PEEL: Police effectiveness 2015

An inspection of the Metropolitan Police Service

Contents

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

Overall judgment[1]

● ● ○ ○   **Requires improvement**

HMIC judges that overall the Metropolitan Police Service requires improvement in the way it keeps people safe and reduces crime. It responds effectively to prevent crime and anti-social behaviour and works well with partners to keep most people safe, although it could improve the consistency of how it keeps safe vulnerable people,[2] particularly children. The quality of some crime investigations and the implementation of integrated offender management requires improvement. The force is good at understanding and tackling serious and organised crime, including gangs. This is the first year HMIC has graded forces on their overall effectiveness so comparison of their year-on-year effectiveness is not possible.

Summary

The Metropolitan Police Service is committed to preventing crime and anti-social behaviour. Officers and staff throughout the force generally understand well this commitment, working well with partners to solve problems early to prevent escalation.

Delays in allocating crimes to officers for investigation, together with a shortage of trained detectives and some basic equipment for frontline officers, is undermining the force's overall investigation performance. The force is managing the highest risk offenders effectively and preventing them re-offending. But the force's management of volume crime[3] offenders across London boroughs is inconsistent.

The force is good at tackling serious and organised crime. It has a well developed understanding of the threat and risks posed by it; and has in place plans and mechanisms to target the most harmful and dangerous crimes and offenders.

The force generally provides a good service in identifying vulnerable people and responds well to them, so the public can be confident that many victims are well supported. However, we found several areas where improvement is needed to

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[1] Outstanding, Good, Requires improvement or Inadequate – see Annex A for definitions.

[2] A vulnerable person is someone who is in need of special care, support, or protection because of age, disability, or risk of abuse or neglect.

[3] Volume crime often includes priority crimes such as street robbery, burglary and vehicle-related criminality, but can also apply to criminal damage or assaults.

ensure the service is consistent, and the force keeps vulnerable people safe, particularly children. The Metropolitan Police Service requires improvement at keeping people safe and reducing crime.

How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?

Good

The Metropolitan Police Service is good at preventing crime and anti-social behaviour and keeping people safe.

Force priorities reflect the commitment to crime prevention, partnership working and keeping people safe in London. This commitment is generally well understood throughout the force, particularly by officers in leadership roles. However for some front line officers who fulfil emergency response roles, crime prevention and tackling anti-social behaviour are not a priority.

The force has the right systems and processes in place at force and neighbourhood levels, alongside a range of powers and tactics, to work together with partner organisations to tackle anti-social behaviour and keep people safe.

While there is an issue that emergency response officers are not considering the importance of crime prevention routinely during their duties, the public can feel confident that the force overall is working effectively to prevent crime and anti-social behaviour, and keep people safe.

How effective is the force at investigating crime and managing offenders?

Requires improvement

The Metropolitan Police Service's investigation and management of offenders requires improvement.

Delays in allocating crimes to officers for investigation, together with a shortage of trained detectives and basic equipment for front line officers, is undermining the force's overall investigation performance. The force has restructured successfully its forensic services and works hard to meet the increased demand for digital forensic services; but we found that capacity is still limited and delays in producing evidence are occurring.

The force manages the highest risk offenders well and is effective at preventing them re-offending. However, its management of volume crime offenders across London boroughs is inconsistent because it has introduced new ways of working without clear central direction and control. We found little resilience for officers managing offenders in boroughs with a risk that avoidable re-offending will occur due to staff shortages.

How effective is the force at protecting from harm those who are vulnerable, and supporting victims?

Requires improvement

HMIC found that the Metropolitan Police Service (MPS) generally provides a good service in identifying vulnerable people and it responds well to them. But there are specific areas that the force must improve to provide a satisfactory service to protect some of the most vulnerable people. The force uses a broad definition of vulnerability which means that a large number of victims are in the vulnerable category. This creates high demand and difficulties in prioritising the most vulnerable people. The force needs to ensure that it is satisfied that this is a definition that allows it to make decisions about how to prioritise according to levels of risk.

The force investigates crime committed against most vulnerable victims very well. However, HMIC found that whilst victim personal statements were being offered during the investigation they are not consistently offered at the time the incident is reported. As this in breach of the code the force should improve the compliance of investigating officers and police staff with the Code of Practice for Victims of Crime in relation to victim personal statements.

MPS has a clear, structured and well-supervised process for responding to

How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

Good

The Metropolitan Police Service is good at tackling serious organised crime (SOC) and is well prepared to meet its national policing responsibilities. This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

The force has a well developed understanding of the threat and risk posed by SOC. Specialist officers investigating gangs and organised crime groups (OCGs) provide the necessary insight on the threat and risk posed by SOC and the force has produced a pan-London profile to help target resource effectively in borough operational command units (BOCUs). The force's understanding could be further enhanced by increasing the flow of intelligence from frontline uniformed officers. This can be remedied by the issuing of a clear intelligence requirement and giving more tasks to BOCUs to disrupt OCGs.

We found effective mechanisms in place to prioritise investigations against the gangs and OCGs that cause the most harm to Londoners. Working with

reports that children are missing or absent. However, training for both specialists and response staff could improve and there are intelligence gaps around repeat instances of missing and absent children. We found that the force does not have a full understanding of the nature and scale of the missing and absent challenge it faces, specifically in relation to persistent missing children. An up-to-date assessment of available data, including that of partner organisations would help the force to more fully understand this issue. Specialist staff need to receive appropriate training in relation to safeguarding and understanding how to prevent repeat instances of missing and absent children which could lead to harm. The force has made a good start in ensuring it is prepared to tackle child sexual exploitation. An information-sharing agreement across London with partner organisations has provided some positive results. Officers attending domestic abuse incidents have a good knowledge of how to assess risk and keep victims safe. All domestic abuse incidents are supervised by specialist trained officers. Given the scale of the challenge in this area and the risk that is posed to some of the most vulnerable people, overall HMIC judges the force requires improvement.

partners is rooted in the force's approach to tackling SOC. The force measures its impact on SOC through monitoring the numbers of disruptions, arrests and seizures it makes.

The force should take more opportunities to communicate with the public about SOC than it currently does, to improve its awareness of the impact of SOC on London communities and the importance of tackling it.

Force in numbers

Calls for assistance

Calls for assistance per 1,000 population 12 months to 31 March 2015

Metropolitan Police Service	England and Wales
308	350

Crime

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2015

Metropolitan Police Service	England and Wales
84.0	63.0

Crimes recorded (excluding fraud) per 1,000 population 12 months to 30 June 2014

Metropolitan Police Service	England and Wales
81.6	60.3

Changes in recorded crime (excluding fraud) 12 months to 30 June 2014 against 12 months to 30 June 2015

Metropolitan Police Service	England and Wales
+2.9%	+4.5%

Changes in recorded crime (excluding fraud) 12 months to 30 June 2010 against 12 months to 30 June 2015

Metropolitan Police Service	England and Wales
-11.0%	-12.6%

Charge rate

Charge rate as a percentage of all crimes recorded (excluding fraud) 12 months to 30 June 2015

Metropolitan Police Service	England and Wales
13.3%	16.0%

Anti-social behaviour

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2015

Metropolitan Police Service	England and Wales
30.0	32.9

Anti-social behaviour incidents per 1,000 population 12 months to 30 June 2014

Metropolitan Police Service	England and Wales
37.8	36.2

Domestic abuse

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2015

Metropolitan Police Service	England and Wales
9.4%	10.0%

Domestic abuse as a percentage of all recorded crime (excluding fraud) 12 months to 31 March 2014

Metropolitan Police Service	England and Wales
7.9%	8.5%

Organised crime groups

Organised crime groups per million population as at 30 June 2015

Metropolitan Police Service	England and Wales
217.5	74.7

Victim satisfaction rate

Victim satisfaction rate 12 months to 31 March 2015

Metropolitan Police Service	England and Wales
79.9%	83.8%

Introduction

The public expects their local police force to:

- Prevent crime and anti-social behaviour and, when crime occurs, to investigate it properly and provide support to victims.

- Use appropriately trained officers and staff and approved practice when investigating crime, gathering evidence and building cases to ensure offenders are brought to justice.

- Support victims of crime by responding to calls for service, identifying and putting in place the right help at the first point of contact, keeping them informed and consulting them about the possible outcomes of their case.

- Ensure that vulnerable people who might not have been a victim of crime are identified and given appropriate support, for example people at risk of domestic abuse, children at risk of sexual exploitation and missing or absent children.

- Understand and be prepared to respond to threats beyond their own force boundaries, including national threats such as terrorism, serious and organised crime and cyber-crime.

