



**METROPOLITAN
POLICE**

TOTAL POLICING

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**Neighbourhood Policing Review
2014 - Phase 1**



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Executive Summary

The Local Policing Model (LPM) has undoubtedly realised a safer London through a reduction in crime and anti-social behaviour against a backdrop of improving confidence in policing. The response to emergency calls has improved to 93% within target times and accessibility through appointments and contact points has been established. However, despite this success and an uplift of 2,600 police officers (achieved earlier than the original target date of April 2015), visibility of officers within neighbourhoods remains an issue raised by communities and key stakeholders.

At the Policing and Crime Panel on the 10th of July 2014, the Commissioner advised that Assistant Commissioner Helen King would undertake a two staged review (see Appendix A for terms of reference). This report relates to stage 1.

The key findings of stage 1 are:

- Neighbourhood policing under the LPM is distinctly different to the previous ward based 1:2:3 delivery model which was identical across all London wards irrespective of demand profile or threat, risk and harm indicators.
- Under the LPM, neighbourhood police officer posts have increased by 138% (2,600 officers).
- Neighbourhood officer posts have only recently been filled to full establishment.
- The roles and responsibilities of neighbourhood officers have increased.
- 8% of current neighbourhood officers are on recuperative or restricted duties.
- Neighbourhood officers have undertaken 102,500 tours of aid over a 12 month period.
- The Dedicated Ward Officer shift pattern could be better aligned to their core roles and responsibilities.
- The brand and clarity of neighbourhood policing needs strengthening.
- Secondary investigation of crime to neighbourhood officers exceeds the LPM blueprint.
- 32% of neighbourhood constables are student officers in their first 2 years of service.

This review explores the issues behind the perceived reduction of police visibility by local communities. It makes a number of recommendations for change to enhance police visibility within neighbourhoods, enable effective problem solving and ensure confidence in policing continues to rise.

Recommendations

Immediate Implementation

Number	Recommendation
3(a)	All actual bodily harm (ABH) offences to be investigated by CID. This will reduce an additional area of demand on SN and will allow officers to be more visible in their neighbourhoods.
3(b)	All offences to be allocated as per the LPM blueprint - local circumstances to be considered by Borough Commander in liaison with Area Commander.
6	No reintroduction of Beat Crimes Units
7	30% patrol time for ERPT to be utilised for increased functions.
8	'E' calls to be a function and responsibility of the nearest available unit regardless of portfolio.
9	Appointment cars to be a responsibility of the ERPT.
10	Hospital guards, constant watches and crime scene preservation task primacy to be removed from Neighbourhoods and moved to ERPT (with discretionary use of Neighbourhood officers when deemed operationally necessary by BOCU leadership)
12	DWOs to remain ring fenced except for NYE and Notting Hill Carnival operations. This should be subject of audit and performance reporting.
13	Patrol and operational functions within Neighbourhoods should be conducted in uniform, on foot, by cycle or public transport. A governance framework for this to be developed - local circumstances to be considered by Area Commander in liaison with Borough Commander.
16	Neighbourhood shift review to be revisited to consider a separate DWO roster to enhance visibility and deliver on engagement promises such as ward meetings
17	Neighbourhood shift review to reconsider the neighbourhood policing roster against the revised roles and responsibilities maximizing visibility. A new shift pattern to be consulted upon with the intention of implementation by summer 2015.
18	DWO numbers to be reviewed within the top 100 challenged wards.
21	For consistency neighbourhood teams are to be known as Safer Neighbourhood Teams across London.

Medium Term Implementation

Number	Recommendation
1(a)	HR to develop a corporate strategy for the placement of restricted officers through workforce planning based on deployability commencing with neighbourhood officers.
1(b)	HR to review recuperative and restricted PCSOs as front line patrol is core to their employment.
2	Neighbourhood teams to have full establishment of detectives as per blueprint to ensure effective leadership of investigations in light of the student officer numbers.
4	Investigative workloads for neighbourhoods and local CID to be revisited and demand modeled.
5	Demand analysis to be undertaken to consider the 60% secondary investigation rate.
11	E graded incidents and appointment purpose, demand and use to be reviewed using systems analysis, to ensure service users have increased prospect of resolution to an enquiry at time of initial call.
14	Variations to the LPM in Neighbourhood Policing roles as illustrated in figure 26 to be reviewed by Area Commanders.
15	Resource hubs to backfill core posts using officers from across geographic and business group boundaries.
23	Review and reality check Neighbourhood Inspector role, including feasibility and options of ring fencing from Aid and other abstractions

Longer Term Implementation

Number	Recommendation
19	Review of Metropolitan Special Constabulary (MSC) to ensure alignment of resources with neighbourhood policing delivery model to enhance police presence within communities.
20	Public engagement programme to review and develop Volunteer Police Cadet structure to complement neighbourhood policing delivery model.
22	Communication, marketing and branding strategy for Neighbourhood Policing to be further developed in collaboration with the Directorate of Media and Communications (DMC) to reflect the breadth of staff delivering the neighbourhood roles and responsibilities.

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Background

The future of neighbourhood policing in the Metropolitan Police Service has been the subject of wide ranging operational, political, academic and media debate. Neighbourhood Policing has evolved with much success over two decades culminating in 2013 with the implementation of the Local Policing Model (LPM).

Upon appointment the Commissioner publicly confirmed his support for a strong Neighbourhood Policing delivery model within the MPS with an uplift of frontline staff which was supported by the Mayors Office for Policing and Crime;

“My vision of total policing begins in the neighbourhoods.

We need dedicated officers in every ward in London.

We can only succeed if we work with and for local people

to tackle the crimes that matter most to them,

with a promise to improve, not reduce the neighbourhood policing model,

finding an additional 2,000 officers for such duties”

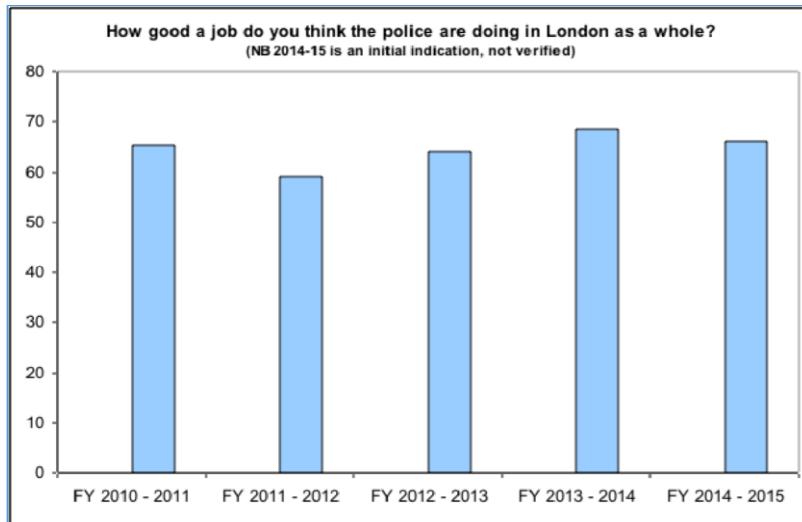
Sir Bernard Hogan-Howe,

Commissioner of the Metropolis

This vision and commitment has been realised with pre LPM Neighbourhood Officer numbers of c.1900 rising to 4000 after the launch of the LPM in 2013, rising again to 4500 in August 2014. Although the increase was not immediate and a large number of vacancies were initially carried, officer numbers now surpass the increased commitment promised.

Notwithstanding the 12 months of challenges to reach full establishment within Neighbourhood Policing during transition to the Local Policing Model, indices show improvements in MPS performance which are making London safer. Crime and anti-social behaviour (ASB) has reduced, response to calls from the public have improved and all against a backdrop of improving confidence and satisfaction. These are illustrated at figures 1, 2 and 3.

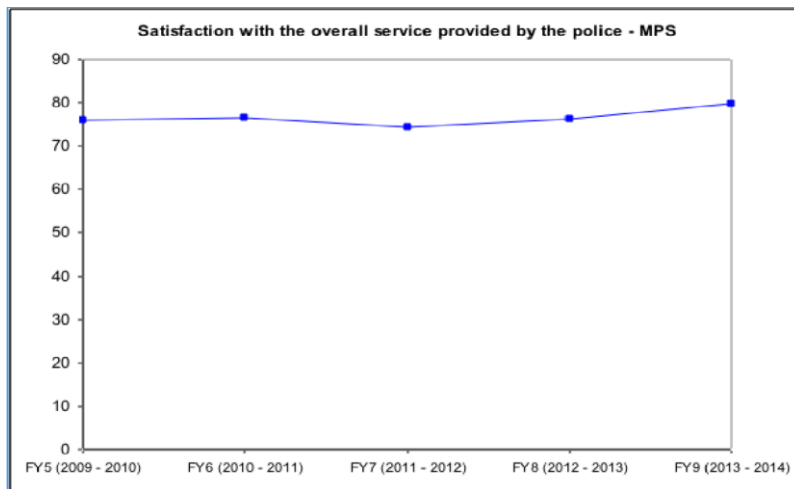
Figure 1: Confidence



(Source: PAS Quarterly Report)

An increase of 4% in 2012/13 to 2013/14.

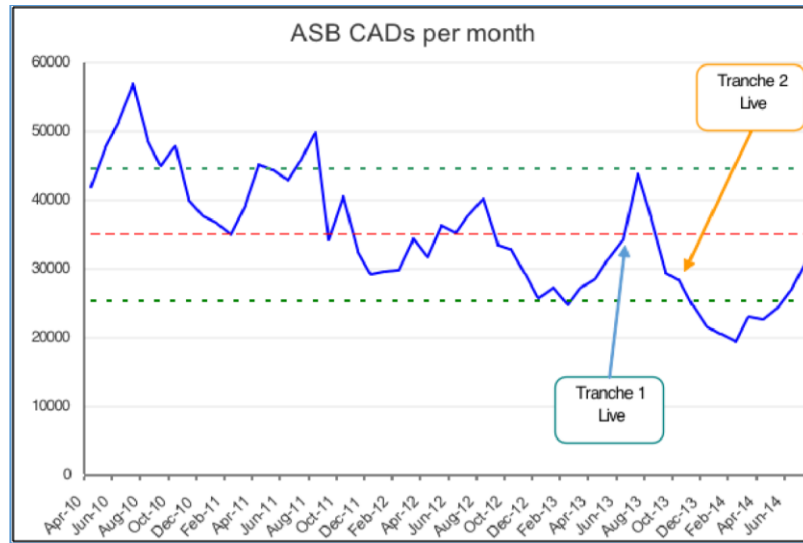
Figure 2: Satisfaction



(Source: USS Monthly Report)

Satisfaction with the overall service provided by the MPS has increased by 4% 2013/14 against 2012/13.

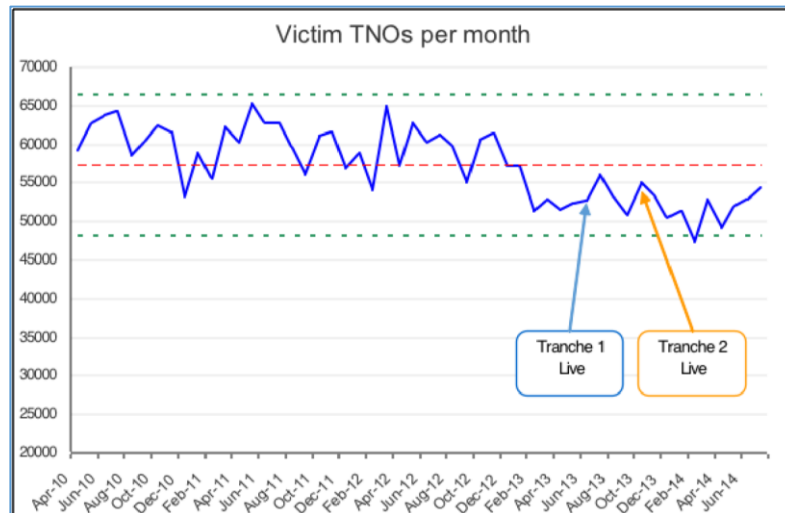
Figure 3: ASB



(Source: CAD via DARIS)

ASB calls have continued to fall (following a 4 year trend) with 69,587 fewer calls in the current rolling 12 months compared to the previous 12 months. A -28.3% reduction.

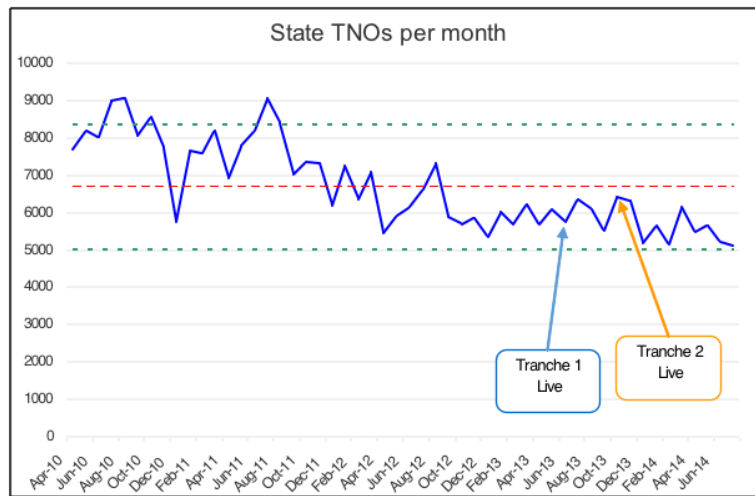
Figure 4: Victim based Crime



(Source: CRIS via MetStats)

44,670 fewer victim Total Notifiable Offences (TNOs) in the current rolling 12 months against the previous 12 months. A -6.7% reduction.

