What changes has the MPS proposed in the way it works when responding to this change in the way probation has worked? Can you paint us a picture?

Commander Neil Jerome (MPS): Indeed. At the MAPPA level, it is dealing with those offenders who are at the highest risk of reoffending, be that through violence or sexual reoffending. There is a MAPPA co-ordinating office in London and the MPS plays a very key part in that. There are a number of subgroups and the MPS plays, again, a key part in those subgroups to look at how we manage those offenders and reduce their reoffending.

The Youth Offending Teams are an established process. There has been very little change in terms of how they operate.

The IOM is the one that is non-statutory. That operates across all of the London boroughs. There is always going to be local variation between each of those boroughs. What we are trying to do is to bring a consistency in terms of how we operate across those boroughs, but there is always a balance there between how we operate consistently across London whilst recognising that the crime profile in each borough is going to be different and the arrangements within each local authority area are going to be different as well.

We are trying to ensure that there is co-ordination and consistency across the MPS in terms of how we operate but also recognising that that is an alliance of different bodies and, moving forward - and we are still in those early stages - just ensuring there is that consistency so that, when we do measure the performance, it is a consistent performance across the MPS and we are able to deliver that consistency of service whilst balancing against that local difference.

Len Duvall AM: Can we just try to understand why this variation exists? What is it? Is it down to borough staffing and what is allocated or is it down to the crime profile? Tell us. Paint us a picture in terms of - no one wants to target boroughs - the difference between them. Is it an inner and outer thing? Is it suburban versus --

Commander Neil Jerome (MPS): No, it is not.

Len Duvall AM: Fine. Explain this variation, please.

Commander Neil Jerome (MPS): The factors that are at play are, firstly, for MAPPA and for the Youth Offending Teams, there is a clear statutory framework laid down and set out in terms of how they would operate, but there is not that for IOM. It is left to each area to determine how it is going to operate and there is not that statutory framework, firstly.

Secondly, there is an issue with staffing in terms of the consistency of staffing and the turnover of individuals who are working locally. Relationships are built upon that consistency and, with a higher turnover of staff, it clearly is a challenge.

Then there are the changes in terms of the local service provision. You will find that some local authorities will be commissioning services through the non-statutory sector and will be engaging with those different agencies to provide support services for offenders. Others will not be investing in terms of that provision.

We have a difference in terms of crime profile as well. There will be some boroughs that will be more focused on gang activity and there will be others that will be focused more on some of the high-volume prolific offending such as burglary and vehicle crime.

Len Duvall AM: This is the first time I have heard on this Committee - and I am a regular attender and I might have missed one or two - a police officer tell me about a non-statutory service, which I think is honest, in terms of saying, "This is how it is", but a service that has such an impact in terms of fighting crime. That goes back to one of the first issues. The reason why we deal with reoffending is prevention.

Is there a document you can point us to that is public - or, if not public, that we could have access to - that tells us what advice you are giving to boroughs about operating the IOM service? Is there something that says, "This is the advice. This is the toolkit. This is how you should do it if you want to do it"? The issue, again, from many years of listening to issues around Territorial Policing and the role in terms of the boroughs, is that even though it is a non-statutory service, there is an issue of consistency. It is not about whether you can or not; this has to be done. Is the MPS planning to say to the boroughs at some stage, "In some form or another, depending on the various [factors] that may exist here, you have to do the following around this type of service", whether it is a Christmas card to all the burglars to say, "Merry Christmas. We are watching you", as a minimum approach to being a bit more sophisticated? Was it Diamond that was one of the projects?

Caroline Pidgeon MBE AM: Yes, Diamond.

Len Duvall AM: It was targeting wards and clusters and actually making it a bit heavier at the other end of the spectrum. What is it that the MPS is doing here, to be honest?

Commander Neil Jerome (MPS): We do set out how each of the boroughs will operate from a MPS point of view in terms of how we expect our officers to go about discharging the reoffender management function locally. There is a range of tactics. Sending Christmas cards is one. There is not a menu of tactics that are laid out and, "In these circumstances, you use these". We allow officers to have their own professional discretion in how they deploy that. There is a consistency across the MPS in terms of how we expect each of our boroughs to operate.

The inconsistency is because you will find in some boroughs that they will have a particular focus on a particular crime type that will be different in a neighbouring borough. You would expect that. You will also find that there will be some boroughs that will be investing more in terms of the support that they will give and there will be others that will not.

There is a consistency across the MPS in terms of how we will operate internally and what we need to work through is how we encourage our partners to engage at that same level.

Len Duvall AM: Where is this thinking? Should there not be advice? In terms of training now and reduced numbers of assets that you have, should there not be advice to a Borough Commander and a senior management team saying, "This is the range of options you have. You should be considering these throughout the year to drive down this reoffending issue"?

I am surprised by that. I am not saying that it is a question of the leaders, but as a local government practitioner, we used to get all sorts of advice from the Audit Commission. I know that that is gone and they will have to flounder, but why is there not that advice and why is there not that toolkit or someone doing that and pushing from the centre about driving down reoffending rates?

Commander Neil Jerome (MPS): There is a range of what I would term 'standard tactics' that you would use in terms of those individuals: home visits, conducting surveillance operations on those individuals when the intelligence determines that, a whole range of different tactics that we would use. Those are well established.

You will also find that there will be tactics that are deemed to be more innovative and off the wall. The Christmas cards, when they were first introduced, were innovative and slightly off the wall. They are probably now a little bit more mainstream. You have to be careful about how you use that because there is only a very short shelf life to it.

In terms of allowing our officers to have that professional discretion with their professional knowledge around those tactics, it might be hotspot targeting or it might be surveillance operations. There will be a whole range. We do not have those written down in a manual for officers to use. We rely on their professional discretion, their professional knowledge and their training to implement whatever tactics they think are suitable for those particular individuals.

Len Duvall AM: You had a Her Majesty's Inspectorate of Constabulary (HMIC) report. It was the police effectiveness, efficiency and legitimacy (PEEL) report, which said about your inconsistency around that. Is there a time when there is an expectation that somehow that inconsistency is going to go, then? What is the thinking about that?

I am just going to read you what was said about your inconsistency and then you tell me whether there is something structural and that inconsistency is OK. The HMIP said, when it came in and saw you and looked at what you were doing:

"We found that the implementation of these changes was being left to individual boroughs without being coordinated from the centre. This has led to inconsistencies in both resourcing and in the criteria for offenders that should be managed."

Is that then what you are saying to us that there will always be an inconsistency and that, in some ways, we might want to celebrate that or we are not really going to be driving down the figures in the way that we want?

Commander Neil Jerome (MPS): There does need to be a greater degree of consistency across the boroughs in terms of how we operate and in terms of how we measure, but there will always be a balance in recognising the unique characteristics of each borough as well. What we do not want to do is to be in a position where we constrain with one size fits all. We need to have that local flexibility to reflect local crime, local priorities and what the public are telling us in terms of what is important to them, but at the same time ensuring that there is a consistency across London in terms of how we deliver that. That is what we need to

work on in terms of making sure that we have that consistency but that it does not constrain that local flexibility for local priorities.

Len Duvall AM: The Committee has also been working on the borough mergers issue, which we think poses a number of challenges to the MPS and almost 'inconsistency' could become the new mantra of the MPS in terms of some of those issues.

Are you involved in the very process of borough mergers and where does it fit into one of the many things that MPS has to achieve in that area or whatever we decide to call the new merged boroughs? Is this going to be an important issue and is this an opportunity to get more consistency in the MPS?

Commander Neil Jerome (MPS): I would agree with you. Yes, there is that opportunity and that --

Len Duvall AM: Yes, and are you grasping it?

Commander Neil Jerome (MPS): We are. I am linked in and my team is linked in to ensure that there is that consistency across each of the merged boroughs.

Len Duvall AM: All right. It would be very useful if you could provide some evidence to this Committee about that and the input you are having on some mergers.

Can I just ask a quick question to MOPAC? Where do you fit into this, then? What do you think of the inconsistency in the MPS and what are you saying about that in your conversations with the MPS?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): In terms of IOM programmes?

Len Duvall AM: Yes.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): There are two things, really. Firstly, just to support Neil's perspective, we have to have the flexibility. The fact that IOM is not a statutory requirement on any of the partners around the table at IOM meetings means, inevitably, that we will get inconsistency across the 32 boroughs. From MOPAC's perspective --

Len Duvall AM: Much as I am being very nice and reasonable in the way I am asking questions, I do not think I accept that. I have not heard, albeit you have exchanged with me, that there is an element that we should accept the inconsistency that we have at the moment and we should be working to reduce that.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): I do not disagree that we should be working to reduce it. There are two points, though. There is the point about the inconsistency of the tactical response to the offenders and then there is the point about the inconsistency of how the partners come together in each of the 32 boroughs and which partners are proactively - or not proactively - engaged in those arrangements. I do not disagree that we should be looking to reduce the inconsistency of both of those points.

Tactically, just to agree with Neil [Jerome], my experience is that, although it is not written down, there are very consistent elements of tactical intervention from the police around repeat offenders. The work between the NPS and the CRC and in the MPS is genuinely consistent, albeit there are a number of different tactics that might be used.

Where we need to look to drive down the inconsistency is about the prioritisation of reducing reoffending at a local borough level. That is one of the challenges that have come with TR. There is a connection directly between the previous set of questions about probation services and the changes that they have gone through and the IOM meetings locally. Because they are not required on a statutory footing in each of the boroughs, as safeguarding boards are or community safety partnership boards are, there is a choice there for local partners as to whether or not they come around the table to work together or not. In the main, my experience is that the majority of London partners in each of the boroughs do come together to bring their resources together and to think about how they reduce reoffending. That is different to - and an extension of - the tactical operational tools used by the MPS. We do need to look to drive down those inconsistencies and to promote IOM as a good way of working at a local level.

A lot of work has been done - just to go back to your previous question - and there is some documentation both from the Home Office, which in my personal view is out of date at the moment, and an operational guidance tool for London that was drafted about three years ago about what good practice looks like from an IOM perspective in a local borough. It is not so much about the tactical deployment from the MPS perspective, but how the meetings should run, who should be there, what we mean when we talk about 'pathways to reducing reoffending' and how local authorities contribute to that.

My view is that through the changes that have happened with the probation services, inevitably what has happened is that some of those non-statutory partnerships have suffered as a result of those changes because it is unprecedented in terms of the level of change. My view is that that is getting back on track a lot more now and the changes that have been put in place through the CRC's recent improvement plan have seen some of those local partnerships starting to come back together in a much stronger way.

We do need to reduce the inconsistencies and we also need to continue to support local authorities at the table and to be engaged in offering some of those pathways out of crime. From MOPAC's perspective, we fund out of the London Crime Prevention Fund (LCPF) a number of different IOM co-ordinators and commissioned services within different boroughs to support those programmes. Through the Police and Crime Plan, it will be one of the priorities to look at how we continue to work with London boroughs to provide that support.

Len Duvall AM: Am I right in thinking, then, as a priority, with MAPPA, you cannot afford to drop the ball --

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): No.

Len Duvall AM: -- and so you have to and it is statutory? On the issue of the Youth Offending Teams, there is going to be some very advanced work there about reoffending and targeting, probably more so than in any other area. This is a priority, then.

In that priority of offending, should a number-one target for some fresh thinking, maybe, be about those who cause violence? I would imagine that - a starter for ten - domestic violence reoffending can lead to murder unless there is a proactive, preventative approach. There may well be sophisticated partnerships at borough level and there will be some inconsistency about resourcing that from the non-policing element of those issues.

Burglary is a pretty horrific crime with the violation of someone's space and their possessions in some senses. I do not get a feeling that there is any target, even non-statutory, for trying to drive down and do the prevention in terms of making me safe and us safe. Where is that thinking coming from? If we have the MPS doing the day-to-day job, should that not be with MOPAC?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): We have been quite clear. Certainly, in the draft Police and Crime Plan at the moment, we have four priority cohorts that we have outlined within that plan.

One is prolific offenders, which is not exclusively but generally where repeat burglars, for example, would sit. It is that sort of grouping in a borough where you would think of repeat acquisitive crime. They are in within the prolific offenders and that is generally where that cohort would sit. We have been really clear that there are a very small number of offenders in London, compared to our overall offenders, who cause significant harm to communities and to victims. We are really clear that we want to continue to work with partners across London to focus resources and co-commission around that.

There are two perspectives on that. Firstly, we are currently invested in working with the London CRC on an enhanced programme of support around prolific offenders in eight boroughs in the northeast of London to trial different interventions to see if they make a difference and to think about how we support those local IOM arrangements.

Secondly, that focus on prolific offenders is underpinning some of the conversations we are having with the MoJ at the moment about how we target what are quite limited resources to have the biggest impact on victims and Londoners more generally in terms of reducing reoffending.

Among the other three priority areas, we have talked in the draft Police and Crime Plan about young offenders and also about young adults, those who transition from the youth estate into the adult estate, and the problems that that causes. Often it happens behind closed doors with that transition and so what the MPS receives out of the system is something different to what went in. There is a challenge about how we work around that.

The third is around female offenders. We are really clear that in terms of how we work with female offenders as a whole group, not just the prolific ones, we need to think differently about the solutions and the interventions to support a reduction in reoffending. We recently launched and have invested in work with the CRC around bespoke solutions to improving the quality of the casework and also interventions to support that.

We are quite clear that that cohort approach is really important because there are 40,000 offenders - I probably do not have the right number but a significant number of offenders - in London. We suffer from volume. We need to think about how we work together to target those cohorts on whom we know we can have the most significant impact.

Len Duvall AM: Thank you.

Sian Berry AM: It was a quick question to the MPS about the youth offending services. You said that they are statutory --

Commander Neil Jerome (MPS): They are.

Sian Berry AM: -- but are you seeing inconsistencies within boroughs and changes within boroughs when they are going above the statutory minimum? I have seen boroughs that, for example, cut back on the services they give to first-time offenders because of targeting their resources on people with more problems.

Commander Neil Jerome (MPS): There is a far greater degree of consistency with Youth Offending Teams. There is always going to be a variation from borough to borough but there is, largely, a consistent service delivery across the MPS in terms of those Youth Offending Teams.

Sian Berry AM: Are you seeing a general reduction of any kind as things are being cut back?

Commander Neil Jerome (MPS): It is difficult to say at this stage.

Sian Berry AM: OK. We will be monitoring that closely.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Sorry, Steve, [O'Connell AM, Chairman] if it is helpful, I would just say that in terms of the cuts from the Youth Justice Board (YJB) in the last three years, there have been significant cuts from national funding to youth offending services and so we will be seeing a reduction and we are seeing that reduction across London in terms of the those services.

Steve O'Connell AM (Chairman): Yes. All right. Anyway, the next set of questions is about the recent performance report around London CRC and the MPS, which was pretty damning, in fairness. We need to explore that.

Peter Whittle AM: As the Chairman said, it is about the report [*Quality and Impact Inspection: The Effectiveness of Probation Work in the North of London*] that came out in December [2016] by Dame Glenys Stacey [Her Majesty's Chief Inspector of Probation]. It stated that the probation situation was actually putting people "at risk". What is your view on that? What is your thought on the report generally?

Helga Swidenbank (Director of Probation, London CRC): I will start. Certainly, we acknowledge the report and we acknowledge many of the findings of the report. We have done an awful lot of work since the inspection took place, which happened in August last year [2016] and so we have had a number of months now to address our performance and to put performance plans in place.

Six themes emerged for us from that report, one of which was around the 'at risk' question, but they are all linked. For example, she was critical of the quality of the work that was taking place in London and she was critical of caseloads, of poor oversight, of service users not complying with their sentences, of our cohort, of our operating model and also of the relationship with the MPS.

What I would say is that London has a history of poor performance and so, whilst we absolutely take this seriously and are doing an incredible amount of work to put right the findings of the report, reports from 2009 onwards have been critical about the provision of probation services in London and so this is part of a history --

Peter Whittle AM: We should not really derive any comfort from that, should we?

Helga Swidenbank (Director of Probation, London CRC): No, not at all. The point is that London has a legacy of poor performance. It is an incredibly complex environment to work in. The report also talks about the work of probation services being unrelenting; 17% of probation delivery happens in London.

I just wanted to put it into that context, but that is not me making an excuses. We have an awful lot of work in London CRC to put right the findings of Dame Glenys.

Peter Whittle AM: The thing is that when the report says you are putting people “at risk”, it is about as damning as you can get --

Helga Swidenbank (Director of Probation, London CRC): Yes.

Peter Whittle AM: -- considering that that is your very point.

Helga Swidenbank (Director of Probation, London CRC): Yes. I can talk you through some of the activity that we have put in place to address some of those concerns.

In terms of the quality of work, we have undertaken a considerable amount of work with our staff team. We have gone through a performance management approach to the staff team and have put training in place to uplift standards.

One of the other contributing factors to the concerns raised was around caseloads. She reflected that there were some very high caseloads in London. We now have an average caseload of 55, which is making our offender managers’ work much more manageable and they are able to meet and manage their service users in a way that they probably were not able to do in August of last year.

In terms of poor oversight, I have done some significant restructuring within my senior management team and we also have enhanced management information. We are now tracking absolutely everything that comes through London CRC, including service user compliance. We now know exactly the status of each of the 30,000 cases that we sit on and we know where they are and who they are being seen by. We are able to flag when there are concerns.

We have done some work looking at our operating model. We had implemented at the beginning of last year a cohort model based on criminogenic needs. We had five cohorts within London probation. We moved away from an area-based structure to clustering our service users into a women’s cohort, young adult males, a mental health cohort and so on.

Peter Whittle AM: Sorry. That is very interesting, but could I just say again and really emphasise this point? The report found a “simple” and unacceptable “lack of management attention” to whether offenders turned up to appointments and whether their offending behaviour was being challenged. This is right at the very heart of it.

Maybe I could ask you, Tajinder, what you made of the report. It is all very well to start mending your ways now, but this is extraordinary. This is dire.

Tajinder Matharu (Head of Performance and Quality, NPS, London): In terms of the MPS and what the Inspectorate found, I have my notes here from the day we met before it was published. They described it as “mixed” and we accept that it is mixed. Most of the public protection work we undertook was found to be sufficient, but I am not for a minute saying that there is not too much of it, which is how they described it. There is still too much that is not up to standard. We completely accept that.

