



## Police Authority Board

**Date:** THURSDAY, 28 NOVEMBER 2019  
**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  
Sheriff Christopher Hayward  
Alderman Ian Luder  
Andrew Lentin (External Member)  
Deborah Oliver (External Member)  
Deputy Henry Pollard

**Enquiries:** Alistair MacLellan  
[alistair.maclellan@cityoflondon.gov.uk](mailto:alistair.maclellan@cityoflondon.gov.uk)

**Lunch will be served in Guildhall Club at 1PM**

**NB: Part of this meeting could be the subject of audio or video recording**

**John Barradell**  
**Town Clerk and Chief Executive**

**Future Meeting Dates (all at 11.00am – 1.00pm)**

22 January 2020  
27 February 2020  
2 April 2020  
14 May 2020  
2 July 2020  
3 September 2020  
22 October 2020

# **AGENDA**

## **Part 1 - Public Agenda**

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

### **Minutes**

3. **MINUTES**  
To agree the public minutes and summary of the meeting held on 24 October 2019.  
**For Decision**  
(Pages 1 - 8)
4. **OUTSTANDING REFERENCES**  
Joint report of the Town Clerk and Commissioner.  
**For Information**  
(Pages 9 - 12)
5. **MINUTES - ECONOMIC CRIME COMMITTEE**  
To receive the draft public minutes and summary of the meeting held on 18 October 2019.  
**For Information**  
(Pages 13 - 16)
6. **MINUTES - PERFORMANCE AND RESOURCE MANAGEMENT COMMITTEE**  
To receive the draft public minutes and summary of the meeting held on 15 November 2019 and consider the proposed resolution outlined therein.  
**For Decision**  
(Pages 17 - 26)

### **General Items**

7. **SPECIAL INTEREST AREA UPDATE**  
A Special Interest Area Portfolio Holder to be heard.  
**For Information**
8. **ANNUAL STOP AND SEARCH UPDATE 2018-19**  
Report of the Commissioner.  
**For Information**  
(Pages 27 - 36)

9. **ANNUAL UPDATE ON THE CUSTODY OF VULNERABLE PERSONS (YOUNG PERSONS, CHILDREN AND MENTAL HEALTH)**  
Report of the Commissioner.

**For Information**  
(Pages 37 - 58)

10. **OPERATION LUSCOMBE REVIEW**  
Report of the Commissioner.

**For Information**  
(Pages 59 - 68)

11. **SEEKING A PUBLIC SPACE PROTECTION ORDER - LONDON MARATHON RELATED DISORDER**  
Report of the Head of Community Safety.

**For Information**  
(Pages 69 - 76)

#### **Finance**

12. **BUDGET MONITORING MONTH Q2 2019/20**  
Report of the Commissioner.

**For Information**  
(Pages 77 - 94)

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

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

a) **Ethical Economic Partnerships Policy**

Joint report of the Commissioner and the Chief Executive of the City of London Police Authority.

**For Decision**  
(Pages 95 - 98)

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**

### **Minutes**

16. **NON-PUBLIC MINUTES**

To agree the non-public minutes of the meeting held on 24 October 2019.

**For Decision**  
(Pages 99 - 106)

17. **NON-PUBLIC OUTSTANDING REFERENCES**

Joint Report of the Town Clerk and Commissioner.

**For Information**  
(Pages 107 - 108)

18. **NON-PUBLIC MINUTES - ECONOMIC CRIME COMMITTEE**

To receive the draft non-public minutes of the meeting held on 18 October 2019.

**For Information**  
(Pages 109 - 112)

19. **NON-PUBLIC MINUTES - POLICE ACCOMMODATION WORKING PARTY**

To receive the draft non-public minutes of the meeting held on 14 November 2019.

**For Information**  
(Pages 113 - 118)

20. **NON-PUBLIC MINUTES - PERFORMANCE AND RESOURCE MANAGEMENT COMMITTEE**

To receive the draft non-public minutes of the meeting held on 15 November 2019.

**For Information**  
(Pages 119 - 122)

### **Finance**

21. **CITY OF LONDON POLICE MEDIUM TERM FINANCIAL PLAN UPDATE**

Report of the Treasurer.

**For Information**  
(Pages 123 - 132)

22. **FUNDING THE CAPITAL PROGRAMME - CITY OF LONDON POLICE AUTHORITY AND CITY OF LONDON POLICE FORCE**  
Report of the Commissioner.

**For Decision**  
(Pages 133 - 144)

23. **FEES AND CHARGES - SERVICE COSTING AND PRICING UPDATE**  
Report of the Commissioner.

**For Information**  
(Pages 145 - 148)

#### **General Items**

24. **COMMISSIONER'S UPDATES**  
The Commissioner & Chief Officers to be heard.

**For Information**

25. **TRANSFORM - HIGH LEVEL TARGET OPERATING MODEL DESIGN**  
Report of the Commissioner – TO FOLLOW.

**For Information**  
(Pages 149 - 164)

26. **ANNUAL HEALTH AND SAFETY UPDATE**  
Report of the Commissioner – TO FOLLOW.

**For Information**  
(Pages 165 - 174)

27. **COMMERCIAL PARTNERSHIPS**  
Joint report of the Commissioner and Town Clerk – TO FOLLOW.

**For Information**

28. **WAIVER REPORT: HRAT SPECIALIST TRAINING**  
Report of the Commissioner.

**For Decision**  
(Pages 175 - 180)

29. **CITY OF LONDON POLICE VEHICLE FLEET REPLACEMENT UPDATE**  
Report of the Commissioner.

**For Information**  
(Pages 181 - 186)

30. **NON-PUBLIC REPORT ON ACTION TAKEN**  
Report of the Town Clerk.

**For Information**  
(Pages 187 - 188)

### **Projects**

31. **REQUEST FOR DELEGATED AUTHORITY - ACTION/KNOW FRAUD PROGRAMME**  
Report of the Commissioner.

**For Decision**  
(Pages 189 - 192)

32. **GATEWAY 1/2/3/4 - AIRWAVE NETWORK REFRESH**  
Report of the Commissioner.

**For Decision**  
(Pages 193 - 218)

33. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE BOARD**

34. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE BOARD AGREES SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**

## **POLICE AUTHORITY BOARD** **Thursday, 24 October 2019**

Minutes of the meeting of the Police Authority Board held at Committee Rooms, 2nd Floor, West Wing, Guildhall on Thursday, 24 October 2019 at 11.00 am

### **Present**

#### **Members:**

Douglas Barrow (Chairman)  
Deputy James Thomson (Deputy Chairman)  
Deputy Keith Bottomley  
Alderman Emma Edhem  
Alderman Alison Gowman  
Sheriff Christopher Hayward  
Deborah Oliver (External Member)  
Deputy Henry Pollard

#### **City of London Police Authority:**

John Barradell	- Chief Executive
Simon Latham	- Deputy Chief Executive
Alex Orme	- Head of Police Authority Team
Oliver Bolton	- Deputy Head of Police Authority Team
Alistair MacLellan	- Town Clerk's Department
Alistair Cook	- Head of Police Authority Finance
Jonathan Chapman	- Chamberlain's Department
Paul Chadha	- Comptroller & City Solicitor's Department

#### **City of London Police Force:**

Ian Dyson	- Commissioner
Karen Baxter	- Commander (Economic Crime)
Cecilie Booth	- Chief Operating and Chief Financial Officer
Hayley Williams	- City of London Police

### **1. APOLOGIES**

Apologies were received from Nick Bensted-Smith, Tijs Broeke, Simon Duckworth, Andrew Lentin and Alderman Ian Luder.

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

There were no declarations.

### **3. MINUTES**

**RESOLVED**, that the public minutes and non-public summary of the meeting held on 19 September 2019 be approved as a correct record.

4. **OUTSTANDING REFERENCES**

Members considered a joint report of the Town Clerk and Commissioner regarding outstanding references and the following points were made.

**3/2018/P – Fees and Charges**

- The Chairman noted that a report regarding Fees and Charges for 2019/20 was on the agenda that day, but requested that an update report on the Force's charging model be submitted to the November 2019 meeting, with a view to a more comprehensive report being submitted to the Board for consideration in January 2020.

**17A/2019/P – Vacancy on Homelessness and Rough Sleeping Sub (Community and Children's Services Committee)**

- Members noted that the Board was represented on the Homelessness and Rough Sleeping Sub-Committee and therefore agreed that this reference could be closed.

**24/2019/P – Middlesex Street Car Park Charges**

- The Commissioner noted that a formal request from the Force to the Authority regarding how charges should be met would be submitted shortly.

**26/2019/P – Safeguarding and Public Protection Special Interest Area**

- **RESOLVED**, that Deputy Keith Bottomley be appointed to the Safeguarding and Public Protection Special Interest Area. The Commissioner agreed to arrange for Deputy Bottomley to be provided with an appropriate briefing.

**RESOLVED**, that the report be received.

5. **MINUTES - PROFESSIONAL STANDARDS AND INTEGRITY COMMITTEE**

Members consider the draft public minutes of the Professional Standards and Integrity Committee meeting held on 18 September 2019 and the following points were made.

- The Chair of the Professional Standards and Integrity Committee noted that the Committee had welcomed the Force's new Head of the Professional Standards Directorate into her post and that the Committee would be undertaking a site visit in early 2020.
- The Chairman noted that he would welcome the development of a visits schedule for the wider Police Authority Board **(29/2019/P)**.

**RESOLVED**, that the draft public minutes of the Professional Standards and Integrity Committee meeting held on 18 September 2019 be received.

6. **MINUTES - POLICE PENSIONS BOARD**

**RESOLVED**, that the draft minutes of the Police Pensions Board meeting held on 8 October 2019 be received.

7. **FEES AND CHARGES 2019/20**

Members considered a report of the Commissioner regarding Fees and Charges 2019/20 and the following points were made.

- The Commissioner acknowledged that cost-recovery should inform the underlying charging model but noted that some items were set nationally and out of the control of the Force.
- In response to a question, the Chief Operating and Chief Financial Officer confirmed that other Forces such as the Metropolitan Police charged for the supply of a range of documents as shown in the appendices for example, domestic violence report and that the proposed charge was considered appropriate.
- In response to a question from a Member, the Commissioner confirmed that there was scope to review the level of fees and charges further.
- Members requested an interim report to the November 2019 meeting providing detail on the proposed charges and the Force's wider charging model, in anticipation of a full report being submitted to the January 2020 meeting.

**RESOLVED**, that the proposed increases to fees and charges for 2019/20 outlined in appendices 1 and 2 of the report be approved with immediate effect.

8. **QUARTERLY COMMUNITY ENGAGEMENT UPDATE**

Members considered a quarterly update report of the Commissioner regarding Community Engagement and the following points were made.

**Counter Terrorism – Prevent**

- The Commissioner noted that the Prevent Team had visited Coventry University's Freshers Fair as the university had a London campus on the edge of the City.

**Prepare & Protect – Safeguarding and Vulnerability**

- The Chairman remarked that Violence against Women and Girls label covered a broader policy area that was suggested by the title and that he had raised this with the Home Office accordingly.
- The Commissioner confirmed that the City and Hackney Children's Safeguarding Arrangements had been launched as planned in September 2019.

- The Chairman noted that Her Majesty's Inspector of Constabulary and Fire and Rescue Services (HMICFRS) would be conducting a safeguarding inspection of the Force in the New Year.

#### **Prepare & Protect – Prevention of Fraud and Cyber Crime**

- In response to a comment from a Member that consideration should be given to providing online Cyber Griffin training to expand the reach of the programme, the Commissioner committed to providing a Cyber Griffin evaluation report to the February 2020 meeting **(30/2019/P)**.

#### **Prepare & Protect – Policing the Roads**

- In response to a request from a Member, the Commissioner agreed to ensure that the Force's contribution to the Annual Update on the Road Danger Reduction Plan would include detail on cycling enforcement and education measures **(31/2019/P)**.
- A Member queried the accuracy of the Roads Policing figures provided within the report, to which the Commissioner agreed to ensure the responsible officer circulated a note to the Board outside of the meeting **(32/2019/P)**.
- In response to a question from a Member, the Commissioner agreed that the work described within the report was covered by the Force's Community Policing budget.

#### **Prepare & Protect – Operation Luscombe**

- The Chairman commented that the Home Office would be reviewing Operation Luscombe as a potential case study of best practice.

**RESOLVED**, that the report be received.

#### **9. QUARTERLY EQUALITY AND INCLUSION UPDATE**

Members considered a quarterly update report of the Commissioner regarding Equality and Inclusion and the following points were made.

- The Chairman noted that he was pleased to hear of the merger of the Independent Advisory Group (IAG) and Community Scrutiny Group (CSG) along with the increase in the new body's diversity. He was similarly pleased to note the LGBTI update.
- In response to a question, the Commissioner agreed to confirm what degree of autism awareness training had been offered to the Force **(33/2019/P)**.

**RESOLVED**, that the report be received.

10. **PUBLIC REPORT ON ACTION TAKEN BETWEEN MEETINGS**

Members considered a report of the Town Clerk regarding action taken between meetings.

**RESOLVED**, that the report be received.

11. **THE MACKEY REVIEW**

Sir Craig Mackey was heard regarding his review into Action Know Fraud and the following points were made.

- Sir Craig noted the context within which he had been appointed, namely the adverse press reporting regarding Action Know Fraud that had arisen during August 2019. He welcomed the City of London Police Authority and Force's prompt action in seeking to deal with the issues identified by the press, which involved the establishment of the review he had been tasked with delivering. He hoped his review would help the City understand what was working well within Action Know Fraud and similarly what areas for improvement existed. The review would also encompass the wider economic crime environment, it being notable that a third of the crime dealt with in the UK was economic crime. Since his appointment he had been engaging with key stakeholders both within and without the City, including Her Majesty's Inspector of Constabulary. The next phase of the review would examine the 'nuts and bolts' processes of Action Know Fraud.
- The Chairman thanked Sir Craig for attending the Board, and the pace at which he had set up and proceeded with his review. The Chairman noted that the United Kingdom was the only country to have adopted a system such as Action Know Fraud, with many of the UK's peers envious of the capability it provided.
- In response to questions from Members, Sir Craig noted that his colleague was undertaking a site visit to the Action Know Fraud call centre in Scotland at present, and that he planned to submit interim updates to each Board meeting ahead of submitting his report in the New Year.

**RESOLVED**, that the update be noted.

12. **QUESTIONS ON MATTERS RELATING TO THE WORK OF THE BOARD**

There were no questions.

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

There was no other business.

14. **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.

15. **SPECIAL INTEREST AREA UPDATE - ECONOMIC CRIME**  
Members agreed to vary the order of items on the agenda so that Item 21 (Special Interest Area Update – Economic Crime) was considered next.
16. **NON-PUBLIC MINUTES**  
**RESOLVED**, that the non-public minutes of the meeting held on 19 September 2019 be approved.
17. **NON-PUBLIC OUTSTANDING REFERENCES**  
Members considered a joint report of the Town Clerk and Commissioner regarding non-public outstanding references.
18. **NON-PUBLIC MINUTES - PROFESSIONAL STANDARDS AND INTEGRITY COMMITTEE**  
**RESOLVED**, that the draft non-public minutes of the Professional Standards and Integrity Committee meeting held on 18 September 2019 be received.
19. **NON-PUBLIC MINUTES - MEDIUM TERM FINANCIAL PLAN WORKING PARTY**  
**RESOLVED**, that the draft non-public minutes of the Medium-Term Financial Plan Working Party meeting held on 26 September 2019 be received.
20. **NON-PUBLIC MINUTES - POLICE PENSIONS BOARD**  
**RESOLVED**, that the draft non-public minutes of the Police Pensions Board meeting held on 8 October 2019 be received.
21. **COMMISSIONER'S UPDATES**  
The Commissioner was heard regarding a number of current issues.
22. **GATEWAY 6 ISSUE - ACTION KNOW FRAUD**  
Members considered a Gateway 6 Issue report of the Commissioner regarding Action Know Fraud.
23. **FUNDING THE CAPITAL PROGRAMME - CITY OF LONDON CORPORATION AND CITY OF LONDON POLICE**  
Members considered a report of the Commissioner regarding Funding the Capital Programme – City of London Corporation and City of London Police.
24. **WOOD STREET AND SNOW HILL POLICE STATIONS - DECLARATION OF SURPLUS TO REQUIREMENTS**  
Members considered a report of the Commissioner regarding Wood Street and Snow Hill Police Stations – Declaration of Surplus to Requirements.
25. **CITY OF LONDON POLICE TRANSFORM UPDATE**  
Members considered a report of the Commissioner regarding the Transform Programme: Update on the development of City of London Police's Target Operating Model (TOM).

26. **DEDICATED CARD AND PAYMENT CRIME UNIT (DCPCU)- S22 COLLABORATION AGREEMENT UNDER THE POLICE REFORM AND SOCIAL RESPONSIBILITY ACT 2011**  
Members considered a report of the Commissioner regarding the Dedicated Card and Payment Crime Unit (DCPCU) – s22 Collaboration Agreement under the Police Reform and Social Responsibility Act 2011.
27. **S22 COLLABORATION AGREEMENT - RECORDS MANAGEMENT SYSTEM NICHE**  
Members considered a report of the Commissioner regarding a s22 Collaboration Agreement – Niche Review, Retain or Destroy (RRD) Renewal.
28. **NON-COMPLIANT WAIVER REPORT**  
Members considered a report of the Commissioner regarding a non-compliant waiver.
29. **GATEWAY 6 - FINSBURY HOUSE, 23 FINSBURY CIRCUS, EC2**  
Members considered a Gateway 6 report of the City Surveyor regarding Finsbury House, 23 Finsbury Circus, EC2.
30. **SUMMARY OF CITY OF LONDON POLICE BUSINESS AT CITY OF LONDON CORPORATION COMMITTEES**  
Members considered a summary report of the Town Clerk regarding City of London Police business at City of London Corporation Committees.
31. **NON-PUBLIC REPORT ON ACTION TAKEN BETWEEN MEETINGS**  
Members considered a report of the Town Clerk on action taken between meetings.
32. **NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE BOARD**  
There was one question.
33. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT AND WHICH THE COMMITTEE AGREE SHOULD BE CONSIDERED WHILST THE PUBLIC ARE EXCLUDED**  
There was no other business.

**The meeting ended at 12.52 pm**

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Chairman

**Contact Officer: Alistair MacLellan / [alistair.maclellan@cityoflondon.gov.uk](mailto:alistair.maclellan@cityoflondon.gov.uk)**

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## CITY OF LONDON POLICE AUTHORITY BOARD – PUBLIC REFERENCES

3/2018/P	1 November 2018 Item 6 – Annual Review of Fees and Charges	Report to be submitted to Members setting out instances where fees and charges have not been imposed and the reasons for this.	Commissioner of Police	<b>NOVEMBER 2019 – IN PROGRESS</b> Interim report on Funded Units Charging Model on agenda with comprehensive report to January 2020 meeting.
15/2018/P	Item 4 Outstanding References	Barbican CCTV will form part of Secure City Programme when CCTV is reviewed in the round.	Commissioner of Police	<b>DUE SIX MONTHS POST-CROSSRAIL OPENING.</b>
7/2019/P	Item 11 ATTRO Review 2018	Report on whether ATTRO remains appropriate tool to be submitted to Members.	Director of the Built Environment	<b>DUE JANUARY 2020</b>
14/2019/P	April 2019 Item 8 Quarterly Community Engagement Update	Statistics for begging and rough sleeping to be separated out and language of reporting to avoid term 'vagrant'/ vagrancy going forward.	Commissioner of Police	<b>NOVEMBER 2019 - COMPLETE</b> This OR was addressed at the November 2019 Performance and Resource Management Committee. It is not possible to separate out the statistics or cease the use of the term vagrancy, due to Home Office recording practices and this was accepted but the Lead Member for ASB.
17/2019/P	May 2019 Item 9 Appointment of Committees	Options paper to be submitted to Police Authority Board regarding maximum term limits for Police Authority Members	Town Clerk	<b>NOVEMBER 2019 – IN PROGRESS</b> Action to be closed prior to April 2020.

