

# PEEL: Police efficiency (including leadership) 2017

An inspection of the City of London Police



November 2017

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## Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)<sup>1</sup> assesses the efficiency and leadership of forces in England and Wales.

### **What is police efficiency and why is it important?**

As with all public services, the police service must operate in a way that makes the most of its available resources. To do this, police forces must understand what their demand is – by which we mean what work they can reasonably predict they will have on any given day – and ensure that they have the resources they need, in the right place, to meet that demand. To stay efficient they must have good, realistic and evidence-based plans for the future. Our efficiency inspection assessed all of these areas during 2017.

As part of the 2017 inspection, we also integrated aspects of leadership into our assessment of efficiency, as the two areas are closely linked. We assessed how police leaders are driving innovation in policing, within their own forces and further afield. We also inspected how well forces are planning for the future with regards to their leadership.

Between 2010/11 and 2015/16, central government funding for the police service in England and Wales fell by 19 percent, or £1.7 billion in cash terms. Police forces met the required budget reductions until November 2015, when the government announced that overall police spending would be protected from further cuts, to enable the police to continue to adapt to emerging crime threats while taking further steps to improve efficiency. While that was a more favourable funding settlement for policing than was expected, reductions in spending by other public services will still create additional pressure for police forces.

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<sup>1</sup> This inspection was carried out before 19 July 2017, when HMIC also took on responsibility for fire & rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this report may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC. Citations of documents which HMIC published before 19 July 2017 will still cite HMIC as the publisher.

Our report on the City of London Police's legitimacy inspection will be available on our website ([www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2017/city-of-london/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2017/city-of-london/)) at the end of 2017. HMICFRS reports on police effectiveness will be published in early 2018. Previous PEEL reports are also available on our website: [www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2016/city-of-london/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2016/city-of-london/).

More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website ([www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/how-we-inspect/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/how-we-inspect/)).

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure

2017/18	2020/21	Percentage change
<b>£113m</b>	<b>N/A</b>	<b>—</b>



### Workforce

Planned change in officer numbers

2016/17	2020/21	Percentage change
<b>684</b>	<b>728</b>	<b>+6%</b>

Planned change in total workforce

2016/17	2020/21	Percentage change
<b>1,101</b>	<b>1,205</b>	<b>+9%</b>



### Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2017

City of London Police	England and Wales force average
<b>N/A</b>	<b>135</b>



### Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017

2015/16	2016/17
<b>13</b>	<b>14</b>

Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017

City of London Police	England and Wales force average
<b>+5%</b>	<b>+11%</b>

For further information about the data in this graphic please see annex A

# Overview – How efficient is the force at keeping people safe and reducing crime?

## Overall judgment<sup>2</sup>



City of London Police is judged to be good in the efficiency with which it keeps people safe and reduces crime. This is an improvement on the overall judgment last year, when the force was judged as requiring improvement. The force's understanding of demand for its services is good; its planning for the future is also good; but its use of resources to manage demand still requires improvement.

## Overall summary

How well does the force understand demand?



How well does the force use its resources?



How well is the force planning for the future?



Overall, City of London Police is good in how efficient it is at keeping people safe and reducing crime. Through the introduction of its strategic threat and risk assessment (STRA) process, the force has improved considerably its understanding of both current demand, and demand less likely to be reported to the police. It has good structures in place for receiving feedback from its workforce about its efficiency, but it should do more to understand how inefficient processes create demand. It also needs to continue the work it has done since 2016 to achieve the full benefits of the change programmes that are already under way.

The force needs to improve how it uses its resources. Until a full skills audit of its workforce is completed (at the time of inspection this was due in October 2017) it cannot fully understand or plan for the gaps in its current capability. The force also needs to complete work to understand the levels of service that can be provided at

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<sup>2</sup> HMICFRS judgments are outstanding, good, requires improvement and inadequate.

different levels of cost. However, the force is one of only a few to take the positive action to recruit externally to provide skills and capabilities it lacks. It is developing an understanding of the leadership skills and gaps in its workforce.

City of London Police is good at planning for the future. The force's plans have developed significantly since last year and although it is reliant on the City of London Corporation to underwrite this year's budget, it is investing in infrastructure to make savings for the future. The force's understanding of how technology can benefit policing, and criminals, particularly in fraud and internet-based crime, is outstanding. So too is the force's understanding of what the public wants and how this expectation is changing.

### **Areas for improvement**

- The force should put in place better processes and governance to understand and realise the benefits of change programmes, and how they affect the force's ability to meet likely future demand efficiently.
- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The force should ensure that it understands the level of service that can be provided at different levels of costs, so it can identify the optimum level of service provision.
- The force should do more to explore opportunities for further collaboration with partner organisations to improve services, drive efficiencies and better manage demand for its services in the future.

## **How well does the force understand demand?**

To be efficient, it is essential that police forces have a good understanding of the demand for their services. This means that they should not only understand what sort of incidents are likely to be reported on a normal day, but also what they need to do in advance to prevent crime. They should also understand the crimes and other activity in their area that are often hidden and are less likely to be reported, such as modern slavery or child sexual exploitation, and take action to uncover them.

Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond to the demand for their services and should be able to demonstrate that their approach to prioritisation does not cause them to overlook some of their demand.

