



Inspecting policing  
in the public interest

**Inspection of Westminster BCU  
Metropolitan Police Service**

**HM Inspectorate of Constabulary  
London and the BTP Office**

# CONTENTS

	Page
<b>1. Executive Summary</b>	1-2
Recommendations and Good Practice	3-4
<b>2. Introduction</b>	5
Methodology	6
<b>3. The MPS Context</b>	7
<b>4. Westminster BCU<sup>1</sup> Context</b>	8
Diversity Statistics	9
The Leadership Audit	10-16
<b>5. BCU Performance</b>	17-24
<b>6. What We Found</b>	25
<i>The Baseline Assessment Frameworks</i>	25
Leadership and Direction	26
<i>Leadership</i>	26-28
<i>Performance Management and Continuous Improvement</i>	28-29
Citizen Focus	29
<i>Fairness and Equality in Service Delivery</i>	29-30
<i>Neighbourhood Policing and Problem Solving</i>	30-31
<i>Customer Service and Accessibility</i>	31
<i>Professional Standards</i>	32
Reducing Crime	32
<i>Volume Crime Reduction</i>	32-33
Investigating Crime	33
<i>Managing Critical Incidents and Serious Crime</i>	33
<i>Tackling Serious and Organised Criminality</i>	33-34
<i>Volume Crime Investigation</i>	34-35
<i>Improving Forensic Performance</i>	36
<i>Narrowing the Justice Gap</i>	36-37
Promoting Safety	37
<i>Reducing Anti-Social Behaviour</i>	37
<i>Protecting Vulnerable People</i>	37
Providing Assistance	38
<i>Call Management</i>	38
Resource Usage	38
<i>Human Resource Management</i>	38-39
<i>Training, Development and Organisational Learning</i>	39-40
<i>Race and Diversity</i>	40
<i>Resource Management</i>	40-41
<i>Information and Communication Technology Management</i>	42
<i>National Intelligence Model</i>	42-44
<b>APPENDICES</b>	
Appendix 'A' Westminster Organisational Structure	45
Appendix 'B' Leadership Audit Survey Results	46-47
Appendix 'C' Performance Charts – Boston Boxes	48-51
Appendix 'D' Notional Contract	52-54

---

<sup>1</sup> Basic Command Unit

## 1. Executive Summary

- 1.1 With over 2,500 staff, Westminster is the largest BCU in the MPS and is situated at the heart of the capital. It comprises some of the nation's most iconic sites such as the Houses of Parliament, Buckingham Palace and Westminster Abbey and the BCU has responsibility for the external security of a number of royal residences, embassies and consulates. Westminster also contains most of the West End's theatres and cinemas as well as the famous shopping areas of Oxford Street, Regent Street and Bond Street. It hosts 40% of London's hotels and guesthouses and its community is richly diverse with a residential population of 236,000 people that spans 182 nationalities with 120 different first speaking languages. The borough attracts approximately 750,000 visitors a day and routinely hosts public marches, demonstrations and ceremonial events.
- 1.2 To reflect its complexity, scale and challenge, the BCU is uniquely led by an officer of ACPO<sup>2</sup> rank – a Commander who is supported by a Senior Management Team (SMT) that comprises an establishment of two chief superintendents, a business manager and six superintendents. The Borough Commander joined Westminster in April 2007 having transferred from previous roles as Head of the MPS Diversity Directorate and as Head of the MPS Violent Crime Directorate.
- 1.3 Delivering effective crime reduction performance<sup>3</sup> in Westminster over the past 12-18 months has been challenging. Since April 2008, overall crime has fallen by -2.5% and Domestic Burglary has remained broadly static (+0.1%). However, Robbery has risen by +6%, Vehicle crime by +12% and RRAC<sup>4</sup> by +4.7%. Relative to its family group, crimes rates per 1000/Population in Westminster are in the bottom quartile<sup>5</sup> for TNO, Robbery, MSV<sup>6</sup>, Other Wounding and RRAC. It is in the second quartile for Vehicle Crime, Domestic Burglary and SAC<sup>7</sup>. Some would argue that these rates are influenced by an influx of approximately 750,000 visitors a day which serves to inflate its potential pool of offenders and victims from its recorded residential population used in these calculations although other London boroughs could make a similar claim. Against its local indicators, gun crime has been reduced by -65.6% and knife crime by -13.2% over the same period<sup>8</sup>.
- 1.4 Detection rates over the same period are largely unaffected by Westminster's visiting populous as the MPS method of resource allocation reflects demand and its workloads are therefore more consistent with other boroughs. The detection rate for TNO has improved by +2.11 percentage points (pp) and Domestic Burglary remains unchanged (+0.09pp). However, detection rates have declined for Robbery (-3.96pp), Vehicle Crime (-0.78pp), SAC (-1.32pp), MSV (-2.26pp), Other Wounding (-1.16pp) and RRAC by (-2.73pp). Westminster's positioning within its family group for detection rates is of greatest concern with all but two crime categories (MSV and RRAC) being in the bottom quartile. User satisfaction rates for October 2007 to

---

<sup>2</sup> Association of Chief Police Officers

<sup>3</sup> Source: iQuanta

<sup>4</sup> Racially and Religiously Aggravated Crime

<sup>5</sup> Performance within a family group of BCUs is divided into four quartiles

<sup>6</sup> Most Serious Violence

<sup>7</sup> Serious Acquisitive Crime

<sup>8</sup> Source: MetStats

September 2008 compared to the same period in 2006-2007 have improved marginally (+1.4%) over the last year.

- 1.5 The borough is in the midst of a comprehensive programme of restructuring, moving from five territorial sub-commands (OCUs) to a functional model of command. The programme was initiated with the aim of improving effectiveness and reducing costs and has been implemented incrementally since January 2008. At the time of inspection, the borough had progressed approximately 70% of the restructuring changes with an interim move to three territorial OCUs, albeit it is acknowledged that the desired changes to the policing culture will take some years to fully embed.
- 1.6 As with most significant organisational changes, the BCU restructuring programme may have impacted upon performance. However, the degree of its impact can be limited by effective programme management and in this regard, there is significant scope for improvement. Whilst staff and accommodation changes were managed well, changes to key processes (such as intelligence, crime and custody management) were not mapped and agreed prior to and implemented as part of the physical moves. In short, the programme risk has not been effectively managed. This has led to some confusion over many procedures and has consumed considerable management time in the subsequent work to consult, redefine and publish these key processes. Indeed, HMIC found evidence that many of the key processes for NIM<sup>9</sup> and sanction detection improvement were either absent or ineffective, impacting significantly upon overall BCU performance.
- 1.7 Other aspects of BCU generic business are not wholly dependant upon the change process and should therefore be in place and effective before, during and after the restructuring process. This includes the need for an effective performance management framework and the need for high professional standards. The HMIC inspection found that performance management within the BCU was applied differently across the borough; common and simple performance indicators linked to priorities and PDRs<sup>10</sup> had not been agreed for each section of the workforce and it did not effectively reach down into every team. Concerns regarding the professional standards of staff relate to the need to improve staff compliance with policy and direction, the way in which staff subject to discipline and/or recuperating from sickness are managed and the need to improve the morale and integration of PCSOs engaged on security patrols.
- 1.8 These challenges need to be addressed through strong leadership and clarity of purpose from the BCU Commander with the full and unified support of the SMT. Such support was not always evident during the inspection with instances of disparate approaches being adopted by superintendents (e.g.; performance management, custody officer training and staff discipline). This disunity has served to further frustrate the progress of change and has lead to confusion amongst some staff as to the direction taken by the BCU on a given function.
- 1.9 Notwithstanding these issues and to its credit, the BCU has identified approximately £500,000 in savings from the restructuring programme and many more efficiencies

---

<sup>9</sup> National Intelligence Model – A common mechanism by which resources are deployed against priorities

<sup>10</sup> Performance Development Reviews

are now possible from the streamlining of key processes and in the efficient deployment of staff. These opportunities need to be seized within a coordinated approach to maximise the leverage of resources, including the creation of key outcome measures to help assess progress. Many will flow from the restructuring process and some will emerge from other diagnostic work arising from this report alongside the BCU's internal planning and inspection processes. All need to be identified and implemented with the resultant dividend in resources effectively deployed.

- 1.10 The BCU enjoys strong support and investment from Westminster City Council in its community safety activity and it can rightly be proud of some highly innovative and effective problem-solving work undertaken with partners and communities alike. Neighbourhood policing in Westminster is an emerging strength and HMIC encountered evidence of strong partnerships as reflected in CivicWatch and the Safer Westminster Partnership.
- 1.11 It is clear from the issues detailed above and herein that considerable work remains to be done and the SMT has both the expertise and capacity necessary to implement these changes. It must now set about progressing these as part of a structured and coordinated change plan, implemented in a controlled way that minimises risk and which maximises community safety and public confidence within the wider Borough of Westminster.

### Recommendations and Good Practice

- 1.12 The inspection team has made the following recommendations that should contribute to the drive for continuous improvement displayed by the BCU. There are also various suggestions that the SMT may wish to consider contained within the '*What We Found*' section of the report (in bold type), mainly from data gathered by the inspection team or from BCU staff participating in focus groups or interviews.

#### Recommendation (1): Borough Restructuring

To improve the programme management arrangements that supports the borough's ongoing implementation of its restructuring proposals and specifically to:

- Communicate more widely the vision, strategy and its rationale;
- Move swiftly into the next phase of restructuring in a controlled way so as to minimise the time spent in the process of transition;
- Exercise effective programme management that includes changes to key business processes and publication of the consequentially revised policies and SOPs;
- Maximise staff inclusion and engagement in the process of change;
- Actively use and maintain a risk register for the programme.

#### Recommendation (2): Performance Management Framework

To introduce a performance management framework for the borough that ensures a coherent, consistent and proportionate approach to performance management at every level. This includes the following:

- The construction of clear borough priorities for 2009/10 that reflect the MPS priorities and which are complimentary to the CSS (LAA) priorities;
- For each priority to have an explicit SMT lead with a delivery plan;

- A structured framework of performance meetings at every level;
- Consistent and coherent performance measures/targets for teams;
- Clear links with PDR objectives.

### **Recommendation (3): Intelligence and Proactivity**

To improve the way in which the National Intelligence Model (NIM) is applied on the borough so as to create an intelligence culture that maximises proactive opportunity and specifically to:

- Improve awareness and understanding of the criteria for using CrimInt Plus;
- Maximise receipt of quality intelligence;
- Develop the DIM, DMM and BTTCG processes;
- Enhancing the scope and effectiveness of the PPO scheme;
- Improve the range and use of proactive tasking and operations.

### **Recommendation (4): Sanction Detection Improvement**

To improve sanction detection performance against APACS priorities with a coordinated approach across the borough that includes:

- An SMT lead who is accountable for sanction detection improvement;
- The creation of a sanction detection improvement plan;
- Construction of clear policies/SOPs for each type of sanction detection;
- Maximising crime housekeeping arrangements so that all valid detections can be attributed to the borough;
- Ensuring compliance with minimum standards for primary investigations;
- Training and development for key staff on sanction detections.

### **Recommendation (5): Compliance and Professional Standards**

To improve the levels of compliance with policy/instruction and the professional standards within the borough. This should enhance effectiveness and provide a professional image of policing services delivered within the borough. Specifically, this is to include:

- The reiteration of the expected standards of behaviour by staff;
- Guidance and development for sergeants and inspectors;
- Challenge unacceptable behaviour in a proportionate way;
- Support from SMT when supervisors instigate appropriate challenges;
- The use of data to monitor the levels of compliance.

### **Recommendation (6): Increasing Capacity through Resource Leverage (VFM)**

To maximise borough capacity, productivity and efficiency through a coordinated approach to resource leverage that includes the following:

- The construction of an overall resource leverage plan with an SMT lead;
- Use of systems and processes to quantify and re-cycle savings;
- The identification and pursuit of borough level activity against the five domains of resource leverage activity (see HMIC Report on RL in the MPS);
- Increased transparency of borough staff and establishments through core IT systems (e.g.; MetHR, CARMS, MetDuties) and their products;
- The creation of a single outcome-based measure to track progress.

1.13 The inspection team also acknowledges the following areas of good practice:

HMIC BCU Inspection – Westminster BCU (Metropolitan Police Service)  
April 2009

- The Key Encounters Weekend at Westminster (Para. 6.4);
- Work on Developing Citizen Focus (Para. 6.6);
- The Volunteer Cadet Corps (Para. 6.18).

## 2. Introduction

- 2.1 Basic command units (BCUs) are a fundamental building block in the delivery of policing services. Aligned to communities, BCUs represent the local interface with the public and are therefore highly influential in the police service's aims to reduce crime and disorder, and to increase community confidence. BCUs vary in size and composition according to the areas they police. All share responsibility for the delivery of the national community safety plan as it affects them and, with Crime and Disorder Reduction Partnership (CDRP) colleagues, the delivery of the local community safety strategy (CSS) priorities. As such, individual BCUs will continue to be subject to increasing scrutiny of performance from both Government and local communities.
- 2.2 The range in performance outcomes between BCUs presents an opportunity to continuously improve and to maximise the efficiency and effectiveness of this tier of policing. A key ingredient of successful BCUs remains their *focus* with the most successful being those that maximise focus through effective leadership at every level. They will also have a performance management framework that strikes the right balance between holding individuals to account, and providing support for those in most need. The NIM will be fully embedded and mainstreamed throughout the BCU, driving all types of proactive intervention through the systematic and skilled interpretation of intelligence. Successful BCUs will also have a thorough appreciation and desire to meet the needs, wishes and expectations of their primary customer - the communities they police.
- 2.3 Following a five year rolling programme of BCU inspections, HMIC has since moved to a more intelligence-led approach whereby only a small number of BCUs are selected for inspection. This follows an examination of their relative performance within their MSBCU group, together with a detailed review of their self-assessment, which was completed by a selection of BCUs as an integral part of the wider Baseline Assessment process. All BCU inspections are directly aligned to the Baseline Assessment frameworks and the Assessment of Police and Community Safety (APACS) domains, and evidence gathered at the BCU tier can easily be used to help assess overall force performance.

### Box A – Aims of BCU Inspections

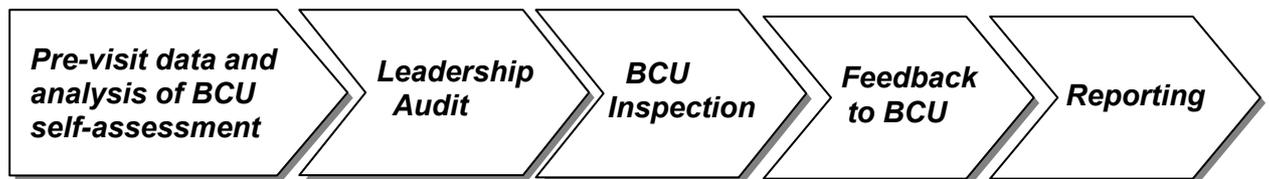
- Promoting effective leadership
- Disseminating good practice
- Identifying inefficiencies
- Providing pointers to enhance performance
- Strengthening the capacity for self-improvement
- Leaving behind a BCU management team that has learnt about itself and is even more committed to self-improvement

- 2.4 The Inspection of Westminster BCU in the Metropolitan Police Service was conducted between 19<sup>th</sup> and 27<sup>th</sup> January 2009. This report sets out the inspection findings,

highlighting areas of good practice and making recommendations for improvement where appropriate. Her Majesty's Inspector thanks the officers and staff of Westminster BCU for the co-operation and assistance provided to members of the inspection team.

