

MDA No.: 1512

Title: MOPAC – Strengthening Oversight of the MPS

1. Executive Summary

1.1 At the Police and Crime Committee meeting on 24 May 2023 the Committee resolved that:

Authority be delegated to the Chair, in consultation with party Group Lead Members, to agree any output arising from the discussion.

1.2 Following consultation with party Group Lead Members, the Chair agreed the Committee's letter to Diana Luchford, Chief Executive, Mayor's Office for Policing and Crime (MOPAC) on the effectiveness of MOPAC in its oversight of the Metropolitan Police Service (MPS), as attached at **Appendix 1**.

2. Decision

2.1 **That the letter to the Chief Executive of MOPAC on the effectiveness of MOPAC in its oversight of the MPS, as attached at Appendix 1, be agreed.**

Assembly Member

I confirm that I do not have any disclosable pecuniary interests in the proposed decision and take the decision in compliance with the Code of Conduct for elected Members of the Authority.

The above request has my approval.

Signature:



Printed Name:

Caroline Russell AM, Chair of the Police and Crime Committee

Date:

9 August 2023

3. Decision by an Assembly Member under Delegated Authority

Background and proposed next steps:

- 3.1 The terms of reference for this investigation were agreed by the Chair, in consultation with relevant party Lead Group Members under the standing authority granted to Chairs of Committees and Sub-Committees. Officers confirm that the letter and its recommendations fall within these terms of reference.
- 3.2 The exercise of delegated authority approving the letter to MOPAC will be formally noted at the Police and Crime Committee's next appropriate meeting.

Confirmation that appropriate delegated authority exists for this decision:

Signature (Committee Services): L. Harvey

Printed Name: Lauren Harvey

Date: 27 July 2023

Financial Implications: NOT REQUIRED

Note: Finance comments and signature are required only where there are financial implications arising or the potential for financial implications.


Signature (Finance): Not required

Printed Name:

Date:

Legal Implications:

The Chair of the Police and Crime Committee has the power to make the decision set out in this report.

Signature (Legal): 

Printed Name: Rory McKenna, Monitoring Officer

Date: 3.8.23

Email: rory.mckenna@london.gov.uk

Supporting Detail / List of Consultees:

- Susan Hall AM
- Unmesh Desai AM
- Caroline Pidgeon MBE AM

4. Public Access to Information

- 4.1 Information in this form (Part 1) is subject to the FoIA, or the EIR and will be made available on the GLA Website, usually within one working day of approval.
- 4.2 If immediate publication risks compromising the implementation of the decision (for example, to complete a procurement process), it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.
- 4.3 **Note:** this form (Part 1) will either be published within one working day after it has been approved or on the defer date.

Part 1 - Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

If yes, until what date:

Part 2 – Sensitive Information:

Only the facts or advice that would be exempt from disclosure under FoIA or EIR should be included in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a part 2 form? NO

Lead Officer / Author

Signature: J. Roker

Printed Name: Janette Roker

Job Title: Senior Policy Adviser

Date: 27 July 2023

Countersigned by Executive Director:

Signature:



Printed Name: Helen Ewen

Date: 2 August 2023

LONDON ASSEMBLY



Caroline Russell AM
Chair of the Police and Crime Committee

Diana Luchford
Chief Executive Officer
MOPAC

(Sent by email)

10 August 2023

Dear Diana

I am writing to you on behalf of the London Assembly Police and Crime Committee following our meeting held on 24 May 2023 to discuss the effectiveness of the Mayor's Office for Policing and Crime (MOPAC) in its oversight of the Metropolitan Police Service (the Met).¹

Much of the meeting was devoted to considering MOPAC's oversight capabilities following Baroness Casey's report on standards of behaviour and internal culture of the Met.² This letter shares the Committee's reflections on where MOPAC could further strengthen its approach to oversight to best assist the Met in implementing the reform it needs.

