



## London Policing Board – 26 September 2023

### Commissioner's Report

#### Summary

1. The Commissioner's Report will be a quarterly, candid assessment of the progress we are making in delivering the reform set out in A New Met for London and achieving our mission of More Trust, Less Crime and High Standards.
2. A New Met for London (NMFL) is our finalised reform plan, building on our Turnaround Plan which identified immediate actions required for improvement and initiated a significant process of consultation and dialogue with our workforce and the people of London about how they want us to deliver reform. The NMFL reflects over 10,000 interactions with our communities and our people about what they want us to do to improve. The NMFL encompasses our response to the Baroness Casey Review and the findings and recommendations of external scrutiny partners like His Majesty's Inspector of Constabularies, Fire and Rescue Services (HMICFRS). More Trust, Less Crime, High Standards is the framework for our new approach to performance and will ensure the whole of the organisation is delivering the outcomes that matter the most for Londoners.
3. The Commissioner's Report will be based on the quarterly progress updates that we will consider and interrogate internally at our Management Board meetings. From next quarter, it will be divided into three sections: (1) Performance; (2) Reform; (3) Strategic Challenges and Risks. It will outline where we have been successful, where there is more to do, the challenges and risks to delivery, and where we need support from others.
4. For this Commissioner's Report, we have included a section called 'Where We Were', to summarise the challenges the Metropolitan Police Service (MPS / the Met) was facing and the response they demanded. On this occasion, a separate paper sets out our progress around culture and standards reform.

#### Where We Were

5. When the Commissioner took up his post in September 2022, it was clear that public trust in the MPS was damaged, our standards were not high enough, and the MPS was not properly tackling the crime affecting communities nor providing enough support to victims. Calls for change from staff, officers and volunteers at the MPS were not being properly addressed. The MPS had already been placed in 'Engage' status for almost two months by HMICFRS. The Commissioner was immediately candid about the scale and pace of reform needed to tackle systemic failures.

6. Informed by over 10,000 interactions and calls for action from our own people, our communities, and our external partners, we have set in motion the most radical reform of the MPS in a generation. We have initiated reforms which will tackle systemic issues; that address the root causes of the challenges we are facing, not just the symptoms. To that end, work began on:
  - a. Introducing more **robust, data-led performance, tasking and coordination** to drive against the crime and anti-social behaviour that matters most to Londoners;
  - b. Beginning urgent work on critical operational areas of weakness such as **neighbourhood policing, victim care and violence against women and girls (VAWG)**;
  - c. The biggest **doubling down on standards** in 50 years (see agenda item 6 for further detail);
  - d. **Resetting leadership**, including at Board level; recruiting new leaders, with more people from outside the Met to bring fresh perspective and investing heavily in leadership training for our existing supervisors;
  - e. Beginning to **repair the weak foundations** (e.g: confused workforce planning; limited/ineffective leadership training and development; no efficiency strategy; addressing an Estates Strategy that was not focussed on communities; and no data tools to enable best targeting of activity).
7. This reform was set in motion in parallel with developing the NMFL plan and has helped us begin to address the issues our workforce and communities identified, such as discrimination, poorly-run organisation and weaknesses in how we served communities and victims: issues which Baroness Casey also identified in her review into the standards and culture of the Metropolitan Police published in March 2023.
8. In July 2023 we published the NMFL plan which is our long-term plan for reform. That plan builds on the Turnaround Plan and is the product of the largest conversation with the public and our own people in decades. It has been co-developed between the MPS and the people of London and reflects the shared determination for change between London and the MPS. The NMFL sets out how we will reform the organisation and renew policing by consent by delivering our mission of More Trust, Less Crime, High Standards. We launched the NMFL over the summer and took it to every borough in London. The Commissioner and his senior team have led these events personally, to discuss with communities how the reforms can be tailored to a local context to enable better collaboration with those communities and partner agencies. To that end, the NMFL is the basis on which those locally led plans will now be taken forward and adapted to suit local needs and priorities.

