

Leaders' Committee

Changes to Local Policing in London

Item No 5

Report by: Doug Flight **Job title:** Head of Strategic Policy

Date: 10 October 2017

Contact Officer: Doug Flight

Telephone: 020 7934 9805 **Email:** doug.flight@londoncouncils.gov.uk

Summary: The Deputy Mayor for Policing and Crime, Sophie Linden, will be attending Leaders' Committee.

She will be accompanied by the MPS Assistant Commissioner for Territorial Policing, Martin Hewitt.

They will brief Leaders' Committee on the progress of plans for reforming local policing in London.

This report provides background information on the changes as well as an update on crime reduction funding and Criminal Justice devolution .

Recommendations: Leaders' Committee is asked to:

1. Consider the issues set out in the report, as a basis for discussion with the Deputy Mayor and the Assistant Commissioner for Territorial Policing.
2. Note the proposed arrangements for signing off the Memorandum of Understanding on Criminal Justice Devolution.

Changes to Local Policing in London

- 1 The Deputy Mayor for Policing and Crime, Sophie Linden, and the Assistant Commissioner for Territorial Policing, Martin Hewitt will attend Leaders Committee to provide an update on plans for reforming local policing in London. This follows their briefing at Leaders' Committee in December 2016.

Background

- 2 A number of changes to the organisation of local policing across London are being considered in the context of the Mayor's statutory Police and Crime Plan and the Metropolitan Police Service (MPS) transformation proposals, which are known as the 'One Met Model 2020'. The proposals include measures to align resources to meet savings targets and to target resources on priority areas. Since 2010, the MPS has had to find £600m of savings and must save a further £400m by 2020. There are also a number of areas of increasing demand, including tackling knife crime and counter terrorism.
- 3 The 'One Met Model 2020' builds on the strategic priorities set out in the Police and Crime Plan and includes a series of changes to local policing based around the following core service areas:
 - a. Neighbourhoods
 - Including a planned minimum of 2 Dedicated Ward Officers (DWOs) and one PCSO per ward that will be 'ring fenced' from abstraction.
 - b. Protecting Vulnerable People
 - Bringing together both local and previously centrally managed services that have been dealing with child abuse, rape and domestic violence in one place.
 - This should provide a foundation for developing a more joined up, victim-focused service.
 - c. Response Teams
 - It is proposed that teams are brought together to cover a larger footprint, yielding potential efficiencies and reducing 'handovers' of investigations.
 - d. Local Investigations

- It is proposed that teams of investigators will respond directly to the more serious and complex crimes, offering immediate victim – investigator contact.
- 4 The model is based on delivering local policing through a revised structure of Basic Command Units (BCUs) , each comprising more than one borough. The MPS presented a map showing an initial model of 12 BCUs at the conclusion of their presentation to Leaders' in December 2016 (attached as Appendix A).
 - 5 The Deputy Mayor and Senior MPS officers undertook a programme of bilateral meetings with boroughs in the spring, prior to the launch of the Police and Crime Plan. A number of concerns were raised, through this engagement, about the proposed geography for Basic Command Units.

Testing the Local Policing Model

- 6 The MPS is testing the 'One Met Model 2020' in two pathfinder areas:
 - a. Camden and Islington
 - b. Barking and Dagenham, Havering and Redbridge.

The trials involve the testing for key aspects of the model, including emergency response, investigation and vulnerability that operate across borough boundaries.

- 7 The pathfinders were initiated in January 2017, with the appointment of BCU Commanders and the allocation of neighbourhood policing resources. The move to single emergency response arrangements took place at the beginning of March and the decentralisation of central resources to form the new safeguarding hubs followed shortly afterwards.
- 8 Project Boards have been established in each of the pathfinder areas and they include representatives of the councils covered by the initiative. A formal evaluation has not yet been concluded, however early concerns have been reported, particularly about the impact on emergency response times.
- 9 We have been advised that a number of changes to the response arrangements were implemented in early September with the aim of improving response times. A number of other improvements are understood to be under consideration, including a

strengthening of the management tier to build in stronger links with individual boroughs within the BCU footprint.

- 10 The timetable for concluding the evaluation of the pilots is likely to be contingent on learning the lessons from the pilots, including ensuring adequate emergency response arrangements are in place. The Deputy Mayor will be able to provide an update on the evaluation and the likely timeframe for making decisions about a wider roll-out.

