



Police Committee

Date: THURSDAY, 1 NOVEMBER 2018
Time: 11.00 am
Venue: COMMITTEE ROOMS, 2ND FLOOR, WEST WING, GUILDHALL

Members: Douglas Barrow (Chairman)
Deputy James Thomson (Deputy Chairman)
Nicholas Bensted-Smith
Deputy Keith Bottomley
Tijs Broeke
Simon Duckworth
Alderman Emma Edhem
Alderman Alison Gowman
Christopher Hayward
Alderman Ian Luder
Andrew Lentin (External Member)
Deborah Oliver (External Member)
Deputy Henry Pollard

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N.B. Part of this meeting may be subject to audio-visual recording.

Lunch will be served in the Guildhall Club at 1.00pm.

**John Barradell
Town Clerk**

Dates of future meetings (all at 11.00am)

5 December 2018
24 January 2019
28 February 2019
4 April 2019

AGENDA

Part 1 - Public Agenda

1. **APOLOGIES**

2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**

3. **MINUTES**

To consider the public minutes and non-public summaries of the following meetings:

a) **Police Committee (20 September 2018)**

To agree the public minutes and non-public summary of the meeting held on 20 September 2018.

For Decision
(Pages 1 - 10)

b) **Professional Standards & Integrity Sub-Committee (17 September 2018)**

To receive the draft public minutes and non-public summary of the Professional Standards and Integrity Sub-Committee meeting held on 17 September 2018.

For Information
(Pages 11 - 14)

c) **Police Pensions Board (3 October 2018)**

To receive the draft public minutes and non-public summary of the Police Pensions Board meeting held on 3 October 2018.

For Information
(Pages 15 - 18)

4. **OUTSTANDING REFERENCES**

Report of the Town Clerk.

For Information
(Pages 19 - 24)

5. **CITY OF LONDON POLICE MUSEUM GOVERNANCE: CLARIFICATION OF GOVERNANCE ARRANGEMENTS**

Joint report of the Assistant Town Clerk and Culture Mile Director and the Commissioner.

For Decision
(Pages 25 - 30)

6. **ANNUAL REVIEW OF FEES AND CHARGES 2018-19**
Report of the Commissioner.
- For Decision**
(Pages 31 - 52)
7. **ANNUAL UPDATE ON THE CUSTODY OF VULNERABLE PERSONS (YOUNG PERSONS, CHILDREN AND MENTAL HEALTH)**
Joint Report of the Commissioner and the Town Clerk.
- For Information**
(Pages 53 - 74)
8. **QUARTERLY COMMUNITY ENGAGEMENT UPDATE**
Report of the Commissioner.
- For Information**
(Pages 75 - 86)
9. **STOP AND SEARCH UPDATE - BEST USE OF STOP AND SEARCH AND REPORT ON THE REMOVAL OF MORE THAN JACKET, OUTER CLOTHING OR GLOVES (JOG) DURING STOP SEARCH**
Report of the Commissioner.
- For Information**
(Pages 87 - 98)
10. **CONGESTION MITIGATION: PARKING, TRAFFIC & CYCLING ENFORCEMENT RESOURCES**
Report of the Director of the Built Environment.
- For Information**
(Pages 99 - 108)
11. **REVIEW OF POLICE AUTHORITY - RESOURCING AND GOVERNANCE ARRANGEMENTS**
Report of the Town Clerk.
- For Information**
(Pages 109 - 120)
12. **SPECIAL INTEREST AREA UPDATES**
- For Information**
- a) **Strategic Policing Requirement Overview**
Deputy Henry Pollard to be heard.
- For Information**

- b) **Equality, Diversity and Human Rights**
Tijs Broeke to be heard.

For Information

13. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

14. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**

15. **EXCLUSION OF THE PUBLIC**

MOTION - That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.

For Decision

Part 2 - Non-Public Agenda

16. **NON-PUBLIC MINUTES**

To consider the non-public minutes of the following meetings:

a) **Police Committee (20 September 2018)**

To agree the non-public minutes of the meeting held on 20 September 2018.

For Decision
(Pages 121 - 126)

b) **Professional Standards & Integrity Sub-Committee (17 September 2018)**

To receive the non-public minutes of the Professional Standards & Integrity Sub-Committee meeting held on 17 September 2018.

For Information
(Pages 127 - 132)

c) **Police Pensions Board (3 October 2018)**

To receive the draft non-public minutes of the Police Pensions Board meeting held on 3 October 2018.

For Information
(Pages 133 - 134)

17. **GATEWAY 6 PROGRESS - ACTION AND KNOW FRAUD CENTRE - CONTRACT SERVICE**

Report of the Commissioner.

For Decision
(Pages 135 - 206)

18. **NON-PUBLIC SPECIAL INTEREST AREA UPDATES**

Verbal Updates from the Special Interest Area Leads.

- a) **Counter Terrorism**
The Deputy Chairman to be heard.

For Information

19. **COMMISSIONER'S UPDATES**
The Commissioner to be heard.

For Information

20. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**
21. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE COMMITTEE AGREE SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

TO BE PUT ON AGENDA FRONT SHEET UNDER TOWN CLERK NAME THEN REMOVED FROM HERE

Dates of future meetings

Future meetings of the Committee are scheduled for:

- 18 May 2017;
- 13 July 2017;
- 21 September 2017;
- 2 November 2017; and
- 15 December 2017.

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POLICE COMMITTEE

Thursday, 20 September 2018

Minutes of the meeting of the Police Committee held at Committee Rooms, 2nd Floor, West Wing, Guildhall on Thursday, 20 September 2018 at 11.00 am

Present

Members:

Deputy James Thomson (Deputy Chairman)	Alderman Alison Gowman
Nicholas Bensted-Smith	Alderman Ian Luder
Deputy Keith Bottomley	Andrew Lentin (External Member)
Tijs Broeke	Deputy Henry Pollard
Alderman Emma Edhem	Deborah Oliver (External Member)

In Attendance

Officers:

John Barradell	- Town Clerk and Chief Executive
Oliver Bolton	- Town Clerk's Department
George Fraser	- Town Clerk's Department
Craig Spencer	- Town Clerk's Department
Chandni Tanna	- Town Clerk's Department
Jaysen Sharpe	- Remembrancer's Department
Peter Kane	- Chamberlain
Philip Gregory	- Chamberlain's Department
Ian Dyson	- Commissioner, CoLP
Jane Gyford	- Commander of Operations, CoLP
Kam Dhaliwal	- Equality & Inclusion Manager, CoLP
Martin O'Regan	- City of London Police
Joanne Eales	- CoLP
Hayley Williams	- CoLP
Richard Jeffrey	- Comptroller and City Solicitor's Department

1. APOLOGIES

Apologies were received from the Chairman, Simon Duckworth and Christopher Hayward.

In the absence of the Chairman, the Deputy Chairman took the chair for the meeting.

The Deputy Chairman welcomed new external member Deborah Oliver to the Committee for her first meeting.

2. **MEMBERS' DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA**

There were no declarations.

3. **MINUTES**

The Committee considered the minutes from the last meeting, held on 12 July 2018.

It was noted that the Deputy Director of Finance was present at the previous meeting and would be added to the list of attendees.

The Deputy Chairman noted that some minor amendments were required under item 10.

The Committee congratulated Alderman Emma Edhem on her recent election to the Court of Alderman.

The Deputy Chairman noted that the appointment of a new external member had been completed and thanked all those involved in the process.

RESOLVED – That the minutes be approved, pending minor amendments.

4. **OUTSTANDING REFERENCES**

The Committee considered a report of the Town Clerk which set out Outstanding References from previous meetings of the Committee.

OR1 – Barbican CCTV

The Deputy Chairman asked for an expected delivery time for this action. The Commissioner explained that it would be delayed pending the delayed completion of Crossrail and subsequent pedestrian flow analysis required. A Member suggested that a deadline of March 2020 be added to this action and it was agreed.

RESOLVED – That the report be received.

5. **REPORT OF ACTION TAKEN**

The Committee received a report of the Town Clerk that updated Members on any actions taken under delegated authority and urgency procedures since the last meeting.

Formation of the Police Accommodation Working Party

The Town Clerk explained that the first meeting of the Police Accommodation Working Party had taken place that morning, and that some amendments to its terms of reference were proposed. It was agreed to include additional paragraphs 4e and 4f.

The Deputy Chairman reiterated that the central objective of the working party was to ensure that the Capital Buildings Committee was given adequate awareness of CoLP's requirements.

The Deputy Chairman noted that the plan was to hold Working Party meetings on the morning of each Police Committee in future, though requested that an additional meeting date be added in December, just prior to the Christmas break.

The Deputy Chairman requested that an extended joint report of the Commissioner and City Surveyor be produced for future meetings of the working party that covered the following:

- i. Decant
- ii. Force Requirements
- iii. Timeline of Key Issues

The Deputy Chairman requested that the Terms of Reference be circulated to Members of the Capital Buildings Committee (1)

RESOLVED – That the report be received.

6. REVENUE BUDGET MONITORING REPORT TO JUNE 2018

Members received a report of the Commissioner of Police that provided Members with an update on the CoLP's financial forecast at Q1 in relation to the approved Budget.

The Commissioner explained that a sequencing issue relating to the payment of grants for the Economic Crime directorate's Funded Units meant that the out turn shown in table 1 for ECD Funded Units was only temporary as the grants are always paid in arrears. It was noted that this would always be the case.

The Commissioner explained that there would be discussion with the Chamberlain over retention of capital spend within the budget.

The Commissioner commented that the Interim Finance Director was in post, the accountancy team was fully-staffed and he was therefore currently happy with CoLP's situation in Q1 and with regards to future financial planning.

The Chamberlain confirmed that he was working closely with the Commissioner to solidify numbers over the next quarter, though noted that there remained concerns to be addressed in relation to testing the assumptions for the MTFP. He noted that there had been a small underspend at Q1 – any additional underspend in year would help to reduce the rundown in reserves, which could then be used to help to address the budget gap in 2019/20.

The Chamberlain explained that the City of London Corporation Police Authority had appointed Alistair Cook as Interim Head of Finance, bringing with him experience working for both the British Transport Police Authority and the Home Office.

Members suggested that Table 1 of the report, that summarised the financial outturn at Q1, required further information to be useful. They proposed that it

include six columns reporting the Budget, Expenditure and Net figures for both Q1 and the year going forward. (2)

Discussion took place on senior officer roles within the authority.

A Member queried the reference in paragraph 21 of the report that suggested there would be a “minor” revision to the budget for the year 2018/19 for maintenance of the police estate. The Director of Estates and Support Services explained that this related to Health and Safety requirements on the sites and, subject to the Decant programme, would amount to a sum of approximately £120,000. The Deputy Chairman noted that this issue should be monitored by the Performance and Resource Management Sub-Committee.

RESOLVED – That the report be received.

7. RIVER CAMERAS PROJECT

The Committee received a report of the Commissioner of Police that updated them on the River Cameras Project.

A Member queried whether the project validity required review considering its long-term nature. The Member asked whether it would be possible to identify current trends for suicide hotspots and take these into account when considering further developments on such a costly project. The Deputy Chairman agreed that this would be a logical approach and the Commander of Operations and Security confirmed that such analysis would determine the project scope.

A Member requested that this report be submitted to the Health and Wellbeing Board for their information. (3)

RESOLVED – That the report be received.

8. THE OFFENSIVE WEAPONS BILL

The Committee received a report of the Remembrancer that updated Members on the Offensive Weapons Bill to Parliament.

RESOLVED – That the report be received.

9. THE COUNTER-TERRORISM AND BORDER SECURITY BILL

The Committee received a report of the Remembrancer that updated Members on the Counter-Terrorism and Border Security Bill to Parliament.

RESOLVED – That the report be received.

10. COLP & BTP CUSTODY S22A COLLABORATION AGREEMENT

The Committee received a report of the Commissioner of Police that sought Members approval of a mutual custody collaboration agreement between the City of London Police and the British Transport Police. This was further to a report submitted to the Committee in May 2018.

RESOLVED – That Members instruct the Comptroller and City Solicitor to sign the agreement on behalf of the Police Authority subject to the negotiation of suitable terms.

11. EQUALITY AND INCLUSION UPDATE

The Committee received a report of the Commissioner of Police that provided Members with an update on equality and inclusion related activities conducted by the force since the previous report in April 2018.

The Commissioner noted the Assistant Commissioner's apologies as he was attending an IOPC stakeholders' meeting.

The Deputy Chairman noted that diversity engagement with youth programmes was very important.

The Special Interest Area Lead for Equality, Diversity and Human Rights thanked Lucy Sandford, the Committee's previous lead in this area, for her detailed handover and for setting up the City of London Youth Forum, which would provide a platform for people aged 13-19 to have their say on the services available to them in the City of London.

The Special Interest Area Lead also thanked the Equality and Inclusion Manager for personally attending the meeting as she had achieved a significant amount of progress since taking on the role.

The Special Interest Area Lead asked, in reference to paragraph 3 of the report, when the Independent Advisory Group (IAG) and Community Scrutiny Group (CSG) would likely be merged into a unified City of London Police Community Group (CPCG). The Commissioner explained that once the outcome of the ongoing review was known, then a timeline for implementation would be brought back to Members as part of the next regular Community Engagement update. (4)

The Special Interest Area Lead asked if the community engagement review would endeavour to attract City workers to the new group as well as City residents. The Equality and Inclusion Manager explained that a recruitment campaign was underway and that the review would look to target everyone, including small and large businesses.

A Member noted that a lot of work was being undertaken in this area and requested an update from the Commissioner on recruitment. The Commissioner explained that the National College of Policing was looking at the issue of routes into Policing as there was concern amongst police chiefs over accessibility. He explained that the conclusion of this would likely be made in Q1 of 2019.

A Member noted the table illustrating gender pay gaps showed that there were seemingly significant gaps and asked how these compared to other Police Forces. The Equality and Inclusion Manager explained that approximately 75% of officers were male and 25% were female and these were in line with the

national guidelines. They explained that, as noted by Members, previously an error had meant the figures had been misrepresented to the Committee, but that CoLP were the second-best ranked Police Force nationally in terms of gender pay equality.

A Member noted that, without the numbers of individuals in each gender quoted, the table was of little use. It was noted that this was the format that employers had been asked to present the data.

A Member asked about BAME recruitment comparisons with other forces and the Equality and Inclusion Manager explained that, although CoLP were ranked second-best in terms of gender pay equality, they needed to improve recruitment of BAME and were working with the staff support networks to reinvigorate efforts.

A Member asked if the civilian staff gender pay gap data was available. The Equality and Inclusion Manager explained that this had been requested from CoLC though had still not been received. A Member noted that it had been difficult to obtain any data from HR and suggested that a representative might attend the Committee meeting in future. The Town Clerk noted that there had been recent challenges in identifying the exact role and position of the Police Authority within the City of London Corporation, noting CoLP's financial administration as an example of this. He noted that staff support networks were separate between CoLC and CoLP and there would be a paper submitted to develop the Police Authority to enhance collaboration.

The Commissioner undertook to provide the civilian staff gender pay gap data to Members as soon as it was available via the Equality and Inclusion Manager.
(5)

RESOLVED – That the report be noted.

12. **SPECIAL INTEREST AREA UPDATES**

The Committee heard verbal updates from the Special Interest Area Leads.

12.1 **SIA Update - Business Improvement & Change and Performance & Risk Management**

This item was taken in the non-public session, following item 22.

12.2 **SIA Update - Road Safety and Casualty Reduction**

The Committee heard a verbal update from the SIA Lead for Road Safety and Casualty Reduction.

The SIA Lead explained that there was renewed enthusiasm in this area. They had met with the lead CoLP officers this morning and were very impressed with their level of engagement. The Member explained that the work was largely aligned to the NPCC guidelines and national initiatives, giving examples such as work around the use of mobile phones by drivers that was funded and

tasked by Transport for London, highlighting their strong and active relationship.

The SIA Lead explained that Project Servator was being linked more with roads policing.

The SIA Lead explained that it had been proposed that cycle officers could be reinstated with a holistic approach that covered a range of areas from cyclists' behaviour to bicycle thefts.

A Member noted the rising number of complaints relating to cyclists' behaviour and asked if there was any attempt to increase visibility of Police Officers. The Member noted an area near Cheapside where cyclists often crossed the pavement causing disruption to pedestrians. The Commissioner noted that the specific area in question was a "dual-use" path that required improved markings to ensure greater visibility by pedestrians.

The Member also referenced an annex submitted to the recent *Bank on Safety* report that stated that 1 in 8 collisions reported were between cyclists and pedestrians. He noted that pedestrians were a key priority as they made up 90% of road and walkway users in the City of London. He asked if there might be a joint paper produced on cycling behaviour. The Commissioner noted the Members concerns but commented that pedestrians were also as culpable in a significant number of accidents that take place through inattention to their surroundings and emphasised the importance of recognising that the City's streets, particularly around Cheapside, are very busy. He explained that road safety would form an element within the wider transform programme, but it would be subject to resource capability. He noted that specifically tasked units often risk becoming too narrowly focussed on a single area and that all officers were currently permitted to use bicycles available should they choose.

The Commander of Operations and Security explained that in the new Force priorities, Road Safety would fall within the scope of Vulnerability and noted that it was a dedicated strand within the cross-cutting scheme of the Vulnerability Working Group. They explained that the Corporation was also part of this group which was very active.

RESOLVED – That the report be received.

13. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE

Government Consultation on Cycling Offences

A Member noted that a government consultation was taking place on new cycling offences and asked if there was facility to provide a response in consultation with the Police. The Remembrancer noted the Member's query and agreed to feed back with a response in due course. (6)

14. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT

The Town Clerk noted that Deborah Oliver had illustrated her interest in joining the Professional Standards and Integrity Sub-Committee, in light of the vacancy

for a Police Committee Member that remained for 2018/19. The Deputy Chairman motioned to appoint Deborah Oliver to the Sub-Committee and it was agreed.

RESOLVED – That Deborah Oliver be appointed to the Professional Standards and Integrity Sub-Committee for the ensuing year.

The Deputy Chairman noted that Tijs Broeke had illustrated his interest in representing the Police Committee on the Cyber Strategy Working Group that had recently been created. The Deputy Chairman motioned to appoint Tijs Broeke to the Working Group and it was agreed.

RESOLVED – That Tijs Broeke be appointed to the Cyber Strategy Working Group.

15. **EXCLUSION OF THE PUBLIC**

RESOLVED – That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.

Item No.	Paragraph(s) in Schedule 12A
16-23	3
21	5

16. **NON-PUBLIC MINUTES**

The Committee considered the non-public minutes of the last meeting, held on 12 July 2018.

RESOLVED - That the minutes be approved pending minor amendments.

17. **NON-PUBLIC OUTSTANDING REFERENCES**

The Committee received a report of the Town Clerk that provided Members with a summary of the outstanding actions from previous meetings.

RESOLVED – That the report be received.

18. **NON-PUBLIC REPORT OF ACTION TAKEN**

The Committee received a report of the Town Clerk that advised Members on the action taken under delegated authority, in consultation with the Chairman and Deputy Chairman, to the Town Clerk since the last meeting.

RESOLVED - That the report be received.

19. **ITEM WITHDRAWN**

This item was withdrawn from the agenda at the request of the report author.

20. **POLICE ACCOMMODATION STRATEGY - DECANT CAR PARKING GATEWAY 3 ISSUES REPORT**

The Committee received a joint report of the City Surveyor and the Director of Community and Children's Services that sought Members approval in relation to the decant car parking solution.

RESOLVED – That the report be received and Members agree to the recommendations.

21. **ACTION AND KNOW FRAUD CENTRE - CONTRACT SERVICE BUDGET**

The Committee received a report of the Commissioner of Police that sought Members' approvals in relation to the Action and Know Fraud Centre.

RESOLVED – That Members noted the report and agreed to the recommendations.

22. **DEMAND AND VFM / TRANSFORM UPDATE**

The Committee received a report of the Commissioner that updated Members on CoLP's Transform Programme.

12.

a) **SIA Update - Business Improvement & Change and Performance & Risk Management**

The SIA Lead for Business Improvement & Change and Performance & Risk Management provided an update to Members.

This item was moved from the public agenda.

RESOLVED – That the report be received.

23. **S22A COLLABORATION AGREEMENT- COVERT HUMAN INTELLIGENCE SOURCE (CHIS)**

The Committee received a report of the Commissioner regarding a national Collaboration Agreement.

RESOLVED – That the report be received and Members agree to the recommendations.

24. **APPENDIX ITEM 10 - COLP & BTP CUSTODY S22A COLLABORATION AGREEMENT**

The Committee received a non-public appendix to Item 10.

25. **COMMISSIONER'S UPDATES**

The Committee heard a verbal update from the Commissioner on Policing matters since the last meeting on 12 July 2018.

RESOLVED – That the Commissioner be heard.

26. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE

There were no questions.

27. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE COMMITTEE AGREE SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED

There were no items of urgent business.

The meeting ended at 12.59 pm

Chairman

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PROFESSIONAL STANDARDS AND INTEGRITY SUB (POLICE) COMMITTEE

Monday, 17 September 2018

Minutes of the meeting of the Professional Standards and Integrity Sub (Police) Committee held at the Guildhall EC2 at 1.45 pm

Present

Members:

Alderman Alison Gowman (Chairman)
Nicholas Bensted-Smith

Tijs Broeke
Mia Campbell (External Member)

Officers:

Alistair Sutherland	- Assistant Commissioner, City of London Police
Maria Woodall	- Director of Professional Standards, CoLP
Oliver Bolton	- Town Clerk's Department
George Fraser	- Town Clerk's Department
Barry Jarvis	- Chamberlain's Department
Tarjinder Phull	- Comptroller & City Solicitor's Department
Jesse Wynne	- Chief Inspector, CoLP

1. APOLOGIES

Apologies were received from Deputy Richard Regan, Deputy James Thomson and James Tumbridge.

2. DECLARATIONS BY MEMBERS OF PERSONAL OR PREJUDICIAL INTERESTS IN RESPECT OF ITEMS TO BE CONSIDERED AT THIS MEETING

There were no declarations.

3. MINUTES

The Sub-Committee considered the minutes from the last meeting, held on 6 June 2018.

RESOLVED – That the minutes be approved.

4. OUTSTANDING REFERENCES

The Sub-Committee received a report of the Town Clerk that provided Members with an overview of the outstanding actions from previous meetings.

OR1 – Staff Survey Action Plan

It was explained that this would be completed imminently and submitted to the November meeting.

OR3 – CSG & IAG Meeting Dates

It was agreed that Tijs Broeke and Nicholas Bensted-Smith would attend IAG meetings, though Mr Bensted-Smith would not be able to attend the next meeting on 10 October. The Chairman queried whether there had been any progress on the proposed amalgamation of the two groups into one and asked that this action be maintained in order to confirm dates.

RESOLVED – That the report be received.

5. INTEGRITY DASHBOARD AND CODE OF ETHICS UPDATE

The Sub-Committee received a report of the Commissioner that provided Members with an update on the Code of Ethics and Integrity Dashboard.

The Town Clerk provided Members with an update on the current status of the LPCF. It was explained that it would be split into 3 or 4 national groups of which CoLP would be part of the London/South East region of the forum and that there had been positive progress in engaging other regions, regardless of limited progress locally.

The Committee discussed the Integrity Standards Dashboard. The Chairman illustrated their concern that if there were no areas highlighted then it was possible that the focus of measurements needed to be changed. The Assistant Commissioner explained that it would be possible to adjust the narrative to make it more apparent that nothing was being missed and assured Members that this was the case.

The Chairman noted that the due dates for some measures were stated as March 2018 and suggested that these areas might need further focus. She asked that this be fed back to the Head of Strategic Development who had given his apologies, and that the dates be checked. (1)

In reference to measure 2.6, relating to integrity/ethics considerations in recruitment, the Assistant Commissioner explained that the changes referenced in the report represented the final stages of work achieved to ensure that professional ethics are maintained in recruitment.

RESOLVED – That the report be received.

6. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT

There was no further business.

7. QUESTIONS RELATING TO THE WORK OF THE COMMITTEE

There were no further questions.

8. EXCLUSION OF THE PUBLIC

RESOLVED – That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.

Item No.	Paragraph(s) in Schedule 12A
9-21	3
17	1,2,3,5

The meeting closed at 3.20 pm

Chairman

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POLICE PENSIONS BOARD

Wednesday, 3 October 2018

Minutes of the meeting of the Police Pensions Board held at the Guildhall EC2 at 11.30 am

Present

Members:

Alderman Ian Luder (Chairman)
John Todd (Deputy Chairman)
Alexander Barr

Philip Hodgson
Helen Isaac
Timothy Parsons

Officers:

George Fraser	- Town Clerk's Department
Kate Limna	- Chamberlain's Department
Matt Mott	- Chamberlain's Department
Graham Newman	- Chamberlain's Department

1. APOLOGIES FOR ABSENCE

There were no apologies.

The Chairman welcomed the Board's two recently appointed Members, Philip Hodgson and Timothy Parsons, to their first meeting.

2. MEMBERS DECLARATIONS UNDER THE CODE OF CONDUCT IN RESPECT OF ITEMS ON THE AGENDA

There were no declarations.

3. MINUTES

The Board considered the minutes from the last meeting, held on 30 May 2018.

RESOLVED – That the minutes be approved.

4. OUTSTANDING REFERENCES

The Board received a report of the Town Clerk that provided Members with a summary of outstanding actions from previous meetings.

RESOLVED – That the report be received.

5. THE PENSIONS REGULATOR PRESENTATION

The Board heard a verbal presentation from The Pensions Regulator that provided Members with an overview of the expectations and responsibilities of Police Pension Scheme administrators and the Police Pension Board.

The Pensions Regulator advised Members on key areas of focus for Pensions Board Members, particularly, Policies to be conversant with, data management

and record keeping, reporting breaches in the law and mitigation against cyber threats.

A Member noted that the compliance demands on Board members were particularly high for this committee.

A Member queried the administration of relatively insignificant fines to scheme managers. The Pensions Regulator explained that, although it was very difficult to impose the degree of fine that would be significant to a pension scheme, the primary deterrent remained the reputational implications of publication of any breach.

