

Committee(s):	Date(s):
Police Performance and Resource Management Sub Committee	24 th February 2016
Subject: HMIC Inspection Update	Public
Report of: Commissioner of Police Pol 08/16	For Information

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 national reports and one Force report :

- Regional Organised Crime Units (ROCU): A review of capability and effectiveness (national);
- The Depths of Dishonour: Hidden Voices and Shameful Crimes, an inspection of the police response to honour-based violence, forced marriage and female genital mutilation (national);
- PEEL (Police Efficiency, Effectiveness and Legitimacy) – Police Effectiveness (Vulnerability) 2015 (national and Force);
- Increasingly everyone's business: A progress report on the police response to domestic abuse (national).

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 national reports and one Force report:
 - i. **Regional Organised Crime Units (ROCU):** A review of capability and effectiveness (national), published on 1st December 2015;

- ii. **The Depths of Dishonour: Hidden Voices and Shameful Crimes;** An inspection of the police response to honour-based violence, forced marriage and female genital mutilation (national), published on 8th December 2015;
 - iii. **PEEL – Police Effectiveness (Vulnerability) 2015** (national and Force), both published on 14th December 2015; and
 - iv. **Increasingly everyone’s business:** A progress report on the police response to domestic abuse (national), published on 15th December 2015.
2. Appendix A to this report provides an overview of progress against all outstanding HMIC recommendations.

Regional Organised Crime Units (ROCU): A review of capability and effectiveness (national report)

3. On 1st December 2015 HMIC published its national review of ROCUs’ capability and effectiveness in tackling serious and organised crime. All 10 ROCUs were inspected during spring 2015. The report focuses on regional perspectives; City of London Police is a member of the London ROCU.
4. The report’s principal findings are as follows:
- i. Although ROCUs are a vital part of the national response to serious and organised crime, they have evolved in a piecemeal, inconsistent way;
 - ii. Some forces (unspecified) have been unwilling to commit specialist resources to regional units, compromising their effectiveness;
 - iii. ROCU integration with national counter-terrorist policing could be improved;
 - iv. ROCUs’ understanding of regional threats, whilst improved, remains incomplete with regard to child sexual exploitation, human trafficking and modern slavery;
 - v. 2 of the 10 ROCUs have no investigative capability (this includes the London ROCU);
 - vi. ROCUs could do more to prevent serious and organised crime;
 - vii. ROCUs could assume more responsibility for testing preparedness to deal with national threats such as cyber crime.
5. The report makes 11 recommendations, 4 of which impact on the City of London Police. All are included in Appendix A. Recommendation 2 relates specifically the London ROCU.

The Depths of Dishonour: Hidden Voices and Shameful Crimes, an inspection of the police response to honour-based violence, forced marriage and female genital mutilation (national report).

6. On the 8th December 2015, HMIC published its inspection findings on the police response to honour based violence (HBV), forced marriage (FM) and female genital mutilation (FGM). HMIC noted that this is a relatively under developed area of policing and anticipated that few forces would have all necessary systems in place.
7. All 43 police forces were required to complete a self-assessment of their preparedness to protect and support victims of HBV. At the same time HMIC completed a review of relevant documentation and data supplied by forces. This was followed by a field inspection of 8 police forces¹, which did not include the City of London Police.
8. The report concludes that nationally:
 - i. The police service is not sufficiently prepared to protect effectively victims of HBV, including FM and FGM;
 - ii. The service provided to victims of these crimes needs to improve;
 - iii. Forces must improve engagement with community groups that support the victims to understand better the complexities cases of HBV can pose;
 - iv. There are well trained, experienced officers who can identify and protect victims at an early stage, however, they are thinly spread throughout the service; and
 - v. Forces must ensure officers are properly trained to identify cases of HBV and understand the appropriate approach to take, rather than adapting existing domestic abuse and child protection procedures.
9. The findings of the first phase of the inspection found that 40 out of the 43 forces were prepared to some extent to protect and support victims of HBV. Only 3 forces were assessed as being prepared overall against all areas of enquiry and 3 forces were considered as not yet prepared in any of the areas. City of London Police was recorded as 'Prepared' in the areas of Leadership and Awareness & Understanding, and 'Not yet prepared' in the areas of Protection, Enforcement & Prevention. This result was reported to your Sub-Committee in June 2015 (Pol 33/15).
10. The second phase of the inspection (based on the fieldwork in conjunction with the phase 1 results) found that nationally:
 - i. HBV oversight mechanisms are patchy, with a lack of effective processes within forces to adequately assess their own performance;

¹ Avon and Somerset, Cheshire, Dyfed-Powys, Hertfordshire, MPS, Northumbria, Thames Valley and West Midlands.

- ii. There needs to be greater engagement with health, social care and educational professionals and forces are tending to over-rely on the knowledge of a small pool of expert officers;
- iii. Variations in understanding is linked to variations in training adopted by forces, with training being inconsistent and not widespread;
- iv. Multi-agency working is potentially not working as effectively as it might in those forces that record low numbers of HBV cases;
- v. Information sharing practices between forces and partners are not always appropriate or secure;
- vi. Some forces have limited understanding of legal measures available (such as Forced Marriage protection orders and FGM protection orders).
- vii. Active information gathering is limited, especially from neighbourhood teams who are best placed to know their communities; and
- viii. Proactive and early intervention to manage perpetrators was not as regular as it should be.