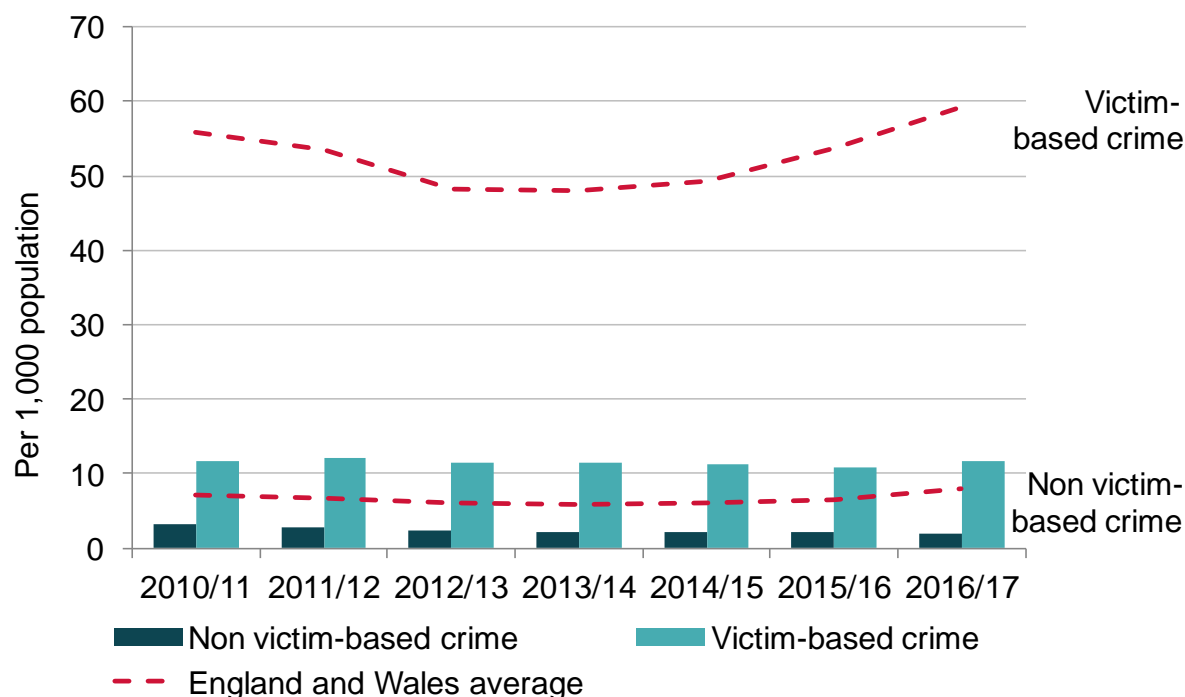
## **How well does the force understand current demand?**

HMICFRS inspected how well the City of London Police understands the demand for its services. These demands can range from answering and responding to 999 calls to protecting victims and uncovering crimes that would not otherwise be reported. It is important that police forces understand the work that they need to do so that they can ensure that they have resources in place.

Forces deal with much more than responding to emergencies, or even just investigating reports of crime, but the number of calls for service (999 calls and 101 calls) and the levels of recorded crime can nonetheless be used to make simple comparisons. City of London Police does not receive 999 calls directly as these are received by the Metropolitan Police Service on the force's behalf. Therefore, while HMICFRS efficiency reports on other forces will contain 999 call data, this type of data is not available for City of London Police.



**Figure 1: Police-recorded crimes per 1,000 population in the City of London Police compared with England and Wales from 2010/11 to 2016/17**



**Source: Home Office Police-recorded crime data**

Victim-based crimes (those where there is likely to be a specific victim) include violence against the person, sexual offences, robbery and other theft, criminal damage and arson. All other crime is considered non victim-based.

The rate of victim-based crime per 1,000 population in the City of London in 2016/17 was 11.7 crimes. This is the same as the rate in 2010/11. The rate of victim-based crime decreased between 2010/11 and 2015/16 to 10.9 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of City of London Police the rate of non victim-based crime per 1,000 population in 2016/17 (1.9 crimes) was lower than in 2010/11 (3.2 crimes). The rate has steadily declined over that period. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

### Understanding demand

In our 2016 efficiency report, we said City of London Police should ensure that its understanding of the demand for its services is kept up to date by regularly reviewing the evidence on which it bases its decisions. Since 2016, the force has done a considerable amount of work to address this area for improvement and to understand its demand better. It has implemented a strategic threat and risk

assessment (STRA) process across all its directorates, which allows the force to challenge its intelligence assumptions and place its resources where they are most needed. It uses vulnerability assessments and THRIVE<sup>3</sup> to prioritise known demand, but reducing numbers of police officers, along with the impact of the national increase in armed police officers,<sup>4</sup> has meant that resources are stretched further. The information the force uses to understand current demand for its services is held in different places on IT systems that have been in place for some time. Updating and bringing together these systems is part of a wider IT modernisation project for the force. The force expects the new IT infrastructure to be in place in 2018, with further enhancements to the software completed during 2020.

The force understands that more detailed work needs to be carried out to understand demand, and has commissioned a consultant-led review to understand current and future demand. At the time of our inspection, this review was in progress. This is a positive development and, together with the work carried out since our last inspection in 2016, should give the force a strong basis on which to understand current and future demand fully.

The force's understanding of predictive demand has developed well. It regularly reviews the evidence on which it bases its resourcing and planning decisions through its STRA process. This has started to include areas like counter-terrorism and internet-based crime. As we would expect, this work is still in its early stages, and the results of the consultant-led demand and value for money review are still to come. Until these findings are known, and any resulting recommendations implemented, the force cannot be certain that it fully understands its demand, including predictive and preventative demand. However, the force has taken very positive steps to start to understand the types of demand that are less likely to be reported.

### **More complex demand**

The force has developed a long-term plan which sets out how the force will respond to crimes that pose the greatest threat. This uses intelligence assessments to identify areas of hidden demand most likely to occur in the force area. It has also produced a series of problem profiles<sup>5</sup> to understand complex demand better,

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<sup>3</sup> THRIVE is a structured risk assessment tool used by police forces to inform decisions on the most appropriate response needed. It is based on the threat, harm, investigative opportunities, vulnerability of those involved, and opportunities to engage.

<sup>4</sup> Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 Home Office-funded police forces in England and Wales to increase their armed capability.

<sup>5</sup> A problem profile is intended to provide the force with greater understanding of established and emerging crime or incident series, priority locations or other identified high-risk issues. It should be based on the research and analysis of a wide range of information sources, including information from partner organisations. It should contain recommendations for making decisions and options for action.

including domestic abuse, female genital mutilation, child sexual exploitation, modern slavery and high-risk individuals. City of London Police responds well to the complex demand identified in its long-term plan. The force works closely with the Metropolitan Police Service boroughs of Tower Hamlets and Hackney and various local charities to inform and educate businesses to help disrupt and prevent crime that its intelligence assessments have identified.

The force works successfully with other agencies and businesses to uncover hidden demand from money laundering, internet and telecommunications-based crime in its role as the lead force on fraud for England and Wales. It works in partnership with the National Crime Agency, businesses in the force area, the City of London Corporation and the New York District Attorney's office to try to make it harder to commit internet-based crime. This is part of the force's continuing review of demand. The force has now developed a good understanding of the types of demand that are less likely to be reported; any recommendations from the consultant-led demand and value for money review should support this work.