- Work effectively with local partner organisations and other bodies to prevent all types of crime and re-offending and to protect the public.

HMIC's annual inspections into police effectiveness, efficiency and legitimacy (PEEL) consider whether forces keep people safe and reduce crime (how effective a force is), whether these activities are being carried out at the most appropriate cost (how efficient a force is), and how forces are ensuring they have the confidence of their communities (the public legitimacy of a force).

All forces are subject to significant cost reductions; this is reflected in our efficiency reports published in October 2015. The judgments we are making in this effectiveness report are made understanding the financial challenges forces are facing. Reports on the efficiency and legitimacy of Metropolitan Police Service are available from the HMIC website (www.justiceinspectorates.gov.uk/hmic/).

HMIC's effectiveness inspections make an assessment of how well forces are preventing and investigating crime and anti-social behaviour; tackling serious and organised crime; and protecting victims and those who are vulnerable. These are the most important responsibilities for a police force, and are the principal measures by which the public will judge the performance of their force and policing as a whole.

Our effectiveness inspection focused on the overall question: "How effective is the force at keeping people safe and reducing crime?"

To answer this question we looked at four in-depth questions, three of which are discussed in more detail within this report:[4]

1. How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?

2. How effective is the force at investigating crime and managing offenders?

3. How effective is the force at protecting from harm those who are vulnerable, and supporting victims?

4. How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

During our inspection, we collected data from forces, reviewed case files and surveyed the public to seek their views on the effectiveness of the force. We also surveyed and interviewed representatives from partner organisations to gather evidence about the effectiveness of their working relationships with the force. We interviewed chief constables and chief officers and held focus groups of officers and staff at all grades and ranks. We also made numerous unannounced visits to police stations to talk to frontline officers and staff about their work. This report sets out the findings from this wide-ranging inspection of Metropolitan Police Service.

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[4] HMIC inspected forces on questions 1, 2 and 4 between September and November 2015. Question 3 was inspected between June and August 2015, and a separate report was published in December 2015 (available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-metropolitan/). In 2014, in preparation for the PEEL programme, forces were inspected to assess how effective they are at cutting crime (available from: www.justiceinspectorates.gov.uk/hmic/publications/crime-inspection-force-reports/).

How effective is the force at preventing crime and anti-social behaviour, and keeping people safe?

The police's ability to prevent crime and anti-social behaviour and to keep people safe is a principal measure of its effectiveness. Crime prevention can be cheaper and more effective than investigating crime, and it makes society a safer place. The police cannot prevent crime on their own; other statutory and non-statutory bodies have a vital role to play. Police effectiveness in this matter is therefore dependent on their ability to work closely with other partner organisations to understand local problems and have access to a wide range of evidence-based interventions to resolve them.

How much crime and anti-social behaviour is there in the Metropolitan Police area?

Although police recorded crime is by no means a complete measure of the totality of demand for calls on its service that a force faces, it does provide a comparable indication of performance across all forces. Crime rates are reported as a number of crimes per 1,000 population in each force area to enable comparison between areas. Total recorded crime is made up of victim-based crime (e.g. theft) and non victim-based crime (e.g. possession of drugs). More than two-thirds of forces showed an annual increase in total police recorded crime (excluding fraud) in the 12 months to 30 June 2015. This increase in police recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC's national inspection of crime data in 2014.

In 2010 the Home Secretary set a clear priority for the police service to cut crime. When compared with the 12 months to 30 June 2010, police recorded crime (excluding fraud) for the 12 months to 30 June 2015 fell by 11 percent in the MPS compared with a reduction of 13 percent across all forces in England and Wales.

Over this same period, victim-based crime (i.e. crimes where there is a direct victim such as an individual, a group, or an organisation) decreased by 9 percent in the MPS, compared with a reduction of 12 percent across England and Wales.

When compared with the previous year, police recorded crime (excluding fraud) in the MPS increased by 3 percent for the 12 months to 30 June 2015. This is compared with an increase of 4 percent across England and Wales over the same period.

Figure 1: Police recorded crime rates (per 1,000 population) for the five year period to 30 June 2015
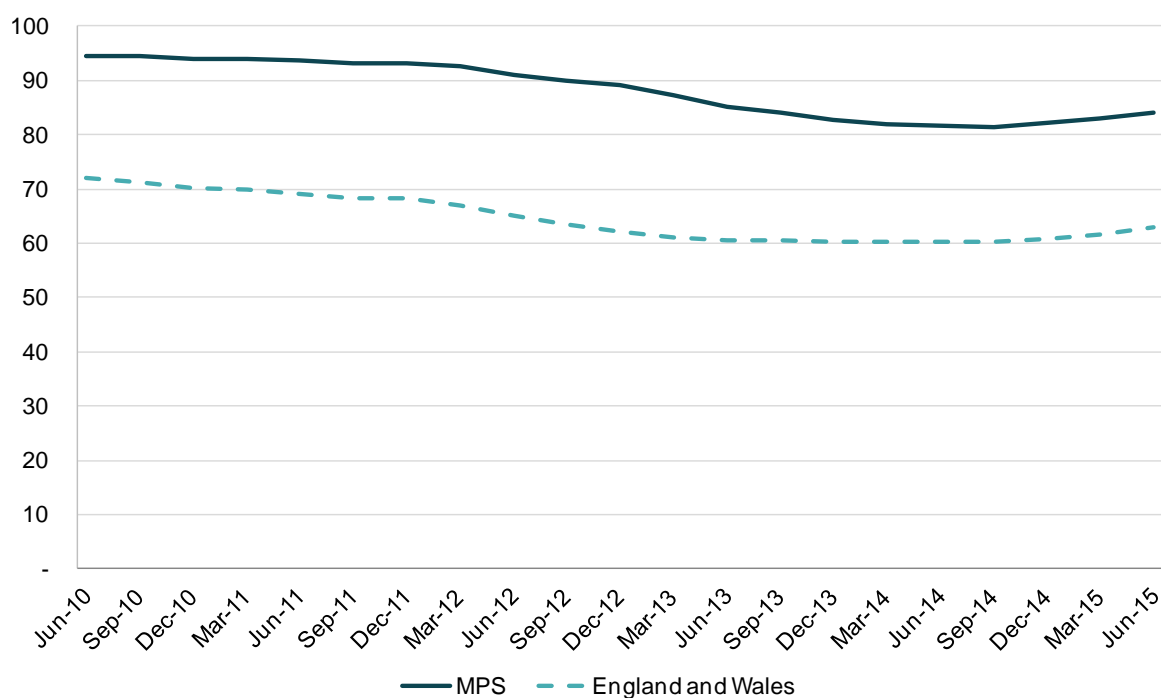
Source: Home Office data

The volume of police recorded crimes and incidents of anti-social behaviour per head of population indicates how safe it is for the public in that police area. Figure 2 shows crime and anti-social behaviour rates in the MPS (per 1,000 population) compared with England and Wales.

Figure 2: Police recorded crime rates (per 1,000 population) for the 12 months to 30 June 2015

| Rates per 1,000 population	MPS	England and Wales
Recorded crime (excluding fraud)	84.0	63.0
Victim-based crime	73.1	56.0
Sexual offences	1.8	1.6
Assault with injury	7.7	6.3
Burglary in a dwelling*	14.3	8.4
Anti-social behaviour incidents*	30.0	32.9

Source: Home Office data, HMIC data return
*Anti-social behaviour data is from the force's data return and the rate for burglary in a dwelling is the rate per 1,000 households, not population.

HMIC has chosen these types of crime to indicate offending levels in the force area. We are not judging the effectiveness of the force on police recorded crime rates only.

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In the 12 months to 30 June 2015, Metropolitan Police recorded 256,322 incidents of anti-social behaviour. This is 21 percent fewer incidents than the force recorded during the previous 12 months. When considering all forces across England and Wales, there were 9 percent fewer incidents in the 12 months to 30 June 2015, than recorded during the previous 12 months.