24/2019/P	May 2019 Item 16 Public Question	Force/Authority to liaise with City of London Corporation regarding potential for Authority to meet cost on behalf of Force of charging to HRA for Middlesex Street Car Park	Commissioner / Treasurer	<b>UPDATE AT NOVEMBER 2019 MEETING</b> It has been agreed with the Town Clerk's office and the Police Authority Treasurer that this request will be in the form of a letter from the Commissioner to the Treasurer to be taken forward as part of the Treasurer's internal process for budget setting
25/2019/P	July 2019 Item 13 Quarterly Community Engagement Update	Confirmation to be provided to the Board on when review of Operation Luscombe will be conducted.	Commissioner of Police	<b>NOVEMBER 2019 – COMPLETE</b> Review report on agenda which has also been submitted to the December 2019 meeting of the Safer City Partnership and Rough Sleeping and Homelessness Sub Committee
28/2019/P	September 2019 Item 6 Budget Monitoring Q1	Format of reporting to be amended in light of feedback from Members	Chief Operating and Chief Financial Officer	<b>NOVEMBER 2019 – COMPLETE</b> Q2 Finance report has been updated following Members' feedback. Any further feedback can be incorporated into the Q3 report.
29/2019/P	October 2019 Item 5 PSI Committee Minutes	Visits Schedule for Members to be developed.	Town Clerk in consultation with the Commissioner	<b>NOVEMBER 2019 – IN PROGRESS</b> Schedule to be developed and shared ahead of January 2020 meeting

30/2019/P	October 2019 Item 8 Quarterly Community Engagement Update	Cyber Griffin-Evaluation report on outcomes to be submitted to the January Cyber Griffin Oversight Board and then to February PAB	Commissioner/ Chief Exec	<b>DUE FEBRUARY 2020</b>
31/2019/P	October 2019 Item 8 Quarterly Community Engagement Update	Roads Policing figures to be clarified and a note circulated to Members	Commissioner	<b>NOVEMBER 2019 - COMPLETE</b> Figures were provided and clarified to the Member in question- Lead Member for Road Safety. These can be circulated more widely if still required
32/2019/P	October 2019 Item 8 Quarterly Community Engagement Update	Annual update on Road Danger Reduction Plan to be submitted to include elements on cycling education and enforcement in the City of London.	Commissioner / Director of the Built Environment	<b>DUE FEBRUARY 2020</b>
33/2019/P	October 2019 Item 9 Quarterly Equality and Inclusion Update	Commissioner to confirm level of Autism awareness training on offer to the Force and a note circulated to Members	Commissioner	<b>NOVEMBER 2019 - COMPLETE</b> Note and supporting documents circulated to Members by email on 18 November 2019 at 11.54am

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## **ECONOMIC CRIME COMMITTEE OF THE POLICE AUTHORITY BOARD** **Friday, 18 October 2019**

Minutes of the meeting of the Economic Crime Committee of the Police Authority Board held at Committee Rooms, 2nd Floor, West Wing, Guildhall on Friday, 18 October 2019 at 11.00 am

### **Present**

#### **Members:**

Nicholas Bensted-Smith (Chairman)  
Alderman Emma Edhem  
Deputy Robert Merrett  
Deputy James Thomson (Ex-Officio Member)

#### **City of London Police Authority:**

Simon Latham	- Deputy Chief Executive
Oliver Bolton	- Deputy Head of Police Authority Team
Dr Lucy Fraser	- Town Clerk's Department (Innovation and Growth)
Alistair MacLellan	- Town Clerk's Department

#### **City of London Police Force:**

Karen Baxter	- Commander (Economic Crime)
Perry Stokes	- Detective Chief Superintendent
Jennifer V	- Head of Intelligence (National Fraud Intelligence Bureau)

### **1. APOLOGIES**

Apologies were received from Doug Barrow, Deputy Keith Bottomley, Andrew Lentin, Deputy Henry Pollard, and James Tumbridge.

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

There were no declarations.

### **3. MINUTES**

**RESOLVED**, that the public minutes and non-public summary of the meeting held on 5 July 2019 be approved.

### **4. PUBLIC REFERENCES**

Members considered a joint report of the Town Clerk and Commissioner regarding public references from previous meetings and the following points were made.

**1/2017/P – Fraudulent Cryptocurrencies/Search 'hits' for City of London Police and Fraud**

- The Detective Chief Superintendent confirmed that this reference would be closed ahead of the next meeting, with email confirmation being issued to Members in the meantime once this had been achieved.

**RESOLVED**, that the report be received.

5. **ANY OTHER BUSINESS THAT THE CHAIRMAN CONSIDERS URGENT**  
**Action Know Fraud in the Media**

The Detective Chief Superintendent was heard regarding reports in the media in August 2019 regarding the behaviour of Action Fraud call centre staff. The Detective Chief Superintendent noted that the Force had been proactively managing the situation, and that Concentrix, the call centre provider, had initiated their own investigation which would likely result in disciplinary action, and IBM had similarly put in place mitigation measures to ensure call centre performance was fit for purpose. Lastly, the Detective Chief Superintendent referenced the recently announced Mackey Review of Action Fraud, commissioned by the City of London Police Authority and City of London Police.

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

There were no questions.

7. **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 of business on the grounds they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Act.

8. **NON-PUBLIC MINUTES**

**RESOLVED**, that the non-public minutes of the meeting held on 5 July 2019 be approved.

9. **NON-PUBLIC REFERENCES**

Members considered a joint report of the Town Clerk and Commissioner regarding non-public references arising from previous meetings.

9.1 **16/2019/P - Use of Specials in Economic Crime Directorate**

Members considered a report of the Commissioner regarding the use of Specials in the Economic Crime Directorate.

9.2 **13/2019/NP - National Policing Strategy for Fraud**

The Commander (Economic Crime) was heard regarding the National Policing Strategy for Fraud.

9.3 **14/2019/NP - Headline Figure for Investment in National Policing Strategy for Fraud**

Members considered a report of the Commissioner regarding the headline figure for investment in the National Policing Strategy for Fraud.

10. **SHAPING NATIONAL NARRATIVE AROUND ECONOMIC CRIME**

The Commander (Economic Crime) was heard regarding the shaping of the national narrative around Economic Crime.

11. **ECONOMIC CRIME DIRECTORATE PERFORMANCE REPORT - QUARTER 2: JULY - SEPTEMBER 2019**

Members considered a report of the Commissioner regarding Economic Crime Directorate Performance – Quarter 2 – July-September 2019.

12. **FRAUD: TIME TO CHOOSE - NATIONAL REPORT BY HMICFRS - SUMMARY OF CITY OF LONDON POLICE PROGRESS AS AT 1 OCTOBER 2019**

Members considered a report of the Commissioner regarding City of London Police progress as at 1 October 2019 with regards to *Time to Choose – National Report by HMICFRS*.

13. **ECONOMIC CRIME VICTIM CARE UNIT PERFORMANCE TO 30 SEPTEMBER 2019**

Members considered a report of the Commissioner regarding the Economic Crime Victim Care Unit Performance to 30 September 2019.

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

There were no questions.

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

There was one item of other business.

**The meeting ended at 12.20 pm**

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Chairman

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**PERFORMANCE AND RESOURCE MANAGEMENT COMMITTEE OF THE  
POLICE AUTHORITY BOARD  
Friday, 15 November 2019**

Minutes of the meeting of the Performance and Resource Management Committee  
of the Police Authority Board held at Committee Rooms, 2nd Floor, West Wing,  
Guildhall on Friday, 15 November 2019 at 10.30 am

**Present**

**Members:**

Deputy James Thomson (Chairman)  
Nicholas Bensted-Smith  
Tijs Broeke  
Kenneth Ludlam (External Member)  
Caroline Mawhood (External Member)  
Deborah Oliver

**City of London Police Authority:**

Simon Latham	- Deputy Chief Executive
Alex Orme	- Head of Police Authority Team
Oliver Bolton	- Deputy Head of Police Authority Team
Alistair MacLellan	- Town Clerk's Department
Caroline Al-Beyerty	- Deputy Treasurer
Alistair Cook	- Head of Police Authority Finance
Matt Lock	- Head of Audit and Risk Management
Jeremy Mullins	- Chamberlain's Department

**City of London Police Force:**

Dai Evans	- T/Commander (Operations and Security)
Oliver Shaw	- Detective Superintendent
Carl Tomlinson	- Finance Director
Julia Perera	- Human Resources Director
Stuart Phoenix	- Head of Strategic Planning
Paul Adams	- Head of Governance and Assurance
David Drane	- City of London Police
Hayley Williams	- City of London Police

**1. APOLOGIES**

Apologies were received from Doug Barrow, Deputy Keith Bottomley and Andrew Lentin.

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

There were no declarations.

3. **APPOINTMENT OF CO-OPTED MEMBER**

Members considered supporting statements provided by two candidates for co-option on to the Committee.

**RESOLVED**, that Dawn Linsey Wright be co-opted on to the Performance and Resource Management (Police) Committee for a term concluding April 2020.

4. **MINUTES**

**RESOLVED**, that the public minutes and summary of the meeting held on 21 June 2019 be approved.

5. **PUBLIC REFERENCES**

Members considered a report of the Town Clerk regarding public references arising from previous meetings and the following points were made.

**8/2019/P – Frequency of HMICFRS Inspections**

- The Chairman noted that this reference could now be closed.

**13/2019/P – Internal Audit of Force Budget Mitigation Measures**

- Members noted that this reference had been incorporated into the Authority's 2019/20 Internal Audit Plan, with much of the work inevitably being concerned with historic measures. Members agreed that the reference could be closed.

**16/2019/P – Financial Controls**

- The Director of Finance noted that all issues scheduled for implementation by November 2019 had been implemented. Members noted that the Force's Chief Financial and Chief Operating Officer was a more appropriate 'owner' for this reference, rather than the Deputy Chamberlain.

**RESOLVED**, that the report be received.

5.1 **14/2019/P - Updated Terms of Reference**

Members considered the Committee's updated terms of reference and the following points were made.

- In response to a comment from a Member, the Town Clerk agreed to liaise with the Chamberlain regarding appropriate wording to ensure the terms of reference encompassed the monitoring of internal auditing of the Force.

**RESOLVED**, that the terms of reference be received.

## 6. INTERNAL AUDIT UPDATE REPORT

Members agreed to vary the order of items on the agenda so that the update report of the Head of Audit and Risk Management regarding Internal Audit was considered next. The following points were made.

- In response to a question, the Head of Audit and Risk Management confirmed that the Internal Audit Team had budgeted for a total of 195 days of activity including contingency.
- A Member expressed her hope that straightforward recommendations such as the retention of documentation had been implemented without delay.
- In response to a question regarding the internal audit of the Police Accommodation Programme and the Fleet Street Estate Programme, the Head of Governance and Assurance noted that the audit had noted there had been issues around how the Force had provided an appropriate level of challenge of options arising in the Police Accommodation Strategy Programme. He added that the recommendations arising on the Fleet Street Programme were more for the Authority than for the Force.
- In response to a comment from a Member, the T/Commander (Operations) noted that the Commissioner now chaired the Programme Board, and that key lessons had been learned that could only be demonstrated by the Force through ongoing practice. As well as new governance processes, the Force was also under a degree of natural scrutiny from its own staff given that they were obliged to work within the buildings overseen by the Police Accommodation Strategy. The Commander concluded by noting that the Authority had formed its Capital Buildings Committee which was a new Member-level body responsible for scrutinising high-level projects, and that the Committee was an appropriate forum for officers from the Force to highlight Force requirements.
- The Chairman noted his agreement with these comments, noting that there had been a noticeable step-change in Police Accommodation Strategy governance within the last 12 months, which included the Police Authority Board's Police Accommodation Working Party.
- **A Member expressed concern that, given the issues highlighted by the report, there was no major Corporate Risk identified for strategic project management. Members agreed that this point should be highlighted with the Police Authority Board with a view to a resolution being made to the Audit and Risk Management Committee to that effect (23/2019/P).**

**RESOLVED,**

- that the report be received.

- **that the Police Authority Board be asked to consider submitting a resolution to the Audit and Risk Management Committee regarding the potential for the City of London Corporation to adopt a new Corporate Risk regarding the organisation's capability and capacity to deliver Strategic Project Management.**

## 7. **HMICFRS INSPECTION UPDATE**

Members agreed to vary the order of items on the agenda so that the update report of the Commissioner regarding HMICFRS Inspection(s) was considered next. The following points were made.

- The Head of Strategic Planning noted that there were 23 new Green areas to HMICFRS inspection reports, and five Red responses which included the following:
  - **Timetable for implementing the revised Know Fraud system to be published.** A letter addressing this recommendation would be sent to all Forces in late November/early December.
  - **Policy for responding to and investigating allegations of fraud to be published.** A draft policy was currently being reviewed and external communications were planned once it had been signed off.
  - **Guidance to be provided to Action Fraud and Chief Constables to ensure victims receive adequate explanations regarding the role of Action Fraud etc.** The 'ownership' on implementing this recommendation had recently changed, which had delayed its resolution from September 2019 to December 2019.
  - **Detainee care should be improved to ensure access to fresh air and exercise.** This recommendation had arisen out of a lack of adequate provision at Bishopsgate Police Station. The Commander (Operations) explained that the Commissioner had directed that options for the site were to be costed, and that issues over security and dignity of prisoners needed to be considered given that the Station was overlooked by surrounding properties.
  - **Home Office cyber-enabled flag for hate crime to be consistently applied.** The Head of Strategic Planning noted that the Force was now using the flag, but that officers wished to complete a demonstration period to ensure the flag was being used effectively before classing the recommendation 'Green'.
- The T/Commander (Operations) noted that he was confident the Amber recommendation(s) around police custody would be classed as Green

following a constructive meeting he had had with the Custody Management Team.

- In response to a question regarding Action Know Fraud, the Head of Strategic Planning noted that the backlog of cases which had been quarantined as referenced in recent press coverage had now been reduced from 6,500 down to 500.
- In response to a question regarding the planned investment for exercise space at Bishopsgate Police Station, the Commander (Operations) noted that this would be a six-figure investment, and that scoping was taking place before any final decision was taken.

**RESOLVED**, that the report be received.

**8. POLICING PLAN 2019-20 - PERFORMANCE AGAINST MEASURES FOR END Q2**

Members agreed to vary the order of items on the agenda so that the report of the Commissioner regarding Policing Plan 2019/20 – Performance against Measures for end Q2 was considered next. The following points were made.

- The T/Commander (Operations) acknowledged that the crime statistics remained stubbornly high. The Force was taking a more co-ordinated approach to combat this, including the use of a range of tools including community protection notices. The majority of crime committed in the City was low-level crime, which was the result in part of being required to police a high number e.g. 900 licensed premises. This issue would be particularly apparent during the Christmas period.
- The T/Commander (Operations) continued, noting that deployments to police the activity at Easter 2019 for Extinction Rebellion protests during the Q2 period combined with the Force's ongoing vacancy factor was having an impact on the Force's ability to reduce crime levels.
- The T/Commander (Operations) concluded by noting that, nevertheless, crime levels were plateauing and that he was confident that the figures would improve by year-end, although he could not promise an on-year reduction. He noted that he was being scrutinised by both the Assistant Commissioner and Commissioner. He added that the Force's emerging performance management culture did mean that officers were recording more crime data.
- The Chairman suggested that the Force consider ways in which performance reporting could reflect what the impact of increased Force intervention might be having on crime levels **(24/2019/P)**.
- In response to a comment from the T/Commander (Operations) regarding the Force's focus on the high volume of low-level crime, a Member expressed concern that this meant that the Force was giving a corresponding less emphasis on combating drug trafficking. The

Commander (Operations) responded that the Force did combat drug trafficking when this was encountered during daily policing operations, and indeed there were 70 live investigations going through CID at present, but that it was not targeted as a force priority, given that due to the resources available the Force could only direct resources on towards a limited number of priorities simultaneously.

- In response to a question, the T/Commander (Operations) confirmed that officers were flexibly deployed during different times of the day to combat crime hot spots.
- A Member commented that one strand of combating low-level crime was educating the public regarding the risks around leaving bags unattended when socialising in licenced premises. The Commander (Operations) agreed, noting that this strand was overseen by the Safer City Partnership.
- In response to a question, the T/Commander (Operations) noted that there had been no substantive hate crime increase within the City linked to Brexit.

**RESOLVED**, that the report be received.

9. **HUMAN RESOURCES MONITORING INFORMATION 1 APRIL 2019 - 30 SEPTEMBER 2019**

Members agreed to vary the order of items on the agenda so that the report of the Commissioner regarding Human Resources Monitoring Information 1 April 2019 – 30 September 2019 was considered next. The following points were made.

- The Human Resources Director reference the level of turnover described within the report, noting that online exit interviews demonstrated that common reasons for leaving were given as officers and staff feeling that their job was not right for them; the pay was a factor in their decision; and others who lived outside of London and wished to join their local Force. Officers and staff who were retiring often chose not to complete exit interviews.
- In response to a question from a Member, the Human Resources Director noted that the data within the report reflected actual numbers rather than percentages.
- A Member commented that the number of BAME staff was increasing only incrementally and that he hoped to see the Force demonstrating more progress. Similarly, he hoped to see more progress made by the Force in matching and exceeding the national average for female representation among the workforce.
- The Human Resources Director agreed that increase in both BAME and female representation in the Force were key objectives. Historically, the

Force has relied upon transferees from other Forces which had hindered attempts to grow representation from these two groups – she was confident that this would change as the Force moved towards direct recruitment.

- The T/Commander (Operations) noted that the Force had a higher proportion of detectives compared to other Forces, which required the recruitment of officers with a degree of experience and therefore these were often from the older age bracket in service.
- The Chairman noted that it was important to ensure that recruitment projections were fed into the Medium-Term Financial Plan **(25/2019/P)**.
- The Chairman noted the eight commitments to staff arising from the 2017 Staff Survey and requested a report on their implementation ahead of the next Staff Survey, to provide the Committee with some comfort regarding efforts made by the Force to ensure the commitments were suitably embedded **(26/2019/P)**.

**RESOLVED**, that the report be received.

**10. BUDGET MONITORING MONTH Q2 2019/20**

Members considered a report of the Commissioner regarding Budget Monitoring Q2 2019/20 and the following points were made.

- The Finance Director noted the savings set out in table 3 within the report and drew Members' attention to the forecast pension pressure and the ongoing vacancy factor.
- The Finance Director continued, noting that accounts payable had slipped largely due to self-service being introduced and would be addressed ahead of Q3. Overtime remained a pressure on budgets, given recent operation deployments. The Force was liaising with the Home Office regarding funding for policing recent Extinction Rebellion protests. The budgetary impact of Brexit remained an unknown factor. The December 2019 General Election would likely delay the outcome of the Force's funding bid to the Home Office, but an update would be provided at the Committee's February 2019 meeting **(27/2019/P)**.
- In terms of non-pay costs, the Force forecast £2.3m which included utilities and business rates, and the London Bridge inquest.
- The Chairman expressed surprise at the £2.3m non-pay forecast, noting the level of work that had gone into understanding Force headcount. He queried whether, if utilities remained outstanding, this lent pressure to the Medium-Term Financial Plan.
- The Chairman continued, welcoming the savings tracker within the report but asking that officers be clearer within reporting on risks and opportunities. For example, reporting within section six of the report

implied there were no capital pressures when this was not the case. the Chairman requested that details on accounts payable be provided in quarterly reporting going forward, perhaps within an appendix (28/2019/P).

**RESOLVED**, that the report be received.

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

There were no questions.

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

There was no other business.

13. **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 of business on the grounds they involve the likely disclosure of exempt information as defined in Part I of Schedule 12A of the Local Government Act.

14. **NON-PUBLIC MINUTES**

**RESOLVED**, that the non-public minutes of the meeting held on 21 June 2019 be approved.

15. **NON-PUBLIC REFERENCES**

Members considered a report of the Town Clerk regarding non-public outstanding references.

16. **CITY OF LONDON POLICE MEDIUM-TERM FINANCIAL PLAN UPDATE**

Members considered an update report of the Treasurer regarding the City of London Police Medium-Term Financial Plan.

17. **FUNDING THE CAPITAL PROGRAMME - CITY OF LONDON AND CITY OF LONDON POLICE**

Members agreed to vary the order of items on the agenda so that a late report of the Commissioner regarding the Funding of the Capital Programme – City of London and City of London Police could be considered next.

18. **GATEWAY 6 - ACTION & KNOW FRAUD**

Members considered a Gateway 6 Progress report of the Commissioner regarding Action & Know Fraud.

*At this point of the meeting, two hours having elapsed, Members agreed to extend the meeting until the conclusion of business in line with Standing Order 40.*

19. **TRANSFORM PROGRAMME: UPDATE ON THE DEVELOPMENT OF COLP'S TARGET OPERATING MODEL (TOM)**

Members considered a report of the Commissioner regarding the Transform Programme: Update on the Development of City of London Police's Target Operating Model (TOM).

**20. CORPORATE WIDE REVIEW**

**20.1 Fleet Street Estate Programme Audit - Final Report**

Members considered a Final Report of the Head of Audit and Risk Management regarding the Fleet Street Estate Programme Audit.

**20.2 City of London Police Accommodation Programme Audit - Final Report**

Members considered a Final Report of the Head of Audit and Risk Management regarding the City of London Police Accommodation Programme Audit.

