

<b>Committee(s)</b>	<b>Dated:</b>
Hampstead Heath Consultative Committee Hampstead Heath, Highgate Wood and Queen's Park Management Committee	<b>9 March 2015</b> <b>23 March 2015</b>
<b>Subject:</b> Annual Report on Hampstead Heath Constabulary for 2014	<b>Public</b>
<b>Report of:</b> Superintendent Hampstead Heath	<b>For Information</b>

### **Summary**

This report reviews the work carried out by the Hampstead Heath Constabulary during the period from 1<sup>st</sup> January 2014 to 31<sup>st</sup> December 2014, recording 2,157 occurrences/incidents during that time. It also gives details of the progress made in developing partnerships with other agencies and of its achievements on key objectives, including the Dog Control Action Plan.

### **Recommendation**

Members are asked to:

- Note the contents of this report regarding the work of the Hampstead Heath Constabulary during 2014 and, in particular, the continued effort being made to strengthen links with other agencies, helping to ensure that Hampstead Heath remains a safe, appealing and enjoyable place for millions to visit each year, by reducing the fear of crime and anti-social behaviour.

### **Main Report**

#### **Background**

1. The overall objective of the Hampstead Heath Constabulary (HHC) is to provide a professional, efficient and effective constabulary service for Hampstead Heath, to educate the visitors and users of Hampstead Heath on appropriate and responsible behaviour, to engage with users and stakeholders, and to enforce byelaws, deter and prevent anti-social behaviour, and reduce the fear of crime through visible high-profile patrolling. The approach adopted in achieving this objective is through engagement, education and ultimately enforcement, applying our available powers when enforcing the Heath byelaws to sanction activities which may impact on others' enjoyment of the Open Space. The Constabulary also provides a key role in ensuring the success and safety of all major events taking place on the Open Space throughout the year.

## **Current Position**

2. The Constabulary is currently operating with a reduced complement of staff; a Constabulary Manager, who also manages Queen's Park, two Sergeants working across two teams, and eight Constables. This resource includes two Constable Dog Handlers with general purpose-trained police dogs.
3. In the spring/summer of 2014 a restructuring process took place within the HHC. Following consultation with staff and unions, this process saw a reduction from four to two police dogs and their handlers. This restructuring has not had any negative impact on the professional service provided by the HHC.
4. During 2014 three Constabulary officers chose to expand their careers and joined the Metropolitan Police Service. Another Constable retired from the City of London after serving for 23 years on Hampstead Heath in an enforcement role.
5. Due to these vacancies, in the autumn of 2014 the Constabulary Management Team undertook a recruitment process to fill two posts. An advertisement was placed internally and we successfully recruited two new Constables. One was previously a Market Constable and the other a Hampstead Heath Ranger. Both have successfully completed their basic Constabulary training course and are now operational, following their attestation at the City of London Magistrates Court. This initial training will be backed up with a six-month support period with Tutor Constables, together with further training modules delivered by the Sergeants and experienced members of the Constabulary.
6. The Constabulary is currently recruiting to fill the remaining two Constable posts.
7. The Constabulary has continued to provide on-site policing for larger events during 2014, which have included the three annual funfairs on the Heath, the Affordable Art Fair, Grow London and the annual Circus. At this last event, Constables from the HHC were required to deal with animal rights protesters.
8. The HHC continues to provide a service 365 days of the year, with patrols carried out throughout the day and night from a patrol base on Hampstead Heath.