## Methodology

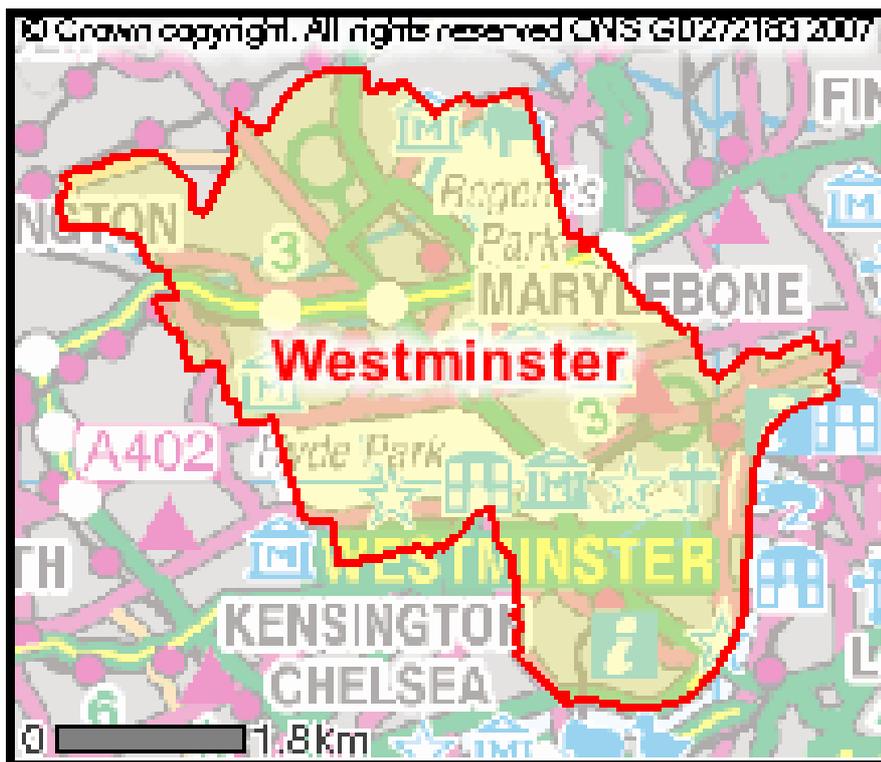
2.5 The Inspection of Westminster BCU consisted of the following core stages:



2.6 During the Inspection, a total of 75 structured interviews and focus groups were conducted, involving over 200 individuals. Other staff members and partnership agency representatives were interviewed during the two visits to workplace settings. Representatives from the Safer Westminster Partnership and the Community Advisory Groups (CAGs) were also consulted in the course of the inspection. A BCU leadership audit was also conducted within the BCU.

### 3. The Force/Constabulary Context

- 3.1 The Metropolitan Police Service (MPS) is the largest and most complex police organisation in England and Wales. It comprises 32 borough-based operational command units, sharing coterminous boundaries with the London Boroughs. The service is responsible for policing 620 square miles, with a residential population of over 7.3m (3.2m households) and also deals with the impact generated by an additional daily influx of approximately 5.5m visitors and workers. The MPS delivers a range of international, national and capital city services, as well as local service delivery across the 32 territorial boroughs. In terms of staff numbers, the MPS is approximately three times larger than the next largest force and its annual budget accounts for approximately 24% of the total bill for police services in England and Wales.
- 3.2 Westminster BCU is located within the centre of London and the Metropolitan Police District (MPD).



## 4. The BCU Context – Westminster

- 4.1 The City of Westminster is a London borough and a city in its own right. Situated to the west of the City of London and north of the River Thames, it is simply 'The Heart of London'. As well being home to the Monarchy and the seat of Government, it also contains many High Commissions and Embassies. Westminster has the largest concentration of visitor attractions in London, with many iconic sites such as Buckingham Palace, the Houses of Parliament, Big Ben, Westminster Abbey, Trafalgar Square, Marble Arch, Soho and Piccadilly Circus. It also contains most of the West End theatres and cinemas as well as the world famous shopping areas of Oxford Street, Regent Street and Bond Street. Both the retail sector and tourism contribute significantly to the local and national economy. It contains 40% of London's hotels and guesthouses.
- 4.2 The Borough is made up of 26 Safer Neighbourhood areas, each with varying policing needs and communities. Within its 8.5 square miles, Westminster contains 4 Royal Parks, 4 mainline terminus stations and 27 tube stations.
- 4.3 Being in the centre of London, Westminster has been subject to numerous terrorist attacks over the years, most recently on 7<sup>th</sup> July 2005 at Edgware Road and the Haymarket devices on 29<sup>th</sup> June 2007. The borough also comprises a large part of the Government Security Zone (GSZ) and has the consequential responsibility for maximising security in this area. Policing the terrorist threat is a key role for the BCU. Westminster is also one of Europe's most prestigious business locations and houses the international headquarters of many multinational organisations.
- 4.4 The City of Westminster has a residential population of approximately 236,000 people, spanning over 182 nationalities and 120 different first speaking languages. In addition to the known residential population, Westminster has a high level of homelessness and rough sleeping. Westminster City Council estimates that there will be an increase of 20% in the residential population of the borough by 2025. The borough has a relatively young population, as a high proportion (60%) of residents are aged 39 or under. In addition to the residential population there is an estimated 750,000 people coming into the borough to work or visit each day. The resident population density of Westminster averages 11,000 people per square kilometre compared with an average 4,700 for the whole of London. Combining the very high volume of visitor footfall with the fact that a third of the residential population changes every 12 months, Westminster is a unique policing environment.

## Diversity

### Ethnic Groups in Westminster

4.5 The following table shows the ethnic groups within the London Borough of Westminster<sup>11</sup>

Percentage of resident population in ethnic groups	Westminster	England
<b>White</b>	73.2	90.9
of which White Irish	3.6	1.3
<b>Mixed</b>	4.1	1.3
<b>Asian or Asian British</b>	8.9	4.6
of which Indian	3.1	2.1
of which Pakistani	1.0	1.4
of which Bangladeshi	2.8	0.6
of which Other Asian	2.0	0.5
<b>Black or Black British</b>	7.4	2.3
of which Caribbean	3.1	1.1
of which African	3.7	1.0
of which Other Black	0.7	0.2
<b>Chinese or Other Ethnic Group</b>	6.3	0.9

4.6 The following table shows a breakdown of religions for Westminster:

Percentage Population in Religious Groups	Westminster	England
Christian	55.0	71.7
Buddhist	1.3	0.3
Jewish	4.3	0.5
Hindu	1.9	1.1
Sikh	0.2	0.7
Muslim	11.8	3.1
Other Religions	0.5	0.3
No religion	16.2	14.6
Religion not stated	8.8	7.7

<sup>11</sup> Source: ONS neighbourhood statistics, 2001 Census

## The Leadership Audit

- 4.7 A critical attribute of successful BCUs is effective leadership. Leadership styles vary – some are highly transformational while others veer more towards transactional approaches. There is no ‘correct’ style because circumstances vary, and good leaders attune their approaches to fit these circumstances. To try and explore the components of leadership and their relative impact on performance, HMIC has developed a leadership audit tool, the findings from which inform the fieldwork stage of the inspection to validate key themes. This is a developing tool that will become increasingly powerful as benchmarks are created from BCUs against which results can be evaluated.
- 4.8 The leadership audit is a ‘soft’ tool in that it invites perceptions from staff initially through survey and then seeks to validate these during interviews and staff focus groups. The validation process includes interviews with the BCU Commander and members of the SMT so as to provide a management context to the survey findings. Emerging strengths and areas for improvement from the audit will therefore represent a summary of validated opinions about leadership across the BCU; some caution should therefore be exercised in the use of such data. The emerging themes will *only* feature as HMIC recommendations, management considerations or items of good practice, if they are subsequently validated by specific and triangulated evidence obtained during the wider fieldwork visit and in the context of overall BCU performance. The audit explores leadership across the whole BCU, using the headings that are applied to force-level leadership as part of Baseline Assessment. This is a development from the previous focus of such inspections that primarily assessed the leadership of the BCU Commander and the SMT.
- 4.9 The audit process comprised three phases:
- A questionnaire, circulated to a statistically significant cross section of all BCU staff and returned to HMIC; and
  - Focus groups with a representative cross section including inspectors, special constables and police staff; and
  - One-to-one interviews with the BCU Commander, operations superintendent/chief inspectors and business manager.

The audit also includes an interview with the relevant link chief officer line-manager who exercises line management over the BCU Commander, to explore their working relationship. A summary of the staff survey findings is attached at Appendix ‘B’.

### 4.10 The Leadership Context – Westminster BCU

With some 2,500 staff, Westminster is the largest BCU in the MPS and therefore presents some specific leadership challenges in maximising the accessible and influence of its SMT. In addition and over the last 18 months, the BCU has been progressing a comprehensive programme of restructuring, moving from five territorial sub-commands (OCUs) to a functional model of command. At the time of inspection, the borough had implemented approximately 70% of the restructuring changes with an interim move to three territorial sub-commands, albeit the desired changes to the policing culture will take some years to embed. The impact of these changes has been significant and planning, clarity of purpose, communication and consultation

before, during and afterwards is therefore essential to attain staff inclusion and to ensure that BCU performance does not become a casualty of the process of change.

## The Audit Results

### The BCU has an appropriate structure that is aligned to Force Strategy – Leadership Audit Results

- 4.11 My role is clearly defined and contributes to the BCU and Force Strategy**  
*The Chief Inspectors/Police Staff Focus Group highlighted that their main area of concern surrounded people in different parts of the BCU currently working to different superintendents. This was not considered conducive towards the delivery of a consistent approach towards service delivery. The perception of this focus group was that the current structure caused confusion amongst staff at Westminster, with particular reference made to uniformed Response Teams and Safer Neighbourhood Teams (SNT) who were working to three separate superintendents. The response teams were working to 'three separate duty officers on three separate channels with each being measured in three separate ways'. In exploring this issue further, these perceptions were not wholly reflected in either the Sergeant/Police Staff Focus Group or the Constables/Police Staff Focus Group. Some 18 members of these focus groups stating that they were satisfied, with the small remainder stating that they were a bit satisfied. This reflects the findings from the staff survey with 76.8% of staff providing a positive response. However, when discussing performance indicators between themselves in the Constables/Police Staff Focus Group it became clear that different measures were being monitored at different stations within the BCU. Furthermore the rationale for these performance measures was at variance across individual sites and the consequences of not meeting the targets was at variance, which caused consternation from those from Westminster South. Both the Inspectors/Police Staff Focus Group and the Chief Inspectors/Police Staff Focus Group showed greater dissatisfaction in this area, with evidence provided in some areas that clearly defined roles and responsibilities were still being developed. The Senior Management Team identified that some role profiles have yet to be amended following the recent changes at Westminster BCU.*
- 4.12 I am set objectives that relate to my role**  
*Across all focus groups there was general agreement with this statement, although this decreased down the rank structures. Key comments from the Inspectors, Sergeants, Constables and Police Staff Focus Groups was that objectives were too generic, gave little account of personal growth or development and were not set in a timely fashion. There were examples provided of constables having arrived at the BCU some six months ago and having not been set any objectives. There was a general perception amongst the Constables/Police Staff Focus Group that their immediate supervisors did not have the time to sit down with each individual member of staff and discuss objectives with them. Within some of the specialist squads in the BCU, there was some evidence of bespoke objectives being set.*
- 4.13 Lines of accountability and responsibility within the BCU are clearly defined**  
*The significant restructuring process at the BCU was mentioned by all focus groups with some confusion as to its purpose and rationale evident. The Senior Management Team Focus Group spoke of the change from five OCUs into three OCUs with the*

*vision of being one and raised concerns about the size of the BCU and the ability to achieve this aim. This focus group raised further concerns about accountability particularly when things go wrong. Concern was expressed that the move to functional responsibilities, which was set to replace geographical responsibilities, had the potential to cause further confusion. One member quoted, 'for example who is responsible for crime reduction on the BCU?'. CID officers seemed somewhat clearer about their lines of accountability, CID having been recently aligned on a Pan-BCU Basis.*

**4.14 Resources are effectively managed within the BCU including specific issues of demand and deployment**

*An analysis of the responses from all those interviewed at the BCU suggested that there was dissatisfaction with the management of resources and this was not just solely attributable to the significant developments over the past year. This perception was not restricted to the Constables/Police Staff, Sergeants/Police Staff and Inspectors/Police Staff Focus Groups. The SMT Focus Group identified that the BCU was 'wasteful with resources' a point reiterated by the Sergeants/Police Staff Focus Group, who stated that they were 'constantly understaffed'. This view reflected the findings from the staff survey with 55.4% of staff responding negatively. The perception amongst Senior Managers was that staff might feel dissatisfied due to the fact that the change programme had not been completed in its entirety, but examples not linked to the restructure programme were discussed. This included effective management of weekly leaves, effective management of minimum staffing levels and variance of team sizes performing the same role at the same Station.*

**4.15 Throughout Westminster BCU teams are balanced in terms of skills, experience and diversity;**

*Even though the Constables/Police Staff Focus Group highlighted that skills across the teams were not balanced, 10 members of this focus group were either satisfied or very satisfied. There was a general perception that the response teams were made up of approximately 70% of probationary constables. This was corroborated by the Sergeants/Police Staff Focus Group who stated that core teams lacked experience, although the recent introduction of transfers rather than probationers was considered a positive approach. Both focus groups perceived that there was little consideration given to matching necessary skills to the gaps on teams. They concluded that the priority was maintaining numbers. The Senior Management Team showed more dissatisfaction with the balance of skills, experience and diversity, with four stating that they were a bit dissatisfied, three stating that they were a bit satisfied and the remaining three stating that they did not know. Members of this focus group identified that the gender mix at inspector rank and above was not adequate. The staff survey illustrated similar concerns with 55.4% of staff responding negatively.*

**4.16 The Health & Safety procedures on Westminster BCU are effective and make me feel safe in the work place**

*There was a general satisfaction with the Health & Safety procedures with 80.4% of staff responding positively in the staff survey. However the Inspectors/Police Staff, Sergeants/Police Staff and Constables/Police Staff Focus Groups were unclear as to who had responsibility for Health & Safety matters across the BCU. Furthermore these three groups were not aware of the Health & Safety Policy or the procedures for reporting Health & Safety matters.*

## The BCU has a performance culture with integrity

- 4.17 My manager demonstrates an interest in my performance and development**  
*Throughout all focus groups there was a variety of approaches outlined as to how managers demonstrate, or not in some circumstances, an interest in performance and development. The Constables/Police Staff Focus Group stated that there was a Performance Culture at the BCU, but that 'line managers don't have time to discuss performance in a meaningful way'. This point was a reiteration of the comments made in question one. Sickness management at the BCU was considered to be a real weakness prior to the restructure but which was regarded in positive terms following the restructure.*
- 4.18 I receive the development I need to perform my role**  
*All members of the Constables/Police Staff Focus Group were either a bit satisfied, satisfied or very satisfied that they received the development they needed to perform their role. This perception was generally replicated across the majority of focus groups.*
- 4.19 Within Westminster BCU, good performance is recognised and rewarded**  
*Seven members of the Constables/Police Staff Focus Group were either a bit dissatisfied or dissatisfied with recognition and reward surrounding good performance, which reflected the findings from the staff survey (53.6% responding negatively). This was explored and the perception was that good performance was generally recognised by immediate line managers at sergeant and inspector level but rarely recognised above that level. Further dissatisfaction surrounded rewards. Of interest was the perception from those officers on the core teams who stated that they are expected to deal with anything and that they felt undervalued. Informal recognition from a senior level within the BCU did not occur frequently enough.*
- 4.20 Innovation is promoted and supported on Westminster BCU**  
*There was general satisfaction across all focus groups that innovation was promoted on Westminster BCU.*
- 4.21 There is a commitment with Westminster BCU to staff retention**  
*The Constables/Police Staff identified that a large number of staff on the core teams outside their probation were looking to move either from their teams or from the BCU. This was causing dissatisfaction amongst the team, particularly when none had been consulted on why they wanted to move. Overall there was a general perception from all focus groups that staff seeking promotion were supported where appropriate and that where they were not supported, development plans were put in place.*
- 4.22 On Westminster BCU there is effective use of the National Intelligence Model – Resources, Tasking and Co-ordination**  
*There was general satisfaction with Westminster's use of the National Intelligence Model across all focus groups although police staff and police officers in more specialised roles or in back office roles could not see the relevance of this question to them. The Constables/Police Staff Focus Group discussed allocated PPOs and the policing environment in which they operate, speaking in-depth about the difficulties faced with a large transient population. They further highlighted that CRIMINT was*

*not a user-friendly product and that they considered that they were on occasion “policing blind because intelligence is not entered onto the system”.*

**4.23 On Westminster BCU, managers ensure that maintaining integrity is more important than achieving good performance**

*There was general satisfaction across all focus groups that there was no direct pressure to influence crime recording.*

**4.24 Westminster BCU delivers an effective service to the community**

*There was general satisfaction across all focus groups that they do deliver an effective service although all focus groups highlighted that they could do better.*

### **Diversity**

**4.25 Diversity is embedded within Westminster BCU, specifically in terms of personal values and all areas of business including selection and the appointment of staff**

*There was general satisfaction amongst the Constables/Police Staff Focus Group that diversity was embedded within Westminster BCU. This view was reflected in the staff survey with 67.9% of staff responding positively.*

**4.26 Fairness at work procedures can be confidently used by staff on Westminster BCU without fear of recriminations from managers**

*Of the eight members of the Constables/Police Staff Focus Group who responded to this question, six were a bit dissatisfied and two were a bit satisfied. Generally confidence with the Fairness at Work procedures was not high. The Inspectors/Police Staff Focus Group considered that Fairness at Work processes were not effective. Members of the Senior Management Focus Group asked, ‘when has anything been resolved using it’.*