Figure 3: Percentage change in the volume of anti-social behaviour incidents, by force, comparing the 12 months to 30 June 2015 with the 12 months to 30 June 2014
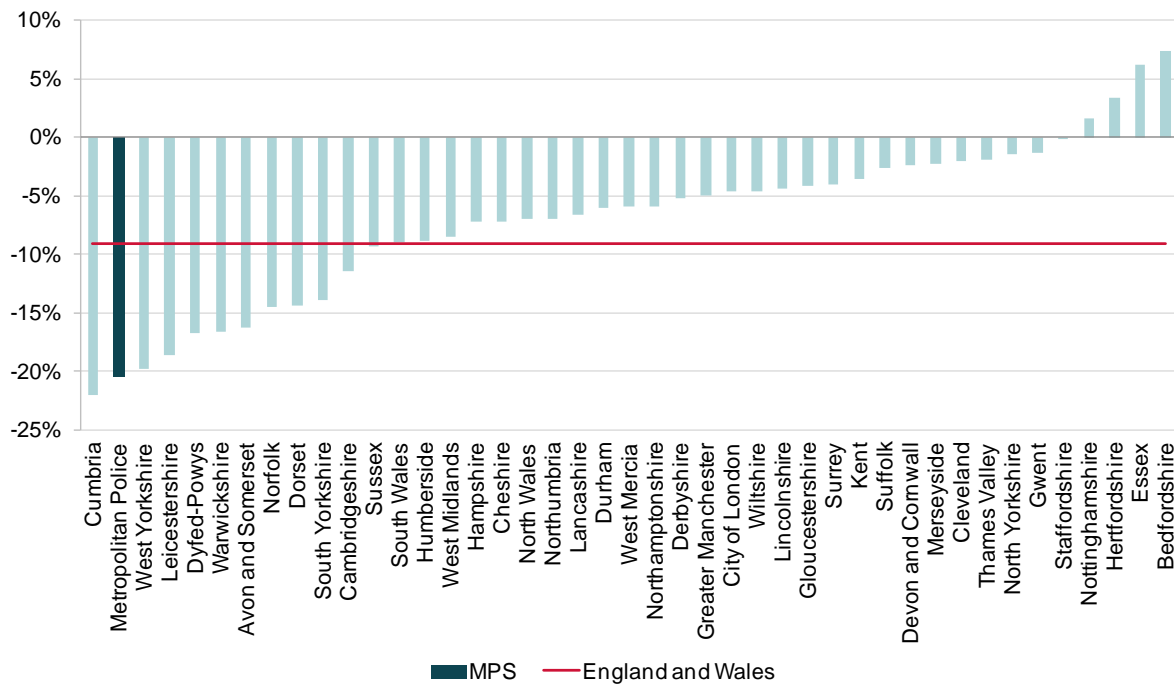
Source: HMIC data collection

How well does the force work to prevent crime and anti-social behaviour, and keep people safe?

How well is the force prioritising the prevention of crime and anti-social behaviour?

The force prioritises effectively crime prevention and tackling anti-social behaviour. The force's published Crime Prevention Strategy 2013-2016 and its Total Policing approach set out the force's high-level commitment to the prevention of crime and anti-social behaviour. An assistant commissioner leads the crime reduction portfolio part of the crime prevention strategy, also overseeing the crime prevention board which has responsibility for the implementation and development of all aspects of crime prevention across the force.

Delivery of the force's crime prevention activity is the responsibility of the crime prevention delivery group consisting of named officers with responsibility for the following areas:

- anti-social behaviour;
- burglary;

- business crime;

- designing out crime (working with manufacturers to make items more resistant to crime);

- fraud and cyber-crime;

- gang and serious youth violence;

- Trident;[5]

- youth crime;

- licensing;

- mobile phone crime;

- sexual violence;

- integrated offender management (IOM);[6]

- business liaison; and

- training.

For anti-social behaviour, a commander rank officer chairs the anti-social behaviour performance group which is responsible for monitoring all aspects of the force's performance in borough operational command units (BOCUs) across London. Particular focus is placed on identifying and protecting high risk repeat victims of anti-social behaviour.

We tested how well this priority was understood throughout the force and found that, at the front line, priorities are based on the officer's role. Officers in emergency response roles described how they have little time to provide crime prevention advice even though they understood the concepts and benefits of doing so. Response officers are very rarely called to deal with incidents of anti-social behaviour and therefore do not consider this a priority. In neighbourhood based policing roles the officers and staff do understand the importance and priority of dealing with incidents of anti-social behaviour, and of providing crime prevention advice. Many of them told us of recent or current activity they are involved with in their neighbourhood area.

How well are resources allocated to prevent crime and anti-social behaviour?

The force allocates effectively officers and staff in neighbourhoods to prevent crime and anti-social behaviour and keep people safe by ensuring that every local area has a visible and accessible safer neighbourhood team (SNT).

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[5] The Trident gang crime command has responsibility for tackling gang violence and the prevention and investigation of all non-fatal shootings in London.

[6] IOM brings a multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

London boroughs are divided into smaller geographic areas called wards. The force allocates dedicated officers, usually police community support officers (PCSOs) or constables, to every ward. These officers will not be used for any other duties. Ward officers maintain detailed local profiles of their wards which are stored centrally within the BOCU so they are easily accessible to others. The profiles describe the ward-specific policing concerns, such as crime and anti-social behaviour hotspots and are required to be updated at least once a year. Ward officers are frequently involved in problem-solving local anti-social behaviour incidents. Ward officers are part of the SNT officers allocated to London boroughs. We found that SNT officers, although required regularly to cover other duties, are used primarily in investigating anti-social behaviour incidents and minor crimes and patrolling anti-social behaviour and crime hotspots.

The force uses its Airspace IT system to record all non-crime incidents of anti-social behaviour to ensure that it identifies repeat victims and potentially vulnerable victims of anti-social behaviour, enabling the SNT to respond appropriately.

How well is the force using a broad range of effective tactics to prevent crime and anti-social behaviour?

The force uses a broad range of tactics to good effect to prevent crime and anti-social behaviour in London. We found many good examples of how the force is tackling anti-social behaviour in neighbourhoods across London. The force uses the SARA approach to problem-solving. The SARA acronym stands for scanning, analysis, response, and assess, a process aimed at identifying legal and ethical solutions to policing problems such as anti-social behaviour. The force has three cases of local problem-solving nominated for the international Herman Goldstein Award[7] for excellence in problem-oriented policing this year.

The force has an internal crime prevention website to provide examples of evidence based tactics, literature and advice to aid frontline officers prevent crime. This is helping to ensure BOCUs are using current tactics and providing the latest crime prevention advice across all of London consistently.

The force is distributing traceable liquid property marking kits to homes in high burglary areas to reduce crime and make people feel safer. The project will distribute kits to 440,000 homes across London over a three-year period. By 31 July 2015 the force had issued 16,554 kits. The kits are delivered personally to homes by neighbourhood-based police officers and police staff. In addition to guidance on how to use the traceable liquid marking kits effectively, the officers also provide broader crime prevention advice and distribute the latest crime prevention literature. Currently officers are distributing the force's Little Book of Scams at these visits to

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[7] First introduced in 1993, the Herman Goldstein Award recognises outstanding police officers and police agencies – both in the United States and around the world – that engage in innovative and effective problem solving efforts and achieve measurable success in reducing specific crime, disorder, and public safety problems.

advise the public of common frauds and scams and how to avoid becoming a victim of them.

The force has been using predictive analytical techniques to identify where and when crime is most likely to occur. We found that predictive analysis was being used less to direct police resources than during HMIC's crime inspection in 2014. Recent evaluation of this tool by the force suggests that it was less effective than originally indicated and this has led to a re-appraisal of how the MPS can make best use of it in London.

How well does the force work with partners to prevent crime and anti-social behaviour and keep people safe?

How committed is the force to working with partner organisations?

The force is very committed to working with partners to prevent crime and anti-social behaviour and keep people safe in London. Officers and staff are engaged with partners throughout the entire force, from high-level engagement by chief officers through to daily engagement by individual ward officers in neighbourhoods. In BOCUs partnership work is led by the BOCU senior leadership team. During the inspection we found that the balance of evidence indicated that where partnership working was beneficial it was being used by the force to improve effectiveness. Partners we spoke to were generally very positive regarding local arrangements. We found good evidence of how partners are engaged with tackling anti-social behaviour and how Her Majesty's Prison Service is helping to put in place plans to manage released offenders.

The force understands that working with partner organisations, with their additional skills, powers and resources, improves the force's effectiveness at keeping people safe.

How well does the force share and use information with partners to prevent crime and anti-social behaviour?

The force is sharing and using information with partners effectively. It has currently 65 active information-sharing agreements in place with its partners. These form the legal basis for sharing information with partners and cover the very broad range of partners that the force is working with.

A good example of information sharing and how it is used is the neighbourhood policing ward profiles. These profiles use partner information to provide as detailed a picture of local policing issues as possible. We also found that the force is sharing information with businesses to help prevent crime and keep people safe. This includes the use of a secure online system to capture and share CCTV images of criminal suspects and a secure partnership information-sharing database which members of the Safer London Business Partnership use.

The force is using bulk data from partners to help understand threats. It is using data from the Ambulance Service to improve its understanding of the impact of gang violence and to identify possible unreported incidents.