## **Partnership Working**

9. The Constabulary continues to work closely with – and seek support and advice from – the Terrence Higgins Trust and the Camden LGBT Forum with regard to the West Heath Public Sex Environment. The HHC's LGBT liaison officer left the service in September 2014 to join the Metropolitan Police Service; we intend to replace this officer with a suitable member of the Team who is able to continue in this role, once we are back up to our full complement of Constabulary officers.
10. The Dogs Trust attended the Heath on twelve occasions during 2014 and also attended the 'Give it a Go' event at Parliament Hill Fields. The regular events took place on Saturdays between 11am and 4pm. Staff from the Dogs Trust were on hand to offer advice on the welfare of dogs, responsible ownership and

to offer free micro-chipping for dogs. The requirements under the Microchipping of Dogs (England) Regulations 2015 that from April 2016 all dog owners must have their dog micro-chipped has been supported by the Constabulary with the help of the Dogs Trust, and officers, who have been trained to deliver the microchip, will offer this service to the public when dealing with dog-related issues. Most of these events have taken place at Parliament Hill, due to the footfall in this area.

11. A number of safety and security events have been organised for cyclists during 2014, offering free cycle security marking. The Metropolitan Police Cadets have been involved in supporting our cycle marking days and have also been involved in supporting the HHC Dog Control Action Plan, assisting with a project to mark areas where dog faeces had not been picked up by dog walkers using Hampstead Heath. This exercise found 50 deposits of dog faeces located in the amenity grass above the Hampstead Heath Lido. Red flags were used to mark the locations of the faeces. It is probable that dog walkers entering the Heath from the Lido release their dogs there, which is the first opportunity the dog has to relieve itself on a grassed area. Involving the Cadets in these projects is beneficial, as it develops their public engagement skills.
12. Communication still flows between the Metropolitan Police (MPS) and the HHC. There has been some impact on the sharing of information between partners following the changes to the MPS Safer Neighbourhood policing model. The Local Policing Model with Integrated Neighbourhood Policing Teams has now replaced the Safer Neighbourhood model. These teams will respond to 'promises' (previously priorities) that have been agreed with the local community. The HHC continues to attend Safer Neighbourhood meetings and liaise with the Hampstead, Camden Highgate and Haringey Highgate, and the Gospel Oak Policing Teams. Previously, incidents have occurred on the Heath that have been attended solely by Metropolitan Police officers but no information has been shared with the HHC. The HHC is working with the Local Policing Teams, (including the Hampstead Garden Suburb team) to improve the communication flow between partners.

### **Providing an Effective Frontline Service**

13. For a number of years the Hampstead Heath Constabulary has had access to the Metropolitan Police Airwave communication system, which has provided effective communication between the HHC and the MPS. Following a licence and procedure review, the City of London will now be required to provide its own Airwave radios and a protocol agreement has been drawn up with the MPS to give HHC access to Camden Borough police channels via Airwave. This is a ground-breaking agreement and is something the MPS would not normally do, demonstrating the high regard the MPS has for the HHC and recognising the valuable resource we have become in local policing.
14. The Constabulary continued to provide an effective and efficient policing service on Hampstead Heath and Highgate Wood. During 2014 officers dealt with 2,157 incidents, including dealing with medical emergencies and fatalities. This can be

extremely stressful for officers but, as ever, they demonstrated their resolve and professionalism.

15. In January 2014 officers demonstrated their flexibility to respond at short notice, when the Lido wall collapsed after strong winds. Officers provided 48 hour round-the-clock security cover, until other services could be brought in.
16. The Lido Response Plan was put in place in 2013 and continued to be used by the HHC and Lido staff in 2014. The Plan is designed to improve the management of users of the Lido swimming facility and to reduce the threat of disorder and anti-social behaviour, making it a safer environment for staff to work in and for the public to visit. This has enabled the HHC to adopt a more measured and proportionate response to any incidents in the Lido. The Plan is reviewed annually by the HHC and the facility Management Team.

### **Reports of Misconduct**

17. HHC Constables are employees of the City of London, therefore any complaint or disciplinary matters would be dealt with under the City's processes and procedures. It is possible that the City of London may call upon the City Police to assist with any investigation into a complaint made against a member of the Constabulary. There have been no formal complaints made against any HHC officers during 2014.