**21. NON-PUBLIC QUESTIONS ON MATTERS RELATING TO THE WORK OF THE COMMITTEE**

There were no questions.

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

There were no items of urgent business.

**The meeting ended at 12.41 pm**

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Chairman

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<b>Committee(s):</b>	<b>Date:</b>
Police Authority Board – For information	28 <sup>th</sup> November 2019
<b>Subject:</b> Annual Stop and Search update 2018-19	<b>Public</b>
<b>Report of:</b> Commissioner of Police Pol 90-19	<b>For Information</b>
<b>Report author:</b> Lee Presland, Superintendent Response and Operations, Uniformed Policing Directorate	

## Summary

This is an update to the report provided to your Committee in 2018 (Pol 77-18 refers) and details developments on the City of London Police (CoLP) management and implementation of stop and search tactics in response to the annual HMICFRS PEEL Inspection (Legitimacy) in line with Home Office-led Best Use of Stop and Search Scheme (BUSS).

Figures and commentary for the number of searches involving more than the removal of outer coat, jacket and gloves are also included in the report. However, these searches are small in number and do not feature as a particular issue or point of discussion in the last two HMICFRS reports covering stop and search: *‘PEEL: Police Legitimacy (including leadership) An Inspection of City of London Police HMICFRS’ (December 2017)* and *‘City of London PEEL Inspection 2019-Legitimacy (May 2019)’*.

The statutory role of HMICFRS is to assess the force in its implementation of these powers and from a legitimacy perspective the overarching question that HMICFRS asks of forces is: ‘To what extent does the force treat all of the people it serves with fairness and respect?’ Overall the Force continues to be assessed by HMICFRS as ‘Requires Improvement.’

The report also details other measures being put in place to make improvements to analysing any disproportionality and to increase external scrutiny of stop and search.

## Recommendation

It is recommended that Members note the report.

# **Main Report**

## **Background**

1. The Force provides an annual update to your Police Authority Board on Stop and Search and this report provides an update on activity in this area since the last report on this subject to your Board in November 2018.
2. Police legitimacy is a concept that is well established in the UK as 'policing by consent'. 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.
3. The headline facts and figures for Stop and Search for City of London Police show that:
  - There were 1523 stop and search incidents in City of London in the financial year 2018/19. The number of stop searches conducted by City of London Police has started to increase this year due to increased support from senior leadership and refresher training – it has increased by 36% since 2017/18 (401 more searches). This increase is being seen nationally with an England and Wales increase of 32%.
  - Nationally black people were 9.7 times more likely to be stopped than white people in the year ending March 2019 – the rate has risen sharply since 2014/15 when it was 4.4.
  - In the City when looking at the resident population only, black people are 12.9 times more likely to be stopped than white people.
  - However as so few of the people stopped in the City of London are City residents (on average 1 a month) and the majority live in the greater London area, it is more appropriate to compare our stops to the whole London population. This gives a likelihood rate of 1.9 for black people stopped compared to white people.
  - In England and Wales there was an arrest rate of 15% for the year ending March 2019 following any stop search.
  - City of London Police had the highest arrest rate of any force nationally with 32% of searches leading to an arrest.

## **Best Use of Stop and Search scheme (BUSS)**

4. As Members are aware from previous reports to your Board, in 2014, the Home Office and College of Policing launched the Best Use of Stop and Search (BUSS) scheme<sup>1</sup>. 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:

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<sup>1</sup> <https://www.gov.uk/government/publications/best-use-of-stop-and-search-scheme>

- Data recording and publishing;
  - Lay observation policies
  - The introduction of a community complaints trigger
  - Monitoring the impact of stop and search on young people and black, Asian and minority ethnic communities.
5. The BUSS placed several conditions on the use of Section 60 of the Criminal Justice and Public Order Act, which went over and above what is set out in law. These are detailed in Appendix A.
6. On 13<sup>th</sup> August, 2019 the government announced the suspension of a number of conditions across the country on a pilot basis- See also Appendix A.

### **HMICFRS Inspections- Stop and Search**

7. It should be noted by Members that all recommendations from HMICFRS inspections are monitored and scrutinised through your quarterly Police Performance and Resource Management Committee chaired by Deputy James Thomson. A report on all recommendations is submitted to this Committee and an update tracker of progress is maintained and presented to Members. So all of the below areas for improvement have been reported to your Police Performance and Resource Management Committee (P&RM) as appropriate over the relevant time period and continue to be. However a snap shot of Inspections since 2015 is given below.
8. In 2015, HMIC assessed the compliance with each feature of the BUSS scheme in each of the 43 Home Office-funded forces in England and Wales, as part of its 2015 PEEL Legitimacy inspection. As previously reported to your Board at that time, 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.)
9. 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.
10. 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.

11. However, HMICFRS also found that the force needed to improve its scrutiny and understanding of this data, so that it could identify and act on concerns. HMICFRS acknowledged that the Force was 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 contended that the massive influx of people, including black people, travelling to the area daily for work or pleasure, changed the profile of the population of the area and skewed the data, given the small residential population.
12. HMICFRS acknowledged that this is likely to be true, as the increase takes the population to around 600,000, and so has a significant impact on who is likely to be stopped. It is important to note that the daytime population is likely to increase by 75,000 in the medium term with the expansion of the Eastern Cluster and Cross Rail amongst other developments in the City of London.
13. 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 further improvement was required in this area but recognised that part of the issue may have resulted from the introduction of a new electronic hand-held device, a 'tough pad', in 2016, which officers, staff and supervisors found challenging to use to record and supervise stop and search when it was first implemented. HMIC also noted that in 55 of the 200 records reviewed, the item searched for was found.
14. Overall the Force was assessed as 'requires improvement' in relation to its use of stop and search with areas for improvement identified for training, collection and analysis of data and a better understanding of grounds. These were all included on the HMICFRS recommendation and action tracker reported to the P&RM Committee.
15. In 2018/19 the Force was again inspected by HMICFRS and the findings in relation to use of stop and search powers were published in May 2019, again all fully reported to your P&RM Committee.
16. This noted improvements in supervision and that all officers had now been trained. Additionally that knowledge of grounds had improved considerably. HMICFRS reviewed a representative sample of 452 stop and search records to assess the reasonableness of the recorded grounds. They found that 75 percent had reasonable grounds recorded.
17. HMICFRS also found in the 2018/19 that the Force had complied with a number of recommendations from the 2017 legitimacy report. Recommendations for improvement were made in relation to drug stops.
18. HMICFRS also found that the force's monitoring of stop and search data had also improved significantly with areas for improvement identified including monitoring of BWV more routinely and clearer SOPs around commencement of recording.

## **Progress**

### **What is disproportionality?**

19. 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**

20. 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, as aforementioned, this becomes problematic when applied to the City of London 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.
21. When comparing potential disproportionality rates within the City of London, a possible alternative approach 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.
22. Another approach is to look at the residential addresses of people stopped to better understand where those coming into the City of London have travelled from.
23. 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.
24. 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.

### **Stop and Search Working Group**

25. 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. This group has been positively recognised in the most recent HMICFRS report.

### **Community Scrutiny Group**

26. The Force set up a Community Scrutiny Group (CSG), focused on a number of issues including stop and search, use of force and deployment of Taser. One of the purposes 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 had become less effective over the years and the level of scrutiny required was not being achieved.
27. CoLP has been working to implement a new CSG; an amalgamation of the CSG and Independent Advisory Group (IAG). It is anticipated that once up to strength, the new CSG will represent a more diverse community base in terms of ethnicity and social groups. The Force started to consult with other 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 the 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.

### **Community Engagement Patrols**

28. 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.
29. 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.

30. The Community Engagement patrols enables two-way learning to take place bringing the police closer to the public and the public closer to the police. These 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.
31. 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.
32. 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.

### **Training – unconscious bias**

33. The Force is in the process of introducing a new online training package to all front-line staff. The course is summarised as follows: 'Unconsciously, we are all inclined to make decisions by sorting and identifying people into different groups, making prejudgements and categorising, giving us learned stereotypes that are automatic, unintentional, deeply ingrained and able to influence our behaviour. This training is designed to expose people to their unconscious biases, provide information to adjust automatic patterns of thinking, and ultimately eliminate discriminatory behaviours.

### **Community trigger scheme (complaints)**

34. In line with the requirement of the BUSS the Force has 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.
35. CoLP has made the decision to report to the Community Scrutiny Group every 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 finalised, 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.

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

36. As mentioned in the Summary, the requirement to report on this area is not an issue for CoLP but a brief update is included for information.
37. 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.
38. For the financial year 2018/2019, 41 people were subject to a strip search as part of a stop and search encounter (in 2017/2018 this number was 29).
39. For 2018-19 this is 3% of all stops, which is a 1% increase from 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) was 51% (17/18 32%), which is significantly higher than 38% across all searches in the same period. The most common outcome from a strip search was to arrest (22, 54%) then no further action (17, 41%). Two further people received drugs warnings
40. Most strip searches resulted from drugs stops (26, 84%), the breakdown for all reasons/legal powers is:

<b>01 Police &amp; Criminal Evidence Act 1984 (s1)</b>	<b>3</b>
Going Equipped	1
Offensive weapon/Bladed article	2
<b>Misuse of Drugs Act 1971 (s23)</b>	<b>38</b>
Drugs - Cannabis	13
Drugs - other	25

41. Most strip searches were carried out on males. Just one involved a female. She appeared to be of white, North European ethnicity was in her 30s and stopped due to erratic driving and a drug wipe and test were positive for cocaine so she was arrested for drug driving and further searched on suspicion of secreting drugs about her person. No items were found
42. The age breakdown for strip searches for this period is as follows;

<b>Age Range</b>	<b>Searches (Last year in brackets)</b>
<b>10-17</b>	1(1)
<b>18-24</b>	22 (16)
<b>25-34</b>	10 (7)
<b>35-59</b>	8 (6)

43. The one search in the 10-17 category was a full strip search of a 16 year old black male under s23 Misuse of Drugs Act. Cannabis was found and as a

result of the stop he was arrested and then later released under investigation and referred to his local youth offending team.

44. The ethnicity breakdown for the period is as below and also cross referenced with ages;

<b>Ethnicity</b>	<b>Searches (Last year in brackets)</b>
<b>White</b>	12 (12)
<b>Black</b>	4 (7)
<b>Asian</b>	21 (11)
<b>Mixed / Other</b>	4 (1)

	<b>10- 17</b>	<b>18-24</b>	<b>25-34</b>	<b>35-59</b>
<b>White</b>		3	4	5
<b>Black</b>	1	2	1	
<b>Asian</b>		15	4	2
<b>Mixed/Other</b>		2	1	1

## Conclusion

45. 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 HMICFRS 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.

46. 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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## Appendix A

The BUSS placed several conditions on the use of Section 60

- Raising the level of certainty needed from officers before authorising a s60 from believing serious will “may” take place, to “will” take place
- Raising the seniority of officer needed to authorise (Inspector) and extend one authorisation (Superintendent) to senior officer level
- Limiting the duration of authorisations (initial authorisations were restricted to 15 hours, with subsequent authorisations limited to 9 and a final 15 hours- a total of 39 hours)
- Requiring forces to communicate to the public about the use of s60s where practicable, and afterwards

On 13 August, 2019 the government announced the suspension of a number of conditions across the country on a pilot basis

- The level of certainty needed from officers before authorising a s60 from believing serious is “may” take place
- The seniority of officer needed to authorise is Inspector and to extend is Superintendent
- The powers conferred by this section are to be exercisable at any place within that locality for a specified period not exceeding 24 hours.
- If an inspector gives an authorisation under S60 they must, as soon as it is practicable to do so, cause an officer of or above the rank of superintendent to be informed
- If it appears to an officer of or above the rank of superintendent that it is expedient to do so, having regard to offences which have, or are reasonably suspected to have, been committed in connection with any activity falling within the authorisation, they may direct that the authorisation shall continue in being for a further 24 hours.
- In addition the Assistant Commissioner has stipulated for the CoLP that as well as informing the on-call superintendent as soon as practicable after a S60 has been put in place by the minimum of an inspector, the on-call chief officer must also be informed.

<b>Committee(s):</b>	<b>Date:</b>
Police Authority Board- For information	28 <sup>th</sup> November 2019
<b>Subject:</b> Annual update on the Custody of Vulnerable Persons (Young Persons, Children and Mental Health)	<b>Public</b>
<b>Report of:</b> Commissioner of Police and the Town Clerk Pol 88-19	<b>For Information</b>
<b>Report author:</b> 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. City of London Police (CoLP) collects and analyses information across these areas, in response to national recommendations from Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) amongst others, and in recognition of the importance of understanding and responding to any potential issues or trends. Since the last report, CoLP have been subject to a custody inspection by HMICFRS. Whilst a lot of good practice was recognised, there was a cause of concern raised around fingerprinting of children and vulnerable detainees without the presence of an appropriate adult. This is fully outlined in the body of the report, as well as the remedial action taken to remedy the situation.

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 the report. The report also includes custody and mental health data reported for 2018/19 with some comparison against previous years data where it is available. The report also details developments in best practice, 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 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 Special Interest Area (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 and is the third annual update. It covers the reporting period April 2018 to March 2019. 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. In May 2019, the London Protocol for the provision of local authority accommodation for children held in police custody was published. The purpose of this protocol is to supplement the Home Office Concordat on Children in Custody. The City of London Authority and police are both signatories as members of the City of London and Hackney Children's Safeguarding Board (CHSCB). This protocol aims to facilitate an improvement in outcomes for children held in police custody – a group of children who often end up in custody because of their vulnerability and who, whilst in custody, will be at a point of crisis. It seeks to facilitate this by supporting professionals involved in the transfer of children in custody to local authority accommodation to understand both their own roles and responsibilities and those of their colleagues and thereby to facilitate joint working. It also sets out how local areas should monitor the implementation of this protocol and ensure that feedback develops and enhances local practice.

## HMICFRS<sup>1</sup> Inspections

10. CoLP, up until 2018, had 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. It should be noted by Members that **all** recommendations from HMICFRS inspections are monitored and scrutinised through your quarterly Police Performance and Resource Management Committee chaired by Deputy James Thomson. A report on all recommendations is submitted and an update tracker of progress is maintained and presented to Members at that Committee.
11. Key findings from the report pertinent to children, young persons and mental health included:

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<sup>1</sup> Her Majesty's Inspectorate of Constabulary and Fire and Rescue Service

- 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.
- 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
- 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.
- 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 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.

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

- 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.
- 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.
- A range of reading materials should be offered, including books and magazines suitable for young people and non-English speakers. Response: appropriate reading materials are now available.
- 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.
- 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.

- 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. Response CoLP has a Liaison and Diversion (L&D) service in place. (see below for full details)

13. In November 2018, the Force was subject to a further custody inspection by HMICFRS and the report published on 26<sup>th</sup> March 2019. Overall the Force was deemed to have performed well:

*‘There was a good focus on the diversion of children and vulnerable people from custody. The Force worked well with partners in relation to detainees with mental ill-health, successfully diverting many away from custody. The Force worked with partners as part of the London-wide approach to providing alternative accommodation for children who had been charged and refused bail. Few children entered custody and only one child had been held after charge in these circumstances, but had not been provided with suitable alternative accommodation.’<sup>2</sup>*

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

15. The HMICFRS report contained one cause of concern that some children and vulnerable adults were fingerprinted, photographed and had DNA taken without having an appropriate adult present. This does not meet the requirements of paragraph 2.15 of PACE Code D. The Force was urged to take immediate action to ensure that all children and vulnerable adults have an appropriate adult present when taking fingerprints, photographs and DNA.

16. The Force has responded by:

- Creating a revised Custody Juvenile Detainees SOP which is PACE compliant has been published.
- The policy around taking fingerprints and non-intimate Samples within the Custody Suite SOP has been revised to include the requirement for an Appropriate Adult to be present to support children and vulnerable adults as part of the custody booking-in process.
- All Custody trained staff and DDOs have been briefed to ensure they comply with PACE and past practice is no longer acceptable.
- Co-ordinated activity has been taken place with L&D Custody Trainer to ensure initial Custody Course and Refresher courses reflect correct processes.
- A relevant news update (briefing) has been published on the Custody website. Regular compliance checks are being carried out as part of Custody Manager’s dip sampling process.

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<sup>2</sup> Report on an unannounced inspection visit to police custody suites in City of London by HM Inspectorate of Prisons and HM Inspectorate of Constabulary and Fire & Rescue Services 5–15 November 2018

17. Other recommendations pertinent to this report were:

- The Force should manage the health care contract effectively, with escalation to a senior level when the service falls below the standard required.

Force response: the health care provider G4S are required to attend quarterly custody management group meetings with Force custody lead (Superintendent), when performance figures will be reviewed. The current contract has been extended by one year. A new procurement process will be initiated at start of 2020 (currently Brexit is holding back companies from submitting for local authority contracts) and will incorporate relevant performance requirements.

- The Force should ensure that it consistently identifies when an appropriate adult is needed for a vulnerable adult, and that one is subsequently secured without undue delay.

Force response: Delivery of AA contract has been delayed due to one of the local authorities involved withdrawing. The intent is still to secure formal additional provision for vulnerable adults alongside that for juveniles. At current time existing process and support provided in line with existing contract.

## **Responding to Vulnerability within Custody**

18. In October 2015 the CoLP initiated Liaison and Diversion (L&D) Services within their Police Custody suites. L&D services operate to 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. 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.

19. The Liaison and Diversion service is supplied by the East London NHS Trust in partnership with NHS England the CoLP are part of Cluster of the North and East London Liaison and Diversion Hub as shown in Appendix 3.

## **Process in custody**

20. 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. 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.

21. The CoLP has one custody suites based at Bishopsgate with its reserve custody suite at Snow Hill now closed. 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.
22. Bishopsgate custody suite has a secure Perspex room designed for use by children and vulnerable persons who have been 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.
23. 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.
24. 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.
25. 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.
26. Police officers will submit an intelligence document, a Form PPN, 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**

27. 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. If the child is not resident within the City or Tower Hamlets, police 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.

28. 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. 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.
29. 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 2018/19**

30. This report includes data which has been collated from custody records over the period of April 2018 to March 2019 of young people and children being detained in custody.
31. The data provided within figure 1, ‘Number of children and young people including 18 year olds in custody 2018/19’ shows for the financial year 18/19, 113 young people were held in custody. Of these, 74 were under 18 and 39 were 18 years of age. This is a 7% decrease on the *total* figure compared to the previous year (121 in 2017/18). For under 18s the decrease is slightly larger and has fallen by 9% between 2017/18 and 2018/19. There doesn’t appear to be any clear patterns of seasonality but levels were highest in March this year. Most under 18s detained in custody during the 2018/19 financial year were 17 years old (25) or 16 years old (19).
32. The length of time young people and children were detained following arrest/caution is shown at figures 3 and 4. The graph covers April 2018 to March 2019. Across the period the average detention period was 08:14 hours with a maximum of 33:47 hours and a minimum of 01:21 hours. The maximum period of detention relates to a 17 year Asian male arrested for a GBH stabbing offence and remanded in custody.
33. In terms of gender, the data shows that 90% (67) of under 18s detained in custody were male.
34. During the recorded period from April 2018 to March 2019 there was one child or young person remanded in custody. In June 2018, a 17 year-old male was

charged with a section 18 assault offence after stabbing someone. To protect the public he would have required moving to secure local authority accommodation but none was available, so he remained in custody. Having been arrested late at night (22:14) investigation of the offence took just under 24 hours and he was charged and remanded the following evening to appear in court the next morning. This is similar to last year when City of London Police also requested the relevant local authority to provide accommodation for one young person who was charged and remanded in custody. Disappointingly, no accommodation was provided in either year by the relevant local authorities for either of the young people and so they remained in City Police Custody.

35. 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.”*

36. 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.

37. 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.”*

38. 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

39. 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.
40. There was an overall increase of 75% in the number of use of force forms submitted between 2017/18 and 2018/19 with the 2018/19 total being 2240. 113 forms involved juvenile subjects – this is 5% of all forms. The youngest person to have force used against them was 12; the male offered active resistance and was handcuffed as well as having unarmed skills and tactical communications utilised against them in the course of an arrest. Five under 18s received an injury as a result of use of force in the 18/19 financial year- all were minor and offered medical assistance, two accepted while three declined and none were hospitalised.
41. CoLP monitors use of force at its Stop and Search and Use of Force working group that meets quarterly. 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.
42. Taser was used against two subjects under 18 in the 18/19 financial year but not fired. Taser was drawn<sup>3</sup> against a 15 year old male who was a passenger in a stolen vehicle that failed to stop and was pursued by officers before both occupants were arrested. The second incident involved Taser being arced<sup>4</sup> against a 17 year old male found on a stolen pedal cycle who refused to stop or provide details for police, the male offered aggressive resistance and was eventually arrested for handling stolen goods.