You are absolutely right that we can put things in place retrospectively and that narrative paints a picture, but I would get into the detail of it. We spoke about MAPPA earlier. There were six MAPPA cases in the sample and there were only 21 cases in the sample from the MPS. It is important to have that context. Five of those six MAPPA arrangements were found to be sufficient or better. What they did point out was some confusion between MAPPA and IOM and the statutory versus non-statutory and how we manage that.

It is important for us and our staff on the front line to build on those positives going forward and not focus just on those. There is good work out there and there always has been. It is how we build on that good work as opposed to just focusing on what the negatives might be. However, you are absolutely right that there is too much work and the --

Peter Whittle AM: It is a total failure, is it not?

Tajinder Matharu (Head of Performance and Quality, NPS, London): I would not accept that it is a total failure because, when you look into the detail, there is some good work in there.

Peter Whittle AM: Sorry, Helga, Tajinder, for your bodies, as it were, what is the interface like? How do you work together, particularly in addressing all of these myriad problems? How does that work?

Helga Swidenbank (Director of Probation, London CRC): We have formal meetings where we interface, which are set out in our contract, and we have shared obligations to meet both at a very senior level and going down the organisation. What supports that is growing informal relationships. I have a very strong informal relationship with the Deputy Director at the MPS responsible for London and I meet with her regularly and members of my senior team meet with their counterparts. That is supported by a number of activities that we are sharing, for example, sharing training, sharing conversations and processes around performance management. We are attempting to work together to ensure that we are supporting the delivery of probation services in London.

Linda Neimantas (Head of Quality and Performance, London CRC): If I can just add, Tajinder [Matharu] and I work very closely because we are counterparts in our two organisations and that is working really well.

Tajinder Matharu (Head of Performance and Quality, NPS, London): Absolutely.

Linda Neimantas (Head of Quality and Performance, London CRC): Together, we are addressing a number of the key interfaces. For example, we have just run training, which was for CRC staff but we had a member of the MPS come and deliver some of that training, which was incredibly helpful. That is the kind of manner in which we want to continue working this year.

Peter Whittle AM: Do either of you think that it would be much more effective to have just one body doing this? Are there too many cooks, as it were, spoiling the broth for it to be so bad?

Helga Swidenbank (Director of Probation, London CRC): It might make things more simple. However, I am very excited about what TR allows us to do. Our mission is to reduce reoffending in London and removing the shackles of government and having a contract allows us to be much more flexible and allows us to think slightly differently. I am excited about the future.

At the moment, it is just incredibly complex and it has been a highly complicated change programme that we are all weaving our way through. We are trying really hard not to impact on the lives of service users and to carry on that really important work while we get ourselves organised and allow ourselves to be able to do the really exciting and innovate reducing reoffending work that we know we have the potential to do. At the moment, we are working through the complexity.

Peter Whittle AM: You did go through, did you not, some of the things you are trying to do?

Helga Swidenbank (Director of Probation, London CRC): Yes.

Peter Whittle AM: Can you just pinpoint the chief ones that you would say? Without going through the bullet points, what are the main things you are trying to do to change this situation?

Helga Swidenbank (Director of Probation, London CRC): To address your particular point about risk - and I am going to ask Linda, too, who has been leading on this - there are two areas. One is management information and how we are offering oversights and then what we are doing around uplifting our staff skillset. I will ask Linda to pick up on this because she is leading it.

Linda Neimantas (Head of Quality and Performance, London CRC): In terms of management information, we have a far more robust process in place now in terms of how we manage service users coming into the office every week, how often they are reporting and making sure that they have a plan in place. We have to report back to NOMS, which manages our contract. We have far more robust processes than we did before and we are continuing to enhance those.

As well, last year - and this started before the HMIP report as well because we recognised that we had a challenge with our performance - we made a significant investment in our staff. For all of our offender managers in the organisation, we went through a performance and talent management process. We looked at where they were all performing. All of those staff who were not performing to the right standard have all been through significant and extensive training to make sure that they are very clear about the foundations of the job and know what the standards are. That is something that we are very proud of, in fact, in terms of the training that we have been delivering.

Peter Whittle AM: Could I just ask Samantha what you think about this? In your discussions with the MoJ, how do you think these terrible shortcomings - not just shortcomings but basic failures - can be overcome in London?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): It is important for us to say that there were a number of different conversations before Christmas [2016] between the Mayor and the Deputy Mayor [for Policing and Crime] and Ministers, which were very positive, and some really honest and quite transparent information was provided from the CRC and the MoJ about the what the issues were, about those 40 cases that were looked at as part of the HMIP report and about what the improvement plan looks like following that.

I do not want to reiterate what Helga [Swidenbank] has said. There is a challenge but, to me, the challenges are separate. One at the moment is around the operational performance of probation services in London, which is about both the CRC and the MPS, how they have responded to the significant change programme over the last two years and how that has impacted on their service users. That is what has come through from the HMIP report. Secondly, what sits alongside that is whether we have the right arrangements for London in place - which is a different question - to ensure that London is getting the most value out of, for example, the CRC contract and whether the way the contract is commissioned and managed is in the best interest of London and London's needs. For me, those two questions are different. We have been quite clear in not aligning the two things.

The outcomes of the HMIP, from my perspective, demonstrate two organisations that have struggled to respond to the change programme through TR. It was immense. It happened very quickly. What we are seeing is an impact on service users as a result of that. From this office's perspective, the Deputy Mayor [for Policing and Crime] and the Mayor are content that they have had the improvement plan explained to them in

a way that makes sense and they are content that the CRC and the MPS are working together to put those improvements and immediately required changes in place.

Alongside that is a different question, which is Helga's point about how there is a legacy of poor performance around probation services in London and whether or not the current arrangements through TR and the way the contracts are managed sits in the best place to ensure that London gets what it needs.

One of the things that you as a Committee have asked lots of questions about this morning is how these three organisations work together to manage those offenders in London. There is a big opportunity through the Mayor's office, which currently has formal oversight with the MPS, to think about what that should look like for CRC probation services in London and how these two organisations could be more integrated and managed and commissioned in a different way. That is not going to happen from a national perspective just because it is too difficult to do. It is not because the MoJ does or does not want to do it. It is just too difficult to do that from a national perspective.

From my point of view, the HMIP report was telling and it was clear, I think for all of us, probably not that surprisingly, in terms of the impact that the TR changes and - let us be honest - financial cost saving exercises have had on provision over the last two years. However, from this office's perspective, we are content with the improvement plan that has been put in place.

The CRC ran two days of partnership work with senior strategic partners in London at the end of January [2017] with chief executives. We were really pleased with the view and the support that came from the London boroughs following the conversations.

The right actions are now in place. The challenge is a bigger one, though, which is that we need to think about how London is going to help manage and help to improve those services in the longer term around reoffending, as opposed to what are largely just case-based issues of performance that have come through the HMIP report.

Peter Whittle AM: Thank you very much.

Steve O'Connell AM (Chairman): We now have some questions, really, about caseload pressures and also some thoughts about devolution.

Caroline Pidgeon MBE AM: Just before that, I wanted to pick up. Helga, I was listening very carefully to what you were saying and I accept that it must have been very difficult with this change in structure and so on. I used to work in the National Health Service (NHS) and I have lived through several reorganisations and I know the impact that that would have on staff morale. However, you said you only "acknowledge" many of the recommendations in the report and so do you not agree with the report?

Helga Swidenbank (Director of Probation, London CRC): We agree with the findings of the report. The point we made at the time was that it looked at 40 cases and so it was 0.1% of our caseload and it was in an area where we knew we had significant performance problems. That is --

Caroline Pidgeon MBE AM: You do not think that it fully reflected the service but it did reflect the area it looked at?

Helga Swidenbank (Director of Probation, London CRC): It absolutely reflected the area it looked at and what it allowed us to do is to draw out themes and take a look at what was happening across the rest of London and, as Linda [Neimantas] has just described, talk to the entire organisation about upskilling.

Caroline Pidgeon MBE AM: Has staff morale been an issue when going through all of this change?

Helga Swidenbank (Director of Probation, London CRC): Staff morale has been really buffeted not just by the inspection report but through the whole TR process. I am relatively new to probation. I joined London CRC in November 2015 and I arrived at a time when staff were grieving the split between the MPS and the CRC. They have been through an awful lot. Part of our job as a senior team is to say, "We have a change plan in place. We are really optimistic about the future. These are the things we are doing to try to fix it". Yes, staff have been pretty buffeted over the last few years with TR and the consequences of it.

Caroline Pidgeon MBE AM: Thank you. I want to talk about caseloads. The December [2016] inspection highlighted that individual probation officer caseloads ranged from 50 to 100 cases and some senior officers were overseeing more than 900 cases, which was unsustainable. You have said that now, two months on, your average caseload is 55. That still means that some people have much higher caseloads than perhaps they should have.

Helga Swidenbank (Director of Probation, London CRC): The inspection took place in August [2016]. As soon as we had that informal feedback from the Inspectorate, we took action around that. We were cognisant of the caseload differentiation prior to that, but we have been working on this since August.

Caroline Pidgeon MBE AM: How are you reducing the caseloads? Are you recruiting more? You had a 20% vacancy rate.

Helga Swidenbank (Director of Probation, London CRC): Yes. We have done recruitment and, also, our operational remodelling. I will start with recruitment. We have done a significant recruitment exercise both looking externally and talking to our agency staff about converting into permanent staff. That is ongoing and we are very confident about the outcomes of that. We did some recruitment last week and had some really good-quality people, which we are delighted about.

We have also looked at the operational model. The operational model that we had implemented at the beginning of January 2016 did not help caseloads and we had a significant disparity. We had some of our offender managers who were managing caseloads of approximately 20 and others had in the hundreds. We have changed the way we move business around, which has allowed us to spread that caseload more evenly. We do now have an average of approximately 55. There are some slightly higher but they are not significantly higher.

Things are feeling much more comfortable. I visit an office a week and what I have been hearing over the last month or two is that people are feeling much more comfortable with their caseloads and much more confident about how they are working with their service users and thereby mitigating some of the risks that were highlighted earlier.

Caroline Pidgeon MBE AM: What would an ideal best-practice caseload be? Would 40 cases really be more appropriate or are you saying that 55 is absolutely manageable? It sounds like a huge amount to me.

Helga Swidenbank (Director of Probation, London CRC): Yes. Our view is that 55 is manageable. Remember that we are working with low to medium cases, some of whom are still in custody. Our people have mixed caseloads. Linda, did you want to --

Linda Neimantas (Head of Quality and Performance, London CRC): Yes, indeed. Fifty five is absolutely manageable and remember that most work takes place in a case in the first three months of an order. That is where the work needs to focus. If you are an offender manager with a caseload of 55, it would be spread across the timeframe and so you would have some cases that are coming up to expiry. Those 55 cases are not all within the first three months of the order. It is very much manageable.

We are very robust with our management information as well and so we are constantly monitoring caseloads and all of our area managers and senior probation officers are held to account in terms of caseloads. It is something that we are robustly managing.

Caroline Pidgeon MBE AM: Can I just ask from Tajinder's point of view what the average caseload is? You have the more serious offenders, do you not?

Tajinder Matharu (Head of Performance and Quality, NPS, London): Yes, and it does vary a little bit. We introduced in autumn last year [2016] a seven-tier system. Each tier of case, depending on the characteristics of the caseload, attracts a weighting and that is how it is worked out. If an average probation officer was working fulltime, they would have about 35 or 40 cases tops, but you have to remember that a lot of that is in prisons and —very few in custody. It will vary between officers.

Caroline Pidgeon MBE AM: All right. It was just helpful to get that comparison. In terms of supervision, it is really important with these cases and I know you have talked about how you have brought in enhanced management tracking and everything and it is flagging. However, in the supervision of those officers and helping them when they perhaps come to an obstacle with a particular offender, what is the ratio there in terms of cases and supervisors to those staff?

Linda Neimantas (Head of Quality and Performance, London CRC): The average of senior probation officers to offender managers is between 10 and 12 fulltime equivalent members of staff. For each senior probation officer, the expectation is that they are supervising each of their offender managers once a month so that they can go through their caseloads and make sure that the foundations of the work that needs to be done are being completed. Again, that is something that is a manageable and is a key part of the Senior Probation Officer's job.

Caroline Pidgeon MBE AM: That is seen as a manageable workload as well and caseload?

Linda Neimantas (Head of Quality and Performance, London CRC): Yes.

Caroline Pidgeon MBE AM: OK. The National Audit Office report talked about there being a significant gap between estimated caseloads that the CRCs used to cost up their bids and the actual volumes they are working with. Another one had cut frontline employee numbers in line with its work volumes. I know that London is different, but do you think that the contracts are sustainable due to this gap in predicted and actual caseload volumes?

Helga Swidenbank (Director of Probation, London CRC): This is a very live debate that is currently being considered by the Probation System Review (PSR). The MoJ is conducting a very extensive review across the

country into this very question about volumes and associated revenue. We are contributing to that and we are waiting anxiously for the outcome to see what the MoJ will come up with in terms of a resolution.

Caroline Pidgeon MBE AM: Is it an issue for you in London?

Helga Swidenbank (Director of Probation, London CRC): We have a very positive relationship with NOMS and it is very aware of our organisational challenges and accepts the legacy issues. The conversations we are having at the moment are about holding our revenue at a steady state until the outcome of the PSR is announced.

Caroline Pidgeon MBE AM: Is the revenue enough to cover the workload that you have?

Helga Swidenbank (Director of Probation, London CRC): At the moment, we are OK.

Caroline Pidgeon MBE AM: Are you different to other regions, as it were?

Helga Swidenbank (Director of Probation, London CRC): My hesitation is because a lot of this is a commercial conversation and it is very much in the mix with the PRS. At the moment, we are OK and we are working very hard with NOMS to focus on operational delivery.

Caroline Pidgeon MBE AM: OK. Is there an impact from this issue of funding - and obviously you are discussing that up the line - on probation officers and on offenders in terms of what you are able to deliver and provide?

Helga Swidenbank (Director of Probation, London CRC): If we do not get a favourable outcome from the PRS, yes, it will have an impact on the number of staff we will be able to employ to provide services. If we do not get a favourable outcome, it will bring lots of things into question.

Caroline Pidgeon MBE AM: It is really quite worrying, is it not, that you cannot afford to run the contract to provide the service you need for the volume of offenders.

Helga Swidenbank (Director of Probation, London CRC): We are making very robust representations to NOMS and the MoJ about what we think we need to deliver good-quality services to London.

Caroline Pidgeon MBE AM: All right. I am going to move on to something else and take you out of the hot seat.

Let us talk about devolution. If I can ask Samantha, what does it actually look like? We talk about devolution all the time, particularly politicians. We love talking about it. What does a devolved criminal justice service actually look like for London? What would it mean for reoffending rates? What would it mean for Londoners, as it were?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Let me write the reoffending bit down because I will forget that when I have finished talking about what it actually means.

Thank you. That was a really helpful question. You are right as well that there have been lots of conversations about devolution for a long time and that devolution will help to fix things, will improve performance and will help do away with a lot of the challenges that we have just talked about in terms of offending and contracts.

In the last four to six months we have been having really good conversations with the MoJ about what criminal justice devolution should or could mean for London. From our perspective, the key priority has been that it does not stop things, if that makes sense. We have in place, in my view, quite pragmatic and appropriate joint commissioning arrangements at the moment with the CRC and I want that spirit of pragmatism and addressing the problems to continue and not to be halted by a programme of developing a memorandum of understanding (MoU) that takes a long time.

For London, what does criminal justice devolution mean? It means two things, really. Firstly - and we have different language around this and so a lot of the conversations will be about language - it means agreeing a set of joined or aligned priorities. From my perspective, that means what our co-commissioning priorities are over the next three to five years in terms of criminal justice for London.

From the Mayor's office, we have agreed that we think the priorities for London are around lots of the issues that we have talked about today. We are very focused on youth justice for the reasons that have been flagged. Resources are reducing. There are challenges around how the national is able to work with London boroughs in that respect. We would like to bring a stronger partnership together around London for that to jointly invest.

Secondly, we are very committed to female offending. The evidence, which is obviously a key component of the MoJ's ask, is clear around female offending in terms of the fact that more spend time in prison on shorter sentences than they should and generally behave better than males in terms of reducing reoffending and compliance. Therefore, we should do something better in London.

Thirdly, it is around prolific offending. Linked to the conversation around prolific offending is what we could be doing differently to keep some of these individuals out of prison for longer periods of time to be able to do rehabilitation work with them. We have started some interesting work around tagging as an extension of the work we have been doing around sobriety. We see that use, challenge and testing around tagging as being an important joint piece of work between us and the MoJ.

Fourthly, in terms of co-commissioning, it is looking at the transition points, like the point around young adults, and whether or not the way that young adults are treated and supported through the system makes sense.

They are the four areas where we want to joint work. That is not about saying that we want immediately budgets devolved or responsibilities devolved, but we do want commitment around joint work, joint outcomes and joint ambitions so that we can do aligned programmes of work in those areas.

The second part of what devolution means to us is where we think the devolvement of services and budgets makes sense in terms of improvements in either performance or quality of services. There are two key areas. One is around what we have talked about, which is the CRC contract. Our ask at the moment is thinking much more about how we work with the MoJ, not saying, "Let us lift and shift the contract management and the budget", but saying, "Let us get some better joint arrangement between national contract management and regional commissioning and contract management", so that we can help to address some of the very pertinent issues you have raised about funding and what might come out of the PSR.

Secondly, we are clear that we should be seeking better solutions for victims out of the criminal justice devolution arrangement for London and that we have in our gift services that are delivered through the MPS and statutory services that are commissioned through us with the current funding from the MoJ. We would like to be able to expand that so that we have a service for victims going into court and have a direct

responsibility for ensuring that pathway and consistency of care, as opposed to what we have at the moment, which are bump points, quite frankly, for victims, who have to repeat their stories or receive different forms of support along the way.

Caroline Pidgeon MBE AM: OK. I want to pick up on that. Really, it is more soft joint working or whatever. You are not asking for the budgets to be devolved and the management of contracts. You are just wanting a better way of jointly doing things?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): It is a combination of those two things. In the first four areas that I talked about, we are asking for integration and joint commissioning commitments from the MoJ. In the latter two around the CRC contract, we await what happens from the PSR because that is important in terms of understanding those questions about funding. In terms of victims and the victim court service, we are quite clear that we think a devolvement of that service to London makes sense and, for victims in London, it makes sense.