## Progress against our mission and our reform<sup>1</sup>

9. In the last year, we have taken significant steps to improve how we manage our performance. We have appointed a new Deputy Assistant Commissioner (DAC) for Performance, Insight, Tasking and Assurance with accountability for overseeing, managing and improving performance across the MPS. A new performance team is in place, consisting of 27 analyst posts aligned under the new DAC. A new performance framework has been implemented, which we are reviewing to ensure further alignment with the NMFL.

**Table 1: Public attitudes survey results on trust and confidence**

Survey	Metric	Ambition	Q1 Month 1 (April) 2023/24	Q1 Month 2 (May) 2023/24	Q1 Month 3 (June) 2023/24
PAS	The proportion of Londoners who think the Met's doing a good job locally. (Confidence interval 3%)	↑	45%	48%	45%
PAS	The proportion of Londoners who trust the Met. (Confidence interval 2%)	↑	63%	68%	69%
PAS	The proportion of Londoners who believe they'd be treated fairly by the Met. (Confidence interval 2%)	↑	60%	59%	62%
PAS	The proportion of Londoners who believe the Met uses stop and search fairly. (Confidence interval 3%)	↑	55%	55%	56%
Survey	Metric	Direction		FY 2021/22	Rolling 12 months (June 22 – May 23)
USS	The proportion of victims satisfied with the service the Met provides. (Confidence interval 1%)	↑		65%	64%

10. The challenges laid out in paragraph 5 have meant that we have continued to see lower confidence as measured in the MOPAC-commissioned public attitudes survey (PAS) than in previous years. Confidence and trust in policing (in London and nationally) have both seen a constant decline since 2016/17.

<sup>1</sup> All data (apart from PAS) is reported on the following time frames: FYTD: Apr – Aug 23 compared to Apr – Aug 22

Pre- Covid: Based on average of 3 years Apr – Aug between 2017 to 2019

Neighbourhood crime: personal robbery, residential burglary, vehicle crime & theft person Serious violence: robbery (personal and business), VWI, homicide \*exceeds 100% due to counting rules (number solved in specific time period may exceed number recorded) \*\* 57% as of Q4 2021/22 43% discreet monthly data as of June 2023

11. Trust is currently at 67% in Quarter 1 2023/24 from 87%. Confidence is currently at 46% in Quarter 1 2023/24 from 70%. The decline appeared to have slowed but the findings of the Baroness Casey Review was a significant moment and created further impacts on trust by the nature of the difficult issues the Review covers.
12. We are carrying out the strongest doubling down on standards in the MPS for 50 years. We will remove more corrupt officers this year than we ever have before. But success in this mission is creating an incredibly challenging paradox.
13. To rebuild the trust of London we have to root out those corrupting our integrity. But the more successful we are in this element of reform, the more horrific stories will emerge, the more worried the public will be. The harder we try to deliver the scale of reform required, the worse we will appear from the outside looking in.
14. We speak regularly about the tough measures we are taking against those who do not meet our high standards. But we cannot lose sight of the tens of thousands of officers and staff delivering one of the hardest jobs in the capital. They want the MPS to rid itself of those who have no place in policing just as much as the public do. They are up for the fight. This is evident in the number of internal reports about wrongdoing doubling over the last year.
15. This, alongside more assertive investigations (100% increase in gross misconduct hearings) mean we will be removing more bad officers this year than in the history of the MPS's existence. Our aim is that we will regularly be holding approximately 30 gross misconduct hearings and 30 gross incompetence hearings a month for the foreseeable future. More reporting, better investigations, swifter decisions (which will soon be enabled by regulation changes) will lead to a series of regular dismissals. These cases and their volume will make uncomfortable reading for all, but the MPS will be stronger, and London will be safer as a result.
16. Recent Crime Survey of England Wales (CSEW) data on public perceptions of policing shows the Met is experiencing similar challenges to other forces in the UK. The CSEW shows that 51.5% of Londoners said the police do a good or excellent job in their area, compared to 51.2% of the national average.