RESOLVED – That The Pensions Regulator be Heard.

6. PROTECTED PENSION AGES AND RE-EMPLOYMENT FOR CITY OF LONDON POLICE OFFICERS

The Board received a report of the Commissioner that provided Members with an example of a letter sent out to those retiring officers to make them aware of risks relating to returning to work within CoLP without a sufficient break period.

The Chairman approved of the letter, noting that it was important to ensure that officers are aware of the risks, regardless of whether they subsequently act accordingly.

RESOLVED – That the report be received.

7. THE CITY OF LONDON: POLICE PENSION SCHEME UPDATE

The Board received a report of the Chamberlain that provided Members with an update on various aspects of the Police Pension Scheme.

The Chairman noted the positive results as illustrated by the report dashboard. He asked for assurance that there was no reason why the Police Pension Scheme would not be able to comply with the requirements regarding data returns to The Pensions Regulator. The Chamberlain confirmed that none were foreseen currently.

The Chairman noted that the deadline for the issuing of Pension Savings Statements online was on 6 October and the Chamberlain confirmed that these were ready and would be merged in the coming days. The Chairman noted that the merging process had suffered issues previously and asked for assurance that this risk had been mitigated. The Chamberlain confirmed that responsibility for merging had now been taken over by the City Corporation itself, rather than an externally as had been the case previously.

With reference to Annual Allowance (AA) and exceeding the AA limit of £40,000, the Chairman asked for clarification of whether there was a responsibility for the scheme administrators to inform HM Revenue & Customs, or if it was for the scheme members themselves. The Chamberlain confirmed that the City Corporation's (CoLC's) responsibility was to inform scheme members only if they exceed the AA limit and to remind them it is their

responsibility to inform HMRC if they have a tax charge due to AA. Scheme members should include any liability due from other incomes when they report to HMRC. He explained that administrators of the scheme could not be sure of members' secondary incomes, but if made aware would have a responsibility to inform scheme members if they were affected by AA. The Chairman commented that it would be prudent to go beyond the minimum and inform Members of the annual allowance on income that could be affected by any secondary income. The Chamberlain confirmed that wording to this effect was included within Pensions Statements documentation, though it could also be communicated more explicitly. They also noted that the HM Government's annual budget was due to be announced on 29 October at which point there was a possibility of a reduced annual income allowance. The Chairman confirmed that this was then an important opportunity to inform Members.

A Member asked if the Pensions Statements provided projected benefits based on various retirement ages of Members. The Chamberlain explained that as there were numerous schemes the number of permutations mean that this was not practical across the scheme membership.

In reference to Appendix 2, the Chairman noted that as the General Data Protection Regulation (GDPR) was no longer a CoLC strategic risk, it would seem appropriate to include it as a risk within the Police Pension Scheme Risk Register. The Chamberlain agreed that it was a sufficiently serious risk to be included. The Chairman noted that the risk owner should be the Comptroller and City Solicitor alongside the City of London Police Human Resources Director and asked that these parties be informed so as to clarify the risk in this context and address the requirement for an appropriate GDPR consent form. He asked that it also be included as an item to be raised verbally by himself at the next meeting of the Police Committee on 1 November if still unresolved. (1)

A Member asked if Cyber Security should also be included on the Police Pension Scheme Risk Register. The Chamberlain commented that Risk 4 could be expanded to incorporate cyber security elements. A Member suggested that it should be included as an independent risk on the register and Members agreed. (2)

The Chairman thanked the Chamberlain for their work in providing the entire suite of scheme member communications documents over the course of recent meetings of the Board and the Deputy Chairman agreed, noting that it had been very useful.

RESOLVED – That the report be received and Members agree:

- i. To include GDPR as an independent risk on the Police Pension Scheme risk register.
- ii. To include an item on the Police Pension Scheme GDPR Consent Form for the Chairman of the Police Pensions Board to be heard by the Police Committee at their next meeting on 1 November if the requirement for a GDPR consent form remains unresolved.

- iii. To include cyber security as an independent risk on the Police Pension Scheme risk register.

8. QUESTIONS ON MATTERS RELATING TO THE WORK OF THE BOARD

A Member asked if the Pensions and Lifesaving Association membership could be extended to all Members of the Board. The Chamberlain explained that individual key officers and Members were signed up specifically but would confirm if there was an opportunity for Members to attend meetings as representatives of the Board in the place of the Chairman should it be necessary. (3)

9. ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT

There was no further business.

10. EXCLUSION OF THE PUBLIC

RESOLVED - That under Section 100(A) of the Local Government Act 1972, the public be excluded from the meeting for the following items on the grounds that they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.

The meeting closed at 1.13 pm

Chairman

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POLICE COMMITTEE
1 November 2018
OUTSTANDING REFERENCES

No.	Meeting Date & Reference	Action	Owner	Status
1.	20-09-18 Item 5 – <i>Report of Action Taken, Police Accommodation Working Party</i> PAWP Terms of Reference	The Deputy Chairman requested that the Terms of Reference be circulated to Members of the Capital Buildings Committee. Update 04-10-18: This was submitted to the Capital Buildings Committee agenda for information on 4 October 2018.	Town Clerk	COMPLETE
2.	20-09-18 Item 6 – <i>Budget monitoring Report to June 2018</i> Budget Monitoring Tables	Members proposed that budget monitoring report tables include six columns reporting the Budget, Expenditure and Net figures for both the year to date and the year going forward.	CoLP	DUE DECEMBER 2018
3.	20-09-18 Item 7 – <i>River Cameras Project</i> River Cameras Report	A Member requested that this report be submitted to the Health and Wellbeing Board for their information.	Town Clerk	COMPLETE To be submitted to 23 November meeting of Health & Wellbeing Board

No.	Meeting Date & Reference	Action	Owner	Status
4.	20-09-18 Item 11 – <i>Equality and Inclusion Update</i> Community Engagement Review	<p>The Independent Advisory Group (IAG) and Community Scrutiny Group (CSG) would likely be merged into a unified City of London Police Community Group (CPCG). The Commissioner explained that once the outcome of the ongoing review was known, then a timeline for implementation would be brought back to Members as part of the next regular Community Engagement update.</p> <p>Update 19/10/18: This is included within the quarterly community engagement update on the agenda.</p>	CoLP	COMPLETE In report on agenda
5.	20-09-18 Item 11 – <i>Equality and Inclusion Update</i> Civilian Staff Gender Pay Statistics	<p>The Commissioner undertook to provide the civilian staff gender pay gap data to Members as soon as it was available via the Equality and Inclusion Manager.</p> <p>Update 19/10/18- This information was sent to the Town Clerk to circulate to Members which was completed.</p>	CoLP	COMPLETE

No.	Meeting Date & Reference	Action	Owner	Status
6.	<p>20-09-18 Item 13 – <i>Questions...</i></p> <p>Government Cycling Consultation</p>	<p>A Member noted that a government consultation was taking place on new cycling offences and asked if there was facility to provide a response in consultation with the Police. The Remembrancer agreed to feed back in due course.</p> <p>Update 10th October: A response as below was sent to the TCs for onward dissemination to the Member.</p> <p>“With reference to the OR raised at the September 20th Police Committee as shown. On the 3rd October CoLP along with other forces nationally, received a request form the National Police Chiefs Council (NPCC) Lead on Cycle Safety, Assistant Chief Constable Tim Kingsman, West Yorkshire Police, to complete the Department of Transport consultation process in relation to introducing new and updated legislation around cycling offences, and send the response to ACC Kingsman as NPCC lead. This will then be fed into a Service wide response to the consultation from the Police Service nationally.”</p> <p>The member further requested sight of the feedback to the consultation by CoLP to the NPCC. This will be provided in due course once the deadline has passed which is the 24th October.</p>	Remembrancer (CoLP responded)	COMPLETE

No.	Meeting Date & Reference	Action	Owner	Status
7.	24-05-18 (1) Item 4 - <i>Outstanding References</i> Barbican CCTV	<p>A Member noted that the outstanding action relating to Barbican CCTV had been removed and requested that it be reinstated.</p> <p>Update 06-09-18- As reported in the report to the May Police Committee this will now form part of Secure City Programme when CCTV is reviewed in the round. As outlined in the May report, the City of London Police in partnership with the City of London Corporation will conduct a full assessment of the Estate to gauge pedestrian flows and security, once the dependant (Crossrail and London Wall) works have been completed.</p>	CoLP	DUE MARCH 2020

No.	Meeting Date & Reference	Action	Owner	Status
8.	<p data-bbox="275 296 651 475">12-07-18 (5) <i>Item 13a - Special interest Area Updates - Safeguarding and Public Protection, ICV Scheme</i></p> <p data-bbox="275 1034 584 1106">Domestic Abuse Employers' Initiative</p>	<p data-bbox="712 296 1592 400">The Chairman asked if there were figures that could demonstrate the Employers' Initiative on Domestic Abuse effects on Domestic Abuse.</p> <p data-bbox="712 424 1592 751">06-09-18: DI Public Protection Unit (PPU) has reported that The Employers Initiative on Domestic Abuse (www.eida.org.uk) is a nationwide initiative which companies can join to demonstrate their commitment to tackling domestic abuse and supporting their employees. It is a network of businesses/corporations attending conferences etc and provides resources for employers. This does not require us to do any 'work' as such around the issue but demonstrates our commitment to tackling it.</p> <p data-bbox="712 791 1592 895">As such, there will be no figures either nationally or locally to demonstrate the effect of the Employers Initiative on DA. (CoLP has only just signed up in any case).</p> <p data-bbox="712 935 1592 1118">The DI PPU has updated that CoLP has however introduced a new Domestic Abuse toolkit in mid-August, so when the next SIA Vulnerability update is due to Committee, has offered to include some information in the briefing for the Lead Member on that instead.</p>	CoLP	DUE 2019

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Committee(s)	Dated:
Culture, Heritage and Libraries – For Decision Police Committee – For Decision Policy and Resources – For Decision	22/10/2018 01/11/18 15/11/18
Subject: City of London Police Museum: clarification of governance arrangements	Public
Report of: Peter Lisley, Assistant Town Clerk and Culture Mile Director; and Ian Dyson, Commissioner, City of London Police	For Decision
Report author: Nick Bodger, Head of Cultural and Visitor Development;	

Summary

On 7 November 2016, a new City of London Police Museum opened within Guildhall Library. Supported by a £90,000 grant from the Heritage Lottery Fund (HLF), a major reinterpretation of the collection and space was undertaken. The Museum has become a valuable addition to the already-significant heritage offer at Guildhall, opening to a strong and favourable press, with visitor numbers totalling 26,827 in its first year and education and events programmes engaging a further 3,279.

At the time of opening, no clear arrangement for the division of governance of the Museum between relevant Committees was articulated and it remains absent from any Committee's terms of reference.

This report seeks to formalise governance of the Museum assigning its business strategy, and the cost of staffing and space to the Culture, Heritage and Libraries Committee, with ownership of the Museum collection assigned to the Police Committee. Furthermore, it seeks delegated authority for the Assistant Town Clerk and Culture Mile Director, and the Commissioner, City of London Police, to assume oversight of the day-to-day running of the Museum, re-establishing the cross-departmental officer Board (that was originally formed to ensure HLF funding requirements were met in full) to manage operations.

Recommendation(s)

Members of the Culture, Heritage and Libraries Committee and the Police Committee are asked to:

- Agree the governance structure outlined in this report, namely that the business strategy for the City of London Police Museum and the cost of the staffing, accommodation and business operations sit under the governance of the Culture, Heritage and Libraries Committee for a period of three years (until 14 November 2021); and that ownership of the Museum collection, and costs pertaining to its rotation within the Museum and its conservation, as well as

the recruitment of volunteers for Museum business, fall under the governance of the Police Committee.

- Subject to approval of the above, approve delegated authority to the Assistant Town Clerk and Culture Mile Director for the management and staffing of the Museum, and to the Commissioner, City of London Police, for the management of the Museum collection.
- Subject to the approval of both recommendations above, approve the re-establishment of the officer-led Museum Board (with representation from both departments) to manage the day-to-day running of the Museum under the delegated authority proposed, noting major projects, expenditure, or changes to the running of the Museum business will be referred to the relevant Committee(s) through the delegated Chief Officers, as appropriate.

Members of the Policy and Resources Committee are asked to:

- Ratify the decisions of the Culture, Heritage and Libraries Committee and the Police Committee in regard to the division of governance for the City of London Police Museum so that they may be included within the respective Committees' terms of reference.

Members of the Culture, Heritage and Libraries Committee are also asked to:

- Approve commercial hire fees being waived for the City Police should they wish to use the Museum space for a private reception or tour, noting that for out-of-hours use, any costs incurred will need to be recovered from the City Police.

Main Report

Background

1. On 7 November 2016, a new City of London Police Museum opened within Guildhall Library (in the space previously occupied by the Clockmakers' Museum). Relocating from its original home in Wood Street Police Station, the move enabled significantly-increased public access to the Museum's collection through the five-to-six-days-a-week opening hours of the Library.
2. Supported by a £90,000 grant from the Heritage Lottery Fund (HLF), a major reinterpretation of the collection and space was undertaken as part of the move. This received a significant and favourable press, with visitor numbers in the Museum's first year of operation totalling 26,827, and education and events programmes engaging a further 3,279.
3. The Museum has become a valuable addition to the already-significant heritage offer at Guildhall and is promoted under its Guildhall Galleries umbrella brand.
4. Until 21 August 2018, the Museum's operations were largely governed by the requirements of the HLF funding – this included the establishment of a Board of

officers from both the City Police and Guildhall Library who were tasked to ensure all terms and conditions were met and reported appropriately. That agreement has since expired.

Current Position

5. At the time of the move, no clear arrangement for the division of governance of the Museum between relevant Committees was articulated and it remains absent from any Committee's terms of reference. That said, the Museum collection was, and remains, in the ownership of the Police Committee and the costs of the Guildhall Library space and its staff (who manage(d) the Museum business) were, and continue to be, met by the Culture, Heritage and Libraries Committee.
6. Following the departure of the Head of Guildhall and City Business Libraries in April this year, responsibility for the City of London Police Museum business was transferred to the Head of Guildhall Galleries (previously Head of Guildhall Art Gallery and London's Roman Amphitheatre). Requisite staffing and a small budget for marketing and promotion were also moved.
7. A draft document outlining the operational arrangements between departments, namely the Town Clerk's Department (under which Guildhall Galleries sits) and the City Police, has been drawn up. The document proposes to re-establish the Board with officer representation from both services, to enable efficient and effective day-to-day management of the Museum.

Proposals

8. As 'owner' of the space in which the Museum sits and provider of its staffing and operations budget, it is proposed that the Culture, Heritage and Libraries Committee assume governance for the Museum's business strategy, delegating authority to the Assistant Town Clerk and Culture Mile Director for:
 - a. The management and maintenance of the Museum space
 - b. The management of the Museum business
 - c. The staffing of the Museum business
 - d. The promotion of the Museum business
 - e. The hire of the Museum space and any charging (retaining all income)
9. For clarity, this proposal is not intended to formalise any transfer of ownership or liability for these aspects of the business to the Police Committee or the Commissioner, nor of the funding that the Culture, Heritage and Libraries Committee provides in support of them. However, for use of the space by the City of London Police (for private tours or events) outside of core opening hours, it is proposed that the Assistant Town Clerk and Culture Mile Director be permitted, under delegated authority, to waive charges reserving the right to recover any costs for security and/or any other expense incurred as a result of such a booking.
10. As owner of the City of London Police Museum collection and the budget to conserve it, as well as the Museum brand (excluding the Guildhall Galleries

brand), and with the City of London Police's access to a volunteer pool that may support Museum business, it is proposed that the Police Committee assume governance of the collection, delegating authority to the City of London Police Commissioner for:

- a. The management and rotation of the Museum collection within the Museum space
 - b. The conservation of all items within the Museum collection
 - c. The use of any items within the Museum collection for PR or other purposes
 - d. The supply and management of volunteers in support of the Museum business
11. For clarity, this proposal is not intended to formalise any transfer of ownership or liability for any items provided for use at the new Museum to the Culture, Heritage and Libraries Committee. It is further acknowledged that the decision to supply or exhibit any materials in the collection to any party (within the City Corporation or external to it) rests with the City of London Police Commissioner under delegated authority.
12. It is proposed that governance of the City of London Police Museum as described above be assigned to the Police Committee, and for three years, until 14 November 2021, to the Culture, Heritage and Libraries Committee, noting that the Culture, Heritage and Libraries Committee (as temporary custodian of the Museum's home) may relinquish governance when the Museum considers options for a more permanent setting (this is likely to be when plans for the new Museum of London and Fleet Bank House have been significantly advanced or realised).
13. Furthermore, it is proposed that the Museum appear in the terms of reference for both Committees as detailed.
14. Subject to delegated authority being granted to the Assistant Town Clerk and Culture Mile Director and the City of London Police Commissioner as detailed above, it is proposed that the officer Board is re-established to manage business as usual and to take relevant decisions about the Museum to ensure its ongoing success as a visitor attraction and education resource.
15. To manage business as unusual, be that decisions relating to major projects, expenditure, or changes to the running of the Museum business, it is proposed that the Board, through its respective Chief Officers, shall defer to the relevant Committee(s) as per the division of governance laid out above.

Corporate & Strategic Implications

16. The City of London Police Museum has and continues to deliver against the City Corporation's Corporate Plan 2018/23, aligning with the aim to "shape outstanding environments", specifically delivering against outcome 10, action d "we will protect, curate and promote world-class heritage assets, cultural experiences and events".

Implications

17. There are no new financial or HR implications relating to this proposal in that resource for all elements of the service are provided within existing local risk budgets and staff quotas.

Conclusion

18. The City of London Police Museum plays a significant and valuable part in the heritage offer at Guildhall. Its move from Wood Street to the Guildhall Library has increased access to its collection and helped build knowledge and the good reputation of the City of London Police and the City Corporation (as a respected provider of heritage attractions).
19. No City Corporation Committee has the Museum cited in its terms of reference and, as such, governance is assumed but not formalised. The provision of the Museum collection by the City Police and the accommodation of the Museum at Guildhall Library (staffed by the Guildhall Galleries team) suggests a bilateral solution with the Police Committee and Culture, Heritage and Libraries Committee working in partnership to govern the asset.
20. Enabling officers through delegated authority to manage the business-as-usual aspects of the Museum and re-establishing the officer Board to do this will ensure service delivery is collegiate and collaborative with the interests of both departments (and Committees) represented under a shared vision, so ensuring the Museum's continued success.

Appendices

- None

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Committee(s):	Date:
Police Committee- For Decision	1 st November 2018
Subject: Annual Review of Fees and Charges 2018-19	Public
Report of: Commissioner of Police Pol 79-18	For Decision
Report author: Hugh Deery, Deputy Director of Finance	

Summary

This report provides Members with the first annual update of the Fees and Charges Policy for approval by Committee, for the financial year 2018/19, in accordance with Financial Regulations.

The Force continually seeks to maximise opportunities to charge at appropriate rates for the services it provides over and above general policing services, particularly in recent times of austerity and ongoing pressure on core budgets.

In 2017/18, the Force has previously taken the decision to set its' own charging rates for various activities as set out in the appended policy.

Recommendation(s)

It is recommended that Members :

- Agree the attached Charging policy and rates for 2018-19.

Main Report

Background

1. The Force has an obligation to review all Fees and Charges levied annually. There are many competing demands on police resources and it is important that we recognise that meeting these demands often has a significant cost implication. The key principle of the Fees and Charges Policy 2018-19 is to ensure that the Force can properly balance resources to provide a level of policing that is fit for purpose by making appropriate decisions on when and what to charge for police services.
2. There are some functions that the Force performs and services that it offers, beyond day to day policing and there are powers in law for PCC's and Police Authorities to recover the costs of this additional policing under the provision of "Special Police Services". In other areas there are opportunities for the City

of London Police (CoLP) to provide goods and services that are relevant to CoLP's roles, skills and expertise, for example in Economic Crime.

3. Since 2017/18, the Force took the decision to set its' own charging rates for various activities as set out in the appended policy.
4. This policy is intended to offer a clear charging framework that will be of value to Force Managers who may incur costs connected with policing.

Current Position

5. Powers to recover costs for policing services from third parties are provided under Section 25 of the Police Act 1996.
6. Section 15 of the Police Reform and Social Responsibility Act 2011 provides the legislative powers to charge for the supply of goods and services to a third party. These goods and services fall into two categories:
 - a. Market competitive goods and services – where charges are set in accordance with “what the market will bear”.
 - b. Market non-competitive activity – which is essentially a by-product of core policing activity.
7. The Force has reviewed its policy in relation to charging for police services which it will continue to review annually and present to your Committee for approval.

Recommendation

8. Members approve the recommendation for the Force to adopt the revised Charging Policy for 2018-19 in the attached Appendix.

Conclusion

9. The Force seeks to maximise opportunities to charge at appropriate rates for the services it provides over and above general policing services, particularly in recent times of austerity and core budget reductions. The attached charging policy will contribute towards mitigating the effects of these reductions.

Appendices:

City of London Police Charging Policy 2018-19

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Fees & Charges Policy 2018-19

Reference Information

Meeting
November

Date
1st Nov

Report deadline
18th Oct

Reference information			
Unit or Department:	Finance		
Directorate:	Business Support Directorate		
Date published:	<i>Strategic Development only</i>		
Date of next review:	April 2019		
Version control			
The Version Control Table should be updated each time a change is made to the document. It should record the following information: Version number, When the change was made, Who made it? What was changed?			
Version Number	Date issued	Author	Update information
Final	17.10.19	Hugh Deery	First Annual Review

Fees and Charges Policy

This Policy updates, clarifies and explains fees and charges policy previously adopted for the first time in the financial year 2017-18.

CONFIGURATION INFORMATION

Protective Marking of Policy Statement	Not protectively marked
Related Procedures	City of London Corporation Financial Regulations

This policy and any associated SOP have been assessed against the requirements of the Equality Act 2010 (see linked equality assessment for details of consultation and impact on officers or groups).

All staff involved in carrying out functions under this policy and associated Standard Operating Procedures will do so in accordance with the principles of the Code of Ethics. The aim of the Code of Ethics is to support each member of the policing profession to deliver the highest professional standards in their service to the public. http://citynet.colp/Code_of_Ethics2016.pdf

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General Introduction

This policy is required to ensure there is a consistent and transparent method for calculating the appropriate fees and charges for the use of police services and/or goods that are provided by the Force to outside agencies including where discretion is allowed; and, is based on accurate recording and sound costing methodology.

Principles

The purpose of this policy is to provide authoritative guidance on charging for police services so that the 'users' of the service have a clear understanding of how the costs and subsequent charges have been calculated.

This policy adheres to the principles within the National Police Chiefs Council (NPCC) Guidelines on Charging for Police Services (April 2018) and has regard for this guidance where these revised guidelines have been circulated to, and adopted by, Police Forces in England, Wales & Northern Ireland.

Key Information

This is the first opportunity to review and refresh this charging policy, having been adopted in this form in the preceding financial year. This policy will be updated annually for approval by Police Committee.

Legal Framework

The powers for charging for police services are contained within the following four Police Acts:

- **Police Reform and Social Responsibility Act 2011 - Section 15 Supply of Goods and Services**
- **Police Act 1996 - Section 25 Special Policing Services**
- **Police Act 1996 - Section 26 Provision of advice and assistance to international organisations**
- **Police Act 1996 - Section 92 Grants by local authorities.**

1.0 Introduction

- 1.1 The Commissioner for the City of London Police is responsible for the financial management of the force under delegation from Police Committee; and for determining a framework of financial policies and regulations including policies and processes for charging.
- 1.2 It is the responsibility of Police Committee to approve policies for charging for Special Police Services. There is a specific statutory requirement under Section 25 of the 1996 Police Act which permits the Commissioner to provide Special Police Services at the request of *any* person subject to the payment to the Force of charge on such scale as may be determined by Police Committee.
- 1.3 This policy is required to ensure there is a consistent and transparent method for calculating the appropriate fees for the use of police services and/or goods that are provided by the Force to outside agencies including where discretion is allowed; and, is based on accurate recording and sound costing methodology.
- 1.4 This policy has regard to and reflects national guidance as set out in the guidance from the National Police Chiefs Council (NPCC) Guidelines on Charging for Police Services (April 2018).

2.0 Application

- 2.1 This policy applies to all police officers and police staff who are involved in any aspect of generating revenue, entering into commercial enterprise, charging public bodies and/or quasi-public bodies or charging for core police services and/or goods.
- 2.2 It is essential that this policy is adopted consistently across the Force to ensure that legitimate recovery of police costs is not

undermined. Any departure from this charging policy will only be agreed on exceptional grounds and with specific approval of Police Committee.

3 Purpose

- 3.1 The purpose of the policy is to provide authoritative guidance on charging for police services so that the 'users' of the service have a clear understanding of how the costs and subsequent charges have been calculated.

4.0 Scope

- 4.1 This policy and associated appendices set out the principles that must be followed in the pursuance of charging for police services across all areas of the Force.
- 4.2 The ability to charge for police services is generally determined by statutory provisions and the guidance covers four main areas:
- The provision of Special Police Services at the request of any person under s25 of the Police Act 1996, which makes such services subject to payment of charges as determined by the Police and Crime Commissioner (PCC). Special Police Services generally relate to policing an event e.g. a concert, or series of events, e.g. football matches.
 - S26 of the Police Act 1996 applies a similar requirements to the provisions set out in S25 but applies to Special Police Services Overseas.
 - S15 of the Police Reform and Social Responsibility Act 2011 extends to PCCs the powers of the Local Authorities (Goods and Services) Act 1970 to supply goods and services to other bodies or persons. This may include services provided in competition with other providers, where charges will reflect market rates, or services provided as a by-product of core policing activity.

- The provision of police services to government agencies.
- The provision of Mutual Aid to other forces under s24 of the Police Act 1996.

