INITIAL PERFORMANCE ASSESSMENT



FEBRUARY 2004

The MPA oversees the MPS. The MPA is an independent statutory body, created under the Greater London Authority Act 1999 and set up in July 2000.

The MPA is classified as a functional body of the GLA although it is legally independent, except for the purposes of budget approval and precepting. The Audit Commission is carrying out an Initial Performance Assessment (IPA) of the GLA Group as part of a focus on improvement in local government. The MPA has published this document as a first step in the IPA process, to set out what we have achieved over the last three years and how we plan to improve in the period ahead.

The establishment of the MPA reflected a fundamental change in the policing of London. For the first time the MPS became accountable to Londoners, open to scrutiny and required to answer for its performance in a public forum. The MPA took on duties previously held by the Home Secretary and the Receiver for the Metropolitan Police District and is now responsible for scrutinising a budget of $\pounds 2.5$ billion each year, representing 20% of policing in England and Wales.

The British Crime Survey (BCS) shows that crime in England and Wales has fallen by 25% since 1997. The risk of becoming a victim of crime remains at a historic low (around 27%) a third lower than the same risk in 1995. The latest Annual London Survey shows that Londoners' fear of crime has fallen over the last two years.

London has the highest rate of recorded crime per head of population in England and Wales although the rates of satisfaction with police performance are comparable to the rest of the country. Figures for the population of London exclude the large number of people who travel into London each day. Table 1: Crime in the English Regions and Wales 2002/03

		Recorded crime per 1,000 population							
Region	All recorded	All recorded	Violence against	Robbery		Theft and handling	Theft of and from	Criminal damage	Drug offences
	(No)		person ¹			goods			
North East Region	290,490	115	16	1	18	42	17	28	4
North West Region	795,024	118	15	2	21	44	20	26	3
Yorkshire & Humber Region	675,383	136	14	2	29	55	26	26	2
East Midlands Region	496,185	119	16	2	21	48	20	22	2
West Midlands Region	608,141	115	19	2	18	43	18	21	3
East of England Region	490,085	91	13	1	12	37	15	19	2
London Region	1,090,767	152	25	6	16	65	24	20	5
South East Region	691,123	86	12	1	12	36	14	17	2
South West Region	467,406	95	14	1	14	39	16	17	2
Wales	294,846	102	18	0	13	37	17	23	4
ENGLAND AND WALES	5,899,450	113	16	2	17	45	19	21	3
ENGLAND AND WALES	4,808,683	107	15	1	17	42	18	21	2
(excluding London Region)									

(source: RDS website)

The National Crime Recording Standard (NCRS), introduced in 2002, standardised the recording of crime across the country. NCRS is estimated to have caused a 12% increase in crime figures for the MPS in 2002/03. If the impact of NCRS is taken into account the number of notifable offences in London fell in 2002/03. Significant successes were recorded by the MPS in street crime, which fell by 15.8% and in burglary, which has fallen by 8.6% since 1999/00 with autocrime also falling.

The role of the MPA

The MPA is made up of 23 members, 12 from the GLA appointed by the Mayor, 4 magistrates now selected by the Greater London Magistrates Courts Authority and 7 independents, one appointed directly by the Home Secretary with the other vacancies advertised openly. The Chair of the MPA is elected by the members themselves, all of whom are eligible to vote. Each of the MPA members is a link member with one or more boroughs, tasked to develop links with statutory and voluntary agencies, as well as with the Borough Commander.

The MPA's mission is to secure an effective, efficient and fair police service for London's communities. Our vision is to make London the safest major city in the

world. Our values are to treat everyone fairly, to be open and honest, to work in partnership and to change to improve.

The Authority's mission reflects its key statutory responsibilities as well as the priorities it has set for itself. Established a year after the Stephen Lawrence Inquiry, the Authority recognised from the outset that it had a key responsibility for restoring community confidence in London.

The MPA's key duties are:

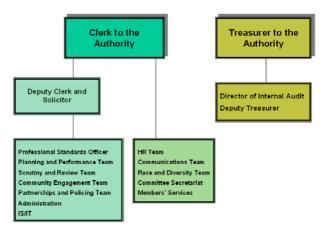
- To ensure the MPS is effective at a pan-London and local level by monitoring performance – setting targets and publishing various plans, carrying out best value reviews and monitoring police complaints, as well as managing complaints against ACPO ranks as well as working with Crime and Disorder Reduction Partnerships (CDRPs);
- To ensure the MPS is efficient by determining and managing the annual budget, in conjunction with the Mayor and the GLA and monitoring progress against it;
- To ensure the police service is fair by consulting with local communities, through our chosen forum of Community Police Consultative Groups (CPCGs), running an Independent Custody Visiting Scheme and demonstrating a commitment to equalities and diversity.

All police authorities operate as part of a tri-partite structure with forces and the Home Secretary. The Commissioner or Chief Constable has operational independence and neither of the other two parties can direct how policing operations are to be carried out. In contrast to other forces, the Queen appoints the Commissioner and Deputy Commissioner of the MPS on the advice of the Home Secretary.

The MPA has an officer core of around eighty members of staff, including the

Internal Audit department (which transferred to the control of the MPA when the Authority was established). The APA's benchmarking study 2002/03 showed that the MPA is cost effective, consuming relatively low percentage of the overall budget in comparison to other police authorities.

The MPA's organisation chart is set out below:



Organisation

In the MPA, decisions on significant issues of policy or resources are made by the full authority, which meets every month. However, responsibility for most business is delegated to committees as follows:

- Audit Panel (AP)- to maintain an oversight of the probity and integrity of the finances and financial management of the MPS;
- Consultation Committee (CC) to lead on all matters relating to the Authority's consultation and public relations strategies and systems;
- Coordination and Policing Committee (CoP) - to co-ordinate the business of the Authority with the aim of ensuring that key issues are addressed by the relevant committee;
- Equal Opportunities and Diversity Board (EODB) - to lead on all issues relating to equal opportunities and diversity within the MPA and the MPS

- Finance Committee (FC) to give detailed consideration to all finance and resource matters;
- Human Resources Committee (HRC)to monitor activity in the MPS and MPA on all Human Resources (HR) issues and those with HR implications like training;
- Planning, Performance and Review Committee (PPRC) - to consider and monitor performance against Policing Plan targets and any performance indicators set locally or by external organisations
- Professional Standards and Complaints (PSCC)- to oversee complaints and the operation of professional standards within the MPS including high profile and sensitive cases in line with the MPA/MPS protocol;
- Standards Committee (SC)- to promote and maintain high standards of conduct by members of the Authority.