How well is the force working with partner organisations to keep people safe and tackle anti-social behaviour in local neighbourhoods?

We found effective mechanisms in place to tackle anti-social behaviour and keep people safe in the force. All 32 BOCUs attend anti-social behaviour partnership meetings to coordinate the response to problems identified within the boroughs. The force is standardising these so that they all become anti-social behaviour multi-agency risk assessment conferences (anti-social behaviour MARACs)[8] to improve the consistency of partnership working across London.

The force supports the government's troubled families programme and works with partners in youth offending teams across London. When we spoke to participants in community safety partnerships they reported effective working with the MPS, providing examples of how, together, they were keeping people safe.

Summary of findings

Good

The Metropolitan Police Service is good at preventing crime and anti-social behaviour and keeping people safe.

Force priorities reflect the commitment to crime prevention, partnership working and keeping people safe in London. This commitment is generally well understood throughout the force, particularly by officers in leadership roles. However for some front line officers who fulfil emergency response roles, crime prevention and tackling anti-social behaviour are not a priority.

The force has the right systems and processes in place at force and neighbourhood levels, alongside a range of powers and tactics, to work together with partner organisations to tackle anti-social behaviour and keep people safe.

While there is an issue that emergency response officers are not considering the importance of crime prevention routinely during their duties, the public can feel confident that the force overall is working effectively to prevent crime and anti-social behaviour, and keep people safe.

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[8] MARACs (multi-agency risk assessment conference) are local meetings where information about high-risk victims (those at risk of murder or serious harm) is shared between local agencies.

How effective is the force at investigating crime and managing offenders?

When a crime occurs, the public must have confidence that the police will investigate it effectively, take their concerns as victims seriously, and bring offenders to justice. To be effective, investigations should be well planned and supervised, based on approved practice, and carried out by appropriately trained staff. The risk posed by those who are identified as being the most prolific or dangerous offenders must also be properly managed (in partnership with other organisations), to minimise the chances of continued harm to individuals and communities.

HMIC referred to national standards and best practice in examining how well the force allocates and investigates both complex and non-complex (e.g. burglary, robbery and assault) crime. This included the full range of ways police officers and staff can gather evidence to support investigations (these include the more traditional forensics, such as taking fingerprints, as well as digital sweeps to find evidence of online abuse, for instance).

We also looked at how well the force works with partners to identify vulnerable offenders and prevent them from re-offending, and how well it identifies and manages repeat, and dangerous and sexual offenders.

How well does the force bring offenders to justice?

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'sanction detections', the new outcomes framework gives a fuller picture of the work the police do to investigate and resolve crime. The new broader framework (now containing twenty different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour, the impact on the community and deter future offending.

Given the work involved in amending police force crime-recording systems to accommodate fully the new outcomes framework, two forces have not yet been able to provide a full year of data for all new outcomes types. The MPS, however, has been providing the Home Office with full data since December 2014. The complete range of new outcome types will be used in future HMIC inspections, once all forces have provided a full year of data. Figure 4 shows only those outcome types for which full data is available for all forces in England and Wales.

Figure 4: Outcomes recorded in the 12 months to 30 June 2015 for all police recorded crime (excluding fraud)[9] [10] [11]

Outcome type/group	MPS Number of outcomes	Rate	England and Wales Number of outcomes	Rate
Charged/Summonsed	**95,237**	**13.3**	**577,678**	**16.0**
Taken into consideration	**575**	**0.1**	**21,318**	**0.6**
Out-of-court (formal)	**35,862**	**5.0**	**165,384**	**4.6**
Caution - youths	1,043	0.1	19,703	0.5
Caution - adults	27,093	3.8	115,000	3.2
Penalty Notices for Disorder	7,726	1.1	30,681	0.8
Out-of-court (informal)	**22,682**	**3.2**	**159,915**	**4.4**
Cannabis/Khat warning	14,077	2.0	41,964	1.2
Community resolution	8,605	1.2	117,951	3.3

Source: Home Office crime outcomes data

Outcomes are likely to differ from force to force for a number of reasons. Certain offences are more likely to be concluded without offenders being prosecuted; typically including types of crime such as cannabis misuse. If this type of crime is particularly prevalent in a force then it is likely that the level of 'cannabis/khat[12] warning' outcomes would be greater.

The frequency of outcomes may also reflect the force's policing priorities. For example, some forces work hard with partners to ensure that first time and low-level offenders are channelled away from the criminal justice system. In these areas, locally-based community resolutions are likely to be more prevalent than elsewhere. The MPS has one of the highest rates for 'cannabis/khat warning', of all forces in England and Wales. The MPS also has one of the lowest rates for 'charged /summonsed', 'taken into consideration', 'caution – youths' and 'community resolution', of all forces in England and Wales.

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[9] Rate based on number of outcomes recorded in 12 months to 30 June 2015 divided by number of offences recorded in 12 months to 30 June 2015.

[10] For a full commentary and explanation of outcome types please see *Crime Outcomes in England and Wales 2014/15*, Home Office, London, July 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/445753/hosb0115.pdf

[11] Community resolutions are an out-of-court disposal the police can use to deal with anti-social behaviour and low-level crime. 'Taken into consideration' is when an offender admits the commission of other offences in the course of sentencing proceedings and requests those other offences to be taken into consideration.

[12] A plant native to Africa and the Arabian Peninsula, the leaves of which are frequently chewed as a stimulant; the possession and supply of khat became a criminal offence in England and Wales in 2014.

How well does the force investigate crime and keep victims safe and informed?

How well does the force initially investigate and allocate cases?

It is important that when the police are called to an incident they respond in a timely manner, with officers or staff who are trained and competent to keep people safe, and who can take steps to apprehend offenders and investigate the circumstances if a crime has occurred. An effective initial response by the police increases the likelihood of a successful outcome for both the victim and the criminal justice system. Subsequent investigation by detectives and other specialist police staff also needs to be well managed and resourced.

In this inspection we found that, although the force understands how crimes should be referred to specialist resources to ensure progress with the subsequent investigation, this referral is often delayed which could affect adversely the likelihood of a successful outcome. Crime management units based locally work with a central crime management unit to agree which specialist resources (usually detectives) will lead the investigation. This process can lead to delays of up to three days before allocation to a detective to continue investigations, causing missed opportunities to collect evidence and delays in contacting victims.

In the HMIC's crime inspection in 2014, we found that the MPS needed to improve the quality of initial investigations. Since then the force has developed an initiative called Mi Investigation to improve the quality of its initial investigations and clarify the responsibility for them. The force intends to achieve this by developing the skills of the officers who initially attend to enable them to investigate more crimes themselves rather than referring them to specialist resources. When the force trialled elements of Mi Investigation for domestic burglaries the force reported a 14 percent increase in the 'very satisfied' response by victims to a force survey, a reduction in open cases and an increase in successful outcomes. The force will run a full pilot of 'Mi Investigation' in early 2016.

In addition, the force is in the process of rolling out the Leading Investigation Programme, the aim of which is to improve the skills of those who supervise initial responders to enable them to better supervise, direct, manage, and lead initial investigations. The programme started in June 2015 and all supervisors are due to have completed the training by February 2016.

Our review of 60 investigation case files[13] found that in virtually all of the cases examined the force identified and followed-up all investigative opportunities in a timely fashion.

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[13] HMIC reviewed a sample of rape, burglary, offences of serious violence and actual bodily harm cases. In most forces the review consisted of 10 cases from each crime category but in some larger forces the sample was increased to 15. The file review was designed to provide a broad overview of the identification of vulnerability and the effectiveness of the investigation.

How well does the force investigate different types of crime?

Uniformed officers investigate most low-level crimes. The force has many new recruits working in frontline roles in neighbourhoods across London. We found evidence that in some cases evidential opportunities are being missed which could affect the outcome achieved. We also found that the force does not work closely enough with the victims of some burglary cases.

For more serious crimes, which are assigned to specialist teams for investigation, we found a shortage of trained detectives. The force currently has 15 percent fewer trained detectives than it considers necessary. This, together with an increase in some types of recorded crime, means that workloads are very high in some teams, which creates pressure on the ability by detectives to maintain the required standard for investigations. To assist, some investigation teams are supplemented by police constables, police staff and temporary detective constables who are undergoing the necessary training to be appointed as detectives. This helps but requires extra supervision by trained detectives to ensure standards are being met.

The force plans to recruit and train more detectives to fill all detective vacancies. But we found that officers in other policing roles generally did not consider the role of detective an attractive one at this time.

Despite these pressures, our review of case files for more complex crimes found that they had clear investigation plans and that in most cases the investigations were properly supervised.