Caroline Pidgeon MBE AM: OK, but you have been looking - and I cannot find it but I read in here somewhere the exact time - at devolution for quite a few years, and yet we had the announcement yesterday in the Budget and all it talks about is:

“We will work together to develop a shared view of the benefits and ... identify the criminal justice services that can best be delivered locally ...”

It feels like that is what you have been doing for several years. Are you disappointed with what came out yesterday or do you think that within a few months you are going to have something firmed up?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): I am not disappointed. It is a commitment. What I am particularly pleased about is that in the same statement it says:

“A MoU will be agreed by June 2017 to support the process for collaborative working.”

From my perspective, it is that MoU that is really important because that is where the detail will sit in terms of how we will work together, what resources will look like and mean, what areas will be directly devolved and what will be part of collaborative working.

Caroline Pidgeon MBE AM: Do you expect that by June in that memorandum - you will have real devolution of budgets and services?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): We will have clear agreements and timeframes. What we will not be able to do and what it would not make sense to say is that at the beginning of the financial year we are going to see budgets devolved, but what we will have by June is a clear timeframe of what those agreements are, which I am personally quite excited about. It is a good shift forward.

Also, we are now in a position to make sure that the work we have done in the last two to three years, working jointly together in London to do all that we can without devolution, has really been shown to be impactful.

The other thing I would say is that we talk a lot about Manchester and Manchester's successes, but Manchester started at this point and quite significant work has happened and contracts have been devolved from this as a starting point.

Caroline Pidgeon MBE AM: How is this going to look in terms of reoffending rates? What impact is devolution going to have?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): That is a good question. Those performance indicators will be some of the key things that will have to be looked at as part of signing off that MoU in June.

From my perspective, the focus and concentration on cohorts is really important to us. What I am not going to say is that a devolution deal for London will mean that reoffending rates will drop by 20%. That is not realistic in terms of the challenges we have around current services, the budgetary challenges we have and the sheer volume we have in London. We are confident, as are our partnerships in London, that if we focus on specific areas and target and work better together, we can deliver better outcomes. It is about thinking again about female offenders and prolific offenders. We want to see successes in those areas linked to a reduction in reoffending.

I would also like to make the point, though, that from our perspective it is also about the victims. We are really interested in how we improve the quality of services and what victims in London are telling us as a result of any changes to services, too. It would be a combination of those two things.

Caroline Pidgeon MBE AM: Then, to the rest of the guests, do you support the idea of devolving some powers and responsibilities for criminal justice to City Hall? Do you have any concerns about it or do you see that there will be benefits? I will start with the Commander.

Commander Neil Jerome (MPS): Yes, it is supported by us. One size does not fit all, simply put, across the nation. London is complex and it has some unique issues, clearly. Being able to have flexible, fleet-of-foot arrangements in place that allow us to focus on what is occurring here will give the local autonomy to those organisations to work through what is best for London as opposed to trying to make it fit to a national footprint.

Helga Swidenbank (Director of Probation, London CRC): We have a contract with NOMS. It is our primary client and so that is where we currently sit. Certainly, I enjoy a very good relationship with MOPAC and we see that there is an absolute advantage to working in a London-centric way.

Tajinder Matharu (Head of Performance and Quality, NPS, London): We operate to a service level agreement with NOMS as well, but most of what we do is within a statutory framework. In terms of the London picture, if devolution would help provide a better service to service users and victims, then, absolutely, we support it.

Caroline Pidgeon MBE AM: Thank you very much.

Steve O'Connell AM (Chairman): It is interesting, the conversation about devolution. I share Caroline's concerns. We have been talking about devolution for some years under the previous administration. The announcement yesterday is to be welcomed, but it was very high-level and we will be very interested in the June 2017 memorandum, which will by then be in the second year of this Mayor's term, and his Police and Crime Plan.

Anyway, moving on to support for short-term prisoners, there is clearly an issue around there. Nearly 60% of offenders reoffend within 12 months. Keith, you have one or two questions around this subject, I believe.

Keith Prince AM: I have indeed, yes. First of all, I would like to talk about the work that NOMS has done to increase its understanding of short-term prisoners. There seems to be a number of issues and certainly in London an undesirable cycle of a short-term sentence, a release, not working well with the probation services, a recall, another short sentence and another release. A recent report said, "The release and recall is a poor outcome for offenders".

I just wondered what NOMS has done to increase its understanding of how short-term prisoners are responding to supervision. Would anyone like to have a pitch at that?

Tajinder Matharu (Head of Performance and Quality, NPS, London): What has NOMS done to understand short-term prisoners?

Keith Prince AM: Yes. What work has NOMS done to increase its understanding of how short-term prisoners are responding to supervision? It seems that the outcomes are not very good at the moment.

Tajinder Matharu (Head of Performance and Quality, NPS, London): The legislation, the Offender Rehabilitation Act (ORA), was introduced and that brought that cohort of offenders into supervision and so they all received 12 months of supervision post-release. However, you are absolutely right that some of what we see is that revolving door syndrome manifesting itself in a slightly different way. They are on the books now and previously they were not being supervised. One of the challenges is to try to understand the difference between a licence period and the post-sentence supervision period, what can and cannot be done in that period, what is commensurate with their offending, their behaviour and what is legal, even. The work we are doing from an NPS point of view is to understand our cohort of offenders - and we do have a small cohort of offenders in that bracket - to try to understand their needs better.

We are looking actively at alternatives to recall where appropriate. We have introduced, for example - London was one of the pilot areas but it has now been introduced nationally - the ability to vary licence conditions locally. Previously we had to go to prison governors to do that in a bit more of a bureaucratic process. We can now do that locally and local heads of clusters and senior managers can do that locally. We are exploring different ways to try to address the recall issue. I do not mean to make it smaller than it is, but it is one cohort of offenders amongst everybody else. We will do the same with everybody and try to understand what their needs are and how we can work with them better, but the recall issue we are definitely are addressing.

Keith Prince AM: You are changing processes, but really the question was about what you are doing to understand how prisoners are responding. Are you looking at the psyche? Are you looking at why you have this continuous revolving door, as you quite well put it? Yes, we can try different things, but often it is trying to get inside the psyche of the people that makes the difference, does it not? What are you doing on that?

Tajinder Matharu (Head of Performance and Quality, NPS, London): The evidence base is quite strong in terms of reducing recidivism and reoffending. We are talking about a specific cohort of offenders. In response to HMIP, as one of the responses in the NPS, we have rolled out a performance and quality action plan with quality development officers who will do some quality assurance work. One of the things they will do, amongst many others, is try to understand our cohort of offenders better and exactly the issue that you refer to.

It is still early. We do not have the evidence right now in terms of this cohort of offenders, whether their needs or whether the reasons for them reoffending or this revolving door is different to anybody else. I suspect there are probably subtle differences, but I do not know what they are right now. Is it about availability of services

in the community? It may be. The resettlement piece and that Through the Gate piece in terms of how we work with them in custody is an important factor as well. There are a number of things, but again it comes back to us working together, especially with the Through the Gate piece, to really understand what those needs are.

It is a work in progress. We do not have the evidence right now to say, "This is what we have done and this is what we have found", but it is a very good point that you make.

Keith Prince AM: Has anyone else done any work on this at all?

Helga Swidenbank (Director of Probation, London CRC): I am very happy to speak to the principles of Through the Gate, which we are contracted to deliver. TR introduced the concept of Through the Gate, although, having said that, a number of governors were very clear prior to TR that in that high-risk period of somebody leaving custody in the first 24 or 48 hours post-release, they are very vulnerable and so any motivation for change they may have had can disappear within those first 48 hours. What the CRC is contracted to do is to work with people when they come into custody at the very beginning to help assess needs and work with them in their last 12 weeks prior to discharge.

Keith Prince AM: The next question is going to be about giving an example of effective Through the Gate provision and what it looks in London and so you might as well roll that into what you are saying now.

Helga Swidenbank (Director of Probation, London CRC): We work with them in the last 12 weeks prior to discharge and then put them in touch with and attempt to try to get the Offender Manager whom they will be working with in the community to start building that relationship with them prior to release, the aim being a continuity of relationship that helps to bridge that vulnerable few days post-release. When that works well - and it is still a very early service that has been in place for approximately a year - we deliver that in two different ways across London. We deliver it through self-delivery in the women's estate and we deliver it through our supply chain in the male estate. We have some very strong --

Keith Prince AM: Sorry, I do not understand a word of that. I am a bit simple and so, if you could just explain that, you said one was self-delivery and the other one was something else.

Helga Swidenbank (Director of Probation, London CRC): We employ our London CRC staff across the female estate for three prisons just outside London and they deliver the Through the Gate services. What that means in reality is that they meet with people who are about to go out on release and talk to them about things like education, training and housing and they do what they can to signpost them, resolve any issues they might have around tenancies and that kind of thing. Then we work with third-sector partners in the male estate. The third-sector partners we work with include Penrose, Catch22 and Novus.

Keith Prince AM: Subcontractors?

Helga Swidenbank (Director of Probation, London CRC): We subcontract those services. There are some examples of very good services. Catch22, for example, in [HM Prison] Feltham worked very well with the young men coming out of Feltham.

Keith Prince AM: Are you saying that some of them are not very good?

Helga Swidenbank (Director of Probation, London CRC): Varying quality, but you asked me for an example of good practice and I probably would pinpoint Catch22 in Feltham. It is very well established and it

has very good relationships with the young people there. Building those relationships prior to release and going into the community has been something it has been able to do very positively.

Keith Prince AM: That still does not really answer the question about understanding but, anyway. The Chief Inspector's probation report says that "services were poor and there was little to commend", but the mitigation there was, as you talked about, education and accessing services. You are not really in direct control of a lot of the education and housing and so what are you doing to build bridges with these partners in housing, education and employment? Clearly, as you said, people are very vulnerable for the first 48 hours if they do not have a home to go to - I would feel quite vulnerable myself - and also if they cannot access education or cannot access employment. What do you do prior to their release in order to facilitate that so that they do not just walk out into a very hostile environment?

Helga Swidenbank (Director of Probation, London CRC): Using housing as an example, we subcontract to St Mungo's, which is a housing charity. St Mungo's workers work in the prisons we provide services to and are able to offer specialist housing advice. What we do not have is housing stock to be able to give to people on release and so we are absolutely reliant on working with other voluntary sectors and with the local councils to try to either secure tenancies or find accommodation for our people when they are coming out of custody.

Keith Prince AM: What happens if you cannot and how often is it that you cannot?

Helga Swidenbank (Director of Probation, London CRC): We have a service level target and we are asked to find 90% of our service users accommodation that lasts at least three months. Our average across all of the London estate is about 80% at the moment and so there are a number of people who are coming out without accommodation. Our target is to find settled accommodation for people coming out of custody for a three-month period.

Keith Prince AM: You find them accommodation as they come out for a minimum of three months?

Helga Swidenbank (Director of Probation, London CRC): Yes. At the moment across London, our average is around 80% and so there are some areas where it is harder to find and some cohorts for whom it is harder to find accommodation for people and others where it is more straightforward. It is a huge challenge and it is a challenge that is not unique to service users across London.

Keith Prince AM: What you are saying is that 20% of people fall through that net?

Helga Swidenbank (Director of Probation, London CRC): Yes.

Keith Prince AM: In comparison to the 80% whom you find a home or accommodation for and the 20% whom you do not find accommodation for, what are the comparative reoffending rates for those two cohorts?

Helga Swidenbank (Director of Probation, London CRC): I do not have specific data on that, but what I do know is that accommodation is an absolutely critical part of helping to address someone's offending behaviour. You made the point yourself that if you were coming out of custody without anywhere to live, you would feel incredibly vulnerable. We understand that that is a really important part of trying to stop offending.

Keith Prince AM: Are you dealing with the MPS or MOPAC together? What, jointly, are you doing to mitigate that situation?

Helga Swidenbank (Director of Probation, London CRC): We have conversations on a local level and so our local officers and our local relationships are talking to local councils. On a pan-London level I am having conversations with London Councils and council Leaders about what they are doing around housing provision but, as I would say, it is not unique to service users across London. There is a dearth of --

Keith Prince AM: Have you highlighted this dilemma to MOPAC, for instance?

Helga Swidenbank (Director of Probation, London CRC): Yes, and when we met at a Justice Matters meeting last week, this was one of the key issues that we discussed as a challenge for London.

Keith Prince AM: What is MOPAC --

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Sorry, what is my answer in terms of the 20% or my answer in terms of the need?

Keith Prince AM: We know the need. Can I ask you when this was brought to your notice? Was it only last week?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): No. If our focus is on reducing reoffending, we know that there are a number of distinct 'pathways' in terms of offenders that are a priority if you want to impact on reoffending rates. Housing is one of those; physical and mental health would be another one, linked to substance misuse. There are others: debt management, employment. There are seven key pathways that as a strategic partnership we would look at and become aware of in terms of each of the areas.

When I talked before about the cohort groups, in our work with each of cohort groups, there is a need - and there remains a need - for better data about which offenders are not currently able to access the required support, whether that be housing, mental health support, physical health support or employment. We are working through the London Reducing Reoffending Board in order to do that. The 'needs' picture has always been a key part of the data that we have looked at in terms of performance for London.

The other bit that I would say, which is really important, is when we were talking about local IOM arrangements. This is exactly what local IOM arrangements are supposed to be about. The reason the 32 boroughs come together once a month and talk through their list of offenders, when they are being released from prison and what their needs are, and why probation would be present at those meetings and the police is to discuss then with the local authority how they can meet those broader needs. Housing is generally present at IOM meetings and so are substance misuse services and health colleagues would be there.

Keith Prince AM: Do we have good boroughs and naughty boroughs, then?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): We have inconsistency across boroughs and I could not tell you in terms of each of those pathways which boroughs are better performing than others. Housing generally follows the housing trend when you are looking at central London boroughs. It will be far more challenging in terms of accommodation across the board than it will be, potentially, in some of the outer London boroughs.

Keith Prince AM: How long have we known about this housing thing?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Housing as a pathway and a priority need for offenders has been the test of time, really. It has always been an issue because there are two --

Keith Prince AM: I must admit that I cannot have been doing my job properly because no one ever mentioned it to me.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): There are two elements to the housing need, really, for offenders. One is that when you go into custody, into prison, particularly for those on short-term sentences, what often happens is that offenders will lose their housing arrangements because nobody will tell somebody that they are not there to pay their rent. There are some very practical things that happen.

My view is that the fact that short-term sentence prisoners now receive supervision will go some way to help with that because we know that they are in prison and we know when they are coming out, which we did not know as local partnerships before. That problem has always been present. For 20 years I have been involved in this area of work and, when I have worked on local boroughs and sitting in IOM meetings, it has always been a need that has been discussed.

Aligned to that, though, is a bigger piece of work, which is one that links to the devolution question and what the benefits are of devolution for London. One of the benefits is that if we are working and understanding better the contract, the contract value and the payments around the CRC contract, we will have a closer relationship with London boroughs than naturally the MoJ would have. That ability then to put in place formal agreements around housing and access to pathways potentially becomes slightly simpler. I am not saying that it is easy at all because there are 32 of them, but it is slightly simpler. We do not have those formal agreements around access to housing or prioritisation of any particular offender into housing for London.

Keith Prince AM: Could the Mayor do that, though? Even though at the moment that responsibility has not been devolved, as you quite rightly say, the Mayor has far more influence with the boroughs than the MoJ or the MPS.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Yes, that data and those conversations are happening and being presented. There is no requirement placed on the local authority to provide accommodation to offenders. That is absolutely our fundamental stumbling block. That work that we talked about, though, in terms of encouraging and funding IOM programmes locally --

Keith Prince AM: I am sorry to cut across you, Samantha, but the Mayor has tremendous leverage with boroughs.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Yes, we are starting to apply a lot of that.

Keith Prince AM: It cannot be hundreds of people, can it? How many people get released per year from prisons?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): I do not know that figure off the top of my head, but there are on average 40,000 offenders in London and every one of those offenders I would go so far as saying will have complex needs in terms of either physical or mental health, housing or substance misuse.

Keith Prince AM: It is about just over 100 per borough then, if you average that out. Did you say 40,000 people are being released a year?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): I do not know whether it is being released. There are 40,000 offenders either in custody or being managed in the community on average every year in London.

Keith Prince AM: Only a percentage of that would be released, then, would they not? You must have a ballpark figure.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): For example, generally, a local IOM scheme will be managing something between 100 to 200 offenders depending on what it has prioritised locally and what its list looks like. Every one of those offenders will have some sort of housing need, just as an example. Then, if you take that volume, which is quite significant then when applied to the broader housing issues that will exist in every London borough, certainly at the moment as well - and this has got worse over the last five to six years - there will be a pressure. Just as an example, MOPAC has agreed and done some work recently to put in place a reciprocal housing agreement for victims of domestic violence. Just to put it into context, victims of domestic violence, until that point, received no priority through local authority housing for a move. It had to be linked to some other broader need that was prioritised within housing options. If it is a starting point that a victim of domestic violence does not have prioritisation for housing, then starting to look at offenders becomes much more complex and complicated.

From my perspective, we are doing two things. As Helga said, we talked about this a lot at Criminal Justice Matters and housing leads with the GLA were present in those discussions. We are working with London Councils through the Housing Directors' Group in terms of that data and that need and we are working through local IOM arrangements in terms of continued funding support for local authorities to continue to engage because the key thing is that it is not a statutory requirement placed on a local authority to reduce reoffending. Therefore, we have to work with them in good faith to develop those partnerships and those arrangements to support the pathways.

Keith Prince AM: It must be in the interests of a local authority to reduce reoffending because, if they live in their borough and reoffend, chances are that it is going to happen in their borough, is it not?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Yes. My experience is that most of the 32 boroughs would agree with that. It is then making that practical and so turning that into agreements around access and support for those offenders that becomes very complicated. In the last eight to 10 years, the budgets around substance misuse, supported housing and all of those things we had in local areas has been significantly reduced. We have severe probation changes and transition mixed with local authorities managing their core minimum requirements, largely linked to statutory responsibilities that they have to deliver against.

Keith Prince AM: As I said earlier - and I will shut up in a second - the Mayor has tremendous leverage. It may not be that the Mayor can help them with providing a house, but certainly most boroughs want something from the Mayor. There is always a *quid pro quo* in relation to the Mayor.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): We are committed to working on that. As I said, that is part of the conversation that started at Justice Matters two weeks ago.