Policing Board for London

One of the key recommendations of Baroness Casey's review was the introduction of a new quarterly Policing Board for London to drive forward the changes called for in her review. Baroness Casey suggested the Board be chaired by the Mayor and held in public.³ The Committee

¹ London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023

² MPS, [The Baroness Casey Review](#), March 2023

³ MPS, [The Baroness Casey Review](#), March 2023

notes the pace at which MOPAC has taken this recommendation forward and that recruitment for the Board is already underway.⁴

On the application webpage for the Board, it states that the Mayor is seeking people to provide “high-level specialist advice, challenge and support to assist the Mayor in holding the Commissioner to account on behalf of Londoners”.⁵ In addition to this specialist advice, the Mayor says he is “looking for Board members from across London’s diverse communities with a range of expertise and lived experience”.⁶ You told the committee:

“We are looking at a high level to hold the MPS to account for implementing the Turnaround Plan, for which you do not necessarily need specialist expertise in finance or technology or whatever it might be. We also welcome lived experience as that is an important part of this. However, there will be some people who we will need to provide expert advice to drive real and sustainable improvements. It is a bit of both, a mix.”

Given the breadth of issues that require urgent attention at the Met, the Committee hopes to see the Board reflect specialist expertise in a wide range of issues, including, for example: cultural change; digital transformation; neighbourhood policing; challenging disproportionality in the policing of Black, Asian and minority ethnic people; community engagement; victim support; violence against women and girls; and stop and search.

It appears highly ambitious for the Mayor to achieve representation of people from across London, including those with lived experience, whilst simultaneously securing the breath of specialist expertise necessary with only nine spaces on the Board.

The Committee is unclear about what the Mayor is prioritising through this recruitment, the role he envisages Board members to play in holding the Met to account, nor the strategic aims of the Board itself. If the Committee is unclear, it is likely potential applicants will be too. The Mayor is understandably under pressure to deliver on Baroness Casey’s recommendations swiftly, but a swift response should not be at the expense of a strategic one.

Recommendation: MOPAC should provide the Committee with further information on precisely what skills and experience are being prioritised in the recruitment process for the Board, and the proposed terms of reference for the Board.

Strategic oversight

The Policing Board for London will become part of a growing architecture of oversight and scrutiny of the Met. It will sit alongside the MOPAC Performance and Risk Oversight Board; MOPAC Finance, Change and People Oversight Board; the Turnaround Board; the Policing Performance Oversight Group; and additional functions such as the Met/MOPAC Joint Audit Panel and the internal audits conducted by MOPAC’s Directorate of Audit, Risk and Assurance (DARA).

⁴ GLA, [London Policing Board Member](#)

⁵ GLA, [London Policing Board Member](#)

⁶ GLA, [London Policing Board Member](#)

As the oversight architecture grows, so does the risk of duplication and confusion. Through this period of change, MOPAC needs to support the Met to address these challenges in a strategic way. However, the Casey review found that MOPAC has “not been able to provide the strategic oversight function that the Met needs” and that “more robust and strategic oversight, based on support, challenge and mutual respect for their respective roles, is needed”.⁷

In light of this, the Committee was pleased to hear you acknowledge that MOPAC also needs to take learning from the Casey review and reflect on what it needs to do differently to strengthen its oversight of the Met.⁸

The Committee was also pleased to hear both you and Kenny Bowie, Director of Strategy and MPS Oversight, outline a number of actions being taken to create a more strategic system of oversight, including:

- MOPAC bringing together agencies such as the Independent Office for Police Conduct (IOPC), His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) and the College of Policing to increase collaboration and share priorities⁹
- collating recommendations from a wide range of reviews, including those conducted by the IOPC, HMICFRS, DARA and Lord Toby Harris under a set of deliverables through the Turnaround Plan¹⁰
- joint working between the Met and MOPAC to develop a new set of performance metrics for the Met¹¹
- work to reset the relationship between the Met and DARA and considering a new framework for the MPS/ MOPAC Audit Panel.¹²

The Committee hopes that these actions, taken together, can help to ensure that the various boards providing oversight of the Met can work together more strategically for greater impact. The Committee would welcome further information on aspects of this work, including the development of new performance metrics, to help inform our own oversight and scrutiny functions.

Recommendation: MOPAC to provide the Committee with a timeline for the revision of the performance metrics for the Met and the framework for the MPS/MOPAC Audit Panel, and to share both with the Committee once ready.

The Committee understands that the establishment of the Policing Board will require additional resource of the Commissioner and senior Met representatives, and consider this a positive step for Met visibility and accountability.

