

AGENDA

Meeting **Police and Crime Committee**
Date **Thursday 20 September 2018**
Time **10.00 am**
Place **Chamber, City Hall, The Queen's
Walk, London, SE1 2AA**

Copies of the reports and any attachments may be found at
www.london.gov.uk/mayor-assembly/london-assembly/police-and-crime-committee

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Members of the Committee

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
Susan Hall AM
Caroline Pidgeon MBE 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.

Ed Williams, Executive Director of Secretariat
Wednesday 12 September 2018

Further Information

If you have questions, would like further information about the meeting or require special facilities please contact: Teresa Young; Telephone: 020 7983 6559; Email: teresa.young@london.gov.uk; Minicom: 020 7983 4458

For media enquiries please contact Howard Wheeler, External Communications Officer – London Assembly on 020 7983 4769. Email: howard.wheeler@london.gov.uk. If you have any questions about individual items please contact the author whose details are at the end of the report.

This meeting will be open to the public, except for where exempt information is being discussed as noted on the agenda. A guide for the press and public on attending and reporting meetings of local government bodies, including the use of film, photography, social media and other means is available at www.london.gov.uk/sites/default/files/Openness-in-Meetings.pdf.

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Certificate Number: FS 80233

**Agenda
Police and Crime Committee
Thursday 20 September 2018**

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: 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 Summary List of Actions (Pages 5 - 16)

Report of the Executive Director of Secretariat

Contact: 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, as listed in the report.

4 Action Taken Under Delegated Authority (Pages 17 - 54)

Report of the Executive Director of Secretariat

Contact: Teresa Young, teresa.young@london.gov.uk; 020 7983 6559

The Committee is recommended to:

- (a) Note the recent action taken by the Chairman of the Police and Crime Committee under delegated authority, following consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, namely to:**
 - (i) Agree the Committee's report, *Detained not Forgotten, Healthcare in Custody*,**
 - (ii) Agree the arrangements for the Committee's site visit on 7 September 2018 to Birmingham; and**
 - (iii) Agree the arrangements for the Committee's discussion on tackling the rise of violence in London on 20 September 2018.**
- 2.2 Note its report, *Detained not Forgotten, Healthcare in Custody*, as attached at Appendix 1 of the report.**
- 2.3 Note the summary of its visit to Birmingham, as set out in paragraphs 4.4 to 4.9 of the report.**

The appendix to the report set out on pages 23 to 54 is attached for Members and officers only but is available from the following area of the GLA's website: www.london.gov.uk/mayor-assembly/london-assembly/police-and-crime-committee

5 Tackling the Rise of Violent Crime in London (Pages 55 - 58)

Report of the Executive Director of Secretariat

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

The Committee is recommended to note the report as background for the discussion with invited guests and note the subsequent discussion:

6 Police and Crime Committee Work Programme (Pages 59 - 62)

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 progress on its work programme, as set out in the report; and**
- (b) Delegate authority to the Chairman, in consultation with party Group Leaders and Caroline Pidgeon MBE AM, to agree an Annual Report summarising the work of the Committee over the past year.**

7 Date of Next Meeting

The next meeting of the Committee is scheduled for Thursday, 4 October 2018 at 10am in the Chamber, City Hall.

8 Any Other Business the Chairman Considers Urgent

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Subject: Declarations of Interests

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 20 September 2018

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	
Jennette Arnold OBE AM	European Committee of the Regions
Gareth Bacon AM	Member, LB Bexley
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, LB Wandsworth
Tom Copley AM	Member, LB Lewisham
Unmesh Desai AM	
Tony Devenish AM	Member, City of Westminster
Andrew Dismore AM	
Len Duvall AM	
Florence Eshalomi AM	
Nicky Gavron AM	
Susan Hall AM	Member, LB Harrow
David Kurten AM	
Joanne McCartney AM	Deputy Mayor
Steve O'Connell AM	Member, LB Croydon
Caroline Pidgeon MBE AM	
Keith Prince AM	Alternate Member, European Committee of the Regions
Caroline Russell AM	Member, LB Islington
Dr Onkar Sahota AM	
Navin Shah AM	
Fiona Twycross AM	Deputy Mayor for Fire and Resilience; Chair of the London Local Resilience Forum
Peter Whittle AM	

[Note: LB - London Borough]

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:
<https://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	
Contact Officer:	Teresa Young, Senior Committee Officer
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Subject: Summary List of Actions

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 20 September 2018

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 as listed in the report.**

Meeting of 4 July 2018

Minute item	Subject and action required	Status	Action by
5.	<p>Question and Answer Session with the Mayor's Office for Policing and Crime and the Metropolitan Police</p> <p>During the course of the discussion, the Commissioner, Metropolitan Police Service (MPS), undertook to provide:</p> <ul style="list-style-type: none"> • Information in respect of the number of people detained as a result of the automated facial recognition pilot; • Confirmation of whether Transport for London's cameras at Stratford Station were used in the automated facial recognition pilot; 	In progress - the Chairman wrote to the MPS on 18 July 2018.	MPS

Cont ...

	<ul style="list-style-type: none"> • The figures for rest-day cancellations from January 2018 to the end of May 2018, including the number of rest day cancellations, and if the information was available, how many of those rest days had been re-rostered or resulted in officers receiving additional pay for the cancellation; • Evidence that showed the linkage between drug use and violent crime; • An update on the length of time the MPS was taking to examine forensically material relating to child exploitation cases; and • The number of times the MPS had applied for extensions of police bail in the last year, and how many individuals this accounted for. 		
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Meeting of 24 May 2018

Minute item	Subject and action required	Status	Action by
5.	<p>Tackling the Rise of Violent Crime in London</p> <p>During the course of the discussion, DCS Southworth, Metropolitan Police Service (MPS), agreed to provide:</p> <ul style="list-style-type: none"> • A breakdown of the different levels of injury caused by knife violence in 2016-17 and 2017-18; and • Information on how social media companies could help the police in preventing violent crime by proactively capturing transient videos on social media which might promote violent crime. 	In progress – the request for action was followed up on 1 August 2018.	MPS

	<ul style="list-style-type: none"> • What was the average and longest duration of a section 60 Notice, including any back-to-back renewals; • How many section 60 Notices had been authorised since January 2018 in total, including those that were not on a borough-wide basis; • Clarification as to whether the MPS's Gun Crime Strategy was being reviewed; • An explanation of which posts in the Violent Crime Task Force were being replaced in their substantive roles and how many posts were to be covered by overtime and cancelled leave; • Information about how the MPS ensures that it communicated with individuals, as well as community groups, in order to build the intelligence picture when it deployed the Violent Crime Task Force to an area; • Using the MPS's own calculations, confirmation of what the sanction detection rate would have been in 2017/18 if the MPS had the same number of police officers as it had in 2016/17 financial year 2016/17. • An explanation about the process for handling 101 calls; the numbers of delayed calls and the reasons for those delays; • The measures the MPS was taking around recruitment and filling vacancies and when the MPS expected those vacancies to be filled; • Confirmation of what the MPS would consider a reasonable time for a 101 call to be answered; • Confirmation of the target time for answering 999 calls; 		<p style="text-align: right;"><i>Cont ...</i></p>
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	<ul style="list-style-type: none">• Confirmation of how many trials concerning rape and serious sexual assault had been abandoned in the last year;• Confirmation of how many rape and serious sexual assault cases where a decision still needed to be made as whether to abandon the trial or not;• Confirmation of how many harassment and how many fraud cases had been reviewed;• Confirmation as to whether any of the harassment and fraud cases, which had been reviewed for disclosure, had been abandoned as a result and how many decisions remained to be taken;• Confirmation as to how many of the 65 officers who were still working on the rape and sexual assault case review are detectives and when they were likely to return to their usual roles; and• Information about the ways new recruits were assessed to ensure that officers are suitable to work with London's diverse communities.		
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Meeting of 21 March 2018

Minute item	Subject and action required	Status	Action by
5	<p>Question and Answer Session with the Mayor’s Office for Policing and Crime and Metropolitan Police Service</p> <p>During the course of the discussion, the Deputy Commissioner, Metropolitan Police Service (MPS), undertook to provide:</p> <ul style="list-style-type: none"> • Confirmation as to whether the 346 knives found in schools during 2017 includes knives found during Operation Sceptre sweeps of school grounds; • An update on the roll out of Schools Officers, including numbers of officers in each borough and any gaps; • Copies of the borough action plans for tackling knife crime, as requested following the meeting on 21 February 2018; • Information about the amount of dedicated police officer time spent on the Online Hate Crime Hub and referrals to boroughs, and the number of cases reported that resulted in a crime being recorded; and • The rationale for the MPS’s statement on its website (which has since been amended), referred to during the discussion, about an action that is not a criminal offence but where a person believes that action is motivated by prejudice or hate, the MPS would treat it as a hate incident. <p>In addition, the Deputy Commissioner undertook to examine why the victim satisfaction level for using the Online Hate Crime Hub had fallen from 73% in December 2016 to 70% in December 2017.</p>	In progress – the request for action was followed up on 1 August 2018.	MPS