Working in partnership

London's policing services must respond to the needs of London's diverse community. In order to reflect the views of the people of London the MPA has built up key partnerships with community groups and individuals over the last three years.

The MPA views consultation as a key tool in partnership working - central to the success of the Authority. One of the first acts of the Authority was to take forward a best value review of consultation to ensure communities were engaged in the most effective manner possible. The Authority liaises directly with CPCGs and is working closely with the London wide Chairs' Forum to implement a new reform and development programme. The Authority has carried out a large number of consultation events on issues of concern to Londoners and is widening participation by setting up a Citizens' Panel. The MPA is innovative in its approach to consultation and has used on-line surveys to elicit Londoners' views on policing priorities. The Authority has regular

contact with the police staff and support associations and trade unions as well as voluntary sector bodies, charities and key individuals. The MPA's new consultation strategy sets out our approach to community engagement.

The MPA has also taken action to address the issues of Londoners. The Authority appointed consultants to evaluate the effectiveness of MPS Community Race Relations training. The Authority initiated a scrutiny of MPS stop and search policy and investigated fatal incidents including deaths in custody. Through such work the MPA has built bridges with the community and is able to influence the delivery of policing services at a strategic level.

Finances

The MPA's role in relation to budget management is more complex than in other police authorities because of the additional relationship with the Mayor and London Assembly. Within guidelines set by the Mayor, the MPA directs the development of the budget by the MPS having regard to 'affordability' and MPA and Mayoral priorities. The MPA then submits a draft budget to the Mayor. The Mayor proposes a budget to the London Assembly and it may be further amended before approval. 18% of the MPA's £2.5 billion budget is funded through the precept, with the remainder met from central government grants.

The MPA carries the ultimate responsibility for the finances and financial management of the MPS but delegates day-to-day responsibility to the Commissioner. From its inception the MPA was concerned to strengthen the MPS finance function and improve financial control. To support the requirement for accrual accounting and sound budget management the MPA invested £1.6m in the reskilling of the MPS finance function with a brigading of finance staff under a Director of Finance. The control framework has been clearly articulated and management

responsibilities defined. Compliance with controls is monitored through the internal audit programme. Members have also driven the creation of medium term financial plans and the construction of budgets which have combined substantial growth to enhance operational capability with the delivery of savings totalling £160m over four years.

Due to the poor financial situation inherited by the MPA the Authority's accounts have been qualified for the last two years, particularly through concerns over the level of provisions. These problems have now been overcome and, with reserves currently standing at £93.4m in capital and £66.7m in revenue the accounts for 2002/03 are unqualified. This represents a significant achievement for the Authority, demonstrating its stewardship of the Metropolitan Police finances.

The first three years

The Authority has steadily developed its role and staffing since July 2000. The Transition Team set up to create the Authority became the first core of staff, the number of which since increased in response to a need to enhance the Authority's capabilities, particularly around the MPA's new role in local CDRPs. The Authority has also moved to new offices, which provide more accessible public meeting facilities.

The MPA has established itself on the London stage, firstly by creating a working understanding with the MPS that encourages effective dialogue while facilitating proper public accountability. Development of a public and private meeting structure has played a key part in enabling the MPS to be confident in briefing the Authority on security issues and other sensitive matters. The Authority has strong formal and informal links with the Crime Reduction Director in the Government Office for London (GOL), and with the Home Office, with regular meetings between the Chair and Clerk and Home Secretary. The Authority has set up a twice-yearly consultation with the Association of London Government. The Authority participates in the Mayor's Office initiatives around community safety.

In April 2003 the MPA became a statutory partner in CDRPs. In preparation, the MPA carried out a scrutiny of local partnerships in 2002, which resulted in the creation of six new partnership officer roles, working to support link members locally to fulfil the MPA's responsibilities. A similar need to increase the MPA's local role resulted in the pilot appointment of Community Consultation Officers. The Chair of the Authority visits boroughs and local partnerships once a year, to review progress in partnership working and discuss other matters of mutual interest.

The Authority provides a wide range of information through its website, which meets all accessibility standards. The MPA has produced leaflets about its work and officers and members frequently address or attend conferences to promote understanding. The media regularly interviews MPA members and the MPA circulates press releases on items of particular interest, taking strong lines on issues such as racism, specific complaints and the number of officers in London.

The MPA recognises that despite its proactive efforts in the first three years, it continues to have a low profile with Londoners at large – something that is true for all police authorities throughout UK. The MPA's recent response to the Government's green paper 'Building Safer Communities Together' acknowledges this problem 'The solution is to enhance the role of the strategic police authority, with clearer, and stronger, statutory powers to fulfil its responsibilities'.

What is the MPA trying to achieve?

Ambitions

Policing is undergoing significant change. The Police Reform Act 2002 introduced a major programme of change including the publication of Government priorities in the National Policing Plan (NPP). Fundamental differences in the composition of forces were introduced – such as the extension of the policing family to include Community Support Officers and the employment of non-sworn staff in previously police dominated roles. While authorities are still wrestling with the implications of the Act a new green paper has been produced proposing further changes to the tri-partite structure itself.

Influenced by these changes and drawing on priorities in the NPP the MPA developed its 2003 - 2005 strategy plan 'Towards the Safest City'. Like many policing documents the plan was drafted and will be delivered by the MPS but is owned and approved by the Authority. The strategy is supported by annual policing and performance plans containing objectives and performance targets. These plans cover the goals set by the Authority for the force. When setting priorities the MPA consults with the people of London and key stakeholders. This year the MPA ran a breakfast meeting for representatives from the faith community as well as other focus groups.

The MPA is in a position to influence national developments and works closely with the Association of Police Authorities (APA) on national issues, being represented on a number of APA working groups and Police Negotiating Board. The MPA is keen to compare its performance with other organisations although no PIs are currently in use for police authorities and the authority structure does not exist internationally.

MPA priorities are set and owned by members and are informing the

development of the MPA's corporate strategy – linking long term aims to individual staff objectives.