Keith Prince AM: That is where the Deputy Mayor [for Policing and Crime] could really have a conversation with the Mayor and say, “Look, I need some housing in X borough”, and the Mayor would say, “Actually, X borough needs whatsit”. That it is life, is it not?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Those conversations, as I said, have started and those commitments around housing and pathways for reducing reoffending are in the draft Police and Crime Plan.

Keith Prince AM: I cannot remember what it is called off the top of my head, but MOPAC gives a not-insignificant grant to every borough every year, I believe.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Yes, the LCPF.

Keith Prince AM: That is the one, yes.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): That has continued. That is £72 million guaranteed over four years to the 32 boroughs. That is the funding I was referring to.

Keith Prince AM: If you have what I termed a naughty borough, we could say, “Scratchy backy”.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): That fund is in place to do a number of different things.

Steve O’Connell AM (Chairman): We do not need to continue. The point has been very well made by Keith and that was well worth exploring.

Just to give some comment around Justice Matters, apparently around a third of the people seen rough sleeping had at some point been in prison but only 3% of these people had come straight from prison. I do not want you to comment on this because we are running out of time. It is interesting because it suggests people leaving prison may have had housing provision for some time but then became vulnerable and are now rough sleeping. This is the MOPAC rough sleeper programme.

I am going to move on because we are running out of time. I know we are going to lose at least one guest who is going to meet His Royal Highness Prince Charles at about 12.15pm and so I want everyone to pick up a gear if possible. Assembly Member Eshalomi, you have questions around female offenders?

Florence Eshalomi AM: Just following on from support for short-term prisoners, we know that a number of female offenders are short-term prisoners, with a number being sentenced for less than a year. Just looking at the support that they receive, what impact do you feel that the TR programme has had on women offenders?

Helga Swidenbank (Director of Probation, London CRC): What TR has allowed us to do in the CRC is to focus quite a lot of our energy and thought into managing women offenders. We have women-specific teams in each borough that are working specifically with women in the community and also linking in with the Through the Gate activity that I described earlier. We have a commitment to setting up and extending women’s hubs across London. We currently are supporting two women’s centres in conjunction with MOPAC, the women’s centre in Hammersmith, which is run by Advance, Minerva and the Beth Centre. We are supporting a number of women’s hubs and the growth of women’s hubs in London. We are supporting one in

Sutton and Hackney and have just opened one in Islington. We are working in close partnership with MOPAC to carry on extending that and we are looking with interest to what is happening in Manchester and across the rest of the country.

On the point we were talking about earlier about the ORA, it has probably had a bigger impact on women offenders because, as you point out, many women offenders are sentenced to less than 12 months in custody and are being subject to supervision in a way they had not been before and had not been used to before. My question of NOMS - and we will certainly do some internal research on this - is what impact the ORA is having on returning more women into custody. I guess the question we would pose is whether they are being returned to custody necessarily or if we be doing other things with them in the community.

Florence Eshalomi AM: You cited the work on women-specific teams and women's hubs. My understanding was that the £3.78 million provided by NOMS was specifically ring-fenced for women, but now there is not such a fund and so how are these provisions funded?

Helga Swidenbank (Director of Probation, London CRC): We are funding those from within our own budget. We talked earlier about reducing reoffending and we have a payment by results (PBR) mechanism and so where we understand that interventions work - and certainly I am of the view that women's hubs work for women - we are investing in those and we are supporting MOPAC in doing that as well.

Florence Eshalomi AM: Is there anything you wanted to add in, Tajinder?

Tajinder Matharu (Head of Performance and Quality, NPS, London): We have 600 women - that is 4% of our caseload - with 300 in the community at any one time. Our aspiration is absolutely to have gender-specific interventions and space and to work alongside partners to achieve that. One of the things is that there has been a gap in the last few years since TR on that front and we are committed to try to get there again on this space.

Florence Eshalomi AM: In terms of from the MOPAC perspective, Samantha, do you feel that the needs of women are being met by London CRC and the MPS?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): I would go as far as to say that the needs of female offenders in London are not being met by any of the statutory agencies currently. As Helga said, the changes through TR and the focus on women have been extremely helpful and a good step forward. I am personally a big supporter of having short-term sentenced offenders on supervision because it means that we know where they are and we know when they are being released from prison. In terms of support in the community and rehabilitation, it is a really important factor. That is a slightly separate point to how many end up then being recalled back to custody.

The work that MOPAC has committed to is that we know there are far too many female offenders in London. The figures I have are that 78% of female offenders in London are serving short sentences of less than 12 months - which is not acceptable - and that more women end up in custody for short sentences than men. We also know that when put on licence, they are more compliant than males in terms of adherence to licence conditions. All of the evidence tells us that we should be doing something better.

We have in place, from MOPAC's perspective, two things. Firstly, we have been funding for the last four-and-a-half years the Beth Centre and the Minerva Centre in the Tri-borough, which are both excellent examples of good practice in terms of addressing women's needs. They both provide support in terms of now the formal

supervision process and, most importantly, they provide the informal support that is needed in terms of the repercussions of female offending in terms of family life and all of those things. That is the first thing.

Secondly, we have put in place a really good starting point, which is what I would call it, which is the co-commissioning activity that is set between us and CRC. We have invested £500,000 to uplift and develop those centres so that 10 other boroughs in London can be direct beneficiaries of those services. I say “starting point” because it really is a starting point. Across London, we have a female offender strategy group that sits behind the London Reducing Reoffending Board. That is an excellent partnership. We have very good voluntary sector representation as well as statutory services on that and the MoJ is also a partner of that group. We have agreed through that group what the London vision is around female offending services in terms of a whole systems approach, which starts with police custody and hopefully ends with prison, but certainly with what happens after prison.

That investment around the co-commissioned services is really very much the first phase of putting that whole systems approach in place. The key thing to note is firstly that London needs investment to support an immediate uplift in terms of provision of services, which is something that Manchester benefited from through criminal justice reinvestment monies about six years ago. Secondly, when we talk about devolution, it is a critical point for us - and we have expressed that to the MoJ - that joint investment and joint work around female offenders is something that we want to see progressed very quickly through the MoU.

Florence Eshalomi AM: Because of those statistics on the length of sentences that female offenders receive, do you think that a lot more needs to be done in terms of restorative justice (RJ)? I do not know if all of you saw the report by the Restorative Justice Council last March, which was highlighting the fact that a number of female offenders are not asked and there is a presumption that they would not like to apply for RJ. Has there been any additional work that any of you know that is looking at whether that is a route we should be pursuing for female offenders?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): There are two things. Firstly, we have commissioned a RJ service for London, which has been doing quite significant consultation with partners in terms of service providers and also with both offenders and predominantly victims in terms of how RJ could be more effectively used in London. The primary focus of RJ is the support to the victim and outcomes for the victim, but when we look at the cohort of female offenders, we know as well that data tells us that a huge proportion of those offenders are also victims of crime. We need to think within that context more strategically about the offer in interventions that we make available based on that gender-specific point that was made earlier. RJ potentially does have a place there, but there are lots of other different types of interventions that we should be considering that are specific to women and what women’s needs are as part of the criminal justice system.

Florence Eshalomi AM: Just on that, in terms of the specific needs of women and a range of additional needs that they will need whilst they are in custody, do you feel that the officers have the right level of skill and understanding to deal with female offenders?

Helga Swidenbank (Director of Probation, London CRC): Yes, and one of the reason why we have women-specific teams is so that we can build on that knowledge and that understanding and offer training specific to that group of women. We have adopted a trauma-informed approach, which is an approach that really tries to get underneath the root causes of many of the behaviours. As Samantha alluded to, a lot of women in the criminal justice system are victims themselves and so understanding the root cause of that is at the centre of training and how we prepare our staff to work with women.

Florence Eshalomi AM: Just finally, we have cited the Police and Crime Plan and the support being offered to women. How do you think that the success will be measured in terms of whether that actually works regarding women offenders and the service they are going to be receiving?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Sorry, in terms of devolution or in terms of the Police and Crime Plan?

Florence Eshalomi AM: No, in terms of the Police and Crime Plan.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Success for me looks like a number of different things in terms of female offenders. There is the obvious point around a reduction of their reoffending, but for me it is also about the engagement in those services that they are referred to, whether it be as part of their licensing conditions or as part of broader diversionary work that happens following sentence.

The other piece for me that is really important in terms of success is the approach that we have agreed as a London partnership is about a whole systems approach to reducing female offending. Most importantly, that is also when women come into the police custody. One of the key areas for success for me is that we are not charging women who do not necessarily need to be at that point charged, but we are making sensible decisions based on risk as well as the support to the individual about whether they should be referred to other services at that point before entering the system. For me, what success would look like at each point of the journey for that offender should be what happens at the point at which they come into police custody and reducing the numbers of women that are entering the system and then, for those who are in the system, ensuring not only that we reduce their reoffending but also that we address their needs.

Just to go back to that point around victimisation and offending, I see that as critical to success around women in terms of female offenders. We need to understand that we have helped them to be able to cope with the challenges that they have so that they do not resort back to offending, which is thinking about them as victims in terms of things like domestic violence, sexual violence and also other crimes that are linked to male offending patterns.

Florence Eshalomi AM: Definitely. On that, what are the timescales for the Mayor's female offender service in terms of when that will be rolled out? How long is the programme going to be?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): The broad timescale is within the timeframe of the Police and Crime Plan. What I would be more than happy to share with the Committee is what we have agreed as a broad outline of that in terms of the whole systems approach to female offending.

Florence Eshalomi AM: That would be helpful.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Within that, we have included our ambitions around the timeframe for different phases of rolling out a whole systems approach across London because we have to take into account both the geography and the different elements of the service.

I would say one thing, though. In terms of the agreement of the MoU by June [2017] as part of the devolution piece, we would want to see certain elements of that aligned in terms of the timeframes around the

MoU and so they might slightly change depending upon what comes out of that agreement. I would be more than happy to share that.

Florence Eshalomi AM: Yes, that would be helpful.

Steve O'Connell AM (Chairman): Before we move on to the next set of questions, which is about voluntary sector engagement, I would like to welcome the teachers, boys and girls from Oakfield Preparatory School in Dulwich. Thank you for sitting and listening attentively. I hope you can stay a little bit longer. Well done, guys. It is great to see you. You look very smart in your uniforms. Today we are talking about people who have gone into prison and then have come out into the community and how they are looked after and made sure that they then do not perhaps commit any other crimes. It is a really good meeting and I am really pleased you have come along and spent some time. Welcome very much to City Hall. Thanks very much. We really do appreciate it. I hope you have a great day, whatever you are doing with the rest of your day.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Steve, could I just say welcome as well? Both of my daughters go to Oakfield.

Steve O'Connell AM (Chairman): Is your daughter there?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): She is not, no. She is too young. She is in year 3. Welcome.

Steve O'Connell AM (Chairman): It is obviously a fine establishment that you send your daughters to!

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Yes.

Steve O'Connell AM (Chairman): We have a very important parent here!

Sian Berry AM: I have questions about the voluntary sector. They start off to the CRC and NPS because the Government did announce that it was going to make voluntary sector engagement and the delivery of services via the collaboration with the voluntary sector a real part of its new plans.

My question is: how is that going? How much engagement do you have with the voluntary sector? As private companies, you perhaps are not as used to that as local authorities. How is that going?

Helga Swidenbank (Director of Probation, London CRC): You are absolutely right. Enshrined with that was a commitment to work closely with the voluntary sector. We work with the voluntary sector as part of our subcontracting arrangements and as examples of that I have already mentioned Catch22, Penrose and St Mungo's. We have a number of voluntary sector agencies that we work with and we require them to provide services on our behalf. We are very happy with that. That happens on a pan-London basis and then locally we engage with the voluntary sector to try to source local provision.

Sian Berry AM: Can you possibly go into a little bit more detail about that? You mentioned St Mungo's but also Catch22 and those are quite different organisations. Catch22 is very specific to a particular prison, in fact, whereas St Mungo's operates on a quite national level. Are you finding it easier to engage with the larger charities in the voluntary sector and less easy to engage with the smaller ones?

Helga Swidenbank (Director of Probation, London CRC): It is fair to say that the voluntary sector has been on a journey as well through TR. Certainly some of this has been difficult for them as well. Many of

them have had to think about service provision and working within a contractual framework in a way they may not have had to do previously and some have responded in a more nimble way than others.

Part of the responsibility we have again in the contract is a market stewardship responsibility and so we have a requirement to nurture them through this, invest in working with them to provide management information and try to get them to the point where they are able to work within this new contractual framework. You are absolutely right that there are some organisations like Catch22 that are very comfortable and there are others that have required a bit more nurturing along the way.

Sian Berry AM: Can I ask you the same question?

Tajinder Matharu (Head of Performance and Quality, NPS, London): Two things. The first thing is that we are very clear that our service users are citizens and they are entitled to the same service as anybody else and so our first port of call is always to tap into those services, whether they are voluntary or statutory. Most of our work happens on that local level and so local clusters and local boroughs will see what services are available. That might be Single-Point-of-Contact (SPOC) Champion Officers who will do that work; it might be Senior Managers who do some of that work. We have some very good examples from employment training availability in Southwark to a local football club coming into waiting rooms in Southeast London. We do not really have those formally, what Helga [Swidenbank] describes, although we may purchase some of those through contractual arrangements.

One of the barriers we do have in this field is information sharing, which we find time and time again. People are willing to offer services or they have money to offer services, but we do not have the information sharing and that becomes a hurdle. There are things to overcome, but mainly what happens is our engagement is at that local level.

Sian Berry AM: You do not subcontract in the same way?

Tajinder Matharu (Head of Performance and Quality, NPS, London): No.

Sian Berry AM: Can I ask again to CRC if there are any particular voluntary sector areas that are finding it more difficult to get involved? I know we have been talking to women's services and domestic violence services that operate and look after specific groups, often ethnic groups, and they struggle to get funding. They are not very well resourced, but they are very important because they are the only people that some women will go to for help.

Is it similar? Do you find that you have certain specialist groups that are difficult to reach that you are struggling with employing?

Helga Swidenbank (Director of Probation, London CRC): We set up our subcontracted arrangements right at the beginning of TR and so those arrangements are pretty much in place. What we have not done, with the exception of some of the work we have done with MOPAC, is gone back to the marketplace and talked to other voluntary agencies about joining us because those were established quite early on.

You have talked about women's services. Both Samantha and I have worked very hard to engage with local women's services because we are also cognisant that there are some very local and specific services in the community that we do not want to lose because they are addressing very specific needs. We have worked to try to set up a London women's consortium to deliver services for women. My point earlier was about having

to nurture some of those services to a point where they understand a contractual commitment is something we have been working on for probably two or three years.

Sian Berry AM: Can MOPAC maybe talk about that?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): I would like to, if that is all right. Some of this is related to TR and the commissioning and supply chain arrangements around the CRC, but also more generally it is related to the way that funding is going out to the voluntary sector. One of the key challenges around that supply chain is the way in which the payment comes from the MoJ through to the CRC and then out to the providers. Those challenges are not dissimilar to some other commissioners and funders, which also pay based on either resource or outcomes. That is just very challenging thing for some smaller organisations within London's communities.

Having said that, what I would say is that through the work that we have started to do - and female offenders are a good example - we have worked with the current commissioning arrangements and the supply chain arrangements that are in place with the CRC, but by being able to work more locally with the London boroughs, we are starting to have those conversations about which services locally could we be funding to be engaging in that programme of work, which, quite frankly, is slightly simpler than thinking about how that works in the CRC supply chain. Part of Helga [Swidenbank] and me coming together is to bring together forces, if that makes sense, to make sure that where we have the specialist skills - and we want to develop that model over the three years - we are making sure that we give them the best chance they have of working within the context of those delivery arrangements.

Outside of that, the other thing I would say is that there are challenges that have come into play through TR just generally, which are national challenges about voluntary sector engagement into what is deemed to be private sector companies and PBR arrangements, which are just an ongoing challenge. In London we have a good starting point now. The female offender strategy group I referred to has seven or eight women's services represented on that board and some of those are in the supply chain, but the majority are not. The purpose for having them there is to challenge Helga and me continually about how are we bringing resources to support the model that sits outside of our statutory money that comes from charitable organisations to help develop that or, secondly, how we are making sure that our money is helping to develop and continue to, I suppose, honour the specialisms that we know that we need to reduce reoffending.

Sian Berry AM: Can you describe how the LCPF fits into that?

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Yes. That is the money that goes out to the 32 boroughs. In terms of that fund, I am a funder and not a commissioner and so, simply put, we provide quite simple guidance to the London boroughs about what the fund is for, which is largely delivery of the Police and Crime Plan, working with the local priorities and that we want them to be supportive in the partnership arrangements. The expectation is they work with their local community safety partnership to do that, but they come back to us with their data and their evidence and tell us how they want to spend those resources. What we do ask is that they provide us with information as to how much of that money is making its way out to the voluntary and community sector and so we have been tracking that for a number of years. We are just about to agree at the end of this month those grant agreements for the next two years for the 32 boroughs with an extension for the following two years.

Within that, I could not tell you the figure off the top of my head, but I could share that with you once those grant agreements are done. We will be really clear then on an annual basis how much money is going from the local authority commissioners out to voluntary and community services as part of their priorities. Interestingly,

not all of it but a relatively strong proportion of it will be around women's services in terms of domestic abuse and sexual violence. It will be linked to those types of services and so we do see quite a strong draw through the LCPF. Certainly last year it was £7.5 million that went out for violence against women and girls (VAWG) services specifically, with I would say at least 60% of that making its way out to the VCS.

Sian Berry AM: Can I just bring up one final point about the transparency of this? Assembly Members have asked in the past for a list of what has been funded through the LCPF, but it is not published. There is not a list of the organisations that is routinely published.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): Our plan is to do that this time. The challenge is that, as I said, I am a funder, not a commissioner, and so I do not have those contractual arrangements with those providers, but we have agreement now through London Councils from the 32 boroughs to share what they are commissioning and who they are working with. We have to do a little bit of work over the next six weeks about what that looks like and how we share that, but the plan is that we will map that and provide that and it will be annually updated.

Sian Berry AM: That sounds great. Thank you very much.