Meeting of 7 March 2018

Minute item	Subject and action required	Status	Action by
5	<p>Healthcare in Custody</p> <p>During the course of the discussion, Commander Jerome, MPS agreed to provide the Committee with the analysis of the data relating to calls to the London Ambulance Service regarding detainees in police custody once it was available.</p> <p>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 discussion on healthcare in custody.</p>	<p>In progress – the request for action was followed up on 1 August 2018.</p> <p>Completed – see Agenda Item 4.</p>	MPS

Meeting of 31 January 2018

Minute item	Subject and action required	Status	Action by
6	<p>Question and Answer Session with the Metropolitan Police Service, City of London Police and British Transport Police</p> <p>During the course of the discussion, the Commissioner of Police of the Metropolis undertook to provide an explanation of how the #WeStandTogether campaign would be evaluated.</p>	<p>In progress – the request for action was followed up on 1 August 2018.</p>	MPS

Meeting of 17 October 2017

Minute item	Subject and action required	Status	Action by
6	<p>Question and Answer Session with the Mayor’s Office for Policing and Crime and Metropolitan Police Service</p> <p>During the course of the discussion, the Commissioner of Police of the Metropolis undertook to provide:</p> <ul style="list-style-type: none"> • The research that has been undertaken nationally to understand the factors driving an increase in violent crime; • The sanction detection rates across major crime types; • A copy of the Crime Assessment Policy; • An assessment of where mopeds tend to be stolen from and from what type of owner, for example, business or residential; • Information about the thresholds needed to pursue a prosecution of hate crime on social media, together with a breakdown of the incidents, crimes and prosecutions of hate crimes on social media; and • Statistics and information on the number of tribunal cases involving discrimination within the recruitment process, against candidates applying to the MPS, including how many of these cases are contested, not contested and are contested but are settled. 	In progress – the request for action was followed up on 1 August 2018.	MPS

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 24 August 2018 to 11 September 2018.</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 24 August 2018 to 11 September 2018.</p>	<p>Executive Director of Secretariat</p>	<p>n/a</p>

List of appendices to this report: None

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

Contact Officer:	Teresa Young, Senior Committee Officer
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Subject: Action Taken Under Delegated Authority

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 20 September 2018

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 authorities granted to him by the Police and Crime Committee.

2. Recommendations

- 2.1 **That the Committee notes the recent action taken by the Chairman of the Police and Crime Committee under delegated authority, following consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, namely to:**
- (i) **Agree the Committee's report, *Detained not Forgotten, Healthcare in Custody*;**
 - (ii) **Agree the arrangements for the Committee's site visit on 7 September 2018 to Birmingham; and**
 - (iii) **Agree the arrangements for the Committee's discussion on tackling the rise in violence in London on 20 September 2018.**
- 2.2 **That the Committee notes its report, *Detained not Forgotten, Healthcare in Custody*, as attached at Appendix 1 of this report.**
- 2.3 **That the Committee notes the summary of its visit to Birmingham, as set out in paragraphs 4.4 to 4.9 of this report.**

3. Background

- 3.1 At its meeting on 7 March 2018, the Police and Crime Committee held a discussion with invited guests on healthcare in custody. The Committee heard about the steps the MPS and the Mayor's Office for Policing and Crime (MOPAC) are taking to ensure the most effective model of provision and clinical governance is in place for healthcare in custody. At the meeting the Committee resolved:

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 discussion on healthcare in custody.

- 3.2 Following that meeting, the Chairman consulted party Group Lead Members and Caroline Pidgeon MBE AM about the draft report on healthcare in custody.

- 3.3 The Committee is currently undertaking a scrutiny investigation on tackling the rise of violent crime in London. At its meeting on 5 September 2018, the Committee resolved:

That a site visit to Birmingham on 7 September 2018 be undertaken to observe the public health approach to tackling violent crime and that authority be delegated to the Chairman, in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, to agree the arrangements for that visit.

- 3.4 Following that meeting, the Chairman consulted party Group Lead Members and Caroline Pidgeon MBE AM about the arrangements for that visit.

- 3.5 At the Committee's meeting on 5 September 2018, it was also agreed:

That the Committee's meeting slot on 20 September 2018 be used for activity to support the Committee's scrutiny investigation into tackling the rise of violent crime in London, and that authority be delegated to the Chairman, in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, to agree the arrangements for that activity.

- 3.6 Following that meeting, the Chairman consulted party Group Lead Members and Caroline Pidgeon MBE AM about the format for the meeting.

4. Issues for Consideration

The Committee's report, *Detained, not forgotten, healthcare in custody*

- 4.1 Following consultation, the Chairman agreed the Committee's report, *Detained, not forgotten, healthcare in custody*, which was published on 10 September 2018. The report is attached at **Appendix 1** for Members and officers only but is available on the Greater London Authority's website [here](https://www.london.gov.uk/sites/default/files/2018-09-06_healthcare_in_custody_report.pdf)¹:

¹ https://www.london.gov.uk/sites/default/files/2018-09-06_healthcare_in_custody_report.pdf

4.2 The report contained the following recommendations:

Pressures in the system

Recommendation 1

As part of the Mayor's review of healthcare in custody arrangements, he should assess how detainees are encouraged to register with a General Practitioner, and how the number of detainees registered with a GP can be increased.

Recommendation 2

The Metropolitan Police should, by October 2018, have completed its analysis of ambulance callouts to custody suites. This should feed into the Mayor's review of police custody healthcare arrangements and a copy should be provided to this committee.

The custody workforce

Recommendation 3

The Metropolitan Police should, by the end of 2018, have improved the mechanisms for bringing together FMEs, CNPs and other custody staff. This could, for example, be through joint training, or networks to discuss developments in the provision of custody.

Children in custody

Recommendation 4

MOPAC should, as part of its review of custody healthcare arrangements, carry out a robust assessment of the need for secure and non-secure accommodation for detained children and young people across London.

By the end of 2018, we expect MOPAC and London Councils to have developed a roadmap for improvement in this area, demonstrating the steps they will be taking to reduce the number of children kept in custody.

Vulnerable detainees

Recommendation 5

MOPAC should conduct an urgent feasibility study for a pan-London Appropriate Adults scheme, like the one it runs for Independent Custody Visitors.

Recommendation 6

Whatever the results of the proposed feasibility study for a pan-London Appropriate Adult scheme, MOPAC should use its unique position, in conjunction with other parts of the GLA such as Team London, to increase awareness of the AA role as a volunteering opportunity and how Londoners can become an Appropriate Adult.

We expect MOPAC to report back to the committee by December 2018, detailing its plans to improve the availability of Appropriate Adults across the capital.

- 4.3 A response to the recommendations has been requested by 31 October 2018.
- 4.4 The Committee is recommended to note its report, *Detained not forgotten, Healthcare in custody*, as attached at **Appendix 1** to the report.

Site Visit to Birmingham and the West Midlands

- 4.5 On 7 September 2018, the Committee held a site visit to Birmingham and the West Midlands to observe a comparable police force's approach to enforcement, intervention and prevention activity to tackle violence. Birmingham has started implementing the 'public health approach' to violence, following a study commissioned by the West Midlands Police and Crime Commissioner in 2016.
- 4.6 The following Members attended the site visit:
- Steve O'Connell AM (Chairman)
 - Unmesh Desai AM (Deputy Chair)
 - Caroline Pidgeon AM MBE
 - Len Duvall AM
 - Susan Hall AM
 - Tony Arbour AM
- 4.7 Members attended a roundtable discussion with David Jamieson, West Midlands Police and Crime Commissioner (WMPCC) and representatives from his office, Bishop Derek Webley, Chair of the Gangs and Violence Commission, and representatives from the West Midlands Violence Prevention Alliance and West Midlands Police. Members heard about the work of the Gangs and Violence Commission and the public health approach to tackling violence in Birmingham.
- 4.8 Following the roundtable discussion, Members met with representatives of Holford Drive Sports Hub, a community organisation, to hear about its work in prevention violence community set up to "to improve the health and well-being of the local community through the provision of sports and physical activity opportunities that meet strategically identified need" and to "provide positive opportunities for local young people to engage in activities to reduce crime and improve community safety"
- 4.9 Members also had an opportunity to meet with students from a secondary school in Birmingham to discuss why violence occurs and how it can be prevented.
- 4.10 The information gathered during the visit will feed into the Committee's emerging conclusions about tackling violent crime in London. More information on this matter is set out in **Agenda Item 5**.