MPA targets are fundamental to MPS plans – targets are originally proposed by the MPS rather than being externally and unrealistically set. One example is gun crime – in 2002/03 MPA members amended the original target of a 10% increase in firearms offences, demanding a 0% rise. The MPA has monitored performance at PPRC bi-monthly and the increase was cut from 34% to 3% in 02/03, with a further increase in performance recorded over the year to date. The MPA's strategic goals form the basis for annual priorities as demonstrated in the policing and performance plan.

Strategic goals

The operational priorities the MPA has set for the MPS are listed in *Towards a Safer City.* These priorities are around developing safer communities, securing the capital against terrorism, revitalising the criminal justice system, developing a professional and effective workforce and reforming delivery of policing services.

The MPA's three key functions, as outlined in its mission statement, can be broken down into a series of overarching ambition as listed below.

1. Ensure the MPS is effective

- Continue to monitor performance against targets, particularly around MPS recruitment and retention and work to improve the planning process for 2005/06;
- Enhance the suite of continuous improvement tools, including scrutiny and best value reviews, with an increased focus on priority areas;.
- Implement the findings of the Morris Inquiry to ensure complaints and internal grievances are handled more effectively;

2. Ensure the MPS is efficient

- Monitor the progress of a critical review of the Resource Allocation Formula to deliver appropriate police resources to boroughs;
- Work with the Mayor and the MPS to achieve increased numbers of police officers through the Step Change Programme and continue to support alternative methods of achieving greater resources such as Police Community Support Officers (PCSO);
- Continue rigorously to monitor improvements in financial systems including enhanced internal controls through audit;

3. Secure a fair police service

- Work to achieve Level 5 of the Race Equality Standard by 2005 and complete impact assessments of all MPA policies and practices within the agreed timescale;
- Achieve greater community engagement through wider consultation activities including improved relationships with CPCGs;
- Fulfil the new statutory duty by working more closely with CDRPs at a borough level.

The MPA's corporate strategy will translate these overarching ambitions into a set of targets and milestones for the MPA to achieve.

Working in Partnership

Since 2000 the MPA has worked to develop effective relationships with other statutory bodies, as well as the community. Although the Authority is represented on a wide range of working groups such as the Crime Reduction Delivery Board and London Youth Crime Management Board, partnership working represents a developing area for the Authority. Our work at a local level has been complicated by the need to cover 32 boroughs with only 23 members and a small officer group. Having identified this as a concern, the Authority recruited additional staff to engage directly with CDRPs with the intention of influencing the development of new CDRP strategies in 2005.

GLA relationship

The Mayor's aspirations for London, so far as they affect policing, are taken into account by the Authority though the Mayor has no formal responsibilities for policing other than setting the budget . As a functional body, the MPA works closely with the GLA, particularly around financing issues. The Mayor sets certain deliverables for the Authority each year during the budget setting process and the Authority reports back progress on these annually. For example in the 02/03 budget the Mayoral ambition to recruit 1000 extra officers was shared by the MPA. Implementation of this deliverable was monitored through MPA Finance Committee and reported in the policing plan. The need to plan for the impact of additional officers long term has resulted in the Step Change Programme, with regular committee reports securing member ownership. The GLA also scrutinises the MPA's equalities budget. The GLA has developed a key role around community safety, and the Mayor's advisor on policing and equalities issues is the chair of the MPS' Operation Trident Independent Advisory Group, dealing with gun crime within the black community. Both organisations share performance information to build up a picture of crime across London.

Prioritisation

The demand for policing services is huge and is increasing with needs and priorities constantly changing. The MPA sets clear priorities each year to underpin its strategic aims. The Authority finds it more difficult to

What is the MPA trying to achieve?

justify not selecting areas as priorities but is working on a process to make this more explicit. The change in priorities is clear in the policing and performance plan:

01/02 priorities:

Make streets safer Reduce burglary Tackle drugs Reduce hate crime

02/03 priorities:

Secure capital against terrorism Create safer communities Improve response to vulnerable victims Tackle youth offending

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03/04 priorities

Promote safer communities Secure capital against terrorism Improve services to vulnerable victims Revitalise criminal justice system

The increasing importance of terrorism created by the attacks on the United States and elsewhere can clearly be seen in the priorities.

Each year the MPA receives information concerning potential priorities from Londoners through consultation, from the Government in the National Policing Plan, from the GLA in the form of Mayoral aspirations and from the MPS' assessment of demand for policing. The MPA balances its, often competing, priorities through Planning Panel. It also challenges and amends performance targets suggested by the MPS, in open session. Priorities will begin to influence CDRP plans and other partnerships in 2005 as part of the MPA's new role as a statutory partner. The MPA uses *The Londoner*, which is sent to all households by the GLA, to ensure the public understands its key objectives and performance. Stakeholders receive the plan in hard copy. Communication of priorities to borough staff is the responsibility of the MPS, which also feeds back targets to CDRPs through borough commanders. All members must approve the priorities at full authority, which is attended by MPS Management Board members.

Resource allocation

At the highest level, resources are allocated on the basis of priorities. As part of the MPA's introduction of rigorous financial monitoring the MPS is now required to allocate budgets more accurately with growth bids only accepted in priority areas. The current 2004/05 budget identifies technology under C3i and Airwave, criminal justice modernisation and counter terrorism requirements as priorities for investment. In future, the Step Change programme incorporating an increase to 35,000 uniformed staff plus associated support services, will require significant additional funding. The MPA acknowledges that the link between priority and budget setting has not worked perfectly in the past. The policing plan is not currently costed and Activity Based Costing has only recently been introduced on a limited scale. The Authority currently has no means of accurately determining what impact specified additional funding would have on performance in particular areas. However, this year, progress has been made to close the gap with MPS planning officers involved in the budget setting process for the first time and the MPA receiving a report specifically linking budget priorities with Towards the Safest City.

Focus

Street crime provides a good example of sustained MPA focus over time. Performance figures are as follows:

99/00	00/01	01/02	02/03	03/04 YTD
+ 36%	+ 18%	+ 38%	-15%	- 1%

The MPA recognised street crime as a priority area when it was established and set a performance target of a 2% decrease for the MPS in 2001/02. For the 02/03 plan, MPA members rejected the MPS' proposed 10% increase and set a more challenging target of 0% instead. The MPA recognised that Londoners wanted more police officers on the street and has recruited significant numbers each year of the Authority's existence. In 2002 the MPS was concerned that boroughs were under strength and influenced the MPS by commissioning a special report and raising the issue in the media.