### **Constabulary Performance Objectives 2014**

18. A number of key objectives were agreed with the HHC at the start of 2014, which include enforcement, community liaison, sustainability, security and safety, Constabulary profile and support at events, and individual objectives. These individual objectives included youth engagement, dog control and awareness, Public Sex Environment outreach, and cycle safety and security.
19. From March 2014 to date, 300 fishing permits have been issued. Fifteen individuals were issued with a formal warning for not having a valid fishing permit while fishing on an authorised Hampstead Heath Pond. Four formal warnings were issued for fishing outside the regulated angling season.
20. The Constabulary dealt with 1,174 enforcement actions during 2014. An enforcement action is when a Constable has cause to speak with a member of the public about a byelaw offence or the breach of a regulation and then record the incident. This record of the offence may be a formal warning or a stop and account, or result in a prosecution.
21. The Constabulary Dog Section has carried out a number of 'Meet & Greet' sessions and Dog Displays at local schools in 2014, and also carried out a demonstration of dog skills at the 'Give it a Go' event in July. At this event, we were fortunate enough to have the Police Helicopter pay a visit, too.
22. Constabulary performance objectives are reviewed by the Constabulary Management Team at one-to-one meetings and are part of the City of London Performance Development Review process.

23. The Dog Control Action Plan began in March 2014, with a view to establishing whether there is a dog control problem on Hampstead Heath. Hampstead Heath Constabulary recognises that incidents of poor dog control have increased in recent times and now form a major concern to a large number of Heath visitors. This has coincided with a visible increase in the use of the Heath by commercial dog walkers.
24. The purpose of the Dog Control Action Plan is to engage with the dog-walking community in a supportive and proportionate manner. The Plan aims to make the Heath safer for all, ensuring that the wide variety of user groups can enjoy their visit in harmony with each other.
25. The Plan has been broken down into four over-arching objectives; data collection, engagement, enforcement and communication. Each objective has a measure against it and a time-scale for its completion.

### ***Data Collection***

- Focussed operation to identify persons conducting a dog-walking business.
- Focussed operation to identify all persons who regularly walk more than two dogs at a time for recreational purposes.

### ***Engagement***

- Support Dogs Trust Events.
- Renew welcome signs at entrances to reflect the concerns of visitors.
- Design and distribute a leaflet covering dog control guidance.
- Engage with and develop information exchange with Camden Dog Hub.
- Constabulary Dog Handlers to carry out impromptu dog skill and agility displays to the public.
- Design and distribute a promotional key ring, showing a police dog with the Constabulary contact number.
- Use of micro-chipping equipment to identify and reunite lost dogs with their owners.

### ***Enforcement***

- Apply the enforcement strategy to all dog control incidents.
- Conduct short-term focussed tasking operations at dog control 'hotspots'.
- Develop and implement a strategy for the use of informal Dog Behaviour Agreements.
- Monitor the progress of Public Space Protection Orders under the Anti-social Behaviour, Crime and Policing Act 2014.

### ***Communication***

- Engage local and corporate press officers in all significant issues.
- Maximise use of Twitter and Facebook to alert the public to dog control-related events or other issues.
- Develop a relationship with the local printed press to achieve the positive reporting of prosecutions.

26. In 2015, the HHC will continue to use the Dog Control Action Plan, undertaking activities to continue to understand the scope of the problem and then improve the behaviour of dogs and their walkers where such action is necessary. This work can then inform the City of London when it considers the adoption of any powers that become available in the future.

27. The Constabulary continues to record their daily activities, with data provided in the tables below. Improved reporting has seen an increase in the number of incidents recorded during 2014.

28. The constabulary Management Team has strived to ensure the constabulary team continue to deliver a professional and effective service during the autumn / winter of 2014 and 2015 whilst they recruit to vacant posts. An increase in the recording and reporting of incidents over this period and throughout 2014, demonstrates the constabulary's effectiveness in identifying what they are responding to and how it has been dealt with.

