



City of London Police Authority Board

Date: WEDNESDAY, 6 MARCH 2024
Time: 11.00 am
Venue: COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

13a) City of London Police - Special Constabulary Post Implementation Review
(Pages 3 - 20)

Report of the Commissioner.

19. **NON PUBLIC FCCRAS UPDATE**

For Information
(Pages 21 - 26)

Ian Thomas CBE
Town Clerk and Chief Executive

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Committee(s): Police Authority Board	Dated: 6 March 2024
Subject: City of London Police -Special Constabulary Post Implementation Review	Public
Which outcomes in the City Corporation’s Corporate Plan does this proposal aim to impact directly?	1- People are safe and feel safe
Does this proposal require extra revenue and/or capital spending?	N/A
If so, how much?	N/A
What is the source of Funding?	N/A
Has this Funding Source been agreed with the Chamberlain’s Department?	N/A
Report of: Commissioner of Police Pol 39-24	For Information
Author(s): Dee Nsubuga - Project Manager, Sue Penn – Director of Change	

Summary

In 2022, City of London Police’s Chief Officer Team commissioned a review of the Special Constabulary with a view to understanding opportunities to maximise integration and determine an optimum governance and leadership structure, if required, to support this.

Several recommendations were made which include a change in rank structure, the introduction of a dedicated coordinator and other practical improvements to complement service delivery and direction. Implementation commenced in February 2023.

To assure the delivery of the positive impacts intended, this Post Implementation Review assesses the implementation of the restructure, highlighting achievement of early benefits, whether any new or unexpected problems have arisen since implementation and any further opportunities for improvement.

Recommendation(s)

Members are asked to note the report.

Main Report

Background

1. Departments within CoLP have undergone significant structural and supervisory changes under the Transform project but this review did not encompass the City of London Special Constabulary (CLSC). The restructure model designed for CLSC was intended to realign to wider force approaches and direction, providing an opportunity to improve effectiveness and efficiency through refreshing CLSC and CoLP interoperability.
2. The CLSC restructure was a chief officer team initiated exercise to review the structure, scope, and role of CLSC with changes implemented from February 2023.
3. The review enabled a fresh look at structures, systems and processes to improve efficiency, effectiveness and decision making through a streamlined leadership model. It has enabled a closer link to Local Policing, which has led to better interconnectivity with tasking and operations. It has also focussed support for those Specials who have not been meeting minimum performance requirements.

Scope of Post Implementation Review

4. The main purpose of the original project was to address structure, scope, and role of CLSC as well as the following areas of imbalance and limited integration.
 - Structures - Address the disproportionately high number of supervisory positions.
 - Systems and Scope - Improve diversification of deployment of CLSC maximising utilisation of pre-existing skills and knowledge.
 - Processes - Re-engage specials with low engagement and apply a standardised performance approach to those failing to meet their hours.
5. To confirm the above, this Post Implementation Review (ToR, Appendix A) included the following in its scope;
 - Have the changes proposed been implemented and embedded?
 - Is the new structure delivering improvements as envisaged?
 - Focussed supervision and alignment to Local Policing
 - Staff sentiment in respect of changes
 - Performance and delivery impacts
 - Attrition and recruitment plans moving forward
 - Changes to the HAC Specials and any impact as a result in the realigning back to local policing
 - Opportunities to further optimise Special Constabulary service delivery, capacity, or capability

Methodology

6. To capture the thoughts, comments, and sentiments of CLSC colleagues, those with day-to-day interaction and senior officers within the governance structure,

various methods were used to gather feedback and data. This included structured questionnaires / surveys, key stakeholder interviews, general observations, and in-depth analysis of qualitative data.

7. Extensive engagement with CLSC colleagues, management and Local Policing supervisors was completed during the review process seeking feedback on quality expectations, effectiveness in use, and availability of appropriate support during the implementation process.

Post-Implementation Assessment of Changes Approved

8. An interim assessment of the changes was completed in December 2023 by business leads and submitted to the Police Authority Board for information. To negate duplication, this interim report is shown in Appendix B and contains the resourcing profile, remit, and approach of the CLSC currently.
9. Several changes were proposed and approved as part of the project and an assessment of each was completed against the questions posed in scope for the post implementation review. A summary of approved changes and implementation status is shown below.