Engagement

- 11 The London Councils' representatives on the London Crime Reduction Board (The Chair, Cllr Kober; London Councils' Lead Member for Crime and Public Protection, Cllr Peck, and the Conservative Group Lead, Cllr Cornelius) have led engagement with the Mayor and Deputy Mayor, and senior MPS officers on the reform of local policing. In addition, regular dialogue has continued between the CELC Policing Group and senior MPS officers.
- 12 The dialogue with the MPS led to "Headline Principles" being developed in 2016 to capture a shared understanding around:
 - a. Consultation with and engagement with boroughs during the change process.
 - b. Maintaining a visible and effective senior-level interface with each borough.
 - c. Building an improved interface at borough level to allow collaboration in relation to safeguarding and vulnerability.
 - d. Visible neighbourhood policing.
 - e. Contribution to leadership of place and responsiveness to local circumstances;
 - f. Continuity in post of Commanders (at Basic Command Unit level) and influence over their appointment.
- 13 These principles are likely to continue to speak to the concerns of boroughs in relation to the evaluation of the pilots. In particular, boroughs are likely to place considerable importance on the important stakeholder relationship responsibilities of senior police officers at Basic Command Unit level. It will be important to ensure that any new arrangements reflect the importance placed on them as partners contributing to the leadership of place and that arrangements are responsive to local concerns.

14 The Mayor has undertaken a public consultation on accessing MPS services, including community engagement, which closed on 6 October 2017. MPS data suggests front counters are infrequently used by the public to access services or report crime, which has led to proposals for a further rationalisation of police front counters. A number of concerns have been raised; particularly in areas where significant changes have been proposed.

Crime Prevention Funding

15 A London Councils Member-level Task and Finish Group was established in February 2017, to provide political engagement with MOPAC and the Deputy Mayor regarding the London Crime Prevention Fund. The Chair of the Group is Cllr Peck, the Deputy Chair is Cllr Cornelius and the remaining membership is drawn widely from across London:

Cllr Jonathan Cook	Wandsworth
Cllr Antonia Cox	Westminster
Cllr Osman Dervish	Havering.
Cllr Ruth Dombey	Sutton
Cllr Krystle Fonyonga	Enfield
Cllr Forhad Hussain	Newham
Cllr Kate Lymer	Bromley
Cllr Tom Miller	Brent
Cllr Sue Sampson	Hounslow
Cllr Caroline Selman,	Hackney

16 The Member-level Group made a number of suggestions to the Deputy Mayor for improvements to MOPAC's early proposals for the 30% top-slice of the Fund, including broadening the scope of the eligible thematic areas and simplifying the process for 'co-commissioning'.

17 A small Co-commissioning Working Group was subsequently established, co-chaired by Michael Lockwood, the CELC lead on policing and a senior MOPAC officer. This group helped shape the detailed co-commissioning prospectus which set out priorities and process for the first tranche of funding. The priority areas for the first tranche were:

- Youth Offending
- Child Sexual Exploitation;
- Sexual Violence
- Female Offending.

18 The Co-commissioning Working Group has worked collaboratively with MOPAC to develop the process. London Councils and London Heads of Community Safety have

held several local authorities-only officer meetings to help share and shape ideas for collaborative bids in advance of the August 2017 deadline for Expressions of Interest.

19 The Member-level Task and Finish Group has met periodically throughout the process, most recently in early September, to continue to provide political engagement. The Group heard that assessment panels had put nine bids forward to the development phase:

- a. Child Sexual Exploitation - 4 bids
- b. Female Offending - 2 bids
- c. Youth Justice - 1 bid
- d. Sexual Violence - 2 bids

The Group was also advised that:

- Four of the nine bids were pan-London.
- The nine bids that were through to the development phase total £21m, compared to the available budget for phase 1 of £10m.
- It was anticipated by MOPAC that the development phase will provide opportunities to iron out any duplication across bids; ensure that the relevant boroughs are signed up at the appropriate level; draw in match funding and achieve a package that is within the available budget. It cannot be assumed that all nine bids will complete the development phase and secure funding.

20 Full details of the successful bids were expected to be published on by 29 September, after this report was drafted.

Criminal Justice Devolution

21 The overarching Memorandum of Understanding (MoU) on further devolution to London, which was agreed between Government, the Mayor and London Councils in March 2017, included a commitment to agreeing a specific Criminal Justice MoU to support collaborative working and hence to :

- Develop a shared view of the benefits and better outcomes in London that could be delivered by the devolution of criminal justice services; and
- Identify the criminal justice services that can best be delivered locally to complement, enhance and support national reform programmes, in line with national frameworks and standards.