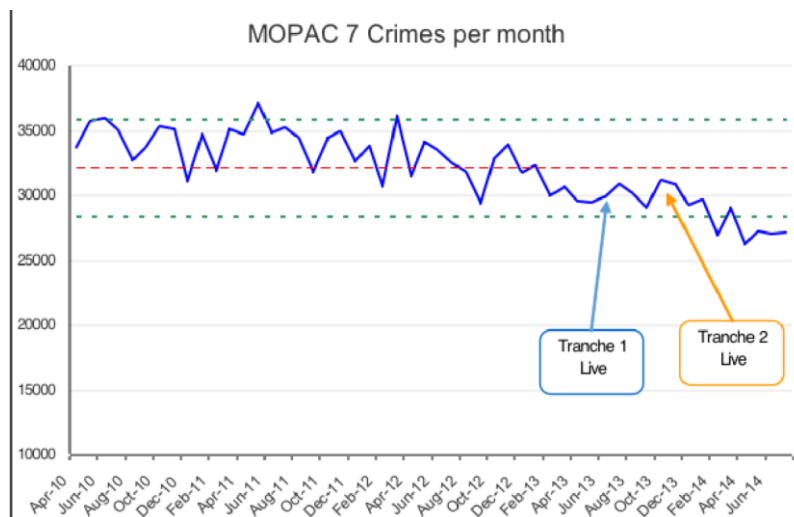
Figure 5: State/Regina based crime



(Source: CRIS via MetStats)

Since the LPM went live there have been 3,949 fewer state TNOs, a fall of 5.5%. These crimes are predominantly police generated such as drugs possession, going equipped etc. They are often referred to as police proactivity. These reductions question whether such proactivity is required to reduce crime as crime has reduced against a backdrop of reduced proactivity but increased problem solving and prevention activity under the LPM.

Figure 6: MOPAC 7 Crimes per month



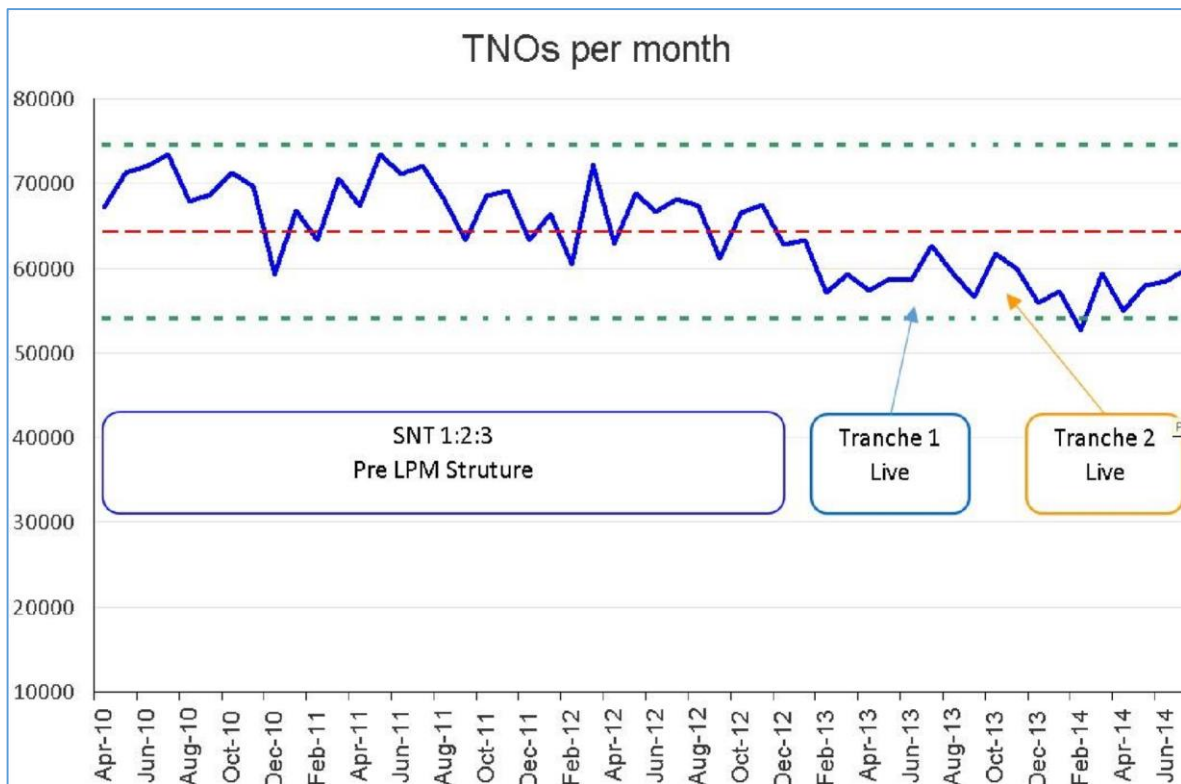
(Source: CRIS via MetStats)

Since the LPM came in, there have been 28,361 fewer MOPAC 7 crimes. A reduction of - 7.6%.

Despite these successes there has been growing concern from local and pan-London community and political stakeholders that neighbourhood policing is less engaged and present in neighbourhoods than under the previous Safer Neighbourhood Team structure of 1 sergeant, 2 constables and 3 PCSOs per London ward, commonly referred to nationally as the 1:2:3 model.

The 1:2:3 model was developed at a time of national prosperity within policing and the primary focus was community and stakeholder engagement. Stakeholder management was delivered well under the 1:2:3 model with teams receiving strong community and political support however, crime reduction was varied with ASB and crime rates significantly higher than post implementation of Neighbourhood Policing. See Figure 7.

Figure 7: TNOs shown against Neighbourhood Delivery Models between April 2010 and June 2014



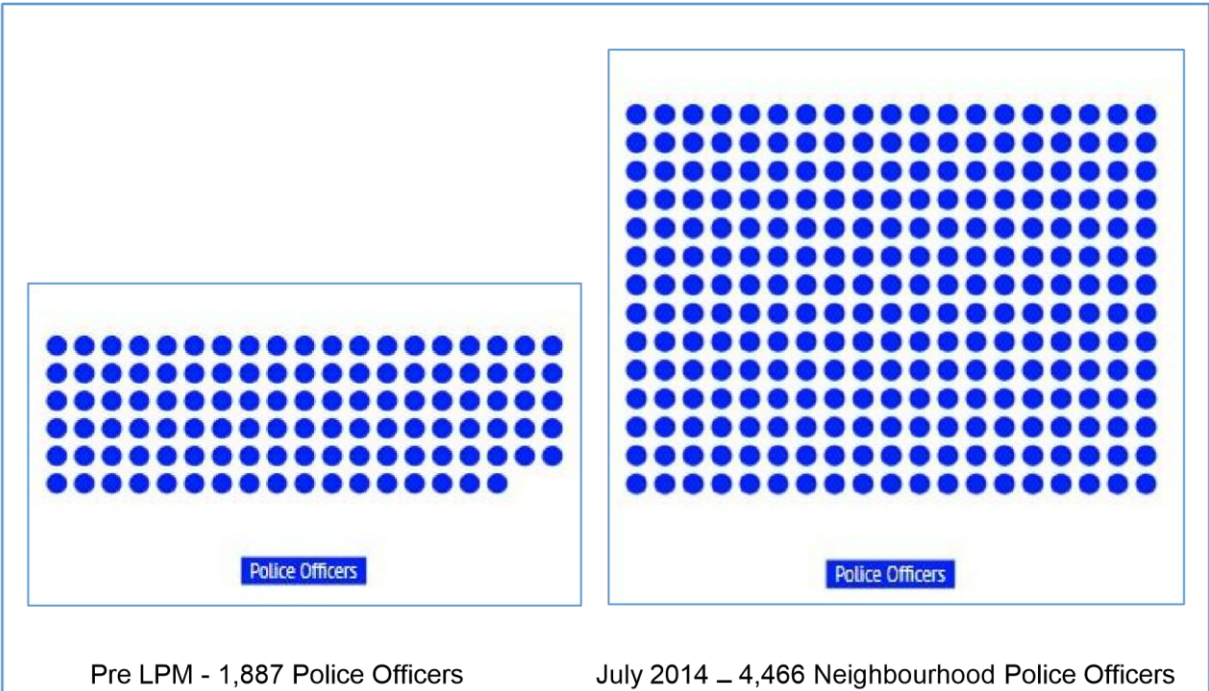
(Source: CRIS via MetStats)

Historical Context of Neighbourhoods Visibility

Public feedback indicates concern about police visibility within neighbourhoods. In order to understand this it is important to look at the context of visibility and the difference between the traditional, well known and recognised, 1:2:3 Safer Neighbourhood model operated by the MPS for 9 years between 2004 and 2013 and the current LPM structure of Neighbourhood Policing.

Despite the 138% uplift of officers into neighbourhood policing, the move to a single Dedicated Ward Officer (DWO) with a single dedicated ward PCSO represents a 77% reduction in ward based neighbourhood policing when compared to the 1:2:3 model. Currently there are 1258 personnel, 629 constables and 629 PCSOs, who are ring-fenced and dedicated to ward based policing across the metropolis. Under the 1:2:3 model there was a total of 3774 personnel, comprising of 629 sergeants, 1258 constables and 1887 PCSOs who were all ring-fenced

There has been a significant increase in the number of police officers within Neighbourhood Policing. Before the LPM came into being there were 1,887 police officers within the Safer Neighbourhood environment. Following implementation of the LPM this number has risen to 4,466 police officers with 4,500 being the establishment figure, a significant increase in warranted officers, which is illustrated in figure 9 below;

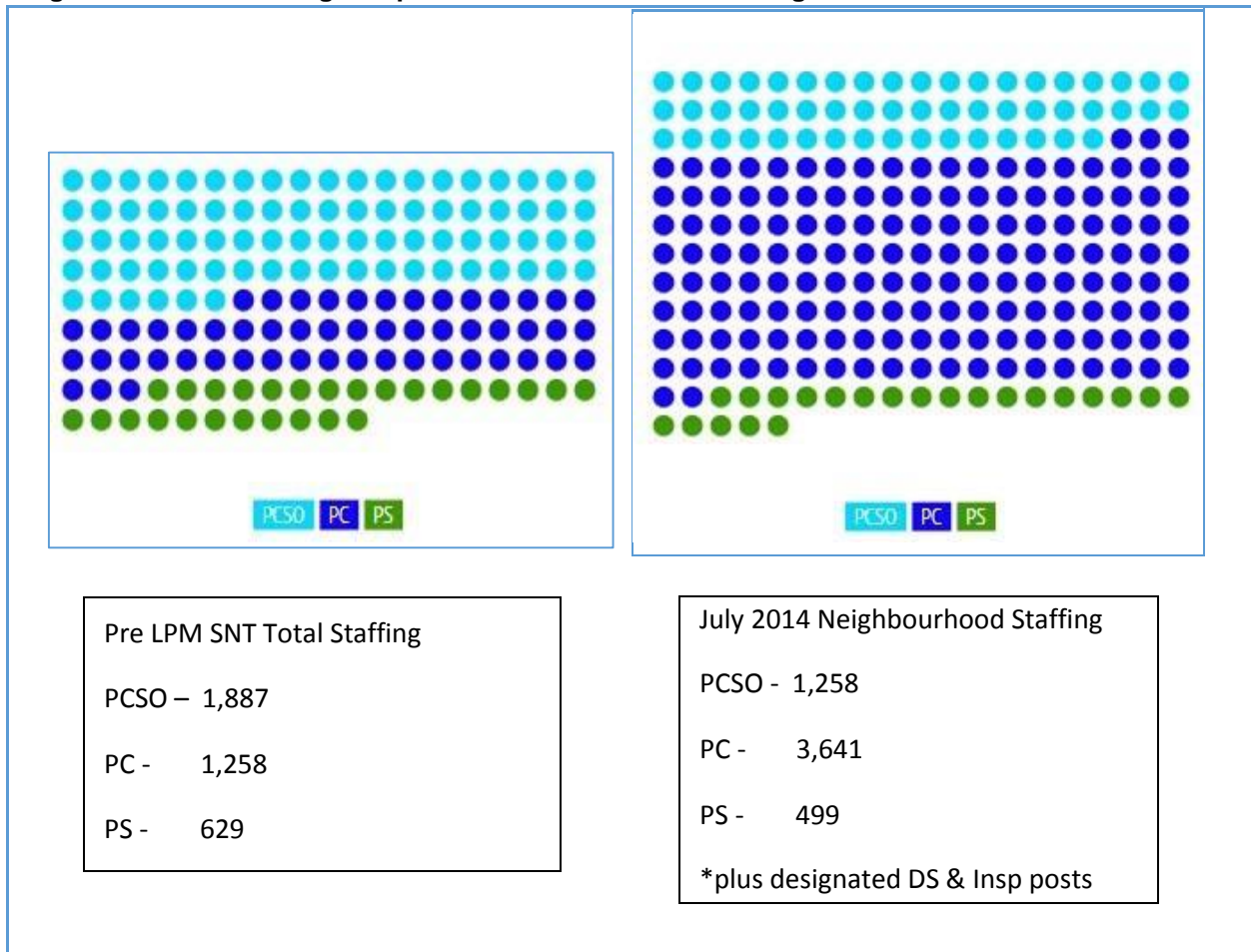


(Source: Metchange)

Figure 9: Police Officer numbers

In terms of overall resources allocated to Neighbourhood Policing, this is higher than it has ever been with July 2014 showing just over 6,000 personnel in neighbourhood policing exceeding the 5,724 establishment figure. Figure 10 disaggregates Neighbourhood Policing staffing numbers pre LPM and currently. A healthy growth can clearly be seen.