Some complex crime, such as gang activity or sexual offences, requires specialist knowledge to investigate. We found that this specialist knowledge is available to support investigation teams in all of the London boroughs if required.

The ability to collect forensic evidence to identify the perpetrators of crime is an essential element of any investigation. The force has made more efficient its provision of forensic services as part of the force's change programme. We found that the force is prioritising its provision of forensic services to ensure it uses resources in the most beneficial way. The force understands which crimes are most likely to yield forensic evidence that will identify the offender, prioritising these together with all major or serious crime such as murder, serious sexual assaults and rape. Investigators in both borough and specialist teams reported satisfaction with the forensic service provided for their case. This demonstrates that the force has implemented these changes successfully without having a serious impact on the forensic service provided within the force.

However, we also found that the lack of some basic equipment was hindering the ability of frontline officers to gather evidence when they first respond to a crime. Digital cameras are often not available, preventing officers from capturing evidence such as injuries or the crime scene itself at the earliest opportunity.

How well does the force gather digital evidence?

Increasingly, crime in England and Wales is committed online and through the use of digital devices such as tablets, computers or mobile phones. All forces have to retrieve data from these devices and examine them for evidence; staff, in what may be known as high tech crime units (HTCU), carry out these examinations.

The MPS has a comprehensive service in place.

Timely access to information held on digital devices can increase the lines of enquiry for an investigator and enable more timely decisions to be made about whether to charge a suspect. The MPS has started to install self service kiosks at custody cell locations across London. By using these, officers can access the information held on commonly-encountered digital devices such as smart phones and tablets themselves rather than having to refer to specially-trained officers. When fully installed there will be 93 kiosks across the force. This saves time and the investigating officer can quickly scan the information held on the digital device for relevance, which a third party specialist would not necessarily be able to determine. This gives the force early access to relevant information from digital devices which it can then set out in an interview with the suspect to help the force elicit guilty pleas. This saves the cost of a trial or other court appearances.

More complex devices such as laptops often require specialist assistance to access the information held on them. This is provided by digital forensic hubs in eight locations across London. Investigating officers can attend with the digital device and receive assistance and guidance from a specialist during their examination. A central HTCU undertakes complex investigations or ones involving large quantities of digital information, such as in child sexual exploitation cases which can involve thousands of images.

Despite this comprehensive service, capacity is still limited and demand is growing as more information is held digitally and the public uses digital devices increasingly. Delays in accessing digital evidence is resulting in delays in the criminal justice system. The most notable long delays are where a suspect is on police bail awaiting a decision from the Crown Prosecution Service (CPS) to charge them.

How satisfied are victims of crime with the service provided by the force?

Of those who have been the victim of a crime in the MPS in the 12 months to 31 March 2015, 79.9 percent were satisfied with their whole experience with the police. This is lower than the national victim satisfaction rate of 83.8 percent over the same time period. The victim satisfaction rate for the MPS for the 12 months to 31 March 2015 is broadly in line with the previous year's rate, while it is significantly higher than the rate for the 12 months to 31 March 2011.

Figure 5: Percentage of victims satisfied with the overall service provided by the police, for the four year period to 31 March 2015
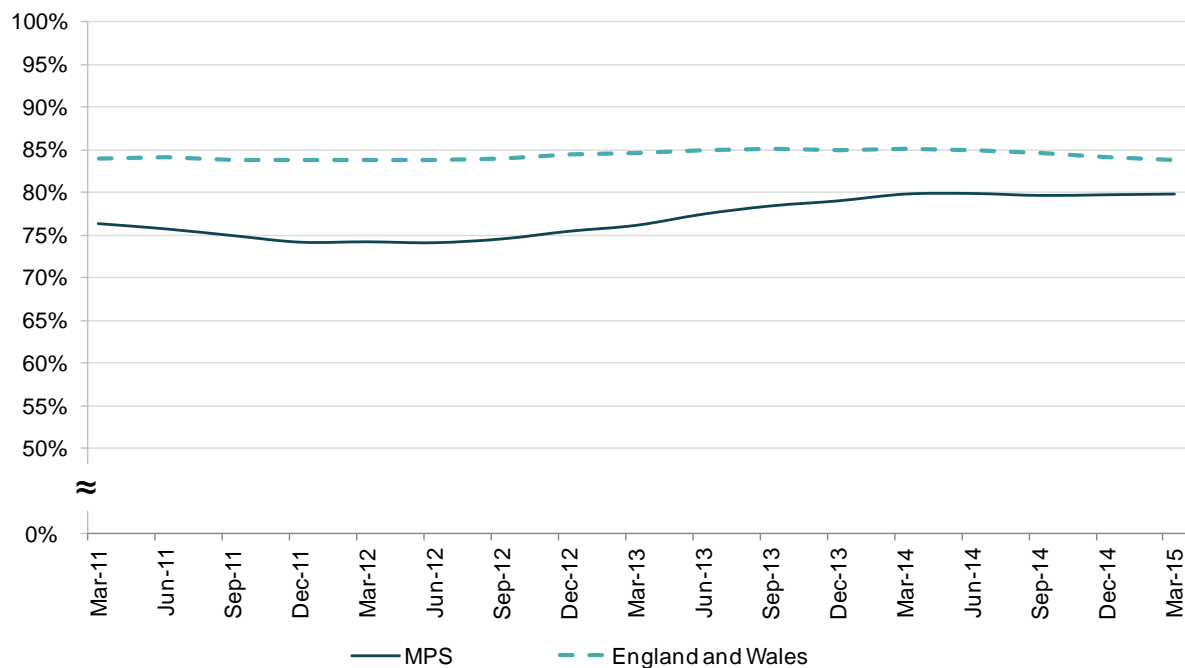
Source: Home Office data provided by forces

The force works closely with the Mayor's Office for Policing And Crime (MOPAC) to improve its overall victim satisfaction rating. From research conducted by the force, they know the areas for improvement which will have the greatest impact on improving overall victim satisfaction. The force introduced a Total Victim Care programme in 2012, which has increased the quality and quantity of updates provided to victims of crime to keep them informed. Another factor that has been identified is how members of the public perceive the force's public counters. The force has undertaken two rounds of mystery shopper surveys in all 32 London boroughs to understand the level of service provided by the public counters. This has led to significant additional training for officers and staff undertaking these duties to improve the service provided and victim satisfaction rates.

The force additionally distributes 'Rate your PC' feedback cards to members of the public and we found a similar scheme for rating the performance of public counter staff.

How well does the force identify and manage offenders to prevent re-offending?

How well does the force divert offenders away from crime?

The MPS has a range of effective mechanisms to divert offenders away from crime. It works with a full range of partners to identify and support offenders who can be diverted away from crime. The force tests offenders in custody to identify their dependency issues and refers them to alcohol and drug support agencies. The force has a dedicated unit within its specialist crime area which seeks to divert young people involved with gangs before they become fully ensconced in gang offending. The force has identified vulnerable young gang offenders who themselves are victims of the gang's criminal activity. These individuals are referred to partner and voluntary sector organisations for support to prevent re-offending.

The force is also piloting a triage system with partners to identify and prioritise female offenders in three London boroughs who are suitable for non-criminal justice outcomes and to provide them with support to prevent re-offending. We found some activity by the force to monitor the success of these diversion mechanisms both at borough level and centrally through its performance monitoring processes for offender management.

How well does the force deal with repeat offenders?

The MPS has an integrated offender management (IOM)[14] programme in place across London to manage repeat offenders. In July 2015, the force changed the criteria by which it would manage offenders locally in boroughs and at the same time changed how many officers or staff would manage the IOM programme in each borough. We found that the implementation of these changes was being left to individual boroughs without being coordinated from the centre. This has led to inconsistencies in both resourcing and in the criteria for offenders that should be managed. This inconsistency also affects how the City of London Police manages repeat offenders, as it needs to work with the MPS boroughs that surround it. The MPS needs to implement its IOM programme consistently.

We found that in some boroughs, the cohort of offenders to be managed had been centrally allocated to them, but the BOCU had decided to amend the cohort to reflect its borough harm criteria, and to manage the workload of its IOM staff. Boroughs usually have only one member of staff to manage offenders and we found that when they were absent there is no resource to continue their work. We found committed and enthusiastic staff managing offenders in the boroughs that we visited, and they are working closely with partners with whom they are often co-located.