## **How well does the force understand things that affect demand?**

HMICFRS inspected how well the City of London Police reduces the demand that inefficiency can create internally. Forces can do this by identifying and eliminating inefficient processes, by ensuring they monitor work to get the best outcomes and by encouraging officers and staff to suggest new and better ways of doing their jobs.

### **Managing, prioritising and filtering demand**

City of London Police is effective in how it identifies and addresses inefficiencies from its current change programmes and projects. It uses a change board to manage this. However, it could do more to identify and address other inefficient activity within the force caused by paper-based processes, such as the management of duties, booking annual leave and managing overtime. We recognise that part of the NICHE<sup>6</sup> project, which at the time of inspection was due to be completed in summer 2017, has reviewed all of the force's existing processes and intends to change them extensively to make them more efficient, but at the time of our inspection this work was incomplete.

The STRA process and the 'innovate' programme<sup>7</sup> have successfully identified some inefficient processes, which the force has subsequently addressed. For instance,

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<sup>6</sup> The force intends that the NICHE project should replace its crime/intelligence and custody systems, and other specialist systems, within a single-platform records management system.

<sup>7</sup> 'Innovate' is the suggestion method for the workforce to offer improvements to senior leaders which will make the force more efficient and effective. Individuals who make suggestions are expected to become part of the team that implements the solution.

Servator<sup>8</sup> officers from the uniform policing directorate<sup>9</sup> were carrying out more crime enquiries than was originally intended, which affected their specific Servator duties. The force funded two civilian investigator posts to focus on crime enquiries, enabling Servator officers to spend more time on Servator duties.

The THRIVE process is used by call handlers in the force control room and by first contact staff to determine and prioritise the level of risk and most appropriate response to any incident that is reported to the police. This process does not remove any demand, but does prioritise it efficiently. The force also has a call analysis team within the control room that analyses call data, but this is limited because 999 calls are received in the Metropolitan Police Service control room. As a result, City of London Police receives very limited data on calls when people hang up before they are answered. The consultant-led demand and value for money review should assist the force in making better decisions about prioritisation.

The force is still developing its understanding of the benefits and consequences of the ongoing change programmes. It recognises that it faces significant difficulty in rectifying previous under-investment in IT, which makes realising the benefits of its change programmes more difficult. Dedicated technical accountants may join the change portfolio office in the near future to identify benefits which can produce immediate financial returns. The force has mapped the interdependencies between areas of work and IT across all its change programmes. It has a comprehensive resource plan and map for IT. However, the force has not yet completed its change programmes or recruited its technical accountants, so is yet to realise fully the benefits.

### **Leaders promoting innovative thinking**

The force has a positive culture of change and innovation. It has a strong innovation suggestion scheme, called 'innovate', as part of its cultural change programme. The senior leadership team is actively engaged and every directorate has a senior manager with support 'associates'. The scheme is well supported throughout the force, and officers and staff from every directorate submit ideas for change. Recent examples of adopted suggestions include:

- the health and wellbeing network;
- providing Tasers to response teams;
- anonymity during the paper sift as part of the promotion process;

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<sup>8</sup> Project Servator is a tactic the force uses to help deter and detect a wide range of criminality, from pickpockets through to terrorism, while providing a reassuring presence to the public.

<sup>9</sup> The uniform policing directorate makes up half of the officers in the force. It includes firearms officers, response officers, custody, dogs, community policing, special, traffic PCSOs and mounted police.

- a new digital payment system taskforce (looking at virtual currencies such as Bitcoin); and
- using thermal imaging cameras in river suicides.

The scheme is developing further, and in autumn 2017 it will include an online portal for new suggestions. The portal will send the idea to the relevant directorate and will allow the workforce to view previously submitted suggestions.

## Summary of findings



**Good**

Even without the demand and value for money review, which is still to report its findings, the force has developed a good understanding of its current and less reported demand through its strategic threat and risk assessment process. The force works successfully with other agencies to uncover hidden demand in fraud and internet-based crime.

The benefits the current change programmes are designed to achieve have not been realised fully because the change programmes are not completed yet. Although the force has processes in place to address this, and we found wide understanding of these processes, it must replicate them for previous change programmes.

The force is taking steps to have a more systematic approach to identifying inefficient activity; its introduction of a new IT system will support this even further. The 'innovate' programme and the structures the force has put in place for listening to workforce suggestions and making changes as a result are very positive, and are taken seriously by leaders. This has led to innovative practice across force directorates.

### Area for improvement

- The force should put in place better processes and governance to understand and realise the benefits of change programmes, and how they affect the force's ability to meet likely future demand efficiently.

## How well does the force use its resources?

Police forces have finite resources with which to do an increasingly complicated job, so must ensure that they deploy and use their resources in the best way possible. The biggest resource that policing has is its workforce and it is important that forces make sure that they have access to the skills needed to police effectively now and in the future.

It is also important that forces make sophisticated decisions about how to spend and invest their resources in order to get the best value for the public. This means forces need to have a good understanding of what they can achieve within a particular budget.

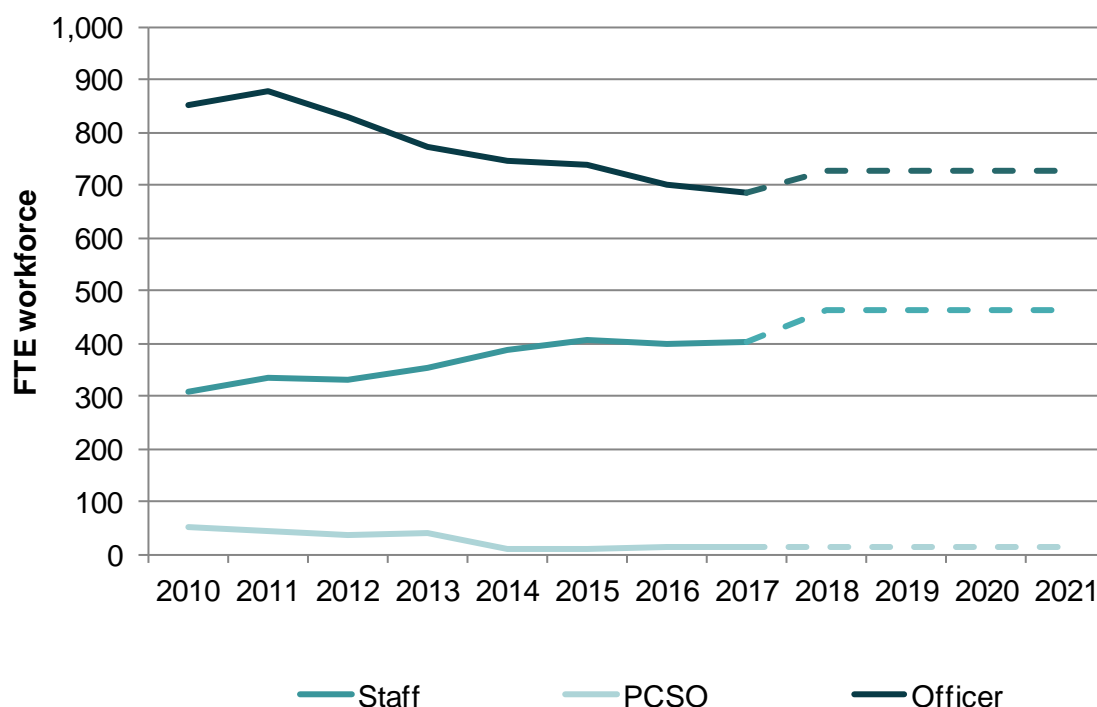
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