5.0 Policy Statements

5.1 This policy distinguishes between different categories of charging in particular:

- Charging for the policing of events under S25 or S26 of the Police Act 1996 (Special Police Services):
 - Commercial events, intended to generate private profit;
 - Non-commercial events i.e. charitable or community events;
 - Statutory events reflecting constitutional rights or processes;
- Charging for the provision of goods and services under S25 or S26 of the Police Act 1996 (Special Police Services) to third parties.
- Charging for Market Competitive Goods/Services where Police Committee set charges in relation to market forces by charging a market rate (Local Government Act 2003 and Sales of Goods and Services Act 1970 combined with S15 of the Police Reform and Social Responsibility Act 2011).
- Charging for services to government agencies.
- The provision of Mutual Aid under s24 of the Police Act 1996 is not covered within this policy statement.

6.0 Responsibilities

6.1 The City of London Police Director of Finance owns this policy and is responsible for ensuring the contents remain current by reviewing the policy annually.

- 6.2 The Commissioner will submit an annual report commencing from April 2018 to the Police Committee articulating performance against the policy and seeking approval for the following years charging rates.
- 6.3 The Police Committee will review, consider and approve this policy and is the authoritative body for approving any departures from it.
- 6.4 Any exceptional cases will need to be consulted and agreed with Police Committee.
- 6.5 All cases where there are difficulties in recovering charges for arrangements set out in this charging policy will be subject to specific consultation with Police Committee on action proposed in exceptional cases.

7. Charging Policy – Key Principles

- 7.1 This policy will have regard for the NPCC guidance on charging for police services. The sound stewardship of public funds is concerned with ensuring proper accountability insofar as costs are met by the body responsible, for the purpose for which the service is being delivered; and that private persons or private bodies will not be able to profit at the expense of City of London Police Service. This reflects national guidance.
- 7.2 This policy is set in the context of the overall medium term financial funding position and the City of London Police's overall policing objectives as agreed by Police Committee;
- 7.3 The basis of cost calculations within this policy are consistent in application including where discretion is allowed and charges are

based on a robust and sound costing methodology which aligns with the Medium Term Financial Strategy (MTFS).

- 7.4 Any chargeable activity should support and not undermine the core purpose of providing a public police service.
- 7.5 Any departure from the principles within this charging policy can only be made on exceptional grounds and with the specific approval of Police Committee.

8.0 Special Policing Services (Policing of Events) Section 25 of the Police Act 1996

- 8.1 **Definitions:** Special Police Services are police services provided over and above core policing at the request of a person or organisation. It can be provided to a place or a defined locality by agreement with the organiser. The nature and definition of locality can vary widely, depending on the event concerned. Payment for the services is the subject of a contractual arrangement with implications for prior agreement on both sides.

- 8.2 This Force will have full regard for NPCC guidance and design and operate its charging policy in full alignment with the NPCC guidance. For reference the link to the NPCC guidance can be found at:

<https://www.npcc.police.uk/documents/finance/2017/Guidelines%20on%20Charging%20for%20Police%20Services.pdf>

9.0 Categories of Events: Special Policing Services (Policing of Events) Section 25 of the Police Act 1996

- 9.1 The NPCC Guidance advise on charges for different types of event, in particular:

- Commercial events - Where there is clear financial gain or profit to the organiser/company/ organisation without specific community benefit.
- Non Commercial events – i.e. charitable or community events - where, although there may or may not be a financial gain, however such events not for personal or corporate gain, but are for community or local interest purposes or to raise money for local community institutions. These maybe local charities or community events but in some circumstances reflect a wider charitable status.
- Statutory Events - Where there is no financial gain to the organiser and which reflect constitutional rights, or a cause of royal, national or defined public interest. City of London Police is a historically and strategically placed force in terms of its role of protecting London. This means that it will be required to police events which are extraordinary policing events. This will include Royal events including death of a Monarch, Dignitaries (Political) events. The force therefore receives funding in the form of National International Capital City to assist with funding of such events.

9.2 This policy will uphold the NPCC recommendation to:

9.2.1 charge Full Economic Cost for Special Police Services for Commercial events;

9.2.2 charging for Special Police Services of Non Commercial events is determined at the Commissioner's discretion; and,

9.2.3 the application of no charge for the policing of statutory events on the basis that such events are part of core policing.

10.0 Special Policing Services (Provision of Goods and Services to 3rd Parties)

- 10.1 Where an activity is non-competitive and is essentially a by-product of core police activity there should be consistency on the rate that will be set nationally. Examples include Detainee charges, firearms certificates, and statutory charges.
- 10.2 The NPCC Guidance sets out the standard rates of charge which should be applied across the service. This charging policy in principle adopts the guidance with a modification for regional differences. The policy therefore adopts the Pan London charges as agreed by the Metropolitan Police and British Transport Police; and, provides for an annual uplift in costs based on the Consumer Price Index (CPI).
- 10.3 Even with non-competitive activity, there has to be a proper recognition of the cost of production of goods or services. The costing model provides the basis for identifying the underlying cost base of goods and services and, therefore provides clarity of pricing levels across all forces.
- 10.4 Where the City of London Police's cost base is not in parity with London region forces, formal benchmarking of processes will be carried out through the Force's Finance Department to align the cost base and to minimise issues over differences in charges.
- 10.5 The NPCC has identified a core group of common services to be charged at a standard rate. This will be reviewed periodically.
- 10.6 Market Competitive Goods/Services (Local Government Act 2003, Police Reform and Social Responsibility Act 2011 and Sales of Goods and Services Act 1970) are not subject to national agreements and will depend on the nature of goods and services

requested by the purchaser.

- 10.7 Where services are provided which have a market competitive dimension, the market rate should be charged, and as a *minimum* should be levied up to the full economic cost in order to recover the overheads. In market competitive activity the Force is free to charge, "What the market will bear", but should at least cover the full economic cost of provision to recover the costs of supplying the service. Loss leading is only acceptable in the short-term defined as the first 12 months of contract operation; and, where there can be demonstrated that cost recovery will be achieved within a clear period, linked to payback.
- 10.8 Within the costing basis it is expected that charges should be set to recover all costs including investment outlay, pump priming and any set up costs within a reasonable investment time period. Charges can exceed the overall level of cost recovery and provide a net income stream where market conditions allow.
- 10.9 The force will charge a value based charge related to the benefit passed to the customer such as prevention, disruption or other value add and will adopt a value based model to levy the appropriate charge which will be in excess of the full economic cost of provision. This means that costs will no longer be based on headcount.

11.0 Charging for Services to Government Agencies

- 11.1 City of London Police provides a range of services for, and with, other government agencies. Many of these are elements of central government.
- 11.2 The charges to be made by City of London Police depend on the nature of the service being provided that is are they one off costs

or continuous service provision.

- 11.2.1 Where police or support staff is used in directly providing a one off service, the Employable Cost of the staff used should be covered. To this should be added any overtime incurred and additional specific direct cost incurred (consumables, travel and expenses, accommodation). Where the provision includes police provided service a contribution to these overheads can be added to the direct costs used such as rent, utility costs etc.
- 11.2.2 In instances where the provision of service to a government agency or department is more long term or requires a number of instances of service provision, it is appropriate to charge the Full Economic Cost or the market rate where conditions allow.
- 11.2.3 Where police and support staff are used in Secondment Arrangements the Employment Cost will be charged.
- 11.2.4 It is important to understand the police role in such activities. In most cases, the skills and experience of officers and staff are being used to enhance another government based service. Where this is outside of the normal policing role there should be the aim of covering all recognised costs (Full Economic Cost) together with the appropriate contribution to overheads.

12.0 Mutual Aid

- 12.1 Mutual Aid is the provision of assistance in response to an individual service's ability to adequately meet the demands for personnel and resources placed upon them, particularly in public order situations. The aid of one police force to another is also covered under Section 24 Police Act 1996.

- 12.2 City of London Police has a statutory requirement to assist other

Forces. The current mutual aid agreements in force are not subject to or contained within this document.

13.0 Costing Methodology

13.1 The cost of the service and the charge for the service are clearly linked.

- **The Employable Costs:** This represents the basic actual cost of the service provided including on-costs but with no allowance for the recovery of overheads.
- **Direct Costs:** This is the cost of an officer including a standard overtime recovery element.
- **Resource/Operational Cost:** This represents the cost of the resource employed in the provision of the service. Here the direct costs and the indirect costs are included.
- **Full economic Cost:** This covers the cost of direct and indirect costs of providing the relevant officers and staff at the point of service and includes all properly attributable costs, including contributions to administrative and general overheads. The methodology allows other directly associated costs to be recovered e.g. police dogs, horses, specialist vehicles where such costs can be justified in the context of the event or service being provided.

14 Average versus Actual Costs

14.1 Actual costs are charged where possible however it is acceptable practice to identify an estimate of the average cost per rank as the basis of both cost and charging.

- 14.2 The calculation for any allowances reflects the average budgeted cost per rank to provide a transparent and realistic view of the employable costs of an officer.

15.0 Pension

- 15.1 The pension overhead calculation reflects the force Employer Pension Contribution.

16.0 Overtime

- 16.1 The calculation for overtime reflects the average budgeted cost per department to provide a transparent and realistic view of the employable costs of an officer.

17 Relevant direct overhead

- 17.1 The direct overheads are designed to reflect the other costs attributable directly to the cost of providing the service at the point of service including apportionment of force provided services such as I&I single service provision, dog handlers. Examples of relevant direct overhead include: utility costs, premises, equipment hire, IT infrastructure, communications infrastructure.

18 Administrative General Overhead

- 18.1 Full economic cost recovery includes a properly attributable element of contribution toward the general overheads of administration and infrastructure.

19 Responsibilities for the notification of Charges

- 19.1 The Force's Director of Finance will notify budget holders of the charges to apply in various circumstances to ensure that charges

are recovered in an efficient and timely manner.

Police Officer Charging Basis

Police Officer Recovery Costs						
	PC	Sgt	Insp.	Ch. Insp.	Supt	C Supt
	£pa	£pa	£pa	£pa	£pa	£pa
Employable Costs	57,481	70,624	85,012	93,942	108,818	126,994
Overtime Premium	17,788	22,245	-	-	-	-
Total Direct Cost	75,270	92,868	85,012	93,942	108,818	126,994
Direct Overheads	8,540	8,540	8,540	8,540	8,540	8,540
Resource/Operational Cost	83,810	101,408	93,551	102,482	117,358	135,534
Indirect Overheads	19,806	23,749	28,065	30,744	35,207	40,660
Full Economic Costs	103,616	125,157	121,617	133,226	152,565	176,194
<u>Available Productive Hours</u>						
Standard Calculation to be used throughout	PC	Sgt	Insp.	Ch. Insp.	Supt	C Supt
Total Days	365	365	365	365	365	365
less :						
Rest Days & Weekends	104.0	104.0	104.0	104.0	104.0	104.0
Annual Leave	26.0	27.0	29.0	29.0	31.0	31.0
Average Sickness	4.4	4.4	4.4	4.4	4.4	4.4
Training Days	8.0	8.0	7.0	7.0	6.0	6.0
Bank Holidays	8.0	8.0	8.0	8.0	8.0	8.0
Net Days	214.6	213.6	212.6	212.6	211.6	211.6
Productive hours per shift	8.0	8.0	8.0	8.0	8.0	8.0
Total Hours	1,716.8	1,708.8	1,700.8	1,700.8	1,692.8	1,692.8
Net Days	214.6	213.6	212.6	212.6	211.6	211.6
	PC	Sgt	Insp.	Ch. Insp.	Supt	C Supt
	£	£	£	£	£	£
	Per Hour	Per Hour	Per Hour	Per Hour	Per Hour	Per Hour
Employable Costs	33.48	41.14	49.52	54.72	63.38	73.97
Overtime Premium	10.36	12.96	-	-	-	-
Total Direct Cost	43.84	54.09	49.52	54.72	63.38	73.97
Direct Overheads	4.97	4.97	4.97	4.97	4.97	4.97
Resource/Operational Cost	48.82	59.07	54.49	59.69	68.36	78.95
Indirect Overheads	11.54	13.83	16.35	17.91	20.51	23.68
Full Economic Costs	60.35	72.90	70.84	77.60	88.87	102.63

Police Staff Charging Basis

Police Staff Recovery Costs					
	Band A-C	Band D-E	Management	PCSO	SOCO
	1018	1035	1052	1025	1036
	£ pa	£ pa	£ pa	£ pa	£ pa
Employable Costs	40,281	49,477	70,574	40,867	55,473
Overtime Premium	13,069	16,632	-	13,081	18,858
Total Direct Cost	53,350	66,110	70,574	53,948	74,331
Direct Overheads	5,514	5,514	5,514	8,540	5,839
Resource/Operational Cost	58,864	71,623	76,088	62,488	80,170
Indirect Overheads	13,738	16,497	22,826	14,822	18,394
Full Economic Costs	72,602	88,121	98,915	77,310	98,564
Available Productive Hours					
Standard Calculation to be used throughout	Band A-C	Band D-E	Management	PCSO	SOCO
Total Days	365	365	365	365	365
less :					
Rest Days & Weekends	104.0	104.0	104.0	104.0	104.0
Annual Leave	28.0	30.0	30.0	30.0	30.0
Average Sickness	5.2	5.2	5.2	5.2	5.2
Training Days	8.0	8.0	7.0	8.0	8.0
Bank Holidays	8.0	8.0	8.0	8.0	8.0
Net Days	211.8	209.8	210.8	209.8	209.8
Productive hours per shift	7.3	7.3	7.3	7.3	7.3
Total Hours	1,535.6	1,521.1	1,528.3	1,521.1	1,521.1
Net Days	211.8	209.8	210.8	209.8	209.8
	Band A-C	Band D-E	Management	PCSO	SOCO
	£	£	£	£	£
	Per Hour	Per Hour	Per Hour	Per Hour	Per Hour
Direct Costs	26.23	32.22	45.96	26.61	36.13
Overtime Premium	8.51	10.83	-	8.52	12.28
Total Direct Cost	34.74	43.05	45.96	35.13	48.41
Direct Overheads	3.59	3.59	3.59	5.56	3.80
Resource/Operational Cost	38.33	46.64	49.55	40.69	52.21
Indirect Overheads	8.95	10.74	14.87	9.65	11.98
Full Economic Costs	47.28	57.39	64.42	50.35	64.19
	£	£	£	£	£
Short Notice Additional Premium	Per Hour	Per Hour	Per Hour	Per Hour	Per Hour
less than 15 days' notice	17.02	21.66	-	17.04	24.56
Public Holiday Rate	25.53	32.49	-	25.56	36.84

Further Sources of Information

City of London Corporation Financial Regulations

<http://colnet/Departments/Chamberlains/Documents/Chamberlain's%20migration/about%20internal%20audit/finregs.pdf>

NPCC Guidance on Charging for Mutual Aid Police Services

http://library.college.police.uk/docs/appref/NPCC%20Guidelines%20on%20Charging%20for%20Police%20Services_Mutual%20Aid_v10_3_April_2017.pdf

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Committee(s): Police Committee	Date: 1 November 2018
Subject: Annual update on the Custody of Vulnerable Persons (Young Persons, Children and Mental Health)	Public
Report of: Commissioner of Police and the Town Clerk Pol 76-18	For Information
Report authors: Superintendent Lee Presland, Uniformed Policing Directorate	

Summary

It was previously agreed to provide members with an annual update on two key areas of policing; young persons and children in custody and mental health crisis in custody. This is a joint report of the Commissioner and the Town Clerk. City of London Police (CoLP) collects and analyses information across these areas, in response to national recommendations from Her Majesty's Inspectorate of Constabulary (HMIC) amongst others, and in recognition of the importance of understanding and responding to any potential issues or trends.

An annual update will continue to be provided on these areas to show commitment to accountability and transparency. Young persons and children who are held in custody may be vulnerable for a number of reasons and the CoLP and City of London Corporation (CoL) have established processes to deal with them which are detailed in this report. The report also includes custody and mental health data reported for 2017/18 with some comparison against previous years data where it is available, it also details developments in best practise such as the Street Triage system for those assessed under mental health protocols.

The report presents data (Appendix 2) on a number of categories for custody including numbers of children and young persons detained, length of time detained, age, gender and ethnicity of those detained and offences for which they were detained. The report covers data (Appendix 3) on numbers detained under the Mental Health Act 1983 and numbers of mental health assessments. It explains the procedure for when a mental health crisis develops once someone is within the custody suite rather than when police are called to assist someone on the street.

A copy of this report was sent to the Lead SIA Member for safeguarding and vulnerability for consultation.

Recommendations

Members are asked to:

- Note the report.

Main Report

Young Persons and Children in Custody

Background

1. It was previously agreed to provide Members with an annual update on Custody of Vulnerable Persons (Young Persons, Children and Mental Health) in the City of London. This is a joint report of the Commissioner and the Town Clerk and is the third annual update. It covers the reporting period April 2017 to March 2018. Some trend/ benchmark data has been provided where it is available.
2. England, Wales, Northern Ireland and Scotland each have their own guidance for organisations to keep children safe. They all agree that a child is anyone who is under the age of 18. The Police and Criminal Evidence Act 1984 (PACE) define a young person or child to be between the ages of criminal responsibility 10yrs and have not reached the age of 18. We use the term 'child' to refer to younger children who do not have the maturity and understanding to make important decisions. We use the term 'young person' to refer to older or more experienced children.
3. Custody officers are required to make a decision about whether they should treat the individual as a juvenile or as an adult. *PACE Code C paragraph 1.5 - states Anyone who appears to be under 18, shall, in the absence of clear evidence that they are older and subject to paragraph 1.5A, be treated as a juvenile for the purposes of this Code and any other Code.*
4. The law already recognises that police cells are not a suitable place for young persons and children. The Police and Criminal Evidence Act 1984 requires the transfer of children who have been charged and denied bail (remanded in police custody) to be moved to more appropriate local authority accommodation.
5. The related duty to local authorities set out by the Children Act 1989 is to accept these requested transfers. The detention of a child in the custody of a police cell is only allowed where exceptional circumstances prevent movement or where such children are a risk to the public and themselves, or no local authority accommodation is available.
6. Young persons and children in custody legally require an appropriate adult (AA) to be appointed as soon as possible and to be present during specific stages whilst in custody. These include the booking in procedure, interview, charge and other custody processes such as custody staff taking DNA, photographs and fingerprints to the provisions of the Police and Criminal Evidence Act 1984.
7. The release of the 'Concordat on Children in Custody' by the Home Office in March 2016 set out the role of each organisation in the process of detaining a child into custody and where responsibility lies. This clarifies the legal requirements and offers guidance on how these are put into place; particularly around the transfer of children from custody to local authority accommodation.

8. The Concordat is there for the Police and Local Authorities to aid compliance with their statutory responsibilities and to bring about a decrease in the number of children held overnight in police custody. The concordat sets out seven principles to achieve these aims:
- Whenever possible, charged children will be released on bail.
 - Children denied bail will be transferred whenever practical.
 - Secure accommodation will be requested only when necessary.
 - Local authorities will always accept request for non-secure accommodation.
 - The power to detain will be transferred to the local authority.
 - Where a local authority fails to provide accommodation it will reimburse the police.
 - Police forces will collect data on transfers.
9. On behalf of the City of London Police the Commissioner has signed the Concordat. The CoLP's position is one of rarely moving beyond the first point 'whenever possible, charged children will be released on bail.' This point is very much the norm and anything else may be considered exceptional.

HMICFRS¹ Inspections

10. CoLP has not been subject to an unannounced custody inspection by HMICFRS since the publication of 'Report on an unannounced inspection visit to police custody suites in the City of London 18–20 June 2012' undertaken jointly by HMICFRS and HM Inspectorate of Prisons. Key findings from the report pertinent to children, young persons and mental health included:
- 2.8 The treatment of detainees was appropriate and respectful, and sergeants regularly explained procedures to detainees. Children were detained for as short a time as possible.
 - 2.10 Care was taken to ensure that those being released were able to reach their homes safely, especially young and vulnerable people, but there was a reluctance to issue small cash sums for fares when that was likely to be helpful. There was relatively little use of handcuffs, and the reasons for use were recorded. There was no separate recording of uses of force to support monitoring and analysis in this area
 - 2.13 There was an effective appropriate adult (AA) scheme for juveniles and vulnerable adults. Detainees who could not speak English fluently were well supported with translated materials and the use of professional interpretation, both in person and by telephone.
 - 2.16 There was a good substance misuse service, which extended to juveniles and to those with alcohol-related problems. The service made suitable referrals to detainees' local services all over the UK. The mental

¹ Her Majesty's Inspectorate of Constabulary and Fire and Rescue Service

health provision was reasonable but there was no diversion or liaison service operating from the suites, and there was insufficient clarity in the local NHS service's policy and practice on those detained under section 136 of the Mental Health Act.

11. A number of recommendations resulted from HMICFRS findings. These are documented below with action the force has undertaken to respond:

- 7.2 Appropriate adults should be available to support without undue delay juveniles aged 17 in custody, including out of hours. Response: CoLP contract an appropriate adult service through the City of London Corporation. The hours are 0800-0000. Out of hours CoLP use Hackney social services with whom the Corporation have a reciprocal agreement.
- 7.8 Bus fares should be provided to bailed or released detainees who have no legitimate means of getting home. Response: petty cash is available to support this.
- 7.16 A range of reading materials should be offered, including books and magazines suitable for young people and non-English speakers. Response: reading materials are available.
- 7.17 Visits should be facilitated for, in particular, vulnerable young people or detainees held for long periods. Response: this is facilitated on a case-by-case basis.
- 7.19 The City of London Police should engage with the local authority to ensure the provision of safe beds for juveniles who have been charged but cannot be bailed to appear in court. Response: this has been covered effectively by the Children's Concordat.
- 7.24 There should be a mental health liaison and/or diversion scheme to enable detainees with mental health problems to be identified and diverted in to appropriate mental health services as required. CoLP has a Liaison and Diversion (L&D) service in place. At the moment it is an on-call service but CoLP is working with the NHS to introduce an embedded service which will give cover at least during core hours (1000-1800) and will have a limited on call either side of those hours.

Responding to Vulnerability within Custody

12. In October 2015 the CoLP initiated Liaison and Diversion (L&D) Services within their Police Custody suites. L&D services operate in the following ways:

- Identify, assess and refer people of all ages with a wide range of mental health, learning disability, substance misuse and social vulnerabilities when they first come into contact with the youth and adult criminal justice systems on suspicion of having committed a crime.

- When a person is assessed as having single or multiple vulnerabilities, they will be referred to the appropriate treatment or support service and an appropriate package of care and/or support will be instigated.
- Accurate, timely information on the person will be shared with police and the courts to ensure that any charging, sentencing or disposal decisions are based upon an authoritative assessment of their mental health, any learning disability and whether they have a substance misuse issue.
- L&D services support the most appropriate outcome for those individuals. For many this contact with criminal justice agencies will be the first time they will have been assessed and diagnosed.
- L&D is not itself a treatment service, but it is an identification, assessment and referral service. It uses assessments to make appropriate referrals for treatment and support, and ensures criminal justice practitioners are notified of specific health requirements and vulnerabilities of an individual which can be taken into account when decisions about charging and sentencing are made.
- Services aim to identify individuals as early as possible after they come into contact with the police and criminal justice system. They will provide coverage at police interview and custody suites and at criminal courts. They will link up to other parts of the justice process, such as prison, probation, youth offending teams and the young people's secure estate.

13. The Liaison and Diversion service is supplied by the East London NHS Trust in partnership with NHS England the CoLP are part of Cluster I of the North and East London Liaison and Diversion Hub as shown in Appendix 4.

Process in custody

14. As soon as it can be ascertained that a detainee is 18 years old or younger, an assessment interview by a Liaison and Diversion nurse is requested. This is to ensure CoLP is not missing any incidents of Child Sexual Exploitation or criminal factors relating to adult coercion. The Liaison and Diversion nurses are currently available for assessments in custody during the hours of 0800 to 2100, working on an on-call basis from Bethnal Green. As mentioned above, CoLP is working to create an embedded service between 1000 and 1800 with the period outside those hours being covered by the on call function. The NHS has provided some funding to allow this to take place and we are now working towards a pilot scheme. Outside of these times, and if available, an interview may be conducted by a member of the CoLP Public Protection Unit.

15. The CoLP has two custody suites, one based at Bishopsgate and the other at Snow Hill.² The principle custody suite is Bishopsgate which has a secure Perspex room, commonly known as 'the bubble' within the reception area of custody. It is designed for use by children and vulnerable persons who have been

² Snow Hill Custody suite will close in 2019. A collaboration agreement (already agreed at police committee) is currently being ratified with British Transport Police to allow its Brewery Road custody facility to be used as the CoLP's temporary back-up custody facility until completion of the new police station in Fleet Street

detained for a criminal matter. This is believed a more suitable place than a cell, as both police and the detained person continue to be visible to each other and there is less chance of the detainee being further alienated or stressed by their predicament. A custody cell is used only as a last resort, dependent upon the circumstances at the time and this would be with other control measures in place to reduce stress and risk as much as possible.

16. The CoLP has a clearly articulated police process for children in custody which is in the form of a flowchart responding to a young person being charged with an offence and this is attached as Appendix 1. The City of London Corporation has also produced a similar flowchart to reflect process from a local authority perspective.
17. The Appropriate Adult service is currently commissioned by the Community and Children's Services Department (CCS) but is managed by CoLP. The service meets with CCS quarterly and statistics are provided on how often the service is used.
18. When a person under the age of 18 years enters custody, every effort is made by the Custody Sergeant and Designated Detention Officer to keep the young person from being placed within a custody cell. The booking in procedure is initiated on arrival to establish many important facts, such as name, age, address, mental wellbeing and health. During the interaction with the detained young person/child, concerted attempts are made to establish the parents or family member details to act as an Appropriate Adult (AA). In some cases there is no alternative but to use the Appropriate Adult service.
19. Police officers will submit an intelligence document, a Form 377, which is comprehensive information to assist the Public Protection Unit (PPU) and social services and allow appropriate follow up processes to be initiated.