### Less Crime

Metric		Ambition	Performance: (FYTD April – Aug 2023 compared to April – Aug 2022)	Pre-Covid
Neighbourhood Crime	Residential Burglary	↓	+5.8% increase	-31.0% decrease
	Theft from Person	↓	+20.7% increase	+36.6% increase
	Theft of / Taking of MV	↓	+2.7% increase	+7.7% increase

	Theft from MV	↓	-8.9% decrease	-12.2% decrease
Serious Violence	Violence with Injury, Robbery, Homicide	↓	+6.9% increase	+1.0 increase
Gun Crime	Lethal Barrel Discharges offences	↓	-28.7% decrease	-54.15 decrease
Public Protection	Positive outcomes Domestic Abuse	↑	7.7%, previously 10.3%	<i>Data not available</i>
	Positive outcomes Rape	↑	9.3%, previously 5.7%	<i>Data not available</i>
Hate Crime	Proportion of positive outcomes	↑	8.9% Previously 14.0%	<i>Data not available</i>
Anti-social Behaviour	Number of incidents	↓	-0.9% decrease	-3.4% decrease

17. Beyond these headline measures, other notable points to make are that we are making positive progress in some areas (data compares April to August 2022 with the same period in 2023):

- Lethal barrel discharges are not only down 28.7% but also related sanction detections up from 23.1% to 46.8%.
- The positive outcome rate for homicide is 99%, with the recorded number of victims down by one (to 51, 17 fewer than pre-Covid-19).
- The positive outcome rate for rape has increased from 5.7% to 9.3% means that the MPS is now in the top quartile of forces nationally for rape detections for the first time in a decade (having risen from the bottom quartile).
- Our sanction detection rate for child abuse investigations has increased to 11.1% from 10.8%. As of 8 August 2023, there were no National Centre for Missing and Exploited Children (NCMEC) referrals in our online CSAE backlog and 352 referrals in development. In October 2021, the backlog was recorded as 1,323, with 546 referrals in development.

18. However, there are also areas of crime where we need to do more:

- The key increase on serious violence is robbery. Personal robbery has increased by 13.2% (10.5% lower than before Covid-19) and theft from person has increased by 20.7% (36.6% higher than before Covid-19). We have turned the robbery increase into short-term reduction over past 8 weeks but there is much more to do.

- The positive outcome rate for domestic abuse is 7.7%, down from 10.3%. Reporting of domestic abuse continues to increase year on year and investigators' caseloads are high. These teams are prioritised for growth in our Strengthening Public Protection Programme and we are working closely with the Crown Prosecution Service (CPS) to improve prosecutions. We are targeting perpetrators who present the highest threat using the new VAWG100 tool and securing support from specialist teams across the MPS to track down wanted offenders.

## Reform

19. To improve our operational performance and to deliver More Trust, Less Crime and High Standards, we committed to major reform in A New Met for London. In the last quarter, we have made considerable progress in some areas, many at rapid pace, which reflects the shared determination in the MPS to deliver the scale and pace of reform that our communities and our people want to see. That progress is set out below. There is of course, still much more to do, and the NMFL plan commits us to significant reform which we will deliver over the next two years.

Priority	Objective	Progress
Community Crime-Fighting	We'll get back to policing with London and put communities first.	<ul style="list-style-type: none"> <li>• We have put in place all 32 Borough Superintendents and have begun to recruit an additional 500 Police Community Support Officers (PCSOs) and more ward officers to meet our commitment of two ward officers in every ward. We will be announcing our neighbourhoods operating model this year.</li> <li>• We have undertaken a series of community events across all London boroughs to launch NMFL and start to rebuild trust.</li> <li>• We have launched our 'clear, hold, build' pilots – which are rolling out an innovative approach to tackling organised crime in partnership with communities.</li> <li>• We have launched the Anti Social Behaviour (ASB) Early Intervention Scheme: a simple warning, escalating to Community Protection Warnings, Community Protection Notices and Anti-Social Behaviour Orders.</li> </ul>
	We'll transform how we protect the public from harm.	<ul style="list-style-type: none"> <li>• We committed to putting 465 more officers and 100 more staff into our public protection teams locally: 42 are in post.</li> <li>• We have doubled the number of Stalking Protection Orders issued.</li> <li>• The MPS is now in the top quartile of forces nationally for rape detections for the first time in a decade and since these records began (having risen from the bottom quartile).</li> </ul>