**4.27 Manager’s decisions are consistent**

*The Senior Management Team considered that there was a lack of consistency across Westminster BCU in relation to decision-making, although the introduction of a lead for professional standards had brought some consistency to disciplinary outcomes. Of the eight Senior Managers present, three were very dissatisfied, three were dissatisfied and the remaining two a bit dissatisfied. The Inspectors/Police Staff Focus Group identified that they received no feedback on decisions made and therefore did not know how consistent these decisions were against other managers.*

**4.28 Managers on Westminster BCU solve problems effectively**

*There was general confidence amongst the Constables/Police Staff Focus Group that their first and second line managers could solve the majority of problems. Over 50% of the Inspectors/Police Staff Focus Group were a bit dissatisfied with the ability of their line managers to solve problems. This view reflected the findings from the staff survey with 75.0% of staff responding positively.*

**4.29 Sickness and welfare issues are effectively managed within Westminster BCU**

*There were mixed views across the Inspectors/Police Staff Focus Group ranging from very dissatisfied to very satisfied. Concern was raised about recent developments, surrounding changes to the HR functions that would result in the loss of the personal*

*knowledge and understanding needed to manage some long-term sickness issues. It was considered that this situation would worsen under the THR proposals. All focus groups identified that sickness was a performance indicator and that a more robust management of sickness had occurred over the past year.*

**4.30 Managers deal with any bullying on Westminster BCU effectively**

*There were small pockets of dissatisfaction across a number of the focus groups with debates surrounding how accountability and managing performance could be interpreted as bullying. The Constables/Police Staff Focus Group highlighted concerns that “some managers back off holding people to account for fear of being accused of bullying”.*

**4.31 Abstractions from duty, other than sickness are effectively managed within Westminster BCU**

*The Constables/Police Staff Focus Groups considered that abstractions for courses at Westminster BCU are well managed. The Sergeants/Police Staff Focus Group was less satisfied in this area, outlining the difficulties presented by Aid provision. Similar dissatisfaction was identified by the Inspectors/Police Staff Focus Group and the Senior Management Focus Group. Concern was raised by the Inspectors/Police Staff Focus Group that they do not have sufficient control over what happens following certain abstractions, they spoke about training and the deployment of their staff to other stations for a short period of time after which officers did not always report back to them for further deployment. This was considered common practice.*

## **Personnel Management**

**4.32 I have regular, personal and meaningful contact with my line manager**

*The Constables/Police Staff Focus Group discussed the value of an introductory meeting with a member of the Senior Management Team, upon arrival at Westminster BCU. This Focus Group showed general satisfaction on this subject with 10 of the 13 members either satisfied or very satisfied. A similar view was given by the Sergeants/Police Staff Focus Group, the Inspectors/Police Staff Focus Group and the Senior Management Team. This view reflected the findings from the staff survey with 75.0% of staff responding positively.*

**4.33 Within Westminster BCU the managers demonstrate a genuine interest in staff as individuals, provide support and value their contributions**

*The Constables/Police Staff Focus Group felt their first and second line managers showed a genuine interest in the staff they supervise, albeit demands on the BCU present challenges. However there was less satisfaction with senior managers’ ability to demonstrate a genuine interest in staff at the BCU.*

**4.34 BCU staff feel proud of the service delivered**

*There was general sense of pride about the service they delivered amongst all staff interviewed during the BCU Leadership Audit. All responses, with the exception of one, stated that they were either a bit satisfied, satisfied or very satisfied.*

**4.35 My line manager makes me feel trusted, valued and included**

*The Inspectors/Police Staff Focus Groups were a bit dissatisfied with this area with particular concerns about being trusted. They did show some satisfaction in being*

*valued and included but perceived that they were not trusted by their line managers. Across all focus groups there was not a high level of satisfaction in this area.*

**4.36 Personnel issues are dealt with by BCU managers in a relevant and timely manner**

*Members of the Senior Management Focus Group raised concerns that more problematic personnel issues are not dealt with early enough which tend to aggravate the original problem.*

**Communication**

**4.37 Westminster BCU Commander and Senior Management Team have a high profile within the BCU**

*There was general satisfaction amongst all focus groups that the Senior Management Team maintains a high profile.*

**4.38 Managers communicate relevant information to staff**

*The Constables/Police Staff Focus Group considered that on occasion too much information was communicated. This answer has clear links to para 4.39 below, with Inspectors, Sergeants, Constables and Police Staff Focus Groups feeling as though they were informed but not involved or included.*

**4.39 Where it is appropriate, BCU staff are consulted on matters of change**

*There was less satisfaction amongst the Inspectors/Sergeants/Constables/Police Staff Focus Groups about consultation during the change programme. The perception of these groups were that they were kept informed through a number of mediums but that they were not actively involved or actively participated in this change programme. Of the 13 members of the Constables/Police Staff Focus Group, 12 were a bit dissatisfied with one very dissatisfied. In contrast senior managers felt more satisfied that they had been involved more actively in the consultation process.*

**4.40 Westminster BCU line-managers are available to staff at appropriate times**

*There was general satisfaction across all focus groups that an appropriate BCU manager was available to them at appropriate times. This view reflected the findings from the staff survey with 82.1% of staff responding positively.*

**4.41 The SMT respond in a positive way to feedback from staff**

*There was general satisfaction from all focus groups that managers would respond in a positive way to feedback from staff.*

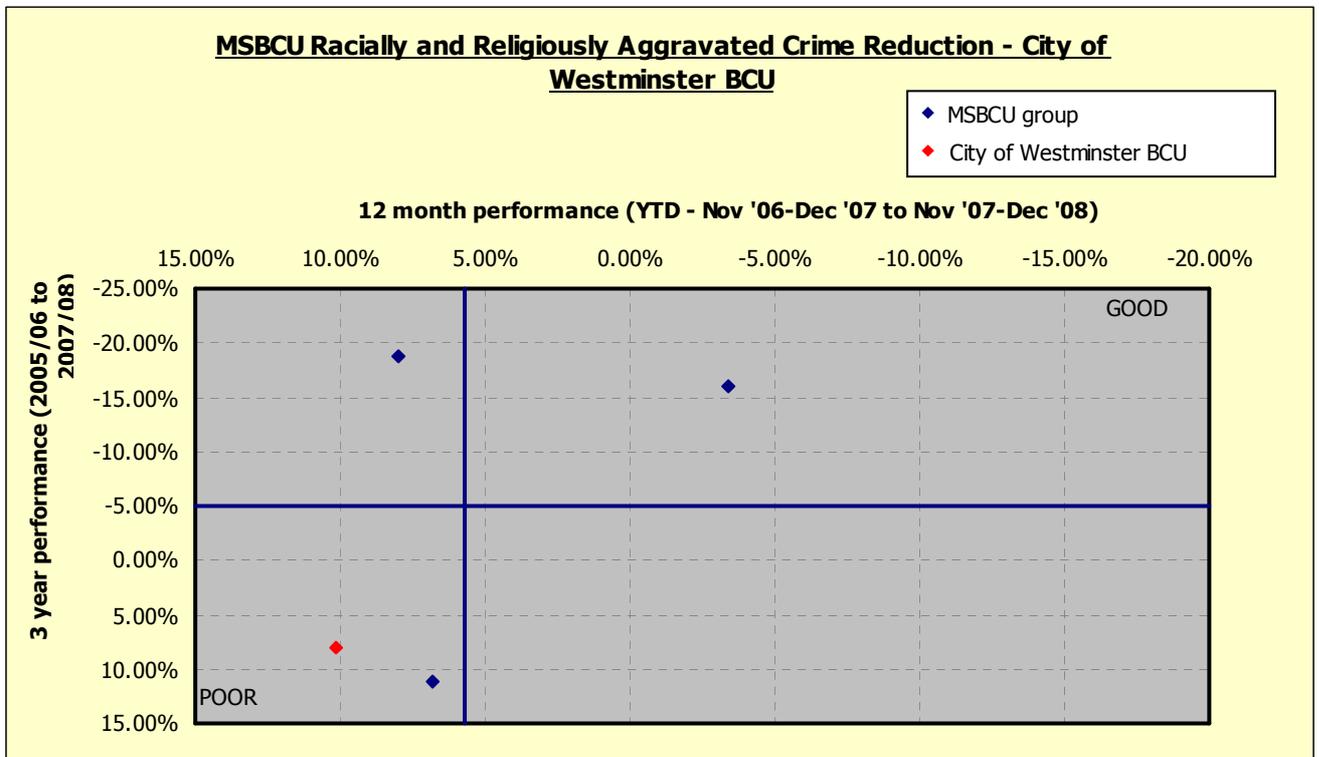
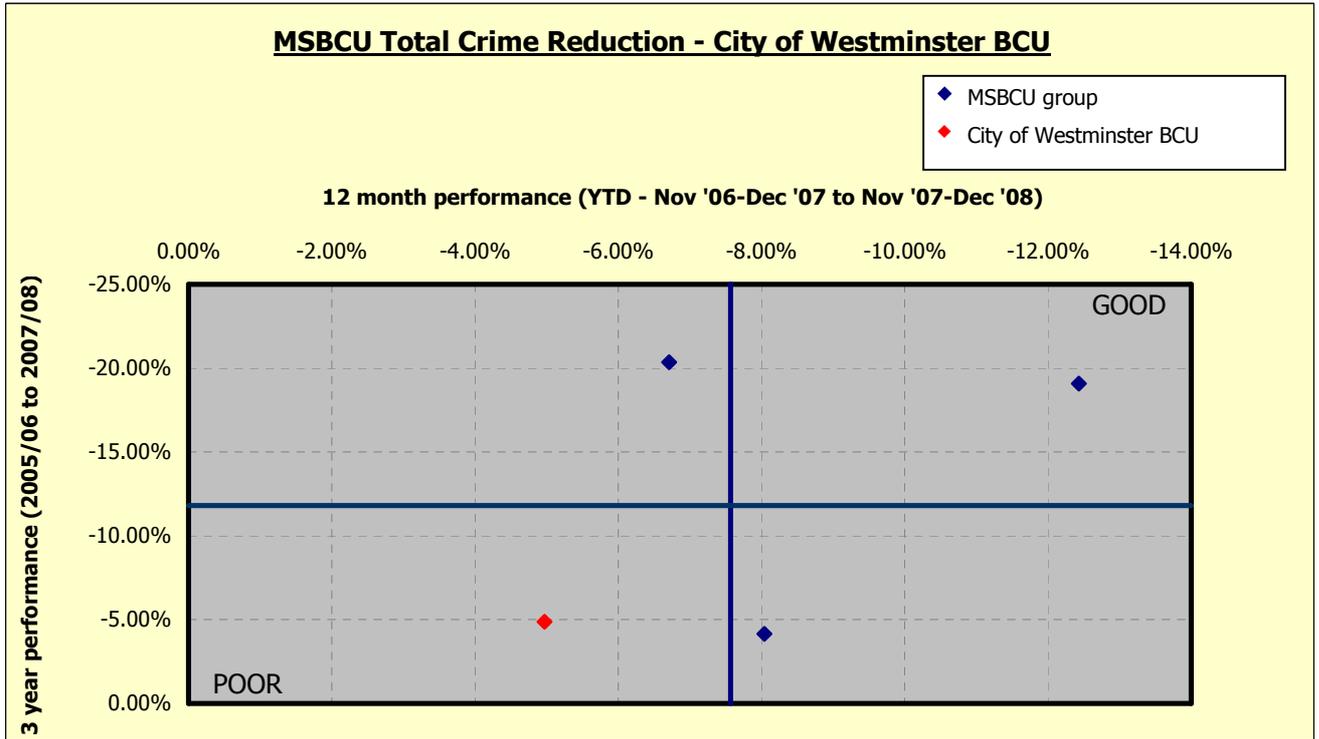
## 5. BCU Performance

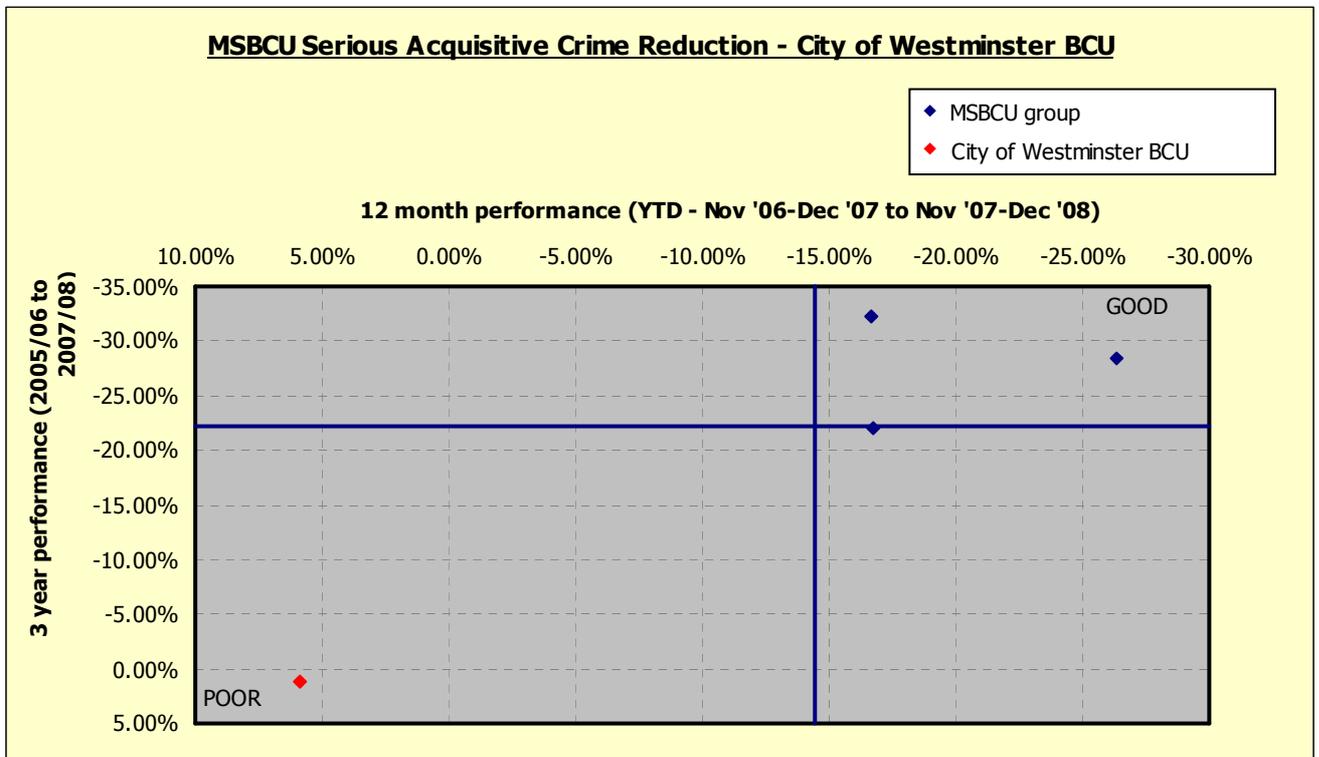
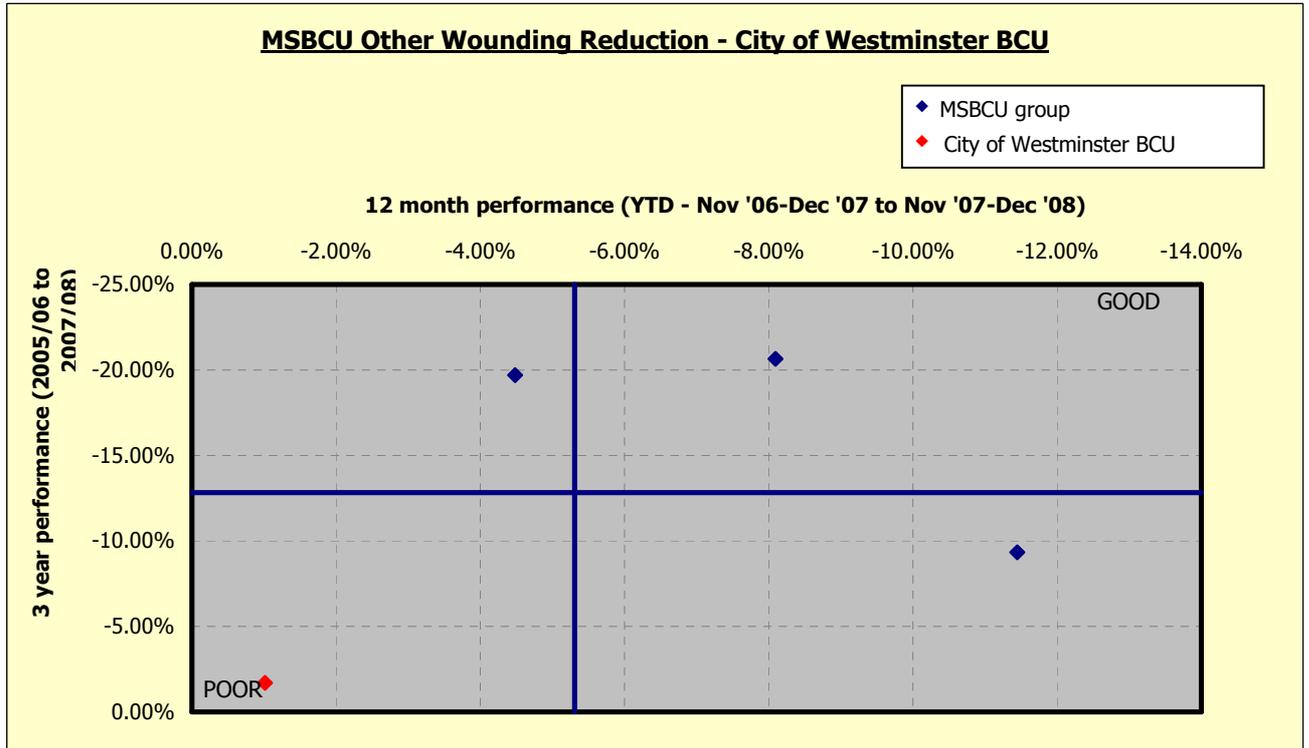
- 5.1 BCU objectives should reflect both national priorities - as set out in the National Policing Plan and reflected quantitatively in the public service agreement (PSA) targets - and local needs. In inspecting BCUs, HMIC covers both achievement of locally set targets and, more specifically, the delivery against national objectives, in particular, target crime reduction and sanction detections. Considerable attention is paid to the MSBCU<sup>12</sup> group positioning and direction of travel, both against the BCUs past performance and relative to its MSBCU group.
- 5.2 This is illustrated graphically using 'Boston Box' charting techniques (below) which illustrate performance against national priorities over the short (12 month) and medium (3 years) term against the MSBCU average - which is denoted by the horizontal and vertical lines that cross each chart (the 'crosshairs'). More detailed performance information is also shown numerically in the tables at Appendix 'C'.
- 5.3 Performance data for Westminster BCU, expressed in terms of crimes per 1000 head of population, is significantly influenced by the influx of approximately 750,000 visitors a day into the Westminster area. In effect, there is an inflated 'pool' of the population (i.e.; by about 750,000 a day) both against whom and by whom crime is committed and which is not reflected in the '1000 Population' figure taken from the latest ONS Census data. This arguably serves to inflate the crime rate per head of population (and per household) in Westminster.
- 5.4 However, to a certain degree, the same assertion could also be made by the other BCUs within the MSBCU – Kensington & Chelsea, Camden and Islington Boroughs, thereby making any benchmarking with the MSBCU average potentially valid. Furthermore, the daily influx of visitors to the borough has a limited impact upon sanction detection performance data as it is not calibrated against the base of residential population within Westminster and the TP Resource Allocation Formula (RAF) takes account of such factors that affect borough workloads.
- 5.5 Another benchmark for crime reduction is the borough's performance against itself that, for APACS priorities, has been challenging<sup>13</sup> but against some of the MPS critical performance areas it has been more positive. At the time of inspection, performance for crime reduction in SAC (robbery, burglary and vehicle crime) showed a rise of +7.4% (against an MPS target of -3.4%); gun crime fell by -63.3% (against a target of -5%) and knife crime fell by 10.6% (against a target of -5.5).