Figure 10: Total staffing comparison – Pre LPM SNTs vs Neighbourhoods 2014



(Source: Metchange)

The 1:2:3 model was well branded and was well supported by community and political stakeholders alike. It was fundamentally designed to deliver engagement across London’s communities and the roles and responsibilities were distinctly different. Enhanced Performance in the Community (EPIC) data, at Figure 11 & 12 illustrates that the primary roles expected under the 1:2:3 model were engagement activities such as ward meetings, surgeries and leaflet drops. Activity reflective of crime fighting principles such as crime investigation and problem solving were limited, and despite its external popularity, crime was higher (see Figure 7)

Figure 11: Safer Neighbourhood Team EPIC Data - Action Tracker

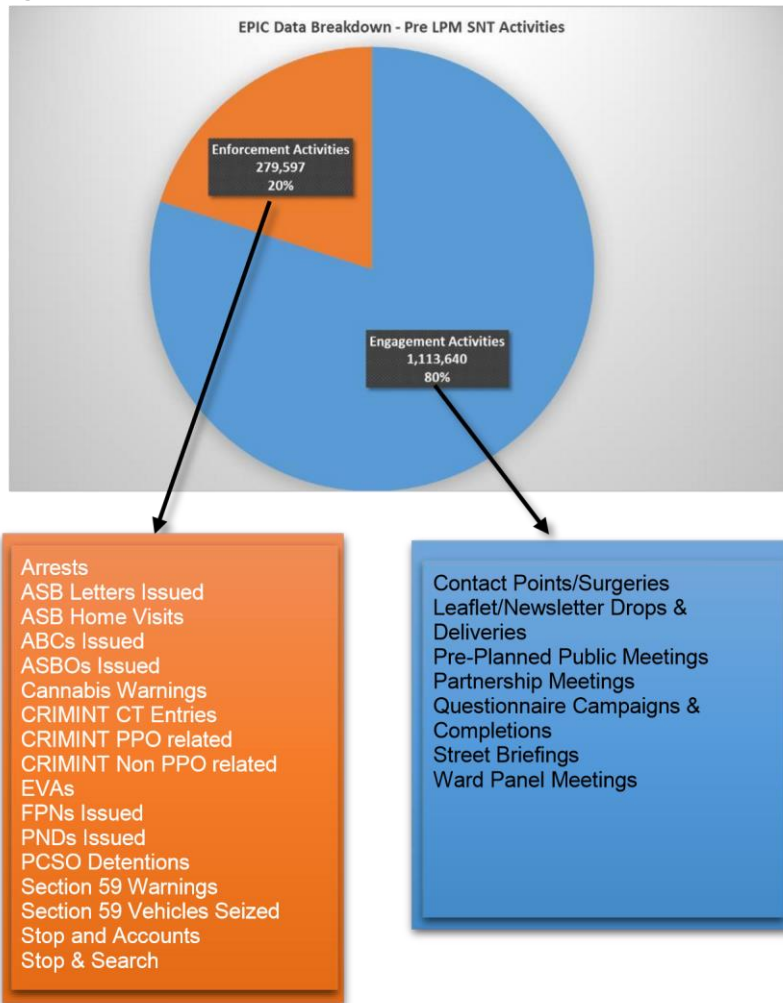
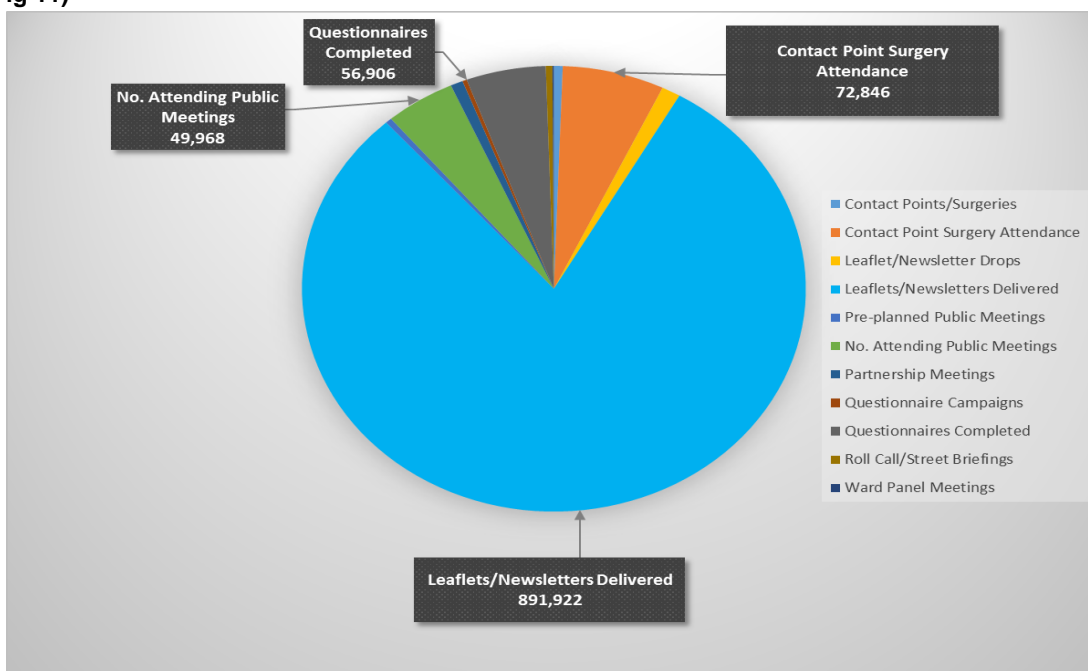


Figure 12: Safer Neighbourhood Team EPIC Data Action Tracker (Detail of Non-Core Policing - Blue Area from Fig 11)



(Source: EPIC Data)

Although the LPM has allocated 2,600 additional police officers to Neighbourhood Policing, with a greater ability to flex resources, to realise the crime and ASB reduction, and respond effectively to community concerns, it has at the same time allocated additional functionality previously undertaken elsewhere. Figure 13 illustrates the additional policing activity which is now being undertaken by neighbourhood officers which was not a function of resources under the 1:2:3 model.

The LPM Detailed Design Document version 6.8.2 outlines the development of the LPM modelling process from conception to implementation. The key design principles which underpinned the uplift in roles and responsibilities are at Appendix B.

Primary Tasks of Safer Neighbourhood Teams 2012 against Neighbourhood Team Primary Tasks 2014



Figure 13: Additional functions of Neighbourhood Policing under the LPM compared to the 1:2:3 model.

Neighbourhood Resourcing

Student Officers

One of the earliest challenges to the success of the LPM was achieving the 2015 police officer modelled figures of 4,500. Tranche 1 went live with a c.5-10% vacancy factor and Tranche 2 with a c.10% vacancy factor. Full establishment has only very recently been achieved. However, this in itself has proved complex to manage as large pockets of vacancies within Neighbourhood Policing have now been filled with student officers who require training and support through coached patrols. As of July 2014 student constable numbers within Neighbourhoods ranged from 18% - 48% across individual boroughs, with 32% being the MPS average. The overall MPS service mix within Neighbourhoods is illustrated at figure 14 which although showing a balance across service bands reflects the inexperience of the officer workforce with just under 50% having up to 4 years' service. TP has recently undertaken a review of coached patrol and currently there is no evidence to require alterations to it.

Figure 14: Service bands of officers within neighbourhoods

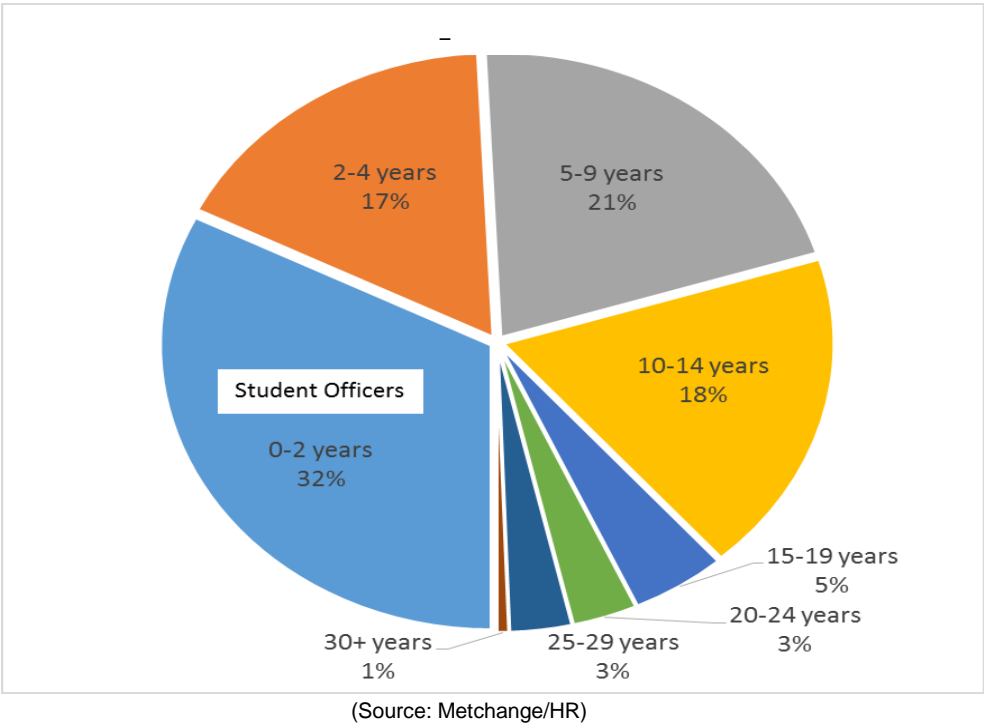
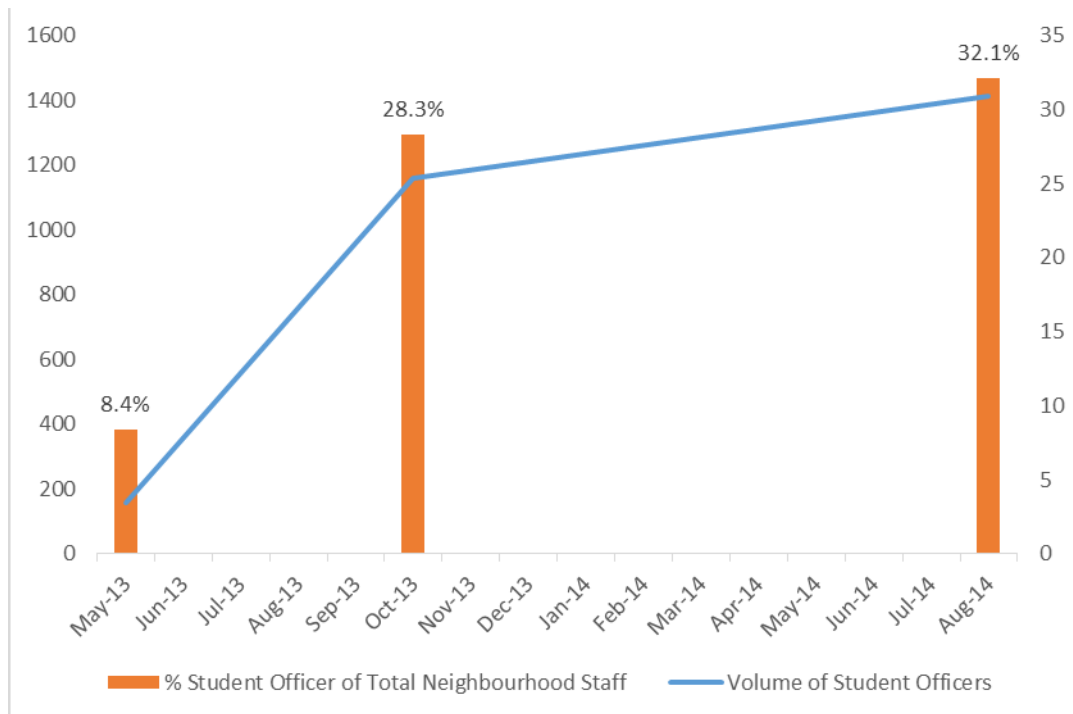


Figure 15 below illustrates the increase in student constable numbers in Neighbourhoods since Tranche 1 implementation in June 2013. It highlights a steady increase in PC numbers in Neighbourhoods, provided by the increase in recruit numbers. There is no target strength for probationers in Neighbourhoods as they are all posted into Neighbourhoods directly from initial training as per the Local Policing Model. Conversely, there has been a decrease in the number of PCSOs in Neighbourhoods. This can be attributed to the requirement for a reduction in

PCSO posts to the current neighbourhood policing model - an approximate 33% reduction in PCSOs (c.1900-1260 respectively.)

Figure 15: Volume and ratio of student officers within neighbourhoods



(Source: Metchange/HR)

Restricted and Recuperative Officers

Restricted and recuperative figures vary considerably across the seven business groups with the current average for TP being 3.5% for restricted officers and 3.1% for recuperative officers. This ranks TP, 2/7 and 3/7 respectively despite the fact that changes under Metchange mean that its ability to deploy such staff have diminished as a higher proportion of roles require operational front line deployment. As of July 2014, there were 131 restricted police officers and 244 police officers on recuperative duties posted to Neighbourhood teams. This equates to 8% of the Neighbourhood workforce. There were also 60 PCSOs within Neighbourhoods that are on recuperative duties.

Recommendation 1

- (a) HR to develop a corporate strategy for the placement of restricted officers through workforce planning based on deployability commencing with neighbourhood officers
- (b) HR to review recuperative and restricted PCSOs as front line patrol is core to their employment.

Demand/Abstractions

There are a number of functions within the neighbourhood policing strand of the LPM which are required but which impact on the opportunities for officers to be visible within the 108 MPS Neighbourhoods. These are;

- Investigation of neighbourhood crime
- Appointment Cars
- E graded calls
- Hospital guards, crime scene management, custody constant watches.
- Aid

The above are all additional functions which were not previously undertaken within neighbourhoods under the 1:2:3 model. A 30% patrol factor has been modelled into ERPT. Despite pre-LPM demand modelling being undertaken and resources being reallocated to neighbourhoods from ERPT and CID, it is clear that the additional functions are placing considerable pressure on resources, impacting on community visibility.

The movement of these areas of responsibility into the Neighbourhood portfolio has brought with it a greater demand than anticipated but it has enabled a 30% patrol factor for ERPTs to be maintained.

In order to understand the impact of these additional responsibilities on the ability of neighbourhood officers to be visible it is relevant to consider the history, context and volumetrics.

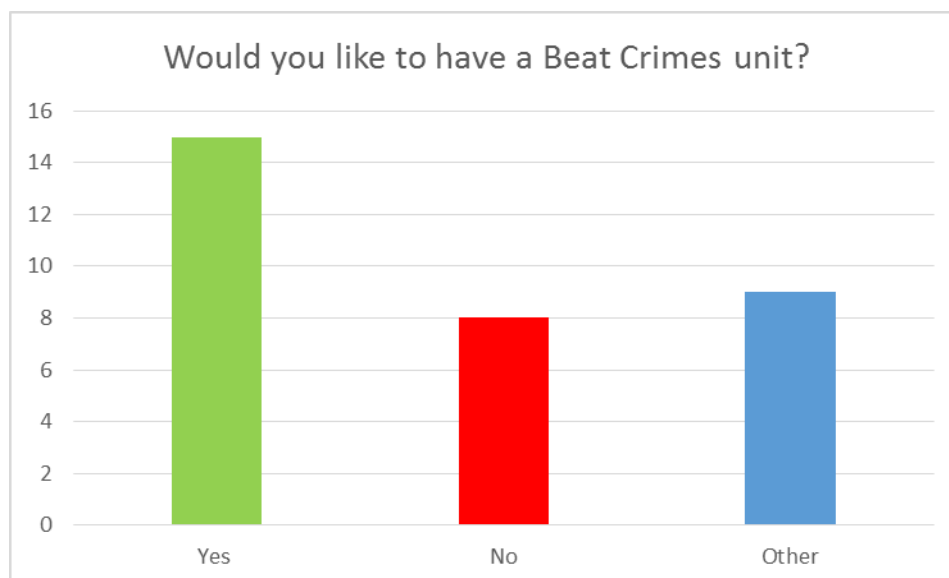
Investigation of Neighbourhood Crime

A change to Neighbourhood policing has been the responsibility for managing all Neighbourhood crime. These crime types were previously referred to as Beat crimes and are low level, high volume crimes that require investigation but do not require the additional skill of a detective.