Local Authority Transfer Arrangements

20. The CCS department within the City are called initially. If out of hours this is then referred to Hackney, who request accommodation from Tower Hamlets. Tower Hamlets will contact the Local Authority within which the child or young person *lives* and request accommodation. Historically, all accommodation requested has not been provided. The requirement for children to be transferred to overnight accommodation is only for those who have been *charged and remanded*, where bail has not been granted. Where the pre-charge investigation is on-going, the child remains in the custody suite, although every effort is made to reduce the length of time they are there. With the implementation of the pre-charge bail legislation in April 2017 there has been a vast reduction in children being released on bail, the majority being "Released under Investigation" whilst the investigation of the offence proceeds without the requirement for the child to be on bail.
21. All Custody Sergeants are fully aware of the current process both inside and outside of working hours and this has been shared with City of London Corporation (CoL) staff to ensure wider knowledge of the process. The Standard

Operating Procedure (SOP) appears on the Force database. It was completed in January, 2018. Police are mindful that juveniles should not be detained for longer than needed in accordance with paragraph 1.1 of Code C of PACE and should avoid holding young persons and children overnight in police custody cells unless absolutely necessary.

22. If there are no available spaces within the social services' remit 'to house the young person or child at an appropriate site' then current arrangements to provide a cell 'in extremis' could potentially lead to extended periods of time for children in custody.

Detention data for 2017/18

23. This report includes data which has been collated from custody records over the period of April 2017 to March 2018 of young people and children being detained in custody. All figures referred to in this section are at Appendix 2. The extraction of data has proved difficult owing to a transfer of the force crime recording systems from NSPIS (National Strategy for Police Information Systems³) to Niche⁴ RMS (Records Management System) which went live in October 2017, part way through the performance year. Subsequent reports will enable comparison with at least two complete years of data on Niche.
24. The data provided within figure 1, 'Number of children and young people including 18 year olds in custody 2017/18' shows for the financial year 17/18, 121 young people were held in custody. Of these, 81 were under 18 and 40 were 18 years of age. This is a 17% increase on the *total* figure compared to the previous year (103 in 2016-17). For under 18s the increase is sharper and has risen by 42% between 2016/17 and 2017/18. There doesn't appear to be any clear patterns of seasonality but levels were highest in June and March this year. Most under 18s detained in custody during the 2017/18 financial year were 16 years old (29) or 17 years old (28).
25. The length of time young people and children were detained following arrest/caution is shown at figures 3 and 4. The graph covers November 2017 to March 2018 as these were the complete months in the financial year recorded on the new custody system NICHE which was introduced in late October 2017. Across the period the average detention period was 08:01 hours with a maximum of 18:06 hours and a minimum of 01:12 hours. The maximum period of detention relates to a 17 year old male arrested for robbery and possession of cannabis then transferred to BTP for investigation.
26. In terms of gender, the data shows that 85% of under 18s detained in custody were male, 14 were female and one not recorded.
27. A breakdown of reasons for arrest for which young persons and children were brought into custody during 2016/17 is at figure eight. There were 32 different

³ Custody software system

⁴ Niche RMS is CoLP core operational system, supporting the management of information in relation to people, locations, vehicles and incidents, and compliant with the principal doctrines of UK policing. The system supports crime, intelligence, incidents, property, custody and case file prep

reasons for arrest documented. The most common reason is theft shoplifting with 16 offences, followed by fraud with 11 offences, theft of motor vehicle with ten offences and nine arrests for immigration offences.

28. During the recorded period from April 2017 to March 2018 there was one child or young person remanded in custody. In August 2017, a 13 year-old female (a well-known nominal) was charged with multiple offences. To protect the public she would have required moving to secure local authority accommodation but none was available, so she remained in custody. Having been arrested in the morning (09:30) she was held in custody for 24 hours to appear at court the following morning. This is an improvement on the previous year when the City of London Police requested the relevant local authority to provide accommodation for four young people who were charged and remanded in custody. Disappointingly, no accommodation was provided in either year by the relevant local authorities for any of the five young people and so they remained in City Police Custody. The Concordat for Children in Custody to prevent the detention of children in police stations following charge was signed off in April 2016 and part of that concordat states;

“After a child is charged with an offence, custody officers have a duty under the Police and Criminal Evidence Act (PACE) to secure the transfer of the arrested child to local authority accommodation; local authorities have a duty to accommodate the child under the Children Act 1989.”

29. Following a request for secure accommodation, the local authority must do everything within its power to find secure accommodation for the child in question. If the local authority fails to find any secure placements, or reach agreement with the police as to any suitable alternative, for the child then custody officers will have no choice but to retain the child in police custody for the protection of the public.

30. The police are not funded to accommodate under-18 year olds in custody. It is therefore important that local police forces are reimbursed when a transfer to local authority care does not take place, for whatever reason. This reimbursement is a long standing statutory obligation for local authorities. Section 21(3) states:

“Where a child has been... detained under section 38 of the Police and Criminal Evidence Act 1984, and he is not being provided with accommodation by a local authority... any reasonable expenses of accommodating him shall be recoverable from the local authority in whose area he is ordinarily resident.”

31. The level of expense for overnight detention must be determined by the police force, and should be based upon the costs of cell use, staffing, healthcare and any other provision required for a detainee. Mechanisms for the recovery of these costs must be determined at a local level and will vary depending upon any existing reimbursement arrangements between police forces and local authorities. The CoLP has commenced recovering costs from Local Authorities for the detention of children after charge when no accommodation was provided by the Local Authority in which the child resides.

Use of Force on those Under 18

32. To set some context, this relates not specifically to use of force within the custody suite but to those brought into the custody suite where use of force (handcuffs) has already been applied on the street or at the scene. The officers dealing with each instance will have made a dynamic risk assessment in each case and assessed the use of handcuffs as both proportionate and necessary to ensure not only the safety of the individual being detained, but also the safety of the officers and/ or the public. In essence, the decisions regarding the application of force are made before the detainee steps across the threshold of the custody suite.
33. Statistics show that for the period 1st April 2017 to 31st March 2018, a use of force (handcuffs) was used for those under 18 in 44 out of the total 72 occasions, equating to 61% of arrests.
34. So far for the months of April to September 2018 of 28 individuals under 18 brought into custody, 14 have been handcuffed and one has been restrained using straps, this equates to 54%. The single use of a restraint strap related to a drunk and disorderly 17-year-old female. Ages ranged from 13 years (one individual who was detained for theft of motor vehicle) to 17 years for offences ranging from taking a motor vehicle without consent, section 18 wounding and drug driving.
35. As a comparison the same search on Niche in Leicestershire and Nottinghamshire police reveals comparable figures of 55% and 68% respectively,
36. The Force monitors use of force at its working group that meets quarterly along with other custody issues and stop and search. Part of the remit of this group is to identify any issues and trends and address these if appropriate to do so through further training or learning.
37. CoLP officers did not deploy Taser against any subject under the age of 18 in the 17/18 financial year.

Bail and referral pathways

38. With the Policing and Crime Act 2017 which received Royal Assent in January 2017 and the changes to pre-charge bail that commenced in April 2017, there is now a presumption of release without bail in almost all cases unless the necessity and proportionality test are met. As a result, there has been a clear and definite shift in the CoLP to the use of Voluntary Interviews to investigate offences where children and young persons are involved.
39. The CoLP has clear referral pathways to City of London Children's Social care through the Force's Public Protection Unit (PPU). A Form 377 (soon to be Public Protection Notice (PPN) on NICHE, the new crime and intelligence recording system) is completed for every juvenile that comes in to custody. These are reviewed by a PPU officer within 72 hours and generally within 24 hours. All 377

reports where there are safeguarding concerns, are referred to the Duty Desk at the City of London Children's Social Care via their dedicated duty team email. Additionally, the PPU will refer the report to the Children's Social Care Team within the borough where the child resides. This is documented on the 377 report. Once cases have reached the appropriate social care team or referral unit in the appropriate borough, these reports are assessed as per any other referral in line with Pan London Child Protection Procedures and local thresholds.

40. There is no requirement for police to follow up on these referrals unless there is some specific involvement in relation to a S47 or S17 (Child Protection or Child in Need) investigation. This procedure is documented in the CoLP Child Protection Procedures to ensure effective multiagency working and children's safeguarding.
41. It is confirmed that none of the juveniles under 18 arrested during the reporting period 2017-18 reside in the City of London. It should be noted by Members that many of the juveniles who enter the City and are arrested for offences, travel to the City from surrounding boroughs specifically to commit crime and are therefore dealt with by social care teams within the borough in which they reside once due process has taken place in the City.

Mental Health Crisis in Custody

Background

42. The policy covering guidance within custody on mental health is the Police and Criminal Evidence Act 1984 (PACE) which states below:

"It is imperative that a mentally disordered or otherwise mentally vulnerable person, detained under the Mental Health Act 1983, section 136, be assessed as soon as possible. A police station should only be used as a place of safety as a last resort but if that assessment is to take place at the police station, an approved mental health professional and a registered medical practitioner shall be called to the station as soon as possible to carry it out."

43. The Policing and Crime Bill 2017 received Royal Assent in January 2017 with positive implications for Children and Young Persons detained under section 136 Mental Health Act (MHA) 1983 with reference to the use of Police Stations. An amendment to the MHA 1983 now includes;

Section 136A Use of police stations as places of safety

(1) A child may not, in the exercise of a power to which this section applies, be removed to, kept at or taken to a place of safety that is a police station

2) The Secretary of State may by regulations—

(a) provide that an adult may be removed to, kept at or taken to a place of safety that is a police station, in the exercise of a power to which this section applies, only in circumstances specified in the regulations;

(b) make provision about how adults removed to, kept at or taken to a police station, in the exercise of a power to which this section applies, are to be

treated while at the police station, including provision for review of their detention.

44. The Royal Assent of the Policing and Crime Bill 2017 has also;

- Reduced the maximum duration of detention from 72 hours to 24 hours for the purposes of an assessment.
- Extended police powers to act quickly to detain and remove people experiencing a mental health crisis.
- Included the requirement for police officers to consult health professionals prior to detaining someone under the Act's provisions (if practicable).

45. CoLP does not use Police Custody as a place of safety for any persons detained under section 136 of MHA 1983.

46. The Health Care provision within CoLP Custody suites is provided by G4S. CoLP's contract with G4S for health-care professionals (HCPs) is a partially on call service where G4S provide an HCP on site between 0700-1900hrs but otherwise operate on an on call basis with a call out time of one hour.

47. In May 2017 the CoLP adopted the THRIVE project definition for vulnerable persons;

"a person is vulnerable if as a result of their situation or circumstances, they are unable to take care or protect themselves, or others, from harm or exploitation."

Street Triage Scheme

48. Ten police forces, including the City of London Police, have been piloting the system of 'street triage' since its inception in 2017. The scheme involves a police officer and mental health worker acting in partnership to assess people on the street and, where necessary, take them directly to a health care facility.

49. Within these schemes, mental health professionals provide on the spot advice to police officers who are dealing with people with possible mental health issues. This advice can include an opinion on a person's condition, or appropriate information sharing about a person's health history. The aim is, where possible, to help police officers make prompt and appropriate decisions, based on a clear understanding of the background to these situations and of the individuals they are dealing with. In addition to having benefits for the individuals, benefits in terms of reducing time in custody, places of safety and speeding up the end to end process of dealing with the individual are also clear. This has clear implications for increasing efficiency. However, ultimately the focus is on the welfare of the person coming into contact with the police.

50. The City of London Police now has five mental health professionals that deploy with Response Officers every day from 1700hrs – 0300hrs. This has now moved from the original pilot to a permanent initiative currently funded by East London Foundation Trust (NHS Homerton Hospital and the City of London Corporation).

This funding will run until June 2019. An option to fund the scheme from this point from the Late Night Levy is being explored by the Force.

51. Other pathways of care have been opened up to those in crisis and the vulnerable, the emphasis being on individual care for the person being assessed. They include crisis care team referrals, home treatment team referrals, GP referrals and alternative care plans introduced by the nurse. The figures suggest that the scheme is currently proving to be highly successful: for the year from 31/05/17 to 01/06/18 utilisation of street triage avoided 299 S136 detentions. Put in officer time, given that it takes on average two officers, one van and four hours to deal with a sec136 equates to a saving of 2,392 hours of police officer time which is the equivalent of sixty 40-hour weeks. All referrals and if necessary S136 detentions are followed up the next day by the nurse and each patient is updated on the NHS database.

Current Position

Mental Health Process

52. The City of London Police has two standard operating procedures (SOP's) that relate to mental health, these are: Dealing with Mental Health Incidents and Medical and Mental Health Issues in Custody. These policies provide a framework for dealing with aspects of managing and dealing with persons in police detention to the required standard, as set out in Code C of the Police and Criminal Evidence Act 1984, the Code of Ethics and the College of Policing Authorised Professional Practice (APP) for detention and custody. Both of these procedures are regularly reviewed and updated and are readily accessible for members of staff on the Force's intranet.
53. When a person has been arrested and it becomes apparent whilst the person is in custody they are suffering from a mental health issue, the custody officer must implement the procedure for a mental health assessment. The custody officer will request the Health Care Practitioner (HCP) for an initial assessment of the detained person and if found the detained person is displaying symptoms of a mental health crisis the HCP will request the attendance of a Liaison and Diversion nurse to conduct an assessment. (If the L&D nurse happens to be present within the Custody suite at the time the custody officer believes an assessment is required, the assessment of the HCP can be bypassed and the assessment can be directly referred to the L&D nurse). If the L&D nurse believes a further assessment is necessary they will contact an Authorised Mental Health Practitioner (AMHP) and doctor to conduct a full assessment. On their decision only and not the police, it will result in the detained person being transferred to a designated Mental Health Trust Hospital for further evaluation or to remain in custody for continuation of the criminal process.
54. If mental health illness has been exhibited and diagnosed whilst in a public place, the City of London Police will not use custody or the police station as a place of safety. Enhanced engagement and liaison by the Communities Team has established an effective working relationship between the London Ambulance

Service (LAS) and the Mental Health Trust at the Homerton Hospital. All parties have agreed to a working guide:

- LAS will attend S.136 MHA 1983 calls within half an hour. If LAS are unable to provide a priority ambulance and if there are exceptional circumstances, CoLP will convey a person to Homerton Hospital.
- Homerton Hospital will accept the S.136 within one hour of police attendance.

55. The Force has taken the initiative by using a specific point of contact within the community and partnerships team to take the lead in S.136 MHA 1983 issues, developing a liaison with the London Mental Health Trust, recording encounters, increasing links with external organisations and continuing communications with our nominated place of safety, the Homerton Hospital.

56. In the rare circumstances when the Homerton Hospital cannot accept and individual, officers are aware through policy and procedure to use the command and control structure to establish an alternative space at another authorised mental health hospital near to the City, such as St Thomas', The Royal London or University College Hospital (UCH).

Mental Health Data

57. Police are often first to attend a report to provide reassurance, ensure public in the vicinity are safe and to provide an initial response to any person requiring assistance.

58. Incidents are recorded on a Force form, documenting whether action was taken under section 136 Mental Health Act 1983 or Section S.5- S.6 Mental Capacity Act 2005, providing a detailed account of police action and hospital interaction.

59. During the period of April 2017 - March 2018, 158 people were sectioned under S.136 MHA 1983; this is a decrease of 9 from 167 for the previous financial year. A reduction of 5.3%. 8 (11) of these were under the age of 18. Of the 158 people, 107 (101) were male and 51 (66) female. All were conveyed to a place of safety (POS), 94 (77) by Ambulance, 61 (87) by a police vehicle. ⁵

Category	2016-17	2017-18	Number Change
Male	101	107	+6
Female	66	51	-15
Under 18	11	8	-3
Conveyed** to POS by Ambulance	77	94	+17
Conveyed** to POS by Police Vehicle	87	61	-26

** 3 not known (owing to anomalies in data recording caused by change in crime management recording systems during reporting [period])

⁵ Last year's figures in brackets

Conclusion

60. This report presents information to Members of the Force's current position on two key areas prompted by a number of HMIC and IOPC recommendations, but also recognising that these are important areas on which Members would wish to be informed and have oversight. The data presented in this report provides a comparison to be made to the previous year and potential issues or trends highlighted where previous year's data is available. The force continues to develop its framework for collecting data in this area in order to monitor future trends.
61. The City of London Police and City of London Corporation have processes in place to consider the welfare of children entering the custody environment and the force has further demonstrated its commitment by signing up to the 'Welfare of Children in Custody Concordat. However, whilst only one child was remanded in custody this financial year compared to four last year, the request to the relevant local authority to provide secure accommodation yielded the same response as last year, namely none was provided.
62. Data is captured by the Custody Manager on all children and young people entering police custody and shared with senior management on a monthly basis, allowing on-going scrutiny and the identification of any potential issues.
63. The Force has standard operating procedures in place to manage mental health crises both in custody and outside on the street. CoLP does not use police cells as a place of safety for those identified as needing assistance on the street, with tried and tested processes in place under the agreement with the Homerton Hospital.

Appendices

Appendix 1- flow chart of custody procedure for detained Young Person and Children

Appendix 2 – Custody Data- source Niche RMS

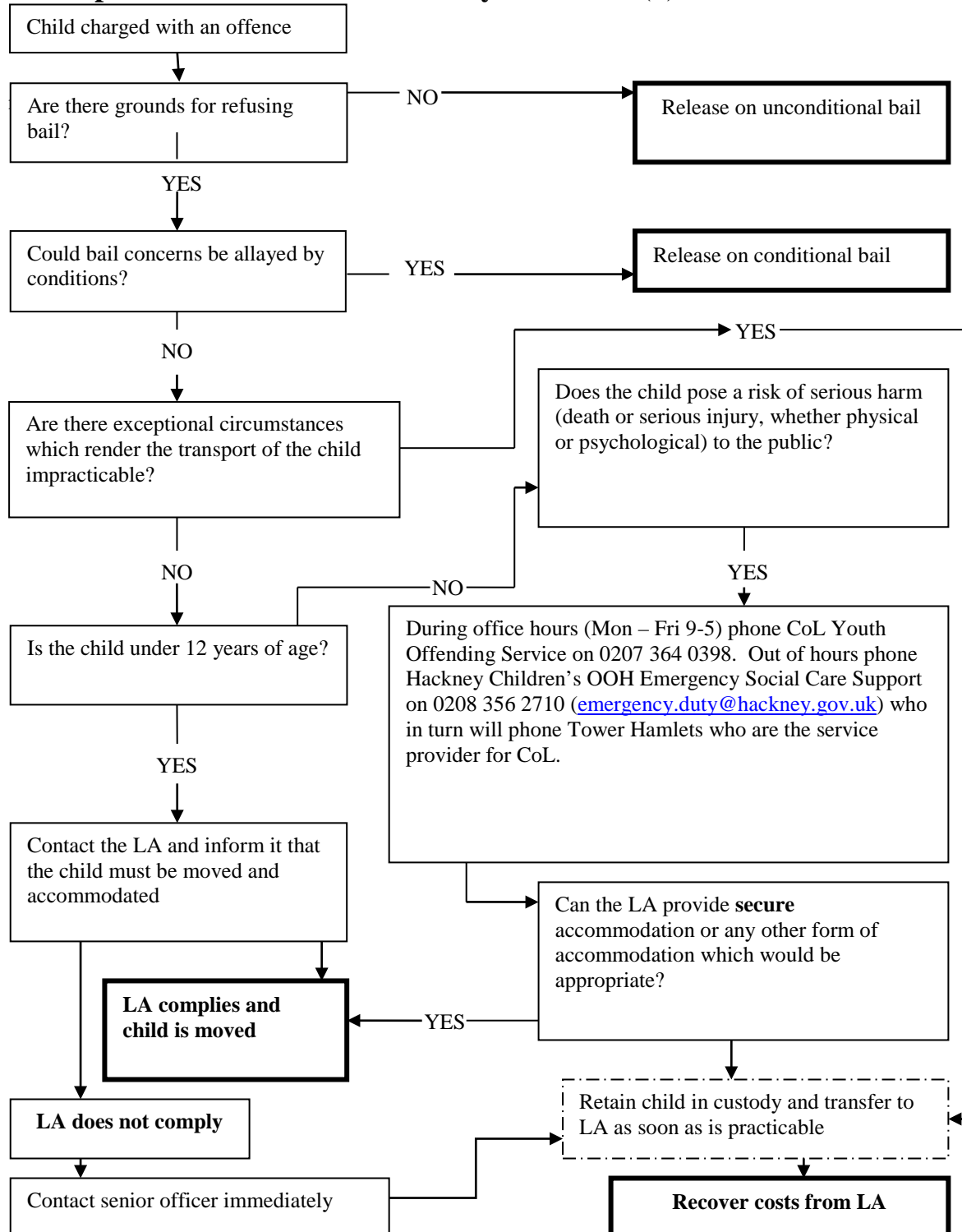
Appendix 3 – Mental Health Data

Appendix 4 – Diagram showing Cluster I of the North and East London Liaison and Diversion Hub

Appendix 1- flow chart of custody procedure for detained Young Person and Children



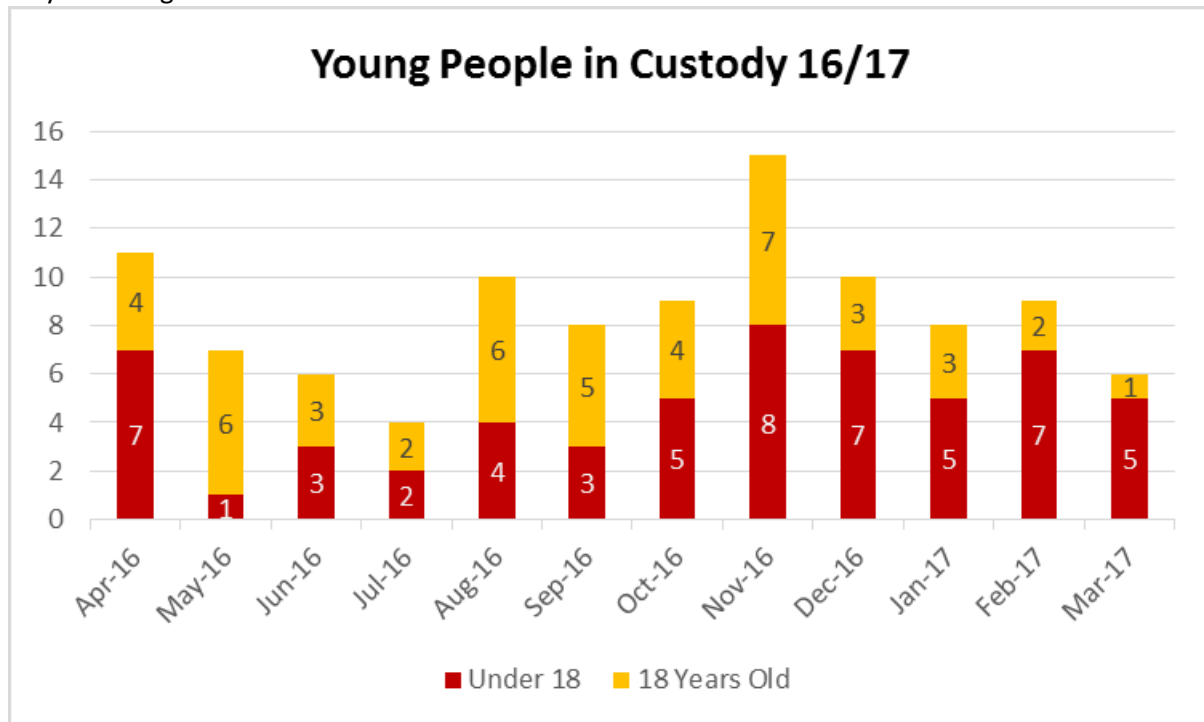
Police process for children in custody PACE s.38(6)



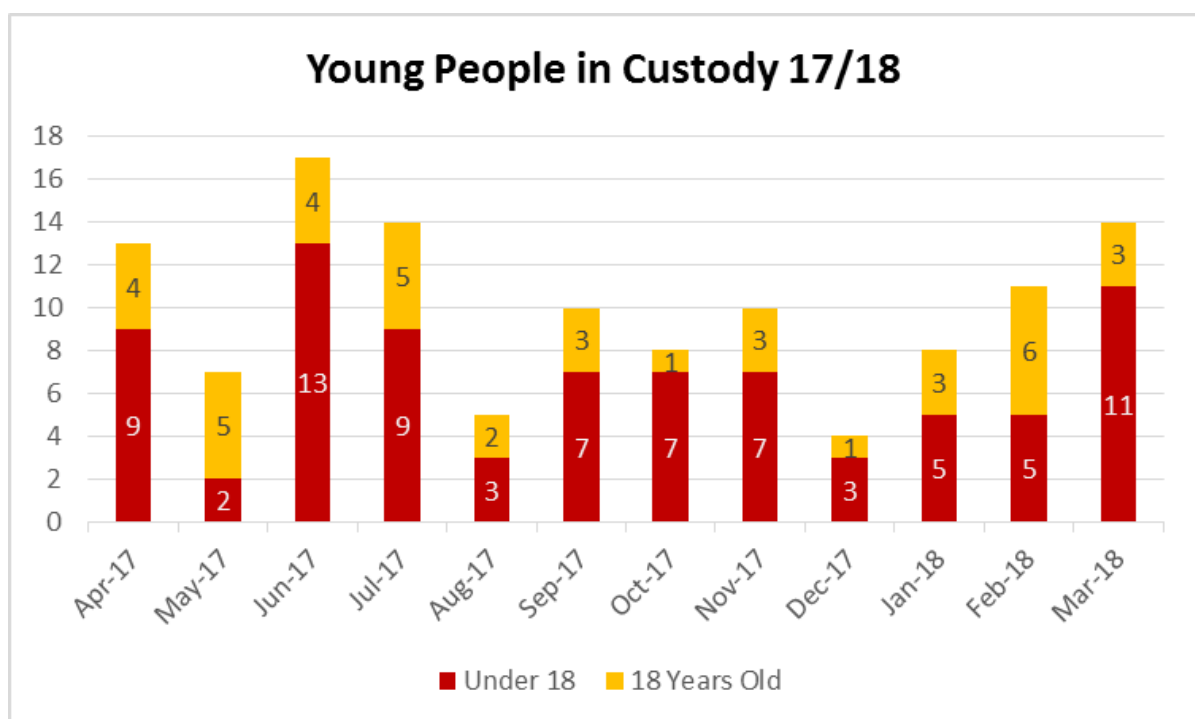
Appendix 2 – Custody Data: Children and Young Persons

1: Number of children and young people (including 18 year olds) in custody

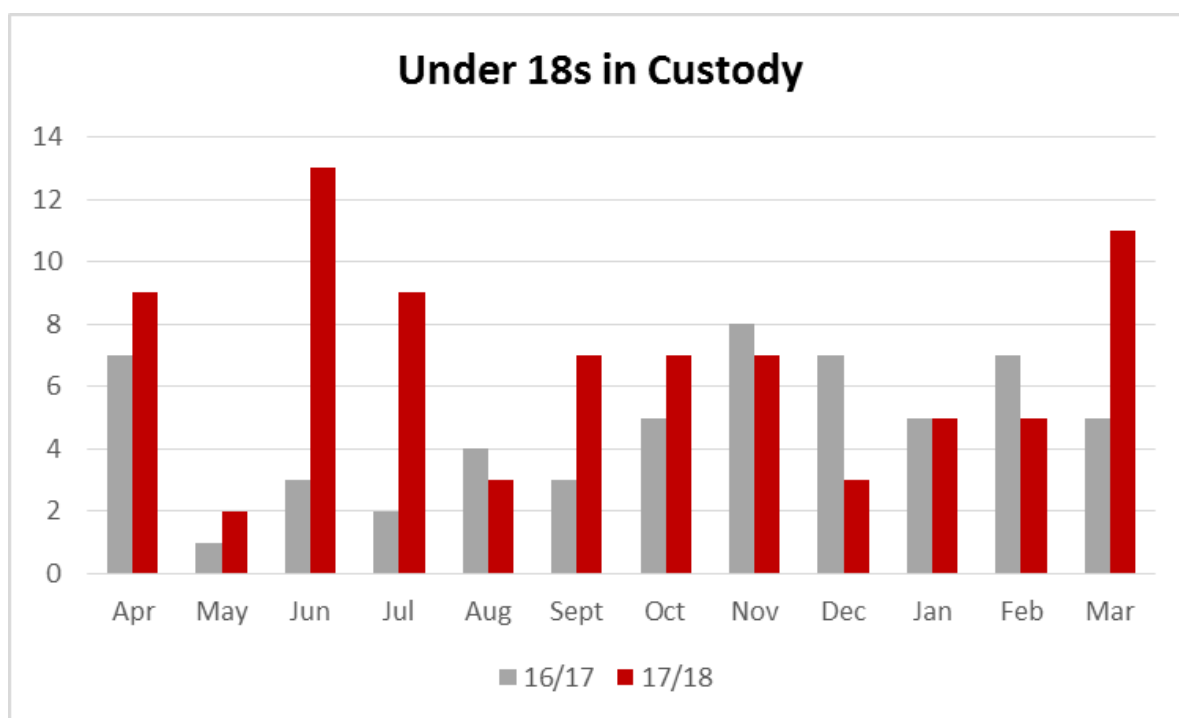
For the financial year 16/17- 103 young people were held in custody, 57 under 18 and 46 who were 18 years of age.