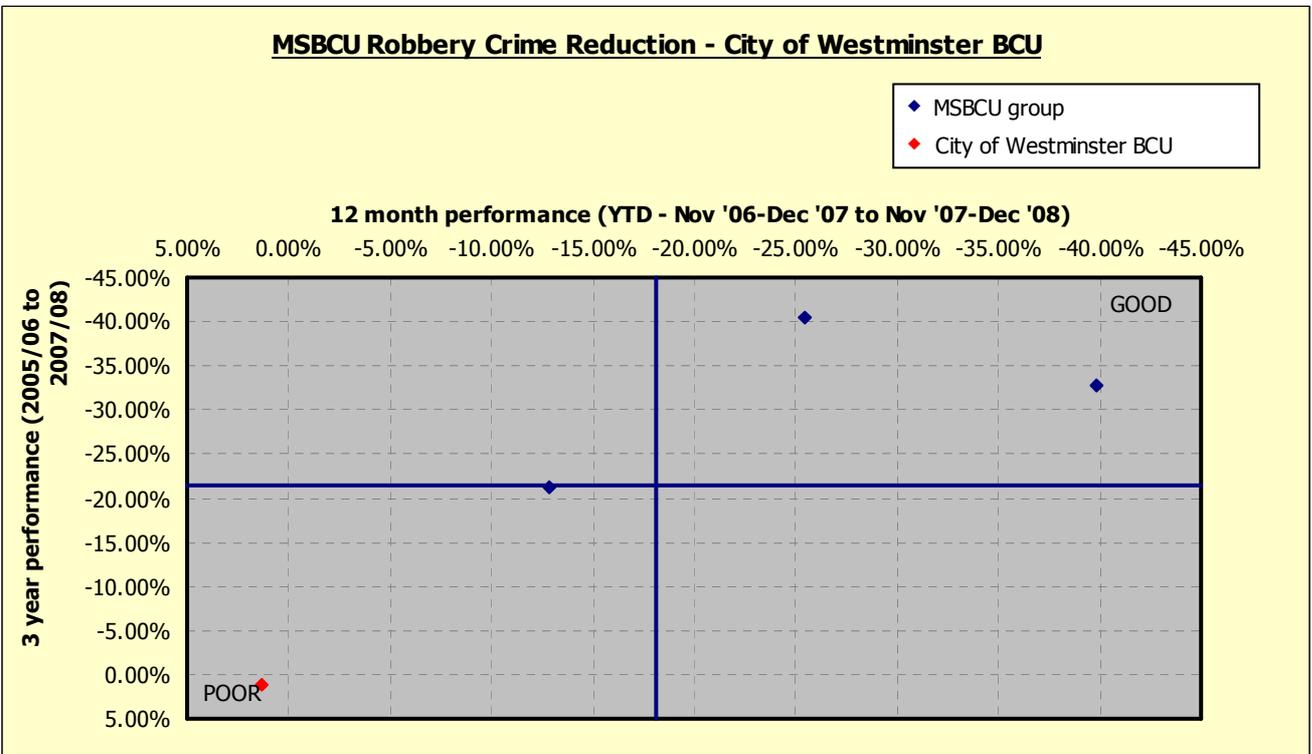
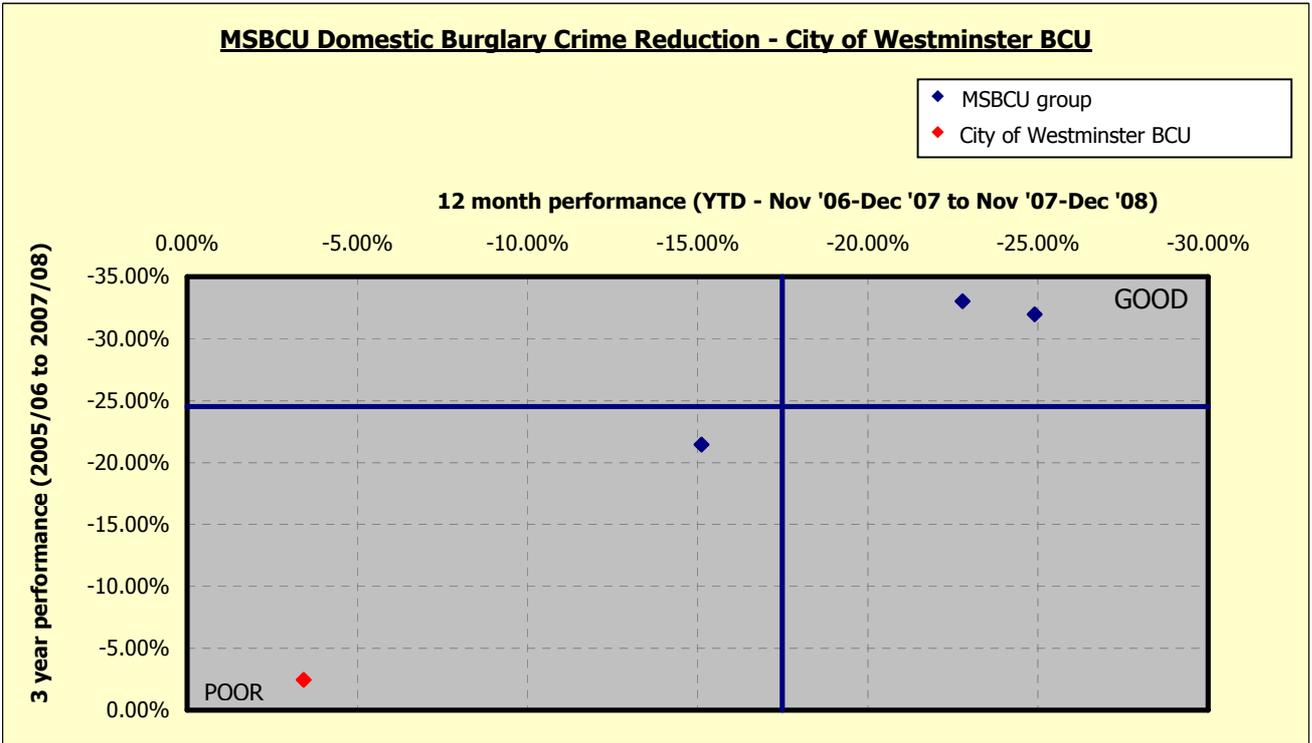
---

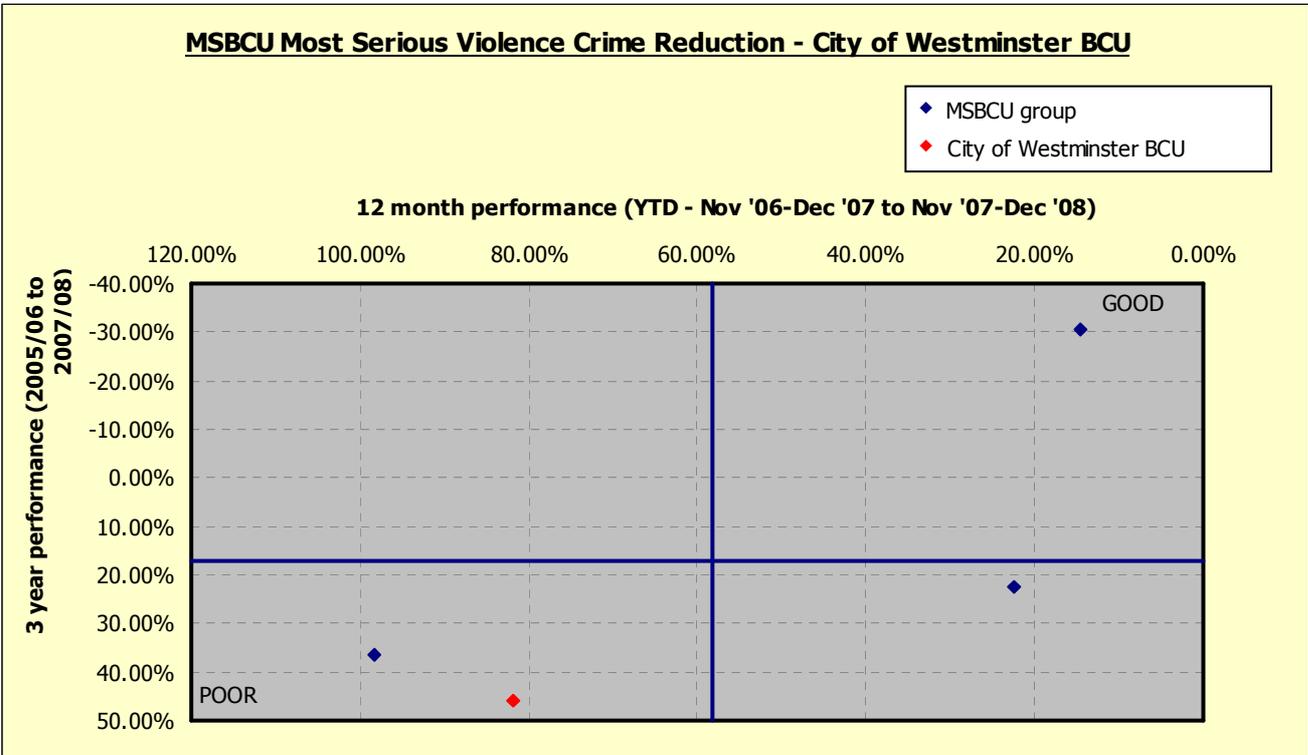
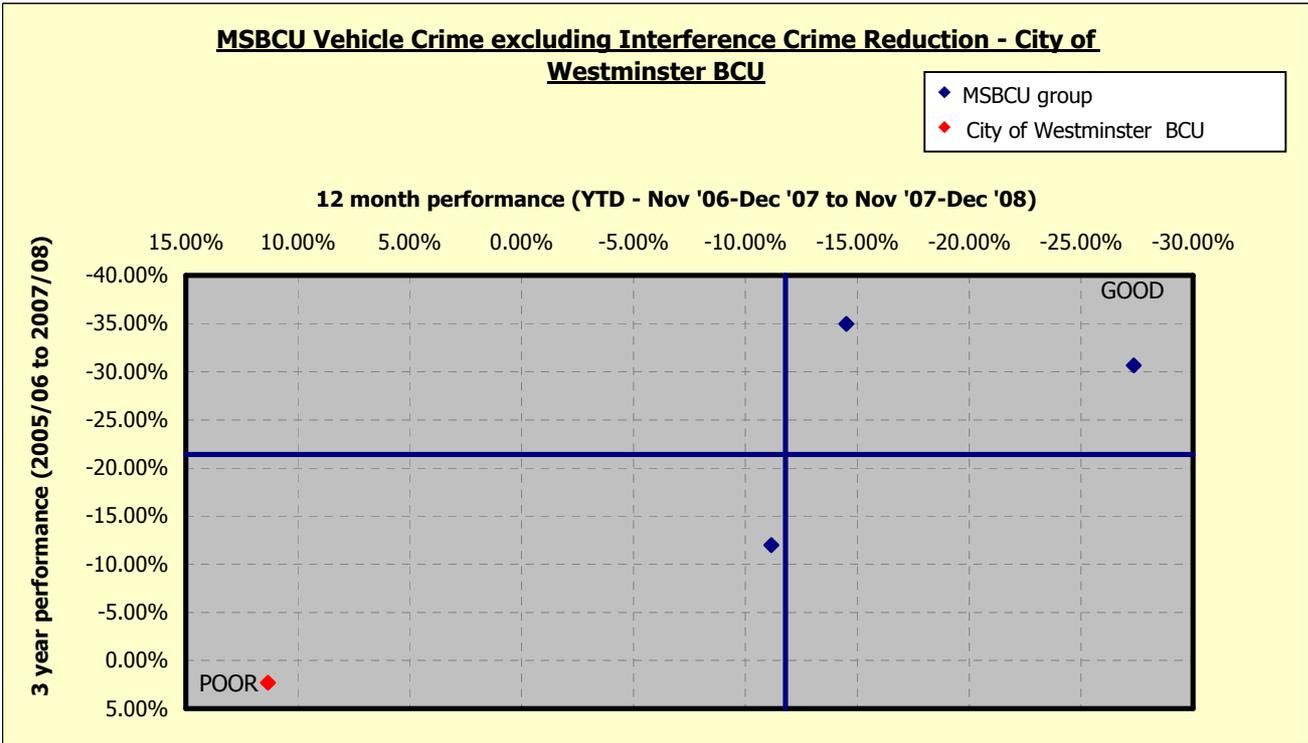
<sup>12</sup> Most Similar BCU