## Bail and referral pathways

43. 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.

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<sup>3</sup> **Types of TASER use:** **Drawn:** Drawing of Taser in circumstances where any person could reasonably perceive the action as a use of force. **Aimed:** Deliberate aiming of the TASER at a targeted subject. **Red dot:** The weapon is not fired. Instead, the Taser is deliberately aimed and then partially activated so that a laser red dot is placed onto the subject. **Arcing:** Sparking of the TASER as a visible deterrent without aiming it or firing it. **Fired:** The TASER is discharged with a live cartridge installed. When the trigger is pulled, the probes are fired towards the subject with the intention of completing an electrical circuit and delivering an incapacitating effect.

<sup>4</sup> IBID

44. The CoLP has clear referral pathways to City of London Children's Social care through the Force's Public Protection Unit (PPU). Public Protection Notice (PPN) on NICHE, (the Force 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 PPNs 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 PPN. 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.
45. 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.
46. It is confirmed that none of the juveniles under 18 arrested during the reporting period 2018-19 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**

47. 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."*

48. 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.*

49. 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).

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

51. 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.

52. 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."*

53. In November 2018 HMICFRS released the report 'Policing and Mental Health: Picking up the Pieces.' To understand how effective forces are at protecting and helping those with mental health problems, they reported on how well forces:

- Identify people with mental health problems when they first contact the Force;
- Identify and record the number of cases involving people with mental health problems to provide the right support; and
- Make sure expert help is available from other organisations, in particular health professionals

54. This was achieved by undertaking the following:

- Reviewing crime files with vulnerable victims and suspects with mental health problems.

- Speaking with frontline officers, Force control room staff, supervisors and police leaders.
- Holding focus groups in each Force with mental health experts, triage staff, ambulance, fire and rescue staff, NHS staff, clinical commissioning group staff and mental health practitioners.
- Commissioning a focus group of people with lived experience of mental ill-health to understand their experiences of contact with police.
- In the strategic briefings at the start of each inspection, senior Force leaders explained how their Force deals with people with mental health problems.
- For the first time ever, a review of all Force management statements (FMSs), in which forces set out their current demand, future demand, capacity and capability in relation to mental health

55. The following recommendations were put forward by HMICFRS. (It should be noted by Members that all recommendations from HMICFRS inspections are monitored and scrutinised through your quarterly Police Performance and Resource Management Committee chaired by Deputy James Thomson. A report on all recommendations is submitted to this Committee and an update tracker of progress is maintained and presented to Members):

- By January 2019, the NPCC lead for mental health and the College of Policing should draft and agree a new national definition of mental ill-health. This should be included within the new national strategy on policing and mental health that they are developing together. All forces should then adopt this definition as soon as reasonably practicable. The definition is as follows:  
*“Any police incident thought to relate to someone’s mental health where their vulnerability is at the centre of the incident or where the police have had to do something additionally or differently because of it.”*  
Force response: CoLP have included the new definition in the updated Mental Health SOP.
- By December 2019, forces should develop a better understanding of their mental health data, and the nature and scale of their demand. All forces should carry out a 24-hour snapshot exercise, using the new national definition of mental ill-health in Recommendation 1. This would help them see where their mental health demand is concentrated and identify any gaps in their data. Force response: The 24-hour snapshot exercise is due to take place at the end of November 2019
- By August 2019, all forces should review their existing partnership mental health triage services to assess their effectiveness, and the environment they are operating in. This will help them make decisions about sustainable future services with partners to make sure mental health care needs are being met. If forces find any deficiencies in their triage services, they should take steps to address them as soon as reasonably practicable. Force response: the Force has set up a joint suicide prevention action plan with the Corporation and are part of the Suicide Prevention Strategy Group

within the Corporation. The Street Triage model (see below) is reviewed and discussed at this meeting and the Force is now working on future funding arrangements for the ongoing utilisation of this facility. Review of mental health triage within custody take place at the three-monthly custody management group meetings.

- By August 2019, all forces should review their mental health training programmes, using the College of Policing learning standards, to establish whether they are giving their officers the right tools to understand and respond to people with mental health problems. If forces find any deficiencies in their training programmes, they should take steps to address them as soon as reasonably practicable. Where forces invite outside organisations to train staff, they must make sure its content and quality are checked against College of Policing APP. Force response: The force's mental health training is constantly subject to review as part of the training section of the Force Vulnerability Action Plan.

### **Street Triage Scheme**

56. 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.
57. 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.
58. The City of London Police now has 5 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), City of London Corporation and the City of London Police.
59. 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 continues to be highly successful: for the year from 1/07/18 to 30/06/19 utilisation of street triage avoided 163 S136 detentions.

### **Street Triage Statistics For the period 01/07/18 - 30/06/19**

<b>Total number of 136's avoided by MHST team</b>	<b>163</b>
<b>Total number of 136's issued whilst MHST on duty</b>	<b>47</b>
<b>Number of 136's issued outside of MHST duty times</b>	<b>95</b>
<b>Total of 136's for this period</b>	<b>142</b>

<b>Total of 136's there would have for this period if there was <u>no</u> MHST</b>	<b>305</b>
--	------------

<b>Total number of MH interventions made by MHST</b>	<b>334</b>
--	------------

60. 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**

61. 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.

62. 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.

63. 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.

64. 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. This officer has developed a strong working relationship with the Deputy Borough Director of East London Foundation Trust (NHS) and has monthly meetings to assess the service delivery. The Homerton have also recruited a S.136 Mental Health Nurse dedicated to the mental health suite which significantly benefits officers as there is a dedicated point of contact for them rather than having to deal with the Senior Duty Nurse.

65. 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**

66. 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.

67. 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.

68. During the period of April 2018 - March 2019, 135 people were sectioned under S.136 MHA 1983; this is a decrease of 23 from 158 for the previous financial year. A reduction of 15%. 9% (12) of these were under the age of 18. Of the 135 people, 83 were male and 52 female. All were conveyed to a place of safety (POS), 65 by Ambulance, 68 by a police vehicle, 1 by other means and 1 by unknown means (not recorded).

Category	2017/18	2018/19	Number Change
Male	107	83	-24
Female	51	52	1
Under 18	8	12	4
Conveyed** to POS by Ambulance	94	65	-29
Conveyed** to POS by Police Vehicle	61	68	7

## Conclusion

69. This report presents information to Members of the Force's current position on two key areas prompted by a number of HMICFRS 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.
70. 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.
71. 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.
72. 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

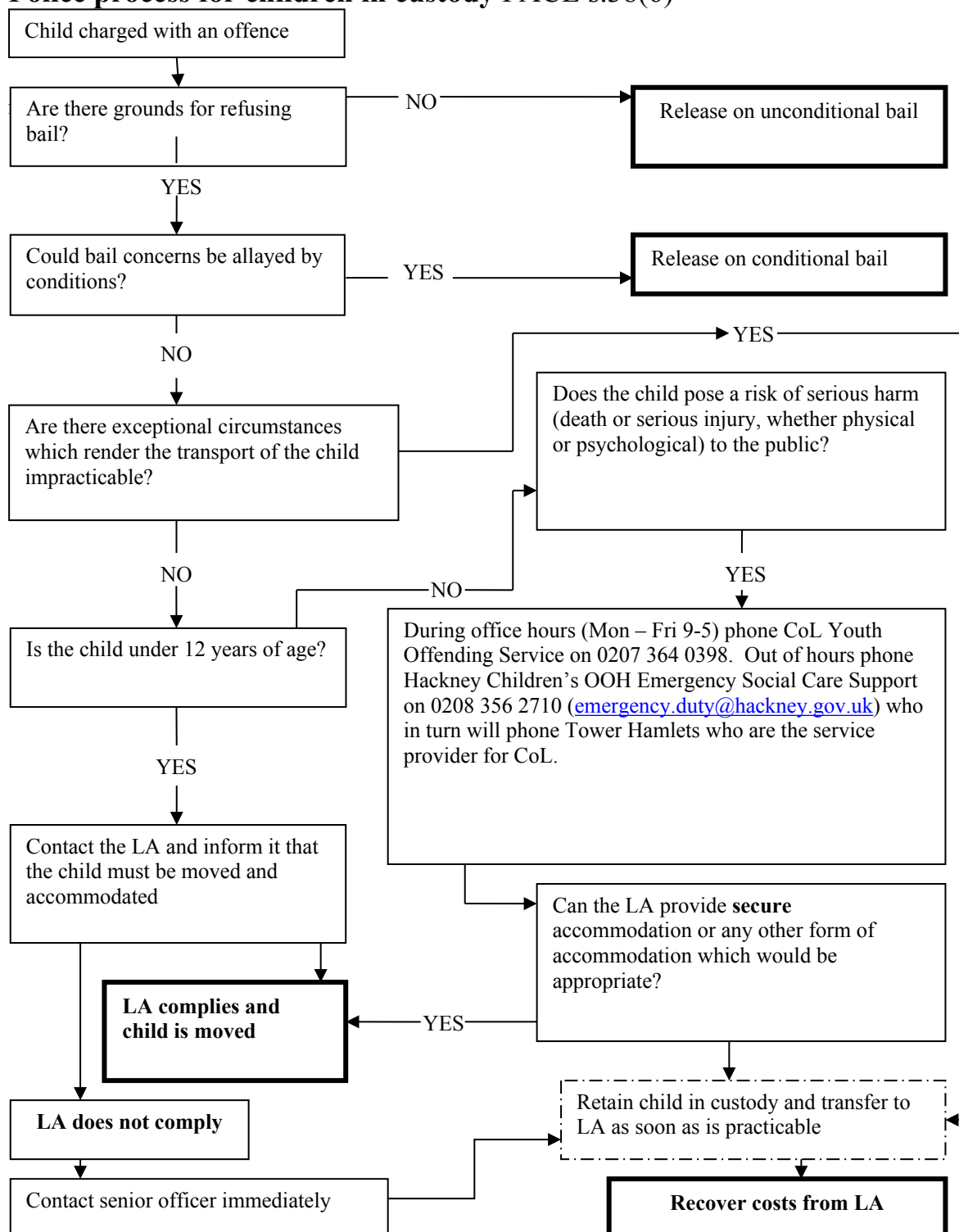
**Appendix 1-** flow chart of custody procedure for detained Young Person and Children

**Appendix 2** – Custody Data- source Niche RMS

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



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

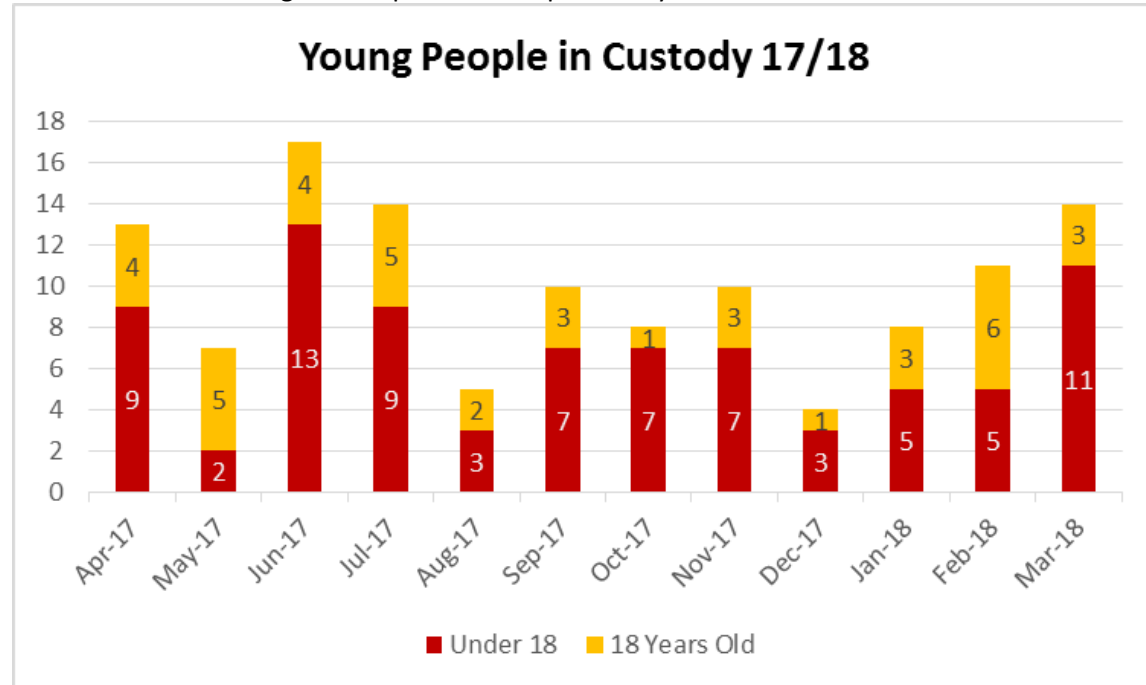


## Appendix 2 Custody Data: Children and Young Persons

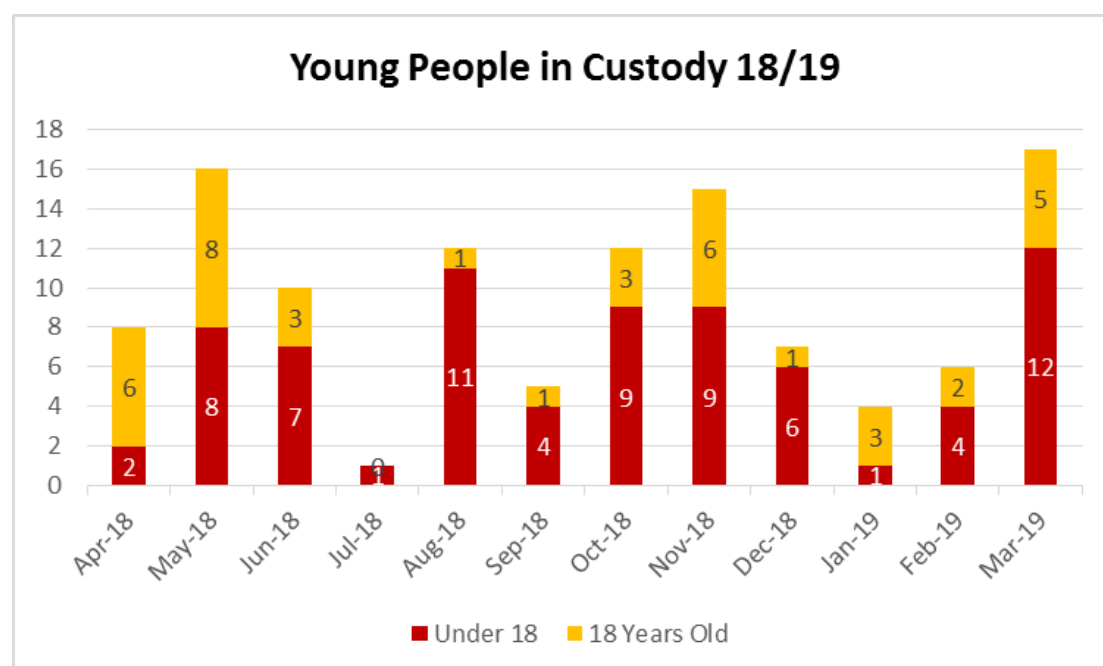
### 1: Number of children and young people (including 18 year olds) in custody

#### For the financial year 2017/2018

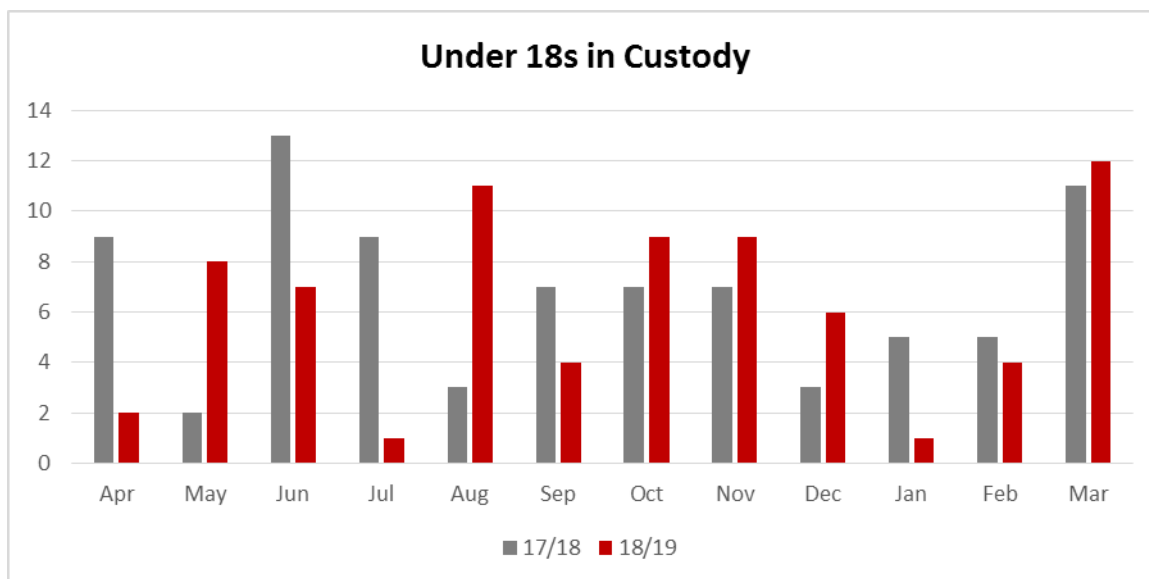
121 young people were held in custody, 81 under 18 and 40 who were 18 years of age. This is a 17% increase on the total figure compared to the previous year



**For the financial year 2018/2019** - 113 young people were held in custody, 74 under 18 and 39 who were 18 years of age. This is a 7% decrease on the total figure compared to the previous year. Please note figures are particularly low in July 2018 due to the custody suite being closed for much of the month.

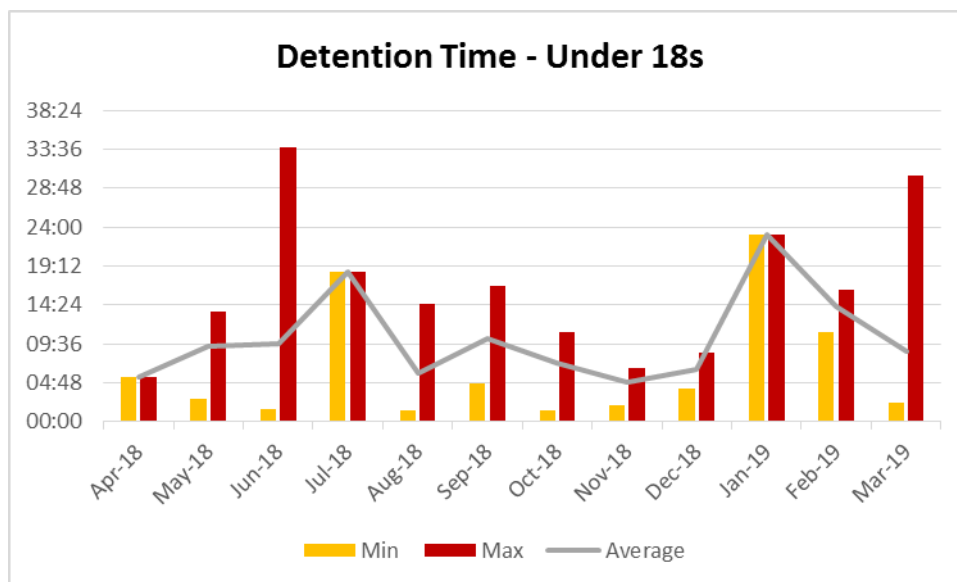


## 2: Population of children under 18 in Custody 2017/18 compared to 2018/19



For under 18s the decrease is slightly larger decreasing 9% between 2017/18 and 2018/19, there doesn't appear to be any clear patterns of seasonality but levels were similarly high in March both years. Again levels are low in July 2018 due to custody suite closure.