Discussion on Tacking the Rise of Violent Crime in London

- 4.11 The Chairman agreed that the format for the main item of business at the meeting on 20 September 2018, would be an open discussion with invited guests to explore the practical solutions to the increase in violence in London. More information on this matter is set out in **Agenda Item 5**.

5. Legal Implications

- 5.1 The Committee has the power to do what is recommended in the report.
- 5.2 Officers confirm that the recommendations contained in the Committee's report, *Detained not forgotten, Healthcare in custody* fall within the terms of reference for the investigation and the Committee's terms of reference.

6. Financial Implications

- 6.1 Any financial implications arising from the site visit were met from existing resources.

List of appendices to this report:

Appendix 1 – The Committee's report, *Detained not forgotten, Healthcare in custody*

Local Government (Access to Information) Act 1985
List of Background Papers: Member Delegated Authority Forms: 915 (Healthcare in custody report), 985 (site visit to Birmingham) and 986 (meeting on 20 September 2018).
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LONDON ASSEMBLY

Detained, not forgotten Healthcare in police custody



Police and Crime Committee
September 2018

Holding the Mayor to
account and
investigating issues
that matter to
Londoners

LONDONASSEMBLY

Police and Crime Committee Members



The Police and Crime Committee examines the work of the Mayor's Office for Policing and Crime (MOPAC) and investigates issues relating to policing and crime reduction in London.

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Steve O'Connell AM

Chairman of the Police and Crime Committee



The Met detains many thousands of people in its custody suites each year. We expect officers and staff to keep them safe and healthy and ensure that their needs are met so that justice can be applied fairly. When something goes wrong, the consequences can be devastating.

Back in 2014, we found that the Met was struggling to provide enough medical staff in its custody suites. Four years on, we wanted to see what has changed, and understand how the new model of healthcare provision is working.

We heard from frontline staff that there has been some improvement in the workforce—both in terms of numbers and morale—but with increasing demand they are still feeling the stretch. We will continue to monitor this. Ambulance calls to custody suites in London have risen, and we are pleased that the Met is working to understand why this is happening.

We remain concerned about the treatment of vulnerable adults and children in custody, including, for example, those with mental health problems. We want to see evidence of action to ensure that everyone who needs an Appropriate Adult gets one, which may mean a London-wide effort to mobilise willing volunteers.

There is a consensus that police custody suites are an inappropriate place for children to be. Yet we heard about continued problems sourcing appropriate accommodation for young people who had been charged with an offence, with real gaps in London. While the situation seems to be improving slowly, detained children must have access to such accommodation as a matter of urgency.

“We want to see evidence of action to ensure that everyone who needs an Appropriate Adult gets one, which may mean a London-wide effort to mobilise willing volunteers”

We would like to thank all those people who took time to speak with us during our investigation. We hope our recommendations will help to bring about a safe and resilient model for police custody in London, that provides the most vulnerable detainees with the care and support they need, when they need it.

Summary

Anyone detained in police custody should rightly expect to be kept safe. This includes addressing any healthcare needs they may have.

We have long had concerns about the availability and quality of healthcare in the Met's custody suites. The Police and Crime Committee's 2014 report, 'Falling short: the Met's healthcare of detainees in custody', highlighted a "major problem" with the recruitment and retention of healthcare staff. It also found that doctors working in custody suites were being sidelined by the Met when it came to discussions on healthcare arrangements, and that the Mayor's Office for Policing and Crime (MOPAC) needed to use the information it holds from independent assessments of custody provision to bring about better outcomes.¹

The number of people being taken into police custody has fallen in recent years [...] But the demand for healthcare services in custody is not falling in line with this



Members of the Police and Crime Committee visited Brixton Custody Suite in February 2017 to hear about detainee healthcare provision

In this report, we examine the development of healthcare provision in the Met's custody suites over the past four years. In summary, we have found:

- The number of people being taken into police custody has fallen in recent years. In 2017-18, around 161,000 people were detained in custody. When we last investigated this issue the number stood at nearly 250,000 a year.²
- But the demand for healthcare services in custody is not falling in line with this reduction. In fact, the proportion of detainees being examined by a healthcare professional is increasing.
- Progress has been made in the recruitment of healthcare professionals in custody suites. But even with a smaller number of custody suites to cover, many are still stretched.

Progress has been made in the past four years, but there is still more to do to improve the provision of healthcare in custody, to benefit both those delivering it and those receiving it.

- A lack of secure accommodation for children in London often means there is no option but to keep a child in a police cell, sometimes for periods overnight.
- Vulnerable adults held in custody—including, for example, those with mental health problems—could be left at risk because no-one has responsibility to provide them with an Appropriate Adult.

This report sets out our immediate and ongoing concerns. In particular, we would like to see the Met develop a better understanding of the current pressures on healthcare provision in custody, and see MOPAC take a much stronger lead to ensure that children and vulnerable adults in custody have their needs met consistently. Progress has been made in the past four years, but there is still more to do to improve the provision of healthcare in custody, to benefit both those delivering it and those receiving it.

Recommendations

Pressures in the system

Recommendation 1

As part of the Mayor's review of healthcare in custody arrangements, he should assess how detainees are encouraged to register with a General Practitioner, and how the number of detainees registered with a GP can be increased.

Recommendation 2

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The custody workforce

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Vulnerable detainees

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Whatever the results of the proposed feasibility study for a pan-London Appropriate Adult scheme, MOPAC should use its unique position, in conjunction with other parts of the GLA such as Team London, to increase awareness of the AA role as a volunteering opportunity and how Londoners can become an Appropriate Adult.

We expect MOPAC to report back to the committee by December 2018, detailing its plans to improve the availability of Appropriate Adults across the capital.

1. Introduction

- 1.1 Anyone detained in police custody should be kept safe: this includes addressing any healthcare needs they may have. Custody officers and staff must “make sure a detainee receives appropriate clinical attention as soon as reasonably practicable” if that person appears to have a physical or mental illness, is injured, or otherwise appears to need clinical attention.³
- 1.2 The London Assembly Police and Crime Committee has long had concerns about the availability and quality of healthcare in the Met’s custody suites. Our 2014 report, ‘Falling short: the Met’s healthcare of detainees in custody’, found that there was a “major problem” with the recruitment and retention of healthcare staff. It also said that doctors working in custody suites were being sidelined by the Met when it came to discussions on healthcare arrangements, and that the Mayor’s Office for Policing and Crime (MOPAC) needed to use the information it holds from independent assessment of custody to bring about better outcomes.⁴
- 1.3 Four years on, there has been major change. In January 2015, the Met centralised its custody arrangements and established ‘Met Detention’ to manage its operations. The number of custody suites operated by the Met is being reduced from 36 to 23, of which the 14 busiest will be staffed by Custody Nurse Practitioners (CNP) every day for 24 hours a day.⁵ Forensic Medical Examiners (FMEs), doctors who work in custody and support CNPs, provide medical cover for the remainder of the suites and the 14 busiest suites as required.⁶

A Custody Nurse Practitioner is a nurse who makes clinical assessments, identifies and implements interventions, collects forensic samples, provides advice and guidance to other staff, and keeps detailed records to ensure the safety and wellbeing of detainees.⁷ **A Forensic Medical Examiner** is an ‘on-call’ doctor who provides care for detainees and advises on their fitness for detention, interview and discharge.⁸

- 1.4 The creation of Met Detention was supposed to be followed by changes to the way healthcare services in custody are commissioned. But these changes failed to materialise. A proposal to transfer the commissioning function to the NHS—which was expected to deliver significant improvements in provision—was cancelled by the then Home Secretary.⁹ The decision was described by experts as “devastating” and is said to have resulted in “no consistency of governance” and a “postcode lottery” within the Met with regards to care.¹⁰

