

<b>Committee(s):</b>	<b>Date(s):</b>
Police: Performance and Resource Management Sub Committee	8 <sup>th</sup> December 2015
<b>Subject:</b> HMIC Inspection Update	<b>Public</b>
<b>Report of:</b> Commissioner of Police Pol 63/15	<b>For Information</b>

### **Summary**

This report provides Members with an overview of the City of London Police response to Her Majesty's Inspectorate of Constabulary's (HMIC) continuing programme of inspections and published reports. Since the last report to your Sub Committee HMIC has published 4 reports :

- PEEL Police Efficiency Report 2015 (Force and national);
- Follow Up Inspection of Multi-Agency Public Protection Arrangements (MAPPA) (National joint report with HM Inspectorate of Probation);
- Working in Step? Local Criminal Justice Partnerships (National joint report with HM Inspectorate of Probation and HM Crown Prosecution Service Inspectorate);
- Witness for the Prosecution: Identifying witness and victim vulnerability in criminal case files (Force and national reports – joint reports with the Criminal Justice Joint Inspectorate and HM CPS Inspectorate).

This report is supported by Appendix A which provides details of progress against all outstanding HMIC recommendations.

### **Recommendation**

Members are asked to receive this report and note its contents.

### **Main Report**

1. This report provides Members with an overview of the City of London Police response to Her Majesty's Inspectorate of Constabulary's (HMIC) continuing programme of inspections and published reports. During the reporting period, HMIC has published four reports:

- i. PEEL Police Efficiency Report 2015, national and force level reports published on 19<sup>th</sup> October 2015;

- ii. Follow Up Inspection of Multi-Agency Public Protection Arrangements (MAPPA), a national joint report with HM Inspectorate of Probation published on 22<sup>nd</sup> October 2015;
  - iii. Working in Step? Local Criminal Justice Partnerships, a national joint report with HM Inspectorate of Probation and HM Crown Prosecution Service Inspectorate, published on 22<sup>nd</sup> October 2015; and
  - iv. Witness for the Prosecution: Identifying witness and victim vulnerability in criminal case files, national and force-level reports, published jointly with the Criminal Justice Joint Inspectorate and HM CPS Inspectorate on 12<sup>th</sup> November 2015.
2. Fieldwork only took place in the Force for the PEEL efficiency report and the Vulnerability in criminal case file report.
  3. Appendix A to this report provides an overview of progress against all outstanding HMIC recommendations.

### **PEEL Police Efficiency 2015 (Force and national)**

4. On 19<sup>th</sup> October 2015 HMIC published its PEEL Police Efficiency 2015 report alongside individual force reports for England and Wales.
5. The national report builds on previous HMIC Valuing the Police reports which were published over the last four years and which looked at how well forces had achieved the spending reductions since 2010. The new PEEL report extends this process to also look at the efficiency of forces. As there is no nationally-established definition of efficiency in policing, HMIC has assessed forces' efficiency through their understanding of the demand they face and how well they match their human and financial resources to that demand rather than just how well forces have met their required spending reductions. The report covers the financial year 2014/15 and future plans to 2018/19.
6. Overall HMIC graded 5 forces as outstanding (Cheshire, Durham, Lancashire, Norfolk and West Midlands) 29 forces as good, 8 forces as requiring improvement and 1 force as inadequate (Humberside). The City of London Police received an overall judgement of GOOD.

### **National Report**

7. The report offers both praise and criticism of the police service. On the whole forces have been able to absorb the unprecedented scale of change since 2010 whilst maintaining the fall in measured crime and public satisfaction. However, future years will see further considerable change including to funding arrangements. Challenges to make further reductions in budgets and workforce will become harder whilst the debate about policing in the 21st century (what should it look like, how its efficiency should be measured and what the public are prepared to pay) remains unresolved.

8. The main overall findings are as follows:

- Compared to last year's report in the Valuing the Police programme, the number of forces graded as outstanding is the same, fewer forces are graded as good, more forces are graded as requiring improvement and, for the first time, HMIC has graded a force as inadequate on efficiency.
- The police service is using its experience of the last five years to plan prudently for the likely future financial challenge. The best forces have moved beyond short-term spending reductions to longer-term plans to reduce costs and improve services; more forces need to follow suit.
- The police service needs to improve its understanding of demand for its services (particularly future demand), its understanding of the capability of its workforce, and its Information and Communications Technology (ICT) infrastructure. In a number of important respects, the service has a sound understanding of its current demand but this is incomplete (for example on 'hidden' or newer crime types), and its understanding of likely future demand needs improvement.