Steve O'Connell AM (Chairman): Now the last set of questions is really a reflection of the fact that there are going to be more changes and we have some interesting questions around that.

Unmesh Desai AM (Deputy Chair): I have three sets of questions to ask of you. Let us look into the future. What are your views about the soon-to-be-launched Her Majesty's Prison and Probation Service (HMPPS)? What difference, if any, do you think it will make to managing offenders in London? That is to all of you.

Tajinder Matharu (Head of Performance and Quality, NPS, London): I am happy to start in terms of this. Michael Spurr, the Chief Executive [Officer of NOMS], made it very clear that this is about improving operational performance and prison probation services. What it does introduce is not just a label change on the door. From 1 April [2017], some of the back-office functions, commissioning arrangements, human resources functions and finance functions will move from NOMS as an agency or the HMPPS back into the MoJ. That is one thing that will definitely happen.

You have to remember that the HMPPS will still be made up of the Prison Service and the NPS. There are not going to be any significant changes in the short or the medium term. Immediately, I cannot see any significant changes for London. Perhaps what is more significant is that devolution agenda we spoke about earlier.

Linda Neimantas (Head of Quality and Performance, London CRC): I can speak on behalf of London CRC. We are providers to NOMS at the moment and so we are just waiting with interest to see what comes out of the reorganisation, where we fit, whether we move to the MoJ or whether we stay with the HMPPS. We are just watching with interest, really.

Samantha Cunningham (Acting Director Integrated Offender Management, MOPAC): I suppose my comment would be the same. At the moment, the reorganisation has not been clearly explained to me yet. I am hoping that will happen tomorrow as part of conversations about the devolution. I do not see any immediate impact in terms of the way that services are run or commissioned. I would hope there might be opportunities around the prisons and probation agenda coming together and being aligned better in the future.

Commander Neil Jerome (MPS): Like others, we wait to see the detail, but what we have been told is that for the people we interact with on a daily basis, those arrangements will remain in place, which I certainly would welcome.

Unmesh Desai AM (Deputy Chair): I will roll my next two questions into one. What is your ideal delivery model for probation services in London in terms of both coherence and sustainability and how do you think the Mayor can help achieve this particular vision? What more can the Mayor do to work on some of the issues that we talked about this morning? That is to you, Commander, and to Helga and Tajinder [Matharu].

Commander Neil Jerome (MPS): I would draw back to the arrangements that are in place for MAPPA and are in place for the Youth Offending Team. There is a clear framework in place. It is a statutory arrangement and there is engagement across all of the agencies. Each of the agencies puts into an executive function, which is pan-London, with a number of sub-groups. That provides a model for us moving forward. There are a number of benefits to that. That, for me, would be good place to move to.

Helga Swidenbank (Director of Probation, London CRC): In terms of a coherent, sustainable delivery model, taking the pan-London element aside for a moment, we are waiting with interest and anticipation for the outcome of the probation system review because we absolutely need a level of certainty around funding arrangements just to create a stable working environment for us to all operate in.

For London specifically, we are watching with great interest the devolution debate that is currently ongoing and we are participating in that and working closely with MOPAC. We certainly are comfortable with that direction of travel if that is the way we end up going.

What can the Mayor do to help? I talked at the beginning about a lot of activity we are doing internally to get ourselves back on a surer footing around delivering. There has been a lot of patience around the room for us and continued patience to allow us to fix some of the problems we know of in London would be my ask. Then we talked earlier about concerns around things like housing and so my ask to the Mayor would be for us to be able to sit around the table and look at how we can try to unpick some of these really thorny problems and try to create some solutions for our service users.

Tajinder Matharu (Head of Performance and Quality, NPS, London): I would agree with most of what has been said. From a service user perspective, it is really about enhancing the service we offer and the Mayor can really support that. We talked about the leverage earlier with local authorities, for example, in terms of housing. It is not limited to housing; it is other services as well. It is really about letting us understand the needs of our cohort of offenders in London and letting us leverage whatever we can, with whatever support the Mayor can offer us, in terms of enhancing that service we can offer, whether it is upon release or in the community.

Steve O'Connell AM (Chairman): Thank you. The Committee certainly will continue to take an interest, particularly after the changes you just touched upon, because we do not quite know how that is going to affect things. We are interested in the MoU around devolution in June and we are clearly interested in upping our game in London north around the things we have heard earlier. We will come back to this and revisit this, anyway. Again, thank you very much for attending and for your time.

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Subject: Summary List of Actions

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 29 March 2017

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.

2. Recommendation

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

Meeting of 9 March 2017

Minute item	Subject and action required	Status	Action by
6	<p>Probation Services in London</p> <p>During the discussion, the Acting Director Integrated Offender Management, MOPAC, agreed to:</p> <ul style="list-style-type: none"> • Ensure that the MOPAC website was updated to include the minutes of meetings of the London Reducing Reoffending Board and the London Crime Reduction Board since March 2015; and • To share the agreed broad outline of the timescales for the roll out of the whole systems approach to the female offender service. 	In progress	MOPAC
			<i>Continued</i>

Meeting of 23 February 2017

Minute item	Subject and action required	Status	Action by
7.	<p>Q&A with MOPAC and the MPS</p> <p>During the course of the discussion the Deputy Mayor for Policing and Crime undertook to:</p> <ul style="list-style-type: none"> • Ensure that the Mayor’s Office for Policing and Crime (MOPAC) was more proactive in terms of recruiting custody suite volunteers who better reflected their local communities; • Report to the Committee on MOPAC decision 2016/59 regarding an outline business case to determine the future delivery of healthcare in police custody; • Look into the Lambeth allocation of the London Crime Prevention Fund and report back to the Committee on what is being commissioned around drug intervention programmes; • Ensure that constituency Assembly Members had been, and would be, invited to meetings MOPAC that arranged with the MPS and London boroughs regarding the proposals for the mergers of MPS Borough Command Units; and • Provide an analysis on the reasons for the rise in disability hate crime. • In addition, the Committee requested the call-out times for Forensic Medical Examiners arriving at custody suites. 	In progress	<p>MOPAC</p> <p style="text-align: right;"><i>Continued</i></p>

	<p>During the course of the discussion the Deputy Commissioner, Metropolitan Police Service (MPS), undertook to:</p> <ul style="list-style-type: none"> • Provide more detail about the number of people arrested under Section 136 of the Mental Health Act; • Report back to the Committee on whether any of the 48-hour deaths in custody were related to a Section 136 arrest; • Look into issues raised by the Committee around dignity of detainees in custody suites; • Provide feedback from Police Officers involved in the Pathfinder pilots for the merger of Borough Command Units; • Provide data for the detection and arrest rates for moped related crime; • Provide data on the reward scheme offered under Operation Viper for intelligence in relation to gun crime; • Check whether anti-Semitic hate crime and Islamophobic were sub-sets of faith hate crime; • Provide the Committee with the figures for hate crime recorded by the British Transport Police and City of London Police; • Separate the data collected for racist and religious hate crimes and to further breakdown the data by age and gender; • Provide data on the number of arrests and convictions for racist and religious hate crimes. 	In progress	<p>MPS</p> <p style="text-align: right;"><i>Continued</i></p>
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Meeting of 9 February 2017

Minute item	Subject and action required	Status	Action by
7.	<p>Tackling Allegations of Electoral Fraud and Malpractice</p> <p>During the course of the first discussion, the Head of Operational Oversight, Mayor's Office for Policing and Crime (MOPAC) agreed to provide:</p> <ul style="list-style-type: none"> • Confirmation about whether the answers provided to MOPAC by the Metropolitan Police Service (MPS) (as attached to the agenda to this meeting) were interrogated following receipt. <p>During the course of the first discussion, the Chief Executive, Electoral Commission, agreed to provide:</p> <ul style="list-style-type: none"> • A breakdown of electoral fraud cases by type for London and the UK over the last three years; and • The materials used for training Police Officers at the annual single point of contact seminar and the biennial roundtable. <p>Following a suggestion, the Chief Executive, Electoral Commission, also agreed when the Electoral Commission's guidance is reviewed to look into the issue of Police Officers wearing body-worn cameras when they are on duty outside a polling station.</p>	<p>In progress</p> <p>In progress</p> <p>In progress</p>	<p>MOPAC</p> <p>Electoral Commission</p> <p>Electoral Commission</p> <p><i>Continued</i></p>

<p>7.</p>	<p>During the course of the first discussion, Commander Cundy, Special Enquiry Team, MPS agreed to provide the email trail between the MPS and MOPAC regarding the information set out in Appendix A of the letter from the Deputy Mayor for Policing and Crime, which had been appended to the Committee’s report.</p> <p>During the course of the discussion, DI Granville, Special Enquiry Team, MPS, agreed to provide the training presentation provided to Borough Commanders on election issues.</p> <p>During the course of the second discussion, Commander Cundy, Special Enquiry Team, MPS agreed to provide:</p> <ul style="list-style-type: none"> • Data on the number of witnesses whom the MPS had interviewed in 2014 in relation to the 2014 election in Tower Hamlets; and • The number of statements that the MPS took in relation to the 2015 election in Tower Hamlets. <p>During the course of the discussion, Commander Cundy, Special Enquiry Team, MPS, also agreed to meet with Councillor Golds and other potential witnesses.</p> <p>During the course of the discussion, Nick Vamos, the Head of Special Crime, Crown Prosecution Service (CPS), agreed to check what had happened to the 27 files relating to the allegations of election fraud and malpractice in Tower Hamlets, which had been passed to the Director of Public Prosecutions.</p>	<p>In progress</p> <p>Completed. See letter attached at Appendix 1.</p> <p>In progress</p>	<p>MOPAC (See letter attached at Appendix 1)</p> <p>MPS</p> <p>CPS</p> <p><i>Continued</i></p>
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Meeting of 22 September 2016

Minute item	Subject and action required	Status	Action by
4	<p>Q&A with MOPAC and the MPS</p> <p>During the discussion, the Deputy Commissioner suggested that Members might wish to observe officer safety training. The Chairman supported the suggestion.</p>	This will be added to the Police and Crime Committee work programme for 2017/18.	

Meeting of 19 July 2016

Minute item	Subject and action required	Status	Action by
	<p>Question and Answer Session with MOPAC and the MPS</p> <ul style="list-style-type: none"> Provide a summary of the types of claims against the MPS and whether they had increased, and confirm the MPS budget for claims. 	Information to follow	<p>MPS</p> <p><i>Continued</i></p>

Meeting of 3 March 2016

Minute item	Subject and action required	Status	Action by
5	<p>Victims and Vulnerability</p> <p>During the course of the discussion, the representatives from the MPS undertook to provide:</p> <ul style="list-style-type: none"> • An update on the MPS's modelling for the framework for the transfer of commissioning and budgetary responsibility for custody healthcare services, including liaison and diversion and mental health services; and • Information about how long the Rapid Assessment Interface and Discharge (RAID) pilot would continue. 	In progress	MPS

Other correspondence

Appendix 3	Letter from MOPAC regarding the Director of Strategy appointment	Dated 10 March 2017 <i>Continued</i>
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Complaints about the Mayor's Office for Policing and Crime and the Deputy Mayor for Policing and Crime (DMPC)

Subject and action required	Status	Action by	Deadline, if applicable
<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 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>	<p>No disclosures to report for the period from 1 March 2017 to 20 March 2017.</p>	<p>Monitoring Officer</p>	<p>n/a</p>
<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>	<p>No disclosures to report for the period from 1 March 2017 to 20 March 2017.</p>	<p>Executive Director of Secretariat</p>	<p>n/a</p>

List of appendices to this report:

Appendix 1 – Letter from the MPS regarding the Police and Crime Committee meeting of 9 February 2017.

Appendix 2 – Letter from the MPS regarding the Police and Crime Committee meeting of 26 January 2017.

Appendix 3 - Letter from MOPAC regarding the Director of Strategy appointment dated 10 March 2017.

Local Government (Access to Information) Act 1985

List of Background Papers: None

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20 March 2017

Re: Police and Crime Committee Meeting - 9th February 2017

Dear Mr O'Connell,

Thank you for your letter dated 23 February 2017 and the opportunity for me to attend the Police and Crime Committee on the 9 February 2017. This letter incorporates the MPS response to the requests made of both myself and Detective Inspector Gail Granville.

Copy of emails between the MPS and MOPAC, regarding information set out in Appendix A of the letter from the Deputy Mayor, as appended to the Committee's report.

At the Police and Crime Committee both Robin Merrett and I were asked about communication between the MPS and MOPAC. To ensure you are provided with all correspondence, the MPS has provided its emails to Robin Merrett who has agreed to respond on behalf of MOPAC and the MPS.

Copy of the training presentations provided to Borough Commanders on election issues.

As Detective Inspector Granville explained at the PCC, the MPS Special Enquiry Team (SET) performs the function of single point of contact for electoral fraud and malpractice. All police forces in England and Wales have an equivalent unit or officer(s) that undertake this function. The SET work closely with the Electoral Commission who regularly provide advice and guidance to police forces. The National Police Chiefs Council have developed Authorised Professional Practice in conjunction with the Electoral Commission and this is available to all forces through the College of Policing.

Within London the SET works closely with the Electoral Commission and Local Authorities, with the aim of preventing electoral fraud offences and ensuring free and fair elections. The SET provides

specialist expertise and guidance to local police in relation to the policing of elections, this includes the provision of training and briefings for officers, for example with regards to police powers and policies.

Attached to this letter are two PowerPoint briefings that were used in the 2016 Mayor of London and London Assembly elections. There have been some minor redactions for operational reasons, and you will see that each briefing is designed to include specific local information, which would vary dependent upon the borough. These are an example of how MPS boroughs and local commanders receive training in relation to electoral offences and policing powers.

These briefings are used in all police boroughs with clear direction and expectation that police officers are trained, in particularly those officers who may be deployed to, or respond to incidents at polling stations. In addition to the face to face briefings, leaflets published by the Electoral Commission and detailing police powers were issued to every officer who attends the police briefings. The SET has also presented to police Borough Commanders through the MPS monthly crime performance forum, which is known as CrimeFighters.

Data on the number of witnesses interviewed by the MPS, in relation to the 2014 election in Tower Hamlets, and the number of statements that the MPS took in relation to the 2015 election in Tower Hamlets.

I assume that the requests for the number of witnesses and statements both relate to the 2014 elections in Tower Hamlets, as opposed to 2015.

As I explained to the committee, the MPS received 164 allegations in relation to the 2014 mayoral election in Tower Hamlets. During the police investigations, 250 witnesses were contacted and spoken to by the MPS. The information and evidence provided by each witness was then assessed and consideration given as to whether the witnesses had evidence they were willing or able to provide in a statement for a criminal investigation. From these 250 witnesses, 32 evidential statements were obtained and there were a number of reasons why a formal written statement was not, or could not be taken.

Whilst no matters were referred to the police for investigation by HHJ Mawrey or the Director of Public Prosecutions, the MPS reviewed the Election Court judgement to identify any further evidence of any new or previously investigated offences. This identified 4 new investigations and 47 cases for reinvestigation under the Representation of the People Act 1983.

As part of these investigations following the Election Court hearing, the MPS contacted a further 85 witnesses. Some of the 47 RPA cases relating to polling stations were identified as duplicate allegations, which left 36 people to be contacted. Of these, 29 agreed to speak to police officers and

the other seven (7) failed to respond to repeated police contact. None of these 29 witnesses provided any additional evidence which could identify person(s) responsible for intimidation and/or disruption at polling stations.

In total, the MPS contacted and spoke with 335 witnesses. In each case the police considered what evidence the witness could provide, which resulted in police taking 34 evidential written statements, in addition to over 170 police officer statements who were on duty on election day. There were a number of different reasons why evidential written statements were not obtained for use in a criminal investigation.

Police undertaking to meet Councillor Golds and other potential witnesses

During the PCC I gave evidence that the MPS could have communicated and engaged better with a number of key individuals connected to Tower Hamlets. Immediately following the committee hearing I met Councillor Golds and personally reassured him that investigators would meet him to secure any evidence he has of criminal offences.

A Detective Superintendent had previously met Councillor Golds on 1st February and the day after the PCC police contacted Councillor Golds to arrange a further meeting. Due to conflicting commitments and at the request of Councillor Golds, senior detectives met him on 16 March 2017. I'm grateful that Councillor Golds has agreed to a series of meetings with the police to secure evidence and provide the details of witnesses who may not have not been spoken to during the police investigations. In addition I am meeting, or have offered to meet, a number of other individuals connected to Tower Hamlets and this includes the four election petitioners.

I trust this information meets your expectations following the Police and Crime Committee on 9 February 2017. If there are any aspects of the response that you would like clarification on, please do not hesitate to contact me.

Yours sincerely,



Stuart Cundy

Commander - Specialist Crime Investigations

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**METROPOLITAN
POLICE**

TOTAL POLICING

7 March 2017

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Chairman of the Police and Crime Committee
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Dear Steve

I am writing in response to your letter dated 8 February 2017 regarding the question raised at the Police and Crime Committee meeting on 26 January 2017; namely whether it was possible for the MPS to re-analyse older data for a comparison of how things have changed in relation to prosecutions and convictions resulting from hit-and-run offences.

This has been answered by Commander Neil Jerome as follows:

In relation to the MPS's ability to provide retrospective reporting of the judicial outcomes following fail to stop collisions, we are regrettably unable to provide any baseline data for this purpose.

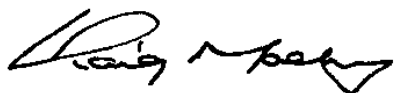
The reporting and investigation of collisions has historically been supported by legacy IT systems with very limited management information reporting capability and no interface with Her Majesty's Courts and Tribunal Service (HMCTS) for prosecution outcomes.

As a result there is no way for the MPS to either identify a collision where the other driver has failed to stop, or to track the case through to the final disposal decision.

We have a new data management system in place, 'COPA Traffic'. This is a system which will significantly improve our data capture and ability to interpret data and statistics in a way that can proactively respond to crime and offending patterns.

We would be very happy to brief Members further on any aspect of our work in relation to roads policing.

Yours sincerely



Craig Mackey
Acting Commissioner

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MOPAC

MAYOR OF LONDON
OFFICE FOR POLICING AND CRIME

Steve O'Connell AM

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

10 March 2017

Dear Steve,

I am writing to advise you that MOPAC has now appointed a new Director of Strategy. Paul Wylie will be joining MOPAC on 15 May.