22. The Secretary of State for Justice reaffirmed the Government's commitment to progress the London Criminal Justice MoU in his response to a joint letter from the Chair of London Councils and Mayor of London following the General Election.
23. A series of meetings with officials is currently underway to explore the scope of the Criminal Justice MoU, with the aim of reaching a position where a formal agreement could be concluded by January 2018.
24. It is expected that the MoU will set out a programme of work for how national, regional and local government will work together to improve services and create better outcomes for victims and offenders. This will include identifying areas and testing where devolution could support this aim, particularly in relation to victims and witness commissioning, offender management (with particular focus on the London Community Rehabilitation Company contract), youth and female offending, electronic monitoring, as well as taking positive steps to reduce reoffending in London. Potential areas for action could include:-
- Formal input into the new management arrangements of the London CRC for the next generation of the contract - to improve accountability and responsiveness and create closer alignment of services and better working links with local authorities to improve local performance.
 - Developing a more effective 'through the gate' model in London and increase local flexibility in prevention and rehabilitation services, whilst better supporting those offenders returning to communities and ensuring that there is investment and activity in place that aligns with mainstream services for reducing reoffending.
 - Developing and maintaining effective interventions to reduce reoffending in London, including exploring closer integration of electronic monitoring with probation services to offer stronger alternatives to custody.
 - Developing a long-term funding model to establish new women's centres for female offenders and more effective alternatives to custody.
 - Provision of a number of specialised victims and witness services at a regional level in London – offering significant opportunities to maximise resources and target demand-based investment
 - Developing a consistent, whole system approach to youth justice.

25. The MoU has the potential to deliver a range of benefits, both in terms of improved Criminal Justice Service at a London level, as well as direct benefits for boroughs in their wider work to reduce crime and improve public safety. The potential benefits include:

- Increased accountability in relation to the management of the London community rehabilitation contracts will provide a foundation to improve working links with local authorities and help improve local performance. This will help tackle concerns raised by London boroughs about the effectiveness of partnership working with the London Community Rehabilitation Company.
- Potential to establish regional position on Integrated Offender Management, which would present an opportunity for boroughs to link to Through the Gate provision and integrate with local housing, and employment services.
- The MoU has the potential to support improvements to the youth offending response across London. There is scope for improved working across boundaries, whilst maintaining the fundamental design of the current arrangements for distributing youth justice funding direct to local authorities, which allow investments to be used effectively to support an integrated local response. Potential opportunities include:
 - Seeking increased investment in areas where youth offending levels are highest by simplifying and better aligning commissioning and the distribution of funding – ensuring London is in a stronger position to safeguard current levels and ultimately drive up investment.
 - Collaboration between groupings of boroughs to provide more consistent custody, resettlement and support services to young offenders across London and avoid duplication of services.
 - An increased focus on the critical transition from the youth justice service to the adult system.
 - These opportunities, combined with local YOTs' expertise and ability to integrate with other local interventions and services, should reduce youth reoffending across local communities.
- The development of more effective and targeted alternatives to custody for London's female adult offenders. Diverting appropriate female offenders away from the formal criminal justice process and into specialist support services has the potential to reduce reoffending and improve rehabilitation in a way that benefits local communities.

- A more joined-up, integrated approach to the support for victims and witnesses in London could help reduce the number of court cases that fail due to victims and witnesses declining to cooperate with authorities or withdrawing - frequent issues within London.
- An improved Restorative Justice System which would provide a more joined up approach for victims who are also witnesses, tailored to the specific needs of Londoners.
- Developing more effective electronic monitoring across London, would provide the opportunity for better community sentencing.

26. Discussions with officials are expected to continue throughout the autumn. Regular reports have been provided throughout the development of this work to the London Crime Reduction Board (who have considered and agreed the proposed timeline for the MoU), which will play a key role in providing oversight of a more devolved and integrated CJS in London as a result of the MoU. The Board, which is chaired by the Mayor of London, includes three leading London Councils members: Cllr Kober, Cllr Peck (Executive Member for Crime and Public Protection) and Cllr Cornelius (Conservative Group Lead Member for Crime and Public Protection). Given the nature and scope of the detailed MoU which is expected to evolve over coming months it is suggested that Leaders' delegate authority to approve the final terms of the MoU to the three London Councils' Member-level representatives on the LCRB. Reports on progress will be provided to Leaders' Committee.

Conclusion

27. Leaders' Committee is asked to:

1. Consider the issues set out in the report, as a basis for discussion with the Deputy Mayor and the Assistant Commissioner for Territorial Policing.
2. Note the proposed arrangements for signing off the Memorandum of Understanding on Criminal Justice Devolution

Financial implications for London Councils:

None

Legal implications for London Councils:

None

Equalities implications for London Councils:

Consideration of equality and social inclusion are expected to be included in the process of developing the Plan, which will encompass a focus on victims and vulnerability.

There are no direct equalities implications for London Councils as a result of this paper.

Attachments:

Appendix A: Proposed BCU Geography at December 2016.

Appendix A

MPS Proposals at December 2016.