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[14] Integrated offender management (IOM) brings a multi-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

The majority of uniformed officers in boroughs we spoke to reported being given tasks linked to volume crime[15] offenders in their neighbourhoods by the IOM staff. This is especially for those linked to crimes for which the force has been set performance targets by MOPAC. The force co-ordinates the management of offenders for domestic violence, sexual offences and serious crime outside of the borough IOM staff. As a consequence of this, we found much less evidence of uniformed officers having an awareness of who the high-risk offenders were in their neighbourhoods for these offences, and no tasks being given to them to monitor or collect intelligence about them. This is not to say that this does not occur, but we found it to be the exception rather than the norm.

How well does the force deal with sexual and other dangerous offenders?

The force has effective mechanisms in place to identify and manage sexual offenders and other dangerous offenders. We found that each borough has in place multi-agency public protection arrangements[16] delivered by Jigsaw teams.[17] The force is also running two operations (Dauntless and Alambadi) to identify potentially dangerous domestic abuse and high-risk sex offenders respectively. The force targets these operations against individuals identified as being likely to offend but who have not necessarily been convicted or charged with any offence, and therefore fall outside other offender management procedures.

The force has a dedicated team to manage dangerous foreign national offenders as part of the Nexus[18] programme which was set up in 2012. We found the team to be well resourced and effective. The team works closely with the UK immigration enforcement department of the Home Office to remove dangerous individuals who are not entitled legally to remain in the UK. This programme has successfully removed many individuals who pose a threat to Londoners.

In our inspection, consistently we found that policing activities of a specialist nature, such as serious and organised crime, do not regularly use frontline uniformed officers and staff to assist.

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[15] Volume crime often includes priority crimes such as street robbery, burglary and vehicle-related criminality, but can also apply to criminal damage or assaults.

[16] Multi-agency public protection arrangements (MAPPA) are in place to ensure the successful management of violent and sexual offenders. Agencies involved include, as responsible bodies, the police, probation trusts and prison service. Other agencies may become involved, for example the Youth Justice Board will be responsible for the care of young offenders.

[17] The 32 BOCUs in the MPS each have a Jigsaw team whose officers and staff undertake the police functions as a responsible authority for MAPPA.

[18] Operation Nexus is a joint Home Office and Police Service initiative to identify and remove or deport those who pose a risk to the public or who are not entitled to be in the UK. The most significant feature involves stationing immigration officers at police custody suites to identify immigration offenders and organise for them to be detained pending their removal from the UK.

This is also the case for offender management where we did find, however, that specialist teams were giving some tasks to neighbourhood policing by specialist teams but this did not appear to be undertaken routinely.

Summary of findings

Requires improvement

The Metropolitan Police Service's investigation and management of offenders requires improvement.

Delays in allocating crimes to officers for investigation, together with a shortage of trained detectives and basic equipment for front line officers, is undermining the force's overall investigation performance. The force has restructured successfully its forensic services and works hard to meet the increased demand for digital forensic services; but we found that capacity is still limited and delays in producing evidence are occurring.

The force manages the highest risk offenders well and is effective at preventing them re-offending. However, its management of volume crime offenders across London boroughs is inconsistent because it has introduced new ways of working without clear central direction and control. We found little resilience for officers managing offenders in boroughs with a risk that avoidable re-offending will occur due to staff shortages.

Areas for improvement

- The force should ensure that it allocates all crimes promptly to investigators with the appropriate skills, accreditation and experience to investigate them to a high standard.

- The force should ensure that officers attending the scenes of crime are appropriately trained and equipped to record all available evidence.

- The force should improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure that investigations are not delayed.

- The force should ensure that its integrated offender management programme is implemented consistently across all areas.

How effective is the force at protecting from harm those who are vulnerable, and supporting victims?

This question was inspected between June and August 2015, and the full report was published in December 2015.[19] The following is a summary of the findings.

Summary of findings

Requires improvement

The Metropolitan Police Service (MPS) generally provides a good service in identifying vulnerable people and responds well to them. The public can be confident that many victims are well supported. However, there are several areas where improvement is needed to ensure the service is consistent so that vulnerable people, particularly children, are always kept safe. Given the scale of the challenge in this area and the risk that is posed to some of the most vulnerable people, overall HMIC judges that the force requires improvement.

HMIC acknowledges that the force has committed significant effort and resource to offer a high quality service to the public in this area. The chief officer team has made vulnerability a clear priority for the force. Governance meetings known as 'diamond groups' are in place and are chaired at chief officer level to oversee specific areas of vulnerability including domestic violence, and missing and absent children. HMIC found however that at the time of the inspection the missing and absent diamond group had not met for 18 months.

In order to translate the priority of dealing with vulnerable people into practice MPS has invested more specialist resource in those parts of its organisation which supports those who are vulnerable and keeps them safe. The force now needs to build on this investment and the good work seen in some areas by HMIC in order to give further confidence that the risk of harm to vulnerable people is identified early and that its approach results in a consistently high quality service.

The force identifies vulnerability as set out by the College of Policing definition of adults at risk. This includes environmental factors or an individual's circumstances or behaviour. Officers and staff are using this definition. This means that a large number of victims are placed in the vulnerable category and creates high demand which leads to managers finding it difficult to prioritise a response for the most vulnerable. The force needs to ensure that it is satisfied that this is a definition that allows it to make decisions about how to prioritise according to levels of risk.

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[19] *PEEL: Police effectiveness 2015 (Vulnerability) – Metropolitan Police Service*, HMIC, December 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-metropolitan/

The force has introduced a vulnerability assessment framework to identify repeat and vulnerable victims. This is still being put in place and as yet training has not reached all parts of the organisation.

The force investigates crime committed against most vulnerable victims very well. The force places all cases of domestic abuse with specialist officers who are based in the community safety unit. This ensures all vulnerable victims receive specialist support and a consistent level of service.

HMIC's crime inspection in 2014 recommended that MPS should ensure that investigating officers and police staff are aware of the standards required within the Code of Practice for Victims of Crime[20] (victims' code) and have the professional skills and knowledge to fulfil their duties. However, we found that the force is still not wholly compliant with the code. The MPS is not always providing the opportunity for the victim to make a personal statement at the time of the incident. As this in breach of the code the force should improve the compliance of investigating officers and police staff with the Code of Practice for Victims of Crime in relation to victim personal statements.

The MPS has a clear, structured and well-supervised process for responding to reports that children are missing or absent. There are dedicated teams in place to deal with missing persons with effective links to the sexual exploitation team where any risk of child sexual exploitation is identified. HMIC has some concerns that there are intelligence gaps in this area which hinder the force's ability to prevent repeat instances of missing and absent children. The MPS has missing and absent co-ordinators on each borough, but we found a lack of role-specific training for specialists, as response staff are trained by way of Operation Makesafe. We found that the force does not have a full understanding of the nature and scale of the missing and absent challenge it faces, specifically in relation to persistent missing children. An up-to-date assessment of available data, including that of partner organisations would help the force to more fully understand this issue. Specialist staff need to receive appropriate training in relation to safeguarding and understanding how to prevent repeat instances of missing and absent children which could lead to harm.

The force has made a good start in ensuring it is prepared to tackle child sexual exploitation. An information-sharing agreement or protocol with different groups and organisations working together across London has provided some positive results. This includes evidence gathered and used to disrupt the activity of potential perpetrators using sexual harm prevention orders and sexual risk orders, and child abduction warning notices. The dedicated sexual exploitation team is resourced by experienced detectives who focus on dealing with high and medium-risk cases, low

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[20] *Code of Practice for Victims of Crime*, Ministry of Justice, October 2015. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practice-victims-of-crime.pdf

risk cases are dealt with locally at borough level. This inspection only considered how well-prepared the force is to tackle child sexual exploitation.

Officers attending domestic abuse incidents have a good knowledge of how to assess risk and keep victims safe. They can refer to a helpful toolkit and check list to ensure this process is undertaken properly and they are well-supervised. Specialist trained officers supervise all domestic abuse incidents.

A comprehensive action plan is in place to track the progress the force has made since its last domestic abuse inspection in 2014, with overview and scrutiny at deputy assistant commissioner level.

How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities?

Serious and organised crime poses a threat to the public across the whole of the UK and beyond. Individuals, communities and businesses feel its damaging effects. Police forces play a critical role in tackling serious and organised crime alongside regional organised crime units (ROCUs), the National Crime Agency (NCA) and other partner organisations.

Police forces that are effective tackle serious and organised crime not just by prosecuting offenders, but by disrupting and preventing organised criminality at a local level. They also use specialist capabilities (for example surveillance and undercover policing) where appropriate in order to protect the public from highly sophisticated and rapidly changing organised criminal threats. A number of forces within a regional area often share specialist capabilities as this provides better value for money and is a more efficient way of working.