Approved recommendations	Implemented	Success
Reduction in rank profile	Yes	Yes
Introduction of CLSC Co-Ordinator	Yes	Yes
Amendment to promotion process and performance in role	Partial	Anticipated
Increased deployment types	Partial	Anticipated
HAC Membership	Yes	Yes
Specialist roles	Partial	Anticipated
Apply a UPP approach to low attendance / performance	Yes	Yes
Increased training opportunities	Partial	Anticipated
Alteration to insignia	Yes	Yes

10.Reduction in Rank Profile

The CLSC structure saw many changes resulting from the review, including the reduction in operational rank numbers and a re-evaluation and reduction in the governing rank structure at a senior level.

Prior to Review Pre – restructure	Delivered Post – restructure
<p>Operational rank and Levels</p> <p>S/COT</p> <ul style="list-style-type: none"> ➤ 2 x S/CMDR <ul style="list-style-type: none"> ○ SLT ○ 3x S/SUPT ○ 1x UPD ○ 1x Business Support ○ 1x HAC ○ 1x S/DCI (specialisms) <ul style="list-style-type: none"> ▪ Operations ▪ S/Insp (UPD Operations) ▪ S/Insp (HAC) ▪ S/Insp (specialisms) <ul style="list-style-type: none"> ➤ 3x UPD teams incl. 2x S/Sergeants each supervising a team of 10 S/Constables <p>1x specialist team led by 1 S/DS and approx. 6 Constables</p>	<p>Replacement of Operational-Level Ranks with Grades</p> <p>The restructure maintained the ranks of Special Sergeant and Special Chief Inspector, with additional Special Constable Coordinator.</p> <ul style="list-style-type: none"> ➤ Commander Ops and Security <ul style="list-style-type: none"> ○ Chief Supt. Local Policing ○ Supt. Local Policing ○ S/Chief Inspector Lead for the CLSC <ul style="list-style-type: none"> ▪ S/Inspector Group F ▪ 3x S/Sergeants each supervising a teams of 6 S/Constables <ul style="list-style-type: none"> ➤ S/Constables ▪ S/Inspector Group F ▪ 3x S/Sergeants each supervising a teams of 6 S/Constables <ul style="list-style-type: none"> ➤ S/Constables

Have the changes proposed been implemented and embedded?

The changes proposed have been fully and successfully implemented and whilst those individuals personally affected by a realignment of their rank continue to be supported, the structure has overall, been welcomed and embedded.

Is the new structure delivering improvements as envisaged?

The new structure has begun to realise the identified benefits such as better integration and an increased focus on supervision. However, these changes alone will not see continued delivery without the investment of time and energy from those both performing policing duties on behalf of the CLSC and the substantive resources provided to support, govern, and develop those individuals.

Focussed supervision and alignment to Local Policing.

The alterations to both the operational and senior structure, with the aim of delivering a focus on frontline supervision and improving immediate relationships have resulted in a better understanding of the supervision required of CLSC officers by their substantive colleagues. However, further opportunities to develop that understanding and acceptance of capability and driving values to get the best from

each individual are recommended to enhance current service provision and entice additional recruitment and retention.

Staff sentiment in respect of changes

Feedback gained as part of the Post Implementation Review shows discord regarding the way the project was managed and communicated, rather than the changes themselves. **43%** of CLSC officers surveyed expressed that they felt undervalued and underappreciated, not from the changes made, but how the changes were managed.

However, most survey respondents, key stakeholder interviews, and general observations were supportive of the restructure and felt the restructure was fit for purpose. It brought CLSC in line with the transformational changes made to the wider organisation.

Summary

Implemented	Embedded	Success	Further Opportunities
Yes	Yes	Yes, changes made are delivering against expectations	<ul style="list-style-type: none"> Supervisors and leaders to develop an understanding of capability and driving values

11. Introduction of CLSC Co-Ordinator

The introduction of a dedicated Constable Co-Ordinator to enhance the liaison and relationship between CoLP and CLSC. This post has been allocated from existing establishment FTE and not as growth.

Have the changes proposed been implemented and embedded?

The PC has been appointed and embedded as part of the implementation and has been a welcome introduction to both organisations, building trust and forging integration opportunities successfully.

Is the new structure delivering improvements as envisaged?

This change is already positively impacting frontline service delivery. The coordinator is proactively developing new opportunities for a cohesive ‘one-team’ approach and initiating a project to raise the profile of the CLSC, internally and externally supported by Corporate Communications

Staff sentiment in respect of changes.

This change has been widely acclaimed and supported by both colleagues from CoLP and CLSC, recognising the investment made by CoLP and the intention to continue to seek improvements and integration in the future.

Summary

Implemented	Embedded	Success	Further Opportunities
Yes	Yes	Yes, this change has been widely accepted and celebrated	N/A

12. Amendment to Promotion Process and Performance in Role

A proposed revision of the promotion process within CLSC, considering changes to rank structure and individual impacts, ensuring performance is monitored and opportunities for promotion regularly opened to reflect the removal of underperforming supervisors and leaders.