<sup>13</sup> Source: MetStats and TP Scorecard

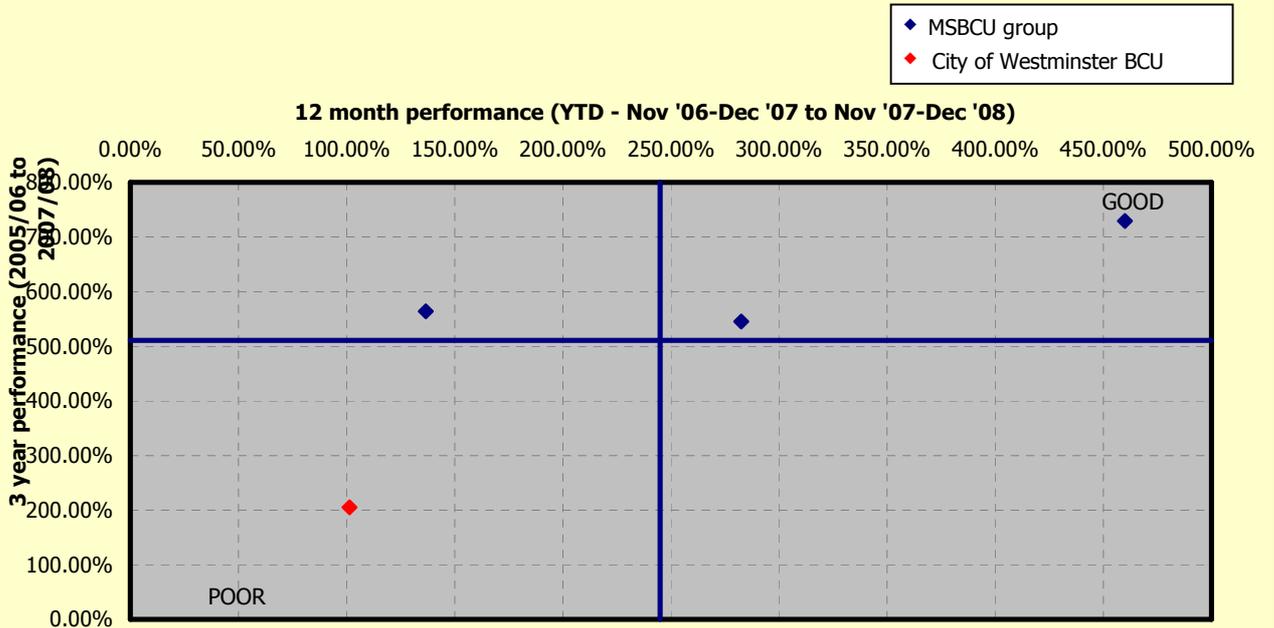




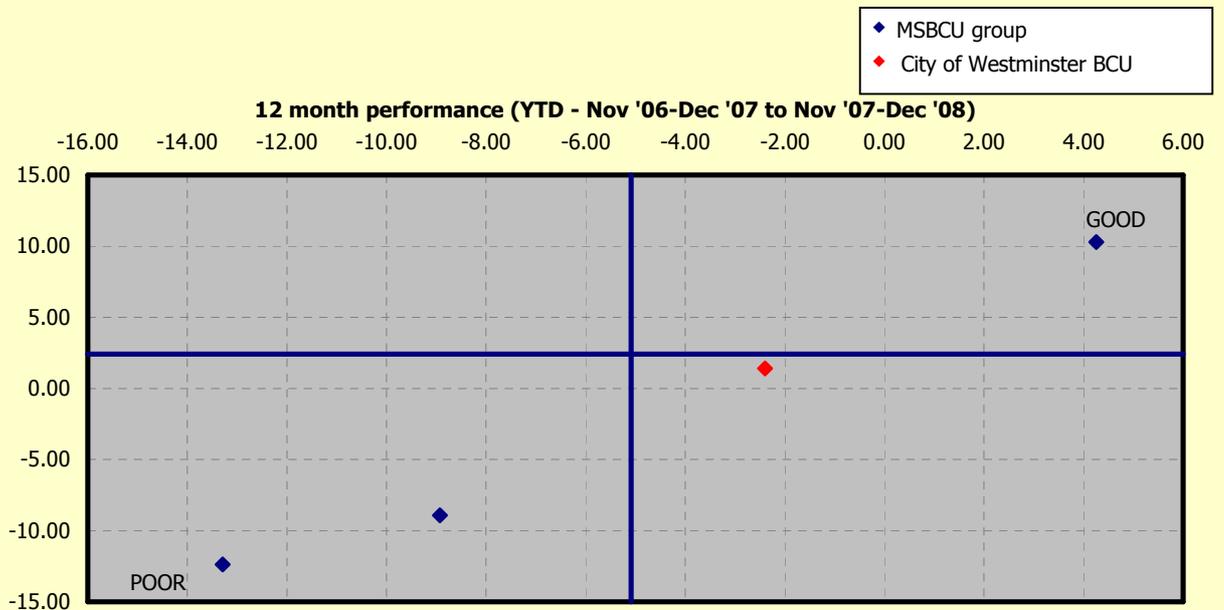


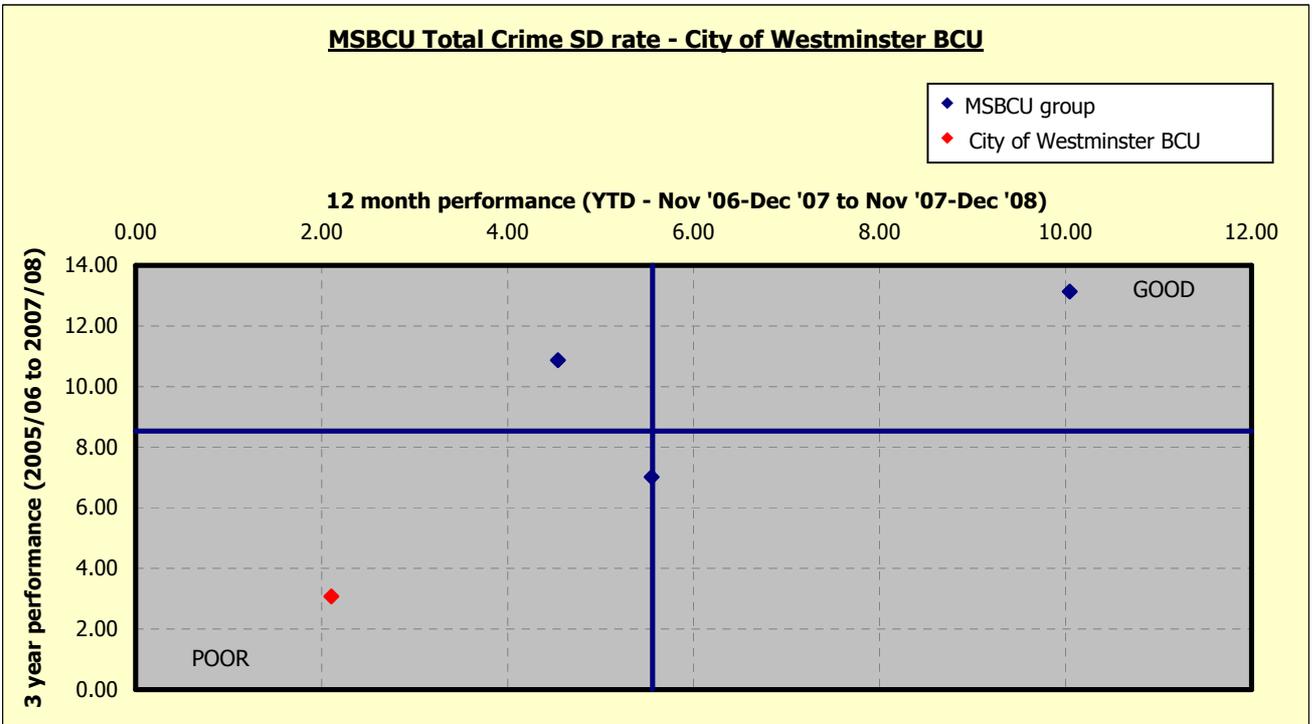
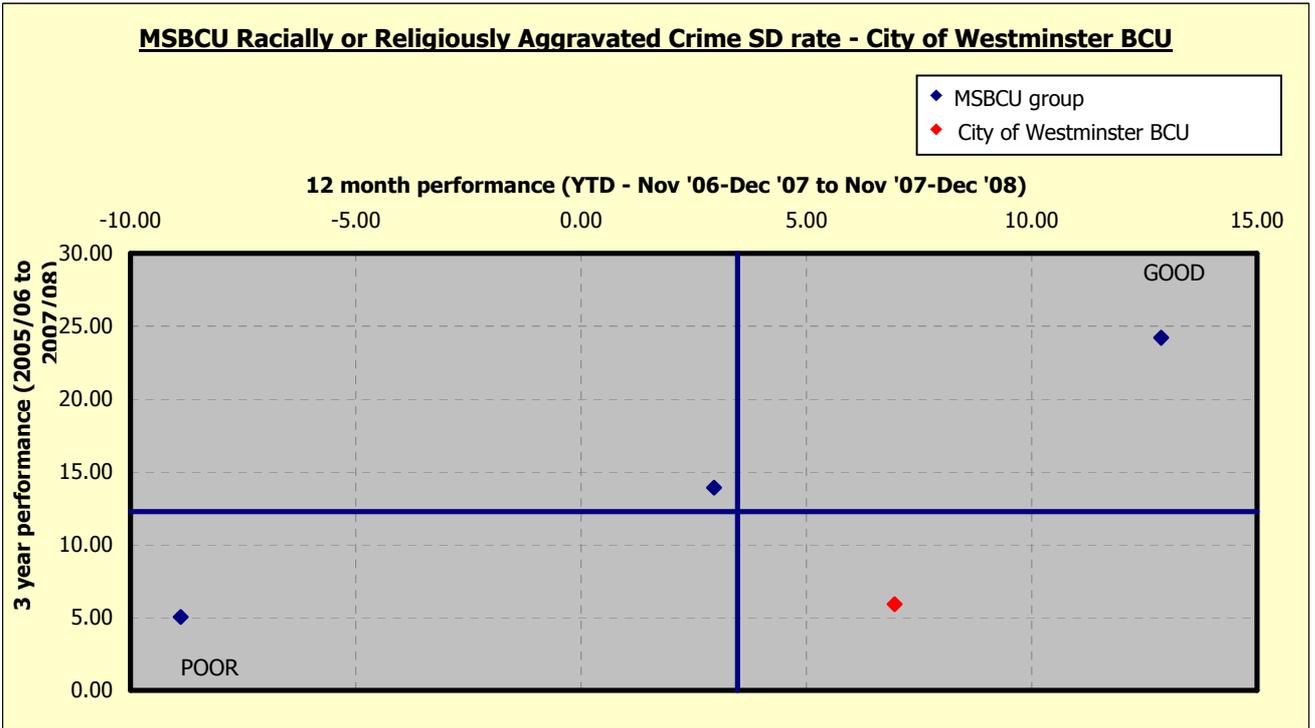


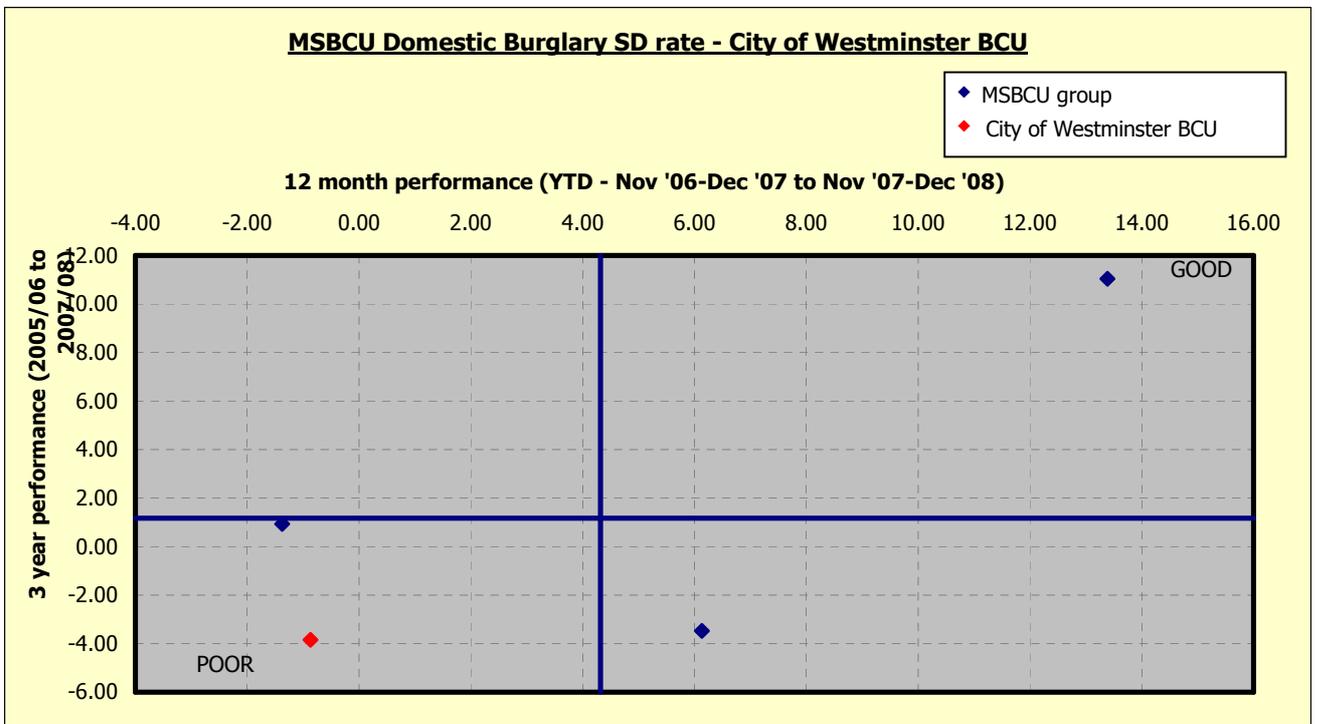
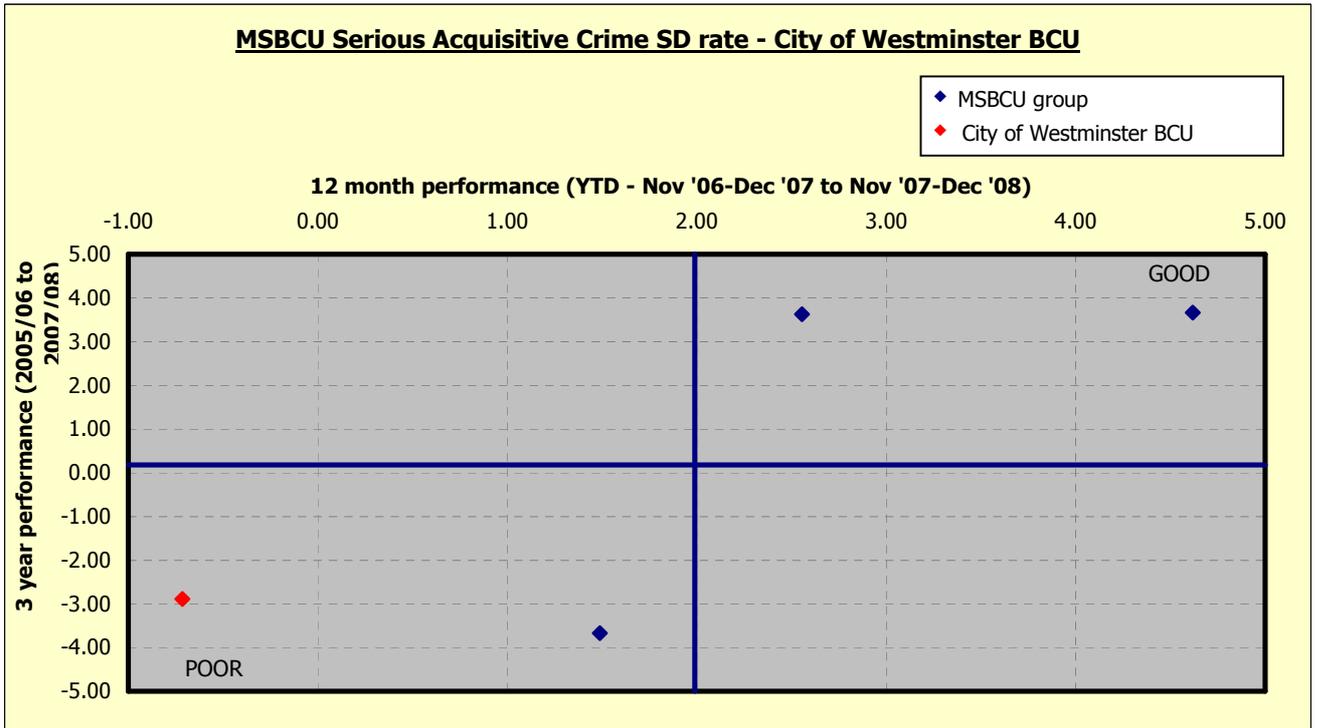
**MSBCU Other Wounding SD rate - City of Westminster BCU**