## How well does the force understand the capability of its workforce?

HMICFRS inspected how well the City of London Police understands the skills it needs, the skills it actually has in the workforce and what steps it is taking to ensure that they match. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible.

Figure 2 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will increase by 43.5 FTE (6 percent) from 684 to 728. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

**Figure 2: the City of London Police’s planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021**



**Source: Home Office Police workforce statistics and HMICFRS spring data collection**

The number of staff working in City of London Police is projected to increase by 58.4 FTE (14 percent) from 404 to 462 between March 2017 and March 2021. Staff numbers across England and Wales, however, are projected to decrease by 2 percent. The number of PCSOs in City of London is projected to increase by 2.2 FTE (17 percent) from 13 to 15 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

In 2016, we said that City of London Police should review the capabilities of its workforce so it can identify and put plans in place to address any gaps. This will enable the force to be confident in its ability to meet current and likely future demand efficiently. The force recognises that previous under-investment in a database for recording skills has resulted in inadequate understanding of current skills and capabilities. During this year’s inspection, we found plans in place to address this. Currently, skills and capabilities are recorded on different systems which include the training administration system, the NPoCC<sup>10</sup> deployment database (Mercury) and the core human resources (HR) file of each member of staff.

<sup>10</sup> The National Police Co-ordination Centre database is used by all police forces to record skills which may be needed in a national incident, or for mutual aid between police forces, such as firearms skills, dogs, horses, search-trained people, or detectives.

The force has developed its understanding of the skills and capabilities that it needs in the workforce as a whole. As part of the work to address previous HMICFRS areas for improvement, the force is conducting a phased skills audit, which at the time of inspection was due to be completed in October 2017. Core policing skills (officer professional and technical qualifications) have been recorded and officer and staff skills for support functions are now being collected; all records will be contained in one place. The audit has already identified that there is a skills gap within its IT department; the force will need to carry out further work to use this audit to inform a recruitment plan.

Every six months the force reviews its demand and the resources it has available; this information is used to inform the STRA. This process has highlighted the insufficient capacity of the control room and the response team, for both of which there are specific skill requirements when recruiting new staff. Later this year the STRA will be used to inform and update the workforce plan, training plan and finance plan. We recognise the work that has already been completed to address the areas for improvement we identified in 2016, but until this work is complete and the force fully understands its current capabilities, it cannot adequately address the gaps. This remains an area for improvement.

The force uses volunteers in specialist roles which reflect their skills and knowledge, particularly within the economic crime directorate. The force is recruiting 11 apprentices to 'grow its own' this year, in collaboration with the City of London Corporation apprentice scheme.

## **How well does the force understand the capability of its leaders?**

HMICFRS inspected how well the City of London Police understands the skills it needs and the skills its leaders have, and what steps it is taking to ensure that they match.

In HMICFRS' 2016 efficiency report, we said City of London Police should evaluate its leadership programme and talent management schemes so it can identify and develop potential leaders. The force has completed this evaluation successfully and is developing the skills of its leaders. It has a leadership programme ('Leading the future'), and all police officers and staff have received training, with the special constabulary the last group to attend. A chief officer opens every leadership session and the force has volunteers who have become leadership facilitators to continue to develop the programme. This leadership training now forms part of the promotion process, with those applying for promotion being required to say what they have done to complete this training.



The force is developing new ways of understanding the capability of its leaders and has a plan in place to train its workforce and develop its leaders and future leaders. It recognises that it has much more work to do to establish the benefits of the leadership programme, build on this to understand further the skills it needs in its leaders and then fill the gaps it has identified.

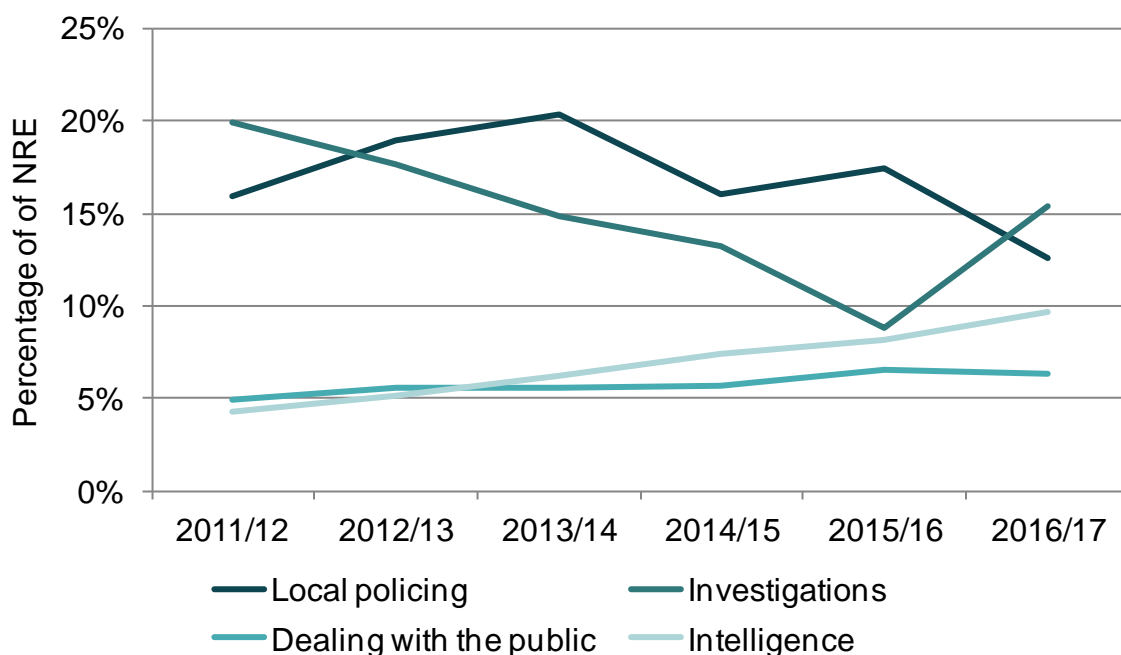
## How well does the force allocate resources?