Policing a major city requires flexibility. By consistently setting and regularly monitoring tough targets, the MPA ensures that new initiatives do not affect basic policing performance. The MPA is capable of absorbing national initiatives such as the Government's Street Crime Initiative, launched in March 2002 while maintaining pressure on the MPS to continue developing its own plans.

The MPA has a number of tools at its disposal to monitor priority areas, including the scrutiny process:

Case Study: Rape

In October 2001 members of the then Professional Standards and Performance Monitoring Committee considered a report covering performance around rape which had been set as a priority in the MPA's first policing plan. One rape haven had already been set up in Camberwell but the project had been denied funding to expand across London and judicial disposal rate was slipping. As a result the MPA ran a member-led scrutiny of rape, gathering performance information, collecting evidence from key witnesses and carrying out member fact-finding visits. The scrutiny made a number of recommendations, designed to improve MPS performance and plan for future investment. A key recommendation involved funding two additional rape havens covering east and west London. The MPA commissioned an MPS action plan to implement the recommendations with progress reported back to the new PPRC committee around every six months. The MPA reached an agreement with the NHS to provide matched funding to set up the rape havens. Nearly £700K funding has been committed within MPS budgets and 50% of the annual running cost of £3m for the three havens will be met by the MPA.

MPA capacity

Since it was set up in 2000 the MPA has worked to adapt the capacity and skills of the Authority to the needs of London.

All staff have access to training including courses on diversity, disability awareness, and performance management. The MPA's management development aims will be codified in the new training strategy currently being developed. Training is used to develop the MPA staff skill set and is provided for individuals according to personal development plans identified as part of the annual performance appraisal process. All members were offered training in 2000, including MPS familiarisation workshops. Induction sessions have been provided for subsequent appointments. Members are free to determine their own training needs. and to attend conferences and workshops as necessary. The MPA has not carried out a formal member skills audit.

The range of MPS activities means MPA members and officers have to maintain influence over a wide range of areas. For example, the MPA has played a key role in the technology based Command, Control, Communications and Information (C3i) project, designed to modernise the way the MPS responds to the public. The MPA chairs an oversight board and takes part in regular stakeholder panels. exercising significant influence as a funding body. The MPA develops and maintains independent ambitions for London - as evidenced by MPA run projects including two inquiries, four scrutinies and a complete overhaul of MPS financial systems.

Financial capacity has historically been a problem within the MPS and the MPA has sought to explore alternative methods of funding. The MPA was proactive in the review of the national funding formula, which resulted in a significant improvement in the Authority's share of government grant until it was suspended. The MPA took part in national discussions to reclaim the costs of policing football matches and is now working on criteria to help the MPS determine who should pay for policing associated with private events. The MPA has supported the MPS case for specific funding for counter terrorism and lobbied the Government to reimburse the MPS for the cost of events such as the Golden Jubilee.

The MPA Internal Audit function covers the whole of the MPS and provides a comprehensive range of services from conventional reviews of internal controls to complex forensic investigations of corruption. The annual programme of audits is generally carried out within existing resources although consultancy firms may be used to supplement existing resources. The Audit Panel calls MPS officers to account for poor progress against audit recommendations

The Authority carries out little direct procurement but has required the MPS to redefine their existing procurement practices - obliging the MPS to produce a new procurement strategy which was recently approved by the Finance Committee. The MPA also recently led a complete overhaul of the Authority's contract regulations.

Managing the MPA

MPA roles and responsibilities have been clarified in a system of formal delegation set out in standing orders. The MPA business model is clearly articulated with extensive policy delegation to committees and the identification of lead members responsible for non-executive functions in relation to key policy areas. Top-level meetings are held every week between the Chair, Clerk and the Commissioner, to exchange information and co-ordinate decisionmaking processes. Important issues raised in monthly staff and policy meetings are picked up in weekly senior management team meetings.

The MPA has developed a comprehensive staff handbook with a framework of HR policies and practices, which are regularly reviewed. Data on recruitment. retention sickness absence and turnover rates are collected and reported quarterly. An audit has been commissioned to address issues around staff morale. The Authority is committed to fair and open recruitment and publishes application packs on its website. The MPA has published its own Race Equality Scheme and represents the people of London in ethnic breakdown -30% of members are from minority groups compared to 29% of the population of London. The MPA is not currently compliant with all the provisions of the 'People Matters' framework although it aspires to the best practice that this document represents. A new member/officer code of conduct will be introduced shortly with a dignity and respect policy to follow.

The MPA has a significant role in the investigation of complaints and allegations against ACPO rank officers. Before the MPA had in-house legal expertise, the number and complexity of these cases led the Authority to employ a solicitor on part time secondment from a London firm. The Deputy Clerk and Solicitor to the Authority now takes the lead on these cases, and the Authority is in the process of recruiting a Professional Standards Officer to manage casework on a day-to-day basis. The Professional Standards and Complaints Committee fulfils the MPA's statutory duty to monitor other complaints and discipline cases, of which there are around 5000 a year. Members have developed a system of sampling closed cases and have also encouraged the MPS to introduce a complaints information management system.

Partnerships

The MPA is committed to developing effective partnerships, at borough level and strategically at a pan London level, with the statutory, voluntary and community sector. At local level, the task of participating fully in 32 borough partnerships, through 23 members of the MPA, is formidable. No other police authority has to manage such an extensive network of partnership relationships.

The MPA and GLA work collaboratively with other partners on specific issues such as gun crime but generally the Authority maintains its own relationships with stakeholders. Relationships with government departments are not generally co-ordinated across the group. The MPA has close links with other authorities through the APA and supports many issues nationally but infrequently works on cross border issues with neighbouring authorities, having more in common with other urban forces.

Flexibility and planning

The MPA mirrors the MPS in being driven substantially by "events". The nature of the MPS role in policing the capital, and its national and international functions, tends to make this inevitable. This dynamic can impact on the Authority's focus on its longterm corporate goals. The MPA demands that the MPS' planning function forecast changes in demand for policing as part of the annual planning and budget setting process. The MPA has an analytical capability and is one of the 48% of police authorities in which staff interpret performance information for members. In addition, individual MPA committees receive early warning of forecast problems - such as the MPS' failure to meet its allocation of officers to borough targets in 02/03. The Authority is then able to take swift action. Targets in the plan address issues such as ensuring the MPS represents the diversity of London,

recruiting and retaining more officers for visible roles and preventing terrorism.