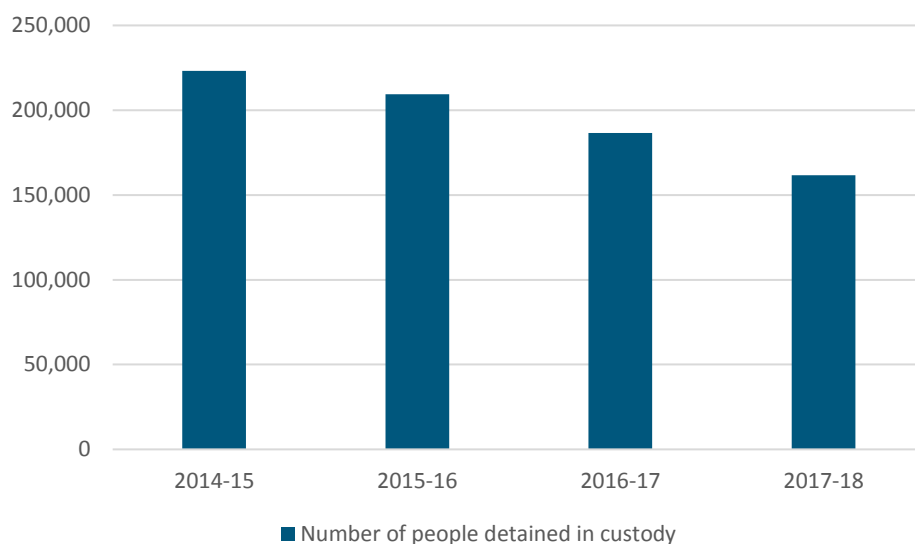
- 1.5 In this report, we examine these changes and the development of healthcare provision in the Met’s custody suites over the past four years, and highlight our immediate and ongoing concerns. Progress has been made, but there is still more to do to improve provision to benefit both those delivering it and those receiving it. The Mayor, through his Police and Crime Plan, has committed to “review the effectiveness of the current arrangements to provide health services to people in custody to ensure they are provided in an effective and well-managed way”.¹¹ We hope that our findings will feed into that review.

2. Pressures in the system?

The number of people being held in custody is falling, but the demand for healthcare is not

- 2.1 The number of people being taken into custody is falling: in 2017-18, around 161,000 people were detained in custody, and around 187,000 the year before that. When we last investigated this issue, the number stood at nearly 250,000 a year.¹²

Chart 1: The number of people being detained in custody by the Met is falling



Source: Metropolitan Police

- 2.2 The reduction in the use of custody appears to contradict what we know about rising crime. We heard that the reduction in people being taken into custody is due, in part, to the Met using other approaches to deal with offending, such as community resolution, which do not result in arrest.¹³
- 2.3 A fall in the overall numbers in custody, however, has not resulted in a fall in demand for healthcare services. In fact, as custody numbers have fallen, the proportion of people examined by a healthcare professional has increased. In 2017-18, healthcare professionals examined 45 per cent (around 72,500) of all detainees. This compares with 40 per cent the previous year and 36 per cent the year before that. Many of these detainees saw a healthcare professional more than once: in 2017-18, for example, over 121,000 healthcare examinations were carried out for those 72,500 detainees.¹⁴
- 2.4 The complexity of the health problems presenting in custody suites has also increased. This includes “a lot more complex mental health problems that

overlap with drug and alcohol dependencies”, and older people with more complex medical conditions, all of which makes medical management “particularly difficult.”¹⁵

- 2.5 We heard that many detainees are often not in contact with General Practitioners (GP) or other primary care professionals. This can mean they enter custody with longstanding unaddressed illnesses, creating additional demand for healthcare while in custody and on an ongoing basis.¹⁶ We believe there is merit in exploring whether encouraging detainees to register with a GP would alleviate some of the demand placed on healthcare professionals within custody suites.

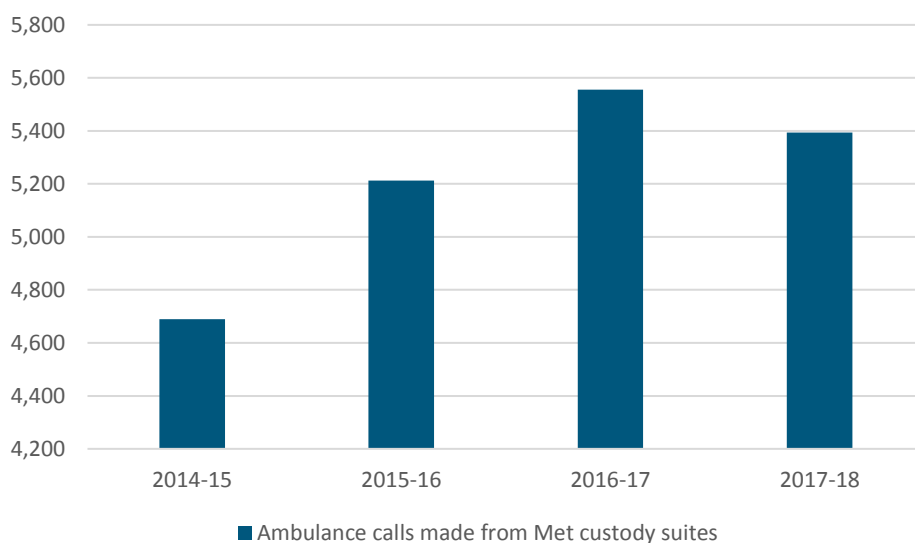
Recommendation 1

As part of the Mayor’s review of healthcare in custody arrangements, he should assess how detainees are encouraged to register with a General Practitioner, and how the number of detainees registered with a GP can be increased.

Ambulance calls for people in custody are rising, but it is not immediately clear why

- 2.6 If the need for clinical attention of a detainee seems to be urgent the nearest available healthcare professional or an ambulance must be called immediately.¹⁷

Chart 2: The number of ambulance calls made from Met custody suites has increased in recent years



Source: Metropolitan Police

- 2.7 The number of times that custody staff have called an ambulance has increased in recent years. In 2017-18 nearly 5,400 ambulance calls were made from Met custody suites, a slight decrease on the previous year but a 15 per cent increase on 2014-15. So far this year, nearly 2,000 calls have been made.¹⁸
- 2.8 This increase does not necessarily result from a lack of medical staff in custody. We heard that the Met supports its staff to take a risk-averse approach as part of its commitment to the safety of people in custody. The Met stressed that it will always “put the safety of our detainees first and foremost” and when “faced with some uncertainty as to whether there could well be an underlying medical condition that does need hospital attention and, in the interest of patient safety, it is the right decision for an individual to be transferred to hospital.”¹⁹ The potential consequences of a failure to act are so severe that they “cannot tell custody staff not to be risk averse.”²⁰

“a death in custody is catastrophic, but a death in custody that could have been prevented is even worse.”

- Sergeant Andy Watts, Metropolitan Police

- 2.9 A detainee would not necessarily end up going to hospital just because staff had called an ambulance for them.²¹ Ambulances have the benefit of providing diagnostic technology that is not available within custody suites. Assessment rooms in custody “are not treatment rooms” and are not equipped as such.²² Custody staff might, therefore, call for an ambulance to access their mobile technology, such as electrocardiography.
- 2.10 Frontline and senior professionals agree that not enough is currently understood about the range of reasons ambulances attend custody suites. Without this evidence base, it is difficult to draw conclusions about why the increase has happened and what the implications are for the healthcare of detainees, and police and NHS resources.²³
- 2.11 The Met agrees that it needs to understand more about ambulance callouts. It is working to analyse data to look at the number of repeat calls, the reasons for calls, outcomes, and treatment. This will help the Met determine whether training needs to be more effective.²⁴ The essential piece of work should be completed as soon as is possible and fed into the Mayor’s review of the effectiveness of police custody healthcare arrangements, which he committed to in his Police and Crime Plan.²⁵

Recommendation 2

The Metropolitan Police should, by October 2018, have completed its analysis of ambulance callouts to custody suites. This should feed in to the Mayor's review of police custody healthcare arrangements and a copy should be provided to this committee.