		<ul style="list-style-type: none"> <li>• We've charged 500 more cases of rape and serious sexual offences in the last 12 months compared to the previous year</li> <li>• We have cleared our backlog of online CSAE referrals.</li> <li>• We have identified and begun to target the top 100 most prolific and most dangerous predators in London. In June 2023, we targeted a nominal who had six recently closed domestic abuse cases against him where the victim had declined to engage. By July 2023, we had traced, arrested and charged him with a number of VAWG-related offences.</li> <li>• We ran a successful pilot of a Central Vulnerability Hub that contributed to finding missing people 33% faster than the same period in the previous year.</li> </ul>
	<p>We'll significantly improve our service to victims of crime.</p>	<ul style="list-style-type: none"> <li>• We are answering calls faster: the last week of July 2023 saw seven days of consecutive 91% performance on 999 calls answered. 86.5% of calls in July were answered within 10 seconds, compared to 57% in June, despite receiving our record ever demand in a single month.</li> <li>• We expect to regularly meet 999 Service Level Agreements by October 2023 and we are starting to see similar improvements for 101 calls.</li> <li>• Thrive+ has seen a 100% compliance rate month on month since May 2023 because of mandatory changes in the call handling system. Quality assessment to identify vulnerability and repeat callers has also increased.</li> <li>• We are getting better at recording crime: 82% of offences were recorded within 24 hours in April 2023, an increase of 44 percentage points.</li> <li>• We began our pilot of a Victim Information Leaflet with QR code this month.</li> <li>• We have laid the groundwork for the imminent launch of Right Care, Right Person on 1 November 2023.</li> </ul>
	<p>We'll prevent crime through a proactive and precise approach.</p>	<ul style="list-style-type: none"> <li>• As part of our proactive policing review, we have now realigned 240 posts into Basic Command Units (BCUs), refreshed our performance framework, and begun to create a new tasking board to coordinate activity and precise policing across BCUs.</li> <li>• This means 1,800 officers and staff will be proactively acting on intelligence and local priorities.</li> </ul>

		<ul style="list-style-type: none"> <li>• We are making greater use of independent validated facial recognition technology for the precise identification of wanted offenders.</li> <li>• Delivering more precise stop and search, increasing the percentage of searches which have a 'positive outcome' (our measurement for whether a search has successfully found what officers are looking for) from 26% to 29%.</li> </ul>
<b>Fixing our Foundations</b>	<p>We'll build a well-run organisation.</p>	<ul style="list-style-type: none"> <li>• We have begun work on a strategic workforce plan for the Met, to better understand the skills and resources we will need for the future.</li> <li>• We have developed and will now embed a new corporate risk management framework.</li> <li>• As a first step, we have reduced the number of people who are not deployable in frontline roles from 8800 to 8200 – there is more to do.</li> </ul>
	<p>We'll make it easier for our people to do their job.</p>	<ul style="list-style-type: none"> <li>• Under the banner of Met Succeed, we have rolled out 30,000 mobile phones to the frontline, provided 24,000 bleed kits and launched new, sustainable patrol trousers that better fit diverse body types.</li> <li>• We have begun to review and improve our supervisory ratios. They are currently 1:8 in BCUs versus 1:5 in specialist operations.</li> <li>• We have followed through with our commitment to increased effectiveness, efficiency and sustainability in our fleet and estate: we have undertaken three full police station refurbishments; reduced the volume of our vehicles off the road to 12.2% (c. 450 out of 3680 vehicles off the road at any given time) - in June 2022, this was 14.8%. We will have delivered c. 400 new IRV Toyota Hybrid Corollas by the end of 2023.</li> <li>• We are working to reduce abstractions in frontline roles: we began the first phase of building a resilience margin this month; and we have introduced new tasking processes and governance in BCUs to oversee abstractions.</li> </ul>
	<p>We'll transform our leadership and learning.</p>	<ul style="list-style-type: none"> <li>• We have improved our training for recruits, to make it less academic and more practical and relevant for new recruits.</li> <li>• 63% of eligible officers and staff have registered or completed their five-day First Line Leaders course. All first line leaders will have completed it by April 2024.</li> <li>• We launched a new Learning Management System and a new PDR process. PDR compliance for 2022/23 increased from 19.8% to 49.1%.</li> </ul>



## Strategic challenges and risks

20 We are confident that by delivering NMFL we can reform policing for London. However, if we are to meet the scale and pace of ambition that communities, our own people, and external partners want to see, we have a number of strategic risks and challenges to overcome. We cannot solve these problems on our own.