Have the changes proposed been implemented and embedded?

In part, work is still underway to formalise the approach to promotion and manage those considered as underperforming, affording them the opportunity to develop and meet requirements.

Staff sentiment in respect of changes

This change has been welcomed by the majority, with a desire shown for real leadership and drive and the reluctance of some existing supervisory and leadership post holders to deliver.

Summary

Implemented	Embedded	Success	Further Opportunities
Partial	No	No, but anticipated	<ul style="list-style-type: none"> Ascertain supervisory requirements and monitor / manage performance against these Actively seek and embed development opportunities for supervisors

13. Increased Deployment Types

To increase the availability for different duty types in addition to the traditional foot patrol commonly seen as CLSC deployment.

Have the changes proposed been implemented and embedded?

Partially, opportunities have been identified and where possible in the immediacy, introduced. However, this is inconsistent and limited by available resources such as vehicles.

Staff sentiment in respect of changes

Participants in engagement sessions clearly showed frustrations with the lack of deployment opportunities, with an ambition to expand their capability, experience, and confidence from others, although recognised the limitations in supporting resources such as vehicles. Colleagues would welcome alternative deployments but would be supportive of a balanced approach between foot patrol and those alternative options.

Summary

Implemented	Embedded	Success	Further Opportunities
Partial	No	No, but anticipated	<ul style="list-style-type: none">Continued focus on alternative and innovative deployment opportunities, maximising specialist resourcing types available

14. Honourable Artillery Company (HAC) Membership

The movement of officers attached to the HAC under CoLP governance, realigning supervision, direction, and deployment opportunities.

Have the changes proposed been implemented and embedded?

Yes, successfully implemented with changes to supervisory approach being embedded.

Staff sentiment in respect of changes

A mixed response from individuals proactive in their feedback, with the understanding of the rationale for the move and placated by the continuance of membership, albeit a move away from recent tradition.

Summary

Implemented	Embedded	Success	Further Opportunities
Yes	Yes	Yes, realignment of resources to CoLP governance for consistency	N/A

15. Specialist Roles

The opportunity to access and deliver against specialist roles within the organisation, driving personal development and shared learning.

Have the changes proposed been implemented and embedded?

Partially, opportunities to offer specialist roles are being explored for feasibility and return on investment, with a commitment from CoLP Senior Leadership Team to

ensure career and development pathways for CLSC officers is available now and in the future. This work is ongoing.

Staff sentiment in respect of changes

This opportunity would not only allow for career progression and deliver a sense of value but would also supplement the recruitment drive and entice retention. Positively, there is a desire from CLSC officers to deliver more for the organisation, and the organisation to gain unique and driven expertise, this desire now needs to be proven in tactical plans.

Summary

Implemented	Embedded	Success	Further Opportunities
Partial	No	No, but anticipated	<ul style="list-style-type: none"> Continue to seek opportunities for specialist roles

16. Apply a UPP Approach to Low Attendance / Performance

CLSC requires 16 hours attendance per month for each officer. Given limited numbers and a lack of focussed supervision, this has not been successfully maintained nor those officers underperforming held to account.

Have the changes proposed been implemented and embedded?

Yes, with the structural changes embedded, a significant focus on performance has been introduced, with those officers underperforming suitably managed. Of note, whilst the number of CLSC officers has reduced as a result, the hourly output has not been detrimentally, or disproportionality impacted.

Staff sentiment in respect of changes

This enhanced management approach has been welcomed by most, with recognition of contributions made by the majority, and suitable management of the minority, reflecting the value that those dedicated to the service bring.

Summary

Implemented	Embedded	Success	Further Opportunities
Yes	Yes	Yes	<ul style="list-style-type: none"> Continued robust management to ensure value being felt from committed resources

17. Increased Training Opportunities

To enhance the offer and access to training opportunities for CLSC officers

Have the changes proposed been implemented and embedded?

Partially, some training courses have been extended to CLSC officers, but this remains in progress, with access outside of core hours limited which impacts ability for these officers to attend.

Delivering improvements as envisaged?

As new and existing opportunities for training are still limited, the intended improvements are yet to be realised but once landed will have significant benefits for operational capabilities in CoLP, particularly in more specialist areas.

Staff sentiment in respect of changes

Results from the survey still shows this an area for improvement, with limited access to training outside of core working hours, accessibility is low. In addition, skills available from CLSC officers are not recognised nor utilised to their fullest.