3. The healthcare workforce

3.1 We have previously identified long-standing concerns about attracting and retaining enough CNPs to work in the Met's custody suites. In 2009, the Met had a target of having 189 CNPs across its custody suites. But this target was never met. In 2014, we reported that there were "not enough nurses (they are leaving the force quicker than they are being recruited), many doctors are concerned with how the service is being run, and staffing levels in custody suites may not be sufficient to manage demand."²⁶

Becoming a Custody Nurse Practitioner is now a more attractive career option

3.2 The current model for healthcare, across fewer custody suites, requires far fewer nurses. We understand that the Met is now working towards a target of 80 CNPs providing 24-hour cover in the 14 busiest custody suites by 2020.²⁷ In March 2018, the Met told us that it would have 64 CNPs—enough to staff the first 12 custody suites of the 24/7 suites—by June 2018, and was well on its way to achieving a full complement of CNP staff for 14 custody suites by 2020.²⁸ The Met currently has 63 CNPs (61.6 Full Time Equivalent).²⁹

3.3 While there have been problems with the recruitment of nurses, "the number of nurses coming through has much increased."³⁰ We heard that some of the factors that stopped nurses from considering a CNP role instead of working for the NHS have changed:

- Pay and conditions have improved such that salary and annual leave arrangements are now comparable to those in the NHS.³¹ We heard that before this change "not only would you take perhaps a £10,000 pay cut, but you would lose a week's holiday. There was very little incentive."³²
- Training has also improved, with each CNP now given a £1,000 education budget, intended for use when management and or/members of staff identify that there is a gap in their knowledge.³³ Custody nurses also have twice-yearly development days.³⁴

3.4 Perhaps most importantly, we heard that morale amongst CNPs is beginning to improve. Previously, and perhaps unsurprisingly given the low staff numbers, CNPs "would get a prolonged period of time where you were, I would not say despairing, but heading in that direction".³⁵ CNPs said they had felt "very isolated" and that they lacked contact and support from

management.³⁶ We heard that this has changed, with CNPs feeling valued and supported by police officers as part of a team.³⁷

“in my understanding the police like having us there. They are very welcoming. They are protective. They are supportive [...] there is a sense of team that exists. There is no question.”

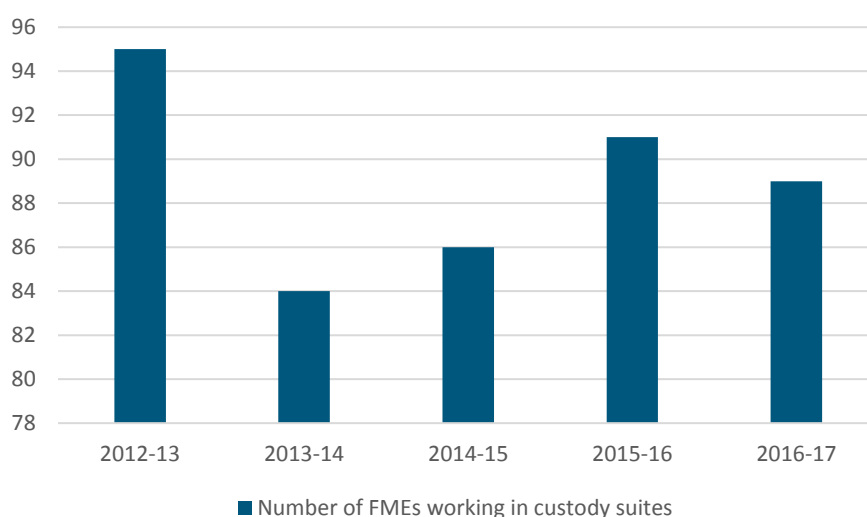
Jon Duggan, Custody Nurse Practitioner

- 3.5 To further build on this, one suggestion we received to support newer or more isolated staff was a “global floating team” of experienced CNPs. These CNPs could act as mentors, working with less experienced or struggling CNPs, and backfilling absences, which could also reduce the need for last minute FME cover. We were told that discussions have taken place about this idea, but the outcome is not known.³⁸

Doctors working in custody suites are feeling the pressure

- 3.6 Those custody suites not covered 24/7 by CNPs, will be staffed by FMEs. FMEs are “not employed by the Met, they provide their services under contracts and as such, they can work as many or as few hours as they wish to fit in with whatever other employment / commitments they may have. The Met cannot influence this.”³⁹ In 2012-13, the Met had 95 FMEs, it currently has 74 FMEs on its books, with a Full Time Equivalent of 37.⁴⁰

Chart 3: The number of FMEs working in custody suites fluctuates each year



Source: [Mayor's Question 2017/4154](#)

- 3.7 FMEs continue to tell us that they feel stretched, with a lack of resilience in the system when both FMEs and CNPs are sick. We heard that they might be “progressively stretched” if the number of CNPs cannot be guaranteed,

meaning they end up covering “a large custody suite that really needs a constant medical attendance,” in addition to their usual responsibilities.⁴¹ This could be particularly problematic as there are certain duties that only doctors can perform, such as seeing people who have been tasered and administering controlled drugs.⁴²

- 3.8 We also heard concerns about the large areas that FMEs are expected to cover. Custody suites at the extremity of the Met area, that do not have a 24/7 CNP service, might experience delays as FMEs travel to reach them. Those we spoke to were not hopeful about the potential for working together with forces outside London to solve this.⁴³ We will continue to monitor these concerns.

Doctors and nurses in custody should be enabled to work together more closely

- 3.9 Opportunities to build strong working relationships between FMEs and CNPs are sometimes lacking. CNPs and FMEs have distinct roles, which can make it hard for them to work together. The former are salaried employees of the Met, but the latter are not.
- 3.10 We heard that even though healthcare professionals work “everywhere else” as multidisciplinary teams, this does not seem to happen in custody.⁴⁴ Instead, there are “different tensions and [...] different needs for the two groups of healthcare professionals who work in different ways.”⁴⁵ We heard that one CNP who had started their role in October 2017 had not yet met a single FME in person. Phone contact between the two professionals tended to focus on immediate issues with patients, but without face-to-face contact it “is very difficult to build trust.”⁴⁶
- 3.11 Senior Met officers told us that multidisciplinary working was an “improving picture” and that the new Met Detention model should mean that some staff travel around less and are able to build more effective teams. The Met also runs custody update sessions, and agreed that there was “some merit” in looking at joint training for FMEs and nurses.⁴⁷ We believe there is merit in this idea, and would like the Met to take it forward.

Recommendation 3

The Metropolitan Police should, by the end of 2018, have improved the mechanisms for bringing together FMEs, CNPs and other custody staff. This could, for example, be through joint training, or networks to discuss developments in the provision of custody.

4. Children in custody

4.1 A custody suite is not an appropriate place for the detention of a child or young person for any significant length of time. A young person might be kept in custody for several reasons:

- There may be a lack of appropriate accommodation to transfer them to if they are to be remanded after charge. If accommodation can be found but is not sufficiently local, there may not be time for the young person to reasonably travel there and back before their court appearance.
- There may be no parent or guardian who can provide an address for them to be bailed to.
- Timely attendance from an Appropriate Adult or legal advisor could be a problem.⁴⁸

Finding secure accommodation for children and young people is a major problem

4.2 The Police and Criminal Evidence Act 1984 (PACE) regulates police powers, and includes requirements around the detention and treatment of detainees. It states that children and young people must be transferred to the care of a local authority, rather than kept in police custody, unless exceptional circumstances render movement of the child impossible; or the young person is aged 12 or over and “no secure accommodation is available and other accommodation would not be adequate to protect the public from serious harm from that juvenile.”⁴⁹ In addition, the recent changes in the Policing and Crime Act 2017 make clear that “police cells may no longer be used as places of safety for children.”⁵⁰

4.3 The roles and responsibilities of the police and local authorities, with regards to the accommodation of children and young people who have been charged and detained, is set out in a Home Office Concordat. The Concordat—which the Met has signed up to along with some London boroughs—recognises that there are “long-standing problems in the transfer of children from police custody to local authority accommodation,” and sets out some principles for the detention of children and young people.⁵¹

The Home Office Concordat on children in custody sets out a number of principles:⁵²

- Whenever possible, charged children will be released on bail.
- Children denied bail will be transferred whenever practicable.
- Secure accommodation will be requested only when necessary.
- Local authorities will always accept requests for non-secure accommodation.
- The power to detain will be transferred to the Local Authority.
- Where a local authority fails to provide accommodation, it will reimburse the police.
- Police forces will collect data on transfers.