The LPM was predicated on a desire for neighbourhood officers to have greater ownership of the end to end process for investigating neighbourhood crime, contact with local victims and knowledge of local offenders. Recent analysis of the Victims Code of Practice indices shows that performance in this area has not changed however detections have reduced slightly from 18% in 2012 to 17% in 2014. Work is ongoing regarding improving investigations skills and processes.

Prior to the current model Beat crimes were dealt with by a Beat Crimes Unit managed by the CID portfolio. These units were staffed by uniform officers and carried high caseloads and provided an entry point into the CID as a career pathway. With the current pressures on neighbourhood officers borough commanders were consulted with regard to their views as to whether re-establishing these units would be a preference. Feedback was varied as illustrated at figure 16.

Figure 16: Beat Crime Unit research



(Source: E-mail survey of BOCU Commanders – September 2014)

Those against felt that such a move would be regressive as the current model has led to a fundamental shift in the responsibility and accountability of neighbourhood crimes which should be a fundamental principle of Neighbourhood Policing. That said most felt that the roles and responsibilities of neighbourhood policing needed to be rationalised in order to create time to ensure prompt and effective investigations are undertaken. Many felt that officers are getting greater investigative experience and that there is greater accountability to the communities they serve. Retaining investigations is also aiding a greater understanding of the local crime picture which facilitates more effective problem solving and greater contact locally.

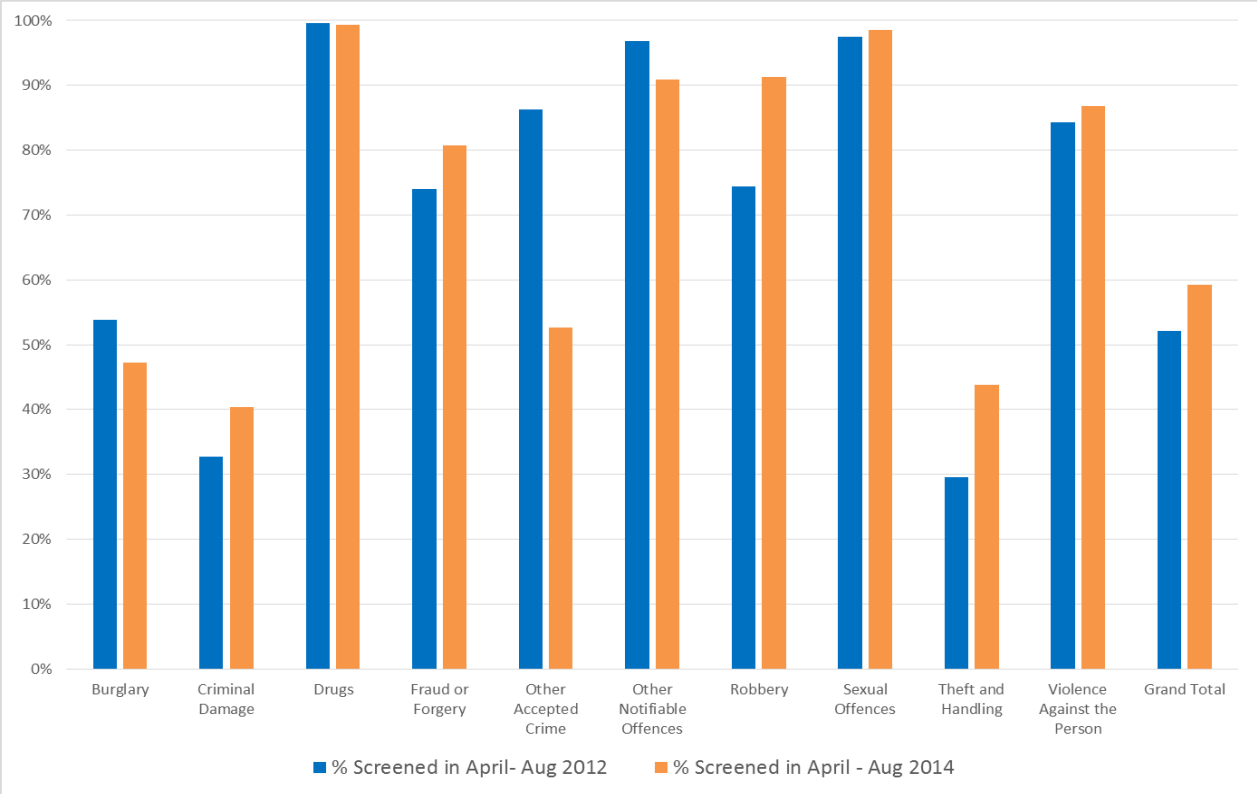
Those against felt neighbourhoods were struggling to keep abreast of investigations despite the Detective Sergeant and Detective Constable support within the model mainly due to shortages in those roles.

The investigation of neighbourhood crime by neighbourhood officers is a cultural shift but one which uplifts the investigative skills of officers. This model is still relatively new and there is clear evidence from Borough Commanders that performance in this area is improving. The most significant challenge inhibiting neighbourhood officers' ability to investigate crime in a timely manner is the varied abstractions which this paper addresses. The case is not made to reintroduce a beat crimes unit.

The LPM detailed design model was predicated on 40% of crime being allocated for secondary investigation. Figure 17 illustrates that over 59% of crime is currently allocated for secondary investigation. What is also significant is that theft and violence offences (the two biggest volume contributor offence categories to crime levels) are now allocated for secondary investigation at a greater rate than pre LPM. This is in contradiction to a projected reduction in allocation as envisaged by LPM system modelling with the resultant impact being a reduction in Neighbourhood visibility and resources.

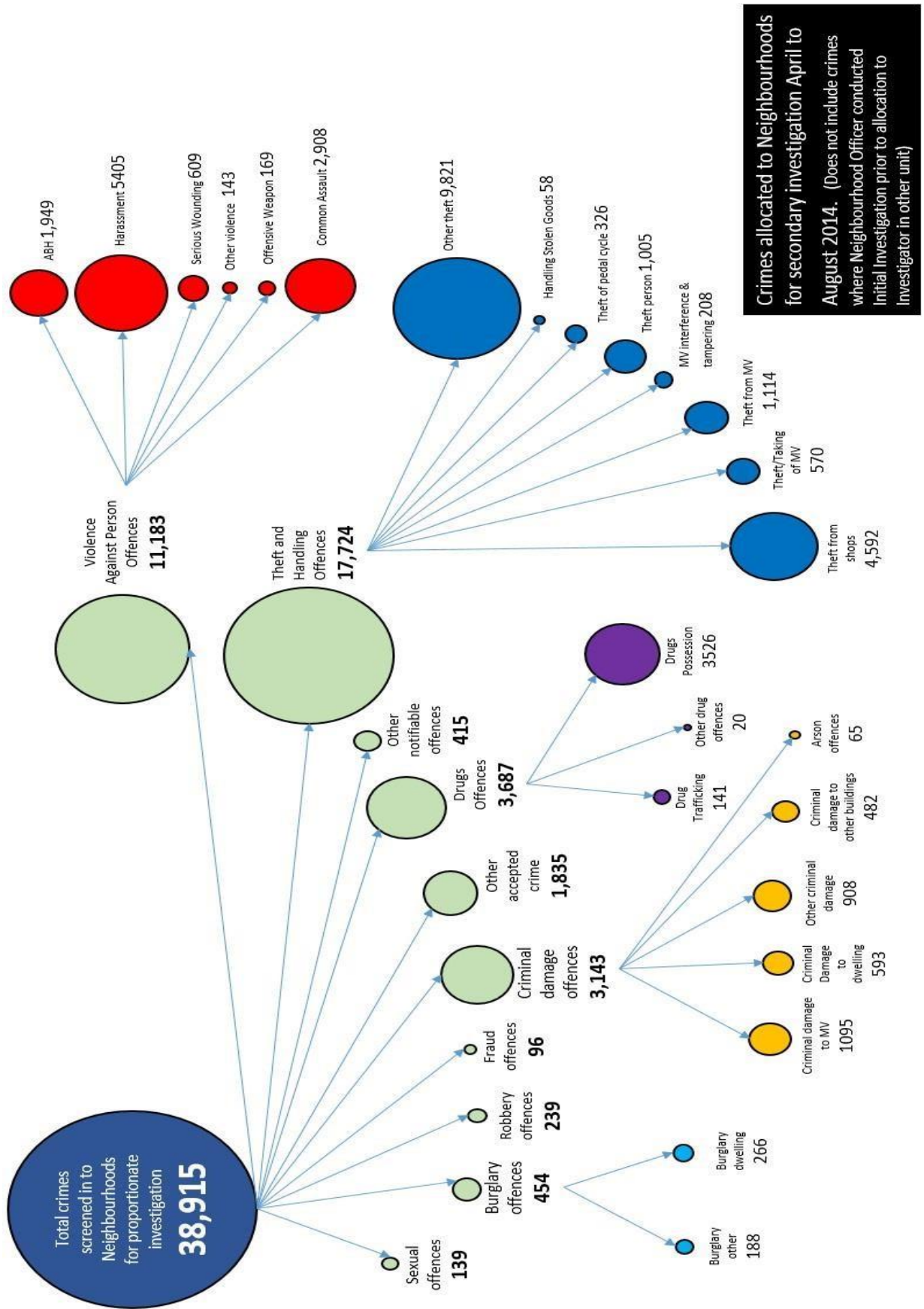
The growth of crime investigations within neighbourhoods is significant when balanced against abstractions and additional functions. The types and volume of their investigations are illustrated at figure 18. What is immediately apparent is the number of serious wounding, ABH and burglary investigations being investigated by neighbourhoods. This is outside of the LPM blueprint and not something which neighbourhood policing teams were resourced for.

Figure 17: Crimes allocated for secondary investigation April – August 2013 against April – August 2014. Note, theft & handling offence and violence against person offence categories are the largest volume contributors. Both showing an increases in allocation. Total offence allocation has risen from 52.1% in 2012 to 59.2% in 2014. NB: More serious/complex crime are allocated to CID for secondary investigation.



(Source: CRIS data by MethQ Portfolio & Planning)

Figure 18 (Source: CRIS data by MetHQ Portfolio & Planning)



Recommendation 2

Neighbourhood teams to have full establishment of detectives as per blueprint to ensure effective leadership of investigations in light of the student officer numbers.

Recommendation 3(a)

All actual bodily harm (ABH) offences to be investigated by CID. This will reduce an additional area of demand on SN and will allow officers to be more visible in their Neighbourhoods.

Recommendation 3(b)

All offences to be allocated as per the LPM blueprint - local circumstances to be considered by Borough Commander in liaison with Area Commander.

Recommendation 4

Investigative workloads for neighbourhoods and local CID to be revisited and demand modeled.

Recommendation 5

Demand analysis to be undertaken to consider the 60% secondary investigation rate.

Recommendation 6

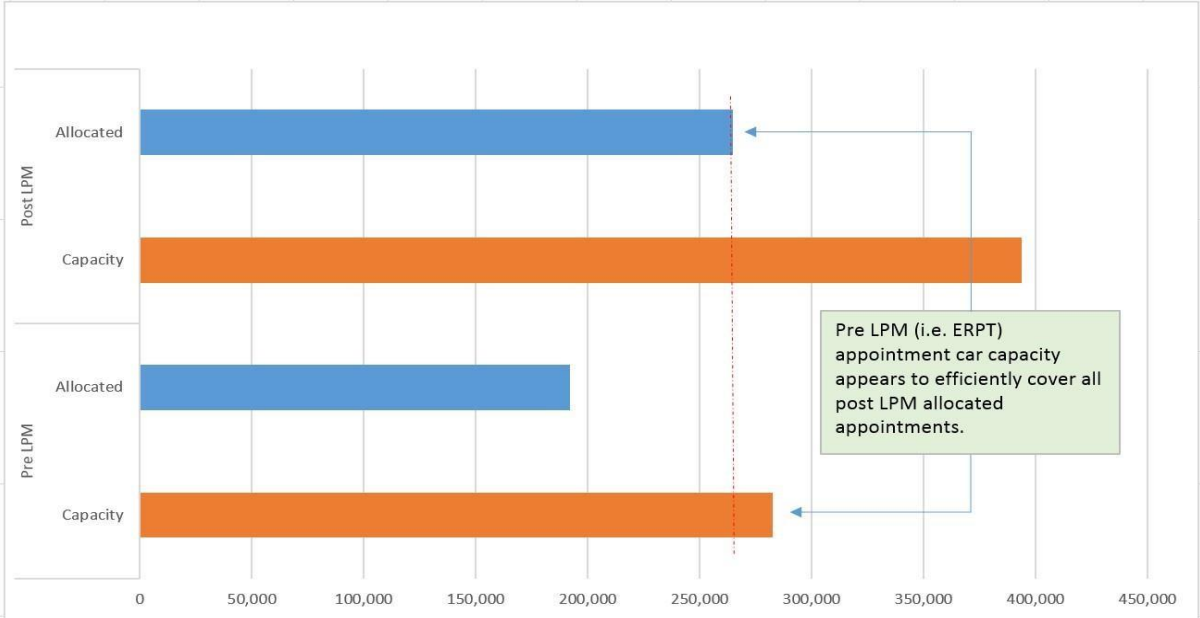
No reintroduction of Beat Crimes Units.