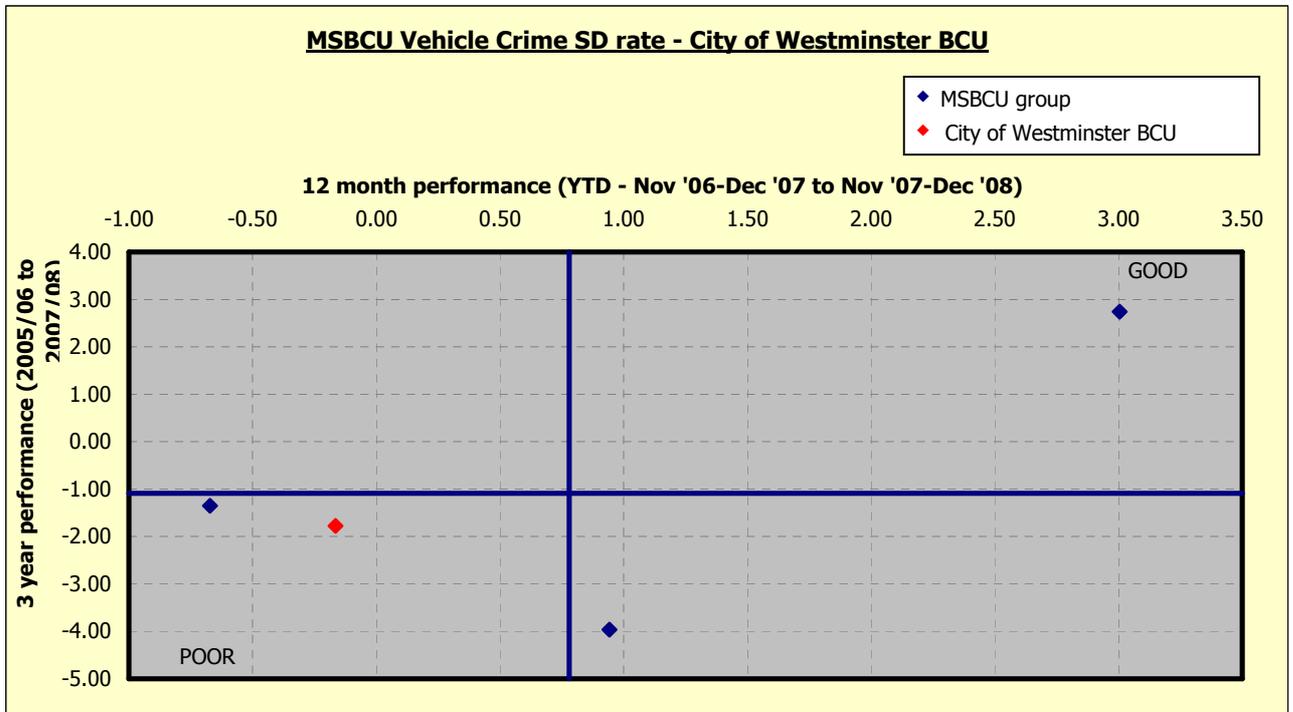
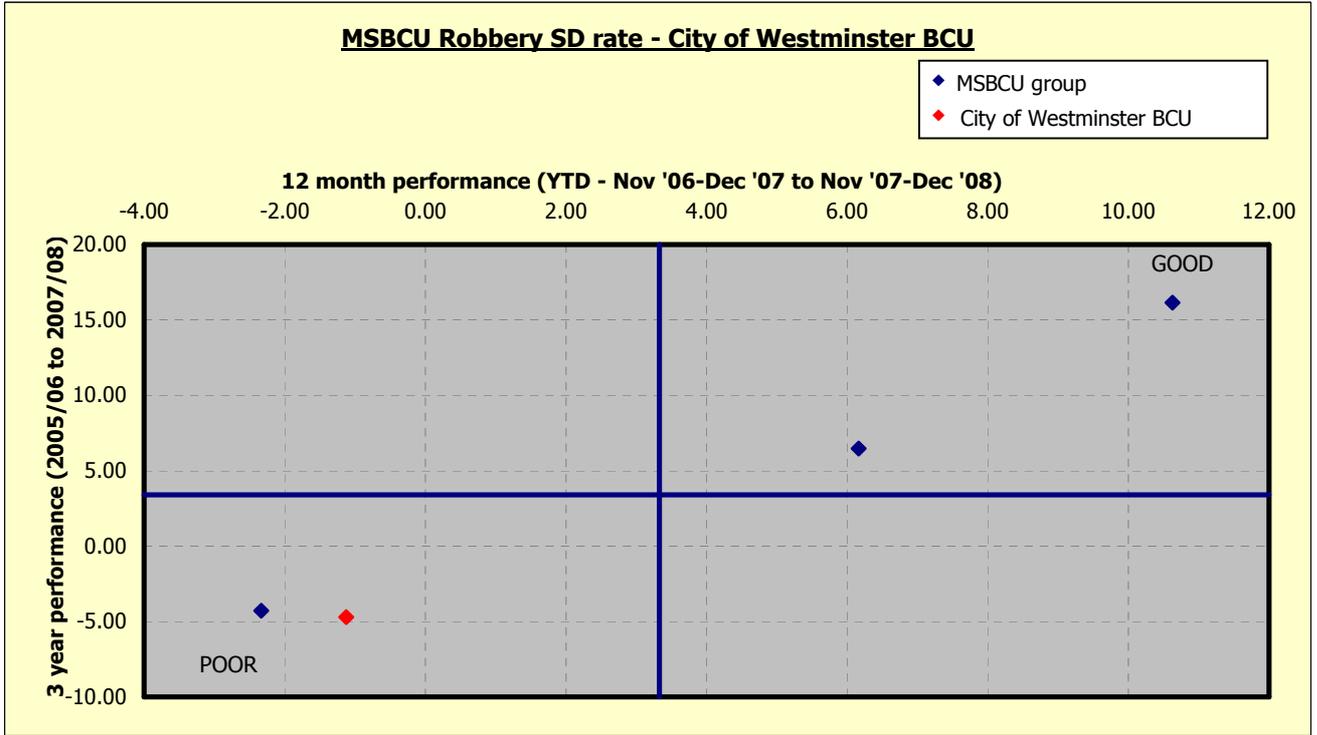


**MSBCU Most Serious Violence SD rate - City of Westminster BCU**

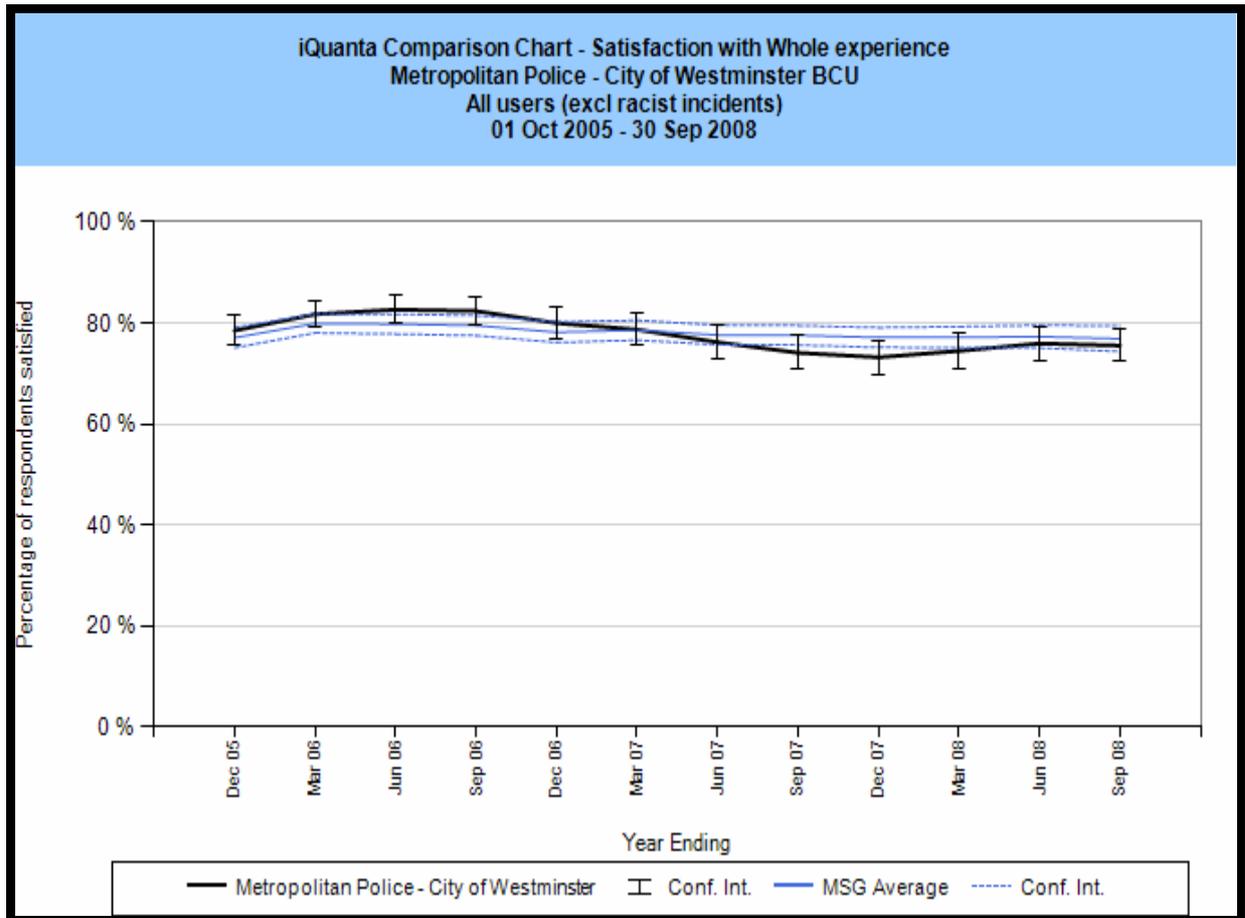








HMIC BCU Inspection – Westminster BCU (Metropolitan Police Service)  
April 2009



## What We Found

- 6.1 Following a review of the BCU's performance, the GL3 (Going Local 3) self-assessment, the findings from the leadership audit and other key documentation, HMIC conducted its fieldwork at Westminster BCU. The inspection team sought to validate acceptable practice and investigate/evidence further both potential good practice and any areas for improvement (AFIs). This report does not, therefore, reiterate what is and what should be happening on a BCU in terms of its core functional activities, given that these are detailed within the GL3 self-assessment process. Instead, the following section highlights areas against the Baseline Assessment frameworks that are evidenced by the inspection team as either particular strengths or opportunities for improvement against the core business of the BCU.

### The Baseline Assessment Frameworks

1. **Citizen Focus (Domain A)**  
Fairness and Equality in Service Delivery  
Neighbourhood Policing and Problem Solving  
Customer Service and Accessibility  
Professional Standards
2. **Reducing Crime (Domain 1)**  
Volume Crime Reduction
3. **Investigating Crime (Domain 2)**  
Managing Critical Incidents and Major Crime  
Tackling Serious and Organised Criminality  
Volume Crime Investigation  
Improving Forensic Performance  
Criminal Justice Processes
4. **Promoting Safety (Domain 3)**  
Reducing Anti-Social Behaviour  
Protecting Vulnerable People
5. **Providing Assistance (Domain 4)**  
Contact Management  
Providing Specialist Operational Support  
Strategic Road Policing
6. **Resource Use (Domain B)**  
Human Resource Management  
Training, Development and Organisational Learning  
Race and Diversity  
Managing Financial and Physical Resources  
Information Management  
National Intelligence Model
7. **Leadership and Direction**  
Leadership  
Performance Management and Continuous Improvement

## LEADERSHIP AND DIRECTION

### 6.2 Leadership

#### Strengths

- *The Borough Commander enjoys the support from his SMT, staff associations and senior partners alike. In general terms, they consider him to be highly approachable and supportive. He periodically meets with staff association representatives and adopts an open approach to consultation.*
- *The MPA link member for Westminster has recently changed and the Borough Commander is forging a positive working relationship with him. He has been notified of critical incidents in a timely manner (e.g. recent Gaza demonstrations in central London) and he felt informed of the broad nature of strategic and structural changes to the borough. There was a developing trust evident between both parties.*
- *The BCU has published a communication strategy that covers both internal and external aspects. This needs to be consistently applied by the SMT and it will become increasingly important as the BCU moves to a functional model of command when lines of communication will become increasingly stretched. Particular focus will need to be given to avoiding overuse of the e-mail system and communicating the ethos of Neighbourhood Policing across the workforce as there remains a significant number of staff who are unsighted on its purpose and methods.*
- *The borough operates an on-duty 'Late Senior Officer' system for Thursdays, Fridays and Saturdays each week. This role fulfilled by a chief inspector who is called upon to take command (i.e.; usually as 'Silver') of critical incidents and/or major crimes. The system works well as it provides essential command resilience within what is a very high profile borough.*
- *The Borough Commander is conscious of the need to engage chief inspectors in the strategic development of the borough and whilst it is not practical to incorporate all (and their police staff equivalents) within SMT meetings, the conduct of regular chief inspectors' meetings is perceived as valuable by all concerned. Regular, functional based meetings between the SMT and chief inspectors and police staff equivalents in each of the three core areas of business are held every six weeks, ensuring that all chief inspectors will meet for relevant discussions every 18 weeks. The most recent session at Empress State Building provided a rich source of ideas relating to citizen focus and demand management.*
- *A shift briefing was directly observed by HMIC and notwithstanding an unfortunate IT failure, the briefing was delivered coherently to staff who were attentive, made notes and engaged with their sergeants and inspector. It included a limited number of basic taskings and information provision. A mixture of police officers and PCSOs were present and many engaged in team discussion with confidence.*
- *To their credit the SMT has progressed the structural and staff elements of its restructuring quickly, effectively and with minimal staff disruption. This has involved change in postings for nearly all its 2200 staff and with only 25 appeals. Internal communication and information provision on the restructuring changes to the borough*

*has been effected through various focus groups, meetings with staff associations, the borough newsletter and at six-monthly sergeants' and inspectors' conferences. At the local level, weekly staff 'surgeries' have been held at Paddington that provide staff with the opportunity to discuss concerns.*

- *The re-introduction of a second chief superintendent position within the borough command structure is seen by the SMT as a necessary and correct move that enables the post holders the capacity to maintain their respective command responsibilities across the borough.*

### **Areas for Improvement**

- *Leadership and direction on a borough as large, complex and high profile as Westminster present particular challenges. These include the necessity of embedding a performance management framework, coordinated sanction detection activity, effective intelligence and proactivity and ensuring that high professional standards are maintained by staff. There remain challenges in the delivery of this infrastructure, which have been exacerbated by the absence of coherent programme management for the BCU restructuring which has resulted in confusion amongst many staff and a consequential reduction in performance.*
- *There remains some misunderstanding regarding the strategic direction, vision and process for the borough's restructuring plans, particularly at the junior level of the BCU. The borough should therefore usefully build upon existing mechanisms of communication so as to succinctly communicate to all staff and partners alike the overall vision for the borough and the headline programme of activity that will support the change with points of contact for further detail if required.*
- *The SMT were not acting as a unified team with a common purpose. The inspection team encountered evidence of the three OCU superintendents adopting different approaches to certain policing functions (e.g.; performance management, deployment of the MSC, custody officer training and internal staff discipline). This had the effect of causing confusion amongst some staff and which undermined the borough's overall performance.*
- *The critical performance areas set out within the Local Policing Summary (Plan) for Westminster in 2008/09 make limited reference to APACS crime reduction and sanction detection themes (only SD rates for tier 3 offences) and it is not accessible via the public website. With the exception of a counter-terrorism priority, the plan does not reflect the community safety oriented LAA<sup>14</sup> indicators set out with the Safer Westminster Partnership Plan 2008-11. This will dilute the focus given to key APACS performance areas for reduction and sanction detection that, in turn, arguably impact upon public satisfaction and confidence.*
- *The borough is progressing its programme of restructuring which is due for completion in April 2009. This incorporates the fundamental change from a territorial to a functional command model of policing a borough. The CID, HR, Finance and Intelligence functions have been centralised and the borough has reconfigured its*

---

<sup>14</sup> Local Area Agreement

*OCUs from five to three territories before finally moving to a wholly functional model of command by April 2009. There is evidence that this intermediary position is hampering progress in the ongoing rationalisation of key business processes on the borough and the Borough Commander is encouraged to expedite this element of the borough restructuring programme as quickly as possible.*

- *Whilst individual members of the SMT often make strenuous efforts to maximise their visibility and accessibility, there would be value in adopting a more coordinated approach across the borough and its constituent teams. This also represents an invaluable opportunity to interact with staff and to harvest good ideas for improvement and the purpose of visits needs to be clearly defined.*
- *The organisational risk associated with the BCU programme of restructuring requires more visible and formal management. The SMT adopted a staged approach to its implementation of the restructuring programme and this has been supported by an outline change plan, risk register and staff issues log. However, both the risk register and the staff issues log have not been updated since late 2007 and the ongoing risks associated with the restructuring are not being managed in a structured way. Fundamentally and with the notable exception of the SNTs, there has been no coherent change plans for key business processes in place prior to the implementation of structural changes (e.g.; Human Resources (HR), Finance, Resources, Crime Management, Custody and some aspects of Intelligence). Instead, these are being implemented subsequently with borough reviews conducted into training, events and custody. This has resulted in uncertainty amongst staff as to the correct procedure, policy and responsibilities in these business areas.*