Equalities

In 2001/02 the MPA took part in the joint GLA group best value review of equalities which committed the MPA to achieving Level 5 of the Equality Standard by 2005.The MPA is the first police authority to commit to this standard. All staff have been required to attend training on diversity awareness, as well as the completion of impact assessments for policy decisions made or overseen by the Authority. One of the most significant achievements to date is the publication of the MPA Race Equality Scheme in 2002

In July 2003 the MPA launched the London Race Hate Crime Forum, involving all the main criminal justice agencies in London. The forum is funded by the MPA, Crown Prosecution Service and Government Office for London (GOL) and is currently setting up information gathering systems to collect race hate crime data, consulting on a race hate crime protocol and developing a good practice guidance manual.

In March 2002 the MPA initiated the launch of Recommendation 61 (of the Stephen Lawrence Inquiry report) in Hackney, through which all stops and stop and searches made by police should be recorded. We urged the Home Office to introduce a pilot for the whole of London, to test technological solutions capable of reducing unnecessary paperwork. Since then, MPA members have been closely involved in the design of the new stop and search form and have also conducted a major scrutiny. The stop and search scrutiny, focused on disproportionality and the use of intelligence, has taken evidence from a number of key witnesses and has held a consultation event in Brixton to allow members of the public to have their say. The scrutiny report is due out in 2004.

The MPA also supports members who are represented on MPS Independent Advisory Groups.

Performance management

MPA targets are built into MPS service delivery plans. The MPA SMT is currently drafting a corporate strategy to translate priorities into MPA actions, supported by team plans and individual staff targets, along with a monitoring structure. The MPA appraisal system for staff is currently under review. The MPA is not one of the 9 police authorities carrying out performance appraisals of their Chief Constables, since the MPA does not directly appoint the Commissioner. The Chair does however take part in the performance review process for other ACPO ranks and equivalent police staff. The MPA has recently seconded a member of staff to share our learning with the Home Office team developing the Police Performance assessment Framework and members are briefed on developments as they occur. Officers and members have participated in APA working groups and attended briefing sessions in preparation for PPAF.

Risk

In 2001 the MPA appointed specialist consultants to carry out a strategic review of risk management for the MPA/MPS which resulted in a number of improvements in risk management, including the appointment of a risk manager. The MPA has made steady progress in mitigating risk; transferring risk through insurance where appropriate. The MPA proposes to develop a risk management strategy for the Authority itself during 2004.

Value for money

The MPA has put in place systems to monitor the financial performance of the MPS. In conjunction with the Mayor and Commissioner we facilitated a programme of efficiency and effectiveness reviews carried out by consultants. The achievement of savings identified by these reviews is monitored by the Finance Committee.

The MPA also has a rolling programme of best value reviews, selected annually by members to respond to emerging issues and potential areas of risk identified by the MPS. Best value reviews are a key tool in the MPA's suite of performance review mechanisms. The MPA uses MPS performance data to identify areas in which service delivery is of concern - such as group rape, human trafficking and child protection. The MPA then commissions reports from the MPS to explain differences in the quality and effectiveness of performance. An example is the continuing PPRC focus on variable autocrime performance (PPRC papers March and July 2003), the MPA puts pressure on the MPS to take corrective actions - such as Operation Safer Vehicles - as a result of such reports. New MPA staff have recently been recruited to manage MPA/MPS performance. Relevant Mayoral ambitions – such as the 100 extra officers - are fed into the planning cycle and are adopted as targets by the MPA as appropriate. The MPA reviews targets annually and performance every two months in committee. The Authority also oversees HMIC inspections of boroughs and of the whole force in committee.

Scrutiny

The MPA is unique among authorities in having developed a scrutiny process. Areas of concern – either for poor performance, public complaints or changes in legislation – are chosen for scrutiny. The scrutiny process is

complementary to best value, rather than a replacement for it. The process allows members to explore MPS performance in detail and produce independent reports, often critical of current performance. Led by MPA officers, scrutinies are based around evidence hearings and are therefore designed to be shorter, less costly and less detailed investigations than best value reviews, which often look at operational processes in detail. To date scrutinies of rape, CDRPs and gun crime have been completed. The current stop and search scrutiny represents a groundbreaking piece of work, directly addressing a major community concern. The scrutiny recommendations will have a major influence on MPS practice and will help to restore confidence among minority ethnic groups in London.

Internal audit

The MPA has taken a number of steps to enhance Internal Audit, which plays a key role in exercising MPA control over MPS systems. Over the last three years the audit programme has concentrated on topical areas such as police overtime, ethics and accountability and financial reporting. Auditors monitor the implementation of the recommendations arising from each audit in high, medium and low risk categories. However, in some years only around 75% of recommendations have been put into practice. Recently, the MPA's Audit Panel has called in senior MPS officers and been highly critical of their audit performance. Pressure like this has led to a situation where high-risk recommendations are almost invariably accepted and implemented. The Forensic Audit branch contributed to a reduction in losses of around £2.6m in 2002/03 as well as taking a leading role in developing the MPA's fraud policy. Internal Audit has also provided advice to the MPS in a number of areas.

Quality of service

The MPA has not yet developed a comprehensive suit of mechanisms to evidence the quality of service it provides. The Authority has not carried out a best value review of itself and work on the APA's self assessment process was suspended pending the IPA. External validation of costs, number of meetings etc is provided by the APA benchmarking survey. Internal validation is provided at regular member awaydays and staff events at which the performance of organisation structures is reviewed. MPS performance is monitored bi-monthly and published annually but, due to the complex nature of policing, does not bear a direct cause and effect relationship to police authority activity.