### **City of London Report**

9. HMIC structured the report against 3 main headings. The summary of findings is as follows:

i. How well does the force use its resources to meet its demand?

- The Force has a good understanding of the demand on its services from the public. It is currently meeting this demand and evidence for this comes from the higher than average victim satisfaction rates and impressive response times.
- The Force works effectively with the City of London Corporation, other partners and the community to identify better ways of meeting demand and delivering an effective service.
- It is the national lead for economic crime and has developed an effective approach to dealing with the demands of this crime type locally and nationally.
- The Force has a good understanding of its performance and there is clear governance for accountability both internally and by the City of London Corporation.
- The Force recognises the need to change to meet future demand within its future budget. The Force's change programme is looking at ways it can operate and improve services to meet future demand with a reduced budget.

ii. How sustainable and affordable is the workforce model?

- The current workforce model is meeting demand, organisational need and financial requirements. Evidence for this comes from a balanced budget, achievement of savings targets and victim satisfaction rates in line with England and Wales.
- The force has conducted reviews in each business area to look at demand and resources and is confident that it has achieved this efficiency in resourcing without having an impact on the provision of policing services to the public.
- However, the force needs to develop more detailed plans and improve its understanding of workforce skills, knowledge and ability. More work is needed to better align workforce plans with the medium-term financial plan. This issue is reflected in the only two areas for further improvement identified in the report.

iii. How sustainable is the force's financial position for the short and long term?

- The Force has met its savings target period to 2014/15 and achieved a balanced financial position from the spending review set in 2011.
- The Force does obtain full cost recovery, such as for the national economic crime lead function and has been successful in securing other funding, including from the business community.
- It is taking a number of steps to control expenditure and achieve the aims of the 2015/18 financial savings.
- The force budget and the policing plan are jointly prepared with the City of London Corporation which, through the Police Committee, holds the Force to account effectively.
- Together with income generation, other efficiencies and potential support from the City of London Corporation, HMIC has confidence that the Force should deliver savings and balance future budgets

10. HMIC made the following recommendations for the Force:

- i. The Force should develop a future workforce plan that is aligned to its overall demand and budget. The plans should include future resource allocations, the mix of skills required by the workforce and behaviours expected of them; and
- ii. To support the workforce plan, the Force should improve how it records and retains information concerning the skills and knowledge of the workforce to identify future training needs

11. Both recommendations are included in Appendix A to this report and are being progressed by the HR Services Director.

### **Follow Up Inspection of Multi-Agency Public Protection Arrangements**

12. On 22<sup>nd</sup> October 2015 a joint<sup>1</sup> follow up inspection report on Multi-Agency Public Protection Arrangements (MAPPA) was published. This followed an initial inspection in 2011 (Multi-Agency Public Protection Arrangements report published 10<sup>th</sup> November 2011) which found that much good work was being done in this area, but there were areas of practice that required improvement. The follow up Inspection was conducted to see if the recommendations from the last inspection had been implemented and to review current practice.
13. As part of the follow up inspection 6 areas were visited with strategic and operational staff of all grades from organisations involved in MAPPA being spoken with. Interviews were conducted relating to 48 cases using a devised case assessment tool and a review of the use of VISOR (the database containing information about most MAPPA eligible offenders) undertaken. The City of London was not involved in this inspection.
14. The report concluded that overall there has been measureable improvement in the quality of work undertaken with MAPPA offenders managed at level 2 and 3 compared with 2011. However, the report also concludes that there is still room for improvement and Inspectors were concerned to find less progress against 2 of the original recommendations, as follows:
- i. **Risk management planning** - the 2011 inspection found MAPPA rarely produced a comprehensive risk management plan. The follow-up inspection found that while risk management actions were more relevant and appropriate than in 2011, there remains room for improvement; and
  - ii. **ViSOR** – findings on the use of ViSOR in 2011 were disappointing, as police, prisons and probation staff did not use ViSOR as a shared working tool. Four years later HMIC felt insufficient progress had been made.
15. The current report makes a number of new recommendations which are reproduced at Appendix A; they are aimed at a number of differing bodies, including the police service.