Paul is currently at Immigration Enforcement, where he is Director for London and the South of England arrest teams and reporting centres. He leads a large operational team, but has also fronted up a sensitive and challenging community engagement programme. Prior to that, Paul held a number of central and police roles at the Home Office.

In the interim, and following the departure of Graeme Gordon, Dan Hales will take on the role of Acting Director of Strategy.

Yours sincerely,



Rebecca Lawrence
Chief Executive
Mayor's Office for Policing and Crime

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Subject: Action Taken Under Delegated Authority

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 29 March 2017

This report will be considered in public

1. Summary

- 1.1 This report outlines recent action taken by the Chairman of the Police and Crime Committee in accordance with the delegated authority to take decisions granted to him by the Police and Crime Committee at its meeting on 9 March 2017.

2. Recommendation

- 2.1 **That the Committee notes the recent action taken by the Chairman of the Police and Crime Committee, Steve O'Connell AM, under delegated authority, following consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, namely to send a letter to the Deputy Mayor for Policing and Crime about tackling electoral fraud and malpractice.**

3. Background

- 3.1 At its meeting on 9 February 2017, the Police and Crime Committee had a discussion with invited guests on tackling election fraud and malpractice in London.
- 3.2 At its meeting on 9 March 2017, the Committee agreed to delegate authority to the Chairman, in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, to agree any output from the Committee's scrutiny review on tackling allegations of electoral fraud and malpractice

4. Issues for Consideration

- 4.1 Following the meeting of the Committee on 9 March 2017, and consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, the Chairman wrote to the Deputy Mayor for Policing and Crime to recommend that she use the powers conferred to her under section 54 of the Police

Act 1996 (as amended by the Police reform and Social Responsibility Act 2011 to request that Her Majesty's Inspectorate of Constabulary inspect the activities of the Metropolitan Police Service as they pertain to investigating matters relating to the 2014 Mayoral Election in Tower Hamlets; the findings of the Election Court judgement 2015; and related investigations thereafter.

- 4.2 The Committee is recommended to note the letter from the Chairman of this Committee to the Deputy Mayor for Policing and Crime attached at **Appendix 1**

5. Legal Implications

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

6. Financial Implications

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

List of appendices to this report:

Appendix 1 – letter from the Chairman to the Deputy Mayor for Policing and Crime regarding tackling electoral fraud.

Local Government (Access to Information) Act 1985
List of Background Papers: Member Delegated Authority Form 796 (electoral fraud and malpractice)
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LONDON ASSEMBLY

Chairman of the Police and Crime Committee



Steve O'Connell AM
Member for Croydon & Sutton

City Hall
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Date: 9 March 2017

Sophie Linden

Deputy Mayor for Policing and Crime
Mayor's Office for Policing and Crime

(via email)

The failure of the Met to seek criminal prosecutions in respect of the 2014 Mayoral Election in Tower Hamlets

I am writing on behalf of the Police and Crime Committee to recommend that you use the powers conferred to you under section 54 of the Police Act 1996 (as amended by the Police Reform and Social Responsibility Act 2011), to request that HMIC inspect the activities of the Met as they pertain to investigating matters relating to the 2014 Mayoral Election in Tower Hamlets; the findings of the Election Court judgement 2015; and related investigations thereafter.

There is widespread concern that despite the Election Court judgement findings against the former Mayor of Tower Hamlets, Lutfur Rahman—on a variety of corrupt and illegal practices—there have been no criminal prosecutions. As we heard from the Mayor of Tower Hamlets, John Biggs, and from the Tower Hamlets Commissioner, Sir Ken Knight, there is a deepening sense among Londoners that “justice has not been seen to be done”.

We have, therefore, tried to gather a clear and compelling understanding of why there have been no criminal prosecutions. To this end we have heard from MOPAC, the Met, the Electoral Commission, the CPS, the Mayor of Tower Hamlets, the Commissioner, the barrister for the Election Petitioners (Francis Hoar) and from Councillor Peter Golds.

There are many aspects to the way the allegations of electoral fraud and malpractice were handled by the Met that are troubling, and it is on the following basis that we recommend you make the referral to the HMIC.

Investigation of allegations

We remain convinced that more could have been done to investigate the very many allegations of fraud and malpractice in Tower Hamlets before and during the 2014 Mayoral election, and that those investigations that did take place were not done to the highest possible standards. There appears to be evidence of criminal wrongdoing, and expeditious investigative work could have generated sufficient evidence to seek a criminal prosecution.

The police officers that investigated the 164 allegations relating to the 2014 Tower Hamlets Mayoral election were considered to be inexperienced in their knowledge of electoral law. The Special Enquiry Team (SET) was only created in 2013 and that election (run at the same time as other local authority and the European elections) was their first. Councillor Peter Golds expressed concerns he had over their comprehension of the electoral law and the political process.

There was missed evidence in the Met's investigation. We heard about the trial bundle of 27 files of evidence collected and presented to the Election Court, material that was not reviewed by the Met but which was sent to the Director of Public Prosecution. Included in these files was material prepared for presentation in the Election Court in the case against the Tower Hamlets' Returning Officer, which we understand was about corruption in the election. As the case against the Returning Officer was dropped on the first day of Court the material was never considered. The Met did not review this material and no new interviews were undertaken because it was not in the Election Court judgement. There may well have been material worth considering and as such seems to indicate a significant missed opportunity.

The Met did review the written Court judgement but as Commander Cundy stated at our meeting "I do not sit here to profess that the review that was done would be completely exhaustive, looking at every single thing connected to all the events that have gone on in Tower Hamlets". This was a missed opportunity.

There were also missed opportunities to gather witness statements. We heard from Councillor Peter Golds of a number of specific allegations that he has brought to the attention of the Met and for which he has offered to provide admissible witness statements, and for which he has other corroborative witnesses who are themselves prepared to give admissible statements. But he has not been asked to do so by the Met. At our meeting on 9 February, the Met gave assurances that they would now seek to take statements from Councillor Peter Golds and from the other witnesses. It is not clear why this had not happened before.

We also heard that a number of witnesses who gave evidence in the Election Court, in public and were thus named, were not prepared to give statements to the police for use in criminal

LONDON ASSEMBLY

proceedings. This is strange and begs the question as to why not? If it was because those individuals did not have full confidence in the Met then alternative means of securing statements, perhaps by using officers from another police force, could have been pursued.

The Met's engagement with Petitioners

The relationship between the Met and the Petitioners has been unsatisfactory. There has been a lack of positive engagement and a failure to communicate effectively with them. The Petitioners were not interviewed or asked to provide witness statements or evidence files despite the fact that they had produced significant material such that the Election Court found in their favour on the majority of the allegations they raised. It is worthy of note that just a few days before the Police and Crime Committee meeting on 9 February, one of the Petitioners, Ms Moffat, was contacted by the Met to see if she did now want to raise any criminal allegations.

The relationship between the Met and CPS

The Met was not present through the Election Court hearing, but instead reviewed the final judgement. The Met did not, therefore, hear the full extent of the allegations that were laid out in Court, did not hear witnesses for the Petitioners or for the Respondent, nor did they hear the cross-examinations. The CPS was represented in Court by counsel and gave early investigative advice to the Met. This is a slightly unusual situation as the Met will normally seek to produce a file of evidence that they then take to the CPS for a charging decision. But in this case the CPS gave early investigative advice to the Met. As the CPS did not make any referrals to the Met it is questionable to what extent that early investigative advice may have swayed the officers in their pursuit of the sufficient evidence necessary to generate a criminal charge.

Seeing the bigger picture

One of the central findings of the Election Court judgement is the extent to which a host of intimidatory, fraudulent and corrupt practices were deemed to be the agency of one man, namely Lutfur Rahman. While we heard of the efforts made by the Met to investigate individual allegations of fraud and malpractice there is a sense that officers failed to grasp the big picture, join up the dots and pursue the guiding mind behind the mass of inappropriate activity that was brought to their attention. To give just one example, the Met was clearly concerned about the level of intimidation by crowds at some of the polling stations but seem to have treated these, albeit rather ineffectually, as matters of public order when they could as well have been inquiring as to how and by whom the crowds were being organised.

It is time therefore for a fresh pair of eyes to review the activities of the Met in regard of the allegations of electoral fraud and malpractice as they relate to the 2014 Tower Hamlets Mayoral election. While the time limited constraints of the Representation of the People's Act may prevent any prosecution of past electoral malpractice by Mr Rahman, offences of bribery, corruption and conspiracy have no time limit for bringing charges. There may still therefore be opportunities to mount a criminal prosecution and bring a sense of closure to what has been a systematic affront to the democratic process.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Steve O'Connell', written over a horizontal line.

Steve O'Connell AM

Chairman of the Police and Crime Committee

Subject: Response to the Committee's Report: *Response to the Mayor's Draft Police and Crime Plan*

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 29 March 2017

This report will be considered in public

1. Summary

- 1.1 The Committee is asked to note the response from the Deputy Mayor for Policing and Crime to its report, *Response to the Mayor's Draft Police and Crime Plan*.

2. Recommendation

- 2.1 **That the Committee notes the response from the Deputy Mayor for Policing and Crime to its report, *Response to the Mayor's Draft Police and Crime Plan*, attached at Appendix 1 to this report.**

3. Background

- 3.1 The Mayor, as occupant of the Mayor's Office for Policing and Crime (MOPAC) (equivalent to a Police and Crime Commissioner outside London), has a statutory duty to publish a Police and Crime Plan. The Plan is required to set out MOPAC's priorities for the Mayor's time in office, including police and crime objectives, financial and other resources to be provided to the Commissioner and performance measures.¹ The Committee is required by statute to review the draft Plan and make a report or recommendations on the Plan to MOPAC. MOPAC must "have regard to any report or recommendations made by the [Committee] in relation to the draft Plan."²

¹ [Police Reform and Social Responsibility Act 2011](#)

² [Police Reform and Social Responsibility Act 2011](#)

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3.2 The Mayor published his draft Police and Crime Plan for 2017 to 2021 on 1 December 2016.³ The Committee agreed its response for submission to MOPAC at its meeting on 23 February 2017⁴.

3.3 The Committee made the following recommendations:

Recommendation 1

The final Police and Crime Plan, and the subsequent knife crime strategy, should include a commitment to improving engagement with young people about knife crime and violence to support prevention. This should include:

- uncoupling the perception that serious youth violence and knife crime are linked to gang activity, and redirecting public attention to reflect the prevalence of non-gang-related youth violence;
- providing reassurance and appropriate messaging about the realities of knife crime;
- helping to drive an increase in awareness of the importance of young victims reporting serious violence, and the ways in which they can do so; and
- exploring the potential to extend youth worker provision in Accident and Emergency into other areas, such as sexual health clinics, to support those who experience abuse.

Recommendation 2

The Mayor should use his commissioning powers to provide and deliver sustainable services to meet the needs of all victims and survivors of VAWG in London, including:

- increasing the number of Independent Sexual Violence Advisers (ISVAs) and Independent Domestic Violence Advocates (IDVAs); and
- providing long-term funding to give specialist services certainty in the support they can provide to victims.

Recommendation 3

The final Police and Crime Plan should include specific commitments to:

- work with local authorities and the Home Office to explore new ways of commissioning activity to prevent extremism; and
- engage communities more effectively to safeguard against extremism.

Recommendation 4

The final Police and Crime Plan should fully reflect the Mayor's promise that FGM is a practice that he will not tolerate. It should provide further specific detail on how the Mayor and MOPAC will work with organisations and communities in London to eradicate FGM.

Recommendation 5

The final Police and Crime Plan should be much clearer on its plans around cyber security and online crime, and include further detail on how the Mayor intends to support efforts to tackle online fraud.

³ Mayor of London, [Mayor invites Londoners to have their say on plans for a safer city](#), 1 December 2016

⁴ [police_crime_committee_response_to_the_mayors_draft_police_and_crime_plan.pdf](#)

Recommendation 6

The final Police and Crime Plan should set out more clearly how the Mayor intends to:

- approach prevention, intervention, and enforcement in respect of tackling drugs in the capital; and
- work with partners in neighbouring counties to tackle drug trafficking that occurs across county lines.

Recommendation 7

The final Police and Crime Plan should set out the Mayor's intention to draft a clear plan and specific actions for supporting people with mental health needs that come into contact with the police and criminal justice service.

Recommendation 8

The final Police and Crime Plan should outline the Mayor's commitment to push for improvements in the commissioning of healthcare in custody, to be delivered effectively and soon, to ensure that all detainees have access to the healthcare that they need.

Recommendation 9

The final Police and Crime Plan should set out the steps the Mayor and MOPAC will aim to take to take to push for greater devolution of powers and more responsibility over the criminal justice service to City Hall.

Recommendation 10

As a matter of urgency, MOPAC should revisit its local priority setting processes, to ensure that:

- the parameters for what priorities look like are clear and transparent; and
- Safer Neighbourhood Boards, ward panels and other interested groups have an input into the priorities for their boroughs.

Recommendation 11

The Mayor should ensure that an adequate period of time is given to the borough merger pathfinder pilots, to ensure that they can be fully assessed. This assessment should examine the impact of differing priorities across a single Basic Command Unit on officers and on performance.

Recommendation 12

The final Police and Crime Plan should set out how each priority, including local priorities, will be measured and provide a clear indication of what success would look like. The Mayor should also set out how, using these measures, he will make an assessment about the performance of the Metropolitan Police as a whole.

Recommendation 13

The Mayor should make it a priority for the new Commissioner of the Metropolitan Police to tackle the issue of workforce morale as part of the force's work on inclusion, fairness and equality. This should include:

- a particular focus on officers working in high pressure specialist areas, such as firearms;
- ensuring adequate training for officers throughout their careers, to instil a positive culture and ensure they are well equipped to deal with the issues Londoners face; and
- examining how increased diversity in the Met can support good morale, and any new ways in which it can be achieved.

4. Issues for Consideration

- 4.1 In accordance with section 6(e) of the Police Reform and Social responsibility Act 2011, the Mayor’s Office for Policing and Crime must give the Police and Crime Committee a response to its report and recommendations before issuing a Police and Crime Plan.
- 4.2 The response from the Deputy Mayor for Policing and Crime to the Committee’s report is attached at **Appendix 1** for noting.

5. Legal Implications

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

6. Financial Implications

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

List of appendices to this report:

Appendix 1: Response from the Deputy Mayor for Policing and Crime.

Local Government (Access to Information) Act 1985	
List of Background Papers: None	
Contact Officer:	Joanna Brown and Teresa Young, Senior Committee Officers
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17th March 2017

Dear Colleagues,

Thank you for your full and detailed response to the draft Police and Crime Plan.

I'm pleased to be able to respond to the recommendations made by the Police and Crime Committee below.

- **Keeping children and young people safe** – Like you, we are clear that serious youth violence and knife crime are not solely related to gang activity and we make this point clearly in the Plan. One of our core commitments under the keeping children and young people safe section is producing and implementing a new knife crime strategy. This will bring together stakeholders – including young people - to take tough action against knife crime, challenge perceptions about it and encourage young people to come forward and report knife crime. We will continue to fund support provided to victims of knife and gang crime in London Major Trauma Centres and extend it further to other Accident and Emergency departments in Boroughs that have high levels of knife crime, allowing us to reach and support more young people who may not wish to report crimes formally.
- **Violence against women and girls (VAWG)** - The Mayor is determined to tackle violence against women and girls in London and will be working with partners to refresh the London VAWG Strategy. We will continue funding both ISVAs and IDVAs to support survivors through the criminal justice process. We also commit to working with currently commissioned providers to develop a new sexual violence service model to better meet the needs of all victims and survivors.
- **Standing against extremism, hatred and intolerance** – We have committed to work with the Home Office to deliver more tailored counter-radicalisation activity across London, alongside our other work to protect people vulnerable to crime and prevent them from being drawn into harmful activities.
- **Harmful practices: FGM** – We are unequivocal in our condemnation of FGM and other harmful practices and clear in our commitment to improve training for frontline professionals who come into contact with potential victims of harmful practices so they can identify those at risk and take appropriate steps to intervene.
- **Fraud and online crime** – The final Plan contains detail on our ambitions to protect organisations and individuals from fraud and online crime, including through the London Digital Security Centre and through our support to the MPS FALCON team.
- **Tackling drug use** – The Plan describes how we will work to tackle drug use, which is a key driver of offending and reoffending. This includes encouraging a problem solving approach in communities – tackling core issues like drug dealing that can be the driver of many other crime and antisocial behaviour problems in local areas. It includes our commitment to support partnership work to tackle the organised crime groups responsible for trafficking drugs in London and across county lines. It also includes work to improve drug testing on arrest, so that people found to be using drugs can be

directed to appropriate support, and working with London health partners to ensure continuity of healthcare support as offenders transfer between services.

- **Health and policing** – We commit to reviewing the provision of healthcare in police custody to ensure that this important service is provided in an effective and well-managed way. In addition, the document sets out plans to trial new, dedicated Mental Health Teams in the MPS to ‘problem solve’ cases and reduce demand by addressing the underlying issues of vulnerability linked to mental health.
- **A better criminal justice service** - Following lobbying by the Mayor, on 8th March 2017, the Chancellor announced an agreement to work towards the devolution of responsibility for some elements of the Criminal Justice Service out of central Government and to the Mayor of London. We know that the Assembly has supported devolution and this will be as welcome to you, as it is us. The Plan sets out the strategic ambitions for the Criminal Justice Service that we hope to achieve through devolution.
- **Local volume crime priorities** – The Plan sets out how we have agreed the local priorities, and the new approach has been well received. Details of the agreed priorities for all 32 Boroughs will be published alongside the Plan. We will review these priorities with Boroughs on an annual basis. The Plan sets out our continued commitment to Ward Panels and Safer Neighbourhood Boards, and they will play an important role in linking with neighbourhood teams to ensure they are tackling issues of high concern.
- **BCU pathfinders** – The Mayor has committed to reviewing the outcome of the Basic Command Unit pathfinder to assess whether it is suitable for a wider rollout across London. This will happen in a timely and appropriate manner.
- **Holding the Met and MOPAC to account** - MOPAC has created a comprehensive performance framework which indicates how performance will be measured. This is set out in detail within the final Police and Crime Plan.
- **Delivering in uncertain times** – The morale, motivation and passion to serve of London’s police officers, staff and volunteers is precious, and we are determined to work with the new Commissioner to make the MPS a better place to work, encouraging a culture of fairness and respect, opening new pathways for Londoners of different backgrounds to join the MPS, and supporting work underway in the MPS to ensure that leaders respect and embrace diversity.