## 3: Length of time detained (under 18s)

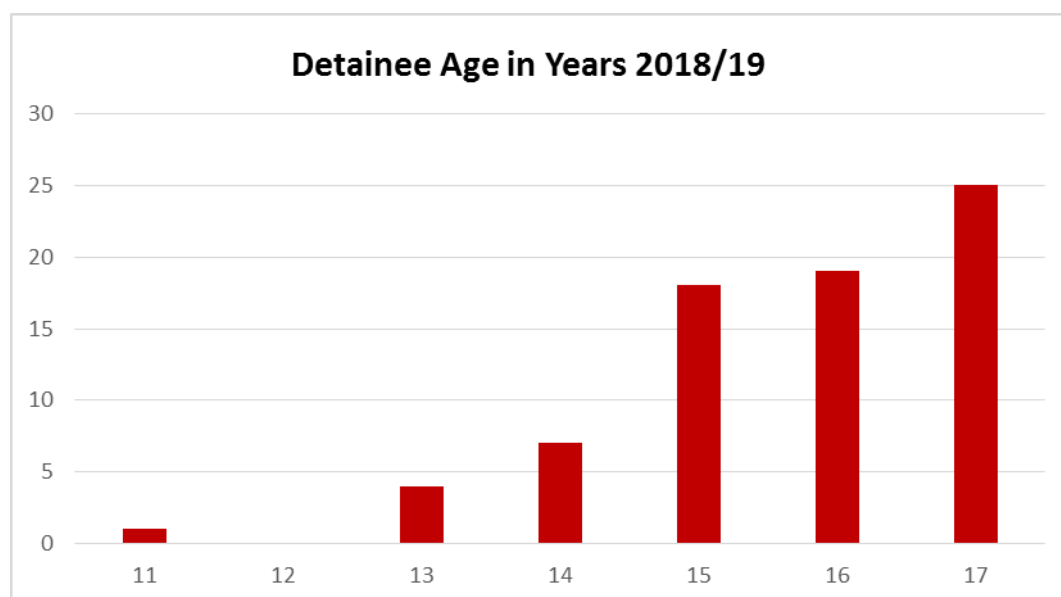


This graph shows the minimum and maximum time detained for children under 18 held in custody. The detention period covers from the time detention is authorised to release. Across the period the average detention period was 08:14 with a maximum of 33:47 and a minimum of 01:21. **The maximum period of detention relates to a 17 year old Asian male arrested for a GBH stabbing offence and remanded in custody.**

**4: Average time spent in police custody by under 18s April 2018 – March 2019 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.**

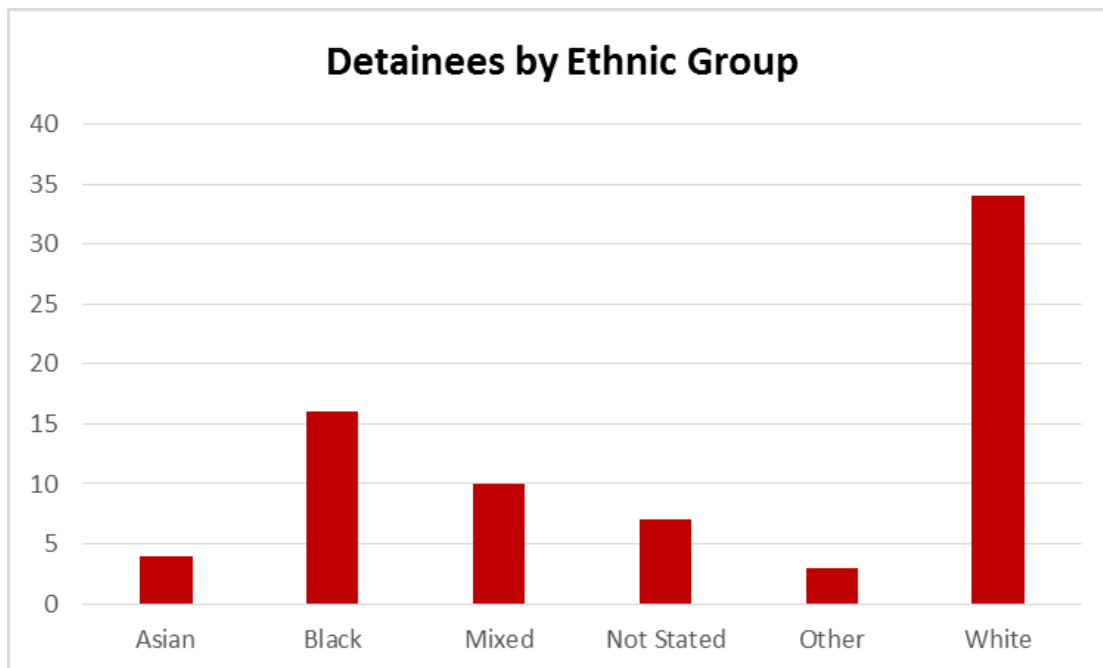
	Min	Max	Average	Count
<b>Apr-18</b>	05:29	05:30	05:30	2
<b>May-18</b>	02:50	13:30	09:21	8
<b>Jun-18</b>	01:28	33:47	09:40	7
<b>Jul-18</b>	18:27	18:27	18:27	1
<b>Aug-18</b>	01:21	14:35	05:56	11
<b>Sep-18</b>	04:38	16:48	10:17	4
<b>Oct-18</b>	01:25	11:04	07:17	9
<b>Nov-18</b>	02:00	06:38	04:46	9
<b>Dec-18</b>	03:59	08:27	06:23	6
<b>Jan-19</b>	23:01	23:01	23:01	1
<b>Feb-19</b>	10:57	16:13	14:13	4
<b>Mar-19</b>	02:23	30:24	08:40	12

**5: Children and young people in police custody by age 2018/19**



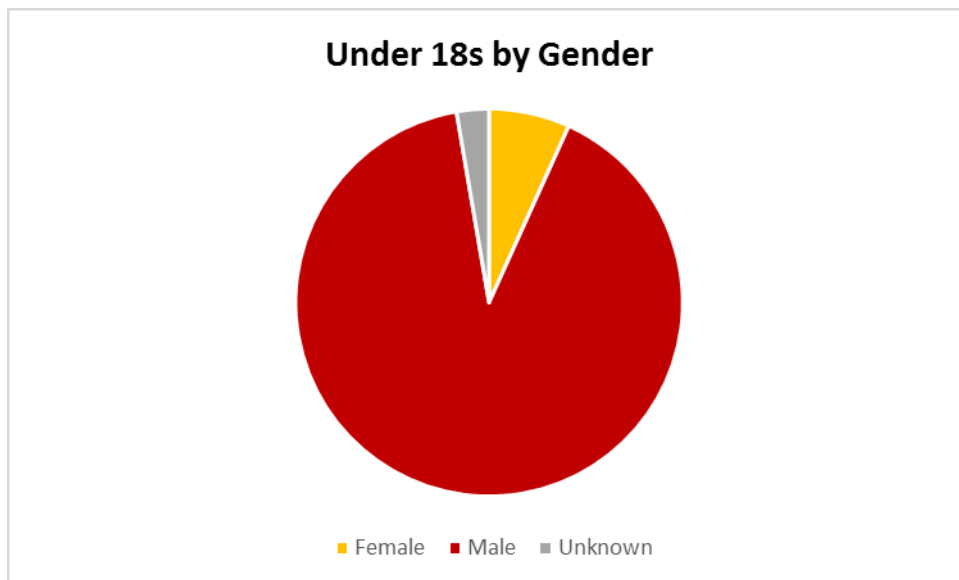
Most under 18s detained in custody during the 2018/19 financial year were 17 years old (25) or 16 years old (19).

#### 6: Under 18s in police custody by ethnicity 2018/19



The majority of under 18s held in custody in 2018/19 self-defined as white (34).

#### 7: Under 18s in police custody by gender 2018/19



The majority of under 18s held in custody were male (67).

<b>Committee(s):</b> Safer City Partnership- For information  Police Authority Board- For information  Homelessness and Rough Sleeping Sub (Community and Children's Services) Committee- For information	<b>Date(s):</b> 27 <sup>th</sup> November 2019  28 <sup>th</sup> November 2019  4 <sup>th</sup> December 2019
<b>Subject:</b> Operation Luscombe Review	<b>Public</b>
<b>Report of:</b> Commissioner of Police Pol 89-19	<b>For Information</b>
<b>Report author:</b> T/Chief Inspector Jess Wynne, Community Policing	

## Summary

Operation Luscombe has been running since May 2018. It is a partnership approach to the issue of begging in the City of London and was developed by the Community Policing Team.

A review was commissioned by the Commander Operations and Security earlier in the year and this has now been completed. The review has shown that the operation has been effective in terms of performance outcomes with a 12 month comparison (June 2018 to May 2019 compared to the same period in 2017-18) showing just under a 50% decrease in begging reports since Operation Luscombe has been initiated. There are further metrics and information in the Main Report and appendices A and B which may be of interest to Members.

The review has highlighted other positive outcomes in terms of partnership working and information sharing but there are also areas for improvement and development including better recording practices and exploring the possibility of a measure for qualitative success in terms of the individual clients' needs and whether these have been met.

The Force is considering the future of Operation Luscombe at a strategic level with partners at the City of London Corporation and a further update will be provided to Members on next steps once these have been agreed. In the meantime the operation will continue.

Operation Luscombe supports both the City of London Police Corporate Plan and the City of London Corporation Corporate Plan 2018-23. It has also received interest from the National Police Chiefs Council (NPCC) Lead for Anti-Social Behaviour (ASB) and the Home Office, as an effective tool to be potentially rolled out nationally to combat begging and other types of ASB.

## Recommendation

It is recommended that Members note the report.

## **Main Report**

### **Background**

1. Members will recall from previous updates to your Board/ Committee that Operation Luscombe was originally developed by the City of London Police after a Problem Profile was produced in response to concerns raised by the community and through elected Members in respect of begging in the City of London. Operation Luscombe is an initiative that was started to combat begging and signpost individuals to additional/ support services as a result of a community trigger. It has been an experimental approach as a means to target and deal with wide scale begging and as such is due to be refreshed to gauge whether it should continue in its current form.
2. At the January 2019 meeting of the then Police Committee, now Police Authority Board, the Commander Operations and Security undertook to review Operation Luscombe at the end of the financial year 2018-19. To this end, the T/CI Community Policing requested a full review by the Force Intelligence Bureau to enable the Force to better understand what impact the operation has had; potentially how it can be improved and considerations for the future. The review has now been completed.
3. This report covers the period from the commencement of Op Luscombe, in June 2018, to end September 2019. It outlines the review and the findings and is presented to Members for information.

### **Methodology**

4. The review was completed by the Force Intelligence Bureau by analysing data sets obtained from the data mining tool Business Objects which extracted occurrences and intelligence reports from the intelligence database Niche. Qualitative input was also sought with officers from the Communities' teams to ensure a holistic view was obtained. There were some caveats highlighted by the Force Intelligence Bureau in terms of data sets as recording practices changed owing to the change from UNIFI (the Force's previous Crime and Incident recording system) to Niche, which went live in October 2018.

### **Current Position**

5. At present, Operation Luscombe is run by the City of London Police (CoLP) Community Policing team. There is 1 officer that runs the initiative however they are not dedicated to this role and are required to perform other duties in line with the objectives of the Community Policing Team.
6. This officer manages the physical paperwork of the scheme, arranges the hub and completes all the administrative functions such as recording all person records on local intelligence system Niche, conducting Police National Computer (PNC) checks and creation of PNC flags and submission of briefing slides. All CoLP officers are aware of the operation and issue Luscombe tickets when individuals

are found begging, however it is mainly the officers within the Communities team that issue these tickets.

## The Traffic Light Scheme

7. Member will recall from previous reports to your Board/ Committee that the initiative uses a traffic light card system with 4 clear stages designed to stop the individuals begging within the City. Operation Luscombe uses the national recognised behavioural deterrent methods known as Community Protection Warnings (CPW) and Community Protection Notices (CPN) however it also includes a positive requirement stage prior to the issuing of CPW and CPN's (Green ticket). The green ticket invites the individual sighted begging to the intervention hub and provides the date of the next running hub. Should the individual be seen begging again they will be issued a CPW (Amber), followed by a CPN (Red) and are then arrestable if the red ticket is breached (Blue).(See Appendix A)

## The Hub

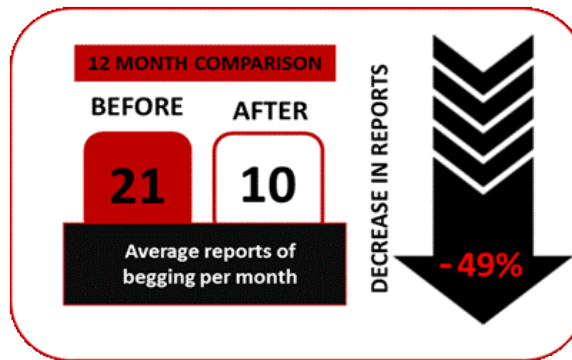
8. The hub is hosted to signpost individuals that are begging to appropriate and available services that may assist with any problems that are causing the individual to beg for money. The City of London Police host the hub alongside the supporting services.
9. The hub has occurred a minimum of once a month since the beginning of the initiative however at the beginning there were 2-3 hubs hosted per month. Please see the table below for full breakdown. The majority of the hubs have been hosted at Alderman's Walk near to Bishopsgate and they all occur between 0900 hours and 1100.

2018-19																	
Month	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct
No of Hubs	2	2	3	1	1	1	1	1	0	1	1	2	1	1	1	1	1

Source: Niche/ Unifi

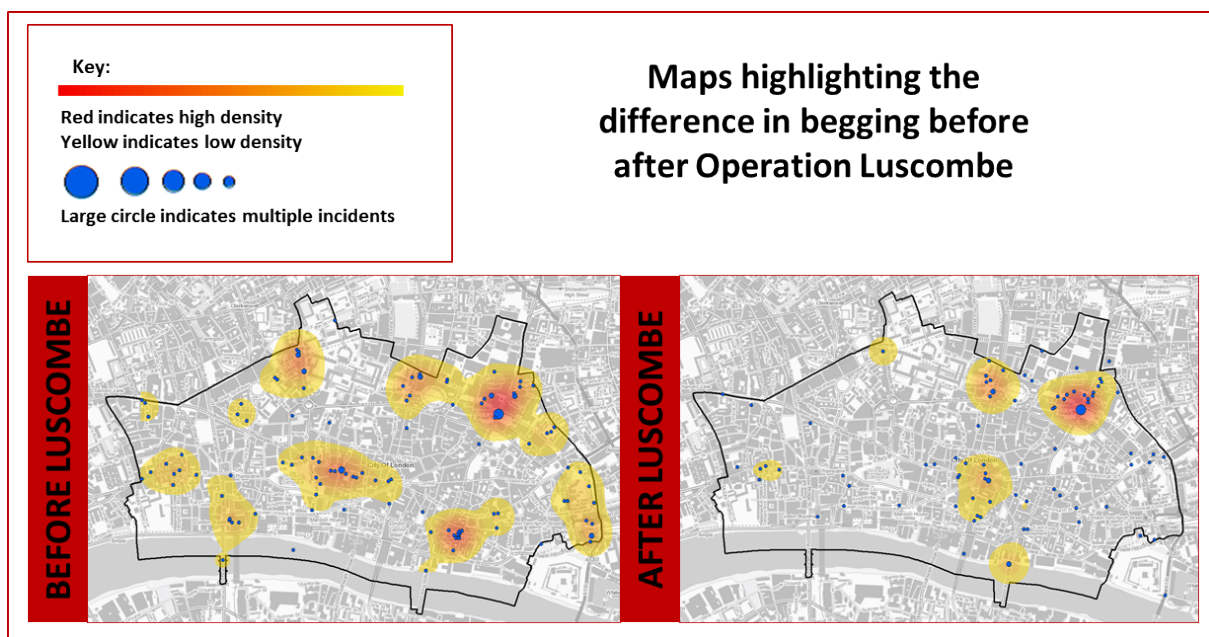
## Performance outcomes from Op Luscombe

10. Outcomes from Operation Luscombe have regularly been reported to the Police Authority Board as part of the quarterly Community Engagement Updates. However, the review looked at the outcomes for the whole period since Operation Luscombe has been in place compared with outcomes prior to its introduction, and these are outlined below.
11. Prior to May 2018 there were an average of 21 occurrence / intelligence reports submitted per month in regards to begging during 2017 (June 2017 to May 2018). A 12 month comparison (June 2018 to May 2019) shows there to be an average of 10 crime and intelligence reports per month in regards to begging showing just under a 50% decrease in begging reports since Luscombe has been initiated.



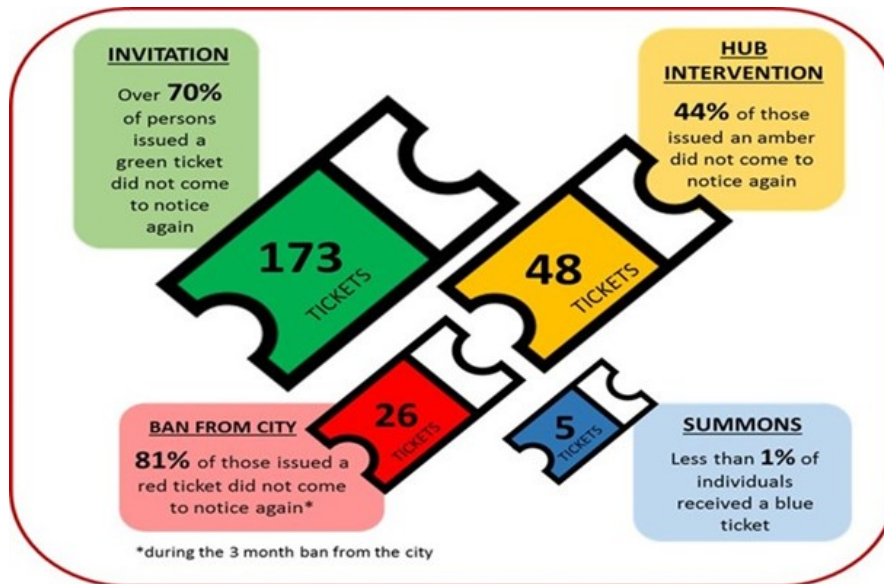
Source: Niche/ Unifi

12. The below diagram shows two heat maps both before and after Luscombe. The first map shows that there were multiple hot spots in the city on both the East and the West side however there are fewer hot spots post implementation of Luscombe. Bishopsgate area remains a hotspot and is hotspot for all crime. Other areas show Monument and Finsbury Circus area. There has been almost zero begging incidents in the centre of the city (Cheapside area) since Luscombe and a noticeable reduction in the Barbican area. The maps act as a visual tool to clearly highlight the impact of Luscombe.



Source: Niche/ Unifi

13. Between June 2018 and the end of September 2019 there have been a total of 253 tickets issued Operation Luscombe tickets issued. Of these tickets, **68% of these were green tickets, 19% were amber tickets, 11% were red tickets and 2% were blue tickets**. The infographic below shows the key statistics for repeat begging since Operation Luscombe began.



Source: Niche/ Unifi

#### 14. Of note:

- 70% of individuals that were issued a green Luscombe ticket did not come to notice again. This could indicate that the individuals stopped begging but there is a chance that they have been displaced and begged outside of the city.
- Just under 44% of individuals issued an amber ticket did not come to notice again. This may be as a result of services accessed at the Hub Intervention but this is not known due to issues with data recording and lack of information sharing between agencies.
- Only 26 red tickets were issued in the selected time period which resulted in the individual being banned from the city and that enforcement was effective for the majority of these individuals as only 5 persons were summonsed/arrested for breaching their red ticket / CPN.

15. A fuller analysis of the demographics and some case studies for Op Luscombe for the reporting period can be found in Appendix B for Members interest and reference.

#### Other positive outcomes

16. In addition to the performance outcomes highlighted above there have been number of other outcomes identified as part of the review which have had a positive impact. These include:

- Positive engagement- Luscombe encourages positive interactions between police and individuals begging.
- Partnerships- this has engendered a good partnership approach and positive working relations with partner agencies aforementioned with improved information sharing.
- Intelligence- owing to their interactions officers are able to gather a richer intelligence picture. Obtaining details of individuals allows for research development and identifying potential vulnerabilities that need to be safeguarded

- Response- enables officers to have an effective response to deal with begging (as opposed to using the Vagrancy Act) and allows an official method to signpost individuals found begging to available and relevant services.

### **Areas for further development/ improvement**

17. The review has also identified some areas that will require further development. These include:
- Need to increase participation from partner agencies as attendance at the hubs is sometimes inconsistent. This makes it difficult to offer the appropriate support and services to individual clients in a consistent way.
  - Location and venue- the gazebo that forms the 'hub' does not offer any privacy which may dissuade clients from attending
  - Recording of data requires improvement as it is currently inconsistent. This makes analysis difficult.
  - It is difficult to measure qualitative success in terms of the individual clients' needs and whether these have been met as a result of being given support by relevant services.
  - Intelligence gaps- the review has highlighted a number of areas where intelligence collection could be improved.

### **Outcomes from the Review**

18. The main reason for conducting the review was to gauge whether Op Luscombe should continue in its current form. The CoLP Luscombe review document is currently being considered by the Force at a strategic level with partners at the City of London Corporation, prior to next steps. A further update will be given to Members once next steps have been agreed. In the meantime, Operation Luscombe will continue to operate and the Force will work on making some of the improvements highlighted above.
19. In terms of funding, Op Luscombe has been funded by CoLP in terms of holding the hubs, the administration and officer time. Clearly depending on next steps, full costs would need to be ascertained as part of any future costing model for this operation.