The MPA's key achievements have been

- Introduced the first accountable governance framework to policing in London
- Set up a working relationship with the MPS, GLA and other statutory, voluntary sector and community groups;
- Recruited a body of committed members and officers and developed policies to manage them;
- Set out a strategic plan outlining priorities until 2005;
- Set comprehensive new standards for policing in London with clear statements of targets and performance monitoring, allowing Londoners to measure the effectiveness of their police service;
- Introduced a system of financial control over a £2.5bn budget, making £160m savings and removing the 'qualified' audit opinion within 2 years and found additional funding for more officers;
- Introduced a focus on fairness and equality, published a Race Equality Scheme, commissioned an assessment of MPS diversity training, set up a Race

Hate Crime Forum, participated in the Black and Minority Ethnic Communities Cracking Crime project, began working towards Level 5 of the Race Equality Standards by 2005 and participated in a joint GLA Group review of Equalities for All;

- Carried out a best value review of consultation, developed a consultation strategy, run several e-consultation activities, arranged numerous consultation events, eg. With faith communities, young people etc, initiated a CPCG reform programme and planned a joint citizens' panel with the GLA;
- Created and developed a best value oversight process, designed report templates and enforced an implementation reporting system and approved best value reviews of professional standards, crime management, bringing offenders to justice, managing demand, operational support policing, records management and training;
- Defined the MPA's role on CDRPs and recruited staff to fill that role;
- Completed scrutinies of rape, CDRPs and gun crime with stop and search ongoing;
- Dramatically increased accessibility, providing a public forum for anyone to air their concerns and publishing unprecedented information on a website meeting numerous good practice standards;
- Significantly improved the adequacy of control systems within the MPS including completing numerous audits of systems as well as fraud investigations and the provision of advice, resulting in significant resources saved, stemmed or recovered;
- Improved MPS performance in a number of key areas such as the care of

vulnerable victims, the levels of street crime and the handling of cases;

- Taken direct action to address controversial issues by conducting independent investigations such as the Morris Inquiry and the Virdi Inquiry as well as providing written evidence to the Climbie Inquiry and initiating a review of fatal incidents
- Monitored recruitment, including acting to reduce application processing times, setting up a member recruitment taskforce and agreeing the award of Special Priority Payments

The MPA has achieved a realistic quality of service within its brief, three-year history, when considered in context as the first body to bring accountability to the 175 year old MPS.

Improvement

The Mayor's budget guidance for 2003/04 set deliverables for the MPA as a condition of budget approval. The Authority also had to increase the number of police officers as far as possible and work with TfL on the Transport Operational Command Unit, along with a number of other objectives.

The MPA achieved the objectives by monitoring MPS recruitment performance, including the activation of the positive action team. 3489 officers were recruited in 02/03 against a target of 3,413 although the percentage of VEM staff fell slightly below the MPA's recruitment target. The Authority signed off the agreement with Transport for London (TfL) to set up the Transport OCU and then agreed to extend it. The Special Services Agreement with TfL to provide a dedicated transport policing function marked an innovative departure for the MPA and MPS. For the 2004/05 budget, the Authority must develop options for progression to 35,000 officers over 3-5 years. The MPA is planning ahead to implement these

objectives, having made progress with the Step Change programme already. The Authority has also been concerned that the increase in overall police numbers – linked to the developing safer communities priority – should be sustainable. The MPA is planning for the increase, monitoring progress with regular reports, including the impact on the MPA Estate Strategy, negotiating with the Mayor and lobbying at a higher level.

The latest crime figures released as part of the British Crime Survey have shown that burglary, robbery and vehicle crime have fallen significantly and that the risk of being a victim of crime is at its lowest level in 20 years. Overall crime figures are stable with the BCS showing a 1% fall. This external validation indicates an increase in the quality of life for Londoners which must be attributed partly to the increasing levels of police officers on the streets, delivered as a result of MPA priorities and backing of schemes such as the recruitment of Police Community Support Officers. Policing activities in which the MPA has been heavily involved, such as Operation Safer Streets, have delivered results contributing to lower crime and increased quality of life. The Authority concentrates on MPS performance indicators as a baseline to measure performance.

Recent figures show that (police recorded) violent crime has increased by 14% The Authority has taken action to tackle rises in particular areas like gun crime through the scrutiny and has also encouraged greater reporting of hate crimes, demonstrating commitment through the Race Hate Crime Forum.

The latest Public Attitude Survey shows that residents' satisfaction with their neighbourhood remains high at 76% and that they are more positive about the police's understanding of the community than in previous years. However, the MPA has been concerned with the drop in public satisfaction with the police in recent years. Despite the reduction in volume crime listed above, the fear of crime among Londoners increased from 36% to 41% in 2002/03. Satisfaction with MPS foot patrols is only 15% and mobile patrols only 32%. The dissatisfaction may be caused in part by the level of abstraction of officers from borough roles to provide increased cover against terrorism within the centre of London.

The figures indicate that a 'success gap' exists in London. Although the number of officers has risen to a new high and the introduction of PCSOs has dramatically increased the amount of visible reassurance policing on the street, Londoners increasingly feel unsafe. The MPA's role is to communicate the successes of the past more vigorously and also to ensure that the public's perception of crime is in accordance with the fluctuations shown in the statistics. The Authority has driven forward the MPS development of the Operational Policing Measure, which monitors the level of visible operational policing for police and police staff across London.

The MPA accepts the peer challenge team's assessment that the lack of MPA baseline performance information can be seen as a weakness. The MPA has already begun work to implement the APA's new performance management guidance. Published information shows that the MPA is a leading authority, with the highest number of directly employed staff enabling it to maintain complete independence from the force. The MPA also provides the largest training budget for its staff and held the highest number of consultation meetings of any authority but has a relatively low budget for members' expenses. The most recently published Audit Commission opinion on our best value performance plan was not qualified

and HMIC inspections have rated service as 'fair/promising' or good/excellent. There have been many successes over the past three years but more needs to be done, particularly around the fear of crime, before the MPA can be judged to have achieved its vision of making London the safest major city in the world.

Investment

As the MPA has taken a more proactive role in policing in London it has invested in additional resources to improve its service delivery. Identifying a gap around working in partnership with CDRPs funding was obtained for an additional six posts to support the MPA's new statutory duty. A need to improve community engagement resulted in the creation of four Community Consultation Co-ordinators as well as an increase in funding for MPA led community engagement initiatives and additional customer surveys. The Authority also strengthened its senior management team and legal expertise with the appointment of a qualified Deputy Clerk; a Professional Standards Officer will shortly be appointed.

In the last three years the MPA has also invested heavily in extra police officers. By March 2004 police officer numbers will have increased by about 4,500 over the numbers in post at July 2000. By the same date 1000 PCSOs will have been recruited and a number of traffic wardens will have been retrained as PCSOs. The Authority has also invested in pay enhancement to improve recruitment and retention of staff.

The MPA has also invested heavily in technology, particularly around the C3i and Airwave projects. The Authority relies on the MPS to identify future operational needs and then to make the case to the MPA. The Authority then works with the MPS to balance bids for funding with priorities.