Appointment cars and E graded calls

Appointment cars were historically developed to improve the service delivery to callers by offering a scheduled appointment time to attend outside of charter times, they are categorized as 'Extended' or 'E' calls. This formed part of the corporate strategy to improve customer satisfaction. Pre-LPM appointment cars were staffed by ERPT officers and an early and late car was deployed requiring 64 officers a day pan-London. Post-LPM implementation, deployment has grown to cover two shifts for each of the 108 Neighbourhoods. This required 216 staff, an uplift of 237%. Officers undertaking this role must be drivers and therefore due to the high volumes of student constables within neighbourhoods this has virtually become a regular posting for experienced staff in some areas.

The volume of allocated appointments has significantly grown across all Boroughs post-LPM implementation by 38% as illustrated in figure 19. However only around 68% of available appointment capacity is utilised, plus with Neighbourhood Officers now used to crew appointment cars there is an impact on community engagement and visibility. There is no clear explanation to account for this growth in appointment volume although what is evident is that 'S' graded response calls have equally increased by 16% as illustrated in Figure 21.

Figure 19: Appointment car capacity and allocation pre and post-LPM implementation (9 month period)

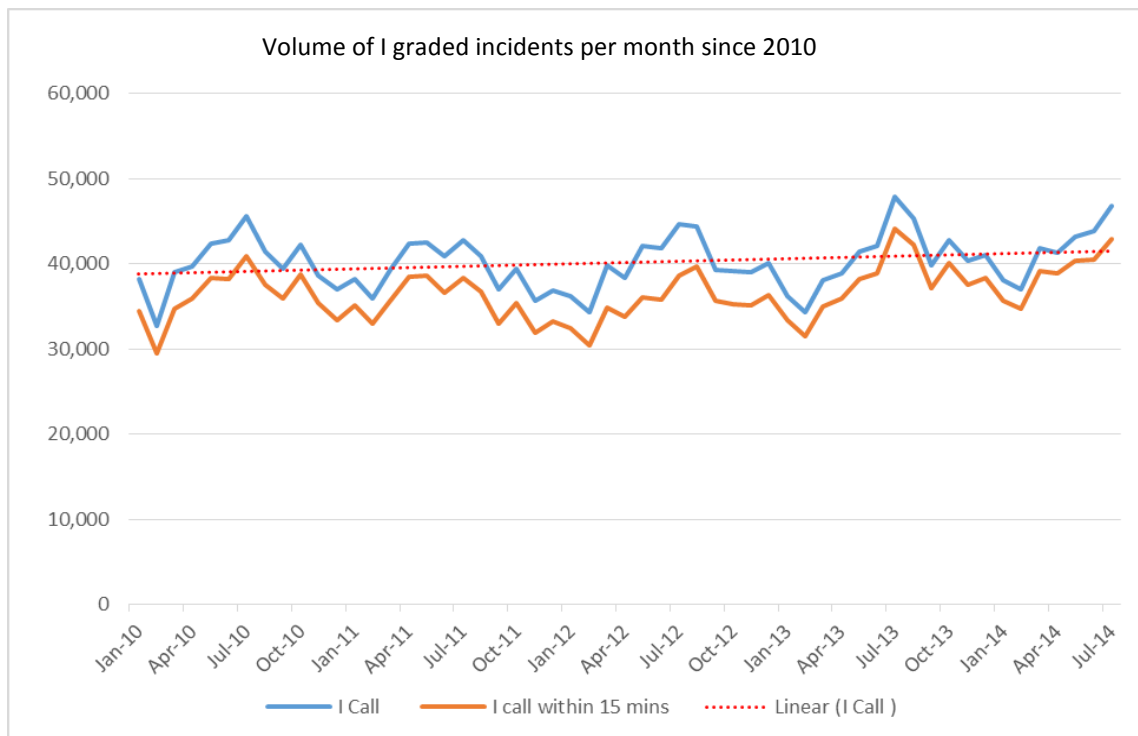


(Source: Met CCC data via Metchange)

There is no evidence base available that demonstrates a benefit of transferring appointment cars to a neighbourhood policing delivery model from the ERPT or indeed to demonstrate that the ERPT delivery model was ineffective.

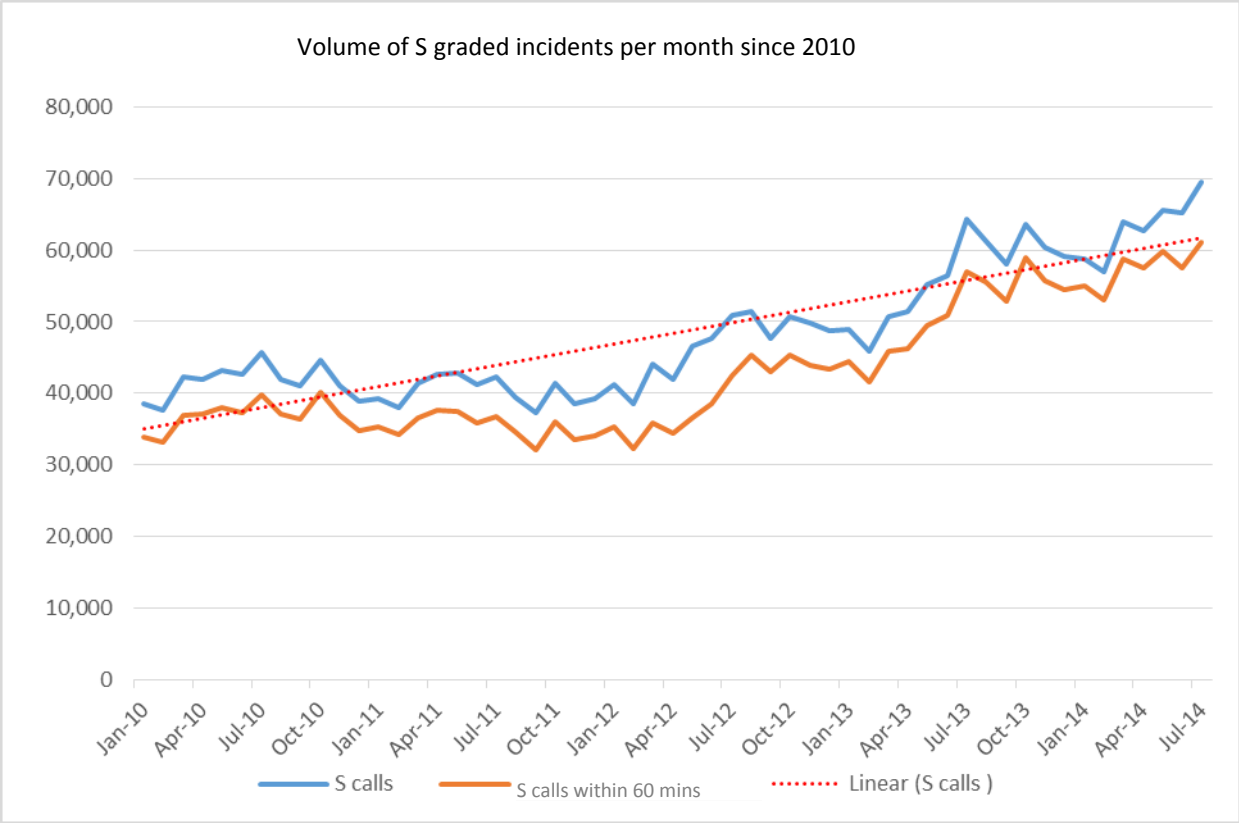
In considering where best to site the responsibility of appointments an option is to use the 30% patrol capacity of ERPT (data at figures 4&5 questions any direct correlation between proactivity and crime reduction) and return the appointment car function and responsibility to ERPT. Data from figure 19 suggests that ERPTs could return to pre LPM resourcing levels for appointment cars and efficiently cover the post LPM volume of allocated appointments – a 94% capacity to allocation efficiency against the current 68%. ERPTs performance for response to I & S call incidents exceeds charter expectations as illustrated in figures 20 & 21.

Figure 20: Number of I incidents per month against incidents attended within 15 minutes since 2010. Very gradual rising trend.



(Source: CAD via MetStats)

Figure 21: Number of S incidents per month against incidents attended within 60 minutes since 2010. Significant increasing trend.



(Source: CAD via MetStats)

Hospital Guards, Crime Scene Guarding & Custody Constant Watch

As part of the Local Policing Model structure, Neighbourhood Officers were given the responsibility to resource hospital guards, crime scenes & constant watches in custody in an effort to release ERPT officers from incidents following the initial first hour. This has had an operational impact on the visibility of neighbourhood officers. Current command and control systems do not permit comprehensive quantitative analysis of the impact of such duties, or other similar duties such as assisting other agencies with mental health assessments (another task allocated primarily to Neighbourhoods).

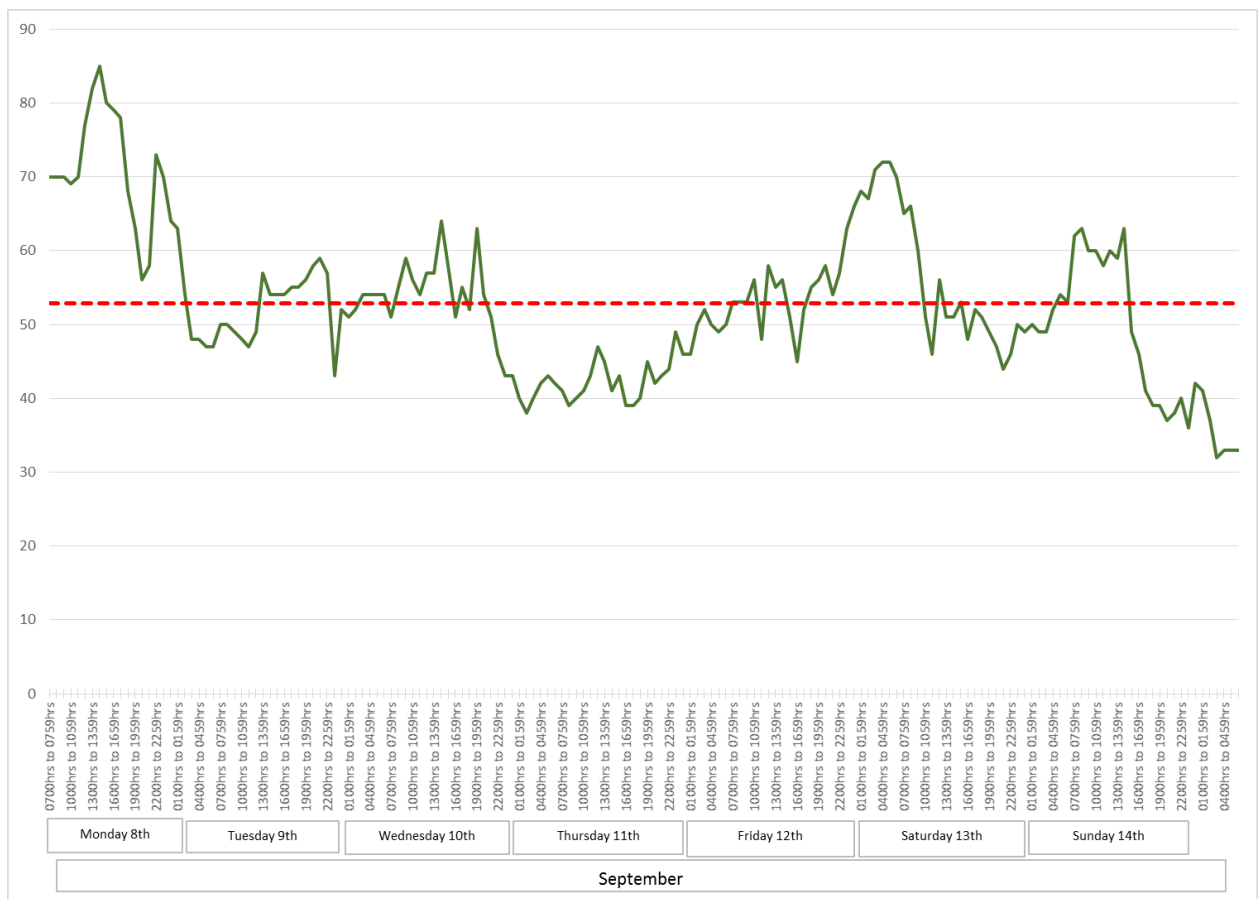
Bespoke research undertaken during the week commencing Monday 8th September has established an hourly average of 52.8 officers tasked with guarding prisoners in hospital, crime scene preservation and custody constant watches across the MPS during the week analysed. This is a conservative figure and the reality is probably higher due to data collection challenges.

Figure 22 tracks the number of officers assigned to such duties each hour as the week progresses with the average displayed in red. It is clear from the data that such duties are a

constant requirement of operational policing and common feature on every BOCU. There does not appear to be any evidence base or demand modelling as to why such tasks were allocated exclusively to Neighbourhoods Policing under the LPM. This has caused an undesirable silo effect.

The individual decisions around deployment of officers to such tasks should be left to borough leadership on an hour by hour basis to make best use of resources. Primacy for hospital guards, crime scene preservation and constant watches in custody should not primarily be a task for Neighbourhoods. Many boroughs have already deviated from the blueprint and are tasking ERPTs when deemed appropriate to these tasks.

Figure 22: Number of officers tasked with hospital guard, crime scene preservation or custody constant watches across the MPS over week commencing 8th September.



(Source: Survey of BOCU GPCs conducted week commencing 8th September)

Recommendation 7

30% patrol time for ERPT to be utilised for increased functions.

Recommendation 8

'E' calls to be a function and responsibility of the nearest available unit regardless of portfolio.

Recommendation 9

Appointment cars to be a responsibility of the ERPT.

Recommendation 10

Hospital guards, constant watches and crime scene preservation task primacy to be removed from Neighbourhoods and moved to ERPT (with discretionary use of Neighbourhood officers when deemed operationally necessary by BOCU leadership)

Recommendation 11

E graded incidents & appointment purpose, demand and use to be reviewed using systems analysis, to ensure service users have increased prospect of resolution to an enquiry at time of initial call.

Aid

Historically neighbourhood officers under the 1:2:3 model were ring fenced from aid. DWOs are ring fenced under the LPM albeit there have been anecdotal examples where they have been utilised for central aid or to backfill skills and to maintain minimum strengths on ERPTs. Regrettably this has led to broken promises to attend community meetings and functions which has raised concern in some areas amongst key stakeholders. This position is subject of scrutiny by all Boroughs and TP COG. Steps have already been implemented to prevent abstractions of DWOs.