For the financial year 17/18 - 121 young people were held in custody, 81 under 18 and 40 who were 18 years of age. This is a 17% increase on the total figure compared to the previous year

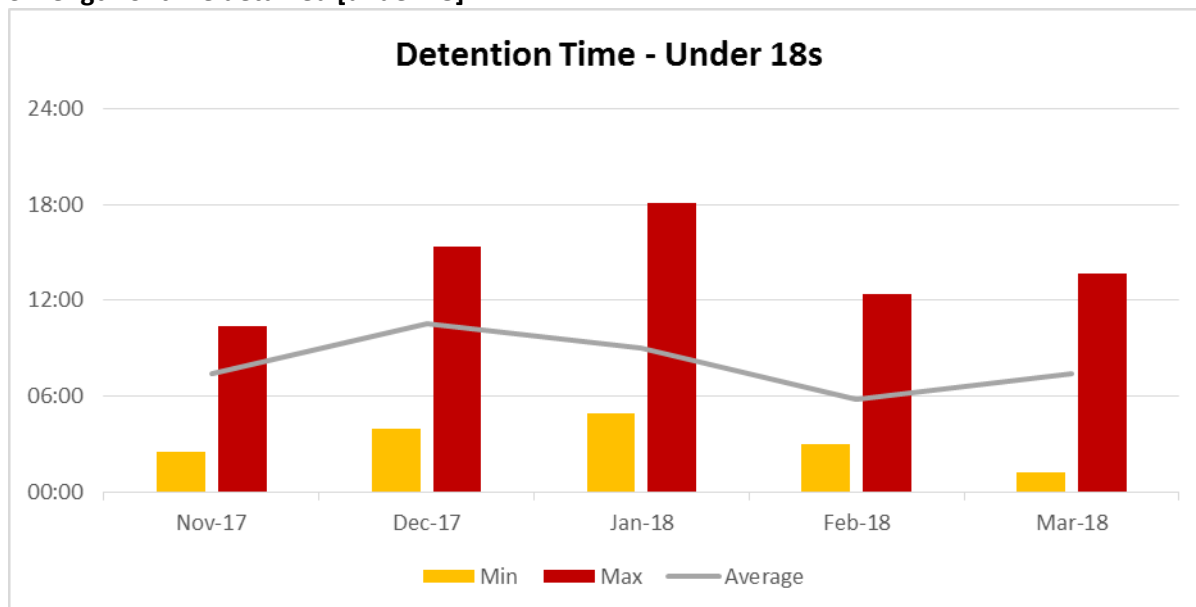


2: Population of children under 18 in Custody 2016/17 compared to 2017-2018



For under 18s the increase is sharper rising by 42% between 2016/17 and 2017/18, there doesn't appear to be any clear patterns of seasonality but levels were highest in June and March this year.

3: Length of time detained [under 18]

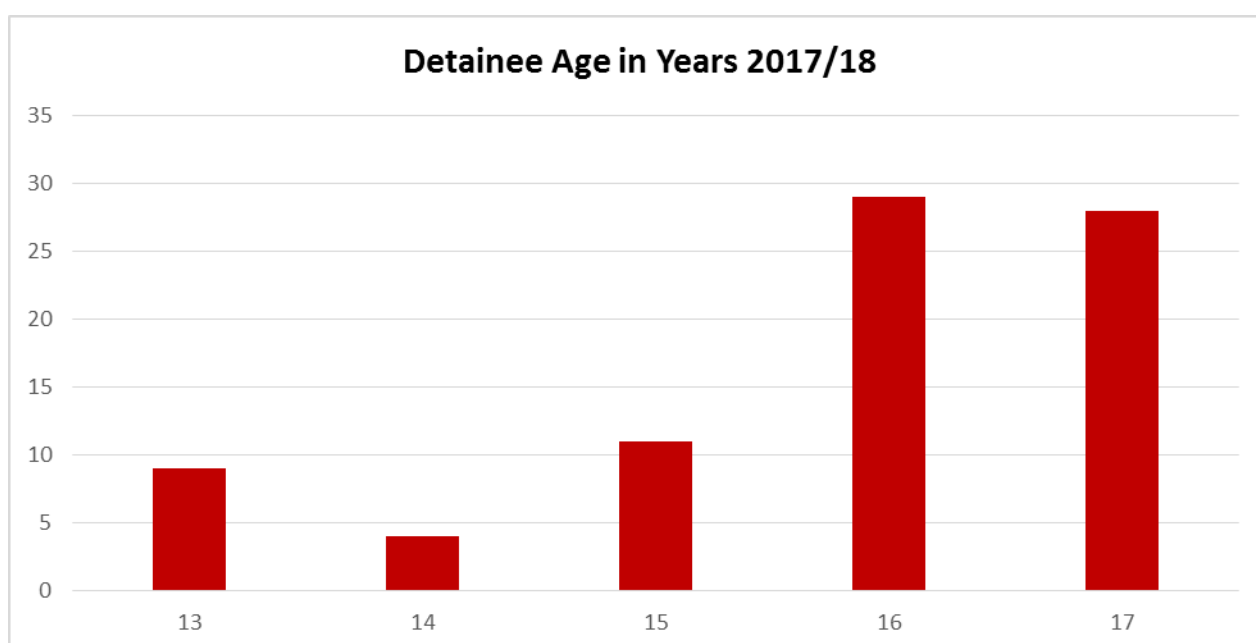


This graph shows the minimum and maximum time detained for children under 18 held in custody. The detention period covers from the time detention is authorised to release. This graph covers November to March as these were the complete months in the financial year recorded on the new custody system NICHE which was introduced in late October 2017. Across the period the average detention period was 08:01 with a maximum of 18:06 and a minimum of 01:12. **The maximum period of detention relates to a 17 year old black male arrested for robbery and possession of cannabis then transferred to BTP for investigation.**

4: Average time spent in police custody by under 18s November 2017 – March 2018 including the average detention time for children charged and remanded that remain in Police Custody as no secure accommodation was provided by the Local Authority.

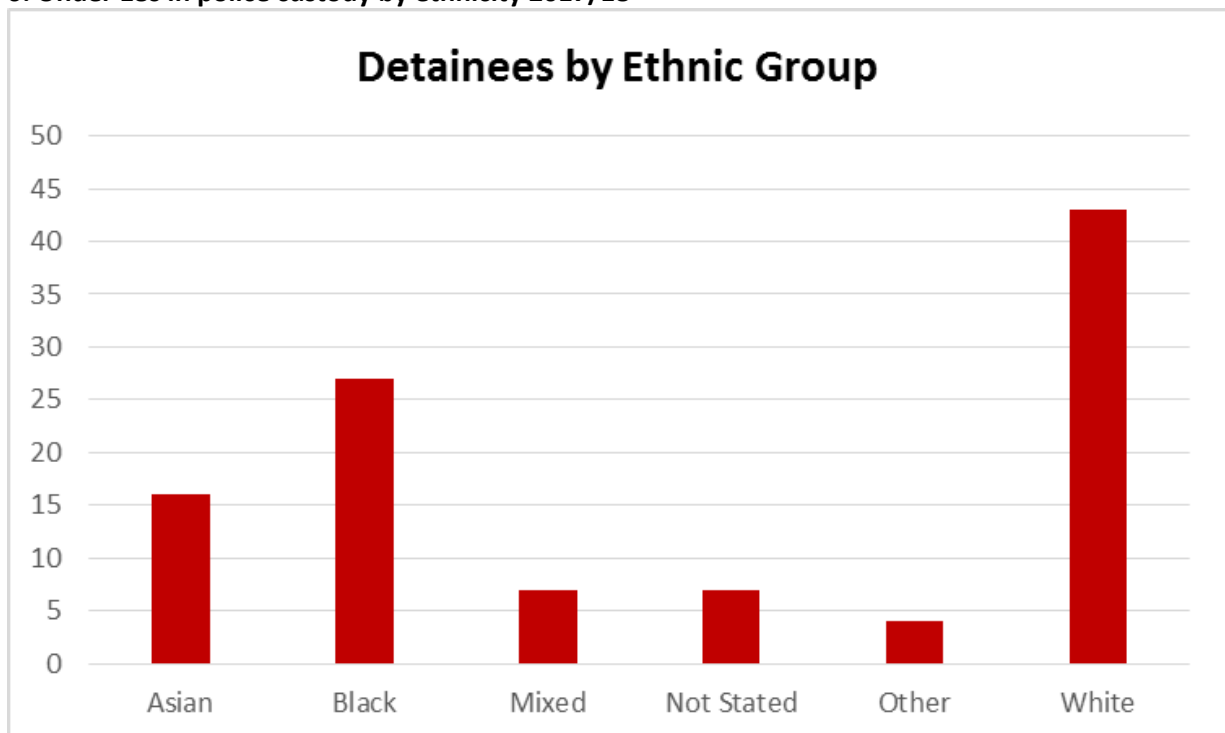
	Min	Max	Average	Count
Nov-17	02:30	10:23	07:25	7
Dec-17	03:57	15:20	10:30	3
Jan-18	04:54	18:06	09:00	5
Feb-18	02:57	12:22	05:46	5
Mar-18	01:12	13:41	07:25	11

5: Children and young people in police custody by age 2017/18



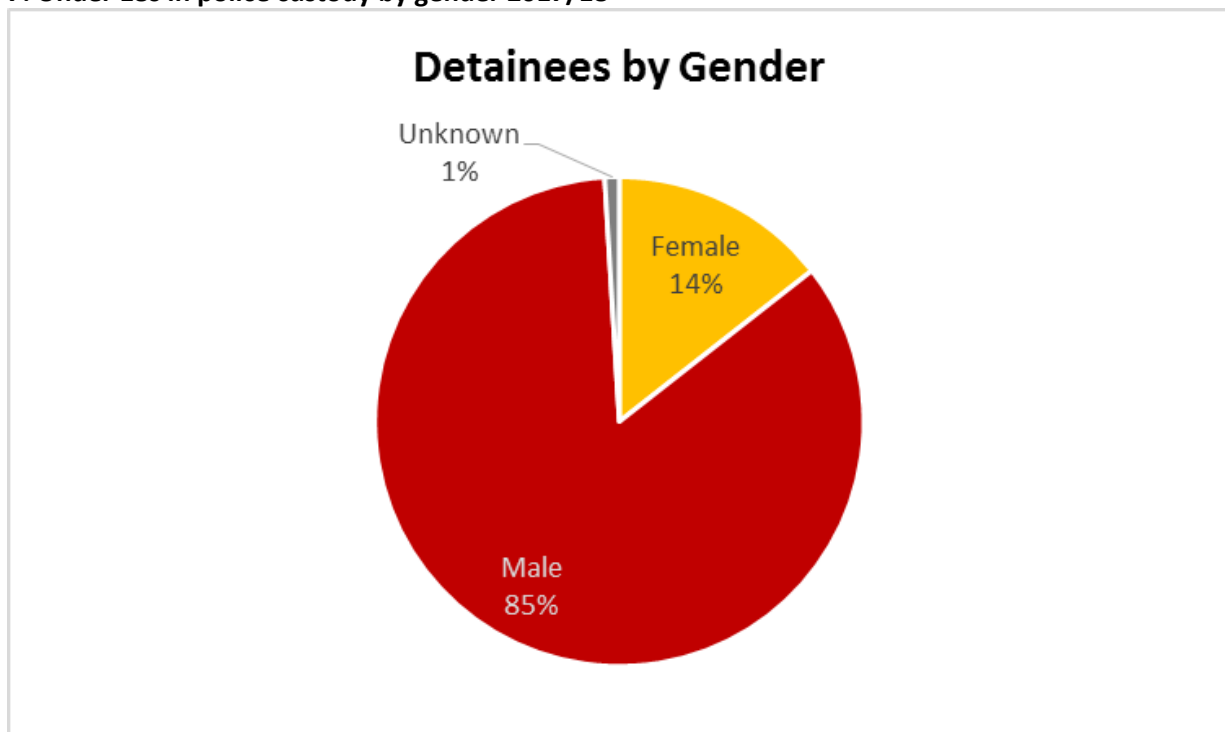
Most under 18s detained in custody during the 2017/18 financial year were 16 years old (29) or 17 years old (28).

6: Under 18s in police custody by ethnicity 2017/18

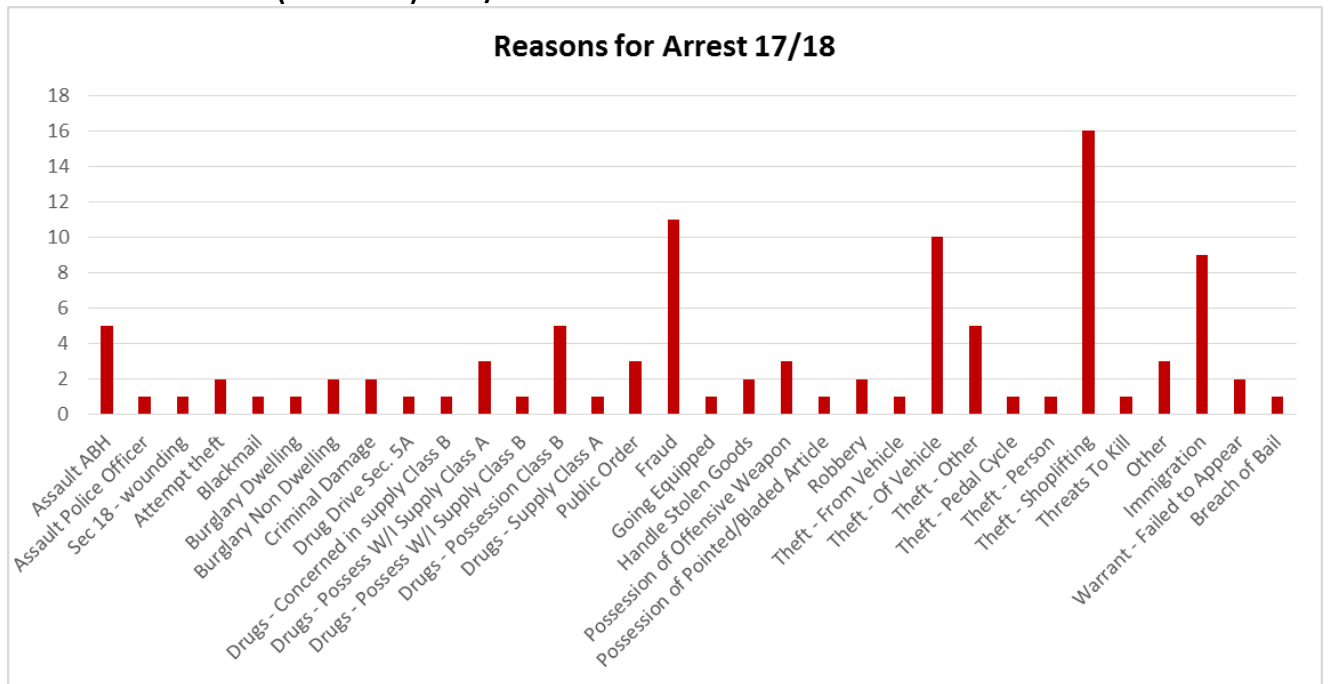


The majority of under 18s held in custody self-defined as white.

7: Under 18s in police custody by gender 2017/18



8: Reasons for arrests (Under 18s) 2017/18



Appendix 3 - Mental Health

9: Police Annual Data Requirement, 2017-18 - Detentions under Section 136 Mental Health Act 1983

Total detentions under Section 136 Mental Health Act 1983			158
			Totals
<u>Age</u>	18 or over	150	158
	Under 18	8	
	Not known	0	
<u>Gender</u>	Male	107	158
	Female	51	
	Other/ not known	0	
<u>Ethnicity</u>	White European	82	158
	Dark European	12	
	Black	30	
	Asian	20	
	Chinese/ Japanese/ South East Asian	3	
	Other	5	
	Not known	6	
<u>Method of transportation to first place of safety</u>	Ambulance	94	158
	Police Vehicle	61	
	Other health vehicle	0	
	Other	0	
	None (Already at a place of safety)	0	
	Not known	3	
<u>Reason for a police vehicle being used</u>	Ambulance not available within 30 minutes	39	61
	Ambulance not requested	5	
	Police or police/ambulance risk assessment (behaviour)	10	
	Ambulance crew refused to convey	0	
	Ambulance re-tasked to higher priority call	0	
	Not known	7	
		Under 18	18 or over
<u>Type of place of safety used (first PoS only)</u>	Health Based Place of Safety	8	150
	Police custody	0	0
	A&E used as POS (if not designated health based place of safety) <u>DO NOT count visits to A&E for illness or injury</u>	0	0
	Private home	0	0
	Other	0	0
	Not known	0	0
Totals		8	150
			Total
<u>Reason for police station being used</u>	Joint risk assessment - violent	0	0
	HBPoS - no capacity	0	
	HBPoS - refused admission (violence/intoxication)	0	
	Arrested for substantive offence	0	
	Other	0	
	Not known	0	

Appendix 4- Cluster I of the North and East London Liaison and Diversion Hub

East London **NHS**
NHS Foundation Trust

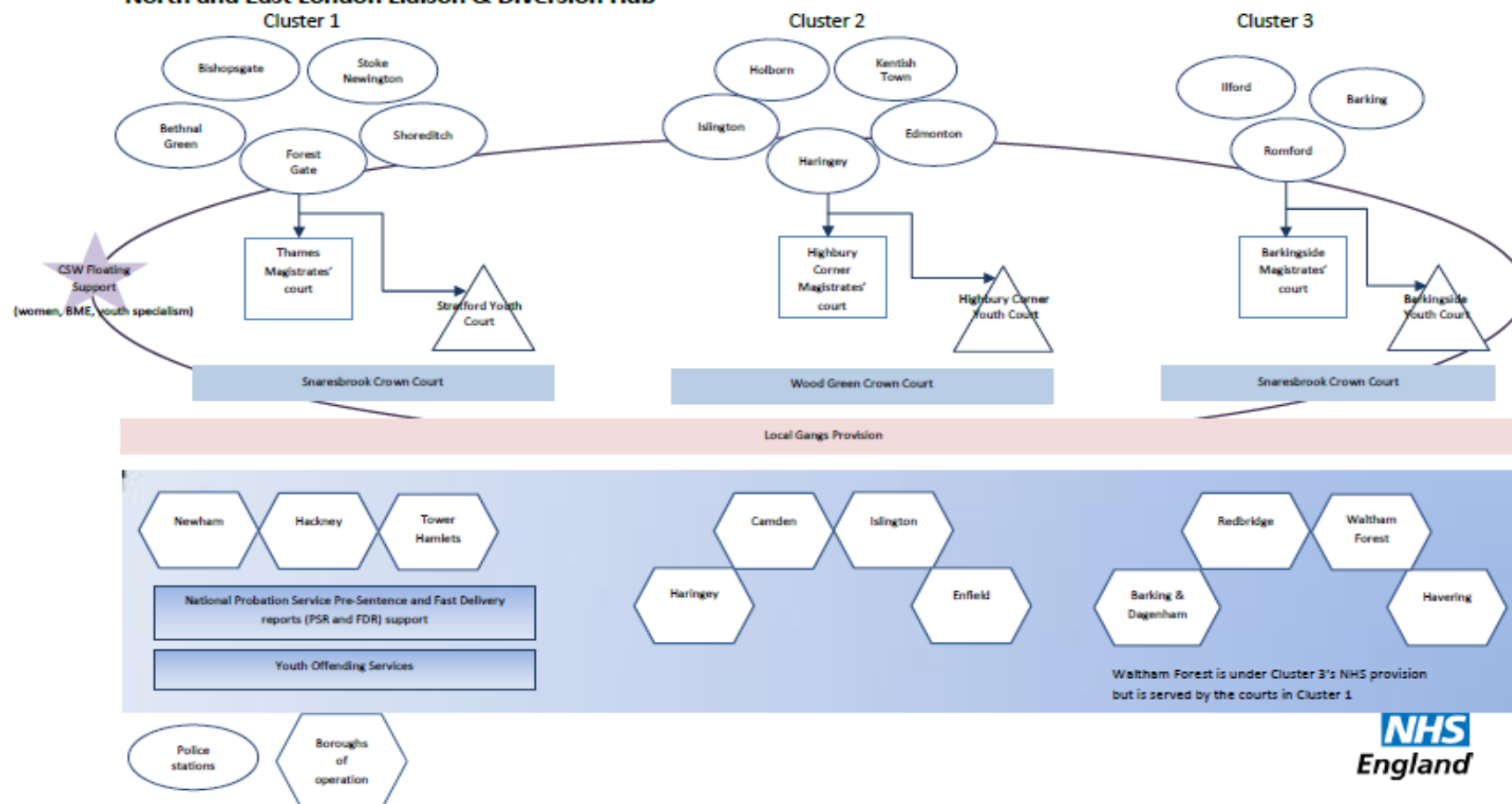
Barnet, Enfield and Haringey **NHS**
Mental Health NHS Trust

North East London **NHS**
NHS Foundation Trust

together
FOR MENTAL WELLBEING

In partnership with NHS England

North and East London Liaison & Diversion Hub



Committee(s): Police Committee	Date(s): 1 November 2018
Subject: Quarterly Community Engagement Update	Public
Report of: Commissioner of Police Pol 78-18	For Information
Report author: T/Chief Inspector Jess Wynne, Communities and Partnerships	

Summary

This report provides an update on engagement activities across five main areas: (1) Counter Terrorism (CT) and communications; (2) Safeguarding the Vulnerable; (3) PREVENTion of Fraud; (4) Anti-Social Behaviour (ASB); (5) Policing the Roads, (6) Community Engagement Review.

- 1. Counter-terrorism and Communications:** Work within CT continues. The team is continuing with their national responsibilities to engage and ensure continuous improvement in security of key sites. Prevent workshops and awareness presentations provided across the City to a number of businesses and institutions.
- 2. Safeguarding and Vulnerability:** The mental health street triage scheme continues to be a success. This service has now increased operational hours to 7 days a week.
- 3. PREVENTion of Fraud and Cyber Crime:** Cyber Protect capability now live within the force. A number of cybercrime prevention presentations have been delivered to organisations, front line officers and schools across the City. CoLP now investigating a similar number of cybercrimes when compared to larger, regional crime units (ROCU's).
- 4. ASB:** Work is ongoing with partner agencies and local businesses to reduce instances of ASB.
- 5. Policing the Roads:** The Roads Policing team continue to conduct enforcement operations around Road safety priorities and working with partners in TFL and the Metropolitan Police to support compliance and licensing obligations.
- 6. Community Engagement Review timeline-** consultation with the IAG is taking longer than anticipated but it is hoped to advertise and commence recruitment to the new Community Scrutiny Group/ IAG during November.

Recommendation(s)

It is recommended that Members receive the report and note its contents.