### **Corporate & Strategic Implications**

20. Operation Luscombe fully supports the City of London Police Corporate Plan 2018-23 ambition: **To deliver a policing service that is valued** by those who live, work and visit the City of London.
21. Operation Luscombe fully supports the City of London Corporation 2018-23 Corporate Plan aim/ objective: **Contribute to a flourishing society**.
22. Members of Police Authority Board will also be aware, as reported to the October meeting of the Board, that Head of Community Policing met with Assistant Chief Constable Andy Prophet of Essex Police in his role as the National Police Chiefs Council (NPCC) lead for ASB nationally and presented at the National ASB

Conference with a view to launching the scheme nationally. The officers have also been invited to attend the Home Office to present on the operation with a view to Operation Luscombe becoming a national standard for all forces to adopt in their approach to begging and other instances of anti-social behaviour.

## **Conclusion**

23. Operation Luscombe has provided a successful and effective solution to dealing with the issue of begging in the City of London with a headline of just under 50% decrease for reports of begging since its inception in May 2018. The Force and City of London Corporation are committed to continuing to tackle the issue of begging and it is anticipated that Op Luscombe will form part of the partnership approach going forward.

## **Jess Wynne**

### **T/Chief Inspector**

Community Policing

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## **Acknowledgements:**

This report is based on the intelligence product produced by:

India Ghosh

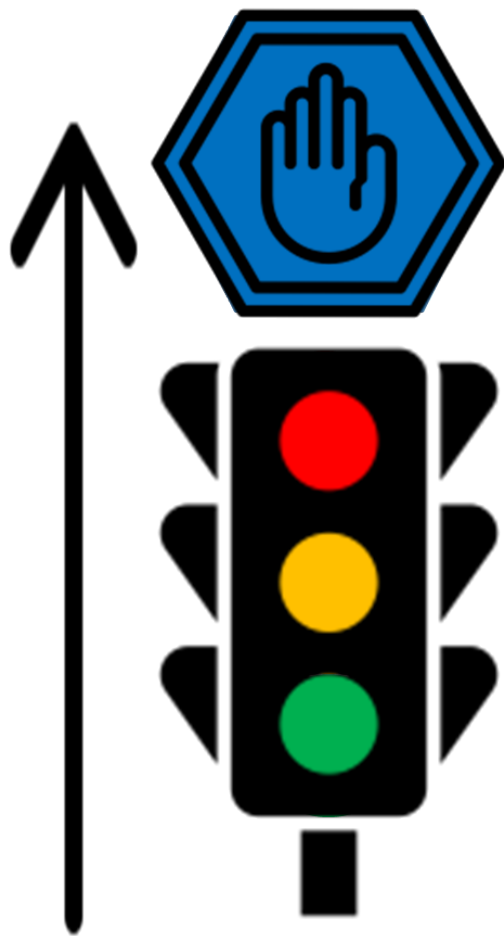
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Force Intelligence Bureau

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[India.ghosh@cityoflondon.pnn.police.uk](mailto:India.ghosh@cityoflondon.pnn.police.uk)

## Appendix A



BLUE

This is issued when the individual breaches their red ticket / CPN. The individual may be arrested or issued with a summons.

RED

This is the equivalent of a Community Protection Notice (CPN). This is issued if the individual breaches their CPNW. The CPN is bespoke to the individuals but generally bans the individual from the whole of the City of London. These are valid for 3 months. The individual can be prosecuted if they are seen to breach the CPN.

AMBER

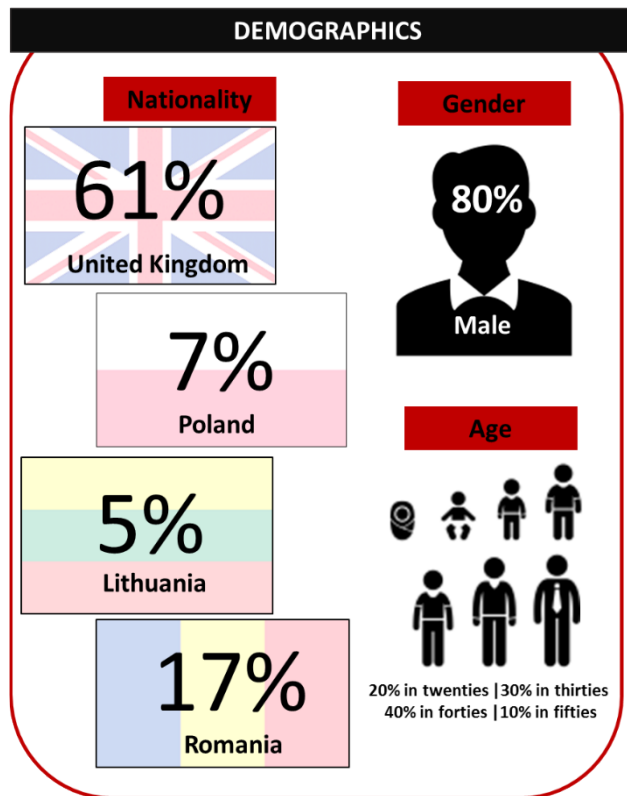
This is the equivalent of a Community Protection Notice Warning (CPNW). It is an official warning letter written to the individual with a date and signature. These are valid for 12 months. The warnings can be bespoke but generally state the individual should not be seen begging or littering. They are subject to a Community Protection Notice if caught breaching requirements over the next 12 months. The individual is also expected to attend the monthly Hub.

GREEN

An invitation to the hub  
Warning issued to stop begging. A warning before the official warning.

## Appendix B

The infographic to the left highlights the key demographic figures for individuals that were issued Luscombe tickets.



A large proportion of individuals have UK Nationality however the remaining nationalities are Eastern European (Romania, Poland and Lithuania).

Interestingly, 80% of individuals issued a Luscombe ticket were male. This is a slight increase when comparing to the begging dataset prior to Luscombe (5% increase) however there has been an increase for female beggars within the city since the start of Luscombe (this includes data outside of Luscombe).

The ethnicity figures for individuals' show 70% to be White North European, 15% White South European; 3% Black and 5% Asian. The largest proportion of individuals were in their forties and then in their thirties and only 20% were in their twenties. Just over a quarter had addresses linked to homeless shelters/ hostels or were linked to Niche as no fixed abode. This indicates that just

under 75% had access to accommodation, but were begging in the City of London.

Source: Niche/ Unifi

## **Case Studies:**

### **Person A**

A female who was known to COLP for just under 30 intelligence and crime reports ended up with a blue ticket. She first presented in the city in 2017 and was issued first Luscombe ticket in 2018. She was issued a 3 year CBO as a result of Luscombe but has since breached it four times. She is an entrenched drug user.

### **Person B**

A male who was known to COLP for over 100 intelligence and crime reports was first issued a green ticket in Nov 2018 and later ended up with a blue ticket. The court are proceeding with his CBO application as a result of Luscombe however he failed to appear in court for this. He has since been arrested for this. He is an entrenched drug user.

### **Person C**

A male known to COLP just under 50 times was first issued a green ticket in March 2019 and reached a red ticket in May 2019. He breached the red ticket within 5 days and then continued to breach the ticket a further nine times. These breaches have all been used as evidence within his CBO application. He is currently waiting for a court date for CBO hearing. He is an entrenched drug user.

Source: Niche/ Unifi

Committee(s):	Date(s):
Safer City Partnership – For Decision Licensing Committee - For Information Policy and Resources – For Decision Port Health – For Information Police Authority Board – For Information Planning and Transport – For Information	23 September 2019 16 October 2019 21 November 2019 26 November 2019 28 November 2019 12 December 2019
<b>Subject:</b> Seeking a Public Space Protection Order – London Marathon Related Disorder	<b>For Information</b>
<b>Report of:</b> Head of Community Safety	
<b>Report author:</b> David MacKintosh, Head of Community Safety	
<p style="text-align: center;"><b>Summary</b></p> <p>This report informs the Committee of the proposal to seek a Public Space Protection Order (PSPO) to help respond to recurring issues of violent disorder and anti-social behaviour (ASB) which have occurred on the day of the London Marathon.</p> <p>Section 59 of the Anti-social Behaviour, Crime and Policing Act 2014 provides local authorities with the power to make Public Spaces Protection Orders. PSPOs are intended to deal with a particular nuisance or problem in a specific area that is detrimental to the local community's quality of life, by imposing certain conditions or prohibitions.</p> <p>In response to a request from the City of London Police. The Safer City Partnership (the Community Safety Partnership for the City of London) have begun the process of seeking a PSPO for an area encompassing the London Marathon route in the City to be active only for the day of that event.</p> <p>This report outlines the nature of the incidents and previous activity to try and resolve the issues. The Safer City Partnerships seeks collaboration and support from relevant committees in progressing this process and the attendant consultation process.</p> <p><b>Recommendation(s)</b></p> <p>Members are asked to consider the report and support the Safer City Partnership in asking the Court of Common Council to approve a PSPO to help assist with the identified problems associated with the London Marathon.</p>	

## **Main Report**

### **Background**

1. The London Marathon is a long-distance running event held in London, part of the World Marathon Majors. The event takes place in spring every year and part of the route is through the City of London. Problems with visitors during the day of the event have arisen over several years in the locality around Trinity Square EC3. The primary issue is related to large groups of young adults consuming alcohol and drugs, particularly nitrous oxide, while the London Marathon is taking place. This has contributed to considerable ASB and violent disorder.
2. Significant work has been undertaken with local venues to ensure they are not contributing to the problems. In addition, the City of London Police and Corporation of London staff have worked in partnership to tackle the problems. This has included the deployment of specialist public order assets, liaising with London Marathon organisers to move and change the music provision and the use of crowd control barriers. Despite these efforts, the last two years have still seen considerable public disorder.
3. The core issue are groups of young adults seeing the Marathon as an opportunity to congregate in large numbers to drink alcohol and use drugs, (notably nitrous oxide). As the day progresses, levels of intoxication, ASB and disorder increases. The area impacted is close to Fenchurch Street mainline and Tower Hill underground, which are the main transit points used by these groups to enter the City.
4. Following issues experienced in previous years and working in conjunction with the London Marathon management team and City of London Corporation staff, significant changes were made in 2019 including:
  - Replacing the rock band at Byward Street EC3 with a brass band
  - Cancelling the DJ next to All Hallows Church
  - Increasing barrier plan outside the Liberty Bounds Public House
  - Deploying specially trained Public Order Officers to the area
  - Using the Section 35 Dispersal Order
  - Installing a Police CCTV van in the area
  - Deploying Police horses
  - Ensuring there is no street drinking in Trinity Gardens by using local authority Enforcement Officers from Tower Hamlets
  - Requesting local licensed premises have additional security on duty
5. Despite these mitigating actions, there was still high level ASB and disorder in the area of Great Tower Street EC3, with approximately 500 highly intoxicated young adults present (consuming alcohol and nitrous oxide). These individuals had no vested interest in the London Marathon and made the area, in the words of the City of London Police, *“a ‘no-go’ area for members of the public”* who wanted to watch and enjoy the London Marathon.

6. This year as the day progressed, the atmosphere became increasingly hostile and eventually resulted in arrests for violent disorder, grievous bodily harm and possession of class A drugs. While assisting in an arrest one of the Police horses fell, trapping the mounted officer under the horse, and resulting in the officer receiving a broken ankle.
7. Seasoned Public Order Officers assigned to the event, who are used to dealing with high levels of disorder, were taken aback with the level of disorder and how quickly the situation escalated. Despite having 20 Public Order Officers available in the area, another 40 officers were required to deal with the problems. In total over 100 City of London Police Officers were deployed to this relatively small geographical area to contain the situation.

### **Neighbouring Boroughs**

8. As the legislation concerning Designated Public Place Orders (DPPO) became redundant with the introduction of the Anti-Social Behaviour Crime and Policing Act (2014), the London Boroughs of Tower Hamlets and Southwark DPPOs were converted into PSPOs, which specifically controls the consumption of alcohol in a public place.
9. The PSPOs in Tower Hamlets and Southwark grant the Police in these boroughs additional powers to confiscate alcohol and other substances associated with ASB. This power also extends to Tower Hamlets Enforcement Officers (as "*authorised persons*"), who patrol Trinity Gardens on the day of the London Marathon.

### **Public and Reputational Impact**

10. The large groups who congregate in Trinity Square and its vicinity, create a hostile environment and are often verbally abusive towards those competing in the London Marathon as well as other spectators. Given the nature of the London Marathon as a charitable and family friendly event, this behaviour is clearly unacceptable. The reputation of the event and the City of London Corporation is put at risk by this level of anti-social and threatening behaviour.

### **Legislation and local authorities' duty**

11. Section 59 of the Anti-social Behaviour, Crime and Policing Act (2014) gives power to a local authority to make a PSPO if satisfied on reasonable grounds that two conditions are met:
  - I. that "*activities carried on in a public place within the authority's area have had a detrimental effect on the quality of life of those in the locality, or it is likely that activities will be carried on in a public place within that area and that they will have such an effect*"
  - II. that "*the effect, or likely effect, of the activities (a) is, or is likely to be, of a persistent or continuing nature, (b) is, or is likely to be, such as to*

*make the activities unreasonable, and (c) justifies the restrictions imposed by the notice".*

12. It is for local authorities to identify behaviours which cause “*detrimental effect on quality of life*” in their particular area, and to decide who is “*in the locality*” for the purpose of protection from such activities. There is no basis upon which to artificially limit the words used in the statute to consideration of 'regular' or 'repeated' visitors. Instead, local authorities are restricted in making their PSPOs by reference to the second condition imposed: they must show that the effect of the activities on visitors 'is, or is likely to be, of a persistent and continuing nature' before a PSPO will be justified.

## **Proposals**

13. The City of London Police have requested that the City of London Corporation seek to obtain a PSPO to help address this recurring problem. This would allow them additional powers to prevent public drinking and intoxication in specific areas, by refusing entry to designated areas to those carrying alcohol or nitrous oxide, or by confiscation of these by those within the area. Precise wording to be agreed with our colleagues in the Legal Department.
14. The PSPO would allow the Police to confiscate alcohol and nitrous oxide from individuals. However, the decision to do so would be based on the judgement of Police Officers and taking into consideration individual circumstances.

## **Process and Next Steps**

15. The Safer City Partnership have decided to take the PSPO process forward and we need support of relevant committees before taking the issue to Policy and Resources and Court of Common Council. There is also a requirement to consult with relevant stakeholders, which will necessitate a significant amount of staff resources and support from across the City of London Corporation and SCP colleagues to deliver.
16. There is a need to consult with those who live and work in the area and to carefully consider the exact form of restrictions the PSPO would put in place. The intention is for the PSPO to apply only on the day of the Marathon and in the geographic area most impacted by the race.

## **Conclusion**

17. A PSPO in place along the London Marathon route for just one day a year should help reduce the ASB, crime and disorder repeatedly experienced in the Trinity Square locality. It would demonstrate that we are taking steps to safeguard the public from ASB, protect this important global event and make the most effective use of Police resources.

## **Appendices**

- Appendix 1 – Briefing Provided to Chairman of Relevant Committees (17 July)
- Appendix 2 – Map of the London Marathon route

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## **Appendix 1**

### **Briefing to Support the Case for A Public Space Protection Order linked to the London Marathon**

#### **Proposal**

That the City of London Corporation begins the process to put in place a Public Space Protection Order (PSPO) to help reduce crime and disorder associated with intoxication in specific locations during the London marathon.

#### **What is a PSPO?**

The Anti-social Behaviour, Crime and Policing Act 2014 introduced several new tools and powers for use by councils and their partners to address anti-social behaviour (ASB) in their local areas. PSPOs are one of these. Councils can use PSPOs to prohibit specified activities, and/or require certain things to be done by people engaged in particular activities, within a defined public area. PSPOs differ from other tools introduced under the Act as they are council-led, and rather than targeting specific individuals or properties, they focus on the identified problem behaviour in a specific location. The legislation provides for restrictions to be placed on behaviour that apply to everyone in that locality (with the possible use of exemptions). Breach of a PSPO without a reasonable excuse is an offence.

A PSPO can only last for three years before it needs to be renewed.

#### **Background**

For several years the area adjacent to Trinity Square has experienced significant issues associated with large groups getting intoxicated while the London Marathon is taking place. Work has been undertaken with local venues and they have taken steps to ensure they are not contributing to the problems. In addition, the City of London Police and Corporation of London staff have worked to tackle the problems. This has included the deployment of specialist public order assets, liaison with Marathon organisers to move and change the music provision and the use of crowd control barriers. Despite these efforts the last two years have seen considerable public disorder.

The core issue is groups of young adults taking advantage of the Marathon as an opportunity to gather in numbers and get intoxicated through drink and drugs. During the day of the Marathon this escalates into serious anti-social behaviour and disorder.

The area is extremely close to Fenchurch Street and Tower Hill stations which are used by the majority of those involved in these disturbances to transit to the City.

### **The 2019 Marathon**

Following the issues experienced in previous years and working in conjunction with the London Marathon management team, significant changes were made including:

- 1) Replacing the rock band which had previously played at Byward Street with a brass band.
- 2) Cancelling the DJ next to All Hallows church.
- 3) Increased barrier plan outside the Liberty Bounds Public House.
- 4) Specially trained public order officers deployed to the area from the start
- 5) A S.35 Dispersal Order in place.
- 6) A Police CCTV van in the area.
- 7) Police horses were deployed from the start.
- 8) Local authority enforcement officers from Tower Hamlets ensured no drinking in Trinity Gardens.
- 9) Work with local licensed premises including additional security on duty.

Despite these mitigating actions there was still high level ASB and disorder in the area of Great Tower Street. Approximately 500 young adults were present, highly intoxicated (use of alcohol and nitrous oxide). This contingent had no real interest in the Marathon and made the area, in the words of the CoLP “a ‘no-go’ area for members of the public” who wanted to watch the Marathon.

As the day progressed the atmosphere became more hostile and eventually there was disorder resulting in arrests for violent disorder, grievous bodily harm and possession of class A drugs. During the arrest phase, one of the Police horses, whilst moving forward to protect officers who were carrying out an arrest of a violent individual, unfortunately fell over, trapping the mounted officer under the horse resulting in the officer receiving a broken ankle.

Seasoned public order officers assigned to the event who are used to dealing with high levels of disorder were taken aback with the level of disorder that they encountered and how quickly it escalated to become a very hostile and dangerous environment. Despite having twenty public order officers available in the area another forty officers were required to deal with the problems. In total over 100 City Police Officers were deployed in this small area to contain the situation.

### **Neighbouring Boroughs**

A Public Space Protection Order is in place in Tower Hamlets and Southwark. Both adjoining boroughs to the City route. This may contribute to ASB being pushed into the City. In Tower Hamlets, the Police have the power to deal robustly with any alcohol consumption or nitrous oxide being used due to the PSPO in this area. Tower Hamlets provide Enforcement Officers to cover Trinity Gardens, and as a result, although immediately next to the problem area, there is never any issue with this location as the Enforcement Officers have the power to seize any alcohol that is being consumed.

### **Public and Reputational Impact**

These large groups create a hostile environment and are often verbally abusive towards those competing in the Marathon as well as other spectators. Given the nature of the Marathon as charitable, family friendly event this is clearly intolerable. The reputation of the event and the City of London is put at risk by this level of intoxicated and threatening behaviour.

### **Next Steps**

The City of London Police have requested the City of London Corporation seek to obtain a PSPO to help address this recurring problem. This would allow them additional powers to prevent public drinking in specific areas and to intervene before problems escalate. There is a need to consult with those who live and work in the area and to carefully consider the exact form of restrictions the PSPO would put in place. The intention is for the PSPO to apply only on the day of the Marathon and in the geographic area most impacted by the race.

This issue has been brought to the attention of the Safer City Partnership and the Police Authority Board. Officers have had preliminary meetings. However, before proceeding we wanted to provide you and colleagues on key committees with the background to the situation and provide the opportunity to raise any issues. Please do not hesitate to raise any concerns directly with me. David MacKintosh, Head of Community Safety, will be working with relevant colleagues to take this forward over the coming months. With the agreement of colleagues, we plan to take this to the Court of Common Council for approval early in 2020.

## Appendix 2

# MILES 23 TO 26

THE HOME STRETCH: LONDON BRIDGE - THE MALL



<b>Committee:</b> Police Performance and Resource Management Committee- for information Police Authority Board- For information	<b>Date:</b> 15 <sup>th</sup> November 2019 28 <sup>th</sup> November 2019
<b>Subject:</b> Budget Monitoring Month Q2 2019/20	<b>Public</b>
<b>Report of:</b> Commissioner of Police Pol 86-19	<b>For Information</b>
<b>Report author:</b> Cecilie Booth, Chief Operating and Chief Financial Officer	

## Summary

The Chief Officer Cash Limited budget at the start of the year was £72.7m. The budget increased in Q1 to £73.4m following the transfer of 15 City of London Corporation (CoL) staff and associated budget to the Joint Contact Centre. Budgets will be further adjusted in the second part of the financial year to reflect the 67 growth bid posts in line with expected on boarding.