Regarding the wider consultation, we had a considerable number of responses – Over 230 written responses and over 530 responses to our online survey. I have also undertaken many consultation meetings with stakeholders as well as 5 public meetings.

The consultation was undertaken when the proposals in the draft plan were still at a formative stage. All responses to the consultation were given careful consideration, and read and analysed. This analysis has been taken into account in formulating the final Plan.

The final Police and Crime Plan will be published on Monday 20th March 2017. We will ensure that you are sent a copy, along with the agreed local priorities for the MPS. I look forward to working with the Committee in the years ahead as we work to make London a safer city for all.

Yours Sincerely,

A handwritten signature in black ink that reads "Sophie Linden". The signature is written in a cursive, flowing style.

Sophie Linden
Deputy Mayor for Policing And Crime

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Subject: Question and Answer Session with the Mayor's Office for Policing and Crime and the Metropolitan Police Service

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 29 March 2017

This report will be considered in public

1. Summary

- 1.1 This report serves as a background paper to the monthly question and answer session with the Mayor's Office for Policing and Crime (MOPAC) and the Metropolitan Police Service (MPS).

2. Recommendations

- 2.1 **That the Committee notes the monthly report from the Mayor's Office for Policing and Crime as background to the question and answer session with the Deputy Mayor for Policing and Crime and the Metropolitan Police Service.**
- 2.2 **That the Committee notes the report and answers given by the Deputy Mayor for Policing and Crime and the Metropolitan Police Service to the questions asked by Members.**

3. Background

- 3.1 The Committee has agreed that it will hold monthly question and answer sessions with the head of MOPAC and invite representation from the MPS.
- 3.2 MOPAC produces a monthly report providing an update on policing operational and financial performance, as well as the activities and decisions of MOPAC. The report is used to inform questions to MOPAC and the MPS at monthly question and answer sessions. The latest report is attached at **Appendix 1**.

4. Issues for Consideration

4.1 The Committee will explore topical issues of importance to policing and crime in London. The question and answer session with Sophie Linden, the Deputy Mayor for Policing and Crime and Craig Mackey QPM, Acting Commissioner, MPS is likely to cover the following topics:

- The Mayor’s Police and Crime Plan 2017-2021;
- Notting Hill Carnival;
- Private Policing;
- Bail Arrangements; and
- Policing the Night-Time Economy.

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:

Appendix 1 – MOPAC Monthly report

Local Government (Access to Information) Act 1985
List of Background Papers: None.
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M O P A C

MAYOR OF LONDON
OFFICE FOR POLICING AND CRIME

**Report to the
Police and Crime Committee**

**Wednesday, 29 March 2017
10am
City Hall**

**Sophie Linden
Deputy Mayor for Policing and Crime**

1. INTRODUCTION

This report is provided to the Police and Crime Committee (PCC) for its 29 March 2017 meeting to assist the Committee to exercise its function in scrutinising and supporting the Mayor's Office for Policing And Crime (MOPAC) and to hold it to account.

This report covers the period from **11 February to 10 March 2017**.

In addition to the range of regular meetings and briefings with key stakeholders including senior MPS officers, below are the main activities I have been involved in and/or where MOPAC has been represented.

2. MOPAC ACTIVITY REPORT

2.1 Police and Crime Plan (PCP) consultation

Over the last month, I have continued with my consultation and engagement on the draft Police and Crime Plan. In addition to the meetings listed in this report, I have now met with all 32 London Borough Chief Executives, Leaders and Commanders. We discussed the draft Police and Crime Plan, London Crime Prevention Fund, policing priorities and the Borough Command Units (BCU) implications for their respective boroughs.

I also met with representatives from the following organisations:

- Middlesex University
- Association of Charitable Foundations Criminal Justice Funders Group
- London Funders
- Women as Victims
- Mental Health Groups
- Youth Big Talk, Lambeth Academy
- St Paul's Academy, Abbey Wood – Citizens UK

These sessions have been both informative and insightful, and have identified some key issues for consideration in the development of the Police and Crime Plan.

2.1.1 VCS PCP Consultation

On 13 February, I held a Voluntary and Community Sector (VCS) Roundtable which brought together a wide range of VCS Organisations to share their views on the draft police and crime plan, and to discuss how we can work better together in London to drive further reductions in reoffending and support victims.

2.1.2 Focus Group with Young Review IAG

On 13 February, I held a Focus Group with the Young Review Independent Advisory Group (IAG) for views to be shared on the draft police and crime plan, and to explore how we can work better together in London to tackle the disproportional representation of Black And Minority Ethnic (BAME) communities in London's criminal justice system.

2.2 Volunteer Police Cadet Annual Awards

- On the 11 February, I attended the Volunteer Police Cadet Annual Awards. The event celebrated the achievements of cadets and the staff that guide them. A range of awards will be presented including contribution to Neighbourhood Policing, Cadet of the Year and Best New Recruit.
- On the 8 March, I attended a Volunteer Police Cadet meeting in Greenwich. This was an opportunity to see the regular activity of the cadets first hand. I was also interviewed by cadets as part of their programme around International Women's Day

2.3 Visit to Ben Kinsella Trust Exhibition 14 February

On the 14 February, I attended the Ben Kinsella exhibition and met with the parents of Ben Kinsella, who was murdered on 28 June 2008 in Islington while celebrating the end of his GCSE exams with friends. The purpose of the visit was to engage on the subject of prevention and early intervention in relation to Knife Crime.

2.4 Keith Humphreys - AAMR

On 14 February, I met with Keith Humphreys, Professor and the Section Director for Mental Health Policy of the Department of Psychiatry and Behavioural Sciences at Stanford University. We discussed the Alcohol Abstinence Monitoring Requirement (AAMR) and Sobriety innovation in the United States.

2.5 London CONTEST board

On 16 February, I met with Martin Esom, the Chief Executive, LB Waltham Forest and chair of the London Prevent Board. We discussed Prevent as well as the London CONTEST board. We further discussed the London Prevent Communications Forum which took place on 22 February, at which MOPAC was represented.

2.6 Justice Matters - Offender Management

On 27 February 2017, I chaired a Justice Matters Round Table on Offender Management and was joined with colleagues across the Criminal Justice System. The first part of the meeting focused on the report from Her Majesty Inspector of Prisons (HMIP) into the effectiveness of probation services in North London and an analysis of current data. The discussion widened thereafter to provide a useful perspective on the management of offenders from most aspects and sectors including that of a former service user who joined us in the discussion.

2.7 London Councils/MOPAC Engagement Meeting

On 28 February, I attended a London Council Members Group chaired by Lib Peck, the Executive Member for Crime and Public Protection, to consult with London boroughs on the co-commissioning element of the London Crime Prevention Fund (LCPF). We discussed the opportunities of the fund, potential funding principles, criteria, eligibility and governance arrangements.

2.8 Youth Big Talk, Lambeth Academy 28 February

On 28 February, I participated in an interactive youth engagement event at a School in Beckenham, Lewisham. There were over 120 pupils and adults in attendance, and the purpose was to engage and hear the views of young people, service providers and practitioners on the cause and impact of knife crime and what more could be done to address the issue. Steve O'Connell AM was also in attendance.

2.9 Institute for Global City Policing

On 3 March, I attended the annual Governance Board for the Institute for Global City Policing, alongside University College London (UCL) and the MPS, where the annual report and funding strategy were agreed.

2.10 Lord Ramsbotham and Graham Robb

On 6 March, I met with Lord Ramsbotham and Graham Robb. We discussed the development of the Campus school in London, which will be a free school for young people up to age 18 subject to a court order. We also discussed the draft Police and Crime Plan.

2.12 National Neighbourhood Watch Network

On 8 March, I met with representatives of the National Neighbourhood Watch Network for England & Wales (NNWN) who presented their vision of a Nationwide support network for neighbourhood watches.

3. PERFORMANCE

Police data is now fully updated on the London data store. In addition, more police and crime data and information and interactive dashboards can be found at: <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/data-and-research>. An overview of key crime types are below.

MPS		Recorded Crime			
		Mar - Feb	2015-16	2016-17	% change
TNO	Total Notifiable Offences (TNO)		741,642	765,274	3.2%
	TNO Victim Based		673,887	698,547	3.7%
VAP	Violence Against the Person		225,420	235,128	4.3%
	Homicide		108	107	-0.9%
	Youth Homicide		19	23	21.1%
	VWI		73,745	74,860	1.5%
	Serious Youth Violence		6,234	7,062	13.3%
Domestic Abuse	Domestic Abuse Incidents		148,002	147,767	-0.2%
	Domestic Abuse Notifiable		73,839	74,301	0.6%
	Domestic Abuse VWI		23,754	23,553	-0.8%
Sexual Offences	Rape		5,551	6,322	13.9%
	Other Sexual		10,595	11,187	5.6%
Robbery	Total Robbery		21,722	23,345	7.5%
	Personal Robbery		19,986	21,679	8.5%
	Business Robbery		1,736	1,666	-4.0%
Burglary	Total Burglary		70,235	69,003	-1.8%
	Burglary in a Dwelling		44,288	43,005	-2.9%
	Burglary in Other Buildings		25,947	25,998	0.2%
Theft and Handling	Total Theft Person		34,183	36,595	7.1%
	Theft Taking of MV		22,315	27,232	22.0%
	Theft from MV		49,962	52,776	5.6%
Weapons	Knife Crime		9,823	11,666	18.8%
	Knife Crime With Injury		3,672	4,262	16.1%
	Gun Crime		1,828	2,490	36.2%
	Gun Crime Discharged		228	317	39.0%
Hate Crime	Racist and Religious Hate Crime		14,361	16,941	18.0%
	Faith Hate Crime		1,733	2,048	18.2%
	Anti-Semitic		452	528	16.8%
	Islamophobic		1,089	1,222	12.2%
	Sexual Orientation Hate Crime		1,866	2,002	7.3%
	Transgender Hate		152	202	32.9%
	Disability Hate Crime		326	713	118.7%

		Dec-15	Dec-16	Change
Confidence and Satisfaction	"Good Job" Confidence	67%	69%	2%
	Satisfaction	80%	78%	-2%

		Jan-16	Jan-17	Change	% Change
Workforce	Police Officers	31,677.99	31,019.40	-658.59	-2.08%
	Police Staff	10,157.49	8,743.20	-1,414.29	-13.92%
	PCSOs	1,638.53	1,444.33	-194.20	-11.85%
	MSC (Specials)	3,207.00	2,718.00	-489.00	-15.25%

Financial performance report for Quarter Three 2016/17

A REPORT SUMMARY

1. This is the third full quarterly financial monitoring report for 2016/17 for the MOPAC Group. Taking account of the proposed budget changes and the latest forecasts for savings there is a revenue forecast underspend of £11.8m representing 0.5% of net expenditure. Capital spend is forecast to be £92.2m below budget, representing 32% of the budget.
2. The report:
 - 2.1 Includes proposed revenue movements after the budget was submitted to the GLA including a proposed decreased use of earmarked reserves, and
 - 2.2 Examines the forecast against the financial background in which the budget for the year was set and highlights the risks to delivering the 2016/17 savings to ensure a balanced budget at the year end. For completeness the proposed revenue and capital budget movements are applied in determining the forecast outturn position.
 - 2.3 Capital expenditure for 2016/17 is forecast to be £195m against the current Capital Programme spend of £287m, with a variation of £92m. The forecast underspend has risen by £44m over the last quarter primarily as a result of slippage in projects for Digital Policing (£28m) and PSD (£12m).

B SUPPORTING INFORMATION

Financial performance for 2016/17 - revenue

1. Detailed in Appendix 1 is the Summary Revenue Monitoring Statement for Quarter Three of 2016/17 incorporating the projected outturn for the financial year. A net underspend of £11.8m is forecast for the year against the approved net budget of £2,498m (£3,339m gross budget).
2. For Quarter Three there is an increase in the underspend on police officer pay and police staff pay, which is offset by some short and medium difficulties in achieving planned savings.

Achievement of savings target

3. The MPS has a £126.9m savings target this year. Appendix 2 shows the MPS is confident that £81.4m of the £126.9m savings target for 2016/17 will be delivered in 2016/17. A further £8.8m may not be delivered this year due to timing issues but will be delivered next year. This leaves £36.7m remaining where there is a high risk of non-delivery in this and future years. The two key risk areas include savings in respect of police overtime and Digital Policing.

Other key pressures and inter dependencies

Police officer and staff pay (underspend increased by £5.9m to £63.5m during Quarter Three)

4. The MPS has spent £1,692.3m to date and is currently forecasting an outturn position of £63.5m underspend on police and staff pay against the revised budget, of which £49.5m relates to internally funded posts.
5. The increased underspend for police officer pay reflects the latest workforce modelling performed at the end of December 2016.
6. Through this financial year the majority of the police staff internally funded underspend has been within TP and relates to delays in appointing Dedicated Detention Officers (DDOs) within Met Detention and Forensic Health Care Nurse recruitment as well as vacancies across the Boroughs for Public Access Officers. The other significant gaps are in Local Delivered Support Services (LDSS) Administrators and Communications Officers. Gaps in police staff pay are being partly managed through their other devolved budgets such as supplies and services (as Forensic Medical Officers who are used to provide cover the nurse vacancies) and police officer overtime (as police officers provide cover in Met Detention).
7. The increased underspend reflects further vacancies within Specialist Operations (SO), Territorial Policing and Specialist Crime & Operations partially offset by a small increase in police staff pay in Digital Policing (DP) and Met HQ due to the realignment of the capital programme and delayed capitalisation of police staff costs.

Agency staff

8. It should be noted that the MPS is currently relying on significant numbers of agency staff often costing more than the average cost of a permanent member of staff. The number of interim posts has increased over the last quarter (485 FTE end of September to 507 at the end of December). This trend is expected to increase to the end of the year. There is expected to be growth in Business As Usual (BAU) areas such as LDSS and Vetting and in change roles such as the Portfolio Transformation Office, where there is pressure to utilise agency staff. SO will appointing 150 ex-officer agency workers over the next quarter.
9. Going forward numbers assigned to departmental transformation programmes such as in Finance, Digital Policing (DP) and Commercial are expected to reduce in 2017/18 as staff are either recruited or the changes implemented. There will be a reduction in agency staff numbers in LDSS as permanent staff are recruited but this is not likely to be until March/ April 2017.
10. The People and Training Board are currently reviewing the usage and controls around agency staff, to understand the key drivers and determine how these staff can be reduced in future. A full review of the impact of the IR35 changes announced in the Government's budget 2016. These changes to the taxable benefits of agency staff, which will apply in the public sector from April 2017. This may have a small impact on the numbers above at the end of the fourth quarter as MPS agency staff consider their options and potentially move to the private sector.
11. A plan needs to be developed clearly identifying numbers working on BAU activities from those agency staff required for the change programme. It is recommended that the MPS establish a Gold Group to demonstrate better control across the organisation over agency staff numbers, develop forward plans to allow the numbers to be tracked, variations explained and enable

informed decision making on optimal levels.

Police officer and police staff overtime (overspend increased by £2.2m to £20.9m during Quarter Three)

12. The MPS is forecasting an overspend of £18.6m on police officer overtime and £2.3m on police staff overtime as gaps in police officer and staff numbers are managed in devolved budgets. For instance one of the key reasons for the overspend in police officer and staff overtime relates to the under-strengths within DDOs in Met Detention Custody and within Roads Policing mainly due to Transport for London (TFL) funded operations such as Operation Neon (unlicensed Cab Hire) and additional activity requests from TFL. During the last quarter there were minimal increases in the forecast for police officer overtime. The forecast for police staff overtime however has increased from Quarter Two by £2m which primarily relates to reductions in police staff pay forecasts this quarter in Territorial Policing and cover for vacancies.
13. In controlling police officer overtime the MPS faces particular pressures this year and the overall overtime position is being kept under careful review by the Deputy Commissioner's Overtime Gold Group and by the Assistant Commissioners' Chief Officer Groups (COGs). The last meeting discussed current overtime spends and questioned what the drivers were for overtime costs in each Business Group.

Digital Policing (overspend increased by £6m to £30.3m during Quarter Three)

14. There are particular pressures for the MPS this year relating to the staged process to implement the DP Target Operating Model. There is a high risk that DP will be unable to meet their planned savings target for this year and DP are currently forecasting an overspend of £30.3m in addition to using £24m worth of reserves.
15. On 18 January, a full presentation was prepared for the Management Board Away Day as part of an in-depth review outlining future strategy and budget issues over the next five years. This did not however identify any savings to offset the pressures in 2017/18 to balance the DP revenue budget nor identify any savings for future years. Compensating savings for 2017/18 need to be urgently identified as well as revisiting the financial strategy for future years.

Capital Programme

16. Capital expenditure for the year is forecast at £194.8m against an adjusted 2016/17 programme of £287.0m, with a forecast underspend of £92.2m. Actuals to December 2016 are £118.9m.
17. Further detail including analysis of spend against the new Portfolio Structure can be found in Appendix 3.

Movements on the capital programme

18. On 31 January the Capital Programme for 2016/17 and future years was revised to reflect the revised expenditure forecast and re-profiled receipts and submitted to Oversight Board for DMPC approval.