Summary

Implemented	Embedded	Success	Further Opportunities
Partial	No	No, but anticipated	<ul style="list-style-type: none">Continued review of opportunities to maximise training availability (outside core hours)Utilise specialist skills of CLSC members to enhance core training (i.e. Fraud with banking specialists) by drafting a Skills Matrix

18. Alteration to Insignia

A proposal to change the insignia on display on CLSC uniforms was made to move to bars and away from pips and stripes, as in traditional insignia. Following immediate feedback, the decision to move to bars was reversed with the adoption of National Policing Improvement Agency suggested insignia agreed and introduced.

Have the changes proposed been implemented and embedded?

The amendments to the insignia have been made and implemented accordingly.

Staff sentiment in respect of changes

This change has seen a mixed response from CLSC officers, with some welcoming the delineation between substantive and special officers and others wanting no delineation visible at all due to a feeling that the capability and expertise of special officers is not always recognised. The cultural work underway with the Special Co-Ordinator should see greater recognition of expertise and experience of CLSC officers moving forward.

Summary

Implemented	Embedded	Success	Further Opportunities
Yes	Yes	Successfully implemented with a mixed reception.	N/A

Further Opportunities

19. Recruitment

Whilst recruitment into the CLSC has been limited nationally, with various approaches being employed, COLP is able to attract individuals, with the offer of both regular policing duties and a hyperfocus on cyber, fraud and economic crime, something that particular individuals and skillsets look for as a challenge.

There are several opportunities to supplement recruitment efforts for CLSC including:

- Promoting the City of London Corporation as an Employer Supported Policing employer, allowing both police and corporation staff a paid 8 hours per month to perform policing duties.
- Further promotion of the Employer Supported Policing scheme, targeting local business and partners.
- Complete a Behavioural Framework to understand motivations for joining, informing a comprehensive Recruitment Plan.
- Offer formalised work experience for older school aged pupils and adults as 'taster' sessions.
- Consider alternative deployments for special constables outside of frontline, i.e. utilising experts in banking as trainers for officers for fraud etc.
- Target businesses and their specialist resources to complement policing, i.e. cyber threat.
- Promotion of chief officer involvement in the recruiting process and attestation to add due weight to the formal recognition of new Special Constables.

Competition for individuals with the public service motivation and dedication to be a special constable is strong and promotion of what makes CoLP different is crucial to its success.

20. Retention

Whilst recruitment is key to the increase and maintenance of CLSC, a focus on retention is paramount to sustaining an experienced and reliable resource. There are several opportunities to develop this approach including:

- Complete a Behavioural Framework to understand retention and leaving data.
- Understand the skills available from existing CLSC officers and develop a skill-based framework to recognise and optimise opportunities to apply this expertise.
- Develop a career pathway which details options for specialist roles, promotion etc to manage expectations and support development in that direction.
- Deliver a specific recognition program to promote outstanding work or dedication to the City of London, supported by chief officers.
- Continued support in the education and promotion of substantive supervisors and leaders to better understand limitations, considerations, and experience of CLSC officers in their line of duty.

21. Summary of Recommendations

- Continued focus and support for the delivery of recommendations.
- Develop a Behaviours / Personnel Framework to better understand the motivations for joining, retention and leaving to further hone a targeted Recruitment Plan increase retention.
- Develop a skill - based analysis of Special Officers to determine possible contributions and knowledge sharing opportunities to regular colleagues to supplement and enhance overall service delivery.
- Development of clear career pathways to further integrate and interest existing Special Officers.
- Develop a proactive Recruitment Plan which targets hard-to-reach communities utilising the knowledge learned from the Behaviours Framework to further inform direction.
- Support the development of an appropriate recognition program which suitably recognises outstanding performance or dedication whilst understanding this is more difficult to achieve for a part-time volunteer rather than a regular full-time colleague.
- Support regular supervisors in the daily management of CLSC officers by upskilling and informing their approach to managing volunteers and the motivations behind them.

- To formally recognise the dedication and commitment shown by CLSC officers in the delivery of all changes recommended and approved, reflecting on their sense of duty and the need to optimise offerings.
- To consider if there is a case for creating a permanent coordinator post from the existing police establishment.
- Develop and approve a strategy and delivery plan to determine the strategic objectives and ambitions for the CLSC and a timeframe for review and achievement, which encompasses;
 - Increasing the capability of specials.
 - Optimising the tasking of specials.
 - Increasing the average hours worked by specials.
 - Increasing the number of specials.
 - Focus on creating an 'excellent' experience of being a special in the force, particularly in respect of development, engagement, and support.
 - A high level of integration, culturally and operationally, with specials working closely in mainstream force operating model, with as little separation as possible.
 - Being amongst the best and leading Employer Supported Policing programme in the City.
 - A national leader in terms of specials being engaged into specialist areas of policing.