HMICFRS inspected how well the City of London Police uses its understanding of demand to prioritise its activities in order to provide the best service to the public. To assess this, we considered the extent to which the force understands what it can provide within a particular budget.

The level of spending on different police functions varies between forces, depending on the particular demands that each force must meet. Higher expenditure does not necessarily mean better services, but it can demonstrate how a force prioritises its resources.

Figure 3 shows how expenditure is distributed across the most common police functions. Local policing covers functions such as incident response, neighbourhood policing and local investigations. Investigation covers areas of specific proactive investigative functions, such as major crime, while dealing with the public includes front counter and control room activities. Intelligence covers the gathering and assessment of intelligence.

**Figure 3: Estimated percentage of net revenue expenditure allocated across policing functions in the City of London Police from 2011/12 to 2016/17**



Source: Chartered Institute of Public Finance and Accountancy (CIPFA)

Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.

In City of London, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 16 percent in 2011/12 to 13 percent in 2016/17. Estimated expenditure on investigation has decreased from 20 percent to 15 percent, expenditure on 'dealing with the public' is similar to 2011/12 and expenditure on intelligence has increased from 4 percent to 10 percent from 2011/12 to 2016/17.

### **Prioritisation and cost**

The force has an effective process to identify its priorities. It has a long-term plan which sets out how the force will respond to crimes that pose the greatest threat, each element of this plan has a named officer who is responsible for it. This plan informs the force's STRA process, along with intelligence assessments that the force leadership uses to set the force's priorities. This process is well understood by managers in the force and is reviewed regularly. It is informed by engagement with the business community, the security industry and local communities, as well as those that commute in to the City of London to work. The prioritisation plan for resources is not yet fully developed; the results of the consultant-led demand and value for money review will be instrumental in making further refinements.

The force is able to vary levels of service to meet changes in demand, but this has become increasingly difficult with stretched resources. It has the ability to be agile with its operational resources. The terrorist attacks in summer 2017 at Westminster and London Bridge demonstrated the force's ability to deploy non-uniform staff when there is an operational need. The force is currently assessing the total cost of an officer; this will include salary cost and other financial costs, such as National Insurance and pension contributions. It will also include full overhead costs, such as training required for the role, uniform, equipment, allowances, IT and office space. Until this work is complete, the force cannot be certain that it is being as agile as it can be with its resources or understand what cutting or investing a percentage of cost would mean in each area. This is an area for improvement for the force.

### **Investment**

The force has a financial deficit for 2020/2021 and 2021/2022. However, it can mitigate this deficit as it is able to request from the City of London Corporation a rise in the business rates, to which all businesses located within the City of London area are subject. This would be subject to rigorous challenge and negotiation before any rise was approved. The force also has agreement from the City of London Corporation to use its reserves to address any budget shortfalls. In addition, the force has developed a long-term enterprise strategy to increase income for the force and develop further business opportunities.

The force is investing to save. ICT upgrades have already provided a managed IT service, cloud services and mobile technology, which give officers greater flexibility by reducing the requirement to complete paperwork in a police station. The force is

investing £139m in a large-scale accommodation programme to reduce the size of the overall estate and reduce its operational running costs dramatically. Its operational teams will move there and the ratio of workstations to personnel will be reduced to 76 percent; for uniformed officers, the ratio of workstations will be reduced to 14 percent. This aims to improve efficiency by reducing the proportion of workstations that are unused (but still contribute to the office's running costs).

The results of the demand and value for money review should reveal areas for further investment but until the results of this review are known, the force cannot be confident it has fully invested to best effect, although we recognise the work that has already been carried out.

## **How well does the force work with others?**

HMICFRS inspected how well the City of London Police has explored all opportunities to work in collaboration with others to increase efficiency and provide better, more resilient services. This can include working jointly with other police forces, local public sector organisations, the private sector and the voluntary sector. We looked at whether the force has a clear rationale for the decisions it has taken about how it works with other organisations and other forces, and whether it has a good understanding of how successful its joint working is.

### **How the force works with other organisations and other forces**

City of London Police works with a limited number of other organisations. This is due to its location, and the differences in its resident and transient populations compared with most other forces in England and Wales. The force area does not have any mental health hospitals and very few schools, but it does work effectively with other organisations to manage local demand collectively. It has recently worked with the London NHS Foundation Trust and the City of London Corporation to pilot 'street triage', a system involving mental health nurses patrolling with officers at times which are considered peak times for mental health calls for service. The trust has secured funding for a six-month trial. This gives officers direct access to medical records to support vulnerable people and it reduces officer time spent managing mental health situations. It has been successfully trialled and subsequently adopted by other forces in England and Wales, and the initial pilot with City of London Police was immediately successful.

City of London Police has not had to respond to reducing partner resources to the same extent as other police forces. The force is a member of the Palestra Events Liaison Forum (PELF). This is run by Transport for London and provides logistical support for major events in London that have an impact on the transport infrastructure. PELF co-ordinates the activities of contractors and emergency services. The force also maintains strong links with the three other principal police

forces in London<sup>11</sup> through the Benbow Protocol, which is a formal arrangement to provide support to each other in the event of public order incidents. The force has worked with local charities and the City of London Corporation's outreach services to develop systems whereby homeless people are reported to a charity which will provide shelter, rather than homelessness and incidents of begging being reported to the police.