This report outlines the financial position for the second quarter of the 2019/20 financial year. Current projections indicate an overspend of £2.2m by the end of the year, primarily due to an unfunded increase in Police Officer pension contributions in the region of £2.5m based on full establishment. Current workforce levels indicate pressure of £2.3m this year. It is anticipated that this pressure can be partly off-set by a residual balance in the POCA reserve due to the timing of recruiting to the 67 new posts. At this stage of the financial year it is expected that only £1m of the POCA reserve will be spent.

There are additional budget pressures on overtime, a larger pay award for Officers than expected and legal costs in relation to the London Bridge inquest. Savings of £6.3m are built into the budget, with £4.7m in pay and £1.6m in non-pay. Maintaining acceptable service levels whilst holding the required level of vacant posts as part of agreed pay mitigation continues to be a challenge. Ongoing management of the vacancy factor, maximising income opportunities and managing non-essential spend continue in order to bring the position back within budget by the end of the year.

## Recommendation

Members are asked to note the report.

## 1 Chief Officer Cash Limit Budget

1.1 The Chief Officer Cash limited budget at the start of the year was £72.7m. This has now increased to £73.4m due to the transfer of the Joint Contact Centre staff. This is funded as follows:

**Table 1**

Funding Type	Amount (£000)
Core Grant (inc NICC)	57,100
Business Rates Premium	13,000
Precept grant	2,700
CoL Contact Centre	680
<b>Total Funding</b>	<b>73,480</b>

1.2 The latest forecast position is summarised below.

**Table 2**

	19/20 Latest Budget £m	Budget YTD £m	Actual (Q2 YTD) £m	Variance YTD £m	Forecast £m	Projected Variance £m
<b>Pay</b>						
Officers – net	49.7	24.9	25.2	0.4	49.8	0.1
Staff – net	24.9	12.5	11.4	(1.1)	23.0	(1.9)
Overtime	2.0	1.0	1.1	0.1	3.1	1.1
Agency	2.4	1.2	0.9	(0.3)	2.1	(0.3)
Indirect employee costs	2.2	1.1	0.5	(0.6)	1.7	(0.5)
Pensions Contrib.	20.4	10.2	0.0	(10.2)	20.4	0.0
<b>Total Pay</b>	<b>101.7</b>	<b>50.9</b>	<b>39.1</b>	<b>(11.8)</b>	<b>100.2</b>	<b>(1.5)</b>
<b>Non-Pay</b>	<b>39.7</b>	<b>19.9</b>	<b>22.5</b>	<b>2.7</b>	<b>42.0</b>	<b>2.3</b>
<b>Total Expenditure</b>	<b>141.4</b>	<b>70.7</b>	<b>61.6</b>	<b>(9.1)</b>	<b>142.3</b>	<b>0.8</b>
<b>Income</b>						

Specific Grant	(52.2)	(26.1)	(21.7)	4.4	(50.4)	1.8
Partnership	(12.5)	(6.3)	(4.6)	1.7	(12.5)	0.0
Fees & Charges	(3.2)	(1.6)	(1.0)	0.6	(3.6)	(0.4)
<b>Total Income</b>	<b>(67.9)</b>	<b>(34.0)</b>	<b>(27.3)</b>	<b>6.7</b>	<b>(66.6)</b>	<b>1.4</b>
<b>Funding</b>	<b>(73.5)</b>	<b>(36.7)</b>	<b>(36.7)</b>	<b>0.0</b>	<b>(73.5)</b>	<b>0.0</b>
<b>Underlying Deficit</b>	<b>0.0</b>	<b>0.0</b>	<b>(2.4)</b>	<b>(2.4)</b>	<b>2.2</b>	<b>2.2</b>
Use of reserves	0.0	0.0	0.0	0.0	0.0	0.0
<b>Revised Deficit (pre-mitigation)</b>	<b>0.0</b>	<b>0.0</b>	<b>(2.4)</b>	<b>(2.4)</b>	<b>2.2</b>	<b>2.2</b>

1.3 Table 2 indicates a potential overspend of £2.2m, primarily due to the additional costs associated with the 9.7% increase to Police Officer pension contributions. This has improved from the Q1 forecast of £2.6m overspend due to favourable movement which relates to additional income in seized vehicles and revised staffing forecasts following the continued management of vacant posts.

1.4 The Employer's contribution to Police Pension increased from 21.3% to 24.2% in 2018/19 with a further increase to 31% in 2019/20. This increase in contribution provides an additional budget pressure of £2.5m based on full establishment. This poses a significant risk to the 2019/20 position, however, the force has partly mitigated through robust vacancy and financial management, and it is anticipated that the projected overspend will be partly off-set by a residual element of the POCA reserve. The pressure forms part of the Forces MTFP and will be managed through associated MTFP saving proposals.

1.5 In addition to this, the following pressures are contributing to the forecast overspend:

- Overtime – a projected overspend of £1.1m (please see overtime section below)
- The confirmed 2.5% pay award for Police Officer's which adds further pressure of £0.116m as the budget was set based on an estimate of 2%.
- Legal costs in respect of the London Bridge inquest of £0.250m
- Non-pay pressures on business rates and subscription charges

1.6 The YTD variance on pay relates to Police pension payments for 2019/20 which are fully funded by Home Office grant. This is processed at year end. The YTD variance position on income relates to Home Office grants which are usually received at year end. Since Q1, £17.2m of grants have been received.

## 2 Savings Target

2.1 Budget mitigations of £6.3m are required in-year to deliver within budget. This comprises £4.7m in pay and £1.6m in non-pay. There is a plan in place to achieve the required savings during the year, and the plan is being monitored closely through internal governance and fortnightly monitoring meetings with the Police Authority. Pay savings will be found through workforce and vacancy management in core funded posts. The level of monthly pay savings required is £0.390m (81 posts, officers / staff). Non-pay savings of £1.6m have been identified as set out in Table 3 below.

2.2 Current projections indicate we are on course to deliver the required mitigations. However, this does rely on continuation of strong vacancy management throughout the remainder of the year. If and when additional non-pay savings or additional income / funding are achieved, the plan will be adjusted accordingly. There are currently 100 FTE core funded vacancies contributing to the below budget mitigations. Maintaining acceptable service levels whilst holding the required level of vacant posts as part of agreed pay mitigation continues to be challenge.

**Table 3**

Savings Tracker	Target (£000)	YTD Actual (£000)	Forecast (£000)	Variance (£000)	Risk
Vacancy factor	3,700	1,850	3,700	0	G
Transform pay savings - holding branch	1,000	500	1,000	0	G
<b>Total pay</b>	<b>4,700</b>	<b>2,350</b>	<b>4,700</b>	<b>0</b>	
Corporate Plan income	300	176	300	0	G
Facilities Management	500	250	500	0	G
Seized assets disposal	300	154	300	0	G
Agency staff	500	250	500	0	G
<b>Total non-pay</b>	<b>1,600</b>	<b>830</b>	<b>1,600</b>	<b>0</b>	
<b>Total</b>	<b>6,300</b>	<b>3,180</b>	<b>6,300</b>	<b>0</b>	

### 3 Directorate Revenue Position

3.1 As at the end of quarter two, current projections indicate a budget deficit of £2.2m. The table below sets out the Directorate position. This includes £6.3m budget mitigations shown above and continued robust vacancy management and the full effect of the increased pension contributions.

**Table 4**

	2019/20 Budget £'000	Budget YTD £'000	Actual YTD £'000	Variance YTD £'000	Projected Outturn £'000	Projected Variance £'000
BSD	28,591	14,296	1,192	(13,103)	28,386	(205)
Crime	10,584	5,292	5,909	617	10,242	(342)
ECD	7,763	3,882	11,639	7,757	8,585	822
I&I	11,783	5,892	6,272	381	13,153	1,370

UPD	14,759	7,380	9,352	1,972	15,332	573
<b>Grand Total</b>	<b>73,480</b>	<b>36,740</b>	<b>34,363</b>	<b>(2,377)</b>	<b>75,699</b>	<b>2,219</b>

3.2 Table 5 below outlines the position without the additional unfunded pension, which shows a projected budget underspend of £0.044m. The main Directorate movement is within BSD where the unfunded pension increase is held. Budgets for all vacant posts are transferred to BSD as part of the budget mitigations plan.

**Table 5**

<b>Directorate</b>	<b>2019/20 Budget £'000</b>	<b>Projected Outturn £'000</b>	<b>Projected Variance £'000</b>
BSD	30,909	28,235	(2,674)
Crime	10,155	9,896	(258)
ECD	7,160	8,073	913
I&I	11,484	12,845	1,361
UPD	13,772	14,386	614
<b>Grand Total</b>	<b>73,480</b>	<b>73,436</b>	<b>(44)</b>

### **Directorate Variances (See Table 4)**

#### **3.3 Business Support Directorate (BSD) - £0.205m underspend**

The Directorate is forecasting a small underspend. In addition to support service budgets, the Directorate also holds the unfunded additional police officer pension pressure of £2.5m (based on full establishment) as well as the pay budget mitigation of £3.0m. As can be seen from Table 5, the pressure on police officer pensions is the main risk. If this were funded, the Directorate would be reporting an underspend in line with the pay budget mitigations. The position also includes spend of £0.250m relating to the London Bridge inquest. The YTD actual includes receipt of the full year pension deficit grant resulting in a credit position - this will even out as the year progresses. The Directorate is holding core funded net vacant posts of 4.1 FTE.

#### **3.4 Crime - £0.342m underspend**

The Directorate is forecasting an underspend primarily due to receipt of additional grant income in year. There are minor variances across non-pay budgets, however, there are no significant financial risks. The Directorate is holding core funded net vacant posts of 14.5 FTE.

#### **3.5 Economic Crime Directorate (ECD) - £0.822m overspend**

The Directorate is 81% externally funded. The forecast includes a pressure of £0.5m relating to disputed invoices from Action/Know Fraud Supplier, however

Action/Know Frau continues to be monitored. The appropriate recharge between core funded and externally funded units is subject to on-going review. The Directorate is holding core funded net vacant posts of 10 FTE.

### 3.6 Intelligence and Information (I&I) - £1.370m overspend

The projected overspend position within I&I is due to a number of factors, primarily relating to non-pay including subscription costs within the Command Hub, professional fees paid for Regulation of Investigatory Powers Act (RIPA) requests in the Central Authorities Bureau and pressures in respect of the cost of licences, subscriptions and maintenance costs for information security.

In addition to this there are pressures on overtime, mainly within the Command Hub. Overtime activity is driven by demand and the 24 hour nature of work that the Command Hub and Surveillance team undertake. Various measures are being introduced to address and manage overtime. For instance, there is a review of work and shift patterns to minimise the need for overtime and efforts to build team resilience at supervisory levels, and the position has improved since Q1.

Overtime however remains an area of risk especially with unpredictable nature of high profile national public order events, including Brexit and Extinction Rebellion. The Directorate is holding core funded net vacant posts of 17.9 FTE.

### 3.7 Uniformed Policing Directorate (UPD) - £0.573m overspend

The projected overspend is primarily due to overtime, particularly in Firearms, Support Group and Response teams. Measures have been introduced to manage this which have improved the position, however, this remains a significant area of risk with uncertainty around future potential public order events such as Brexit and Extinction Rebellion, as well as staffing pressures in Response Team. There are also additional budget pressures in respect of premises hire costs for firearms training courses. The Directorate is holding core funded net vacant posts of 4.2 FTE.

## 4 Workforce

4.1 The pay budget constitutes 72% of our expenditure budget and the stringent management of vacant posts is essential to managing the financial position this year. The current establishment, including the 67 growth posts, is 1,358.1 FTE, comprising 840 Officers and 518.1 staff. The actual workforce paid in September was 1,208.81 FTE comprising 761.24 Officers and 447.56 Staff.

4.2 The tables below set out the actual position by month for quarter two. The position reflects the holding of vacant posts required to deliver budget mitigations. Maintaining acceptable service levels whilst holding posts vacant continues to be challenge operationally, however, is required to deliver within budget.

**Table 6**

FTE	April	May	June	July	August	September
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Officers	735.00	746.33	748.04	758.41	754.51	761.24
Staff	435.47	435.56	433.81	447.48	444.71	447.56
<b>Total</b>	<b>1,170.47</b>	<b>1,181.89</b>	<b>1,181.85</b>	<b>1,205.90</b>	<b>1,199.22</b>	<b>1,208.81</b>

Headcount	April	May	June	July	August	September
Officers	744.00	763.00	756.00	767.00	763.00	769.00
Staff	447.00	449.00	445.00	460.00	457.00	461.00
<b>Total</b>	<b>1,191.00</b>	<b>1,212.00</b>	<b>1,201.00</b>	<b>1,227.00</b>	<b>1,220.00</b>	<b>1,230.00</b>

4.3 The Prime Minister pledged to recruit 20,000 extra police officers in England and Wales over the next three years, with a recruitment drive starting from September 2019. We have received notification from the Home Office confirming 44 officers for CoLP in 2020/21. The CoLP evidence based bid was for 113 new officers based on the Strategic Threat and Risk Assessment (STRA) review. The STRA identified the need for 180 additional officers and staff, 67 new posts have already been approved by members which left a balance of 113.

4.4 Recruitment towards the 67 growth bid is well under way. At the end of quarter two, 13 posts have been filled and a further 28 posts are expected to be filled by the year end. This is projected to cost £1.0m this year and will be funded through the POCA reserve. The budget will be updated to reflect this in period 7.

## 5 Income

5.1 Table 7 below sets out the grant funding position for the Force totalling £62.486m. Current projections indicate a high level of confidence in receipt from all funders.

5.2 The majority of grant income are received at the end of year, hence YTD variance. Steps are being taken to claim grant income at stages in the year.

5.3 Current projections indicate a small number of variances against specific grants. The positive variances relate to funding streams where the level of income is dependent on actual activity, hence, where a lower level of spend is projected a corresponding reduction in the level of grant income is forecast. The variance against other miscellaneous income is due to additional income from the Metropolitan Police Service in respect of specific activity and additional expected income from international training and development.

**Table 7**

Name of Grant	Funding Provider	2019/20 Budget £'000	Actual YTD £'000	Projected Outturn £'000	Projected Variance £'000	Risk Rating
---------------	------------------	-------------------------	---------------------	----------------------------	-----------------------------	-------------

Police Pensions Grant	Home Office	(20,400)	(18,903)	(20,400)	-	G
National Cyber Security Programme	Home Office	(6,645)	0	(6,645)	-	G
Counter Terrorism Policy Grant	Home Office	(6,270)	(3,150)	(6,270)	-	G
Action Fraud Managed Service	Home Office	(5,500)	265	(5,500)	-	G
Insurance Fraud Enforcement Team	Association of British Insurers	(4,003)	(1,824)	(3,700)	303	G
Action Fraud National Fraud Intelligence Bureau	Home Office	(4,000)	(84)	(4,000)	-	G
Dedicated Cheque & Plastic Card Unit (DCPCU)	UK Payments Administration Ltd	(2,520)	(986)	(2,439)	81	G
National Lead Force	Home Office	(2,500)	-	(2,500)	-	G
Economic Crime Capability Development	Home Office	(2,200)	74	(2,200)	-	G
International Property Crime Investigation Unit (IPICU)	Intellectual Property Office	(1,916)	(807)	(1,788)	128	G
Police Transport Grant	TFL	(1,847)	(475)	(1,847)	-	G
National to Local Fraud & Cyber Data Sharing	Home Office	(1,761)	(0)	(1,761)	-	G
Cyber Griffin	Corporation	(450)	-	(450)	-	G
Late Night Levy	Corporation	(310)	-	(310)	-	G
Firearms Uplift	Mayors Office for Policing & Crime	(284)	-	(284)	-	G
London Safety Camera Partnership	TFL	(264)	-	(264)	-	G
Economic Crime Victim Care Unit	Mayors Office for Policing & Crime	(210)	-	(210)	-	G

Overseas Anti-Corruption Unit	Department for International Development	(171)	(112)	(171)	-	G
NPCC Cybercrime Programme	Home Office	(100)	20	(124)	(24)	G
Tower Bridge	Corporation	(92)	-	(92)	-	G
Regional Organised Crime Unit Coordinator	Home Office	(90)	(95)	(90)	-	G
Other	Miscellaneous	(953)	(324)	(1,429)	(476)	G
<b>Grand Total</b>		<b>(62,486)</b>	<b>(26,400)</b>	<b>(62,474)</b>	<b>12</b>	

5.4 Further work is being undertaken to ensure there is a full cost recovery approach to all funded units. This work is being incorporated in the Medium Term Financial Plan, and contractual arrangements are reviewed as and when existing contracts expire.

## 6 Capital

6.1 The CoLP position for current live capital schemes is shown in the table below.

**Table 8**

Core Project	Approved Amount	Spend & Orders to date	Projected spend
	£'000	£'000	£'000
Digital Interview Recording	12	-	12
Emergency Services Network	1,821	1,343	478
Economic Crime Capability Development	74	-	74
HR Time Management & e-Expenses	426	356	70
ICT Support to CCCI	3,360	3,360	-
Police Telephony Upgrade	493	459	34
Ring of Steel Compliance	2,446	2,189	257
Secure City Programme Management	453	321	132
Wide Area Network (WAN) Refresh - Police Recharge	1,445	1,071	374
Police Vehicles 19/20 purchases	301	-	301

IT Modernisation - Desktop & Office 365	3,800	260	3,540
IT Modernisation - Security Zone	850	340	510
IT Modernisation - Sharepoint/Intranet	245	-	245
<b>Total CoLP</b>	<b>15,726</b>	<b>9,699</b>	<b>6,027</b>

Accommodation Project*	39,652	36,597	3,055
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NEP	45,657	11,675	33,982
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\*This excludes revenue premises running costs of 21 New Street (£17m budget to 2021)

6.2 Spend and immediate commitments to date plus the projected spend are equal to the approved amount. The projects are subject to the Corporation's Gateway management of capital and supplementary process and as such no overspends on project delivery are allowed unless authorised through that process and given additional budget.

6.3 The accommodation project is managed by City Surveyors with CoLP managing a specific part of the decant strategy. Therefore it is important that Chief Officer Team and Members of Police Authority Board and other committees can see the total amount committed to this project.

6.4 The National Enabling Programme (NEP) will deliver technologies to introduce new ways of working and greater sharing of information, plus a platform for better protection of law enforcement information and assets, contributing to the National Police Chiefs Council (NPCC) Policing 2025 vision. NEP is led by Wayne Parkes (Head of ICT at Warwickshire Police and West Mercia Police) as Programme Director, with Commissioner Ian Dyson as Senior Responsible Officer. All income and expenditure for this national programme is handled by the CoLP finance team and fully funded by Home Office grant.

6.5 In addition to the approved schemes above a number of outstanding bids have been awaiting a decision on the outcome of the City of London Corporation's Fundamental Review and a steer from Members on the prioritisation and funding on the Police Capital Programme in the future. Four bids were previously submitted as part of a prioritisation exercise including IT Modernisation, Secure City, HR Oracle Upgrade and Professional Standards Software. These were not approved, however, now form part of the funding arrangement for 2020/2021 Capital Programme.

6.6 Determining future capital requirements and the strategy for financing them is in progress and forms a key element of a sustainable medium-term settlement. New

capital financing arrangements will enable CoLP to raise its own capital through Prudential Borrowing based on the principles of the Prudential Code.

6.7 The new Capital Programme will be funded by these borrowing arrangements. New borrowing will be capped at £5m per annum from 2020/21 (the Authorised Limit), and there is a need to demonstrate that all new capital expenditure plans are prudent, affordable and sustainable.

6.8 All new capital bids are subject to a CoLP prioritisation process which commences in the autumn, in advance of the new financial year. Standard bid forms are completed by service areas and bids assessed against the CoLP Corporate Plan priorities.

6.9 Following internal assessment and scrutiny, the proposed Capital Programme will be presented to Members for approval via the usual approval route.

## 7 Transactional

### Accounts Payable

7.1 Table 9 below shows the performance relating to payment of invoices within 30 or 10 days. To date this is 95% which is a reduction on the Q1 position and below the corporate target of 97%. This reduction in performance is due to staff shortages and a concentrated effort in clearing backlogs. Measures are being put in place to improve overall performance. Processes are being reviewed and self-service is being rolled out.