Recommendation 12

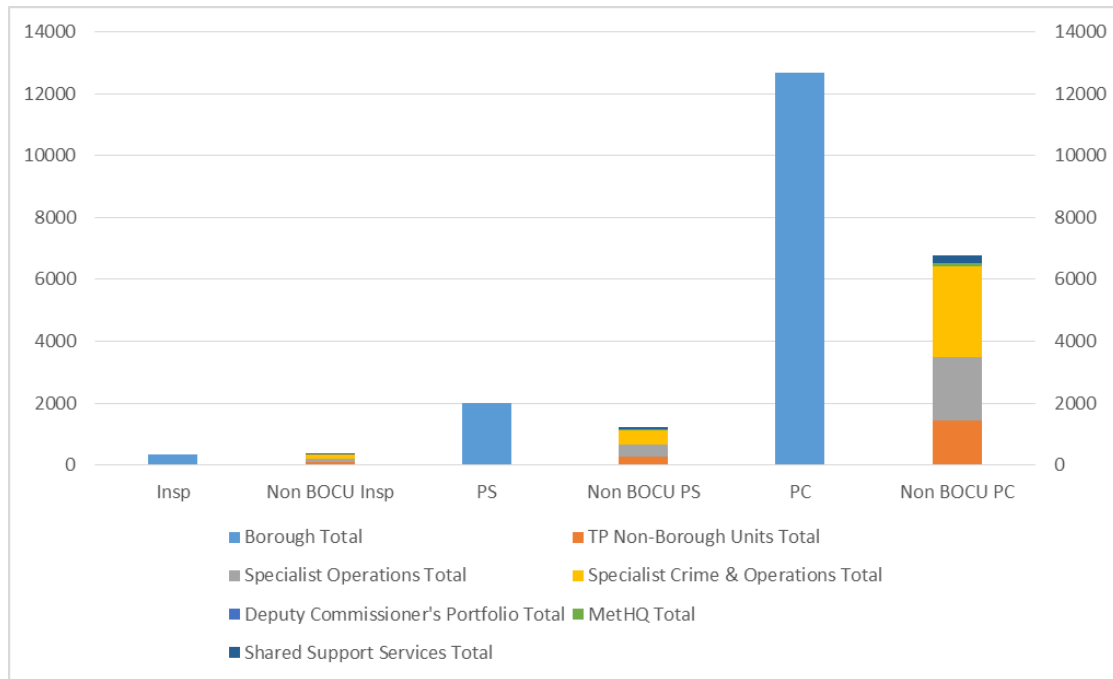
DWOs to remain ring fenced except for NYE and Notting Hill Carnival operations. This should be subject of audit and performance reporting.

Aid remains a significant challenge for TP and in particular for Neighbourhood policing and it will be considered in greater detail within phase 2. TP complete the majority of aid with the exception of units such as TSG, mounted etc. whose requirement is predicated on skillset.

Figure 23 shows the spread of uniformed officers at constable, sergeant and Inspector level across business groups. Many of the uniformed officers within other business groups are not used for aid and although it is recognised that some are on restricted or recuperative duties there are those who are fully fit for operational duties. The impact of aid, particularly on neighbourhood policing, would be less within TP if the entire pool of available uniformed officers were considered for aid warnings, pan London.

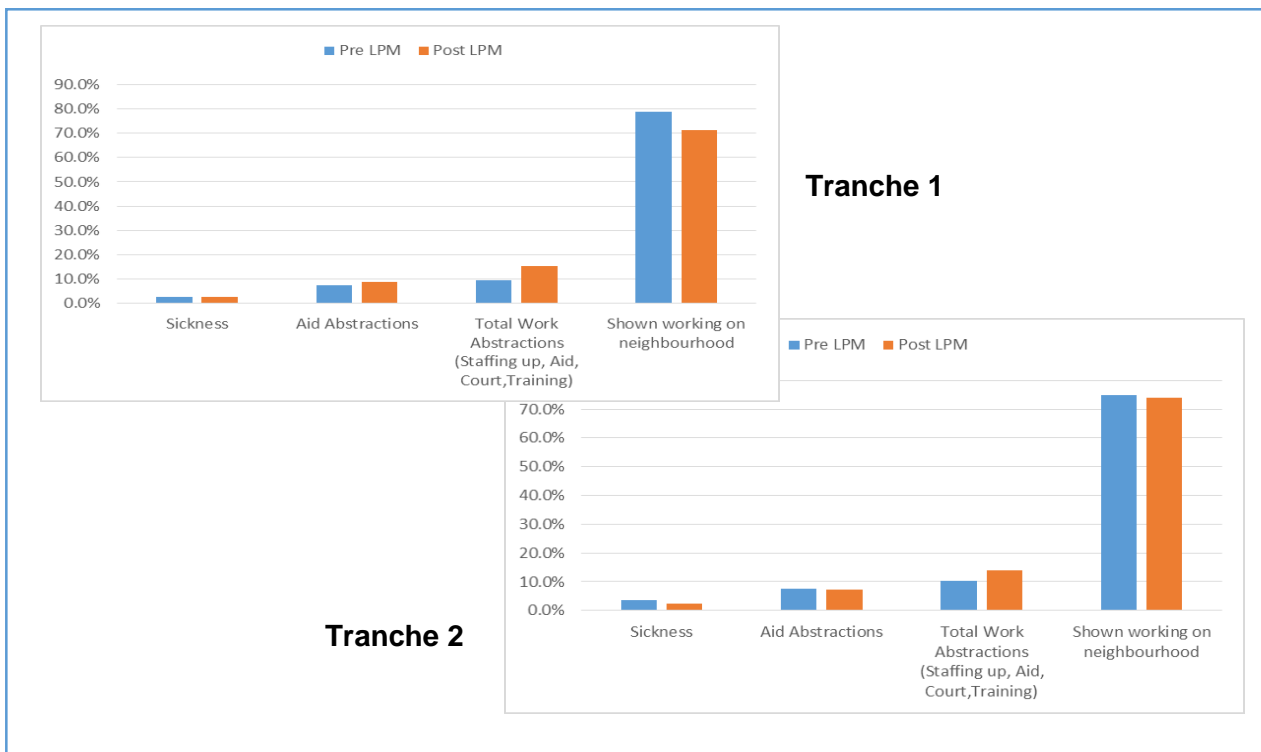
In addition, as corporate structural change continues and functions are transferred away from TP and into other business groups, TP naturally lose the associated officers, many of whom undertook aid duties previously. The impact of this should be considered within change programmes. The use of uniformed officers across business groups for corporate aid demands through cross business group resource management must be reconsidered. Good practice of this was delivered during the 2011 disorder when 6,000 non TP officers were mobilised for front line duties.

Figure 23: Spread of Uniformed PC, PS & Inspector ranks across the MPS. Blue shaded are BOCU based uniformed officers.



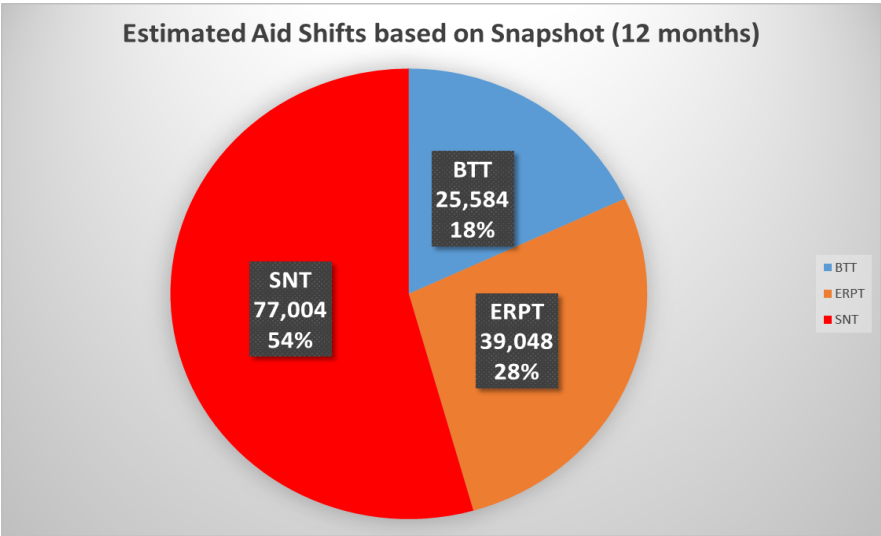
(Source: MethR)

Figure 24: Tranche 1 & Tranche 2 Aid, Sickness and total abstractions pre and post LPM – CARMS data



(Source: MetHR via Metchange)

Figure 25: TP distribution of Aid on BOCUs

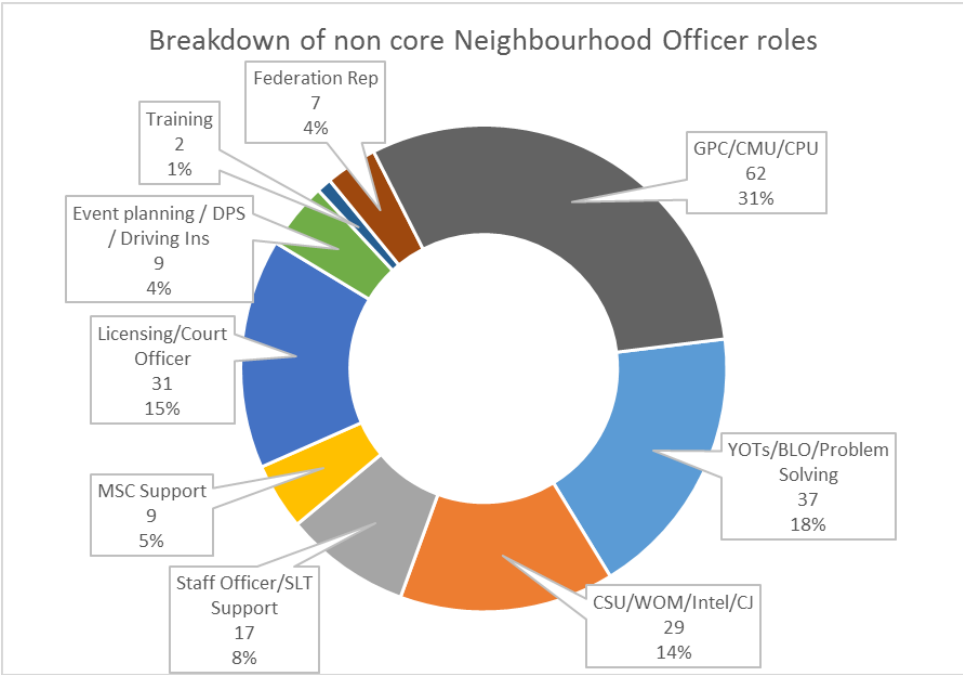


(Source: CARMS via Metchange)

Abstractions

A small number of neighbourhood officers in some Boroughs have been allocated specific responsibilities that were outside the original model. Borough Commanders were given a 3% "flex" under LPM to meet particular local needs. Whilst many of the roles in fig 26 clearly directly support and enhance the work of neighbourhoods these should now be reviewed by Area Commanders to ensure appropriate resource usage.

Figure 26: Breakdown of the 203 Neighbourhood Officers outside of core role



(Source: Metchange research)

A further abstraction for neighbourhood officers is the requirement to backfill core functions in other areas such as ERPT & GPC. During August 2014 there were 2,430 tours of duty by Neighbourhood PC's to backfill ERPTs. Currently the planning of this is undertaken by resourcing hubs and is undertaken on a geographic basis. In practice this means that if a borough ERPT is under minimum strength neighbourhood officers will be abstracted to fulfil this posting even though the neighbouring Borough ERPT may be exceeding its minimum strengths. There would be a significant benefit of a more holistic approach to resource management.

Recommendation 13

Patrol and operational functions within Neighbourhoods should be conducted in uniform, on foot, by cycle or public transport. A governance framework for this to be developed - local circumstances to be considered by Area Commander in liaison with Borough Commander.

Recommendation 14

Variations to the LPM in Neighbourhood policing roles as illustrated in figure 26 to be reviewed by Area Commanders.

Recommendation 15

Resource hubs to backfill core posts using officers from across geographic & business group boundaries.

Shift Pattern

Following concerns from borough command teams, officers and the Police Federation around the neighbourhood shift pattern TP commissioned a review. The purpose of this review was to establish whether the shift pattern is fit for purpose in meeting demand and whether adjustments to the pattern could be made to promote a better work/life balance. The review was not primarily commissioned to consider the functions of staff deployed within neighbourhood policing.

Neighbourhood officers do not work the 2x2x2 shift pattern which is operated by ERPT but one which provides core coverage between 0800-midnight Sunday to Wednesday and 0800-2000 Thursday to Saturday to reflect operational demand. Boroughs were provided with flexibility to extend shifts to reflect night time economy, alcohol and VWI issues which some elected to do.

In many ways the current Neighbourhood shift pattern was the first time the MPS has implemented an intelligent shift pattern which reflects demand and places officers on duty at an optimal time to reduce and detect crime and ASB and be visible within the night time economy.

Demand modelling for the Neighbourhood shift pattern was based on CAD data and did not take into consideration the totality of roles and responsibilities expected from neighbourhood officers, some previously the responsibility of ERPTs and more suited to a 24/7 response structure. In addition it did not consider the volumetrics for community visibility and engagement, completed well under the 1:2:3 model on an 8-4pm shift pattern.

The recent shift review considered current neighbourhood demand from CAD 'E' calls, the appointment car, ASB and crime demand and aid requirements and held extensive workshops with staff employed within neighbourhoods.

The recent shift review did not consider a change in roles and responsibilities for Neighbourhood officers or placing the Dedicated Ward Officers on a separate shift pattern as this was not in scope. The review considered moving neighbourhood officers onto a 2x2x2 shift pattern of earlies, days and lates. This would be a popular pattern with staff as it would provide a much better work/life balance. However, this pattern is predicated on equitable work demand 24/7 which figure 16 clearly illustrates is not the case and reduces the late coverage albeit variants could be included to reflect night and daytime economy issues. It could however deliver efficiency savings c£794k-£1.95m from the reduction in unsociable hour payments. However, it is questionable whether this option deals with neighbourhood demand in terms of

the spectrum of roles and responsibilities. A variant of the 2,2,2 might be capable of development that better balances needs.