29. Incidents of note during 2014 include;

January 2014	<ul style="list-style-type: none"> <li>• Response to collapsed wall at the Lido, provide overnight security.</li> <li>• Support the MPS with alcohol-related ASB at South End Green entrance to the Heath.</li> </ul>
February 2014	<ul style="list-style-type: none"> <li>• Support the Camden LGBT Month with an event on the Heath.</li> </ul>
March 2014	<ul style="list-style-type: none"> <li>• Commence the Dog Control Action Plan.</li> </ul>
April 2014	<ul style="list-style-type: none"> <li>• Police the Easter Fairs.</li> </ul>
May 2014	<ul style="list-style-type: none"> <li>• Police the Whitsun Fair.</li> <li>• Hold cycle marking event.</li> </ul>
June 2014	<ul style="list-style-type: none"> <li>• Hold cycle marking event.</li> <li>• Arrest of wanted offender on West Heath.</li> <li>• Support LGBT event on West Heath.</li> </ul>
July 2014	<ul style="list-style-type: none"> <li>• 'Give it a Go' event with dog display.</li> </ul>
August 2014	<ul style="list-style-type: none"> <li>• Police fair.</li> <li>• Hold cycle marking event.</li> <li>• Attend Highgate Wood Heritage Day.</li> </ul>
September 2014	<ul style="list-style-type: none"> <li>• Recruit two new Constables.</li> <li>• Recover weapons on Heath following an offence committed locally.</li> </ul>
October 2014	<ul style="list-style-type: none"> <li>• Police the Circus and respond to animal rights protestors.</li> </ul>
November 2014	<ul style="list-style-type: none"> <li>• Dog handlers give dog display to local primary school.</li> </ul>
December 2014	<ul style="list-style-type: none"> <li>• Police Kite Hill, New Year's Eve, in excess of 6,000 (est.) attended.</li> </ul>

## Constabulary Performance Statistics

Incidents Recorded	1 January – 31 December 2014
Crime/Anti-Social Behaviour	61
Byelaw	1,174
Miscellaneous	9,22
<b>TOTAL</b>	<b>2,157</b>

Month	Incidents/Occurrences				
	2010	2011	2012	2013	2014
January	38	51	126	128	86
February	39	64	147	110	157
March	77	114	199	134	195
April	87	174	125	170	213
May	100	142	210	151	262
June	122	142	163	169	220
July	177	170	198	308	203
August	88	150	228	134	136
September	61	157	178	148	167
October	107	151	165	108	196
November	57	113	134	80	178
December	50	107	120	92	144
<b>Total</b>	<b>1,003</b>	<b>1,535</b>	<b>1,993</b>	<b>1,792</b>	<b>2,157</b>

## Miscellaneous Incidents 2014

Found / Lost Property	99
General Patrol Incident	156
HEMS Landing	5
Information	227
Personal Accident / Injury	72
Suspicious Occurrence	41
Intelligence	12
Missing Person	71
Proactive Tasking Record	239
<b>TOTAL</b>	<b>922</b>

<b>Byelaw Offence</b>	<b>2010</b>	<b>2011</b>	<b>2012</b>	<b>2013</b>	<b>2014</b>
Byelaw 2 – Damage, Graffiti	7	8	12	19	26
Byelaw 3 – Digging	7	8	16	21	11
Byelaw 5 – Entering Enclosed Areas	11	30	13	33	24
Byelaw 8 – Camping	25	42	63	44	79
Byelaw 9 – Remain in Area After Close	15	19	32	41	30
Byelaw 13 – Bicycles, Motor Vehicles	64	252	261	205	237
Byelaw 21 – Dog Control	47	101	113	72	135
Byelaw 26 – Disturbing/III Treatment of Animals	8	7	3	11	11
Byelaw 31 – BBQ's and Fires	43	60	49	48	42
Byelaw 32 – Public Decency and Propriety	75	96	170	167	258
Byelaw 34 – Fighting, Swearing or Betting	13	24	26	27	37
Byelaw 41 – Fishing, Bathing, Preparation to play games	11	22	97	93	85
Other	30	80	201	164	199
<b>Total</b>	<b>356</b>	<b>749</b>	<b>1,056</b>	<b>945</b>	<b>1,174</b>