### **6.3 Performance Management and Continuous Improvement**

#### **Strengths**

- *There is a four-weekly performance meeting within the borough at which the Detective Chief Superintendent (Crime) will review performance with all members of the SMT. This is complemented by performance being considered as an agenda item (i.e. a 'lighter touch') within weekly SMT meetings.*
- *Notwithstanding the fact that overall BCU performance remains challenging, there are pockets of promising work taking place albeit these are self-generated and not coordinated within a performance management framework (PMF). The Superintendent (South) is to be congratulated for his efforts to improve quantitative and qualitative performance within the South OCU. Arrests within this part of the BCU have increased by 60% on last year with both individual and team performance being more actively reviewed there and within the CID than in other parts of the BCU.*
- *The Safer Westminster Partnership and its associated joint monthly Accountability meetings are robust and intrusive in their approach albeit these inevitably have a partnership focus and cannot reach into the leadership and systems within the BCU. This layer of performance management is well established with the City of Westminster (CoW) and it exercises effective scrutiny and accountability over partnership-oriented activity within each of the three OCUs whilst also effectively removing blockages to*

*tactical progress when they arise. These meetings have served to provide momentum and focus to partnership activity and have fostered close working relationships between the police and their key partners.*

- *The borough has established its own dedicated inspection and review capability to scrutinise and investigate areas of risk and opportunities for improvement. The existence of this capability represents an essential ingredient in any performance management framework.*

### **Areas for Improvement**

- *There is no identified SMT lead for each borough priority for whom responsibility and accountability is vested. With the exception of some crime specific plans, there are no borough-level delivery plans that set out the range of tactics to be applied for each priority to ensure its delivery against target.*
- *The inspection team found evidence of individual portfolio and team leads developing their own performance management regimes with some success (e.g.; in the South, CID and on some core teams). However, these are being developed independently and inconsistently across the borough. There is no overarching performance management framework (PMF) for the borough that defines core performance measures for each team, targets and links to PDR objectives and borough priorities. Meetings at which performance is discussed are also held inconsistently across the borough with no standardised framework for performance discussion, actions and links to training and development.*
- *The BCU has not developed a dynamic link between its mechanisms for performance management and organisational learning. This is a critical element of continuous improvement as it ensures that lessons learned are shared across the BCU and that training intervention occur in a timely and proportionate way.*
- *There is no structure framework within which inspectors and police staff equivalents conduct performance meetings with their staff. Whilst not being bureaucratic, there is value in providing a template agenda for such meetings with junior staff and for agreed actions to be filed on the BCU shared drive to enable effective supervision.*
- *There is no planned and ideally independent, structured review of the borough restructuring programme. This could take the form of a staged review and should be advantageous to the borough, as it would help identify lessons for the borough and the wider MPS.*
- *There is an absence of a performance culture on the borough which is symptomatic of there being no overall performance management framework in place and general concerns regarding staff professionalism and compliance.*

## CITIZEN FOCUS

### 6.4 Fairness and Equality in Service Delivery

#### Strengths

- *The borough has three Community Advisory Groups (CAGs) - one for each OCU. These groups are well developed, active and engaged on gold groups that are formed following critical incidents. Members of the CAGs can contact the borough commander directly and were informed of the recent structural changes to the borough.*
- *The Borough Commander is to be congratulated for the developing work with minority communities under his Key (Critical) Encounters Programme. This involved a weekend event at which youngsters from minority communities alongside junior police officers met to exchange views on their experiences following 'key encounters' with the police. Mr Neville Lawrence was invited as a guest speaker and all found the process to be highly valuable and impactful upon their perceptions. Lessons learned from the process are intended to be incorporated within borough training sessions.*

### 6.5 Neighbourhood Policing and Problem Solving

#### Strengths

- *The borough is in the process of developing a partnership tasking process from the current jointly chaired fortnightly meetings. This work is fully supported by HMIC and needs to become the partnership equivalent of the BTTCG<sup>15</sup> at which all joint problem solving activity is commissioned, reviewed and coordinated. Links will need to be maintained with the current BTTCG process.*
- *There is evidence of a reasonable churn of problem solving activity across the 26 SNTs<sup>16</sup> with 29 open F302s (full problem solving initiative form) and 59 open F303s (abbreviated problem solving form). In addition there are nine families for whom intervention plans have been constructed. In addition, there have been 91 ASBOs<sup>17</sup> and 11 ABCs<sup>18</sup>/ABAs<sup>19</sup> for the borough.*
- *The Safer Westminster Partnership is currently developing a 'Partnership Portal' that is intended to ease the sharing of documents, data and details of problem solving initiatives (F302s and F303s) within existing Information Sharing Agreements. This development is most welcome and will further enhance an already very strong partnership.*
- *The borough and their CivicWatch partners have provided HMIC with a significant evidence base of innovative and highly successful, partnership-based problem solving activity. This ranges from Café Watch which has led to a 50% reduction in crime across the five main coffee chains in Westminster to extensive work to reduce alcohol related violence in the Leicester Square area in conjunction with businesses in the*

---

<sup>15</sup> Borough Tactical Tasking & Coordination Group

<sup>16</sup> Safer Neighbourhood Teams

<sup>17</sup> Anti Social Behaviour Orders

<sup>18</sup> Anti Social Behaviour Contracts

<sup>19</sup> Anti Social Behaviour Agreements

*locality and a joint initiative centred on the Trocadero, Picadilly Circus which reduced robberies in the locality by 59% and which reached the final of the London Problem Solving Awards 2008.*

- *Community Panels are established across all 26 wards and are independently chaired. Links are established with the wider CPCG<sup>20</sup> meeting and bespoke crime, disorder and public confidence performance information packs are being developed to support local decision making at these meetings. Borough priorities that are most prevalent within certain wards are invariably identified as a panel priority and actioned.*
- *The borough enjoys a long-standing productive and supportive relationship with the City of Westminster. Following a business case submitted in 2003, the CoW agreed to invest approximately £1m per annum in supporting community safety activity. Under the Safer Westminster Partnership, its CivicWatch activity (soon to be renamed the Crime and Disorder Reduction Service or CDRS) is comprehensive, professional and highly effective in its approach. Each of the 26 wards in Westminster has a multi-agency tactical group including a dedicated CivicWatch liaison officer for each ward. These groups act as a tactical coordination group for problem solving and other types of proactivity whether arising from ward panel priorities or otherwise. This structure is robust and enables effective neighbourhood policing.*

### **Areas for Improvement**

- *The borough does not operate a policy of deploying SNT staff to non-urgent and otherwise appropriate calls received from its command and control system (called ‘conditional deployment’). Such an approach is currently accommodated within MPS policy and provides SNT staff with an opportunity to respond to localised, low-risk and non-urgent CAD<sup>21</sup> calls. It could also alleviate workload pressures on core teams and require strong compliance enforced by the IBO<sup>22</sup> and SNT supervisors alike. SNT could also usefully apply problem-solving techniques to reduce repeat CAD calls to Westminster venues, thereby helping reduce crime and disorder and core team demand.*
- ***There are no records kept of which SNT staff have received Home Office accredited problem solving training on the borough. Territorial Policing (TP) HQ is currently reviewing the process for problem training and the way SNT staff are trained in this essential skill may change in the months ahead. It will be essential to ensure that SNT are properly trained and equipped to undertake their core task and so trained as quickly as possible.***
- *There are concerns in certain quarters of the partnership that neighbourhood policing staff may not be as accessible to their customers as they could. This emanates from a need for increased coordination across SNTs, compatible shift patterns and for improved communication of the concept of neighbourhood policing to the wider public.*

---

<sup>20</sup> Community & Police Consultative Group

<sup>21</sup> Computer Aided Despatch

<sup>22</sup> Integrated Borough Operations

## 6.6 Customer Service and Accessibility

### Strengths

- *The borough has invested in citizen focus activity with the creation of a dedicated team (six staff) established under an inspector and with clear lines of governance established. The team have rightly focussed upon the six MPS 'Citizen Focus' strands of activity - front counters, safer neighbourhoods, Central Communications Command (CCC), victims, quality callbacks and key encounters. The team have prepared a detailed action plan and are in the process of its implementation.*
- *Public confidence data is gathered at ward and borough levels with the former being funded by the CoW and the latter outsourced by the MPS. The borough identified six wards where the confidence gap was greatest and the SNTs alongside their CivicWatch partners are currently developing responses around the gaps.*

## 6.7 Professional Standards

### Strengths

- *The borough is in the process of delivering corporate training for the Taylor Reforms to professional standards. This has been coordinated well with some 57% of staff trained in the NCALT (e-learning) package and a number of inspectors trained to consider minor misconduct cases. Staff awareness on the subject was generally good.*
- *There have been several specific examples of how the SMT has challenged unacceptable conduct from staff and, where appropriate, to pursue the formal discipline route. Some of these cases have been particularly problematic and challenging, demonstrating some personal resilience to complete the process.*

### Areas for Improvement

- *The inspection team encountered many examples where staff have failed to comply with borough policies or procedures. This manifests itself in a notable lack of compliance with tasking results (even if negative), low quality primary investigations against minimum standards, attendance at court and on public order aid commitments. This 'malaise' does not exist throughout the borough but nevertheless represents an unacceptable standard of professionalism and conduct. It needs to be directly and proportionately challenged by management.*
- *There is evidence that the treatment of security PCSOs could be more professional and supportive. Indeed, staff engaged on security duties often described themselves as demotivated and under-valued. The former issue arises from some entrenched attitudes that need to be challenged and the latter arises from the nature of security patrols, which are not always stimulating. These issues need to be addressed so as to avoid staff wastage, increase motivation and improve their integration with the wider Westminster workforce.*

## REDUCING CRIME

### 6.8 Volume Crime Reduction

#### Strengths

- *The Borough Safer Streets and Homeless Unit is a unique unit that aims to reduce the levels of rough sleeping in Westminster and the associated rates of anti-social behaviour and criminality. It worked effectively with partners and has exceeded its target of 78 rough sleepers with 69 identified in September 2008.*
- *Operation Golf is a long-term operation intended to tackle an OCG<sup>23</sup> that is involved in people trafficking and other types of organised crime. The initiative is lead by a detective inspector and because the OCG was prioritised as 42nd on the MPS list of top OCGs, it did not attract resources from the Specialist Crime Directorate (SCD). The OCG has therefore been tackled by Westminster BCU resources instead. The operation has attracted 1.2m Euro of EU funding to offset Westminster BCU resources and its activity is positioned at Level Three NIM with links established with the Serious and Organised Crime Agency (SOCA). This operation has made rapid progress and staff on the borough would benefit from increased awareness of its focus and the Operation Golf team are encouraged to identify local volume crime reduction dividends that arise from the core initiative.*

## INVESTIGATING CRIME

### 6.9 Managing Critical Incidents and Serious Crime

#### Strengths

- *The Sapphire Unit comprises a number of highly motivated and well-led staff. Performance in terms of sanction detections has almost reached its target of 28% (currently 27.4%) and connections with forensics, external services and partners are strong.*
- *Since August 2008, the borough has a Critical Incident Review Team (CIRT) under a detective inspector. Under its SOP<sup>24</sup>, the team review critical incidents and maintain a pan-borough critical incident register. A review of decision logs arising from critical incidents revealed that the basic requirements of golden hour activity were discharged but it was unclear to HMIC whether the CIRT had actually reviewed the log.*

#### Areas for Improvement

- *The borough responds to critical incidents quickly and an overview of such incidents is routinely taken by the SMT at the Daily Management Meeting (DMM). However, the quality of response is variable and there are inconsistencies across the North, South and Central OCUs and the move towards a portfolio-based model of command is seen*

---

<sup>23</sup> Organised Crime Group

<sup>24</sup> Standard Operating Procedure

*as an opportunity to remedy this issue.*

## 6.10 Tackling Serious and Organised Criminality

### Strengths

- *The borough has an active Payback Unit engaged in financial investigation. It has secured £181,933 in cash forfeiture, confiscation and other types of court sanctioned order during the period 1st April to 30th September 2008, making it the fifth most productive unit in the MPS at the time.*

### Areas for Improvement

- *The borough has identified a small number (i.e. two in recent months) of organised crime groups (OCGs), the most notable being under Operation Golf. There has been limited further work (in liaison with MIB) to identify, prioritise and profile OCGs within the borough or liaison with surrounding boroughs to identify OCGs that reside outside but offend within Westminster Borough. This is despite evidence from staff that there are several OCGs that are currently active - three within Chinatown alone. OCGs frequently are the underlying driver for volume crime and targeted action can aid overall crime and demand reduction.*

## 6.11 Volume Crime Investigation

### Strengths

- *The new pan-borough Crime Management Unit (CMU) is gradually improving the management of crime investigations. It inherited some 5000 crimes that needed to be finalised before being put away and is gradually reducing that number albeit progress is hampered by limited staff in the unit - its establishment did not change after centralisation. There will potentially be sanction detection opportunities within this large number which should be seized.*
- *The borough has recently introduced a Visual Images, Identification and Detection Office to deal with the retrieval, viewing, circulation and identification of individuals captured on CCTV committing crimes. An SOP has been produced to govern their deployment and to inform staff of their service and potential. This represents a solid investment in the conduct of effective investigations that involve potential evidence from this source and one that will help increase sanction detection rates.*
- *The borough has a highly productive and well led team to tackle retail theft in Oxford Street. They have demonstrated significant flexibility in their approach to tackling demand not least through innovative joint problem solving with the CoW, YOT<sup>25</sup>, Children's Services and the CMU<sup>26</sup>. Some 20% of shoplifters detained by stores are referred to police with stores providing intelligence to police.*
- *Forensic dockets on the borough are expedited quickly on the borough via the BIU<sup>27</sup>*

---

<sup>25</sup> Young Offenders Team

<sup>26</sup> Crime Management Unit

<sup>27</sup> Borough Intelligence Unit

*with 22 (4.2%) circulated as wanted, 207 (39.4%) charged and a further 78 (14.8%) non-resulted cases out of a total 526 for the PYTD.*

- *The CMU has introduced a new quality assurance process to promote compliance with the HOCR<sup>28</sup> and NCRS<sup>29</sup>. An HMIC audit from a sample of 20 crime files indicates that the initiative has been highly successful with minimum data standards being met throughout. The CMU also now has responsibility for promoting and quality assuring NCRS compliance on the borough and a separate audit of 81 CAD calls indicates an excellent level of compliance with the standard. The CMU has also excelled in its use of ASGARD checks (systemised searches of crime system to ensure sanction detections are correctly attributed to the BCU) and is now one of the best in the MPS.*
- *The borough has an ethical and effective false reporting policy that is routinely applied by staff.*
- *The borough currently investigated 34% of crimes by telephone in December 2008, which is just above the MPS average of 33%. Whilst there remains some scope to increase this proportion (particularly as many victims will reside off-borough), it represents an acceptable level of telephone investigation.*

### **Areas for Improvement**

- *There is no sanction detection improvement plan for Westminster BCU or any overarching (Gold) group to coordinate efforts to improve overall sanction detection performance at a time when performance in this area remains a concern. Such a cross-cutting group is essential to ensure that sanction detection gains are realised at every opportunity and should remain in place until performance sufficiently improves so as to revert to mainstream performance management systems.*
- *There is a need to improve supervisors understanding of the CRIS (Crime Recording) system as evidenced by the poor supervision rates and comments from staff. This presents an opportunity to improve awareness/understanding and to reinforce the minimum standards for primary investigation that should be following by initial investigators and supervised thereafter.*
- *Within a wider sanction detection improvement plan, there is a need for the borough to communicate and publish its policy and tactics to maximise offences Taken Into Consideration (TICs), FPNDs<sup>30</sup> and the ethical use of cannabis warnings as a disposal. The borough is encouraged to identify TIC 'champions' on key teams that are trained and skilled in obtaining this type of detection and to clarify the process for using FPNDs.*
- ***Notwithstanding the excellent demand management work achieved in the core retail sector regarding the way in which shoplifters are managed, there remain concerns regarding the recording practices and procedures in this area of***

---

<sup>28</sup> Home Office Counting Rules

<sup>29</sup> National Crime Recording Standards

<sup>30</sup> Fixed Penalty Notice for Disorder

**business. Crimes not notified to police are recorded by stores and the information is accessible to police but not always entered onto CRIS under NCRS. Equally, there is an inconsistent approach applied to when police attend stores with different responses adopted by different officers. These issues require resolution so as to become compliant with NCRS and to ensure a common understanding and application (by CCC and the IBO) of which types of call warrant police attendance.**