22. Conclusion

CLSC is critical to the successful delivery of policing in the City and is relied upon in times of extreme but consistently provides support daily to supplement CoLP's ability to both respond to incidents and provide a reassuring high-visibility approach to community liaison.

CoLP has shown great commitment to CLSC and a desire to integrate them fully into the policing family. This is recognised in the introduction of a specials coordinator, cognisant of work still to be done to support colleagues in the line of duty and their dedication to providing policing and putting public safety before their own needs in addition to other changes made.

The implementation of these changes has been made a success by the commitment and drive offered by newly installed CLSC Lead Chief Inspector working with colleagues to ensure optimum delivery and the benefits expected are realised. This has taken a significant amount of time and dedication, and ought to be formally recognised.

Whilst several changes have been implemented, greatest of impacts are felt by the restructuring and realignment of CLSC colleagues to Local Policing, with direct impacts to those being realigned to ranks following previous offices held. This impact

cannot be underestimated however, the overarching direction, the support of the majority and the performance output is evidence of its fitting approach, with no requirement to revisit the structure in place. However, periodic review would be beneficial to maintain that direction and ensure alignment is retained on an ongoing basis.

The strategic ambition is clear and the restructure is the first step to moving successfully forward. However a focus on frontline colleagues to boost confidence in that direction and a continuous approach to engagement to reaffirm the value these colleagues hold within CoLP is still required.

Appendices

Appendix A- Terms of Reference – Post implementation Review

Background Papers

Pol 143-23- City of London Police -Special Constabulary Update- PAB Dec 2023

Contact(s):

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CoLP Director of Change

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CoLP Special Constabulary – Post Implementation Review

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7. Project budget
8. Governance
9. Details

1. Introduction

The City of London Police is one of 43 police forces operating in England and Wales. It is surrounded by, but independent of the Metropolitan Police Service, the largest force in England and Wales. The City of London Police is responsible for policing the Square Mile, unique in both its geography, which includes the Capital's financial district, and smaller residential population compared to other forces, while leading nationally on Fraud by identifying, disrupting and prosecuting fraud and economic crime across the country.

A review of the City of London Special Constabulary (CLSC) was undertaken in 2022 following the introduction of a renewed Policing Plan 2022-25 and the recognition of changing and increasing demands on the Special Constabulary to support the wider organisation and hold an integral role in policing the City of London.

This review was completed within the Local Policing Command and resulted in several changes to the structure and alignment of the CLSC.

A Post Implementation Review (PIR) has been commissioned by the CoLP Chief Officers to ensure benefits and opportunities identified in the initial review have / are being delivered. The PIR will also seek to identify further opportunities to optimise service delivery and enhance integration across CoLP where possible, and be completed by the Change Portfolio Office to ensure independence and

2. Scope

2.1 In Scope

- Have the changes proposed been implemented and embedded?
- Is the new structure delivering improvements as envisaged?
- Focussed supervision and alignment to Local Policing.
- Staff sentiment in respect of changes.
- Performance and delivery impacts.
- Attrition and recruitment plans moving forward.
- Changes to the HAC Specials and any impact as a result in the realigning back to local policing.
- Opportunities to further optimise Special Constabulary service delivery, capacity or capability.

2.2 Out of Scope

-

3. Principles

The following principles will be adopted;

- Extensive stakeholder mapping and engagement.

- Horizon scanning to identify influencing factors and priorities (i.e. HMICFRS recommendations / impending legislative changes, etc.).
- Use of Key Performance Indicators and performance against these already identified in interim report.

4. Considerations / Dependencies

Dependencies to considered in this project include;

- Budgetary constraints.
- Changing political landscape.
- Altered strategic direction / priorities.
- Resourcing / capabilities remain available across the project lifecycle.

5. Expected Deliverables

An independent review of performance, implications, and positive changes from the restructuring of the CLSC, alongside an evaluation of recommendations made and the identification of additional opportunities available for delivery.

Recommendations for the promotion of recruitment opportunities to bolster attraction and retention.

6. Timescales

For reporting to the March 2024 Police Authority Board as requested

7. Project Budget

Core funded project resource only, no additional project costs.

8. Governance

The governance route for this project will be, local governing meetings for information followed by the Strategic Change Board and the Police Authority Board for approval.

9. Details

Author of ToR Email / Telephone	Susan Penn Susan.penn@cityoflondon.police.uk
Approval of ToR by SRO / Business Lead	
Outline Business Case expected	February Strategic Change Board

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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