#### Process by Summons Court Cases

Date of Incident	Byelaw Offence	1st Court Date	Outcome
07/03/2014	21	04/09/14	Guilty plea. Conditional discharge. Costs £75 and victim surcharge £15
27/03/2014	13/15	04/09/24	Guilty plea. Fine £110 / costs £100 and victim surcharge £20
25/05/2014	21	04/09/14	Guilty plea. Fine £200 / costs £375 and victim surcharge £20
30/08/2014	21	19/02/15	Awaiting outcome
04/12/2014	21		Awaiting outcome
05/12/2014	13		Awaiting outcome



## Recommendations and Proposals for 2015

30. The Constabulary Management Team has produced an Engagement, Education and Enforcement Plan for 2015, which defines the HHC's role as follows:

- Protect and ensure the safety of persons visiting Hampstead Heath.
- Protect and ensure the safety of persons that work within Hampstead Heath.
- Protect the wildlife and environment which makes up Hampstead Heath.
- Work with other departments and agencies, both internally and externally, to achieve the above objectives.

31. The priorities provide an over-arching framework within which the HHC will meet and exceed the priority performance indicators.

	<b>Engagement</b>	<b>Education</b>	<b>Enforcement</b>	<b>Performance Outcomes</b>
<b>Making every contact count</b>	<ul style="list-style-type: none"> <li>• Involve you more in keeping Hampstead Heath safe.</li> <li>• Listen, understand and respond to you in way that best suits your needs.</li> <li>• Continue to work with neighbourhood and Heath groups to better understand the needs of those that we provide a service to.</li> </ul>	<ul style="list-style-type: none"> <li>• Continue to work with local schools and youth groups.</li> <li>• Hold and support events and activities on the Heath where helpful education messages can be conveyed.</li> </ul>	<ul style="list-style-type: none"> <li>• Deliver required enforcement activities in a professional, safe and ethical manner.</li> </ul>	Improve the satisfaction levels of users of the Constabulary services.
<b>Quality of service</b>	<ul style="list-style-type: none"> <li>• Enhance existing performance management arrangements for Constabulary officers.</li> <li>• Provide safe, secure and accessible Open Spaces and services for the benefit of London and the nation.</li> </ul>	<ul style="list-style-type: none"> <li>• To use different forms of media, including new media, to convey Heath education messages</li> <li>• Undertake quality call-backs on victims of crime on the Heath or those using Constabulary services.</li> </ul>	<ul style="list-style-type: none"> <li>• Work with partners to secure sufficient resources to deliver an efficient and effective service.</li> <li>• To present enforcement prosecutions to courts in a timely and professional manner.</li> </ul>	Reduce the number of incidents of anti-social behaviour on the Heath.
<b>Leadership</b>	<ul style="list-style-type: none"> <li>• Encourage and enable all staff to take ownership and lead change to make a positive difference every day</li> <li>• Manage, develop and empower a capable and motivated work-force to achieve high standards of safety and performance.</li> </ul>	<ul style="list-style-type: none"> <li>• Provide focussed learning opportunities for staff and volunteers to feel confident in meeting the changing needs of the Constabulary.</li> <li>• Work collaboratively with other stakeholders and public bodies to continue to improve service delivery.</li> </ul>	<ul style="list-style-type: none"> <li>• Create an enforcement plan outlining specific proactive enforcement activities that augments the Engagement, Education and Enforcement plan.</li> </ul>	Provide leadership at all levels to support performance.