The Authority also has responsibility for the police estate and has invested to improve it,

providing funding for various refurbishment schemes, as well as disposing of unnecessary accommodation in the most cost effective manner possible. Members worked closely with MPS officers to develop a comprehensive estates strategy 'Building a safer city'.

One of the key innovations introduced by the MPA in 2001 was a medium term financial plan to identify key financial priorities until 2006. This plan has allowed the Authority to identify future demand for resources and to take steps to rectify problems. Each year the MPA updates the strategy by identifying growth areas within its own remit for the next three years. The Authority has also secured external funding to support its activities – for example, negotiating a contribution of £30,000 from GOL to support the Race Hate Crime Forum.

The MPA is open to external challenge particularly around funding and keeps its key decisions under review. It has been subject to intensive scrutiny from borough residents around the implementation of the Resource Allocation Formula. This determines how many officers each borough receives. The MPA participated in a borough scrutiny of this issue. The Equal Opportunities and Diversity Board and Consultation Committee both have co-opted members from outside the Authority to provide external challenge to MPA decisions. Internal challenge is encouraged from both staff and members and the MPA anticipates that the new APA self-assessment process will provide a significant challenge to established practices.

Learning

The MPA recognises that it has much still to achieve.

The Authority has not found it easy to consult with community representatives. One of the first acts of the Authority was to review the need for and representation on CPCGs. The review questioned the value of these groups but the Authority has not been able to reform their membership. Relationships are often tense, particularly around the level of funding received by each group and the level of support provided by the MPA. The appointment of dedicated officers to work with CPCGs is designed to improve relationships and the quality of consultation. The new annual bidding process for funding will ensure local accountability and representation. Through work with the CPCG Chairs' Forum a best practice guide is being developed, including direct feedback of community issues into the MPA's Consultation Committee.

Consultation on policing priorities, although carried out, has not reached the levels of engagement that the Authority would have expected and it is setting up a citizen's panel to address this issue. The MPA will also be building on its draft consultation strategy and annual consultation calendar.

The MPA has also learnt that the conventional CPCG structure is not always effective at representing the 'ordinary citizen'. Consequently a group of 20 volunteers without any particular community affiliation has been directly recruited by a market research company on behalf of the MPA using random selection to work alongside the CPCG in one borough. This group is broadly representative of the population of the borough and the volunteers have little or no prior formal involvement with police community consultative structures. The new panel will complement the existing CPCG and provide the group with a more broadly based community perspective.

The MPA continues to have concerns around the levels of trust and confidence within minority ethnic communities. The Authority is also concerned with the way the MPS deals with its diverse workforce, particularly following the Virdi inquiry. The recent call from the National Black Police Association discouraging people from diverse backgrounds from joining the MPS was a particularly worrying development. Officers from the MPA were instrumental in negotiations leading to the lifting of this boycott. The MPA took the unprecedented (for a police authority) step of appointing an independent inquiry. The Morris inquiry is investigating the handling of internal investigations and will be generating solutions. The MPS use of stop and search continues to drive wedges between the police and communities in London. Through the MPA stop and search scrutiny the Authority has considered what changes could be made to the current policy. The Authority will be continuing to work in partnership with the GLA on the Black and Ethnic Minority Cracking Crime Board. exploring ways in which CDRPs can be more engaged with black and minority ethnic communities.

More can also be done to improve the MPA's performance monitoring. Statistics covering the performance of Special **Operations and Specialist Crime** Directorate have only recently been developed and further work needs to be done to make them more effective. Although the MPA is able to commission performance reports on any area of MPS performance, a deeper level of analysis behind the figures remains to be developed. Burglary is standing at its lowest level for around twenty years but whether this is a result of particular policing tactics or is simply a long-term trend is not clear. In its next term the Authority will be digging deeper into the figures to identify the

reasons behind MPS successes and failures.

The Authority could also do more to publicise its role. However, the more money is spent on promoting the MPA, the less is available for operational policing and resources must continue to be allocated on the basis of priority. The MPA will also be keeping the operation of the committee system under review to ensure it is accessible to Londoners and to increase the number of members of the public who attend our meetings. The imminence of the new Authority presents the MPA with a valuable opportunity to implement what it has learnt. The MPA will be encouraging the new members to set clearer long term priorities for the Authority, which can then be fed into the revised corporate strategy.

The MPA is a relatively new organisation but it has learnt from the mistakes and successes of the past. The Authority learnt that its old committee structure was bureaucratic so introduced a revised committee system and shorter agendas with fewer papers 'to note', reinforced by the circulation of briefing papers. The MPA learnt that its original management structure, with fewer officers, no deputy clerk and less of a community focus did not meet its needs so it was changed. The MPA has learnt to be more open in its relationship with the MPS - setting out what its requirements for reports are well in advance and basing an MPS/MPA liaison officer on-site. The leadership of the Authority has demonstrated a willingness to listen to staff and change accordingly. A staff away-day recently developed suggestions around the Authority's new corporate strategy, to be monitored by an MPA Senior Management Team. Officers are encouraged to design and test out new ways of working - the scrutiny and best value processes have been developed and adapted by officers working with them on a day-to-day

basis. The Internal Audit department has much expertise to share with the rest of the MPA around creating successful management structures. This learning is being built into the drafting of the corporate strategy.

The MPA is keen to seek out best practice from elsewhere. Members of the Authority have visited Jamaica and the United States on fact finding visits and to learn from the experience of other countries. The MPA also regularly hosts visiting delegations from other countries, sharing experiences of democratic policing. Through its close involvement with the APA and ALG the Authority is able to learn from best practice in other authorities – many of its internal policies have been developed using models developed elsewhere.

Learning throughout the MPA is shared through joint access to files on the IT system and through the use of the members' library to store information. The Authority is planning to introduce a joint records management system, learning from best practice developed in the MPS during the best value review of records management. Our intranet site contains volumes of information for the use of members and officers. Policy officers share information each month and a series of lunchtime talks has been arranged to share awareness of key policing issues throughout the MPA.

The Authority has experimented to improve the quality of its communication with the GLA in the past, basing one MPA officer at City Hall one day a week. This system was replaced by regular liaison meetings with officers in the core GLA and other functional bodies. Learning across the GLA Group is shared through frequent contact in individual service networks such as the best value, Freedom of Information Act, human resources, communications and equalities networks and through the GLA Chief Executives' Group and the GLA Chief Finance Officers' Group. The MPA has also participated in a number of group best value reviews, sharing information and taking joint positions on the improvements it wants to make.