- 4.4 In 2017, Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) inspected police custody in north London. It found that detainees "were usually well treated, in good conditions, but too many children were kept in cells overnight and even at weekends." The report noted that while Custody Officers were treating children well in a positive and reassuring way, they were often held in custody for an average eleven hours after being charged. It recommended that the Met "agree arrangements with local authority partners to avoid the overnight detention of children in custody by their transfer to suitable alternative accommodation."⁵³
- 4.5 The Met is making efforts to ensure that fewer children are detained in police custody. But there is a shortage of suitable accommodation for young people in the capital. There are six secure units across the country, none of them within the M25 region.⁵⁴ Non-secure accommodation, provided by local authorities, is also limited.
- 4.6 Between January 2017 and January 2018, the Met made 394 requests to local authorities for secure accommodation, and 420 requests for non-secure accommodation. 50 children were placed into the care of the local authority. 48 of these were in non-secure accommodation and two in secure accommodation in Leeds and Manchester.⁵⁵ We heard that there have been some improvements in the Met's ability to place children in suitable local authority accommodation. But this should be taken in context: we heard that "previously, it would be zero."⁵⁶
- 4.7 We are encouraged by the steps the Met is taking to improve the way it responds to children in custody. We heard that it is "working more intensely" with local authorities, and an inspector now oversees requests for secure accommodation, mediating over whether secure or non-secure

accommodation is needed. The Met also tracks demand for this need, which previously went unrecorded.⁵⁷

- 4.8 We are disappointed by the apparent lack of action from City Hall on improving the provision of alternative accommodation, especially given the priority MOPAC assigns to child protection. Although it is the responsibility of local authorities, MOPAC is alive to the needs for such accommodation. It told us that it has placed the issue “firmly in our London Safeguarding Children Board agenda” and has established partnership groups.⁵⁸ MOPAC reported, however, that taking concerted action was challenging due to decision-making processes and budget pressures.
- 4.9 We do not believe that is good enough. We urge MOPAC, London Councils and the London Safeguarding Children Board to return to this issue to find a solution. We highlighted in our discussions with MOPAC that it is unlikely one borough would have enough demand to justify a local secure unit, despite a significant need for accommodation across London.⁵⁹ As such, we believe that the possibility of either MOPAC or a single London borough taking the lead for providing a pan-London secure accommodation service should be explored.

Recommendation 4

MOPAC should, as part of its review of custody healthcare arrangements, carry out a robust assessment of the need for secure and non-secure accommodation for detained children and young people across London.

By the end of 2018, we expect MOPAC and London Councils to have developed a roadmap for improvement in this area, demonstrating the steps they will be taking to reduce the number of children kept in custody.

5. Protecting vulnerable people in custody

- 5.1 An Appropriate Adult (AA) helps vulnerable detainees to understand what is happening to them in the police station while a suspected offence is investigated. They support, advise and assist the detainee; ensure that the police act fairly and respect the rights of the detainee; and help communication between the detainee, the police and others. They do not provide legal advice.⁶⁰

The provision of Appropriate Adults for children is difficult but for vulnerable adults is particularly poor

- 5.2 When the police detain a child or young person, or interview them as a voluntary attender, they must ensure that an AA attends as soon as practicable.⁶¹ This could be a parent, guardian, local authority representative, social worker or other adult who is not connected to the police. We heard that “very often the parents are not suitable for one reason or another,” for example if they are suspected of involvement in the offence, at which point they cannot be an AA.⁶²
- 5.3 Local authorities are ultimately responsible for providing AAs for children and young people. But we heard that the approach is “very piecemeal” at moment, and there are difficulties when more than one borough is involved, with local authorities perhaps not taking responsibility for a child. The Met and MOPAC need to understand the extent to which this is causing a problem, and consider whether the introduction of Basic Command Units (BCUs) will exacerbate any problems.

“a juvenile [was] living in one borough, arrested in another borough and taken to custody in another borough. Which local authority was going to deal with him? None of them”

Simon Mackenzie, Independent Custody Adviser

- 5.4 We are particularly concerned about the support that vulnerable adults in custody receive, including those with mental health problems. As well as for children and young people, an AA must be secured as soon as practicable for an adult detainee who is “vulnerable.”⁶³ Revisions to the PACE Codes of Practice aim to define vulnerability more clearly, clarify when an AA is needed, and strengthen the requirement to supply one.⁶⁴ The custody officer must assess adult detainees on a “case by case” basis to establish their vulnerability.⁶⁵

“There is a disparity between what the local authority is supposed to provide for juveniles - which they do not, generally speaking - and nobody having responsibility for vulnerable adults.”

Simon Mackenzie, Independent Custody Adviser

- 5.5 However, unlike for children and young people, no agency has a statutory responsibility for AAs for vulnerable adults.⁶⁶ We heard that it can be difficult to source AAs when they are required. We heard one report of a Custody Officer having “popped across to the local library opposite the police station” to see if anyone could be an AA for a detainee in his custody suite.⁶⁷ If this is happening often, then it is not an acceptable situation.
- 5.6 In order to ensure that vulnerable adults and young people across London have access to an AA when they need one, commissioners need to understand the demand for such services. In July 2018, the Home Office published a voluntary Appropriate Adult PCC-Local Authority Partnership Agreement for England. This sets out how Police and Crime Commissioners can work together more effectively to secure AAs for vulnerable adults. The framework firmly places the responsibility for oversight of AA provision (including the establishment of a demand profile) with Police and Crime Commissioners.⁶⁸

A pan-London Appropriate Adult scheme could help to solve this problem

- 5.7 We need to ensure that access to AAs is not a postcode lottery. One “radical” suggestion to the shortage of AAs is that a solicitor could play the role of AA, an option which is currently being explored. However, this raises questions about both the potential for professional conflict of interest and the logistics of a solicitor being present to perform all the duties of an AA.⁶⁹

“A London-organised, borough-based scheme, very like the custody visitor panels...would work very well. There are plenty of people around.”

Simon Mackenzie, Independent Custody Adviser

- 5.8 Individual local authorities are making their own efforts to improve AA provision. We understand that some source paid Appropriate Adults through third-party providers, such as Appropriate Adults UK, while others use voluntary schemes. We have heard, however, about at least one award-winning scheme of this type which has had its funding cut.
- 5.9 It was suggested to us that this London-wide problem needs a London-wide response: namely a pan-London AA scheme. We believe that there is potential here for MOPAC to act. It already runs a scheme whereby Independent Custody Visitors (ICVs) are recruited and organised on a pan-London basis,

and are made available for visits across different boroughs. MOPAC told us that a pan-London scheme had been considered in the context of criminal justice system devolution, but that the idea had met with “resistance” or “questioning” from local authorities so far.⁷⁰ We need further evidence on this and believe MOPAC should explore further whether the ICV model can be replicated for AAs.

5.10 Aside from a pan-London scheme, at a basic level there is more that MOPAC can do to use its unique position to promote the awareness of the AA role. We were told that there is a lack of awareness across London that the role exists—hardly surprising, given the apparent lack of promotion that it receives—but that “there is a willingness there in the public to volunteer to do this sort of thing.”⁷¹

5.11 The role of AA is a valuable volunteering opportunity for Londoners. The Mayor has committed to work “with communities and civil society groups across London to encourage active participation in community and civic life.”⁷² We see no reason why MOPAC, in conjunction with other parts of City Hall, cannot use its unique position to promote this volunteering opportunity to contribute to this commitment. Part of the solution could be in utilising Team London, which advertises a range of volunteering opportunities.⁷³ We note that some individual boroughs have advertised for AAs through this route in the past: MOPAC could provide that consistency across London and support the recruitment of more volunteers.

Recommendation 5

MOPAC should conduct an urgent feasibility study for a pan-London Appropriate Adults scheme, like the one it runs for Independent Custody Visitors.

Recommendation 6

Whatever the results of the proposed feasibility study for a pan-London Appropriate Adult scheme, MOPAC should use its unique position, in conjunction with other parts of the GLA such as Team London, to increase awareness of the AA role as a volunteering opportunity and how Londoners can become an Appropriate Adult.

We expect MOPAC to report back to the committee by December 2018, detailing its plans to improve the availability of Appropriate Adults across the capital.

Our approach

The Police and Crime Committee agreed in December 2017 to follow up on its work on the provision of healthcare in custody.

In December 2017 the committee held a round table meeting with representatives working within custody, including Custody Nurse Practitioners; Forensic Medical Examiners; Liaison and Diversion Officers; and Custody Sergeants.

In February 2018, Caroline Pidgeon AM held an informal meeting with Elaine Van-Orden, the then Chief Superintendent of Met Detention, to receive an update on the progress of Met Detention.

On 7 March 2018 the committee held a public evidence session, taking evidence from the following guests:

- Dr Amandeep Ranu, Forensic Medical Examiner
- Jason Payne-James, Forensic Medical Examiner
- Jon Duggan, Custody Nurse Practitioner
- PS Andy Watts, Metropolitan Police
- Simon Mackenzie, Independent Custody Adviser
- Andy Crowther, Westminster Police Liaison and Diversion Service
- Commander Neil Jerome, Metropolitan Police
- Rebecca Lawrence, Chief Executive, MOPAC

On 21 March 2018, the committee also took evidence from the Deputy Mayor for Policing and Crime, Sophie Linden, and Sir Craig Mackey QPM, Deputy Commissioner, Metropolitan Police Service.