32. Linked to the priorities are the specific priority activities that the HHC will undertake.

	<b>Priority Area</b>	<b>Action Area</b>	<b>Performance Target</b>
1	Dog control	Targeted & intelligence-led patrols in defined dog control areas.	Minimum two patrols daily in dog control hotspots.
2	Dog control	Dog control-related incidents.	90% conviction rate for all dog control-related prosecutions.
3	Dog control	Promoting responsible dog ownership.	Hold three dog micro-chipping and education Roadshows.
4	Cycling	Targeted & intelligence-led patrols in defined non-cycle areas.	Minimum two patrols daily in cycle control hotspots.
5	Cycling	Cycling-related incidents.	90% conviction rate for all cycling-related prosecutions.
6	Cycling	Promoting responsible cycling.	Hold three cycle safety & security events.
7	Youth Engagement (litter & anti-social behaviour)	Targeted patrols in areas where high concentrations of school children and young adults will be assembled.	Minimum one patrol daily during peak periods when school children and young adults will be congregated on the Heath.
8	Youth Engagement (litter & anti-social behaviour)	Targeted engagement opportunities at youth events on the Heath.	Attend youth events - ten events on the Heath with proactive plan to communicate litter & ASB messages.
9	Youth Engagement (litter & anti-social behaviour)	Targeted engagement opportunities at schools surrounding the Heath.	Attend three assemblies at local schools with proactive litter & ASB messages.
10	Lido	Targeted patrols during periods where there will be high concentrations of visitors to Lido.	Frequency of patrols to be defined by Sergeants based on risk assessment.
11	Lido	Reducing instances of serious crime.	Deployment of 'Knife Arch' during defined peak periods.
12	Public sex environments	Targeted patrols to reduce instances of anti-social behaviour, crime and litter.	Frequency of patrols to be defined by Sergeants based on risk assessment.
13	Public sex environments	Attend LGBT stakeholder meetings.	Attend 75% of all LGBT meetings held.
14	Public sex environments	Supporting Outreach work	Support Terrence Higgins Trust outreach workers on ten occasions per annum.

33. A copy of the Constabulary Engagement, Education and Enforcement Plan 2015 can be found at appendix 1.

### **Corporate & Strategic Implications**

34. The work of the Hampstead Heath Constabulary during 2014 continues to meet the City Together Strategy themes of *“protecting, promoting and enhancing our environment and [ensuring it] is safer and stronger”*.

35. The work of the Constabulary meets with the Departmental Strategic Objectives by *“Widening and developing what we offer to Londoners through education, biodiversity and volunteering”*.

36. Two strategic aims in the City Corporation's Corporate Plan 2013 – 2017 also apply to the work of the Constabulary, namely:

- Provide modern, efficient and high quality local services and policing within the Square Mile for workers, residents and visitors with a view to delivering sustainable outcomes.
- Provide valued services to London and the nation.

37. The Heath Constabulary meet the overriding objectives of The Hampstead Heath Management Plan 'Towards a Plan for the Heath 2007 – 2017'

A1 - Recognise the need to be as inclusive as possible, increasing the Heath's availability to a diversity of users.

P1 - Recognise that the Heath's main users are those who come for informal activity and manage informal recreational activities to ensure that as far as is reasonably practical they do not adversely affect others' enjoyment of or the natural aspect of the Heath.

## **Implications**

38. The legal implications of the Constabulary's work have been included in the body of the report.

## **Conclusion**

39. This report sets out the breadth of work undertaken by the Heath Constabulary in 2014 in providing a professional, efficient and effective service for Hampstead Heath. The relatively low level of serious crime and anti-social behaviour on the Heath demonstrates the effectiveness of the uniformed presence of the Constabulary in reassuring visitors and deterring crime.

## **Appendices**

- Appendix 1 – Hampstead Heath Constabulary, Education and Enforcement Plan 2015

## **Richard G Gentry**

Constabulary and Queen's Park Manager / Open Spaces Department

T: 020 7332 3322

E: [richard.gentry@cityoflondon.gov.uk](mailto:richard.gentry@cityoflondon.gov.uk)