### **The benefits of joint working**

The force could do more to review the benefits and drawbacks of all of its collaborative work. It introduced its mobile policing programme in 2016 to improve its IT processes and infrastructure and enable savings. One year into the programme, the force has outlined the benefits, drawbacks and opportunities for the future. Working with the East Midlands Police Collaboration,<sup>12</sup> the force will replace the platforms which allow it to process detainees through custody, manage court files, record crime and collate and analyse intelligence. It has also analysed the benefits of the 'one safe city programme'. This is made up of the 'Ring of steel',<sup>13</sup> the joint contact and control room<sup>14</sup> and safer communities<sup>15</sup> projects. The one safe city programme measures the benefits at least quarterly, to determine their continuing usefulness and validity. However, it does not review the benefits and drawbacks of all collaborative work. Assessment of collaboration needs to be systemic in the force, otherwise the full benefits and risks cannot be understood.

The force demonstrates a commitment to working with other agencies and seeks to involve them wherever possible. The professional standards department works with British Transport Police in relation to anti-corruption investigations. The force also collaborates with the Metropolitan Police Service on many different initiatives,

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<sup>11</sup> The three other forces are the Metropolitan Police Service, British Transport Police and Ministry of Defence Police.

<sup>12</sup> Under the collaboration arrangements, the five forces of Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire are working together in many different areas vital to policing, ranging from major crime investigation through to IT infrastructure.

<sup>13</sup> Ring of steel is a joint security and surveillance initiative between City of London Corporation and City of London police. It will upgrade the current technology infrastructure to include a state-of-the-art video management system and automatic number plate recognition cameras.

<sup>14</sup> The joint contact and control room project co-locates the City of London Corporation contact centre and the police control room. They work together to provide a better response to day-to-day working and emergency response.

<sup>15</sup> The safer communities project reduces duplication in intelligence between the City of London Corporation and City of London Police, and encourages a culture of collaborative working.

including the provision of a post-incident manager.<sup>16</sup> The force's economic crime directorate has established numerous partnerships and multi-agency arrangements. These include the insurance and banking sector, government agencies, international police forces and multi-national companies. The force also contributes to the National Police Air Service, which provides a collaborative helicopter capability to police forces. We found that these working arrangements help to manage demand efficiently across the partnership agencies.

### **Leadership driving innovation**

The force is good at seeking new opportunities to improve its service to businesses and the public. In particular, the City Innovation Partnership exposes City of London Police officers and staff to new ways of working and providing services to the business community within the City of London. Officers recently worked with a financial software, data, and media company to discuss office relocation and, in return, the company offered advice to City of London Police regarding working with people online. This has led to improvements in internal and external communication processes. The force has adopted a community placement scheme for student police officers to work for a week alongside one of the organisations the force works with regularly to develop the officers' understanding of vulnerable communities and improve the accessibility for those communities to City of London Police.

We found that senior leaders were generally willing to experiment with new approaches, and this has resulted in innovation. As the national lead force for fraud, City of London Police and Action Fraud (the UK's national fraud and cyber-crime reporting centre), in partnership with Get Safe Online<sup>17</sup> and the Society of Ticket Agents and Retailers, have looked at innovative ways of publicising different types of fraud and working with other forces to highlight consumer behaviour online and prevent fraud occurring. Over the past year, the force has carried out various fraud awareness campaigns, such as setting up fake online ticket sites and then contacting those who bought fake tickets. The force makes all its fraud awareness campaigns available to all forces in England and Wales to publicise on their own social media channels as well as with their local media. It provides forces with reporting figures for their police area which they can use to make the national campaigns more appropriate for their local area.

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<sup>16</sup> The post-incident manager (PIM) is a senior police officer (usually of the rank of inspector, chief inspector or superintendent) who is independent of the incident under investigation. The PIM acts as a link between the principal officers who have been involved in an incident where the effectiveness of the police response is likely to have a significant effect on the confidence of the victim, their family and/or the community, and the investigation of the incident. The PIM's role is to facilitate the investigation and make sure the welfare needs of the principal officers are taken into account.

<sup>17</sup> A public-private sector partnership providing protection advice against online fraud, identity theft and viruses. See: [www.getsafeonline.org](http://www.getsafeonline.org).

## Summary of findings



**Requires improvement**

Until the full skills audit of its workforce is completed (at the time of inspection, this was due in October 2017) City of London Police cannot fully understand or plan for the gaps in its capability. However, the force is developing an understanding of its workforce's leadership skills and gaps. The force has an effective process to identify its priorities, but it needs to complete the work to understand what reducing and investing mean for the services it provides, to ensure the force is being as agile as it can be with the available resources. The force works with other agencies to manage demand, but it recognises that it needs to develop this further.

### **Areas for improvement**

- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The force should ensure that it understands the level of service that can be provided at different levels of costs, so it can identify the optimum level of service provision.

## How well is the force planning for the future?

To be efficient, a police force needs not only to understand the present, but also to be able to make reasonable predictions about the future in terms of how its demand will change, how its workforce will change and how its partners will be affected. It needs to have adequate, realistic and innovative plans to meet the operational and financial challenges of the future.

### How well does the force predict likely future demand?

HMICFRS inspected how well the City of London Police analyses trends in its current demand in order to predict likely future demand. We also assessed the extent to which it has taken account of changing public expectations and technology. In addition, we expect forces to be considering how they will work with other organisations and other forces in the future.

#### Predicting future demand

The STRA process used by the force has been effective in identifying current demand and priorities for the force. This process should improve with use over the next 12 months, and it will deepen the force's understanding of trends in demand and future demand. At the time of our inspection, the force's understanding of future demand was restricted to counter-terrorism and internet-based crime. The force recognises that its understanding of future demand could be more comprehensive, and is awaiting the conclusions from the consultant-led demand and value for money review. Once it knows the outcome of this review later in the year, the force should be able to improve its evaluation of likely future demand and use this to support the demand work it has already carried out.

#### Future considerations

The force has a comprehensive understanding of what its public wants and it works closely with a wide range of local residents and businesses to develop this understanding. The force gathers information in a range of different ways and has recently seconded a senior officer to the City of London Corporation to provide a further link with local businesses and residents. The communities team is active in the local area, and the force uses existing opportunities, such as the City of London Corporation residents' meeting, to engage with the public. Information gained in these meetings about residents' and businesses' needs and views is used to support the STRA process and make sure that the views of the local population are incorporated into the force's priorities. The corporate communications department is developing a more sophisticated process to survey and engage with businesses, in

order to gain a better understanding of predicted demand. The force also receives feedback from businesses and residents in the area through existing surveys, forums and joint working. We consider this to be good practice.