11. The national report makes 14 recommendations, only 3 of which are for police forces to implement, the remainder being recommendations for the Home Office, College of Policing and the National Police Chiefs' Council.

PEEL – Police Effectiveness (Vulnerability) 2015 (national and Force)

12. The Effectiveness element of the 2015 PEEL inspection was split over 3 distinct inspections; the report under consideration focused on vulnerability, assessing the extent to which forces are successful at identifying, protecting and supporting those that are vulnerable.

13. All forces were inspected between June and August 2015 following a case file review and data gathering exercise that took place during March and April. HMIC published 43 separate force reports and one national report on 14th December 2015.

14. Overall, no forces were judged as 'Outstanding', 12 forces were assessed as 'Good', 27 were graded as 'Requires improvement' (this category included the City of London Police) and 4 forces were judged to be 'Inadequate'.

Force report

15. The report notes that the Force is very different from other force areas and that consequently the nature and scale of crimes against the vulnerable in the City differs from all other forces. The report notes many areas of good practice and HMIC acknowledge areas of success, however, it highlights a number of areas where it is felt improvements could be made. These include:

- i. The Force's response to child sexual exploitation would be better informed by a thorough problem profile dedicated to the issue;
- ii. Training provision aimed at assessing vulnerability at the first point of contact could be improved;

- iii. All response supervisors should be trained in the DASH² Risk Assessment model.
 - iv. More consistent use of victim personal statements, ensuring compliance with the Victim Code for all investigations.
16. The report formally records four areas for improvement, all of which are included in Appendix A and basically reflect the areas cited at paragraph 16 immediately above.

National Report

17. Nationally, HMIC offers praise for the proactive, dedicated personnel who are meeting the needs of vulnerable victims; however, alongside the praise there is criticism of the service's response to vulnerability. The report finds that nationally:
- i. There is no consistent definition for vulnerability; this leads to individuals being treated differently depending on a force's definition of what or who might be vulnerable;
 - ii. Forces should ensure response officers have the means to collect photo/video evidence;
 - iii. Forces need to ensure the right people with the right skills are available and allocated to the right investigations;
 - iv. Compliance with the Code of Practice for Victims of Crime could be improved;
18. The report goes on to consider improvements across a specific groups of vulnerable people, such as missing or absent children (full report due in Spring 2016) and domestic abuse (report published, see paragraph 20).
19. The national report does not make any recommendations. It notes that going forward, HMIC will publish areas of concern (serious) and areas for improvement (analogous to recommendations). However, the learning points in the national report have been captured by Strategic Development to ensure the relevant people in force can ensure the Force complies with national best practice.

Increasingly everyone's business: A progress report on the police response to domestic abuse (national report)

20. On 15th December 2015 HMIC published a progress report on the police's response to domestic abuse, which sets out the principal national themes revealed (in relation to domestic abuse) from the PEEL Effectiveness 2015 (Vulnerability) inspections which were carried out in all forces between June and August 2015 (as reported immediately above).

² Domestic Abuse, Stalking and Honour Based Violence Risk Identification, Assessment and Management Model

21. This report follows an initial inspection in 2013/14 commissioned by the Home Secretary to determine the police's response to domestic abuse. The resulting report "Everyone's business: Improving the police response to domestic abuse" was published in March 2014.
22. The report concludes that the police service and its partner organisations have undertaken extensive work over the last 18 months to improve the service provided to victims of domestic abuse and there have been improvements to the overall police response. There remain, however, a number of areas of improvement. Those that HMIC highlighted as particular causes of concern include:
 - i. Difficulties in identifying repeat callers and victims due to limitations of forces' IT systems;
 - ii. Inconsistent awareness of coercive and controlling behaviour;
 - iii. Where training is provided, there is an over-reliance on e-learning packages;
 - iv. Domestic abuse investigations are still largely being allocated based on crime type and complexity rather than the assessment of risk;
 - v. Significant increases in workloads amongst specialist public protection teams;
 - vi. Better analysis of police and partner organisation data is needed to understand performance and how domestic abuse is dealt with in forces; and
 - vii. There is limited evidence of victim engagement to provide forces with feedback on how services can be improved.
23. It should be noted that although the Force received a grading of 'Requires Improvement' for the PEEL Effectiveness 2015 (Vulnerability) Inspection, of which the findings within this report from all forces are based, none of the areas for improvement identified in the City of London Police report relates solely to the area of domestic abuse. Feedback received from the HMIC Liaison Officer indicates that the Force position as regards to domestic abuse is good. However, considering the areas above there is potential for the Force to improve further.
24. The national report makes 6 recommendations, 3 of which are for police forces. All recommendations are included in Appendix A.
25. HMIC note that Police and Crime Commissioners (Police Committee for the City of London Police) need effective mechanisms for holding chief constables and senior police leaders to account for the delivery of improved services to victims of domestic abuse. In line with the deadlines set for Recommendations 3 and 4 it is suggested that a progress scrutiny report to Police Committee is scheduled for its September meeting, alongside all other HMIC Inspection recommendations) will also be made quarterly to your Sub Committee, until all recommendations have been completed.

4th Quarter

26. HMIC will publish two further reports during February 2015, both PEEL-based. The first will be Legitimacy on February 11th and the second will be Effectiveness on February 18th.
27. The overall PEEL assessment is due to be published on HMIC's website on February 26th.
28. HMIC will also commence work on the Efficiency aspect of PEEL around March/April 2015.

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