Main Report

1. Counter Terrorism

PREVENT:

Progress on developing PREVENT in the City:

Prevent Referrals

- 1.1 Over this period there has been an increase in Prevent referrals. Most of these have gone to the Metropolitan Police area due to the home address of the named person. The Prevent referrals are coming from a wider source of reporting officers. A case of note was the on call SIO who was contacted after a person was reported visiting extremist web sites in a local library. All details of this incident were processed in the City and are now being investigated by the Metropolitan Police Service (MPS). Over this quarter there has been one referral to Channel for COLC action. The process has now been completed. Channel Chair personally thanked the good work of the Prevent officer who assisted.

Training

- 1.2 Prevent staff have now been trained as Contact Officers by the Counter Terrorism Command to be able to deal with the impact on families who are affected by a person believed to be involved in terrorist activity. They are now also trained to upload all Prevent referrals onto the national tracking system.
- 1.3 Over this period there has been a continued push to train internal police officers and staff, NHS, Education and local business and residential communities. This has been delivered by WRAP sessions, face to face awareness sessions and information provided on Induction days.
- 1.4 Although too early to say for definite, the Prevent team believe the training is linked to the increased number of prevent referrals.

Community Engagement

- 1.5 Over this period the Prevent Team has continued working with various groups within the City, these include, the Islamic Women's Network, estate youth, the women's network and of note the team has provided information on Hajj Fraud at Heathrow to members of the public going on Hajj pilgrimage and assisted in organising the EID meal on the Mansell Street Estate.

Counter Terrorism Local Profiles (CTLP's)

- 1.6 It was recently identified that improvements could be made in the way the City CTLP is being used. Prevent and the Special Branch analyst will be looking at finding ways to improve its use to ensure that this document content is useable and beneficial within the City. An update will be provided in the next report on the progression of the CTLP.

Prevent Working Group (PWG)

- 1.7 A PWG has now been organised to identify work carried out over the past 3 months and to look at what needs be actioned over the next 3 month period. As a tactical meeting it is designed to be a practical look at what is being achieved and looking for any improvements in the process and best practice. This meeting brings together Communities, Prevent and Special Branch.

PREPARE & PROTECT:

Counter Terrorism Security Adviser (CTSA) team:

- 1.8 The CTSA team continue to proactively support the national CT Protective Security strategy, by providing up to date CT awareness packages, providing holistic CT advice both in relation to physical security and also people security and provide advice on new developments and events.
- 1.9 The team has delivered CT awareness training to 908 people between May and August 2018. This is ACT (Action Counters Terrorism) Awareness (formerly Project Griffin). Project Griffin was rebranded in the summer to ACT awareness to bring it in line with the national CT awareness branding. Largely the product remains the same, aimed at the same people and with the same aims and objectives. It is the branding that is different. There have been many other specific CT briefings and awareness sessions conducted at specific sites within the City. This has included lunch and learning drop in sessions for staff members, postal handling procedures for security teams, table top exercises with building management. The team has delivered Project Argus to 331 policy makers for businesses in the City, helping them to develop their strategies for dealing with a CT incident.
- 1.10 Sectors that the team has engaged with include, financial, retail, tourist and leisure, licensed premises, NHS and Government and local authority.
- 1.11 The CTSAs have responsibility for the local implementation of the Protective Security Improvement Activity (PSIA) process which is a mentored approach to improving security at nationally (and locally) identified priority sites and crowded places. This list of sites is currently under review by the CTSA office in line with the national drive to define crowded spaces (aggregated areas) as well as typically crowded places. Engagement around bringing on new PSIA sites has begun with relevant and appropriate sites.

- 1.12 The team is the national coordinators for the SCan (See Check and Notify) train the trainer courses. SCan is the public facing training package which is aimed at upskilling security teams and public facing staff members in the tactical deployment to detect and deter hostile behaviour. There will be a large demand for this training within the City and our CTSA team are currently supporting the training of a national CADRE of CTSAs to deliver this across the country. The City aim to be able to start delivering SCan by January 2019 and this will be done on a site by site basis according to threat and vulnerability.
- 1.13 We can continue to support the COLC with the Public Realm security review, which looks at existing sites to review whether security improvements are needed and also horizon scans future development. We are also providing subject matter expert advice in relation to key event planning. On the horizon, this includes Lord Mayor's Show and the large policing operational plan attached to it.

2. Safeguarding and Vulnerability

- 2.1 The COLP are continuing their programme of vulnerability training and have been rolling out a new College of Policing developed programme covering vulnerability as a broader thread throughout policing. These sessions have also been opened out to City of London Corporation staff.
- 2.2 COLP attended the Safeguarding Education Forum and presented the process of Op Encompass to schools. This is the process whereby schools are notified if police have been called to an incident of domestic abuse where a child is present. COLP has been liaising with the MPS who are in the process of rolling out a standard procedure across all boroughs. We are looking to mirror this process initially within City schools and eventually to alert schools where City children attend out of borough. Currently aiming for roll out in January 2019.
- 2.3 A Vulnerable Adolescent (VA) intelligence profile and multi-agency has been developed through the Vulnerable Adolescent/MASE (Multi Agency Sexual Exploitation) group and drafts are currently being circulated for consultation and amendments. This will cover areas such as suicide, domestic abuse, data around children in custody to enable the City VA group to have a more holistic overview of patterns and trends affecting young people in the City. The City VA Group chairs are attending Hackney 'Contextual Safeguarding' groups to obtain valuable insight and learning for the COL.
- 2.4 In August, COLP ran a Domestic Abuse campaign to target employers and employees and encourage support within the workplace around Domestic Abuse. This took the form of a digital toolkit including a video featuring a City victim. Further work will be done with the partnership to make this available in other languages.
- 2.5 COLP is supporting National Hate Crime Awareness Week in October alongside the Community Safety Team with several stands and events planned during the week.

- 2.6 COLP is running 'Operation Alarm Call' along with the MPS in October, which involves utilising the volunteer cadets to test the response of City hotels to Child Sexual Exploitation (CSE). Following the operation, hotels will be invited to attend learning events focussing on CSE and vulnerability.
- 2.7 COLP undertook activity under Operation Aidant in September a national operation targeting Modern Slavery and Human Trafficking - the focus in September was on prostitution/brothels and involved visits with trained staff and support agencies to identify possible victims of MSHT.

MH Street Triage Statistics
For the period 31.5.17-30.06.18

Total number of 136's avoided by MHST team	116
Total number of 136's issued whilst MHST on duty	41
Number of 136's issued outside of MHST duty times	142
Total of 136's for this period	183
Total of 136's there would have been for this period if there was <u>no</u> MHST	299
Total number of MH interventions made by MHST	343

- 2.8 The City of London Police now has five mental health professionals that deploy with Response Officers every day from 1700hrs – 0300hrs. This has now moved from the original pilot to a permanent initiative currently funded by East London Foundation Trust (NHS Homerton Hospital and the City of London Corporation). This funding will run until June 2019. An option to fund the scheme from this point from the Late Night Levy is being explored by the Force.
- 2.9 Other pathways of care have been opened up to those in crisis and the vulnerable, the emphasis being on individual care for the person being assessed. They include crisis care team referrals, home treatment team referrals, GP referrals and alternative care plans introduced by the nurse. The figures suggest that the scheme is currently proving to be highly successful: for the year from 31/05/17 to 01/06/18 utilisation of street triage avoided 299 S136 detentions. Put in officer time, given that it takes on average two officers, one van and four hours to deal with a sec136 equates to a saving of 2,392 hours of police officer time which is the equivalent of sixty 40-hour weeks. All referrals, and if necessary, S136 detentions are followed up the next day by the nurse and each patient is updated on the NHS database.

3. Prevention of Fraud and Cyber Crime

- 3.1 CoLP and the Economic Development Office (EDO) of the City of London Corporation have partnered to develop and deliver a cyber strategy incorporating:
- Cyber Griffin, which includes expert briefing, training and scenario planning to help businesses in the Square Mile defend against cyber-attack;
 - A cyber security incident response exercise developed by the University of Bristol as well as tailored research;
 - Bespoke products and advice from the Global Cyber Alliance (GCA); and
 - Stakeholder liaison, promotion, and project management by EDO to optimise implementation of the strategy.
- 3.2 The Cyber Griffin proposal supports the aim of the Government's National Cyber Security Strategy for 2019 to 2021 to make the UK secure and resilient to cyber threats by equipping citizens and businesses with the knowledge and ability to defend themselves against cyber-attack. Members received a full briefing on this earlier in the year.
- 3.3 The Crime Directorates Cyber Crime Unit is the forces dedicated response to all reports of Cyber dependent crime impacting on the City of London, Cyber Dependent Crime NFIB referrals for the City of London Police since 2015 have shown a growth of 339%. 2017/2018 demonstrated a growth in reported Cyber Dependent Crime of 30% compared with the previous year.
- 3.4 The Cyber Crime Unit is proud to be achieving 2 Key Performance Indicators set by the National Police Chiefs Council (NPCC) for Specialist Cybercrime Units, namely;
- 100% of cyber dependent Action Fraud referrals for the City of London Police area are investigated.
 - 100% of cyber dependent crime victims in the City of London Policing area who report to Action Fraud get advice in person or over the telephone to prevent repeat victimisation.
- 3.5 In the last 6 weeks in separate investigations the Cyber Crime Unit has seized in excess of £200,000 in cash, cocaine with an estimated street value of £300,000 and dismantled an Organised Crime Group. 9 arrests have been made and 3 people charged with a £75,000 fraud of a Barbican resident.

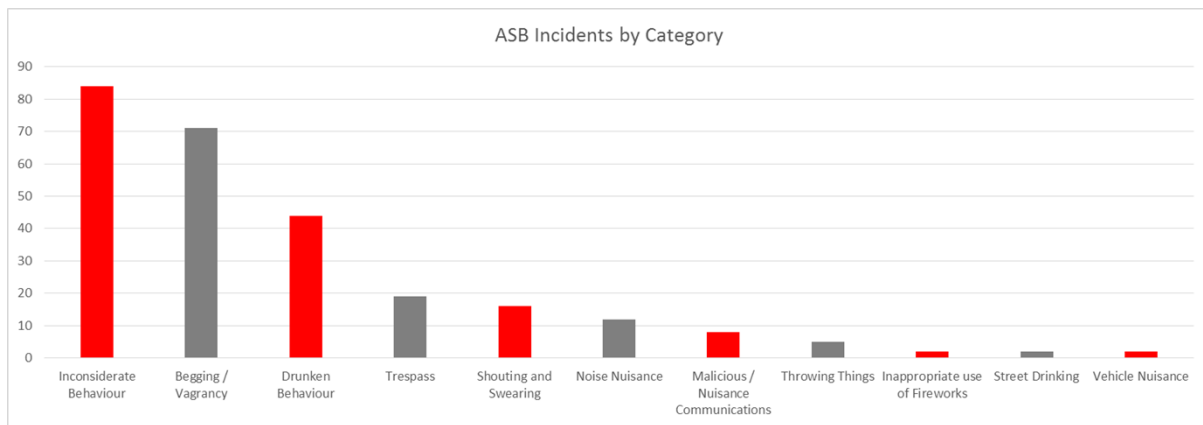
4. Tackling and Preventing Anti-Social Behaviour (ASB)

ASB Incident Data by Month

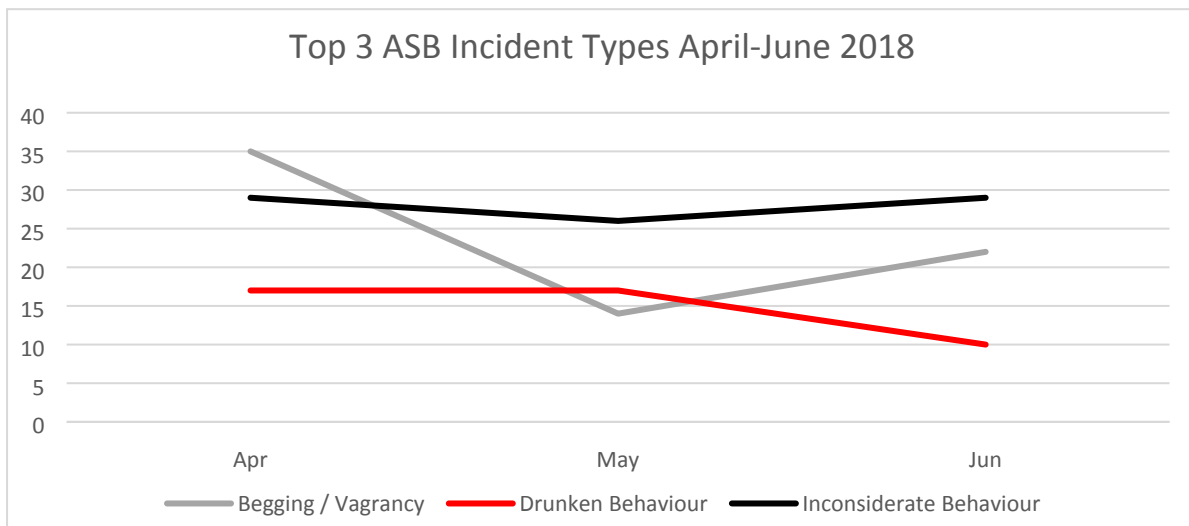
Month 2018	Frequency
April	109
May	72
June	84

Data Breakdown April – June 2018

Highest Recorded Categories of ASB



- 4.1 The above graph demonstrates that **Inconsiderate Behaviour** and **Begging/ Vagrancy** are the categories with the highest number of ASB incidents recorded. There were 84 incidents for inconsiderate behaviour and 71 for ASB Begging/ Vagrancy. The third most recorded are ASB incidents for **Drunken Behaviour**; where there were 44 such reports. These three categories remain the most common from the previous report.



Inconsiderate Behaviour

- 4.2 The graph above shows the trend of ASB incidents for the Q1 three months April-June 2018. Reporting has remained fairly consistent between 26-29 records per month. Interrogation of the occurrence summary highlights this seems to be a catch all category with some records that refer to other categories. The common themes are highlighted below with a brief synopsis, the first three are the most frequently referred issues.

- **Youths:** Congregation of groups of youths causing ASB (shouting, playing loud music etc.). They are commonly reported on bicycles and/or skateboards.
- **Refusal of entry/to leave:** Commonly assistance is requested by bus drivers for passengers refusing to alight. Similar issues have occurred at businesses or with cab passengers.
- **Cup and Ball tricksters:** Incidents refer to London Bridge as the venue with Romanian nationals linked to this activity.
- **Vagrant/Homeless:** Records refer to individuals behaving aggressively or being abusive as a result of blocking rights of way/exits. Some incidents refer to mental health concerns and one was sexual in nature (masturbation).
- **Urination/defecation:** Several incidents refer to individuals relieving themselves whilst in public, one aggressively threatened to do so if refused access to a toilet.

Begging/Vagrancy

- 4.3 Incidents recorded as begging and vagrancy decreased quite sharply between April and May, this could be due to the successful implementation of Operation Luscombe.
- 4.4 There were some recurring themes to incidents found by qualitative analysis of the incident summaries;
- **Rough Sleepers:** More than half of the recorded incidents in this period, 62%, relate to the presence of rough sleepers, usually blocking an entrance or fire exit.
 - **Begging for food/drink:** Homeless people in bars, restaurants or cafes asking for free food or drink from customers and staff.
 - **Begging:** The next most common incident theme related to generic begging incidents, usually in or around transport hubs.
 - **Aggressive Behaviour:** There were a few reports of beggars becoming aggressive with members of the public and in one case following them to their place of work.

Operation Luscombe – Initial Review Period.

- Operation Luscombe has been running for a period of 3 months with 6 successful intervention hubs completed.
- During the reporting period 123 notices were issued, one person was arrested and summonsed for the offence of breaching a Community Protection Notice (CPN) and is currently awaiting a court date.
- The initial information that has been gathered from Operation Luscombe indicates that many of the people that beg within the City of London Police area travel into the City to conduct that activity and they will continue to do so whilst members of the public are willing to provide. It should be noted that a large proportion of beggars are currently housed, or have offers of accommodation, with many choosing to remain on the streets and beg to feed their cycle of addiction to hard drugs.

- There is an expectation that this number will reduce over the next 6 months with the Autumn/Winter weather approaching and also the winter provision being offered by local services becoming more frequent and generous.
- The community and the Force Intelligence Bureau report that begging in previous hot spots appears to be on the decline. Associated with the local begging problem, two established homeless encampments were removed due to the antisocial behaviour.
- Going forward Operation Luscombe will continue to run on a reduced basis for a further 6 months with one hub per month.
- BTP has agreed to fully co-operate and support Operation Luscombe for the next 6 months particularly relating to transport hubs.
- Tower Hamlets have been fully supportive of the CoLP approach and due to the disproportionate number of the beggars from that particular borough, they have been approached to request the assistance of their own rough sleeper team at the Intervention hub.
- As expected, partial displacement has occurred and we are working with our neighbouring boroughs to positively engage with anyone displaced and reinforce the offers of accommodation and assistance with drug and alcohol services via WDP or Providence Row.
- It was established that the media attention around Operation Luscombe and the potential appreciation by members of the public was quite low. The buy in from the general public and the reduction of money being given to people begging was encouraged.
- The Rough Sleeper Sub-Committee are fully aware of the project and are supportive.

Drunken Behaviour

- 4.5 Incidents relating to drunken behaviour occurred with similar frequency in April and May and have dropped slightly in June. Again this may not be a true picture of incidents as drunkenness could also be recorded in other ASB categories such as shouting and swearing, inconsiderate behaviour and street drinking.
- 4.6 The themes of recorded incidents here were;
- **Refusal to leave:** Drunken individuals or groups refusing to leave a location, ranging from licenced premises to fast food restaurants or transport vehicles.
 - **Drunk in the Street:** Individuals appearing drunk and/or incapacitated in the street.
 - **Aggressive Behaviour:** Individuals becoming abusive and aggressive either with bar staff or police officers.
 - **Public Urination:** There were a number of reports of intoxicated individuals urinating in public.
- 4.7 There was one incident that specifically mentioned the individuals involved were a group of rowdy football fans (World Cup).

5. Policing the Roads

- 5.1 The Transport and Highways Operations Group undertake criminal enforcement relating to road use and have run specific operations targeting

commercial vehicles, motorcycle offences, pedal cycle offences, seatbelts and excess speed.

- 5.2 Since April 2018, specialist Roads Policing officers have been deployed in support of operations to tackle vehicle-enabled crime.
- 5.3 Work continues with TfL Public Carriage Office compliance staff, undertaking compliance checks on hackney carriage and private hire vehicles.
- 5.4 CoLP Commercial Vehicle Unit has continued working as part of the pan-London Freight Compliance Unit, undertaking targeted enforcement of the commercial vehicles in conjunction with Driver and Vehicle Standards Agency and MPS.
- 5.5 CoLP took part in an operation to tackle drink and drugs driving led by the NPCC 14th June – 15th July involving any moving traffic offence – all offenders to be breathalysed and drug tested. During this period there were 6 arrests made in relation to drink drive.
- 5.6 During the period 27th August – 2nd September 2018 there was a National Motorcycle week of action. Two motorcycle patrol officers, in company with one representative from the City of London Corporation Road Danger Reduction Team engaged with motorcyclists across the City of London. Primarily, the campaign was initiated from an educational viewpoint, promoting the BikeSafe scheme and the Motorcycle Skills session. Throughout the reporting period, a total of 103 Motorcycles were stopped by patrolling officers and over 78 Bikesafe Leaflets were personally handed to riders offering a discounted Rider Skills Day and 20 Bikesafe Rider Skills days were offered via The Corporation of London Road Safety Team.
- 5.7 The Force continues to tackle the issue of cyclists running red lights and riding on pavements where there are hotspots identified. This is tackled through enforcement activity as appropriate and speaking to and educating cyclists committing these offences.

6. Community Engagement Review –implementation

- 6.1 As reported to your September Police Committee, the Assistant Commissioner and the Commissioner tasked a review of Community Engagement with the aim to build on current relationships within the community to ensure we are meeting everyone's individual needs. The Commissioner undertook to update Members on the timeline for the implementation of any change.
- 6.2 Members may recall from the September Equality and Inclusion Update that the Force is looking to diversify the Community Scrutiny Groups and the IAG by amalgamating them into one, City of London Police Community Group (CPCG). There will be a Chair, Deputy Chair, Special Interest Area led members and then the CPCG and IAG members. We would like our community members to be our critical friends so that we can learn from each other. The Superintendent of Community Policing wrote a personal article asking for

members of the public to put themselves forward, in the City Matters newspaper. We have been consulting with the IAG since June and we are awaiting their comments and thoughts. Our next step will be to promote our recruitment of new members by social media and more traditional personal interaction to encourage those of all ages to consider this opportunity.

- 6.3 The E&I Manager has already engaged with the members of the community in the Mansell Street Estate and with the Kings Cross Brunswick Neighbourhood Association (KCBNA) who work with communities by providing activities for the communities to attend. They have an Older Peoples Group, Youth Team, Bangladesh Community Group, Chinese Community Group and a Somali Community Group. The KCBNA Youth Worker has agreed to work with CoLP on Stop & Search and our community scrutiny groups. To meet community members cultural and religious needs, we will be using video link to interact with them. To assist with any language barriers and cultural understanding, there will be a community member from each community group who will act as a community liaison person to assist with the video link, meetings and training.
- 6.4 In terms of timeline, the Force was hoping to start advertising and recruitment campaign in October, but the consultation process with the IAG is taking longer than anticipated. The Commissioner met with the Chair of the IAG w/c 15th October. CoLP is hoping the consultation process will be concluded by the end of October and this will allow the force to start the recruitment process. A further update on progress will be submitted to your Committee in January 2019.

7. Conclusion

- 7.1 This report informs Committee Members of some of the community engagement and intervention activities undertaken since the last report and highlights current issues and the City of London Police response.

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Committee(s): Police Committee	Date: 1 November 2018
Subject: Stop and Search update -Best Use of Stop and Search -Report on the removal of more than Jacket, outer clothing or gloves (JOG) during stop search	Public
Report of: Commissioner of Police Pol 77-18	For Information
Report author: Lee Presland, Superintendent Response and Operations, Uniformed Policing Directorate	

Summary

This is an update to the report provided to your Committee in 2017 (Pol 21-17 refers) and details developments on the City of London Police (CoLP) management and implementation of stop and search tactics in line with Home Office-led Best Use of Stop and Search Scheme (BUSS).

The report continues the discussion of searches involving more than the removal of outer coat, jacket and gloves, although these searches were small in number and do not feature as a particular issue or point of discussion in the most recent HMICFRS report covering stop and search: *'PEEL: Police Legitimacy (including leadership) An Inspection of City of London Police HMICFRS' (December 2017)*

Police legitimacy – a concept that is well established in the UK as 'policing by consent' – is crucial in a democratic society. The police have powers to act in ways that would be considered illegal by any other member of the public. Therefore, it is vital that they use these powers fairly, and that they treat people with respect in the course of their duties.

To achieve this support – or 'consent' – the public needs to believe that the police will treat them with respect and make fair decisions (while taking the time to explain why they are making those decisions), as well as being friendly and approachable. This is often referred to as 'procedural justice'. Police actions that are perceived to be unfair or disrespectful can have an extremely negative effect on police legitimacy in the eyes of the public.

The Best Use of Stop and Search Scheme or BUSS was announced by the Home Secretary to Parliament on 30th April 2014. The principal aims of the scheme were to achieve greater transparency, community involvement in the use of stop and search powers and to support a more intelligence-led approach, leading to improved outcomes, for example, an increase in the stop and search to positive outcome ratio. Stop and search is a complex issue and requires a tailored response in the City due to its unique environment, particularly as a large number of those stopped and searched live outside of the City boundaries. CoLP is dedicated to ensuring that stop and search is carried out appropriately and justifiably and that the force and officers remain accountable for their searches.

Whilst the force has now been acknowledged as fully compliant with the requirement of the BUSS scheme, it was still assessed by HMICFRS as 'requires improvement' for this area of policing within the recent legitimacy report. In particular it was emphasized that improvement was required in the key areas of training, supervision and management of data.

An effective and detailed training package is currently being rolled out across the force which should improve both officer knowledge and awareness of reasonable grounds as well as improved supervisory oversight. Equally, IT developments with use of the new hand held devices should improve inputting of data in turn improving quality of data returns.

Finally, the force's new crime management system NICHE, whilst still subject to teething issues, should ultimately enable the force to better identify any areas of stop and search where disproportionally may exist and either be able to explain it as a legitimate result of anomalies between the residential and migrant population of the City, or if confirmed as a disproportionality issue, be able to better understand what part of the population is being affected and why. In this way remedial action such as training, improved leadership and if necessary individual accountability of poor performing officers can be effectively addressed.

At the same time, the force was complemented by HMICFRS for its efforts to improve its public engagement in an environment of limited interest and it continues to expand the diversity and depth of contact in this area.

Recommendation

It is recommended that Members note the report.

Main Report

Background

1. The main facts and figures show that:

- There were 1574 stop and search incidents in City of London in the financial year 2015/16 at a rate of 3.9 per 1,000 people compared to a force average for England and Wales of 4.8 per 1000 people¹
- The number of stop searches conducted by City of London Police continues to decline with a total of 1122 searches conducted for 2017/18²
- Between 2010/11 and 2014/15, in England and Wales the likelihood of Black people being stopped and searched fell from 6 times that of White people to 4 times that of White people; it then rose again to just over 8 times more likely in 2016/17³

¹ PEEL: Police Legitimacy (including leadership) An Inspection of City of London Police HMICFRS (December 2017)

² Niche RMS

³ Home Office Policing Statistics: Ethnicity Stop Search Facts and Figures (May 2018)

- In 2015/16, in the local population of City of London Police, Black people were 8.1 times more likely to be stopped and searched than White people. This is in line with the national average⁴
 - In England and Wales there was an arrest rate of 17% in the year ending March 2017 following any stop and search.
 - City of London police had the highest arrest rate, with 33% of searches leading to an arrest.⁵
2. In 2014, the Home Office and College of Policing launched the Best Use of Stop and Search (BUSS) scheme. The scheme aims to achieve greater transparency and community involvement in the use of stop and search powers, and to support a more intelligence-led approach, leading to better outcomes. The scheme sets out guidance on:
- Data recording and publishing;
 - The introduction of lay observation policies to allow members of the public to accompany officers on patrol when they might observe stop and search powers being used;
 - The introduction of a community complaints trigger, a complaint policy which triggers explanation to local communities when large numbers of stop and search-related complaints are received; Reducing the use of stop and search powers under section 60 Criminal Justice and Public Order Act 1994;
 - Monitoring the impact of stop and search on young people and black, Asian and minority ethnic communities.
3. In 2015, HMIC assessed the compliance with each feature of the scheme in each of the 43 Home Office-funded forces in England and Wales, as part of its 2015 PEEL Legitimacy inspection. That inspection identified that:
- Only 11 forces were complying with all five features of the scheme;
 - 19 forces (including the City of London Police) were not complying with one or two features of the scheme; and
 - 13 forces were not complying with three or more features. (In February 2016, the Home Secretary suspended these forces from the scheme.)
4. City of London Police was found not to be complying with:
- Recording and publishing outcomes including showing the connection between outcomes and objects,
 - Monitoring the impact particularly on black, Asian and minority ethnic people and young people.