As at 30 June 2015, the MPS was actively disrupting, investigating or monitoring 1,855 organised crime groups (OCGs). This represents 217 OCGs per one million of the population, which is high compared with other forces in England and Wales.

Figure 6: Organised crime groups per one million population, by force, as at 30 June 2015[21] [22]

Chart legend: ■ MPS — England and Wales
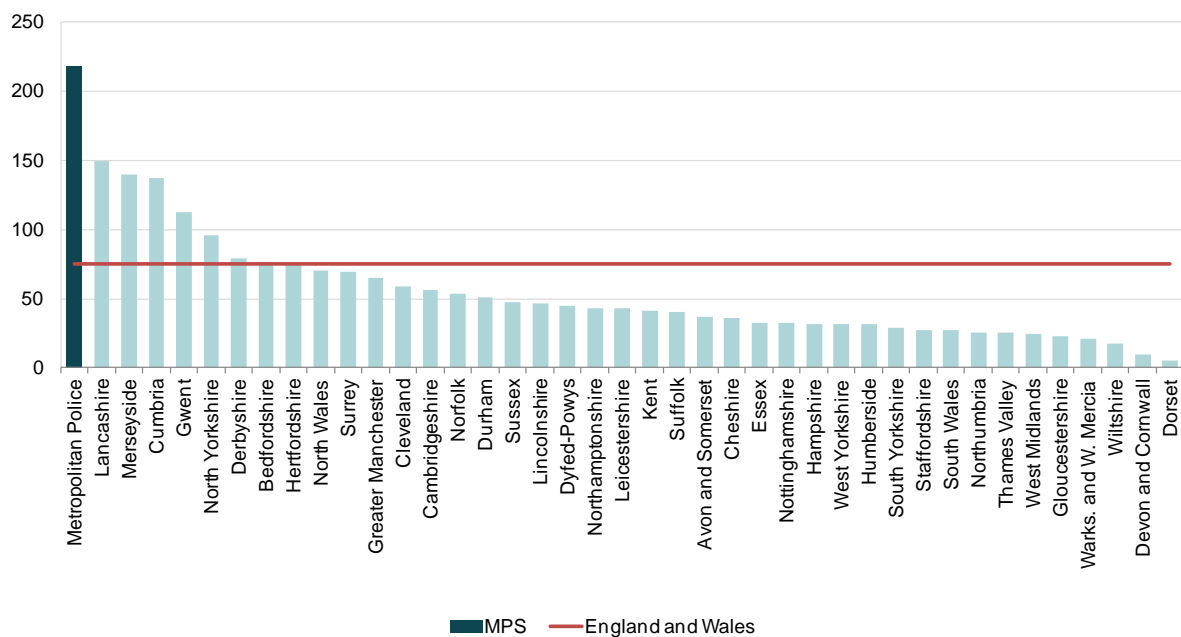
Source: HMIC data collection

Forces categorise OCGs by the predominant form of criminal activity in which the group is involved. Although OCGs are likely to be involved in multiple forms of criminality, this provides an indication of their most common characteristic. 'Drug activity' was also the most common predominant crime type recorded by all forces in England and Wales,[23] with 64 percent of all OCGs classified in this way. MPS, however, do not categorise in this way.

Serious and organised crime is one of six national threats specified within *The Strategic Policing Requirement.*[24] These are terrorism, serious and organised crime, national cyber-crime incidents, threats to public order or public safety, civil emergencies, and child sexual abuse. These are complex threats which means that

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[21] City of London Police data has been removed from the chart as its OCG data is not comparable with other forces due to size and its wider national remit.

[22] The number of OCGs in the Warwickshire Police and West Mercia Police force areas is a combined total of OCGs for the two force areas. The OCGs per one million population rate is based upon their areas' combined population figures.

[23] The Metropolitan Police Service is not included in the England and Wales figure because it does not categorise in the same way as other forces; by the predominant form of criminal activity.

24 *The Strategic Policing Requirement,* Home Office, March 2015. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf.
The Home Secretary issues the SPR annually, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively.

forces must work together to respond to them effectively. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

How well does the force understand the threat and risk posed by serious and organised crime?

The MPS has a dedicated intelligence command called Met Intel which is responsible for assessing threat, harm and risk and this includes that posed by serious and organised crime (SOC). New intelligence structures in the force have simplified how the intelligence command interacts with the operational functions of the force. The MPS records most of the intelligence it gathers from police activity on the force's online database, to which Met Intel personnel have access. This, together with access to partner intelligence, provides the evidence for the force to analyse the threat and risk to London from SOC. The force has produced a single pan-London SOC profile from which borough police commanders and partners can prioritise operational activity specific to the threats in their geographic areas.

To sustain a current picture of the threat posed by OCGs and gangs, Met Intel maintains an OCG tracker as part of a national OCG mapping programme and a gangs matrix which is specific to London. These processes must be responsive to new intelligence, the impact of policing activity against the gangs or groups, and changing priorities.

We found that specialist officers tackling gangs and OCGs have a good understanding of the threat and operational priorities. However, we also found that uniformed officers and staff do not fully understand the OCG threat. They are more aware of their local gang threat as they often deal with gang-related crimes, which are a high priority for local communities. Met Intel should provide a clear intelligence requirement for operational units including uniformed officers in territorial policing, to make the most of the force's intelligence-reporting capacity and therefore the force's understanding of the threat.

A single analyst based within the London regional organised crime unit (ROCU) manages OCG mapping. This means that the MPS is only completing the basic analytical functions of OCG mapping and is not exploiting other opportunities to analyse the impact on London of OCGs based in other forces. In addition, the force is not routinely reassessing OCGs after significant operational activity has taken place. This means that the force is not taking opportunities to re-prioritise operational activity against other OCGs. Also it could still be investigating OCGs who no longer pose the greatest threat to London in preference to other higher-threat OCGs.

When a police force identifies a group of individuals whom it suspects may be involved in organised crime, it goes through a nationally standardised 'mapping'

procedure. This involves entering details of the group's known and suspected activity, associates and capability into a computer system, which assigns a numerical score to each OCG. It also places each OCG into one of several 'bands' which reflect the range and severity of crime in which a group is involved as well as its level of capability and sophistication. Police forces, ROCUs, the NCA and a number of non-police organisations such as Border Force, use OCG mapping.

Despite the use of standard software and methods, forces carry out OCG mapping inconsistently and there is significant variation in the number of mapped OCGs per head of population across England and Wales. This inconsistency is partly due to the unavoidably subjective nature of some aspects of the mapping procedure, which relies on human judgment as well as computer algorithms. Sometimes, groups exhibiting similar characteristics are scored in different ways, and forces do not always use the full range of information available to generate OCG scores, which can compromise their accuracy and usefulness. For these reasons, HMIC has recommended that ROCUs assume responsibility for OCG mapping on behalf of their constituent forces.[25]

How effectively does the force respond to serious and organised crime?

The MPS's response to SOC is led by the organised crime command known as SC&O7, supported by a wide range of other force commands including SC&O8 (Trident) for gangs.

We found effective management of the force's approach to tackling SOC. A detective chief superintendent leads SC&O7 and should have a total of 1,234 police officers and 99 police staff at his disposal. Due to detective shortages, the command is approximately 15 percent below strength. The command is divided into teams, which each have main areas of responsibility such as cyber-crime, fraud, and commercial armed robberies. This does not prevent the command from bringing resources together to meet operational pressures should they arise. Some teams work from locations where they have a responsibility for a geographic region of London and work with the local policing commanders in their boroughs.

Within the force, we found an effective mechanism to prioritise and allocate work aimed at tackling SOC. Priorities are set at the highest level by the force's control strategy[26] and the force uses its OCG tracker to identify the highest harm OCGs that should be prioritised for operational activity. The force holds a series of scheduled meetings to discuss and agree how SC&O7 resources will be used to greatest effect.

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[25] *Regional Organised Crime Units: A Review of Capability and Effectiveness*, HMIC, December 2015. Available at: www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/regional-organised-crime-units.pdf

[26] Control strategy: this sets out and communicates the operational priorities for the force or command area and sets the long-term priorities for crime prevention, intelligence and enforcement.

The force monitors its performance in tackling SOC through a series of monthly meetings held at operational command level, culminating at a force-wide level meeting chaired by the assistant commissioner for specialist crime and operations. These meetings are called SC&O Crimefighters and are designed to review performance data, identify what is working and share experience and ways of working between units.

The shortage of detectives in SC&O7 restricts the capacity of the force to investigate SOC. Officers we spoke to were concerned that further cuts to the force's budget, expected to be announced in November 2015, will have an impact on their ability to investigate SOC.