The current shift pattern is clearly challenging to officers and impacts significantly on their work/life balance and a change should not be ruled out. However, in order to ensure effective change the shift review should be revisited to consider a separate DWO roster, as a separate DWO shift pattern would enable greater community visibility and enable promises of attendance at key community meetings to be delivered. The review should also reconsider the neighbourhood shift pattern against demand analysis once the roles and responsibilities of neighbourhoods are confirmed.

Recommendation 16

Neighbourhood shift review to be revisited to consider a separate DWO roster to enhance visibility and deliver on engagement promises such as ward meetings.

Recommendation 17

Neighbourhood shift review to reconsider the neighbourhood policing roster against the revised roles and responsibilities maximizing visibility. A new shift pattern to be consulted upon with the intention of implementation by summer 2015

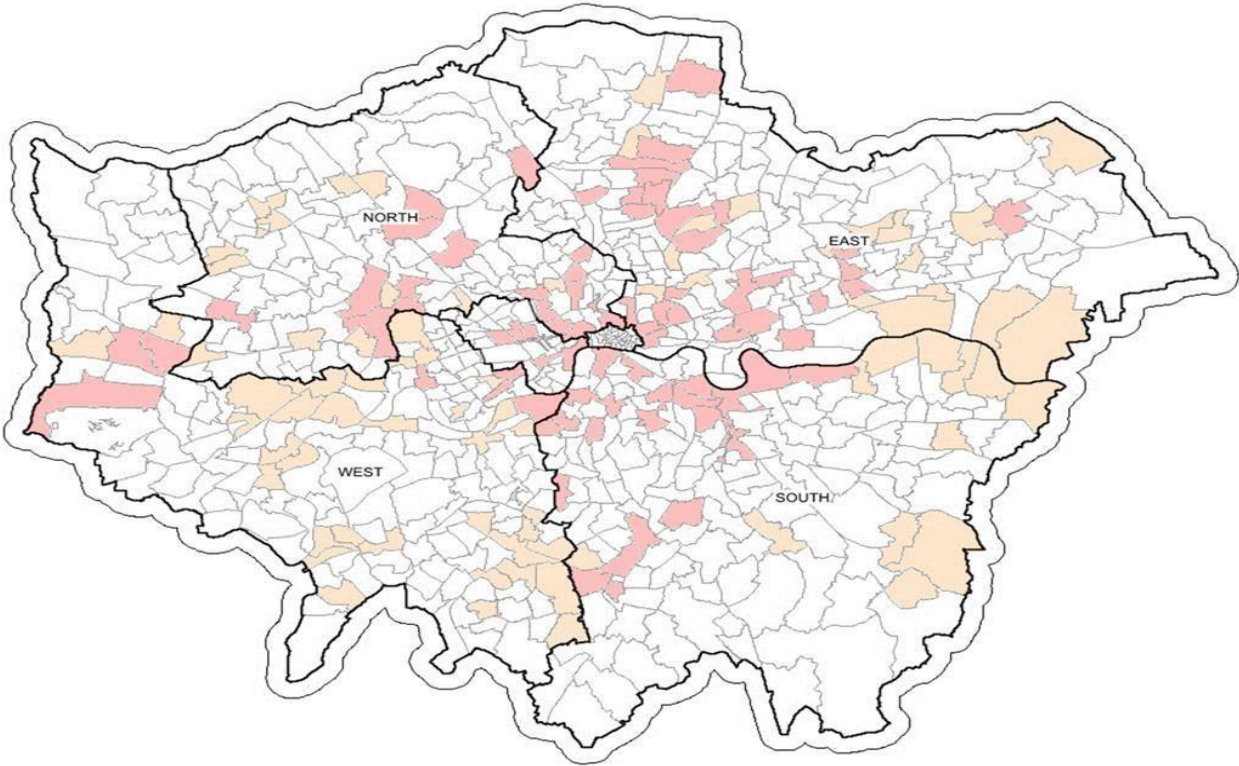
Ward Demand

Prior to the introduction of the LPM some Boroughs developed an operating model to enhance policing of some wards that received an additional three PCSOs. These wards were not identified through a threat, risk, harm matrix but were identified as having a population above 14,000 residents.

In assessing whether visibility could be achieved through an up lift in DWO's to achieve an enhanced delivery model, analysis was undertaken to establish the top 100 challenged wards across the MPS. The parameters used were ASB and MOPAC 7 offences. This data was unweighted and each ward was then afforded an individual position within each measured area and an overall position having combined all results. Unlike the historical enhanced model population was not a factor.

Figure 27 illustrates the MPS top 100 wards in red whilst the orange denotes the top 5 within each Borough.

Figure 27: MPS Area map of Top 100 challenged wards (red) compared to borough Top 5 (orange)



(Source: CAD and CRIS)

There are a number of Top 100 wards that abut at least one other top 100 ward. A number of these wards also sit within the same Neighbourhood. The current neighbourhood delivery model is designed to enable neighbourhood Inspectors to flex resources and therefore these wards would already receive enhanced neighbourhood policing, presence and problem solving. Enhancing police numbers within these wards too far could be inflexible and undermine the neighbourhood inspector's ability to direct resources to the location/issue of highest priority in a dynamic and intelligence led manner. However the accessibility of the public to their DWO in these particularly high demand wards should be considered.

Recommendation 18

DWO numbers to be reviewed within the top 100 challenged wards.

Engagement & Presence

Engagement across London's communities is led by a dedicated ACPO officer. Commander Chishty is leading the public engagement programme. The strategic intentions of this programme are:

- To improve public confidence and community engagement
- To focus activity on the emerging themes from the listening campaign to improve community engagement that is integrated into the borough confidence plans
- To focus activity on the clusters with the lowest confidence
- To empower boroughs to take ownership and responsibility to develop their confidence plans based on the drivers to improve public confidence
- To maximise partnership and community engagement, leading to sustainable relationships to empower and conduct joint problem solving
- To maximise the local media to ensure that the community are involved and informed of the response to the themes
- Ward profiles are regularly updated to ensure that the identification of new communities and engagement with a purpose is a continuous process, and they are available for all the MPS

There are opportunities to enhance police presence within communities using the broader policing family in particular volunteers such as the Met Special Constabulary (MSC) and Volunteer Police Cadets (VPC) and Mounted Police.

Mounted Police

Academic research by Oxford University, commissioned by the national ACPO lead for Mounted policing, suggests that the presence of police horses within communities provides significant police visibility. The MPS was part of the academic study and SCO22 are keen to progress this by identifying named horses for specific London wards and a neighbourhood patrol strategy.

Metropolitan Special Constabulary

TP recently commissioned a review of the operational strategy of the MSC. The MSC structure was changed during 2013 and now has an independent operating structure overseen by a Chief Officer who reports directly to ACTP. The ongoing pressure to restructure to an affordable delivery model presents an opportunity to reconsider the delivery model of the MSC

and make a stronger link to neighbourhood policing with resources being aligned to wards and schools to complement and enhance the neighbourhood police structure.

Volunteer Police Cadets

Police cadets are a valuable asset in terms of the engagement and prevention work they currently undertake which is exceptionally productive. As with the MSC there is an opportunity to reconsider the delivery model of the cadets to align them with the neighbourhood policing model and enhancing their visibility within schools and communities.

Recommendation 19

Review of the Metropolitan Special Constabulary (MSC) to ensure alignment of resources with neighbourhood policing delivery model to enhance police presence within communities.

Recommendation 20

Public engagement programme review and develop Volunteer Police Cadet structure to complement neighbourhood policing delivery model.

Neighbourhood Policing Brand

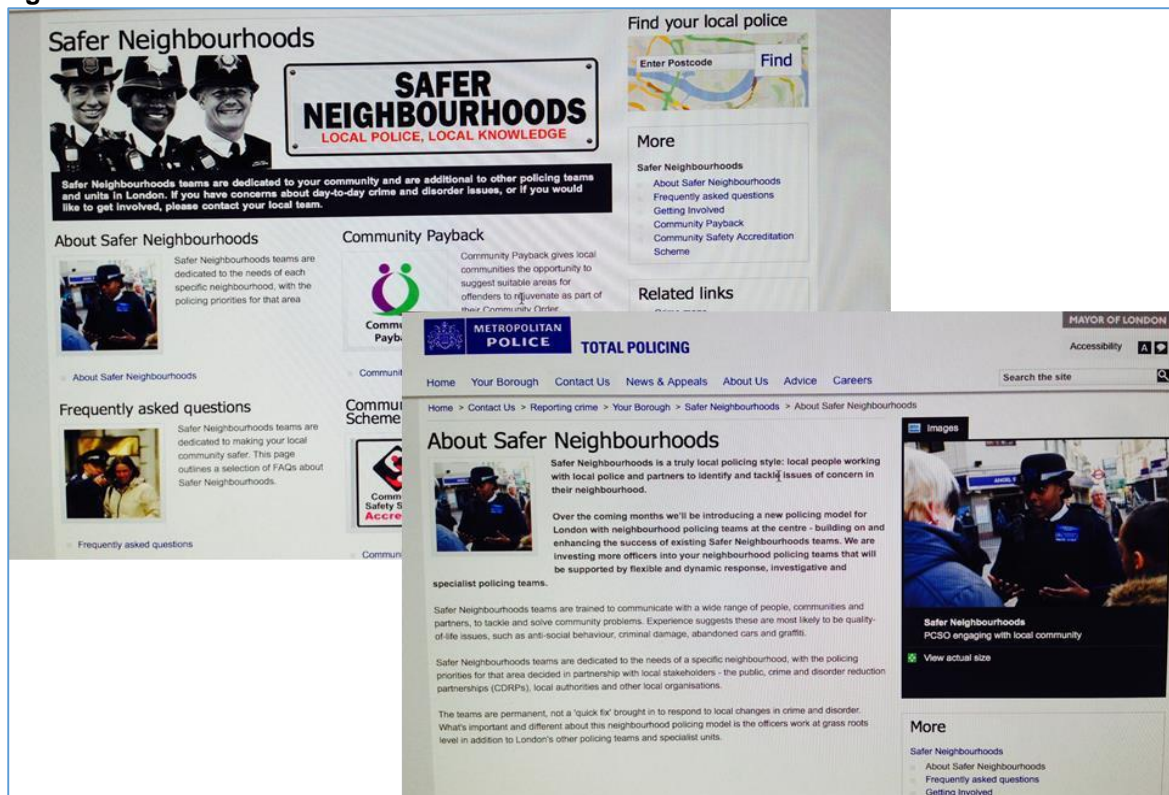
The neighbourhood delivery model remains branded as 'Safer Neighbourhoods' on the MPS website but internally the Neighbourhood Policing brand is confusing with it being referred to as neighbourhood policing, safer neighbourhoods, local policing teams to name a few listed on internal publications.

Academic research demonstrates that branding is critical and goes way beyond just a logo or graphic. Branding is about the customer experience, the logo, the website, social media experiences and to the way contact is experienced by people. It could be argued that the brand is the way you are perceived which is intrinsically linked to confidence. A brand should cascade a clear message in order that people, communities, know what to expect.

Neighbourhood Policing is at the core policing yet our brand, when viewed externally, is unclear and a hybrid of the old and new neighbourhood policing models with outdated information.

Figure 28 is reflective of the Neighbourhood Policing brand currently on the MPS website.

Figure 28: Screenshots of current external SNT website.



(Source: MPS website September 2014)

Neighbourhood Inspectors were a key part of the LPM design with a view to make them a visible local commander who communities would know. There is evidence that abstractions amount to well over 10% of Neighbourhood Inspector duties, with 1,061 Duty Officer shifts and over 500 Aid shifts performed by these Inspectors between 1st June and 31st August this year. This will have affected the abilities of these Inspectors to fulfil visible leadership as designed by the LPM. A review should be conducted to look at the workload and abstractions of the 108 Neighbourhood Inspectors including the feasibility of ring fencing them from Aid and reducing the impact of other abstractions

Recommendation 21

For consistency neighbourhood teams are to be known as Safer Neighbourhood Teams across London.

Recommendation 22

Communication, marketing and branding strategy for Neighbourhood Policing to be further developed in collaboration with the Directorate of Media and Communications (DMC) to reflect the breadth of staff delivering the neighbourhood roles and responsibilities.

Recommendation 23

Review and reality check Neighbourhood Inspector role, including feasibility and options of ring fencing from Aid and other abstractions.

Neighbourhood Policing Commitments

Feedback at both MOPAC and Commissioner led roadshows has consistently been focused on the visibility of dedicated ward officers and their presence at community venues, events and ward panel meetings. Earlier chapters illustrate the impact of the shift pattern in relation to dedicated ward officers and recommendations have been made to address this.

The roles and responsibilities of both dedicated ward officers and neighbourhood officers are outlined within the detailed design document. However, it is clear that visibility, trust and confidence and presence within communities could be improved through clear neighbourhood commitments which are outlined below.

Communities can contact and develop relationships and trust through a named officer at key community locations, therefore:

- Every school in London will have a named Neighbourhood Officer who will attend at least twice a month and be known and engage with staff and students.
- Every faith premises will have a named Neighbourhood Officer who will attend monthly and be known and engage with faith communities.
- Every hospital will have a named Neighbourhood Officer who will attend twice a month. They will be known to staff and assist with problem solving and crime reduction.
- Metropolitan Special Constabulary Officers will be aligned to Neighbourhood Policing. They will be members of the community working within the community.
- Probationary constables will serve a minimum of six months of their probation within a Neighbourhood to understand the needs of local communities.

Neighbourhood Inspectors are police leaders within their neighbourhood. They engage with community leaders and local service providers to develop strong working relationships to build trust and increase confidence and satisfaction in neighbourhood policing. They are committed to:

- Attending a meeting with every primary and secondary school head each term.
- Attending faith forum meetings as required.
- A minimum tenure of 2 years.

- Attending Safer Neighbourhood Board meetings.
- Ensuring quarterly newsletters from all wards and neighbourhoods.
- Maintaining and growing KINs (Key individual networks).
- Delivering weekly street briefings.