⁴ PEEL: Police Legitimacy (including leadership) An Inspection of City of London Police HMICFRS (December 2017)

⁵ Police powers and procedures, England and Wales, year ending 31 March 2017 Statistical Bulletin 20/17

5. When HMICFRS re-visited the City of London Police in late 2016, they found it to be fully compliant emphasising the following key areas:
 - The working group on stop and search and use of force provides internal challenge and a link to organisational learning;
 - The force discusses feedback from the external community scrutiny group while having access to a wide range of stop and search data and Body Worn Video (BWV) footage.
6. However, HMICFRS also found that the force needed to improve its scrutiny and understanding of this data, so that it can identify and act on concerns. HMICFRS acknowledged that the force is aware of the data showing that black people are eight times more likely to be stopped and searched than white people. It further emphasised that the force contends that the massive influx of people, including black people, travelling to the area daily for work or pleasure, changes the profile of the population of the area and skews the data, given the small residential population. HMICFRS acknowledges that this is likely to be true, as the increase takes the population to around 400,000, and so is a significant change, but emphasised that the force has not yet carried out research to confirm this.
7. HMIC recognised that the introduction of a new IT system in 2017 should allow the force to present all its stop and search data in a way that made it easier to scrutinise, but an understanding of how this material can improve individual and organisational learning needs to be developed.
8. HMIC also found the community scrutiny group provided appropriate challenge to the force on stop and search and use of force. The force has had difficulties in attracting members to this group but has taken positive steps to attract a wide and diverse membership, including contacting local residents using social media. Members will be aware from the Equality and Inclusion Update to your September Committee that work is progressing on re-vamping this group along with the Independent Advisory Group.
9. During the 2017 inspection, HMIC reviewed 200 stop and search records; 42 did not record grounds that they considered reasonable indicating that some officers and supervisors either still do not understand fully what constituted reasonable grounds or did not know how to record them properly. HMIC emphasised that the position had not improved since 2013; indeed, it had worsened slightly but recognised that part of the decline may have resulted from the introduction of a new electronic hand-held device, a 'tough pad', in 2016, which officers, staff and supervisors found difficult to use to record and supervise stop and search. HMIC also noted that in 55 of the 200 records reviewed, the item searched for was found.
10. Overall the force was assessed as 'requires improvement' in relation to its use of stop and search with the following listed as areas for improvement:
 - The force should ensure that all relevant officers have received appropriate training on the use of stop and search powers.
 - The force should maintain and monitor a comprehensive set of data to understand the impact of its use of stop and search powers.

- The force should ensure that all relevant officers and supervisors understand what constitutes reasonable grounds for stop and search and how to record them.

Progress

What is disproportionality?

11. When the Equality and Human Rights Commission (EHRC) published their Stop and Think report in 2010 looking in to the use of stop search by UK police forces they used two measures to assess fairness in terms of ethnicity; a disproportionality ratio and a count of excess stops. Since then disproportionality has become a key measure for forces when examining the use of stop and search. The ratio looks at how much more likely black and Asian people are to be searched than white people based on their prevalence in the local population. Calculating the figure in this way allows for comparisons between forces of different sizes and ethnic diversity.

Disproportionality and the City

12. Traditionally disproportionality towards a particular ethnic group within a force has been assessed using the residential population divided into different ethnic groups compared to the number of people actually stopped from each ethnic group. However, this becomes problematic when applied to the City of London Police owing to its small residential population and large influx of people living outside who come into the City of London for work or recreational purposes.

13. When comparing potential disproportionality rates within the City of London, a possible alternative option available is to use the workday population as the 'resident population' which includes all people who gave a fixed work place in the City and those residents who are at home during the day. However given that 60% of stops occur outside of a typical working day (Monday-Friday 08:00-18:00) this is also unlikely to give an accurate representation.

14. Another option is to look at the residential addresses of people stopped to better understand where those coming into the City of London have travelled from. For the first quarter of the financial year 2018/19, figures of those stopped show 61% live in the greater London area, 12% are of no fixed abode, 13% are from other areas and 14% did not give their address. Given that over three fifths of those stopped are London-based but not residents of the City of London, it is in the process of being decided that whether from the start of the reporting year 2018/19, rates of disproportionality will be calculated using the residential population figures for the whole London region and the stop search figures duly published in this manner. By using this method, black people are still disproportionately more likely to be stopped than white people but the figure is reduced to twice as likely.

15. This disproportionality rate may be further reduced if it takes account of the fact that City of London officers are frequently deployed to tackle gang violence in areas with a higher proportion of black residents and are conducting stops within these areas. Further analysis is being conducted to ascertain the accuracy of this hypothesis.

Data Collection

16. The extraction of data has proved difficult owing to a transfer of the force crime recording systems to Niche⁶ RMS (Records Management System). Subsequent committee reports will enable quarterly comparison of data on Niche in line with the imminent publishing of quarter one of 2018/19 on the force's website. (See Appendix 1)

Stop and Search Working Group

17. The City of London Police set up a new working group in 2016, the Stop and Search and Use of Force Working Group, recognising the additional work that was required in improving our approach to stop and search. The group continues to work on the progression of action plans and to increase scrutiny of and transparency of data. A stop and search action plan has been developed and progressed, being monitored and updated monthly by the working group. The group is chaired by Superintendent Lee Presland of the Uniformed Policing Directorate.

Community Scrutiny Group

18. The Force set up a Community Scrutiny Group (CSG), focused not just on stop and search but also use of force and deployment of Taser. The purpose of this group is to monitor how Stop and Search is used and also to highlight where improvements can and should be made. CoLP has recently reviewed and revised how it engages with the community in terms of community scrutiny and is keen to reach out to a wider audience. The CSG has become less effective over the years and the level of scrutiny required is not being achieved.
19. As aforementioned, CoLP are looking to introduce a new CSG which will be an amalgamation of the CSG and Independent Advisory Group (IAG). The new CSG will represent a more diverse community base in terms of ethnicity and social groups. The Force started to consult with community groups within the square mile and on the outskirts of its geographical border. This is in line with a recognition that a majority of the individuals that come police attention do not reside in the City of London. Equally, the Force serves international and local businesses, community services and residents. Superintendent Lee Presland recently wrote an on-line article to promote CSG. The Force Equality and Inclusion Manager has also engaged with a BAME community group from the Mansell Street Estate and with a diverse community group that is on the outskirts of the City.

⁶ Niche RMS is CoLP core operational system, supporting the management of information in relation to people, locations, vehicles and incidents, and compliant with the principal doctrines of UK policing. The system supports crime, intelligence, incidents, property, custody and case file prep

Community Engagement Patrols

- 20.** The City of London Police strives to be an open and trusted organisation with our community having confidence in us. To contribute to this ethos we welcome members of the community to experience our work through Community Engagement Patrols.
- 21.** The Community Engagement Patrol forms part of our commitment to the BUSS. Members of the community are able to accompany officers on patrol to observe the use of stop and search and wider policing powers.
- 22.** The aim of the Community Engagement Patrol scheme is to improve public trust and confidence in City of London Police through reassurance that CoLP's processes and procedures are transparent, by allowing members of the public, on successful application, the opportunity to observe everyday policing activities. This is designed to allow the community to engage with police staff, increase understanding of our work and allow for feedback to be given to our Community Scrutiny Group about their experiences. The intention is that this process will increase trust in the police.
- 23.** The Community Engagement patrols provides opportunities for members of the local community to accompany officers on patrols and enables two-way learning to take place bringing the police closer to the public and the public closer to the police. Community engagement patrols have been taking place since 2016 where members of the public of varied ages and ethnicity have been out on patrol with City of London Police officers. Since the commencement of these patrols on average three members of the public a month are taking part in this scheme.
- 24.** The scheme has been highlighted through the force's Twitter account, the City of London Police external website and community outreach programs, to increase our audience and reach and connect with more diverse groups of communities within London.
- 25.** The Forces Equality & Inclusion Manager has also been liaising with several harder to reach communities that border the City of London Police environs, to increase participation and engagement. Hopefully, interactions between Police officers and members of the public will increase confidence and satisfaction and expand the knowledge and understanding of our Police Officers to the needs and issues of our local & business communities.

Electronic hand-held devices (Tough Pads)

- 26.** Since November 2016 the new electronic hand-held devices (Tough Pads) have been used by all front line officers to record all information involving stop searches automatically. The devices have allowed prompt and accurate collection of data, have helped in reducing the time persons are detained, reduced errors and highlighted any trends in crime, powers used or persons stopped.

27.At the same time, as noted by HMICFRS, there have been some issues associated with the use of the hand-held electronic tablet devices and the overall digitisation of the stop search process. Some of this can be levelled at the introduction of an increased requirement for more data under the principles of BUSS which coincided with the digital roll-out. Whilst the quality of submissions has improved as officers have become more competent in use of the tablets, it is acknowledged that the use of Windows on tablets is challenging. A planned move from tablets to Smart phones should enable officers to complete electronic forms more effectively reducing the number of errors and omissions.

Training

28.The Force's Learning and Development Department is currently delivering refresher training to all front-line officers on grounds for stop and search, based on the latest guidance from the national stop and search team and College of Policing training. The aim of the training is to give officers confidence to use their powers legally, fairly, professionally and transparently and help them recognise the potential for unconscious bias. The training is designed to support officers to demonstrate clear, objective and reasonable grounds before conducting a search and to assist them to make decisions clearly and treat members of the public fairly and respectfully.

29.Learning and Development commenced training on 5th April 2017. As of 4/10/18, 183 officers have received the updated stop and search training. Out of the 537 outstanding officers left to train, only 199 of those outstanding are considered a priority owing to performing an operational role⁷. By the end of the year all officers who are considered a priority will have been trained. Six courses have so far been run with another ten more planned and 50% of eligible delegates have already pre-booked to attend. All front-line supervisors are also receiving refresher training around stop and search. A more intrusive approach has been implemented when supervisors are inspecting stop and search. All electronic stop and search forms are scrutinised first by a supervisor and then by a dedicated stop search quality assurance officer. Issues with any part of the information supplied, including grounds, are raised via a staged process, culminating in the Chief Inspector within Uniformed Operations being informed if the issue remains unresolved within 7 days. This aim is to reduce poor practise and highlight any areas of concern for additional training. Front line supervisors are required to attend the updated training package for stop and search and are considered priority delegates. They will therefore fall into the category of having received the training before the end of the year.

30.All front-line supervisors are also receiving refresher training around stop and search. A more intrusive approach has been implemented when supervisors are inspecting stop and search. All electronic stop and search forms are scrutinised first by a supervisor and then by a dedicated stop search quality assurance officer. Issues with any part of the information supplied, including grounds, are raised via a staged process, culminating in the Chief Inspector within Uniformed Operations being informed if the issue remains unresolved within 7 days. This

⁷ On 4th October a note/ dashboard was circulated to Members of the P&RM Sub and the PSI Sub which detailed the position as at 17th September 2018.

aim is to reduce poor practise and highlight any areas of concern for additional training.

31. A summary report on issues identified (including grounds) is completed by the stop and search quality assurance officer and considered for any actions required by the monthly working group, chaired by the Chief Inspector Operations.

Community trigger scheme (complaints)

32. In line with the requirement of the BUSS we have introduced a community trigger scheme in the City of London. The idea behind this is that when a certain number of complaints or complaints of a certain nature regarding stop and search are received this will cause a trigger and will require the police to report the circumstances of the stop and search and the complaint to the Community Scrutiny Group.
33. CoLP have made the decision to report to the Community Scrutiny Group every single complaint received regarding stop and search. In the last twelve months the Force's Professional Standards Directorate (PSD) have recorded five complaints relating to stop and search, one of these searches being conducted by a CoLP officer outside of the City of London. Four of the five complaints are still subject to investigation. The fifth complainant has been recently finalized, and the complaint was in part upheld. This related to the complainant being handcuffed while the officer decided if he was going to arrest or search the complainant. This aspect of the complaint was upheld as this was contrary to Code A, Codes of Practice that dictates that cooperation should be sought in every case and force, in this case handcuffing, should only be used as a last resort.

Searches that involve the removal of more than a jacket, outer clothing or gloves (strip search)

34. A strip search is a search where more than an outer coat, jacket, gloves, is removed. The vast majority of stop and search encounters do not require any clothing to be removed at all. 9% of stops in 17/18 (101) involved some clothing being removed ranging from just outer clothes to a full strip search. The majority of these stops (70) just involved outer clothing being removed.
35. For the financial year 17/18 29 people were subject to a strip search as part of a stop and search encounter. This is 2% of all stops, which is the same percentage as the preceding year. No strip searches took place in public view. The hit rate for finding an object in a strip search (partial or full) is 32%, which is marginally lower than 33% across all searches in the same period. The most common outcome from a strip search was no further action (18, 61%), 11 people were arrested (35%), one person was issued a cannabis warning and one arranged a voluntary attendance. Ultimately three people were charged and one cautioned.
36. Most strip searches resulted from drugs stops (26, 84%), the breakdown for all reasons/legal powers is:

01 Police & Criminal Evidence Act 1984 (s1)	4
Going Equipped	3
Bladed article	1
Firearms Act 1968 (s47)	1
Firearms	1
Misuse of Drugs Act 1971 (s23)	26
Drugs	5
Drugs - Cannabis	8
Drugs - other	10
Evidence of offences under the act	3

37. Most strip searches were carried out on males. Just one involved a female. She appeared to be of white, South European ethnicity was in her 40s and stopped in relation to going equipped for ATM fraud. No items were found and the woman was released with no further action.

38. The age breakdown for strip searches is as follows;

Age Range	Searches
10-17	1
18-24	16
25-34	7
35-59	6
Unknown	1

The one search in the 10-17 category was a full strip search of a 17 year old white male under s23 misuse of drugs act. Drugs were found and as a result of the stop he was arrested and then later released under investigation.

39. The ethnicity breakdown is as below and also cross referenced with ages;

Ethnicity	Searches
White	12
Black	7
Asian	11
Other	1

	10-17	18-24	25-34	35-59	Unknown
White	1	5	1	4	1
Black		1	5	1	
Asian		10	1		
Other				1	

Conclusion

- 40.** This report presents information to Members on the Force's current position and progress on stop search and also data on the removal of JOG. This is the third report in this format, initially prompted by a number of HMIC recommendations, but also recognising that this is an important area on which Members would wish to be informed. The data presented in this report will provide a baseline against which future annual reports can be considered, allowing a comparison to be made and potential issues or trends highlighted.
- 41.** The Force sees a small number of occasions when clothing needs to be removed beyond JOG. The monitoring and collecting of data is now electronic which will allow a faster integration of the procedure and highlight any trends or misuse of powers.

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Committee(s)	Dated:
Resource Allocation Sub Committee – For decision Planning & Transportation Committee – For decision Police Committee – For information	4 October 2018 8 October 2018 1 November 2018
Subject: Congestion Mitigation: Parking, Traffic & Cycling Enforcement Resources	Public
Report of: Director of the Built Environment	For Decision / For Information
Report Author: Ian Hughes, Assistant Director (Highways)	

Summary

Tackling congestion and its causes & reducing road danger remain high corporate and political priorities.

To that end, this report recommends retaining the additional daytime parking enforcement resources that were agreed & recruited in 2017 to focus on congestion issues. These resources have since been effectively deployed by the City's Parking Enforcement contractor (Indigo) and have more than covered their additional cost.

It is also proposed to supplement these resources with further Indigo officers in the evening, and reinvest in new technology to enhance the parking enforcement service as a whole. Funding for these changes would again be allocated from the On-Street Parking Account (OSPA) and would be covered by the parking income that results from additional Penalty Charge Notices.

This report also recommends funding from the OSPA be set aside to allow the introduction of three new City Corporation Traffic & Congestion Officers, whose role would be specifically aimed at identifying and resolving congestion hotspots on the ground. Through a new City Police accreditation system, they would also have the authority to stop & direct traffic, as well as deal with minor police enforcement duties such as cycling on the footway or cycling through red lights.

Taken together, these measures would help address the overall causes of congestion and reduce road danger, thereby improving the effectiveness and safety of the City's road network.

Recommendation(s)

Members of the **Resource Allocation Sub Committee** are recommended to:

- Approve continued funding of £203k pa from the OSPA for additional Civil Enforcement Officers to focus on parking-related congestion across the City for the remainder of Indigo's contract (February 2021);
- Allocate funding of £54k pa from the OSPA to enhance the parking enforcement service through additional Indigo evening resources (also until February 2021);
- Allocate funding of £165k pa from the OSPA for three City Corporation Traffic & Congestion Officers for an initial two-year period.

Members of the **Planning & Transportation Committee** are recommended to:

- Approve the supplementary parking enforcement measures outlined in this report;
- Approve the introduction of three City Corporation Traffic & Congestion Officers for an initial two-year period to be focused on congestion and road safety issues.

Main Report

Background

1. Concerns regarding traffic congestion remain a high corporate priority, and have led to a number of measures being introduced to address congestion & its causes. This includes the area of parking enforcement, where the Resource Allocation Sub Committee agreed an additional £203k in 2017 to allow the City's contractor (Indigo) to increase the number of Civil Enforcement Officers by seven.
2. This increase in resource (implemented via an adjustment to DBE's local risk budget from the On-Street Parking Account) allowed Indigo to focus on vehicles causing serious congestion in hot spot areas without compromising their existing parking enforcement coverage.
3. This was felt particularly important given the decision by Government in 2015 to narrow the ability of local authorities to use CCTV to enforce various waiting & loading contraventions. This reduced Indigo's effectiveness and required more on-foot resources to compensate, with the visible deterrent of a CEO offsetting the disincentive effect of receiving a PCN in the post.

Current Position

4. In the first 12 months of deployment to April 2018, these extra resources were specifically deployed to congestion hotspots where vehicles parking in contravention were thought to be a major contributory factor. These CEOs were mainly deployed in the central part of the City, and although PCN-issue rates are an imperfect way of measuring compliance, these additional CEOs have together issued more than 40 PCNs per day without detracting from the numbers issued by the existing CEO establishment level.
5. If anything, the rate of PCNs being issued by these new congestion-focused CEOs is slightly higher than normal, suggesting that where the restrictions allow, vehicles that park in contravention are being rigorously enforced to help reduce the causes of congestion. The anticipated income from these PCNs (c. £800k) is also clearly sufficient to offset their salary cost (£203k).
6. However, issuing PCNs is often an imperfect way to deter illegal parking because the cost of a PCN can often be transferred through the supply chain, leaving the individual driver without an incentive to park legally. With that in mind, we have asked the CEOs to focus on 'moving on' vehicles as much as enforcing the restrictions, with the result that these CEOs have also moved on one vehicle for every two PCNs issued.
7. Given these outcomes, it's therefore suggested that these additional resources continue, and the income generated should be used to support further measures to tackle congestion and road safety through the use of new technology and new legislative powers.

Options

Indigo's Civil Enforcement Officers

8. The additional CEOs were only recruited with specific funding set aside for 2017/18, but it was noted to Resource Allocation Sub Committee that their effectiveness & on-going need would be reviewed, taking into account the additional parking income they generated to offset the cost.
9. At this point in time, the political priority to address congestion and its causes remains high. Financially these additional CEOs have more than generated sufficient income from Penalty Charge Notices to cover their costs, and it is clear they have made a positive contribution to addressing congestion in the City, particularly in light of the Government's restrictions on the use of CCTV.
10. Therefore, with a contract extension to February 2021 recently agreed, it would seem appropriate to extend the duration of Indigo's additional deployment until that time. This would create certainty for Indigo in terms of managing their resources, turnover & training for the next 2½ years, and meet a political & operational necessity that remains likely to last throughout this period.

Parking Enforcement Service Enhancements

11. In addition to the current service, Indigo were asked what other measures might be available to reduce congestion, improve compliance and increase the efficiency of their resource deployment.

12. As a result, Indigo have proposed three specific initiatives, namely:

- Additional Evening Enforcement
At the moment, Indigo typically have a limited early evening shift deployed between 7pm and 11pm, but recent data has shown that traffic flows are starting to increase over this period, potentially due to retiming of deliveries & the growing night time economy. As a result, it is recommended that Indigo increase their staffing resource over this period by an additional two CEOs.
- Automatic Number Plate Reading technology
Indigo have proposed introducing an ANPR 'spotter' vehicle to help detect vehicles parked in contravention, speeding up some enforcement aspects over a wider area that in turn will help tackle congestion through increased compliance.
- Improving business intelligence.
Indigo have proposed introducing a new data analytics system to provide heat maps, customised dashboards and predictive analysis to monitor on-street activity and focus deployment on congestion hotspot areas.

Traffic & Congestion Officers

13. DBE currently has just one officer within the Highways team dedicated to monitoring congestion in the Square Mile. They largely use the CCTV network to identify congestion hotspots & their causes, and they look to find ways to resolve them. That can often include:

- Liaison with Transport for London for:
 - traffic signal failures & timing adjustments;
 - bus breakdowns and service-related issues;
 - Red Route problems;
 - Liaison with TfL's Road Traffic Enforcement Officers
- Acting as a 'spotter' for Indigo's rapid response team to investigate parked vehicles causing congestion;
- Recommending changes to the activities of utilities, building sites and City contractors to reduce their respective impact;
- Assessing the viability & performance of diversion routes for major road closures on behalf of the Traffic Management team;

- Reporting the impact of accidents, breakdowns & collisions to senior officers;
 - Issuing alerts on social media to publicise issues in real time;
 - Compiling data on regular hotspots to inform more strategic assessment;
 - Assessing the reliability of different types of public information Traffic 'Apps' given that some are considerably more reliable than others.
14. This single office-based post is almost wholly reliant on the location & availability of the City's CCTV cameras, and whilst they have become a valuable resource, their effectiveness has also been limited by a lack of cover during annual leave and the limited potential for assessing & resolving problems on the ground.
15. It is therefore proposed to expand this function to a team of four, firstly to provide more coverage across more hours of the day, but just as importantly to provide a dedicated on-street presence focused on congestion management in parallel to CCTV monitoring.
16. These new officers would be appropriately trained and authorised to immediately suspend particular types of activity on-street (if necessary & safe to do so), assist with incident management like emergency road closures, and help identify & resolve congestion hotspots & issues.
17. It is also intended that these new officers would have Community Safety Accreditation Scheme (CSAS) authorisation to stop & direct traffic if required. The concept of CSAS accreditation was established by the Police Reform Act 2002 which enables the Commissioner of Police to accredit organisations to provide traffic management, community safety and security functions more normally associated with the police.
18. CSAS authorisation requires enhanced training standards, accountability procedures and vetting (see Appendix 1), but it has been successfully operated by the Metropolitan Police & many other police forces for some time. The City Police have recently proposed its adoption within the Square Mile, so that CSAS authorisation could be available to the City Corporation early in the new year.
19. It is proposed that these new Traffic & Congestion Officers would be granted limited but targeted powers appropriate to their role in order to meet local needs and priorities. Although CSAS is a police authorisation process, it is not intended for the police to control the activity of those using these powers, allowing the City Corporation to direct these officers to address some of the causes & consequences of congestion.
20. CSAS authorisation can also include other minor police enforcement duties with a traffic management & community safety aspect, such as cycling on the footway, cycling through red lights and managing traffic for major special events & parades. Such powers could allow these City Corporation officers to focus on

road danger issues that are typically a lower priority for the City Police but are still a significant road safety issue to the City Corporation. It could also allow accredited stewarding companies to fully manage events, including the Lord Mayor's Show, thereby freeing up police resources to focus on the higher priority aspects of policing the Square Mile.

Proposals

21. It is therefore proposed to:

- Continue funding for Indigo's additional daytime enforcement resources to the end of their contract in February 2021;
- Enhance the services provided by Indigo through additional evening enforcement resources, ANPR technology and data analytics (also to February 2021);
- Introduce three new City Corporation Traffic & Congestion Officers with CSAS powers to focus on tackling congestion and road safety issues. It is proposed to establish these posts for two years, at which point their effectiveness, on-going funding and outcome delivery would be reviewed before continuing their deployment.

22. The following table details the respective annual cost of these four measures.

Proposed OSPA Allocations	£k
Continued daytime Indigo Civil Enforcement Officers (7no.)	203
Additional evening Indigo Civil Enforcement Officers (2no.)	54
Indigo Parking Enforcement Service Enhancements	Nil
Additional City Corporation Traffic & Congestion Officers (3no.)	165
Total	422

23. Although the proposed evening Indigo resources and the City's Traffic & Congestion officers can both accrue additional income (through issuing PCNs and Fixed Penalty Notices respectively), funding to cover all these measures can be met by the PCN income (c £800k pa) from Indigo's continued daytime resources. The cost of Indigo's other proposed service enhancements will be absorbed through complementary savings secured through their contract extension negotiations.

Corporate & Strategic Implications

24. Reducing the impact of traffic congestion on the City's road network remains a high corporate and political priority that these continued & additional resources for Indigo will help deliver. Their presence will improve compliance with the City's parking regulations that support road safety and traffic flow priorities.

25. Their deployment will also result in sufficient income to cover both their own cost and the cost of introducing Traffic & Congestion officers, thereby having no detrimental impact on the On-Street Parking Account.