**Table 9**

<b>Month</b>	<b>Total Invoices</b>	<b>Compliant Invoices</b>	<b>%</b>
Oct-18	637	589	92%
Nov-18	662	642	97%
Dec-18	572	545	95%
Jan-19	687	619	90%
Feb-19	587	566	96%
Mar-19	713	686	96%
Apr-19	545	526	97%
May-19	653	618	95%
Jun-19	528	510	97%
Jul-19	598	566	95%
Aug-19	599	568	95%
Sep-19	498	476	96%
<b>Total to Date</b>	<b>7,279</b>	<b>6,911</b>	<b>95%</b>

## **Accounts Receivable**

7.2 As per table 10 below, total Debtors has increased by £2.5m to £3.2m in Q2 from £0.693m in Q1. This is primarily due to the volume of invoices raised in September 2019, therefore increasing the 'less than one month' category.

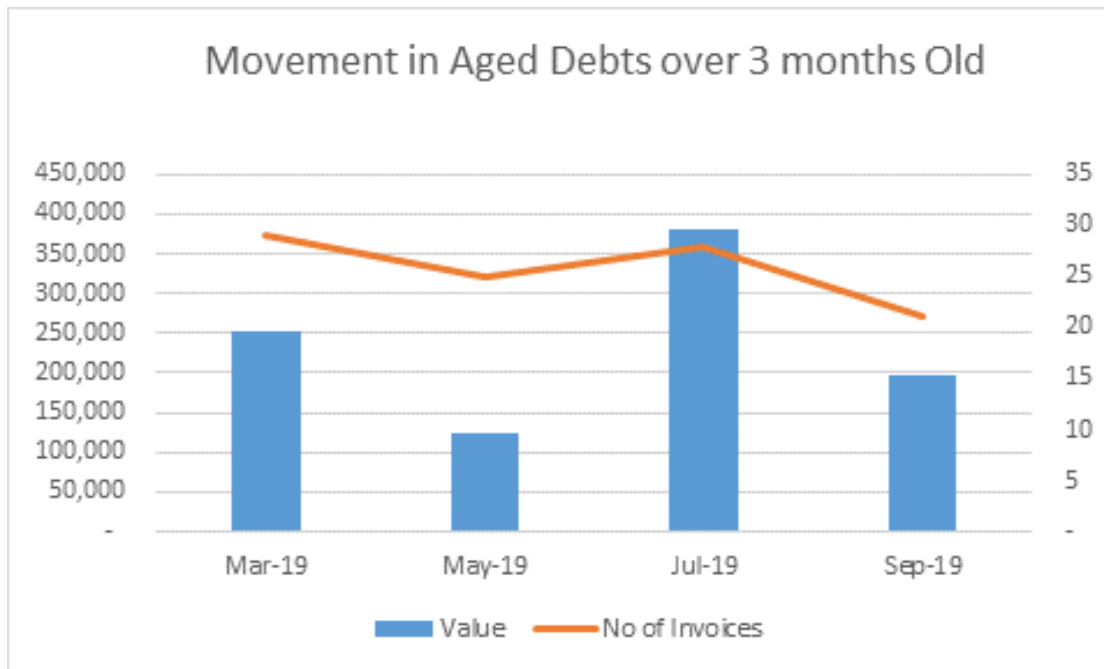
7.3 Debts less than one month old have increased by £2.7m. Debtors over 3 months have decreased by £0.194m from Q1. This is due to active monitoring and working closely with the Corporation to utilise appropriate methods for chasing and collecting debt. Debts over 1 year are currently being reviewed to determine appropriate action.

**Table 10**

Age	Q1		Q2		Change from Q1 to Q2	
	Count	Value £	Count	Value £	Count	Value £
Less than 1 Month	7	235,836	36	2,954,965	29	2,719,129
1 - 2 Months	2	63,158	7	25,075	5	(38,083)
2 - 3 Months	3	12,250	3	40,630	0	28,380
3 - 12 Months	16	357,471	9	173,498	(7)	(183,973)
Over 1 year	12	24,597	12	24,266	0	(331)
<b>Total</b>	<b>40</b>	<b>693,312</b>	<b>67</b>	<b>3,218,434</b>	<b>27</b>	<b>2,525,122</b>

### **Accounts receivable activity in Q2:**

Summary of Movements	Q1 2019		Q2 2019	
	No	Amount	No	Amount
Number of Invoices Paid	(17)	(603,883)	(31)	(636,714)
New Invoices Raised	4	210,741	44	3,016,823
Credit Notes Issued	0	0	(5)	(48,988)
Debts Written Off	0	0	0	0



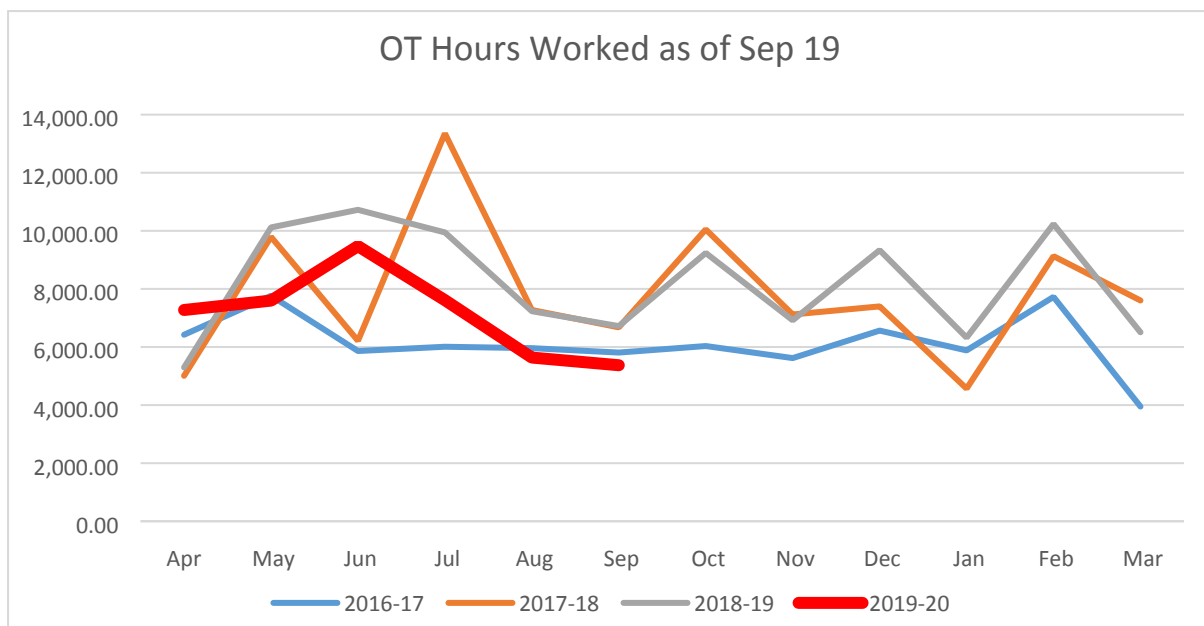
### **Overtime**

7.4 The level of overtime spend forecast continues to be in line with the first quarter of the year. The Force wide budget is £2.0m, split £1.6m core funded and £0.4m funded units. This includes overtime in respect of bank holidays and tasking.

7.5 Actual spend at the end of second quarter is £1.1m covering both officers and staff. Current forecasts indicate spend of £3.1m, which is £1.1m over budget.

7.6 Spend levels for the second quarter are on average 16% lower than previous years. This reduction has come from a combination of controls being put in place and clear communication to managers within the Force to manage overtime. The position continues to be closely monitored and reported at Chief Officer Level.

7.7 The chart below shows the current trend on overtime hours worked to the end of September 2019. The trend currently indicates a reduction in overtime compared to previous years and suggests controls are effective. However there is increased risk in the second half of the year due to potential public order events.



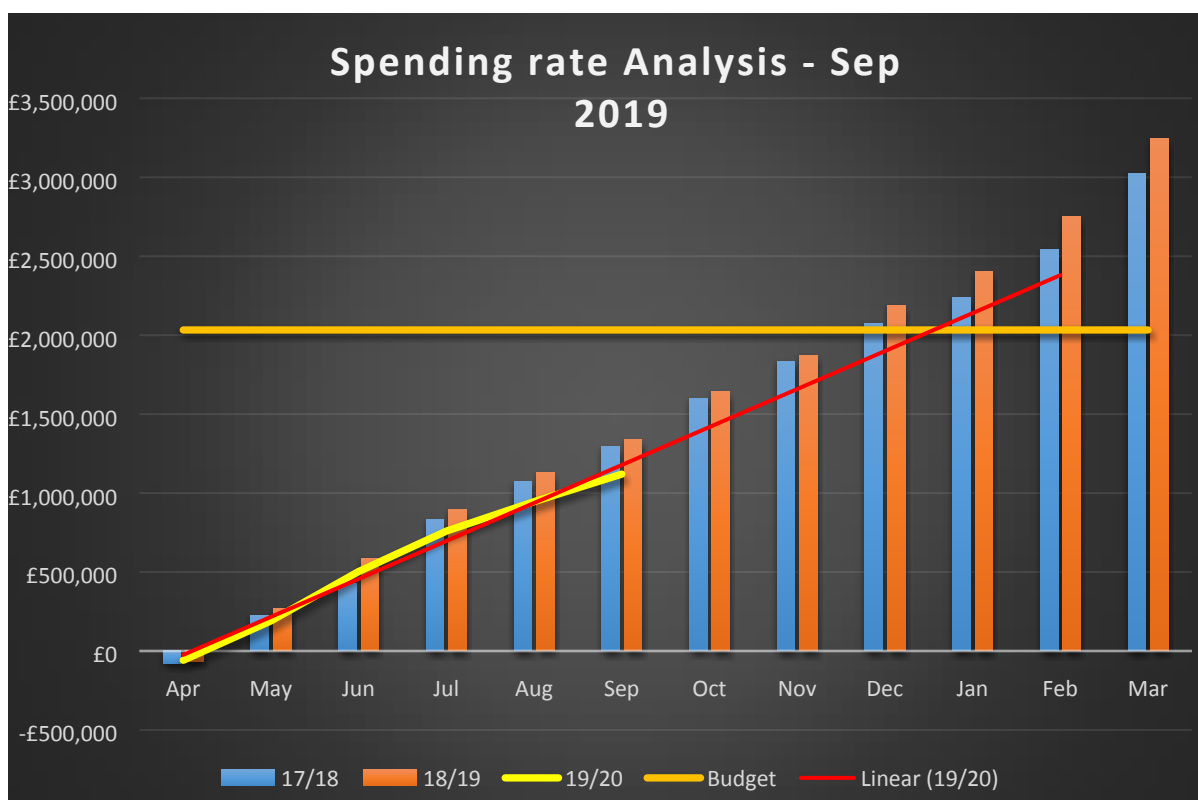
7.8 The main reasons for claiming overtime are:

- Covering for vacant posts (backfilling / Business as Usual)
- Extinction / Animal Rebellion protests
- Pan London Brexit protests
- TFG including Bank of England armed escorts (which is substantially recovered through the contract)

7.9 Expenditure of £100,000 to date relates to Extinction / Animal Rebellion protests, and further expenditure is anticipated as overtime claims are being processed. We will submit a bid to the Home Office to seek to recover some or all of this.

7.10 The largest spending Directorate is UPD which constitutes 64% of overtime. The main reason is business as usual which accounts for 35%. It is expected that the need for backfilling and BAU will reduce as vacancies are filled, however, it is difficult to predict requirements relating to future known and unknown policing requirements. Discussions are taking place with the Home Office in respect of special grant funding relating to increased public order requirements.

7.11 The chart below shows cumulative overtime spend against the last two years. This indicates spend on a slightly lower trajectory. If this were to continue the full year budget will be fully utilised by January 2020. Although spend has continued to drop in comparison to previous years, forecasts for overtime has remained at £3.1m due to the potential risk of further public order events.



## 8 Brexit

8.1 The City of London Police has identified potential risk to public order during the Brexit period, which will add further pressures on the revenue budget. Any sizeable protest within the City footprint that led to disorder would require a regional mobilisation response. This would mean a large number of Police Support Units within the City dealing with protest.

8.2 The Corporation of London made funds available to meet Brexit preparation costs, and CoLP secured funding for upfront investment and contingency plans. Funding may also be available from the Home Office, however, no such funding was available during 2018/19.

## 9 Use of Reserves

9.1 The Police reserves position is summarised in Table 11 below. The Police General Reserve was fully utilised in 2018/19 and drawdowns were made from the Transformation Reserve and the Action Fraud reserve to match expenditure. It is anticipated that approximately £1m will be spent from the POCA reserve to fund recruitment of 41 of the 67 new post, which will leave a projected closing balance of £1.53m. This may be used to offset the projected overspend of £2.2m, which includes the additional pension pressure of £2.5m.

Table 11

	Opening Balance (£M)	Projected Spend (£M)	Projected Closing Balance (£M)

General	0	0	0
POCA	(2.53)	1.0	(1.53)
Action Fraud	(1.71)	1.71	0
Transformational Funding	(0.06)	0.06	0
<b>Total</b>	<b>(4.3)</b>	<b>2.77</b>	<b>(1.53)</b>

## 10 Risk Management

10.1 Table 12 below identifies the key risks and mitigating controls contained within this report: (quantums have been included where possible)

**Table 12**

<b>Risk</b>	<b>Risk Mitigation</b>
Major incidents	Early engagement with the Home Office to ensure opportunities for cost recovery are maximised.
Crime Performance / Safety issues	All such issues will be reported to Members
Vacancy factor	It is challenging to maintain acceptable service levels with a vacancy factor of 81. The vacancy factor will be reviewed and revised throughout the year, if and when the financial position improves from additional non-pay savings / additional income. All recruitment is approved by the Strategic Workforce Panel.
Budget mitigations and additional pension pressure	Fortnightly strategy meetings are held with the Commissioner, Town Clerk and Police Authority Policy and Finance, reviewing and challenging budget and savings assumptions.
Overtime budget	Enhanced controls have been introduced to manage the overtime budget
Deferred Weekly Leave (DWL)	Accrued DWL has been quantified, currently £1.4m for Officers and £0.07m for staff, however, the build-up of DWL may be subject to unplanned events over the year. Currently no financial implication, however, continues to be reviewed.

Use of agency staff	Reliance on agency staff has been greatly reduced
Further cost pressures for Action Fraud	Under review and close scrutiny
Capital Programme progress and potential slippage	The Capital Programme is monitored throughout the year, capital recharges will be undertaken in a timely manner. The proposed 2020/21 Capital Programme has been drafted.
Brexit	Expenditure will be monitored closely, and external sources of funding will be explored. A bid for £0.9m was previously submitted to the Corporation covering potential risk. So far this year we have spent £0.04m
Events policing	Finance Business Partners will work closely with services to ensure chargeable events policing is captured in a timely manner and recharged accordingly.
Vehicle fleet management	A Strategic Fleet Management Group chaired by the Assistant Commissioner has been re-established and is monitoring Financial risk around replacement spend. A loan of £1.8m from the Corporation has been approved for the capital scheme relating to vehicles, of which £0.74m is expected to be spent in this financial year. To date, £0.3m has been released in respect of the purchase of vehicles.

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<b>Committee</b>	<b>Dated:</b>
Police Authority Board Professional Standards & Integrity Committee	28 November, 2019 29 November, 2019
<b>Subject:</b> Ethical Economic Partnerships Policy	<b>Public</b>
<b>Report of:</b> Commissioner of Police & Chief Executive of the Police Authority	<b>For Decision</b>
<b>Report author:</b> Ian Dyson, Commissioner City of London Police and Oliver Bolton, Police Authority Team, Town Clerk's Department	

## Summary

In July 2019 the Police Authority Board considered a report from the Force that outlined their approach to developing international training partnerships and the different legal frameworks available to the Force to enter into domestic commercial partnerships. In light of Member concern that decisions on entering into partnerships should be subject to appropriate oversight from the Police Authority, this report sets out a framework for Members to obtain assurance that such external economic partnerships are subject to appropriate oversight and scrutiny prior to being formalised by the Force.

## Recommendations

Members are asked to agree that:

- i. The Force should consult at the earliest opportunity with the Chairman and Deputy Chairman of the Police Authority Board, and the Chief Executive of the Police Authority, about the legal form, financial value and reputational risk of any potential external economic partnership prior to this being formalised by the Force, including where appropriate taking any decision to the Police Authority Board
- ii. To agree that the Force should publish a register of organisations that the force is in partnership with, including high level details; and
- iii. To agree that the Force should provide an annual report to the Police Authority Board on its external partnerships.

## Main Report

### **Background**

1. The Force has agreed a five-year Corporate Plan detailing their ambitions across five key pillars:
  - a. To make the City of London the safest city area in the world, regarded as a centre of excellence for protective security.
  - b. To deliver a policing service that is valued by those who live in, work in, or visit the City of London.
  - c. To be a police force with global influence and impact.

- d. To build new ethical economic partnerships.
  - e. To have an innovative, skilled and agile workforce in a culture that supports and empowers our people.
2. In line with the Corporate Plan ambitions and, as is consistent with modern policing across the United Kingdom, Forces nationally are using various legislative means to develop successful partnerships that support the policing response and outcomes. These are currently generally initiated on an ad hoc basis through engagement and / or networking with stakeholders, based on areas of most risk, threat and harm.
  3. The Force has a number of existing agreements where the Force's services and capabilities are employed for a national interest (e.g. the escort of the Bank of England transport vehicles) or for the benefit of wider industry (e.g. the Lloyd's agreement that supports training of insurance investigators across c.95% of the industry). Members will recall that for international services (principally training) that the Force offers overseas, there is a comprehensive set of checks and balances outlined in the report submitted in July 2019. The force is also keen to focus on developing new, local partnerships within the City. One such agreement has already been made with Bloomberg to enhance the local community policing services in the area surrounding their headquarters.
  4. This report outlines some considerations and recommendations in order to ensure there is appropriate assurance to the Authority on these new ethical economic, partnerships and that they support the Force's commitment to integrity, fairness and professionalism, underpinning the principles of the College of Policing's Code of Ethics.

## **Proposals**

5. It is usual for Local Policing Bodies to be involved in discussions about funding. Members may recall that when Police and Crime Commissioners (PCCs) were introduced in 2012, the City of London Corporation made a commitment to the then Home Secretary to mirror the principles and values of the office of PCCs, as part of its retention of a police authority structure.
6. In order to give a steer on any likely political sensitivities or reputational risks regarding any particular proposal, as well as to ensure an early understanding of the legal form and financial value of any potential partnership, it is recommended there is early engagement from the Force with the Police Authority. In particular, it is expected that the Commissioner would consult with the Chairman and Deputy Chairman of the Police Authority Board, and the Chief Executive of the Police Authority. This would help at officer level to ensure an appropriate agreement framework is developed and allow time to seek legal advice, if necessary. Furthermore, if authority for Member approval were agreed then it could be given in principle at this stage – subject to final terms being agreed formerly.

7. There is an expectation that public organisations will be open and transparent about their funding streams, particularly where these involve partnerships with private or external organisations. It is therefore proposed that the Force should publish a register of external organisations with which it has commercial or economic partnerships, providing high level details of the nature of the partnership.
8. Furthermore, it is vital that the Police Authority Board is given the opportunity to review all partnerships on an annual basis, particularly where such partnerships are longstanding or where decisions on partnerships have been delegated to officers. This review would also provide an opportunity to share more detail than what would be in the public register, as well as outline any strategic approaches to these partnerships that may have developed over time. It is therefore proposed that the Force should provide an annual summary report on its partnerships to the Police Authority Board and the Performance and Resource Management Committee.

## **Conclusion**

9. It is hoped that the measures outlined above will support the Force's efforts to enter into innovative and ethical, economic partnerships; provide Member reassurance; and align the City of London with other Local Policing Bodies across the country.

## **Annexes**

- Annex A - Questions for the force to consider when developing new ethical economic partnerships.

## **Background Reports**

- Ethical Private Partnerships, Police Authority Board, July 2019.

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**Annex A - Questions for the force to consider when developing new ethical economic partnerships.**

1. Which organisation is seeking a partnership with the COLP/Authority?
2. What sort of organisation is it (public/single private entity/ umbrella industry organisation etc.)?
3. What are they seeking from the Force?
4. Who are the beneficiaries of the arrangement (e.g. wider public/ industry/ local community)?
5. Over what period would this partnership be for (i.e. one-off event / regular single event / ongoing for indefinite period)?
6. Why is this arrangement required?
7. What is the organisation in (1) offering the Force (either cash payment or benefit in kind)?
8. An outline of what the Force is prepared to offer to meet the request from the external partner?
9. What are the relevant timescales or deadlines on getting the arrangement agreed and signed (relating to either funding or service need)?

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