However, we found that the force is investigating OCGs effectively. We found that the force works in partnership with all 32 London boroughs and the City of London Corporation through the London Councils[27] organisation to implement the government's Serious and Organised Crime Strategy.[28] The force also, in partnership with the National Crime Agency (NCA), staffs jointly the organised crime partnership team to provide a proactive response to organised crime in London. Staff from both organisations work together from NCA premises with an integrated management team.

HMIC also found evidence of the force working in partnership with Her Majesty's Revenue and Customs, the Serious Fraud Office and the Department for Business Innovation and Skills to tackle organised money laundering. The MPS also works with the Crown Prosecution Service (CPS) and Her Majesty's Courts and Tribunals Service to recover assets from convicted OCG members.

The force could make better use of frontline borough-based officers and staff to tackle OCGs. We found a lack of understanding of OCGs among the borough-based officers with whom we met, and supervisors and senior leaders in boroughs reported few tasks being given to disrupt or gather intelligence on OCGs.

The commander for SC&O7 is aware of the issue and is considering this as part of the organised crime development group that he chairs.

The force measures its impact on SOC primarily through reviewing operational activity and counting the number of outcomes such as arrests, money and weapons the force has seized, the number of preventative orders granted and the number of criminal foreign nationals deported. In 2014/15, MPS achievements included the:

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[27] London Councils represents London's 32 borough councils and the City of London. It is a cross-party organisation that works on behalf of all of its member authorities regardless of political persuasion.

[28] *Serious and Organised Crime Strategy*, HM Government, October 2013, Cmnd 8715. Available from:
www.gov.uk/government/uploads/system/uploads/attachment_data/file/248645/Serious_and_Organised_Crime_Strategy.pdf

- disruption of 171 OCGs;

- arrests of at least 2,702 OCG members;

- seizure of £27.1 m cash, with a further £38m subject to forfeiture or confiscation orders;

- submission of 984 firearms for forensic examination, of which 41 firearms were seized by SC&O7 and 185 firearms were seized by SC&O8 (Trident); and

- removal from the UK of 1,797 foreign national offenders.

The force is exploring other means of assessing the impact of its activity to tackle SOC. The Falcon team, which is dedicated to tackling cyber-crime and fraud, works to understand its impact on preventing harm by assessing the value of fraud (particularly against businesses) that it prevents through its disruption and prevention activities. The criminal assets teams undertake a similar approach using a measurement method designed to illustrate harm based on the value of asset forfeitures made by the team.

We found that force de-briefs following operations against OCGs are primarily to collect outcome data such as that described above. The MPS identifies some investigations as providing valuable learning for the force and other police forces nationally and internationally.

The Flying Squad shares important learning it has gathered, for example from a linked series of cash point robberies using explosive gas to attack the telling machines. In this example, the Flying Squad circulated details of the procedure, how to maintain public and officer safety, the best means to preserve forensic opportunities, and what to look for to link unsuccessful attempts on cash points to other events in a series. The Flying Squad shared this information to frontline uniformed officers, specialist officers in the crime and operations directorate and nationally and internationally. However, we found this example of organisational learning to be an exception rather than the normal way operations are debriefed.

How effectively is the force working with partners to prevent serious and organised crime?

The MPS is working effectively with partners and others to prevent SOC and reduce re-offending. The force's response to cyber-crime and fraud (Falcon) has a specific crime reduction element. Six cyber prevention officers are allocated to the London Digital Security Centre, which is a partnership between the force, the private sector and academia. It supports small and medium businesses in London by providing crime prevention support and other services, such as penetration testing by student ethical hackers to demonstrate weaknesses and the need to take preventative action.

The branch of SC&O7 that investigates armed commercial premises robbery (known as the Flying Squad) has a dedicated crime prevention officer who works closely with industry security initiatives such as Safer Gems and Safer Cash, with the aim of reducing the number of attacks on cash and valuables in transit (CVIT) or CVIT couriers. Much of this work focuses on target hardening, which is where businesses make themselves harder to rob and so less attractive to serious criminal attack.

The specialist operations directorate of the force includes a small team that undertakes lifetime management of offenders who are subject to serious crime prevention orders (SCPO) issued upon their conviction. These orders apply restrictions on the activities an offender can undertake, such as owning multiple mobile telephones or frequenting certain venues, which if breached can result in an immediate recall to custody to serve an additional period in prison. When offenders subject to SCPOs are released from prison a team of five officers is responsible for co-ordinating police activity to monitor them in the form of a tailored plan which may involve periodic surveillance of the offender. The force submits the application for SCPOs in conjunction with the CPS, and the force's team has developed a good understanding of how to secure SCPOs. The force maintains a library of successfully-used clauses which it has shared with other police forces to reduce the likelihood of orders being declined due to inappropriate clauses, and save duplication of research and drafting by other forces and their local CPS partners. HMIC considers this to be an example of best practice by the MPS.

The force is not effectively communicating with the public about SOC. There is more that the force can do to inform the public of its strategy to tackle organised crime and how organised crime manifests itself through volume crime within London communities. The force does publicise successful operations but this tends to coincide with a successful trial or the arrest of the suspects. The MPS could take more opportunities to inform the public of successful disruptions and help the public to link organised crime to the volume crime in their communities. The force's communication with the public on how it tackles gang activity is more effective as awareness of the Trident brand is high amongst Londoners.

A similar brand for tackling organised crime may assist the force to communicate with the public in this respect.

How effective are the arrangements in place to ensure that the force can fulfil its national policing responsibilities?

It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to the six national threats. Instead, HMIC has checked whether forces have the necessary arrangements in place to test their own preparedness for dealing with these threats, should they materialise.

We found that the MPS has effective arrangements in place to fulfil its national policing responsibilities. The force is represented appropriately at a senior level at the London Resilience Board and the London Resilience Partnership.[29] The force reviews its capability and capacity against the six national threats on a quarterly basis to ensure it can meet its national responsibilities.

The force has, within the last twelve months, tested its response to a terrorist attack. This exercise has been fully debriefed and shared nationally with other police forces. The force does not need to test its ability to respond specifically to public order threats because it undertakes monthly live operations in London. The force will be testing its response to a national cyber exercise as part of a nationwide test in the next twelve months.

Summary of findings

Good

The Metropolitan Police Service is good at tackling serious organised crime (SOC) and is well prepared to meet its national policing responsibilities. This is the first year HMIC has graded forces on their effectiveness at tackling serious and organised crime, including a force's arrangements for ensuring that it can fulfil its national policing responsibilities, so no year-on-year comparison is possible.

The force has a well-developed understanding of the threat and risk posed by SOC. Specialist officers investigating gangs and organised crime groups (OCGs) provide the necessary insight on the threat and risk posed by SOC and the force has produced a pan-London profile to help target resource effectively in borough operational command units (BOCUs). The force's understanding could be further enhanced by increasing the flow of intelligence from frontline uniformed officers.

This can be remedied by the issuing of a clear intelligence requirement and giving more tasks to BOCUs to disrupt OCGs.

We found effective mechanisms in place to prioritise investigations against the gangs and OCGs that cause the most harm to Londoners. Working with partners is rooted

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[29] The London Resilience Partnership is made up of more than 170 organisations which work together to assess what risks London faces, and prepare how to respond to a major emergency.

in the force's approach to tackling SOC. The force measures its impact on SOC through monitoring the numbers of disruptions, arrests and seizures it makes.

The force should take more opportunities to communicate with the public about SOC than it currently does, to improve its awareness of the impact of SOC on London communities and the importance of tackling it.

Areas for improvement

- The force should improve its neighbourhood teams' awareness of organised crime groups to ensure that they can reliably identify these groups, collect intelligence and disrupt their activity.

- The force should ensure that it re-assesses mapped organised crime groups at regular intervals, in line with national standards.

- The force should develop a better understanding of the impact of its activity on serious and organised crime, and ensure that it learns from experience to maximise the force's disruptive effect.

- The force should ensure that it takes opportunities to communicate with the public about serious and organised crime, in particular to publicise successful operations, offer reassurance and provide advice to help people to protect themselves from serious and organised crime.

Annex A – HMIC judgments

Our judgments

The judgment categories are:

- outstanding;

- good;

- requires improvement; and

- inadequate.

Judgment is made against how effective the force is at keeping people safe and reducing crime; it is not an assessment of the overall effectiveness of policing. In applying the categories HMIC considers whether:

- the effectiveness the force is achieving is good, or exceeds this standard sufficiently to be judged as outstanding;

- the effectiveness of the force requires improvement, and/or there are some weaknesses; or

- the effectiveness of the force is inadequate because it is considerably lower than is expected.