Dedicated Ward Officers and Dedicated Police Community Support Officers are the primary contact for ward communities. They develop strong community relationships to build trust and increase confidence and satisfaction in local policing and provide feedback to communities on police activity. We will ensure that this happens through the following:

- Every ward will have a named dedicated ward constable and community support officer who are easy to identify and contact via the internet, email and telephone. They will be the access point into policing services (other than 999 and 101).
- They will acknowledge non-emergency community contact with neighbourhood officers (not 999 and 101) within 24 hours, and provide an update within 5 working days around police action.
- Attending ward panel meetings and agreeing and reviewing local promises.
- Staffing local contact points.
- DWO's will serve a minimum tenure of 2 years.
- DWO's will not be abstracted to fulfill other policing functions outside of their ward except for significant annual events such as Trooping the Colour, Notting Hill Carnival and New Year's Eve celebrations.

Future Implications

In considering the recommendations in this paper, Change Board members should be cognisant of a number of ongoing areas of development that may potentially affect Neighbourhood policing. Whilst it is difficult at this time to quantify the full impact of implementation of any of these, they are highlighted as an indicative selection.

Target Operating Model (TOM)

The TOM is looking to design future organisation within future budget constraints, including a projected reduction in funding to 2019/20. The TOM is also considering how services will be delivered including a potential BCU model. It is envisaged that Neighbourhoods remain the foundation of local policing but other services may well be delivered very differently.

Police Community Support Officers (PCSO) 2014/15

The MPS total PCSO strength at the end of July was 1,920, slightly below current target of 2,095. Work to re-distribute existing PCSO's across the organisation continues. This will allow the organisation to ensure that any vacancies are more evenly distributed, pending recruitment to backfill the remaining vacancies subject to current discussions on our budget position this year and into 2015/16 Recruitment activity is currently being scoped and would require circa 250 to 300 new starters to reach the target, but a decision will not be taken on whether to activate recruitment until the conclusion of the current budget discussions.

Mobile Technology

Current pilots of tablets and body worn video are likely to change ways of working and engaging with the public.

Summary

Neighbourhood policing is fundamentally different today and therefore the debate surrounding visibility is complex. To compare historical structures against the new in terms of visibility would be an unequal and oversimplified debate.

Neighbourhood Policing has seen an increase of 2,600 police officers and their role has expanded as shown in appendix C. The uplift in roles and responsibilities of neighbourhood officers has created pressures which are impacting on workloads, officer availability and policing presence and the recommendations in this paper seek to address these and should be implemented through a strong governance framework.

Appendix D illustrates the hours required to deliver these additional roles and responsibilities by neighbourhood officers. Although approximate data it estimates that these functions require the equivalent of 1,199 full time officers to deliver.

Today's enhanced neighbourhood policing is contributing to the significant crime and ASB reductions that London is experiencing and as a result communities are much safer. Neighbourhood Policing is more than the dedicated ward officers who are the face of neighbourhoods. It is a team of people as illustrated below who are working in collaboration to realise Safer Neighbourhoods, with DWOs & Neighbourhood Officers being those closest and most visible to the public.



Appendix A

Neighbourhood Policing Review 2014 Terms of Reference - AC King and Cmdr D'Orsi.

Aims

1. To identify actions that will address the public concern that SNTs are less available, visible and responsive since the implementation of LPM
2. To maintain service standards to incidents.
3. To maintain MPS resilience to resource and respond to significant events and threats appropriately and proportionately investigating crime.

Phase 1 – The data collection and review being undertaken during phase 1 will conclude at the end of August. The focus is on:

- Officer numbers against blueprint
- Neighbourhood Policing remit and structure, with particular focus on DWO
- Causes of abstractions from neighbourhood policing and shift review
- Opportunities to increase visibility.

It is anticipated that Phase 1 will enable quick time recommendations for swift implementation to ensure that:

- Neighbourhood posts are filled as intended.
- DWOs are enabled through effective resource management providing more visible dedicated resource to local communities.
- The structure of DWOs meets the demand.

Phase 2 – This phase is dependent upon the findings from Phase 1. An anticipated completion date is the end of October.

This phase will require collaboration with SC&O and will deliver recommendations to:

- a) Review AID levels and processes.
- b) Identify opportunities to further enhance impact of SNTs and DWOs for local communities.
- c) Review resource, skills and work demands on ERPTs and CID.

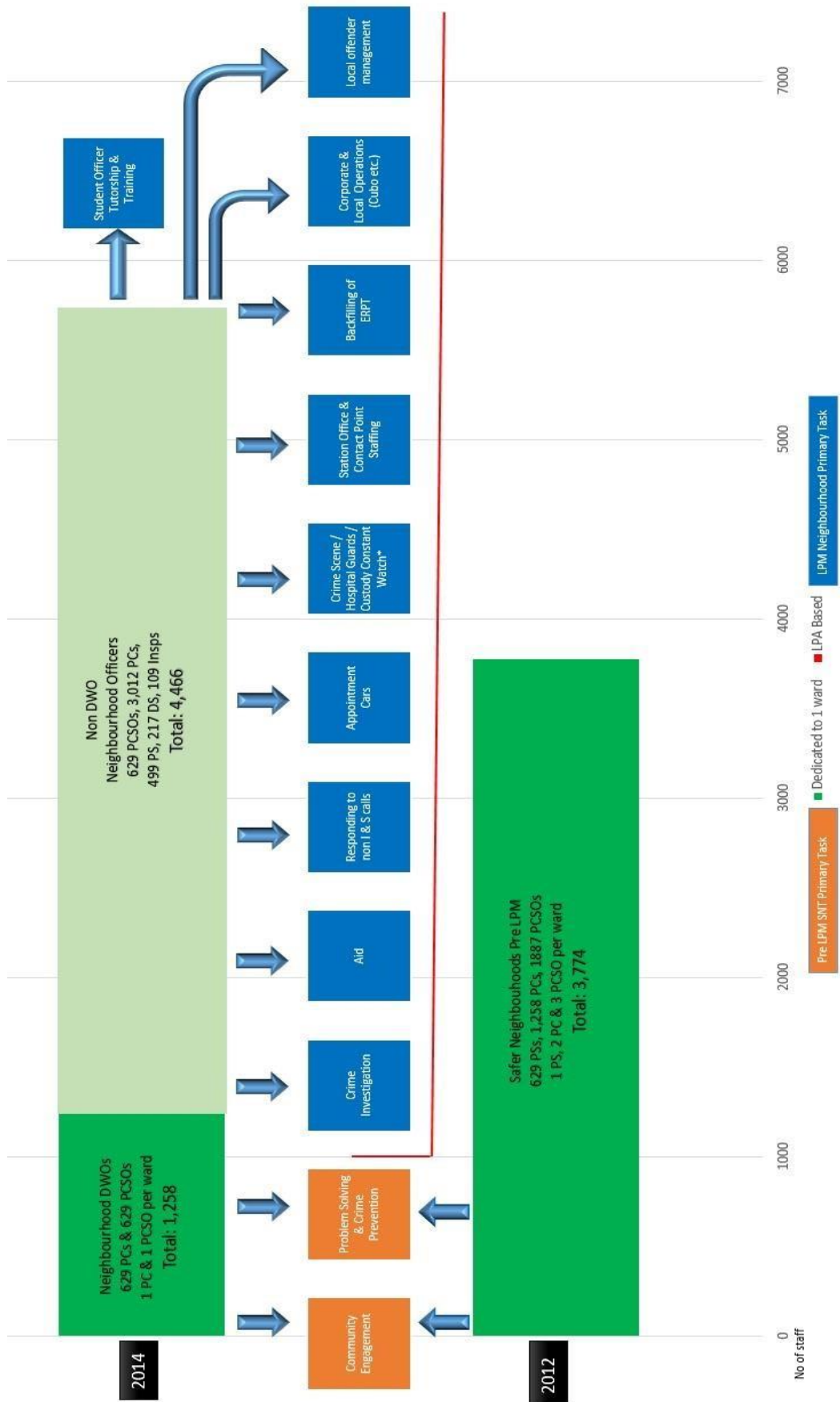
Appendix B

LPM Programme Design Principles for Neighbourhood Policing

Programme design principle	SN specific design principles
Services will be improved and standardised.	<ul style="list-style-type: none"> • Improve standards of primary and secondary investigation. • Student Officers and MSC will be posted to SNTs.
Services will deliver improved victim and witness care.	<ul style="list-style-type: none"> • Victims and witnesses will be able to agree a suitable time to be seen by police. • Vulnerable victims and witnesses will be HOT assessed at first point of contact, prioritising police actions.
Services will provide maximum flexibility of resource use both within and across boroughs.	<ul style="list-style-type: none"> • SNT Officers will respond to demand across their entire Neighbourhood. • A corporate five-week shift pattern will be worked to match core demand providing resilience to ERPT, service mobilisation and borough demand.
Service delivery will be demand led.	<ul style="list-style-type: none"> • SNT Inspectors will be responsible for all ASB and crime in their Neighbourhood. SNTs will target offenders and co-ordinate activity through the GPC and local tasking process.
Proactive deployment will be intelligence led.	<ul style="list-style-type: none"> • SNTs will link with communities, partners, ward panel and Key Individual Networks to problem solve against local priorities.
Services will be delivered with enhanced grip and supervision.	<ul style="list-style-type: none"> • SNTs will ensure visibility and availability to GPC who will assign HOT desk tasking.
There will be increased police visibility.	<ul style="list-style-type: none"> • SNTs will be resourced to balance reassurance and enforcement activities. • Shifts will provide increased coverage and engagement opportunities during evenings and weekends 365 days a year. • Police will respond to public contact within 24hrs. • Ward and public meetings will be pre-planned, advertised and minuted.
Services will be informed by and delivered through a partnership and community focused approach wherever possible.	<ul style="list-style-type: none"> • SNTs will make and record action on three ward based 'SMART' promises to their community.
Services will be delivered at a reduced operating cost.	<ul style="list-style-type: none"> • SNT resource will be co-located centrally within their Neighbourhood wherever possible to achieve estate savings.

Source: LPM Detailed Design Document (DDD) v6.8.2

Appendix C



Appendix D

To understand the scale of the resourcing implications of the various tasks allocated to Neighbourhoods, as prescribed by the LPM, the following information has been extrapolated utilising staff hours based around a constables 2,024 hour work year. It should be understood that these are approximations to understand the scale of the issue. Shifts of eight hours have been used (which is shorter than many actual shifts) and overtime has not been considered. It is estimated that these are conservative figures.

Crime Investigation

93,396 neighbourhood crimes allocated to Neighbourhoods per year. If 3 hours are allocated to each crime for investigation this equates to 280,188 staff hours. This is the equivalent of **138.4** officers a year working permanently and solely on criminal investigations (does not include annual leave, training or other abstractions).

Aid

102,558 tours of aid per year. If 8 hours is allocated to each tour of duty this equates to 820,464 staff hours. This is the equivalent of **405.4** officers per year permanently and solely performing Aid duty (does not include annual leave, training or other abstractions).

Backfilling ERPT

19,440 tours of duty per year backfilling ERPT. If 8 hours is allocated to each tour this equates to 155,520 hours a year. This is the equivalent of **76.83** officers per year permanently and solely performing backfilling duties for ERPT (does not include annual leave, training or other abstractions).

Appointment Cars

216 officers crewing appointment cars each day or 1,728 staff hours. This equates to 630,720 staff hours per year. This is the equivalent of **311.6** officers per year permanently and solely crewing appointment cars (does not include annual leave, training and other abstractions).

Hospital Guards, Crime Scene & Custody Constant Watches

53 officers on average per hour performing guard duties. This equates to 8,904 hours per week or 463,008 hours per year. This is the equivalent of **228.8** officers per year permanently and solely performing guard duties (does not include annual leave, training and other abstractions).

In summary the 5 tasks listed above require a resource level equivalent to 1,161 officers each year.

Glossary

2x2x2 –	Shift pattern currently worked by Emergency Response & Patrol Officers. 2 early shifts, the 2 late shifts then 2 night shifts followed by 4 rest days.
ABH -	Actual Bodily Harm. An assault defined by section 47 of the Offences against the Person Act 1861.
Aid -	When an officer is deployed away from his usual location of work to resource events, operations or as part of a London wide response to an issue. Examples include Notting Hill Carnival, football matches, policing of protests, central London New Years Eve celebrations, response to large scale disturbances, Trooping the Colour and so on.
CAD -	Computer Aided Despatch. Nearly every operational incident dealt with by the MPS is entered into the CAD system resulting in a unique electronic record with a unique reference number.
CID –	Criminal Investigation Department. The overarching term describing the investigative units that deal with more serious and complex crime. Mainly staffed by detectives.
COG -	Chief Officer Group. Meeting of senior officers at and above the rank of Commander.
CRIS –	Crime Recording Information System. The electronic crime recording system used to record notifiable offences and a few other types of miscellaneous incidents.
Duty Officer -	Normally an Inspector who is responsible for overseeing live operational policing on a borough 24 hours every day through shifts.
DWO –	Dedicated Ward Officer. Each London Borough has a PC and PCSO who are dedicated and ring fenced to policing that ward.

- E grade incident -** Extended response. A CAD which does not require an emergency response (I grade), or response within the hour (S grade).
Appointments are E grades, but not all E grades are appointments.
- ERPT –** Emergency Response & Patrol Teams. Team of officers who cover response policing 24 hours every day through shifts. Responsible for responding to and dealing with emergencies (I grades) and calls requiring a response within the hour (S grades).
- I grade incident -** Immediate response. A CAD that requires an emergency response. Officers should arrive at the incident as soon as possible, and no later than 15 minutes after the call to police is connected to the MPS control room.
- MOPAC 7 -** The basket of 7 crime types which is the focus of MOPAC performance measurement of the MPS and part of the 20:20:20 challenge. Consists of Burglary, Robbery, Criminal Damage, Theft from Person, Theft of Motor Vehicle, Theft from Motor Vehicle and Violence with Injury offences.
- PAS -** Public Attitude Survey. A quarterly survey of a sample of residents from all London Boroughs tracking various attitudes towards the police or the work and performance of the police.
- S grade incident -** Significant response. A CAD that requires a response by a police officer within the hour.
- TNO -** Total Notifiable Offences. All criminal offences which police forces are required to report to the Home Office as part of the national crime statistics. For example, theft is a notifiable offence, whereas drunk and disorderly is not.
- USS -** User Satisfaction Survey. A survey of people who have used the services of the MPS, generally as a result of being a victim of crime.