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- ¹ London Assembly Police and Crime Committee, [Falling short: the Met's healthcare of detainees in custody](#), January 2014
- ² London Assembly Police and Crime Committee, [Falling short: the Met's healthcare of detainees in custody](#), January 2014
- ³ Home Office, [Police and Criminal Evidence Act 1984 \(PACE\) – Code C Revised Code of Practice for the Detention, Treatment and Questioning of Persons by Police Officers](#), May 2018
- ⁴ London Assembly Police and Crime Committee, [Falling short: the Met's healthcare of detainees in custody](#), January 2014
- ⁵ Met Information Rights Unit, [Closure of custody suites between 2012 – 2016](#), accessed 3 July 2018
- ⁶ Meeting between Caroline Pidgeon AM and Elaine Van-Orden, then Chief Superintendent for Met Detention, 22 February 2018
- ⁷ Met, [Custody Nurse Practitioner](#), accessed 5 July 2018,
- ⁸ BMJcareers, [Locking down a culture of isolation: forensic medical examiners](#), 23 June 2015
- ⁹ The then Home Secretary announced in December 2015 that the transfer would not take place. See Police and Crime Committee, [Transcript](#), 28 January 2016
- ¹⁰ Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)
- ¹¹ MOPAC, [A Safer City for All Londoners: Police and Crime Plan 2017-21](#), March 2017
- ¹² London Assembly Police and Crime Committee, [Falling short: the Met's healthcare of detainees in custody](#), January 2014; Data provided by the Metropolitan Police, August 2018. Detainee number covers January 2018 to July 2018
- ¹³ A 'community resolution' takes place when the person responsible for a less serious offence/antisocial behaviour incident is identified through informal agreement with the parties involved rather than through the traditional criminal justice system – see [Association of Chief Police Officers Guidelines on the Use of Community Resolutions \(CR\) Incorporating Restorative Justice \(RJ\)](#), 2012
- ¹⁴ Data provided by the Metropolitan Police, August 2017 and August 2018

- ¹⁵ Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)
- ¹⁶ As above
- ¹⁷ Home Office, [Police and Criminal Evidence Act 1984 \(PACE\) – Code C Revised Code of Practice for the Detention, Treatment and Questioning of Persons by Police Officers](#), May 2018
- ¹⁸ Data provided by the Metropolitan Police, August 2018
- ¹⁹ Meeting of the Police and Crime Committee, [7 March 2018 \(panel two\)](#)
- ²⁰ Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)
- ²¹ As above
- ²² As above
- ²³ As above
- ²⁴ Meeting of the Police and Crime Committee, [7 March 2018 \(panel two\)](#)
- ²⁵ MOPAC, [A Safer City for All Londoners: Police and Crime Plan 2017-21](#), March 2017
- ²⁶ London Assembly Police and Crime Committee, [Falling short: the Met’s healthcare of detainees in custody](#), January 2014
- ²⁷ Data provided by the Metropolitan Police, August 2018
- ²⁸ Meeting between Caroline Pidgeon AM and Elaine Van-Orden, then Chief Superintendent for Met Detention, 22 February 2018
- ²⁹ Data provided by the Metropolitan Police, August 2018
- ³⁰ Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)
- ³¹ As above
- ³² As above
- ³³ Mental health nurses must use that money initially to increase their skills in “minor injuries, illnesses and suchlike.”
- ³⁴ Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)
- ³⁵ As above
- ³⁶ As above
- ³⁷ As above
- ³⁸ As above
- ³⁹ Mayor’s Question, [Custody suite healthcare - Forensic Medical Examiners \(FMEs\) \(1\)](#), 16 November 2017

- ⁴⁰ Meeting of the Police and Crime Committee, [7 March 2018 \(panel two\)](#); and Data provided by the Metropolitan Police, August 2018
- ⁴¹ Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)
- ⁴² As above
- ⁴³ As above
- ⁴⁴ As above
- ⁴⁵ As above
- ⁴⁶ As above
- ⁴⁷ Meeting of the Police and Crime Committee, [7 March 2018 \(panel two\)](#)
- ⁴⁸ The Howard League for Penal Reform, [Overnight detention of children in police cells](#), 2011
- ⁴⁹ Home Office, [Police and Criminal Evidence Act 1984 \(PACE\) – Code C Revised Code of Practice for the Detention, Treatment and Questioning of Persons by Police Officers](#), May 2018
- ⁵⁰ See Mind website, [Policing and Crime Act 2017](#)
- ⁵¹ Home Office, [Concordat on children in custody](#), 30 October 2017
- ⁵² As above
- ⁵³ HMICFRS, [North London – Joint inspection of police custody](#), 8 November 2017
- ⁵⁴ Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)
- ⁵⁵ As above
- ⁵⁶ As above
- ⁵⁷ Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)
- ⁵⁸ Meeting of the Police and Crime Committee, [7 March 2018 \(panel two\)](#)
- ⁵⁹ As above
- ⁶⁰ Home Office and Appropriate Adult Network, [Guide for Appropriate Adults](#), February 2011
- ⁶¹ For a young person, an AA may be: the parent, guardian or, if the young person is in the care of a local authority or voluntary organisation, a person representing that authority or organisation; a social worker; or, failing these some other responsible adult aged 18 or over who is not a police officer, employed by the police, under the direction or control of the chief officer of a police force, or a person who provides services under contractual arrangements to assist that force in relation to the discharge of its chief

officer's functions. A parent cannot be an AA if they are suspected of involvement in the offence, are the victim or a witness, are involved in the investigation, or have received admissions prior to agreeing to be the AA. See Home Office, [Police and Criminal Evidence Act 1984 \(PACE\) – Code C Revised Code of Practice for the Detention, Treatment and Questioning of Persons by Police Officers](#), May 2018

⁶² Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)

⁶³ For a vulnerable adult, an AA may be: a relative, guardian or other person responsible for their care or custody; someone experienced in dealing with vulnerable persons but who is not a police officer, employed by the police, under the direction or control of the chief officer of a police force, or a person who provides services under contractual arrangements to assist that force in relation to the discharge of its chief officer's functions; or failing these, some other responsible adult aged 18 or over who is not subject to any of the exclusions. See Home Office, [Police and Criminal Evidence Act 1984 \(PACE\) – Code C Revised Code of Practice for the Detention, Treatment and Questioning of Persons by Police Officers](#), May 2018

⁶⁴ 'Vulnerable' applies to any person who, because of a mental health condition or mental disorder: may have difficulty understanding or communicating effectively about the full implications for them of any procedures and processes connected with their arrest and detention, or (as the case may be) their voluntary attendance at a police station or their presence elsewhere for the purpose of a voluntary interview, and the exercise of their rights and entitlements: or does not appear to understand the significance of what they are told, of questions they are asked or of their replies: or appears to be particularly prone to: becoming confused and unclear about their position; providing unreliable, misleading or incriminating information without knowing or wishing to do so; accepting or acting on suggestions from others without consciously knowing or wishing to do so; or readily agreeing to suggestions or proposals without any protest or question. See Home Office, [Police and Criminal Evidence Act 1984 \(PACE\) – Code C Revised Code of Practice for the Detention, Treatment and Questioning of Persons by Police Officers](#), May 2018

⁶⁵ Home Office, [Police and Criminal Evidence Act 1984 \(PACE\) – Code C Revised Code of Practice for the Detention, Treatment and Questioning of Persons by Police Officers](#), May 2018

⁶⁶ National Appropriate Adult Network [Policy – Vulnerable Adults](#), accessed 19 February 2018

⁶⁷ Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)

⁶⁸ Home Office, [Appropriate adult PCC-local authority partnership agreement: England](#), 31 July 2018

⁶⁹ As above

⁷⁰ Meeting of the Police and Crime Committee, [7 March 2018 \(panel two\)](#)

⁷¹ Meeting of the Police and Crime Committee, [7 March 2018 \(panel one\)](#)

⁷² Mayor of London, [Annual report 2017-18](#), June 2018

⁷³ See [Team London Volunteering website](#)

Other formats and languages

If you, or someone you know, needs a copy of this report in large print or braille, or a copy of the summary and main findings in another language, then please call us on: 020 7983 4100 or email: assembly.translations@london.gov.uk.

Chinese

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Greek

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Hindi

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Bengali

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Arabic

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Gujarati

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Subject: Tackling the Rise of Violent Crime in London

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 20 September 2018

This report will be considered in public

1. Summary

- 1.1 This report provides background information to the Police and Crime Committee for its discussion with invited guests to discuss the rise of violent crime in London.