City of London Police makes a significant contribution towards the national policing response to tackle internet-based crime through its work with Action Fraud, the National Fraud Intelligence Bureau (NFIB) and the Economic and Cyber-Crime Prevention Centre. Action Fraud is the UK's national reporting centre for fraud and internet-based crime, where victims can report crimes direct either through a call centre or a specially developed web portal reporting tool. The force is working with an IT contractor to provide an updated computer system which will enable Action Fraud and NFIB to increase significantly the number of fraud and crime reports that they can process, and increase the capacity of policing to provide a service to victims of fraud. This investment demonstrates the force's understanding of how changing technology can benefit policing. We consider this to be very positive work.

The force works collaboratively with other agencies, but this is focused on specific actions rather than how best to collectively tackle local crime. It is working with East Midlands police forces to introduce the NICHE IT system, which will bring together custody, crime and intelligence information and it collaborates with the Metropolitan Police Service, which provides an incident logging system and telephony services to City of London Police. The force is working with an IT contractor to provide managed IT services and with the City of London Corporation to develop a joint contact and control room. But overall, the City of London Police should do more to explore opportunities for further collaboration with partner organisations to improve services, drive efficiencies and better manage demand for its services in the future.

## **How well is the force planning for the future, in terms of workforce?**

HMICFRS inspected how well the City of London Police has plans in place to recruit, develop and nurture the leaders of tomorrow to ensure it has the right skills and talent in the right roles.

### **Succession planning**

Succession planning is under-developed in the force. However, we accept that completion of the skills audit, which at the time of inspection was due to be finished in October 2017, is necessary for the force to fully understand its current skills and capabilities. When this is done, the force will be able to recognise skills gaps in its workforce and plan to recruit. The workforce plan is comprehensive. Each directorate has identified current gaps in capacity and capability and has produced profiles outlining the requirements. The results of the demand and value for money review



will highlight whether there are other gaps, but once this work is complete the force should ensure that it has adequate succession plans in place which take into account future demand and workforce wellbeing.

Career pathways and staff development are not well developed in City of London Police. Although the force provides temporary redeployments for officers to work with other policing areas within the force, it has no formal process in place to manage career pathways. Apart from these redeployments, none of the officers and staff we spoke to were aware of other development opportunities. However, we consider that the force's draft talent management plan is a very positive step that, if agreed and effectively communicated to the workforce, will go some way toward improving how the force develops its staff and officers.

## **Recruitment**

The force has previously appointed a direct entry<sup>18</sup> superintendent, but has no plans to do so again during 2017. The force has assessed the requirement for direct entry inspectors, but has found the specialist skills that are needed in force at this rank are not suitable for direct entry officers. We found evidence of continuous professional development (CPD) programmes being developed, but these are not widely understood by the workforce. The economic crime directorate has launched a new programme of informal CPD workshops for its officers and staff, designed to prepare everyone for the changing demands in policing, legislation and work practices.

The force needs to do more in order to offer all officers and staff development opportunities. We found a perception among the workforce that the organisation cannot provide the opportunities required for their development. The workforce believe staff shortages mean there is no resilience, and therefore no officers or staff are released from their duties to attend development opportunities and that their performance is not linked to capability development. However, the force does consider recruiting externally. It is one of only three forces to use external recruitment successfully to bring additional skills into the force, which we consider to be very positive practice.

## **How well does the force plan for likely future demand?**

HMICFRS inspected how adequate, realistic and innovative the City of London Police's plans for the future are, and to what extent it is planning to make savings in the future, including saving to invest in new systems and approaches.

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<sup>18</sup> For more information on the direct entry programme, see: <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>.

## **Plans**

In 2016, we said that the lack of clear coherent plans in City of London Police was a cause of concern to us. This meant that it was not possible for us to be confident that the force would continue to be able to provide efficient and effective policing in the future. Since then, the force has carried out a considerable amount of work to review its plans and has linked its demand planning with its workforce plan, finance plans and ICT strategy. Although at an early stage at the time of our inspection, we were pleased to see that the force's plans, if realised, would improve significantly the ability of the force to achieve its vision for the future.

The work the force has done in a short time to link its plans is a considerable achievement, and the force will need to evaluate and implement any recommendations from the demand and value for money review. We found that the force's plans are realistic and subject to informed scrutiny. The force budget and policing plans are jointly prepared with the City of London Corporation which, through the Police Committee, holds the force to account effectively.

The force's 2017/20 policing plan describes an extensive efficiency programme, with investment in one-off spending to result in savings, such as:

- co-locating several offices and departments;
- new ICT to enable agile working;
- reducing pay costs through the implementation of directorate reviews; and
- enhanced collaboration arrangements with the City of London Corporation to establish a joint community safety hub and a joint control room.

Further areas for innovative planning may be identified by the demand and value for money review.

## **Savings**

The force has invested in a new building of smaller size, and in technology, with the aim of producing savings over the course of the medium-term financial plan and beyond. The force aims to increase income wherever it can. It is maximising the opportunities under the proceeds of crime legislation, and, although this process could take several years, the potential return could be significant. The force applies for grants, including national and international capital city funding (which it receives in recognition of the unique and additional demands of policing the capital city). It hopes to increase the income it currently receives from its economic crime academy services to businesses, both nationally and internationally. An example of an initiative that it plans to implement over the course of this plan is the enhancement of

its collaboration arrangements with the City of London Corporation to establish a joint community safety hub and a joint control room. The force has already implemented a managed service for the provision of ICT services.

The City of London Corporation has agreed to underwrite the current budget, with the force finding efficiency savings on non-pay costs in 2017 to the value of £1.2m. The Corporation has also agreed for the force not to hold a reserve; the corporation will now in effect be the reserve for the force and will support the force's NICHE, ESMCP<sup>19</sup> and 'Ring of steel' capital programmes. The Corporation funded the consultant-led demand and value for money review which, at the time of our inspection, was due to report in June 2017. The scope of this review is wide-ranging. It will endeavour to identify ways of saving costs, analyse what constitutes value for money, and establish how greater efficiency can be provided through operating model efficiencies and structural changes to the force. When the review is completed, the force intends to plan in detail how it will achieve the savings.