### Finance

21. The cost of delivering NMFL is significant. We estimate the initial, indicative cost to be approximately £366m through 2023/24 and 2024/25. These costs do not include a full workforce plan that matches resource and demand or key issues under development such as the estates strategy. We are developing a fuller costing during this year's budget process.

22. We committed to attempting to fund as much of the shortfall as possible through reprioritising existing budgets, but there will be additional costs associated with implementing significant programmes of reform, which are currently unfunded and therefore we lack a medium-term financial plan for reform. This is while the MPS has seen a cut per head of 28% since 2010 in real terms. This has created pressure across the whole of the organisation, and closing this funding gap will remain a critical factor in increasing the pace and scale of reform.

### Workforce

23. This is set in the context of significant workforce challenges which we are working to address.

- a. Like other public services in London, the cost of living crisis means we are seeing falling police officer application levels creating significant recruitment risks. We started the year 1000 officers below our funded establishment and expect to be 1,800-2000 below by the end of 2023/24. We are also not receiving enough applications to recruit new officers at the level we need. We are currently only receiving 40% of the applications we would need to meet our targets - this echoes challenges across much of public sector in London where there are higher vacancy rates than elsewhere in the UK.
- b. We currently have 8,200 long term absences - individuals who we cannot deploy in frontline roles. We are urgently working to reduce this but much will remain long term.
- c. The MPS has the highest ratio of officers to staff in England and Wales, meaning our officers have fewer staff to support them when compared to other forces. Yet there are various political restrictions preventing us adjusting this balance.
- d. Our most inexperienced people are being led by our most inexperienced supervisors, who are in turn spread the most thinly. 43% of Detective Constables (DCs) in local policing have less than two years' service and in some areas of the organisation there are 1:8 ratios of supervisors to direct reports.

- e. We have not had a tactical or strategic workforce plan in place in the organisation for a number of years to guide recruitment and deployment decisions.
24. We are prioritising work to fix through the development of a new strategic workforce plan, and have already begun:
- Beginning to strengthen our HR function that is not resourced to meet the challenge.
  - Setting up a new demand authority to ensure we develop our strategic workforce plan collaboratively, centred on operational priorities. This in turn will enable tactical workforce deployment through corporate and local tasking processes.
  - Building resilience into our new Met design, so we can better support our new officers and manage long-term abstractions. We want what our teams have on paper to reflect reality.
  - Piloting a People and Performance Improvement Team (PPIT), providing local HR support to positively impact the availability of deployable resource.
  - We have also bid to the Home Office for a package of measures which will enable us to bring in new staff with specialist skills to support officers, deploy more officers onto the frontline, and deliver key efficiencies needed to prioritise resource and our people in the places they are needed most. We would welcome the London Policing Board's support in this bid.

### Criminal Justice Reform

25. Today, the criminal justice system delivers significantly fewer prosecutions than it did 20 years ago. Over that same period, the cost per prosecution to the public purse has increased dramatically – so we are delivering less for more. The criminal justice system is overdue significant and wide-ranging reform to make it more effective. There is far more that policing needs to do to improve, and we are committed to making sure that happens, but we must get this right for victims and communities. The criminal justice system is, like policing, trying to deal with rising demand and complexity, but it cannot be right that we have backlogs in courts leading to some victims waiting years to get justice. Significant reform is needed to meet the pace and scale of reform that Londoners expect.

### Other key risks and challenges

26. The MPS is undertaking a significant and near unprecedented volume of transformation activity. This is creating pressure on our enabling functions (such as HR, and programme managers) and whilst we have started to grow those functions and our central strategy and transformation resource there is more to do to mature and grow those functions.
27. There are other risks and challenges outlined in the culture and standards paper on this agenda which are relevant to the challenges set out in this paper, for example the speed of reform to the police regulations following the Home Office dismissals review. These risks should be considered alongside those set out in this section.