Appendix 1

Overall revenue position against the updated 2016/17 budget

Table 1 MOPAC Group Summary Revenue Budget Monitoring Statement for Quarter Three of 2016/17

Year to Date Budget £m	Year to Date Actuals £m	Year to Date Variance £m	Cost category	Annual Budget £m	Forecast £m	Variance £m	%
1,365.9	1,342.9	-23.0	Police Officer Pay	1,829.6	1,791.3	-38.3	-2.1%
368.1	349.4	-18.7	Police Staff Pay	490.7	465.5	-25.2	-5.1%
46.5	46.2	-0.2	PCSO Pay	61.1	60.6	-0.4	-0.7%
1,780.4	1,738.5	-41.9	Total Pay	2,381.3	2,317.4	-63.9	-2.7%
54.0	64.3	10.3	Police Officer Overtime	70.5	89.1	18.6	26.4%
15.9	17.6	1.7	Police Staff Overtime	21.2	23.5	2.3	10.8%
0.2	0.1	-0.1	PCSO Overtime	0.3	0.1	-0.2	-66.7%
70.2	82.0	11.8	Total Overtime	92.0	112.7	20.8	22.6%
1,850.6	1,820.5	-30.1	Total Pay & Overtime	2,473.3	2,430.1	-43.2	-1.7%
35.4	35.8	0.5	Employee Related Expenditure	49.0	52.6	3.6	7.3%
131.0	129.6	-1.4	Premises Costs	168.6	168.4	-0.2	-0.1%
42.4	48.4	6.0	Transport Costs	57.1	63.1	6.0	10.5%
339.5	321.2	-18.3	Supplies & Services	483.2	513.5	30.3	6.3%
548.3	535.1	-13.1	Total Running Expenses	757.8	797.5	39.8	5.3%
32.2	35.3	3.1	Capital Financing Costs	43.0	42.9	0.0	0.0%
26.9	24.8	-2.1	Discretionary Pension Costs	35.9	33.5	-2.4	-6.7%
2,458.0	2,415.7	-42.3	Total Gross Expenditure	3,309.9	3,304.1	-5.8	-0.2%
-204.0	-203.3	0.7	Other Income	-273.3	-277.2	-3.9	1.4%
-317.2	-317.0	0.2	Specific Grants	-434.0	-439.6	-5.5	1.3%
-33.4	-22.1	11.3	Transfers to/(from)Reserves	-104.2	-100.8	3.4	-3.3%
1,903.3	1,873.3	-30.0	Total Net Expenditure	2,498.4	2,486.5	-11.8	-0.5%
-1,845.4	-1,847.0	-1.6	Funding (General Grant & Precept)	-2,498.4	-2,498.4	0.0	-
57.9	26.3	-31.6	Overall MPS & MOPAC Total	0.0	-11.8	-11.8	-

Appendix 2**Update on savings delivery**

The table below shows the current position on the deliverability of the £126.9m savings proposal for 2016/17. As at 31 December 2016, the MPS is still confident that £81.4m of the £126.9m savings target will be delivered this financial year (against £84.3m forecast in Quarter 2). A further £8.8m will be delivered in 2017/18 and there is a high risk to delivering £36.7m which includes £26.9m of Digital Policing savings built into the original savings target. The MPS continues to undertake planned management actions to address all the identified risks.

	Planned Saving (£m)	Forecast Saving (£m)	Variation (£m)
Savings with structural delivery problems	-47.0	-10.3	36.7
Savings with timing delivery problems	-24.5	-15.7	8.8
Savings that are forecast to be delivered in full	-55.4	-55.4	0.0
Overall Total – MPS	-126.9	-81.4	45.5

Appendix 3**Capital Programme analysed across new portfolios**

In line with the new MPS One Met Model Portfolio Structure, the capital programme managed by individual departments, has been analysed across 13 portfolios (note not all MPS portfolios have capital budgets). Only the portfolios with capital budgets are listed here.

The table below shows the year to date position and the full year forecasts across the portfolios.

Summary position of spend by Portfolio – December 2016

MPS Portfolio structure	Budget 2016/17 £m	Actuals £m	Forecast £m	Variance £m
Strengthening our Armed Policing Capability	2.2	0.7	3.8	1.6
Creating a Business Support function of the Future	1.1	0	0.2	-0.9
Enhance Digital Policing for 2020	32.1	19.2	27.2	-4.9
Improving Public Access and first contact	3.9	1	4.6	0.7
Optimising Response	19.3	4.5	10	-9.3
Reinforcing HQ, Improving Information Management	2	0	1.2	-0.8
Smarter Working	46.3	6.2	19.8	-26.5
Transforming Investigation and Prosecution	30.5	10.5	24.4	-6.1
CT Policing Change Portfolio	12.6	4.3	14.8	2.2
DP Adjustment	0	0	-6.4	-6.4
	150.0	46.4	99.6	50.4
Delivering Maximum Commercial Efficiency - Fleet	23.2	10.1	17.7	-5.5
Transforming the MPS Estate	113.8	62.4	77.5	-36.3
Total Capital Programme	287.0	118.9	194.8	-92.2

5. CORRESPONDENCE AND MAYOR'S QUESTIONS

MOPAC manages and prioritises all Mayor's questions and correspondence received to ensure that it is meeting its obligation to respond to a high quality and in a timely manner.

5.1 Mayor's Questions (MQs)

Mayor's questions	Total received	Responded to within the GLA agreed timeframe	In percentage terms
May 2016	80	80	100%
June 2016	93	86	92%
July 2016	97	67	69%
July 2016 Plenary session	41	39	95%
August 2016	MQs are not received in the month of August.		
September 2016	186	147	79%
October 2016	106	87	82%
November 2016	100	93	93%
December 2016	123	59	48%
January 2017	75	63	84%
February 2017	117	97	83%

5.2 Correspondence received and responded to within 20 days

Months	Correspondence received	Number responded to within 20 working days	In percentage terms
May 2016	199	189	95%
June 2016	270	236	87%
July 2016	244	201	82%
August 2016	196	189	96%
September 2016	198	188	95%
October 2016	205	194	95%
November 2016	278	240	86%
December 2016	175	150	86%
January 2017	184	161	87%
February 2017	183	148	81%

6 MOPAC BUSINESS AND MEETINGS

In the last month, my office and I have had a range of meetings with key stakeholders and MPS officers in support of the Mayor.

6.1 Regular Meetings with:

- the Mayor and his Team
- the Acting Commissioner
- MPS Senior Officers
- Partners including local authorities, criminal justice agencies, government departments, policing bodies, service providers and community groups.

All meetings are covered in section 2 and 6.1.

6.2 Decisions

The following formal decisions have been made since the last report:

Policing and Crime Decision (PCD) Number	Formal Decisions made
PCD 142	Financial Assistance
PCD 147	Forfeiture Stage 3
PCD 151	Network Tower – BT Contract
PCD 154	First Aid Consumables, Pharmaceuticals and Medical Gases

6.3 Future MOPAC meeting

Date	MOPAC Meeting
6 April	Investment Advisory Board

Subject: Police and Crime Committee Work Programme

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 29 March 2017

This report will be considered in public

1. Summary

1.1 This report sets out progress on the Police and Crime Committee's work programme.

2. Recommendations

2.1 That the Committee notes the summary of work completed in 2016-17.

2.2 That the Committee notes the schedule of meetings proposed for 2017-18, which is subject to agreement at the Annual Meeting of the London Assembly on 3 May 2017.

2.3 That the Committee delegates authority to its Chairman, Steve O'Connell AM, in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, to agree arrangements for a site visit to the Metropolitan Police Service's (MPS) training centre in Hendon to observe the facilities for the training and development of officers.

2.4 That the Committee delegates authority to its Chairman, Steve O'Connell AM, in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, to agree the terms of reference and scope for the Committee's first provisional meeting of the 2017-18 Assembly year on 11 May 2017.

2.5 That the Committee agrees, in relation to urgent matters only, a general delegation of authority in respect of the Committee's powers and functions (apart from those that cannot under the Police Reform and Social Responsibility Act 2011 be delegated) to the Chairman of the Committee, in consultation with the party Group Lead Members of the Committee and Caroline Pidgeon MBE AM, from the close of this meeting until the Annual Meeting of the London Assembly on 3 May 2017.

3. Background

- 3.1 The Committee receives a report outlining future topics for its work programme at each meeting. As this is the last meeting of the Assembly year, this report provides an overview of work undertaken in 2016-17 and sets out the proposed schedule of meetings for 2017-18.

4. Issues for Consideration

Summary of the Committee's Work in 2016-17

- 4.1 During the 2016-17 Assembly year, the Police and Crime Committee has scrutinised a wide range of topics related to policing and crime reduction in London, as summarised in paragraphs 4.2 to 4.19 below.

Appointment of the new Deputy Mayor for Policing and Crime

- 4.2 The Committee started the year by holding a confirmation hearing for the Deputy Mayor for Policing and Crime. Sophie Linden was questioned about her personal attributes and capability; and the responsibilities of the role. Following the meeting, Members agreed not to object to her appointment, and made a number of additional comments to the Mayor's Office for Policing and Crime (MOPAC) in relation to the information Members are provided with ahead of confirmation hearings.¹

Serious youth violence

- 4.3 In July, members examined the issue of Serious Youth Violence (SYV), in particular the increase in knife crime amongst young people. The Committee considered the impact that SYV has on the capital; the challenges for organisations working with young people exposed to violence; and the opportunities that are available to the Mayor to help tackle and prevent it.
- 4.4 This meeting resulted in a report and letter to MOPAC—published in September—which set a number of challenges to be addressed.² These included understanding more about the drivers of SYV; increasing confidence amongst young people to report violence; and providing effective and appropriate messaging to London's young people about the realities of knife crime. This was the first time the Committee published a report in a different format: focusing on short, sharp messages summarising the evidence. The report prompted an invitation to the Chairman to speak at a conference on gangs and SYV and has been used by Members to support discussions at a local level with young people about serious violence and knife crime.

Violence against Women and Girls

- 4.5 In September, the Committee focused on Violence against Women and Girls (VAWG). The Committee heard that reports of VAWG in London are rising as victims gain confidence to come forward: but reporting has not translated into action against alleged perpetrators.

¹ London Assembly Police and Crime Committee, [Proposed appointment of Sophie Linden to the Office of Deputy Mayor for Policing and Crime](#), 14 June 2016

² London Assembly Police and Crime Committee, [Serious Youth Violence](#), September 2016

- 4.6 The meeting resulted in a summary report that highlighted the difficulties in establishing the full extent of VAWG in London.³ The report said that the Mayor can play a significant role in making London a safer city for women and girls and that he must lead the response and conversation, regularly speak out about VAWG, and be a visible champion to end VAWG in London. It made a number of recommendations to the Mayor, including supporting women and girls to have the confidence to report VAWG; ensuring London's VAWG Strategy is adequately resourced and able to deliver on its priorities; protecting and building on London's network of specialist support services; and ensuring the right services in the right places.

Preventing extremism

- 4.7 The Committee used its thematic meeting in October to hold a discussion on preventing extremism in London with invited guests. Members discussed the ongoing challenges in respect of preventing extremism, and the work being undertaken by MOPAC. This included how public services have adapted to the new Prevent duty, what obstacles community groups face in tackling extremism at a local level, and the impact of the London CONTEST Board.
- 4.8 Following the meeting, the Chairman wrote to the Deputy Mayor for Policing and Crime to highlight the good progress being made at a local level to tackle extremism, particularly of the London Prevent Board.⁴ The letter noted, however, that progress made by MOPAC and the London CONTEST Board has been slow. It recommended further work to improve the sharing of information, transparency and the delivery of effective interventions. The report contributed to the development of the Mayor's Draft Police and Crime Plan, with the findings and recommendations being directly reflected in the draft plan.

Policing and security at Notting Hill Carnival

- 4.9 In November, the Committee carried out a short piece of work on policing and security at Notting Hill Carnival. It sought to examine the policing and security arrangements at Carnival, following reports that arrests at the event had reached record levels, to identify any improvements that can be made to keep people safe, and heard from the organisations involved in organising Carnival.
- 4.10 The report, *Notting Hill Carnival: safer and better*, highlighted a worrying rise in serious and violent incidents at Carnival, and a real risk that overcrowding could occur.⁵ It also reflected on the ability of the London Notting Hill Carnival Enterprise Trust Ltd—the organisers of Carnival—to deliver. In its report the Committee asked the Mayor to do two things: to help the Carnival Trust to become a stronger, more formal, organising body; and to work with the Carnival Trust to look at what changes might improve the safety and quality of Carnival, and to engage Londoners on any proposals.

Policing in and around the London Stadium

- 4.11 The Committee's meeting in December was used to speak with organisations responsible for the London stadium and surrounding area. This followed a number of incidents at West Ham football matches in the stadium, and criticism around the security arrangements, including stewarding and segregation, and the lack of police presence in the ground.
- 4.12 Members heard from organisations involved in the running of the stadium, including West Ham Football Club, about the roles and responsibilities of organisations; what improvements are being

³ London Assembly Police and Crime Committee, [Violence against Women and Girls](#), November 2016

⁴ London Assembly Police and Crime Committee, [Preventing extremism in London](#), November 2016

⁵ London Assembly Police and Crime Committee, [Notting Hill Carnival: safer and better](#), January 2017

made following recent incidents of violence at football matches; and how the wider Olympic Park is policed.⁶ Following the meeting the Committee visited the London Stadium to assure itself that the security procedures in place were effective. Members met with key personnel, toured the security facilities and heard about the improvements being made to the security plans.

Electoral fraud

- 4.13 The Committee agreed to review its work programme in early 2017 to hold an urgent investigation to clarify the involvement of the Mayor's Office for Policing and Crime (MOPAC) and the Metropolitan Police Service (MPS) in relation to tackling allegations of electoral fraud and mismanagement in London. Particular attention was paid to the 2014 Tower Hamlets Mayoral Election, following the Election Court Judgement by the Election Commissioner.
- 4.14 The Committee looked at how allegations of electoral fraud are tackled and the types and volume of accusations in London in recent years. Members heard about the process for an investigation and the difficulties of gathering sufficient evidence necessary to seek prosecution of offenders.⁷ Following the discussion the Committee agreed to write to MOPAC to request further investigation into the work carried out by the MPS in relation to the Tower Hamlets Mayoral Election.

The Mayor's Draft Police and Crime Plan

- 4.15 The Committee recently agreed its response to the Mayor's Draft Police and Crime Plan. It examined the feasibility and potential impact of the Plan, particularly in light of the changing nature of crime and funding pressures faced by the police and other public services.
- 4.16 The report, produced to respond to MOPAC's formal consultation on the draft Police and Crime Plan, concluded that there were some issues in the draft Plan that needed further thought or explanation. It stressed that the final plan, and the strategies that follow it, should build and inspire confidence in these challenging and uncertain times: both of the police in the leadership shown by the MPS and MOPAC, and of the public in the police's ability to respond to their needs effectively. The report made a number of recommendations asking the Mayor to amend the Plan, or consider certain issues in more detail in future strategies.⁸
- 4.17 Before issuing the Police and Crime Plan, MOPAC must give the Police and Crime Committee a response to its report and recommendations. MOPAC's response is set out at Appendix 1 to Agenda Item 6.

Responding to urgent issues

- 4.18 A number of high profile reports on the performance of the MPS and safety of Londoners were published this municipal year, and the Committee dedicated time to discuss the impact and response to each. To do so, in some cases, the Committee organised short notice meetings in addition to its regular work programme. In November 2016, for example, Members invited Lord Toby Harris to speak about his assessment of counter-terrorism in the capital.⁹ In December 2016, the Committee called urgently on the MPS to provide an update on the conduct of child protection investigations, following a damning report by the Her Majesty's Inspectorate of Constabulary.¹⁰ These discussions, which took place only shortly after the publication of the reports, helped the Committee to question

⁶ Meeting of the London Assembly Police and Crime Committee, [1 December 2016](#)

⁷ Meeting of the London Assembly Police and Crime Committee, [9 February 2017](#)

⁸ London Assembly Police and Crime Committee, [Response to the Mayor's Draft Police and Crime Plan](#), February 2017

⁹ Meeting of the London Assembly Police and Crime Committee, [3 November 2016](#)

¹⁰ Meeting of the London Assembly Police and Crime Committee, [1 December 2016](#)

the MPS and MOPAC in question and answer sessions, and contributed to the Committee's thinking in respect of the draft Police and Crime Plan.

Question and Answer sessions with the MPS and MOPAC

4.19 The Committee continue to conduct regular question and answer sessions with the MPS and MOPAC. Topics covered this year included:

- The use of closed circuit television in London, following the decision of Westminster City Council to decommission its cameras;
- The rise in 'two-wheeled enabled' crime: crime committed by those on motorcycles or bikes;
- The merger of borough command units across London and other changes to neighbourhood policing;
- The MPS's efforts to tackle gun crime and knife crime;
- The possible introduction of spit guards in London's custody suites;
- The increase in hate crime; and
- Changes to the organisation of the MPS, including the appointment of a new Commissioner, and changes to its management structure.

Future topics and the schedule of meetings for 2017-18

4.20 The Committee's work programme is intended to enable the Committee to effectively fulfil its roles of holding the 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 MPS and other stakeholders, site visits, written consultations and round table meetings.

4.21 The Committee will usually meet twice a month. One of the monthly meetings is usually to hold a question and answer (Q&A) session with the Deputy Mayor for Policing and Crime. The Commissioner of the MPS has been invited to these meetings. The Committee will primarily use Q&A meetings to investigate topical issues and review MPS performance, including consideration of MOPAC's approach to holding the MPS to account.

4.22 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. Reports will be approved and published by the full Committee.

4.23 The schedule of 2017-18 meetings, subject to decisions to be made at the Assembly's Annual Meeting on 3 May 2017, is set out overleaf. The Committee is recommended to agree that delegated authority be granted to the Chairman of the Committee in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, to agree the terms of reference and scope for the Committee's first provisional meeting of the 2017/18 Assembly year on 11 May 2017 in order that guests can be secured for that meeting. Other topics for the future work programme are currently being discussed and a more detailed work programme will be reported to the next meeting for formal agreement.

- Thursday 11 May 2017 – thematic;
- Thursday 25 May 2017 – Q&A session;
- Wednesday 7 June 2017 – thematic;
- Wednesday 21 June 2017 – Q&A session;
- Wednesday 5 July 2017 – thematic;
- Thursday 20 July 2017 – Q&A session;
- Wednesday 6 September 2017 – thematic;
- Wednesday 20 September 2017 – Q&A session;
- Thursday 5 October 2017 – thematic;
- Tuesday 17 October 2017 – Q&A session;
- Wednesday 1 November 2017 – thematic;
- Wednesday 15 November 2017 – Q&A session;
- Thursday 30 November 2017 – thematic;
- Wednesday 13 December 2017 – Q&A session;
- Thursday 11 January 2018 – thematic;
- Wednesday 24 January 2018 – Q&A session;
- Wednesday 7 February 2018 – thematic;
- Thursday 22 February 2018 – Q&A session;
- Wednesday 7 March 2018 – thematic; and
- Wednesday 21 March 2018 – Q&A session.

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 Greater London Authority arising from this report.

List of appendices to this report: None

Local Government (Access to Information) Act 1985

List of Background Papers: None

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