⁷ MPS, [The Baroness Casey Review](#), March 2023 p.16

⁸ London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023 p.6

⁹ London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023 p.9

¹⁰ London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023 p.9

¹¹ London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023 p.11

¹² London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023 p.11

Recommendation: The Committee requests that MOPAC ensures this does not unduly weaken the Met's engagement with the Assembly and this Committee, including at Commissioner and Deputy Commissioner level.

Good data for good oversight

Good oversight, like good scrutiny, requires access to accurate and timely data. However, as detailed by Baroness Casey, MOPAC has consistently struggled to get the data it needs from the Met.¹³

The Committee has faced similar frustrations. At the Committee meeting, I mentioned the Met's dreadful handling of data related to the number of searches conducted with children with intimate parts exposed.¹⁴ Last year, the Committee also found that the Met had repeatedly published inaccurate data on the number of children going missing in London, which has still not been corrected.¹⁵

There appear to be several problems underpinning the poor provision of data. One is the defensiveness of the Met, as identified by Baroness Casey, which has prevented it from sharing data in good faith with partners.¹⁶ Kenny Bowie told the Committee that the Met's data systems need to be improved, including the platform used by officers to input data.¹⁷ You told the Committee that the reduction of in-house analysts following the Basic Command Unit restructure had impacted the Met's data capability.¹⁸ This issue was also highlighted in the Casey Review, which stated that "With BCUs now stripped of intelligence analysts, the result is a loss of fine-grained analysis at the local level" and "analysts can only achieve a fraction of what they used to".¹⁹

Kenny Bowie told the Committee in reference to stop and search, that the more data that is available "adds to the ability of Londoners as a whole to be able to hold them [the Met] to account for what is happening with the power and ask the questions".²⁰ The Committee agrees wholeheartedly with this and was pleased to hear from Kenny Bowie that there has been a noticeable change in the Met's approach to sharing data since Sir Mark Rowley, Met Commissioner and Lynn Owens, Deputy Commissioner came into post.²¹

¹³ MPS, [The Baroness Casey Review](#), March 2023

¹⁴ London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023 p.7

¹⁵ The Met provided data to the Assembly on missing children in London in [June 2022](#) and [March 2023](#). The Committee informed the Met of errors in its data, and it subsequently supplied the Committee with updated data in [April 2023](#) which the Committee was then forced to publish itself. Neither of the original datasets have been corrected, and the data is not consistent with that provided by the Met to the National Crime Agency and published as part of [national dataset on missing persons](#).

¹⁶ MPS, [The Baroness Casey Review](#), March 2023

¹⁷ London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023 p.7

¹⁸ London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023

¹⁹ MPS, [The Baroness Casey Review](#), March 2023

²⁰ London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023

²¹ London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023 p.11

Recommendation: MOPAC should work with the Met to reinstate and strengthen local analytical capability.

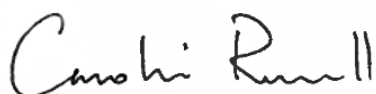
We know CONNECT – a major technology programme underway at the Met – will include reforms to data systems, but it is unclear to what extent it will address the issues impacting data provision. Additionally, you told the Committee, “I am concerned that we do not have the technological expertise that we need in MOPAC to provide the most effective oversight that we could” and you recognised this was something that MOPAC needs to address.²²

The Committee welcomes this reflection and recommends that MOPAC urgently addresses this skills gap to ensure it is able to deliver effective oversight of the CONNECT programme, including that improvements are made to systems for the collection and reporting of crucial data. Technological expertise is also essential for MOPAC to monitor the upgrade to the Met’s Command and Control systems – which will have wider ramifications for the effective delivery of frontline policing across London.

Recommendation: MOPAC must take urgent action to address its technological skills gap so it can provide effective oversight of the Met’s technology programmes.

Finally, I would like to note the constructive nature of the discussion on 24 May 2023. The Committee would like to thank you for engaging with our questions positively. Baroness Casey’s findings have hammered home the need for fundamental reform at every level of the Met. This can only be achieved by a Met leadership committed to such reform, and an effective oversight body providing rigorous challenge and oversight. We must all continue to work constructively to provide the scrutiny, oversight and support the Met needs to achieve its required transformation in light of the Casey Review.

Yours sincerely,



Caroline Russell AM
Chair of the Police and Crime Committee

²² London Assembly, [Police and Crime Committee – transcript](#), 24 May 2023 p.2