## Summary of findings



**Good**

The force's understanding of what technology can offer policing and criminals, and its plans to meet those challenges, are outstanding. The force has very positive practices to understand what its public wants from the police, and has used this effectively to plan for the future. The technology which the force has developed with an IT contractor to make the processing of fraud reports more efficient is a very positive step. Once implemented, it should make the national policing response to fraud and internet-based crime much more effective.

The force works well with local agencies but it could do more to explore further opportunities with other agencies to manage demand in the future. It should implement its draft talent management strategy and communicate it to the workforce, but we recognise the work done by the force to bring in new skills using external recruitment. The force's demand and value for money review was still in progress at the time of our inspection, and although the force will need to review and implement changes as a result of this we recognise the significant work completed since last year. We found realistic planning, savings and investment by the force with the plans built on sound assumptions which should enable the force to achieve its vision 'to deliver an exceptional policing service'.

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<sup>19</sup> Emergency Services Mobile Communications Programme (ESMCP) is the national replacement for Airwave, the radio communications platform used by police forces and other emergency services.

### **Area for improvement**

- The force should do more to explore opportunities for further collaboration with partner organisations to improve services, drive efficiencies and better manage demand for its services in the future.

## Next steps

HMICFRS will assess progress on any recommendations and areas for improvement identified within our reports in several ways. We either revisit those forces where we have identified a serious cause of concern, go back to assess them as part of our annual PEEL inspection programme or receive updates on their progress through regular conversations with forces.

HMICFRS highlights recurring themes emerging from our PEEL inspections of police forces within our national thematic reports on police effectiveness, efficiency, legitimacy and leadership (see: [www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/)). These reports identify those problems that are reflected across England and Wales. They may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made nationally.

## Annex A – About the data

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

### Methodology

Please note the following for the methodology applied to the data.

#### Comparisons with England and Wales average figures

For some data sets, the report states whether the force's value is 'lower', 'higher' or 'broadly in line with' the England and Wales average. This is calculated by using the difference from the mean average, as a proportion, for all forces. After standardising this distribution, forces that are more than 0.675 standard deviations from the mean average are determined to be above or below the average, with all other forces being broadly in line.

In practice this means that approximately a quarter of forces are lower, a quarter are higher, and the remaining half are in line with the England and Wales average for each measure. For this reason, the distance from the average required to make a force's value above or below the average is different for each measure so may not appear to be consistent.

The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service within the average in this publication.

#### Statistical significance

When commenting on statistical differences, a significance level of 5 percent is used.

For some forces, numbers described in the text may be identical to the England and Wales average due to decimal place rounding, but the bars in the chart will appear different as they use the full unrounded value.

#### Population

For all uses of population as a denominator, unless otherwise noted, we use the Office for National Statistics (ONS) mid-2015 population estimates.

## **Force in numbers**

### **Forecast change in gross revenue expenditure**

These data show estimated gross revenue expenditure (GRE) for the force in 2017/18 and 2020/21. This was gathered from forces by HMIC staff prior to fieldwork (April 2017). Some of the data provided will have been subject to revisions after this time but figures should represent the picture as at the time of inspection. Future forecasts of expenditure are estimates for which forces use different methodologies. As these are estimates care should be taken in interpreting changes.

### **Workforce figures (FTE) for 2016/17 and 2020/21**

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from [www.gov.uk/government/collections/police-workforce-england-and-wales](http://www.gov.uk/government/collections/police-workforce-england-and-wales)), or the Home Office police workforce open data tables (available from [www.gov.uk/government/statistics/police-workforce-open-data-tables](http://www.gov.uk/government/statistics/police-workforce-open-data-tables)). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.<sup>20</sup> The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces. Projections for 2020/21 are budget-based and therefore likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances, therefore, an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a high vacancy rate which masks this change.

### **Calls for assistance**

These data are obtained from the Home Office annual data return 441.

### **Recorded crime**

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables](http://www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables)).

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<sup>20</sup> See sections 38 and 39 of the Police Reform Act 2002. Available at: [www.legislation.gov.uk/ukpga/2002/30/section/38](http://www.legislation.gov.uk/ukpga/2002/30/section/38)

## Figures throughout the report

### **Figure 1: Police-recorded crimes per 1,000 population compared with England and Wales from 2010/11 to 2016/17**

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)). Total police-recorded crime includes all crime (excluding fraud offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

### **Figure 2: Planned full-time equivalent (FTE) workforce as on 31 March from 2010 to 2021**

Data from 2010 to 2017 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE figure. The percentages used in figure 2 are derived from the total FTEs within forces and therefore may differ slightly from the exact figures quoted within the report. Data from 2018 onwards are budget-based projections, therefore depending on a force's planning strategy may not include a projection for absences.

Due to the complex and continually evolving picture of workforce collaboration between forces, not all changes in workforce figures reflect the workforce that is available to forces. Involvement in strategic alliances and/or regional organised crime units would be an example of where changes over time are likely to be skewed. Therefore, sharp increases or decreases need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces and not real changes in staffing levels.

At the time of the inspection, the future financial climate was uncertain. Several forces did not have confirmed plans for workforce projections. It is important to note that figures are in many instances unconfirmed estimates provided to assist HMICFRS in our inspection programme and should not be seen as a concrete plan for the future workforce available for policing.

### **Figure 3: Estimated percentage of net revenue expenditure allocated across policing functions from 2011/12 to 2016/17**

These data were obtained from data collected by the Chartered Institute of Public Finance and Accountancy (CIPFA) for use in the HMICFRS Value for Money profiles (available from [www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016](http://www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016)). The data define policing functions using the Police Objective Analysis categories.



We have made some adjustments to the original POA data in order to provide valid historical comparisons. For instance, in 2011/12 the POA category "Local policing" included the sub-category "local investigation and prisoner processing", however, from 2012/13 onwards this moved to the "Investigations" category. We have therefore removed "local investigation and prisoner processing" from the 2011/12 figure to provide a historical comparison and not create misleading percentage changes.

For the same reason above, for the 2011/12 "Investigations" figure we have included "local investigations and prisoner processing" for historical comparison.

Furthermore, in 2016/17 "Public Protection" became its own level two category, whereas in previous years it had been included as a sub-category under "Investigations". Therefore for historical comparisons, we have included public protection in "Investigations" for 2016/17.