2. Recommendation

- 2.1 **That the Committee notes the report as background for the discussion with invited guests and notes the subsequent discussion.**

3. Background

- 3.1 As the Committee knows from its monitoring, for many months now violence in London has continued to rise. In early 2018 there was a spike in the number of homicides in the capital, with an average of 16 a month, and an increase in injury resulting from knives.¹ The Commissioner has said, however, that London is “beginning to see some stabilisation and indeed even potential reductions” in violent crime.
- 3.2 There are likely to be many factors behind the rise in serious violence, including organised criminal activity, particularly drug dealing, turf wars or so-called postcode rivalries, or personal slights that get amplified on social media. Some have cited the rise in violent crime to cuts to youth services, falling police officer numbers, lack of community confidence in the police, and the fall in sanction detection rates for knife crime as potential explanations.
- 3.3 Tackling weapon-based crime has been set as a priority for every borough, meaning that front line officers are expected to focus on reducing the use of weapons in their area. Each borough has also developed its own knife crime action plan. In addition to this, the MPS carries out a range of specific operational activity focused on tackling serious violence. Following the increase in homicides so far this year, Section 60 Stop and Search powers are being used, with “approximately half a dozen” in force on any one day. The MPS has also set up a violent crime taskforce. The

¹ Metropolitan Police, [Data and statistics](#)
City Hall, The Queen’s Walk, London SE1 2AA

taskforce—funded through an additional £15 million provided by the Mayor - includes around 160 officers, who will use local knowledge and intelligence to disrupt offending activity.

- 3.4 The Committee recognises that much of the focus of violence has been on knife crime, young people and gangs, but that violence is much broader than this and is often interlinked. Domestic abuse violence with injury offences, for example, have risen by 38 per cent since 2011. Gang activity makes up only a small proportion of serious youth violence (around five per cent in 2015-16) and gangs are known to be involved in about half of incidents where lethal guns are fired. And half of the homicides in the capital this year have been of those over 25.
- 3.5 There may be important lessons from other areas—both in the UK and internationally—where approaches have succeeded in reducing violent crime. Increasingly a greater focus is being placed on a ‘public health approach’ to knife crime and violence, which “seeks to improve the health and safety of all individuals by addressing underlying risk factors that increase the likelihood that an individual will become a victim or a perpetrator of violence.” This is a long-term strategy for dealing with serious violence within a community.

4. Issues for Consideration

- 4.1 The Committee is investigating is investigating the root causes of violence, as well as the short and long-term solutions. The terms of reference for the investigation are:
- To examine the causes of violent crime;
 - To assess whether, in the short term, the Mayor’s approach to tackling and preventing violent crime is effective in addressing those causes; and
 - To assess the longer term and alternative approaches to tackling violent crime and how they could work in London.

- 4.2 The Committee has, so far, heard from community organisations, youth workers, young people and partners such as the Met and MOPAC. It has also visited the West Midlands to hear about the violence prevention model in place in Birmingham.

Remit of the discussion

- 4.3 The Committee will hold an open discussion with invited guests to explore the practical solutions to the increase in violence in London. Questions for discussion with the guests may include:
- How can we make sure the root causes of violence are reduced?
 - What does a better relationship with the police look like?
 - What is the role for City Hall in helping you to prevent violence?
- 4.4 Guests invited to the session have been identified as key stakeholders or commentators on the issue of violence in London and will include youth workers, grassroots community organisations, third sector providers, the MPS, and young people.
- 4.5 The discussion at this meeting will help to inform the Committee’s output from its scrutiny investigation into violent crime in London. At its meeting on 24 May 2018, the Committee delegated authority to the Chairman, in consultation with party Group Lead Members and Caroline

Pidgeon MBE AM, to agree any output from the Committee's scrutiny investigation of the rise of violent crime in London.

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:

Local Government (Access to Information) Act 1985
List of Background Papers: None
Contact Officer: Becky Short, Scrutiny Manager
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Subject: Police and Crime Committee Work Programme

Report to: Police and Crime Committee

Report of: Executive Director of Secretariat

Date: 20 September 2018

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 progress on its work programme, as set out in the report.**
- 2.2 **That the Committee delegates authority to its Chairman, in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, to agree an Annual Report summarising the work of the Committee over the past year.**

3. Background

- 3.1 The Committee's work programme is intended to enable the Committee to effectively fulfil its roles of holding the Mayor's Office for Policing and Crime (MOPAC) to account and investigating issues of importance to policing and crime reduction in London. The Committee's work involves a range of activities, including formal meetings with MOPAC, the Metropolitan Police Service (MPS) and other stakeholders, site visits, written consultations and round table meetings.
- 3.2 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.
- 3.3 The Committee's other monthly meeting is used to consider a particular topic or aspect of policing and crime in greater detail. These investigations will be conducted either by the full Committee or working groups. Working groups will have delegated authority to prepare reports on the Committee's behalf in consultation with party Group Lead Members. Full reports will be approved and published by the full Committee.

4. Issues for Consideration

- 4.1 The work programme has been designed to proactively examine issues of interest but also allows for flexibility to respond to topical issues and for the Committee to react to MOPAC's work programme. Topics will be added to the timetable for Q&A meetings as they arise.
- 4.2 The remainder of the Committee's meetings in the 2018/19 Assembly year are set out below.

Month	Q&A Session	Thematic Topic
October 2018	Thursday, 4 October 2018 Wednesday, 31 October 2018 (second Q&A) – Q&A with the Victims' Commissioner	Tuesday, 16 October 2018 Volume crime
November 2018	Thursday, 29 November 2018 (second meeting in November)	Monday, 19 November 2018 at 2pm (changed from 14 November at 10am)
December 2018	No Q&A	Wednesday, 12 December 2018
January 2019	Thursday, 10 January 2019	Wednesday, 23 January 2019
February 2019	Wednesday, 6 February 2019	Wednesday, 13 February 2019
March 2019	Wednesday, 6 March 2019	Wednesday, 20 March 2019

Tackling the rise of violent crime in London

- 4.3 On 15 May 2018, the Committee agreed that its initial priority for the 2018/19 Assembly year would be to undertake a scrutiny investigation on tackling the rise of violent crime in London, reflecting the deep concern that Londoners have for this issue. The Committee allocated its thematic meeting slots in May, June and July 2018 to undertake work on that scrutiny. The Committee will use this meeting to hold a discussion on the emerging findings from that investigation. The report at **Agenda Item 5** gives more information on this matter.

Volume crime

- 4.4 In the year to July 2018, the seven most common crimes in London—such as burglary, car theft and robbery—made up nearly half of all recorded crime.¹ The most commonly recorded 'volume' crime in the capital is burglary. The number of these crimes has been rising in recent years, in line with

¹ From June 2017 to May 2018, MOPAC's priority crime types accounted for 45.0% of all crime recorded by the Met. Source: MOPAC, Report to the Police and Crime Committee, 4 July 2018

most other crimes and with comparable force areas. At the same time, the MPS's sanction detection rates are falling.

- 4.5 The current Police and Crime Plan puts in place a new system of agreeing local priorities to tackle these types of crime at a borough level. In addition to having sexual violence, domestic abuse, child sexual exploitation, weapon-based crime, hate crime and antisocial behaviour as mandatory priorities, each borough is expected to choose two local priority crimes based on local knowledge, crime data and police intelligence.²
- 4.6 The Committee is planning to look at the early impact of boroughs prioritising certain volume crimes. It also hopes to look at the impact that changes to the reporting and investigation of volume crime have had on victims, the public, and the police themselves; and how MOPAC and other stakeholders can better enable the MPS to tackle volume crime, for example in partnership with victims and communities. It is proposed to use the Committee's thematic meeting slot on 16 October 2018 to support the Committee's scrutiny investigation of this topic. At its meeting on 5 September 2018, the Committee delegated authority to the Chairman, in consultation with party Group Lead Members and Caroline Pidgeon MBE AM, to agree the terms of reference and scoping for this investigation.

Site visits

- 4.7 From time to time the Committee undertakes site visits to support its work. The Committee undertook a site visit to Birmingham on 7 September 2018 to observe Birmingham's model for tackling violent crime. The Committee met with the West Midlands Police and Crime Commissioner and his team, West Midlands Police, community representatives and students, to talk about the causes of violence and potential solutions. The report at **Agenda Item 4** gives more information on this matter.

Police and Crime Committee Annual Report

- 4.8 The Committee undertook a great deal of work in the 2017/18 Assembly year, which was summarised in the work programme report to the Committee's meeting on 21 March 2017. Last year, the Committee produced an Annual Report of its work in 2016/17 and it is proposed to produce a short report this year summarising the Committee's work in 2017/18, which can be sent to stakeholders. It is recommended that the Committee delegate's authority to the Chairman in consultation with the party Group Lead Members and Caroline Pidgeon MBE AM, to agree the report.

5. Legal Implications

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

² MOPAC, [A Safer City for All Londoners: Police and Crime Plan 2017-2021](#), March 2017

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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