26. The introduction of Traffic & Congestion officers with CSAS authority will provide focused resources to address a number of road danger issues that also remain a high corporate and political priority. Providing them through the City Corporation should also release City Police resources for them to focus on matters of higher policing priority.

Conclusion

27. Taken together, these various measures are intended to help address the overall causes of congestion and reduce road danger, thereby improving the effectiveness and safety of the City's road network. In particular, the introduction of CSAS authorisation by the City Police provides a significant opportunity to extend the City's public engagement role and help address a number of on-going road safety concerns.

Appendices

Appendix 1 – CSAS Powers: Additional information

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Appendix 1 - Community Safety Accreditation Scheme: Additional Information

- Section 40 of the Police Reform Act 2002 allows Chief Officers in England & Wales (only) to accredit organisations in the geographical area covered by the force.
- Only six police forces are currently not accrediting organisations in this way, including the City of London Police.
- The National Police Chiefs Council (NPCC) coordinates the function but governance in London is through the Mayor of London.
- Police Crime Prevention Initiative (Police CPI Ltd) has a membership of Chief Constables and oversees the scheme rules, set standards and undertakes assessments.
- The Met Police are the national lead on the scheme and are currently working towards one national database of CSAS officers.
- Any employed person over 18 years who is not a police officer can be given powers.
- CSAS accredited organisations must have a formal complaints procedure, be “fit & proper”, have appropriate insurance, be financially viable, have a staff code of conduct and training & recruitment policy.
- The authorisation process requires the applicant organisation to apply to the City of London Police who assess the application and submit a report to the Police CPI Ltd.
- Individual CSAS officers must go through level 2 vetting, ideally at time of recruitment or before appointment as not everyone passes the vetting process (searches also include family members).
- Accreditation is usually for 1 year initially and then 3 years. Fees apply for private companies £1,400+VAT and then annual fee of £900, but these are usually waived by the Police for local authorities.
- Training curriculum is approved by NPCC and is usually a week-long course covering legislation, communications skill, conflict management, PACE, use of powers and statement writing. There are around ten companies who are currently qualified to provide this training.
- For CSAS officers directly employed by the local authority, a senior officer must approve their appointment and a record must be kept of every time their powers are used.
- There are around 40 specific powers that could be authorised under CSAS, but the most commonly used ones are typically:

- the ability to demand name and address (although if a person refuses the police will need to be called);
 - issuing of Fixed Penalty Notices for cycling offences;
 - stopping and directing of traffic (including traffic holds);
 - various Anti-Social Behaviour issues.
- CSAS officers are issued with a type of warrant card, including photographic ID.
- Although there is no statutory obligation to publicise the fact that CSAS has been adopted, it is recommended that a robust and comprehensive communication strategy is in place first.
- To ensure consistency across the whole of the City Corporation (as CSAS powers may be adopted by other departments for other uses), a dedicated person is likely to be appointed to oversee the scheme.
- The City Police will be entering into an agreement with the Met Police to use their resources for overseeing the scheme from a policing perspective.
- The final recommendation to adopt CSAS is expected to be made to the City Police Commissioner in October, so the various powers are likely to be available for adoption early in 2019.

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Committee(s):	Date:
Police Committee – <i>for information</i>	1 November 2018
Finance Committee – <i>for information</i>	13 November 2018
Policy & Resources Committee – <i>for decision</i>	15 November 2018
Establishment Committee – <i>for decision</i>	3 December 2018
Court of Common Council – <i>for decision</i>	6 December 2018
Subject: Review of the City of London Police Authority – Resourcing & Governance Arrangements	Public
Report of: Town Clerk & Chief Executive	For Decision/ For Information
Report author: Caroline Al-Beyerty, Deputy Chamberlain, and Alex Orme, Policy Manager (Police Authority)	

Summary

The report outlines proposals to enhance the Police Authority function within the City of London Corporation (City Corporation) in line with its responsibilities as the Police Authority for the City of London Police Force (City Police). The current Police Authority structure is based on a historic resourcing model and does not mirror the evolving staffing structures in the Police and Crime Commissioner Offices (OPCC) and although outside the PCC arrangements, the City Corporation has undertaken to mirror other Local Policing Bodies governance arrangements in its oversight of the City Police.

Staffing arrangements in PCC offices have been researched (Appendix 1) and it is now recommended that there is a need for the Police Authority to adjust the current staffing model. Many of the PCC Offices now have professional support built into their core team whereas the Corporation's Police Authority continues to have a small core team that has access to the Corporations' professional services who, while providing these functions, tend to do so on an ad hoc basis. There is therefore a need to formalise these support arrangements, it is suggested through developing service level agreements.

There is a specific need to enhance the Police Authority finance function provided by the Chamberlain's Department to resource the Authority's strategic finance responsibilities, including development of the Medium-Term Financial Plan and to strengthen the oversight and scrutiny of the Force's financial performance. It is also proposed that the Corporation increase the number of staff within the Police Authority core team to meet the new appeals process and current Independent Custody Visitor (ICV) requirements.

The report, therefore, seeks approval of funding for three FTE posts at a total cost of up to £250,000. These additional posts, coupled with the development of service level agreements, will allow the Police Authority to strengthen its governance arrangements in areas identified for enhancement including strategic leadership, community engagement and performance management.

Finally, further work needs to be undertaken to establish the full cost of providing the Police Authority function for comparative benchmarking and Value for Money purposes.

Recommendation(s)

Members are asked to:

For Policy & Resources and Establishment Committee:

- Approve the creation of two FTE finance posts, including a Grade I post, at a cost of up to 195,000 and one FTE Town Clerk's post at a cost of up to £55,000 to strengthen the capacity and capability of the Police Authority;

For Court of Common Council:

- Approve a base budget uplift to the Police Authority within City Fund of up to £250,000 with effect from 2019/20 to be considered as part of the annual budget setting and medium-term financial planning process; and the creation of a Grade I post in the Chamberlain's Department.

For all Committees:

- Note the intention to introduce service level agreements between the Police Authority and the Corporation's professional support services; and
- Note the improvement to the governance arrangements that will enhance the Police Authority's oversight and scrutiny function including greater strategic leadership and community engagement and better performance management arrangements.
- Note the intention to establish the full cost of the Police Authority function for benchmarking and Value for Money purposes.
- Note, if approved, posts will be recruited to and will be a cost pressure on the Chamberlain's and Town Clerk's 2018/19 budgets. If required, a funding request may be made to Finance Committee for contingency funding late in the financial year.

Introduction

1. The City of London Corporation's Police Authority plays a vital role in the governance of policing within the Square Mile, overseeing spending of £132 million in 2018/19. The Police Authority is expected to ensure that City of London Police delivers efficient and effective policing for the public. The 1996 Police Act, legislation set out the roles and responsibilities of Police Authorities. The City of London acts as one of the 'checks and balances' in a two-part system of shared responsibilities with the City of London's Police Commissioner.
2. The proposals in this report seek to minimise duplication of expenditure on City Police functions, whilst achieving consistency with the statutory obligations imposed on both the City Corporation and City Police to discharge separate responsibilities in their respective capacities as Police Authority and police force.

Indeed, there are significant opportunities for greater collaboration between the respective finance teams of the City Corporation and the City Police whilst achieving consistency with the need to respect and ensure the operational autonomy of the Commissioner. These proposals are, therefore, likely to be complemented in due course by a reorganisation of the City Police finance team in light of reviews commissioned by the City Police Commissioner.

3. The City Corporation is anomalous in retaining a Police Authority in the form of the Court of Common Council, acting through the Police Committee and other relevant Committees to which the Common Council has delegated its general functions of superintendence. This anomaly is sustained by a standing agreement between the City Corporation and the Home Secretary, first negotiated prior to the passage of the Police and Magistrates' Courts Act 1994, that the Common Council would undertake to mirror national governance arrangements in its oversight of the City Police.
4. Further to guidance from Home Office and CIPFA, the role of the City Corporation's police authority finance team is primarily about the challenge, assurance, scrutiny and strategic overview of City Police budgets. Within this framework, the team would focus, on behalf of the police authority, on scrutinising financial information, budget planning and accounting processes, intervening and supporting colleagues in the City Police where appropriate to ensure compliance with City Corporation best practice, as well as the expectations of our external auditors.
5. The legislation envisages that the Police Authority and Police Force would have two separate Chief Finance Officers (CFOs). In order to achieve efficiencies, some PCCs and Forces have decided to appoint the same individual to carry out both roles, albeit with processes in place to avoid conflicts of interest for postholders; it is important to note that, further to the guidance, such arrangements can only be put in place with the consent of the Chief Constable (i.e. the Commissioner).
6. While it is important to note that the enhanced police authority finance function is not responsible for the day-to-day management of Police budgets, which lies within the purview of the Commissioner, it will be necessary for the respective finance teams to work very closely together, underpinned by a culture of mutual collaboration and mutual openness. Nowhere will this be more important than in setting the medium-term financial plan for the City Police, for which the police authority is responsible.
7. Finally, it is important to note the other Committees that have a role in the governance of the Police Authority on behalf of the Court of Common Council. These are the Establishment Committee which is responsible for personnel (staffing) and establishment matters for civilian staff and the Finance Committee which ensures that the City of London Corporation achieves value for money in all its activities and provides careful stewardship of the City Corporation's funds and the Audit & Risk Committee.

Main Report

Resourcing the Police Authority – current capacity and capability

8. The Police Authority's roles and responsibilities changed significantly with the introduction of Police and Crime Commissioners in October 2012 (Police Reform and Social Responsibility Act 2011). At that time, the Corporation increased the staffing complement slightly to reflect the new legislation but did not undertake a comprehensive capacity and capability review to take into account:
 - a) the significant changes in role and responsibilities; and
 - b) the Corporation's need to mirror the arrangements in other Policing areas as a result of an undertaking given first given prior to the passage of the Police and Magistrates' Act 1994.
9. The resourcing (staffing) levels remain significantly lower than those in the newly created Offices of Police and Crime Commissioners (the OPCCs) across the country. An analysis of staff numbers (see Appendix 1) shows a significant difference in the number of core staff employed. Our Police Authority FTE posts are 2.15 FTE (consisting of the Policy Manager (Police Authority), Policy Officer and 0.15 FTE for an ICV Scheme Manager (Compliance)) compared to an average of 14.4 FTE posts (for the nine smallest of the 43 OPCC's). The average OPCC budget is £1.12 million compared to £200k for the Police Authority core team.
10. The increase in size in the PCC offices is largely due to a growth in their communications and engagement, commissioning and administrative support functions. Our Police Authority does have access to the City of London Corporation's professional support services to provide many of these functions. However, this is on an ad-hoc basis even though the Police Authority should be using a similar amount of professional support as many of the OPCCs. The table in Appendix 2 sets out who within the Corporation provides the standard OPCC functions for the Police Authority.
11. Through our service commissioner role, we have been able to meet some of the shortfall in capacity by using the Corporation's professional support services. However, given the complexity of the City Corporation's obligations it is now proposed to strengthen these arrangements through a combination of dedicated extra staffing and the introduction of service level agreements with our professional support services. This will enhance the oversight and scrutiny of the Force by the Police Authority.
12. Whilst, the research was able to establish the direct costs of the core team it was unable to determine the full cost of running the Police Authority function because it was difficult to identify the cost and time commitment from the service providers across the wider Corporation. Hence, there is no comparative financial analysis provided in this report. Therefore, the Police Authority needs to work with the Chamberlain's to establish the full cost of providing the Police Authority function for comparative benchmarking and VFM purposes.

Core team capacity

13. As the Police Authority is part of the City of London Corporation, it has the benefit of being able to access the Corporation's professional support services (Finance, HR, Communications, legal, etc.). This means that the core team can remain small and use these services instead of having these posts built into the core team (like other OPCCs). However, there is a requirement to enhance capacity within the core team to meet the new complaints reviews arrangements (which is a statutory function transferring to PCCs and Authorities early in 2019), assist the ICV Manager and to help support the growing day-to-day demands of running a Police Authority. The proposed requirement is one FTE post (Grade D), identified in white in the organogram in appendix 3.

Service support – professional advice, guidance and support for the Police Authority and Police Committee

14. The Corporation's professional support services provide advice, guidance and support for the Police Authority and Police Committee, but this tends to be on an ad hoc basis. There is therefore a need to formalise these arrangements through a service level agreement approach that ensures that there is a written agreement between the professional support service and the Police Authority. The agreement will provide service standards, expectations and will state the minimum level of service required to meet the business needs.

Police Authority Finance – Oversight & Scrutiny

15. There is a need to further enhance the Police Authority finance function to enable the Authority to lead more effectively on the Police Medium Term Financial Plan, to strengthen the Police Authority's ability to challenge and scrutinise City Police Budgets, enable greater assurance and provide Member's with a clear strategic overview. Therefore, to increase the capacity of the Police Authority to enhance the financial oversight & scrutiny of the Force, it is proposed that two FTE posts (1x Grade I; 1 x Grade G) in the Chamberlain's Department are required - identified in white in the organogram in appendix 3.

Review of the current governance arrangements

16. Alongside a look at resourcing, the Town Clerk's Department also undertook a review of the Police Authority's current governance arrangements and identified potential areas for improvement (using the HMIC Police Authority Inspection Methodology 2010 – effectiveness measures) and has identified the following areas where improvements could be made:
- Police Committee taking a greater strategic lead in shaping the policing plan;
 - The Corporation developing arrangements for capturing community concerns and needs, and using this to inform police priority setting; and
 - Improving the information provided to Police Authority/Police Committee to enable it to scrutinise police performance effectively

Financial Implications

17. The total cost of the proposed new staff would be up to £250,000. This includes on-costs of 32% calculated at the top of the pay scale and a Market Forces Supplement for the Grade I finance position.
18. It is proposed that this sum be included in the 2019/20 budget as part of the annual medium-term financial planning process, funded from City Fund.
19. If approved, the posts will be recruited to immediately and Members are asked to note that this will be a cost pressure on both the Chamberlain's and the Town Clerk's 2018/19 budgets. If required, a funding request may be made to Finance Committee for contingency funding late in the financial year.

Conclusion

20. The current Police Authority staffing model is based on a historic resourcing model and to ensure the City Corporation discharges its duties as a Police Authority there is a need to strengthen the capacity and capability of the Police Authority to mirror other PCC Offices and to reflect the changes in the policing world. The current governance arrangements - when measured against HMIC Police Authority effectiveness measures – require strengthening to ensure the Police Authority can continue to robustly and effectively support and challenge the Force.

Appendices

- Appendix 1 – Cost Comparison of OPCCs
- Appendix 2 – Standard OPCC Functions/Corporation Officers
- Appendix 3 – Proposed Police Authority Organogram

Background Papers

None

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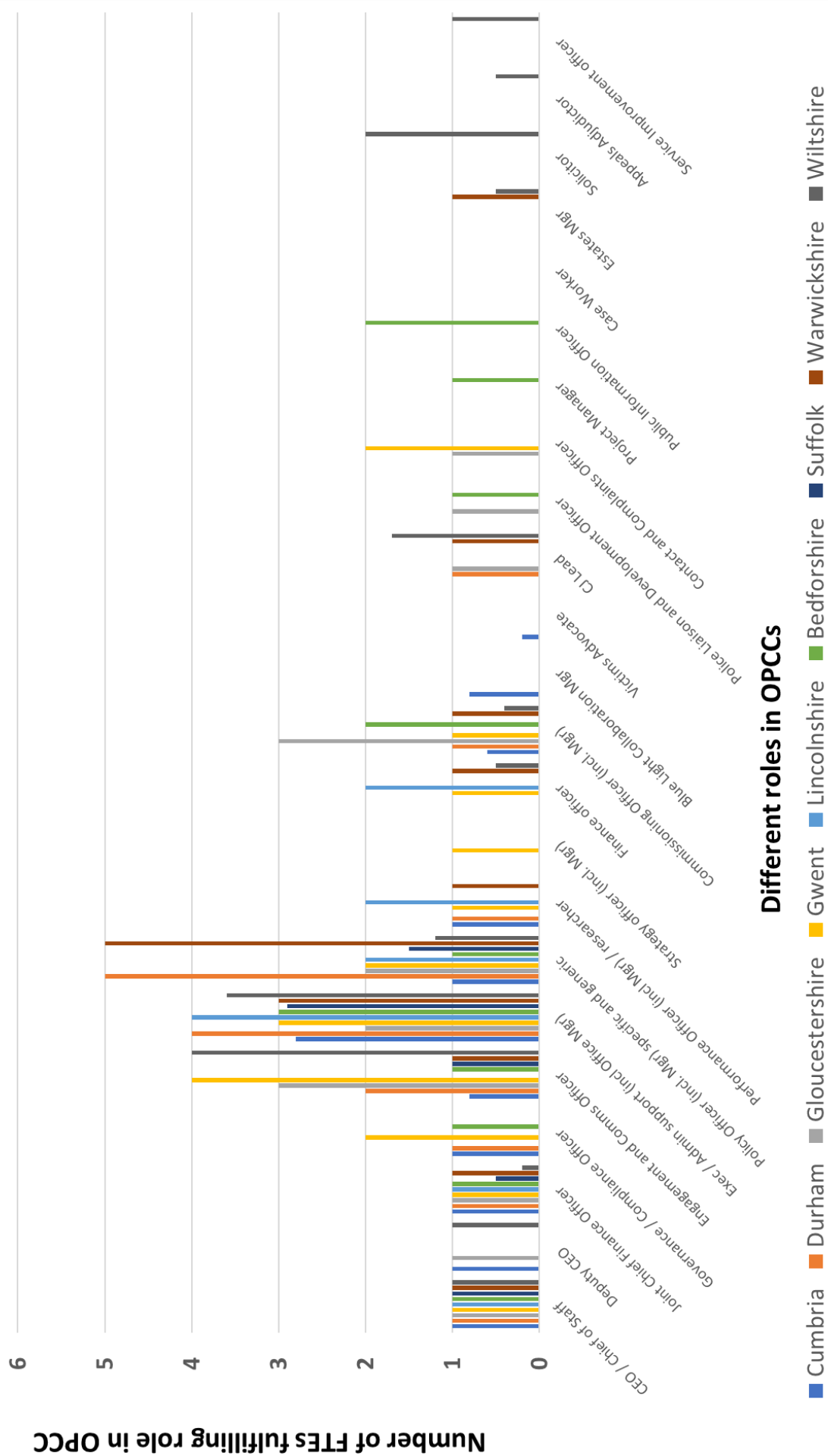
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Appendix 1 – Analysis of OPCC staff numbers and roles in 9 smallest OPCCs

	Cumbria	Durham	Gloucestershire	Gwent	Lincolnshire	Bedfordshire	Suffolk	Warwickshire	Wiltshire	
CEO / Chief of Staff	1	1	1	1	1	1	1	1	1	
Deputy CEO	1		1						1	
Joint Chief Finance Officer	1	1	1	1	1	1	0.5	1	0.2	
Governance / Compliance Officer	1	1		2		1				
Engagement and Comms Officer	0.8	2	3	4		1	1	1	4	
Exec / Admin support (incl Office Mgr)	2.8	4	2	3	4	3	2.9	3	3.6	
Policy Officer (incl. Mgr) specific and generic	1	5	2	2	2	1	1.5	5	1.2	
Performance Officer (incl Mgr) / researcher	1	1		1	2			1		
Strategy officer (incl. Mgr)				1						
Finance officer				1	2			1	0.5	
Commissioning Officer (incl. Mgr)	0.6	1	3	1		2		1	0.4	
Blue Light Collaboration Mgr	0.8									
Victims Advocate	0.2									
CJ Lead		1	1					1	1.7	
Police Liaison and Development Officer			1			1				
Contact and Complaints Officer			1	2						
Project Manager						1				
Public Information Officer						2				
Estates Mgr								1	0.5	
Solicitor									2	
Appeals Adjudicator									0.5	
Service Improvement officer									1	
										Average
Total FTEs	11.2	17	16	19	12	14	6.9	16	17.6	14.4
Approximate Police Officer Strength	1108	1138	1055	1154	1099	1136	1096	823	966	1063
Approximate OPCC budget (£m)	0.78	1.07	0.8	NA	0.85	1.58	0.93	0.9	2.1	1.12
Approximate Force budget (£m)	124	112	96	111	115	91	102	98	108	106

Spread of different roles across OPCCs



Appendix 2 – OPCC Core Roles and Equivalents in City of London Police Authority (COLPA)

OPCC post	Equivalent post in COLPA
PCC	Police Committee through Chairman of the Police Committee (supported by Deputy and other Chairmen of Sub-Committees/Boards)
Chief Executive	Town Clerk
Policy & Governance	Assistant Town Clerk Policy Manager (Police Authority) Policy Officer
Administrator	Committee Clerk and PA to Chairman and Deputy Chairman
Complaints Review Lead* (1)	There is no current resource. However, public complaints received by the COLPA are currently handled by the Policy Officer
Commissioning Officer	None (currently covered by Policy Manager (Police Authority) in conversation with the Force lead on Public Protection)
Monitoring Officer (usually covered by CEO in OPCCs)	Comptroller and City Solicitor
Chief Financial Officer	Chamberlain
Performance Officer	Performance Analyst (Corporate Strategy and Performance Team)
Engagement & Communications Officer	Nominated rep from PRO (currently vacant)
Governance & Compliance Officer	ICV Scheme Manager – ATC's Executive Assistant

(1) This post does not exist at present, but will be required when PCCs and Police Authorities take on statutory responsibility for determining complaints appeals (to be called reviews) currently set for implementation in spring 2019

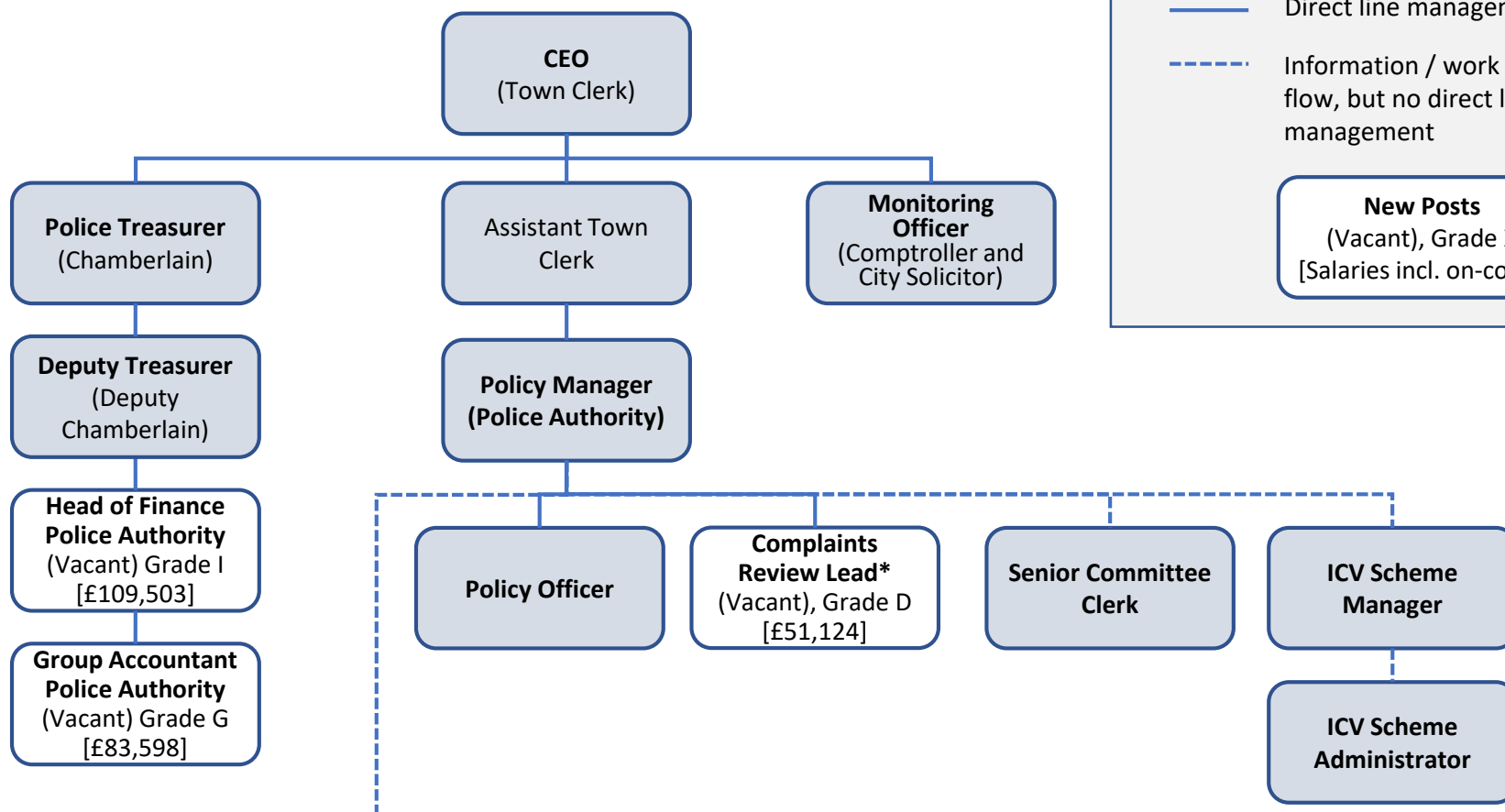
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Proposed Police Authority Organogram

Key:

- Direct line management
- - - Information / work flow, but no direct line management

New Posts
(Vacant), Grade X
[Salaries incl. on-costs]



Professional Support Services, provided by:

- **Finance (Audit, Commissioning & Procurement)** - Chamberlain's
- **Legal** - Comptroller and City Solicitor's
- **Performance Analysis** - Corporate Strategy and Performance
- **Human Resources** - HR
- **Community Engagement** - Corporate Communications Office
- **Specialist Advice** - Surveyors, Community Safety Team, etc.

***Complaints Review Lead:** responsible for liaison with force on any complaints appeals made, reviewing investigation / outcome and providing a written report and recommendation for consideration by the Chairman of Professional Standards Sub-Committee and other panel members, and maintaining all related records.

Additional responsibilities will include FOI and GDPR lead of the team.

Will likely also include taking on role of ICV Scheme Manager at some future point.

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