### **Working in Step? Local Criminal Justice Partnerships**

16. On 22<sup>nd</sup> October 2015 a joint inspection report *Working in Step?* was published. This was a joint inspection by HMIC, HM Inspectorate of Probation and HM Crown Prosecution Inspectorate looking at arrangements of local

---

<sup>1</sup> joint inspection by HM Inspectorate of Probation and HMIC

criminal justice partnerships (LCJP). LCJPs were introduced in 2003 and are non-statutory bodies. Their purpose is to contribute towards ensuring that support for victims, witnesses, progression of cases and the apprehension, punishment and rehabilitation of offenders can be successfully advanced through multiple layers of processes and arrangements across any number of criminal justice agencies. LCJPs should specifically work at a local level bringing together the right partners at the right time, agreeing shared priorities, and working collectively to improve the effectiveness and efficiency of the Criminal Justice system (CJS) within their area.

17. The inspection (carried out during 2014/15) focused on

- how joint working is led, managed and supported at a local level through LCJPs;
- how effective LCJPs are in terms of promoting change and innovation to reduce costs and improve outcomes for the public; and
- the extent to which LCJPs work in partnership in support of three national priorities (to support vulnerable victims, to reduce reoffending, and to implement digitisation).

18. The inspection methodology included a survey of LCJPs across England and Wales to provide data at the national level. In addition fieldwork in six areas (Kent, Dyfed-Powys, London, Durham and Cleveland, Wiltshire and Northamptonshire) was undertaken between June and December 2014.

19. The report accepts that LCJPs operate in difficult circumstances; however, it considers there remains a compelling case for criminal justice agencies to come together with a common purpose, with specific aims, in an operating framework which delivers justice locally.

20. The report makes a number of recommendations at a national and local level, which are reproduced at Appendix A. The recommendations do not require any specific Force input at this time. However, the Force will continue to participate as a key member of the LCJP it is part of. Once the operating framework has been agreed by the overarching Criminal Justice Board local Force representatives will ensure that the Force fully participates in the review of the partnership arrangements.

### **Witness for the Prosecution: Identifying witness and victim vulnerability in criminal case files**

21. On 12<sup>th</sup> November 2015 a national inspection report identifying victim and witness vulnerability in criminal case files was published, alongside individual force reports. This was a joint inspection by HMIC, the Criminal Justice Joint Inspectorate and HM CPS Inspectorate.

22. The quality of criminal case files has been subject to review by the criminal justice joint inspectorates in previous reports – one in 2011<sup>2</sup> and two<sup>3</sup> in 2013<sup>4</sup>. This current inspection examined the effectiveness of police in:

- providing accurate information of the circumstances of the case;
- identifying the vulnerability of victims and witnesses; and
- assessing and managing risks so that their needs are met.

23. This inspection is the second of three linked joint thematic inspections. The first, *Working in step?* is considered at paragraphs 16-20 of this report. A third inspection focusing on digitisation in the criminal justice system, which examines the interfaces and information sharing between criminal justice agencies, is due to report in early 2016.

### **National report**

24. The national report notes that although some improvements have been made since previous inspections there is still room for improvement (for both police and CPS) in case file preparation, particularly in relation to recording and actioning adjustments to meet the needs of vulnerable victims and witnesses.

25. The national report makes 10 recommendations for implementation across a number of differing bodies including the police service. Only 2 of the recommendations are applicable within Force and are reproduced in Appendix A.

### **City of London Police report**

26. The Force report did not contain any specific recommendations. However, in reviewing Force case files it did comment on matters which (subject to Performance Management Group approval) will be taken forward as learning points via the Force's Organisational Learning Forum in the first instance.

27. These learning points include:

- Conducting refresher training in case file preparation for officers and supervisors;
- Production of an adequate summary for case files, be that a 'succinct' summary of the case or an adequate summary of interview which details key questions and answers required to prove the offence; and
- Supervisory certification being completed appropriately in all cases.

## **Appendix**

28. Appendix A provides a position statement on progress against all HMIC recommendations. Those recommendations that have been implemented and

---

<sup>2</sup> The introduction of the Streamline Process. Report by the Comptroller and Auditor General, NAO

<sup>3</sup> Stop the Drift 2: A Continuing Focus on 21<sup>st</sup> Century Criminal Justice

<sup>4</sup> Getting Cases Ready for Court: a joint review of prosecution case files

are GREEN and which have previously been reported to Members are not included.

**Contact:**

**Stuart Phoenix**

*Strategic Development - T: 020 7601 2213*

*E: [Stuart.Phoenix@cityoflondon.pnn.police.uk](mailto:Stuart.Phoenix@cityoflondon.pnn.police.uk)*