Future plans

The MPA will continue to issue its statutory plans, as well as taking a proactive role in the development of new Crime and Disorder Reduction Strategies in 2005. The medium term financial strategy of the Authority will continue to be implemented and the audit plan for the next financial year has already been developed. The MPA will continue to implement the Race Equality Scheme and will report progress towards achieving the Race Equality Standard. The Authority will also be implementing its new strategic equalities and diversity policy objectives:

- To achieve progress against all the arrangements and measures outlined in the Race Equality Scheme, and to review and update the publication by May 2005.
- To progress and continually monitor the achievement of each of the recommendations within the best value review of equalities service improvement plan, and, where necessary, to establish structures and processes to achieve the necessary outcomes.
- To overview and monitor the equalities budget spend and performance of the MPA and the MPS.
- To monitor closely all aspects of the Internal Audit report and progress against each recommendation so that the Board can hold the MPS to account for its internal diversity structures and performance.
- To achieve Level 5 of the Equalities Standard by 2005. In July 2003, members confirmed this commitment and set an initial target to achieve Level 3 of the standard by 2004.
- To monitor the MPS performance and practices as set out in the Diversity Strategy, and the supporting action plans, including the local diversity plans.

In addition, the MPA corporate strategy will be published internally, supported by workplans for each unit including milestones to monitor progress against corporate targets. The MPA will also be developing the health and safety role it was given in the Police Reform Act, under which it is proposed that police authorities take on responsibility for all police and police staff. The Authority will be expanding the work of the recently set up Health and Safety Subcommittee to pursue its new responsibilities.

The MPA has a track record which demonstrates a positive response to mistakes. When its initial plan to reform consultation with boroughs was not successful a package of alternative measures was developed and investment to make changes secured. The Authority intends to continue to take difficult decisions and to accept the consequences when they occasionally do not turn out as expected.

The MPA will also be involving its stakeholders in planning for the future and has developed a consultation strategy including the Mayor, GLA and the MPS in its forward planning. The MPA intends to build on recent closer engagement with wider community groups around the development of priorities, including use of the new Citizens' Panel. Closer working with CPCGs through the development programme will secure better engagement in future.

The Authority has also recognised the need to identify the capacity that will be required when the new Authority is in place. A new set of priorities will need to be matched by a reorganisation of the officer structure, taking place within the context of limited scope for growth. The MPA will be considering what training should be offered to new members, particularly around race, equal opportunities and diversity. The MPA will also be developing a process to identify areas which are not priorities.

The Authority's priorities and funding are already assessed on an annual basis and we are ready to respond to future developments – such as a change in the focus of the National Policing Plan in subsequent years.

During the lifetime of the next Authority it is intended to make sure the MPS is more effective. The MPA will work actively to change the focus from police numbers in the media. It will be concentrating on enhancing the availability of operational officers, particularly through the introduction of directed deployment of officers enabled by C3i. The Authority will focus on improving performance in key areas like the criminal justice system where it intends to work more closely with its partners and adopt a robust performance monitoring regime covering the MPS' criminal justice activities. By supporting initiatives such as the Crime Academy and the National Intelligence Model the MPA will drive up detection rates and publicise the real reductions in crime achieved by the MPS. This will help to reduce the fear of crime experienced by communities and within vulnerable groups. The Authority will be implementing the recommendations from the Morris Inquiry to reform the way the MPS handles internal investigations. The Authority will turn its attention to the performance of the MPA, developing a more strategic focus through a new corporate strategy and workplans, reinforcing the performance culture and accountability for results within the Authority.

The MPA also plans to enhance the efficiency of the MPS, carrying out another critical review of the Resource Allocation Formula and developing further arrangements to allocate other resources. The Authority intends to progress budget

devolution within the MPS to support local accountability and choice and will also maintain pressure to improve financial control to enable the Director of Internal Audit to judge internal MPS controls 'adequate'. The MPA will be driving the implementation of Activity Based Costing and the Operational Policing Measure to link resources with performance and continuing to integrate the financial and business planning processes. The Authority is going to address the deficiencies in the MPA estate through improved capital and asset management processes, using the greater flexibility offered by the prudential system for capital finance. The national role of the MPA will be strengthened as it continues to lobby Government for change, making a contribution to the development of national policing policy.

The MPA will be pursuing its key objective to make the policing of London fairer, monitoring MPS performance on the recruitment of VEM officers and PCSOs and taking swift action to resolve poor performance. The Authority will also continue to implement the MPA Race Equality Scheme and progress towards Level 5 of the Race Equality Standard. The MPA intends to involve the people of London more closely in policing, by developing a community engagement strategy to improve the comprehensiveness of our consultation activities, evaluating pilot projects before investing in new approaches. On a borough level the Authority will be contributing more effectively to CDRPs using its enhanced powers and support staff to provide more support to members in fulfilling their new role. The Authority will continue to work closely with the Mayor to plan for and deliver more locally based policing through the Step Change Programme, monitoring the impact of additional officers on fear of crime in London.

MPA's Mission: to secure an effective, efficient and fair police service for London's communities

Key objectives	Lead	Timescale
1. Complete the MPA corporate strategy outlining priorities and targets for the MPA and cascade downwards into team plans and individual objectives for staff	MPA SMT	01/07/04
2. Develop and publish an MPA risk management strategy	MPA SMT	01/09/04
3. Carry out a critical analysis of the selection of areas for best value review and scrutiny to clarify the link to MPA priorities and performance management	Head of Review	01/09/04
4. Embed new processes to ensure MPA engagement with CDRPs is consistent and MPA priorities influence CDRP strategies in 2005	Head of Partnerships	31/03/05
5. Improve the quality of the planning process to secure greater MPA involvement in the statutory process and published documents for 2005/06 and to integrate MPA and MPS planning processes	Head of Planning and Performance	31/03/05
6. Achieve Level 5 of the Race Equality Standard by 2005	Head of Race and Diversity	31/12/05
7. Complete a review of arrangements for information sharing across teams and implement recommendations, working with the GLA Group to formalise data exchange processes	Head of Committee Liaison and Member Services	31/12/03
8. Strengthen the partnership framework between the MPA and CPCGs by working with the London Chair's Forum to implement a development and reform programme	Head of Consultation	31/12/03
9. Develop a Human Resources strategy to secure MPA compliance with 'People Matters'	Head of Human Resources	31/12/03