- *The quality of primary investigations is variable with significant concerns for core teams and when inexperienced officers conduct them. The borough does work to the MPS minimum standards and its own SOP. Compliance against these is reviewed by the thematic leads for each of the core crime types (e.g. burglary squad supervisors review burglaries, etc) and issues of concern either raised with officers directly or, on occasion, escalated to the DMM. Whilst these measures are positive, they could be further enhanced within a more robust performance regime that provides the DMM with quantitative data on compliance and case studies of good and bad practice.*
- *There would be benefit in the introduction of systematic reconciliation between the custody system and CRIS so as to ensure that detection are correctly recorded and attributed to the BCU.*

## 6.12 Improving Forensic Performance

### Strengths

- *Overall forensic performance for Westminster BCU is good with the borough exceeding the MPS performance average for the burglary residential, non-residential and theft from motor vehicle indicators (only theft of motor vehicle falls below). Notwithstanding the separate lines of accountability, the Borough Forensic Manager is fully integrated within the Westminster SMT.*
- *Forensic support for the Public Protection Unit (PPU) and their investigations was perceived by staff to be strong with faster turnaround times (within nine hours in certain cases) reported from the new contractor for forensic analysis.*

## 6.13 Narrowing the Justice Gap

### Strengths

- *Due to its demographics and the high number of visiting shoppers/tourists (up to 1.2m visitors per day), the borough has a disproportionately high number of visitors who commit crime and yet do not reside on the borough - some 66% of detainees reside off-borough. This presents difficulties when non-BCU officers make arrests and the paperwork is incomplete or when individuals abscond from bail and a warrant is issued for their arrest. This results in a high number of warrants for persons not residing in Westminster (594). The Superintendent (Criminal Justice) is aware of these challenges and is actively developing borough policies to address these issues. This work is supported by HMIC and the Borough Commander is encouraged to re-negotiate the target for 'owned' warrants so as to better reflect the demographics of the borough.*
- *The borough has dedicated custody teams in the South and North and a hybrid system*

*in Central pending recruitment of sufficient NSPIS trained sergeants to undertake the task. The dedicated teams work well with increased ownership, professionalism and reduced risk. The borough is in the process of introducing standardised procedures across all custody suites with many already being in place (e.g. Livescan, Presumptive Drug Testing, DDOs<sup>31</sup>, etc) and further work is underway to tighten bail to return processes with the introduction of a new Bail Management Team and an associated SOP.*

- *The Criminal Justice Unit (CJU) is slightly above target for its ineffective trial rates with the latest figure showing 21% against a target of 19%. Discontinuance rates are currently below last year's performance (10%) at a PYTD rate of just 7%.*

### **Areas for Improvement**

- *There are ongoing concerns regarding the accessibility and availability of Force Medical Examiners (FMEs) within the custody suite. This apparently follows corporate changes to the FMEs contract and prisoners are often being examined by the custody nurse in the absence of an available FME. This presents a risk to the borough due to the differing levels of medical qualification.*
- *The borough recorded 47 DNA (Criminal Justice) sample errors in November and 35 in December 2008 against an average of 10 for the MPS. Equally, there were 55 barcodes not on the PNC<sup>32</sup> in November and 67 in December against an average of 21 for the MPS. Remedial action is clearly required within this aspect of custody processes.*
- ***There is a need for a clear borough policy and procedure for the authorisation of custody closures. Charing Cross custody suite is the primary custody suite with 24 cells and sometimes, when full, CCC (MPS Central Command and Control) continue to direct prisoners to the suite because a closure has not been authorised by an inspector or above.***
- *Access to CPS advice is not immediately available except through CPS Direct. This frequently results in officers having to bail a disproportionate number of prisoners to return to the police station at a later date when they otherwise might not have been so bailed and consequential inefficiencies. The Borough Commander is encouraged to press the CPS for increased coverage and availability so as to minimise unnecessary bails to return.*

## **PROMOTING SAFETY**

### **6.14 Reducing Anti-Social Behaviour**

#### **Strengths**

- *The police in conjunction with partners have established a new Family Recovery Unit to deal with 30 of the most problematic families on the borough. The unit is jointly staffed and aims to apply problem-solving techniques and interventions to reduce the demand*

---

<sup>31</sup> Dedicated Detention Officers

<sup>32</sup> Police National Computer

*these families place on the different types of public service. The unit applies 'real consequences' to its approach whereby failures by families to participate can result in a consequence for those concerned. The unit is functional and work is ongoing with the families concerned with intentions to increase the number of families engaged by the unit.*

- *The borough has a well-established Homelessness Unit that is starting to gain national recognition (through local authorities) for its work in helping to reduce homelessness and the consequential anti-social behaviour. The unit works closely with various partners and is highly proactive, making arrests and maintaining an overview of this socially excluded community.*

## **6.15 Protecting Vulnerable People**

### **Strengths**

- *The recently co-located Public Protection Unit (PPU) has quickly become established with strong links evidenced with partners through the MARAC (Multi Agency Risk assessment Conference) and MAPPA (Multi Agency Public Protection Arrangements) forums, Victims Support, the Women's Trust, the London Safeguarding Children Board and through £15k of financial support for the procurement of equipment recently provided by Westminster City Council.*

## **PROVIDING ASSISTANCE**

### **6.16 Call Management**

#### **Strengths**

- *Response times to 'I' and 'S' calls has gradually improved against last year's performance with the current PYTD average being 9.44 minutes against a target of 10.49 and an average of 12.30 last year.*

#### **Areas for Improvement**

- *The borough does not routinely hold a 'Responding Safely Together' (RST) meeting to investigate and address reasons for missed 'I' calls, particularly those that relate to priority crimes (e.g.; robbery). Staff within the IBO were critical of the quality of service delivery from CCC operatives and had established a post with the IBO solely to manage the CAD open-incident list in lieu of CCC staff. Whilst the IBO is represented at meetings with CCC, there was no borough level user group at which concerns regarding command and control issues could be escalated.*
- *There is evidence of some core team staff responding parochially to CAD calls within their 'OCU' instead of adopting a more corporate approach for the greater good of the wider Westminster Borough. The SMT are aware of this issue and are actively exploring their options in liaison with CCC. HMIC support their efforts in this regard and urge the SMT to explore every option (including SOPs), in consultation with staff, to promote increased corporacy.*

## RESOURCE USAGE

### 6.18 Human Resource Management

#### Strengths

- *The borough has a vibrant Voluntary Cadet Corps with 90-100 cadets on the scheme at three sites within Westminster. The cadets are aged from 14 upwards and engage in Duke of Edinburgh activity, drill and participate in crime prevention activity whenever possible (indeed they sought more proactivity). They are coordinated by a dedicated constable (funded by TPHQ) and comprising a diverse representation of the local society.*
- *A basic analysis of workloads for core teams indicates that for the nine months from April 2008, the average number of 'I' and 'S' calls per officer (based upon minimum strengths for teams) amounts to 1.29 in the South OCU; 1.72 in the Central OCU and 2.19 in the North OCU. Taking account of the borough's Patrol Strategy and the double-crewing of vehicles and patrolling in pairs, this number should be doubled to provide a crude measure of 'I' and 'S' calls per officer/shift (i.e. 2.58, 3.44 and 4.38 respectively). Compared to other MPS boroughs these levels are broadly consistent albeit the disparity between the North and South OCUs will require further investigation to ensure resources are accurately matched with demand.*
- *The borough currently enjoys a growing establishment of Metropolitan Police Special Constabulary (MSC) officers with 267 registered at the time of inspection and with 30 in training. MSC staff were allocated to SNTs and within proactive units on each of the three OCUs. Staff were highly motivated, valued by their regular colleagues and enthusiastic in their roles.*
- *Sickness management on the borough was generally perceived to have improved over the past 12 months. The BCU followed MPS policy on attendance management and the SMT had robustly challenged specific and appropriate cases in liaison with the Occupational Health Department. The borough used a monthly Staff Deployment Group to coordinate all changes to the staff establishment.*
- *Under its Volunteers Manager, Westminster enjoys 24 community volunteers with a further six in training. They are deployed on front counter duties and have been provided with MPS training and guidance. The volunteers feel greatly appreciated by their police colleagues and equally take a good deal of satisfaction from their voluntary work.*
- *The borough is active in its use of QSRs<sup>33</sup>, bonus payments, police staff honorarium and commendations. Whilst the use of commendations is governed by a CoW Commendations Guidance Note, this product would benefit from enhancement to include details of the various other tiers of recognition alongside the range of informal mechanisms for staff recognition that exist alongside the formal systems.*

---

<sup>33</sup> Quality of Service Reports

## Areas for Improvement

- *Following implementation of the initial phases of the restructuring, it rapidly became clear that the MetHR system did not accurately portray the actual resource disposition of the borough. The process of restructuring revealed a number of previously unaccounted staff and there remains a need for a clear process that ensures that staff changes, commissioned and/or endorsed by the Borough Resource Management Group, lead to timely updates on key MPS IT systems (e.g.; MetHR (HR system), CARMS<sup>34</sup>, MetDuties (Duties system) and the Borough Contact List) and the ability for the borough to generate various types of team or portfolio-based information that is both accurate and timely.*
- *There is inconsistency in the way each of the three MSC contingents (i.e. three OCUs) are organised. Each proactive or support unit had a different title and taskings from the BIU were limited. Such a large MSC contingent presents an opportunity for the borough and work needs to commence in considering how they will be deployed once the borough has moved to a fully functional command model.*
- *There is evidence of inconsistent HR processes being applied across the borough with the setting of PDR objectives, course allocation and staff discipline issues all being managed differently across each of the three OCUs.*

## 6.19 Training, Development and Organisational Learning

### Strengths

- *The borough has established a training structure to ensure the delivery on mandatory and non-mandatory training across the BCU. This includes a Borough Training Board and the existence of a Borough Training Manager who coordinates the work of IPLDP<sup>35</sup> and all other types of borough training.*

### Areas for Improvement

- *There has been no structured training needs analysis for the borough and there is no system in place that harvests potential training themes from PDRs, performance review and consequential to corporate changes. Whilst preliminary work is underway to integrate a training day within existing shift rosters for all staff (it exists in the North and South but not on the Central OCU), this start will need to be coupled with an effective borough training regime that flexibly incorporates training identification, delivery and evaluation for all members of the borough workforce.*

## 6.20 Race and Diversity

### Strengths

- *The borough has an increasingly diverse workforce with 23% of police officers being female and 11% being from Black and Minority Ethnic (BME) communities. For police*

<sup>34</sup> Computer Aided Resource Management System

<sup>35</sup> Intermediate Police Learning & Development Programme

*staff, some 60% of staff is female and 28% BME. For PCSOs some 30% is female and 37% is BME.*

- *The borough is congratulated for its completion of Equality Impact Assessments as part of the borough restructuring process. Such assessments are not only a legal requirement but help the borough to assess any unforeseen impacts upon minority communities and to initiate action to mitigate the risk.*

### **Areas for Improvement**

- ***The borough has a draft Diversity Strategy that currently awaits SMT approval. The strategy follows the MPS strategy and its principles but awaits the production of a detailed action plan to support its delivery. Such a plan, with clear leads, milestones and a mechanism to ensure progress and accountabilities is essential if the strategy is to make an impact.***

## **6.21 Resource Management**

### **Strengths**

- *The BCU maintains a tight control over its partnership expenditure against the BCU Fund, CoW Funding, Counter Terrorism (CT) Grant Funding, Government Security Zone, Immigration Service receipts and for the European Funding received for Operation Golf. Spreadsheets are routinely produced and shared with budget leads.*
- *The Operations and Duties Office routinely conduct reconciliation audits between CARMS and MetDuties to identify officers who have not booked on duty when they should have done so or vice versa. This initiative has yielded a number of inconsistencies that have been corrected leading to an increase in operational capacity for the borough.*
- *There has been approximately £545k cashable efficiency savings arising from the borough's restructuring programme albeit the achievement of efficiency savings was not the primary driver for change - that was a perceived need for improvements in performance and in the quality of service delivery.*
- *The borough has a comprehensive Asset Management Plan that sets out the current MPS estate within Westminster, the services delivered therefrom and described (for consultative purposes) the borough's intentions for the future.*
- *The borough has exceeded its income target of £220k in 2008/09 by £230k (i.e.; current receipts amount to £450k). This income is largely derived from cost recovery and income generation arising from filming in the streets and policing film premiers. The funds have been recycled for proactive policing purposes and the borough is to be congratulated for its efforts in this regard.*
- *PDR objectives for members of the SMT (apart from the Borough Commander) currently include a budgetary compliance objective.*

### **Area for Improvement**

- *At the time of inspection, Westminster BCU was projecting a budgetary overspend of*

*1.4% against its £66.6m net annual budget. Action is underway to reduce this amount under the leadership of the Borough Business Manager.*

- *There appears to be a misalignment of financial accountability for any overspend incurred by the Parks Police (within Westminster) which are attributed to the BCU and yet the borough does not have executive direction and control over their deployment. This issue requires resolution through negotiation with the MPS.*
- *There are ongoing concerns regarding the archiving of case papers within the borough. Space has yet to be found for this purpose and difficulties in the retrieval of case papers impacts upon the ability of the MPS/Borough to defend civil actions and could potentially impact upon its performance in internal or external crime audits.*
- *There is a need to clarify responsibility for police buildings on the borough in terms of health and safety, maintenance and repairs and supplies and services. This has become somewhat confused following the borough restructuring and has resulted in some buildings becoming neglected in this regard.*
- *There is limited sponsorship activity taking place within the borough with only £15k raised in 2008/09 thus far. Overtime budget allocation is delegated to inspectors and is based upon retrospective allocations and little science is used in profiling the requirement. Whilst there have been significant efficiency savings arising from the initial phases of restructuring (£500k per annum), the identification of staffing establishment levels commensurate with demand remains a challenge with a number of disparities existing across the borough (e.g. crime prevention officers, core team workloads, etc). This needs to be reviewed with benchmarking techniques applied and within a wider Resource Leverage Strategy.*

## **6.22 Information and Communication Technology Management**

### **Strengths**

- *The Borough has an IT asset register that provides clarity on where assets are positioned. Similar work is in hand for vehicles and radios.*

### **Area for Improvement**

- *There are concerns regarding the CJU's inability to access the Court Computer system called LIBRA. This results delayed court results being entered on PNC and a potential delay in updating victims of crime (under VCOP<sup>36</sup>).*

## **6.23 National Intelligence Model (NIM)**

### **Strengths**

- *The recently brigaded pan-borough BIU has been structured into thematic focus desks and routinely delivers quality NIM products in its strategic assessment, tactical assessment, subject and problem profiles. There are three briefing officers aligned to the three OCUs and briefing packs with 1-2 default taskings for each core team shift*

---

<sup>36</sup> Victim's Code of Practice

*prepared and delivered via MetBats (MPS Briefing System). The BIU is supported by three Community Focus Desks that concentrate on community intelligence in support of their SNTs.*

- *The borough is working towards the production of a joint strategic assessment and control strategy with the CoW. The borough is confident that this will drive the focus upon community safety activities within the CoW as much as within the BCU.*
- *The borough makes active use of a Q Car (an unmarked proactive vehicle deployment) and there is funding for an IdO<sup>37</sup> to be included within its staff. The resource presents a significant opportunity during the 'golden hour' of activity at the scene of priority crimes, particularly robbery and its deployment is active therefore encouraged. There is a draft SOP that is intended to govern its deployment (7 days a week, 1000-0530) and staffing (usually a driver plus two staff).*
- *There are some 150 PCSOs that engage in security patrols throughout the 24/7 cycle, operating from Belgravia. Security patrols routinely conduct s44 patrols and there is a dedicated security patrol sergeant on each of the core teams. Security issues are integrated within the strategic and tactical assessment and are subject to discussion at the BTTTCG and DIM<sup>38</sup>/DMM (if appropriate). Briefing and intelligence is taken from the two-weekly MPS Security Review Committee.*
- *The Weekly Intelligence Meeting (WIM) was observed by HMIC and found to be a productive and useful meeting that aims to develop and commission analysis of crime and disorder patterns for consideration at the BTTTCG meeting. Products from the WIM usefully inform decisions on proactive deployment taken at BTTTCG meetings.*
- *The borough has recently moved to a single fortnightly BTTTCG process that was attended by each function on the borough including the Transport OCU, Parks Police and forensics. The meeting benefits from a good quality tactical assessment, a resource planner and a good interface from the developing partnership tasking meeting via Supt (Partnerships).*

### **Area for Improvement**

- *There are currently 35 Persistent and Prolific Offenders (PPOs) on the borough. Of this number, 13 are currently in prison and 14 live off the borough, leaving eight that reside on the borough and are not in prison. The Westminster PPO Unit comprises an acting sergeant and a constable. For the largest BCU in the MPS, this level of PPOs and associated resourcing is low even taking into account that many reside off-borough. The borough is therefore strongly encouraged to review its PPO Unit and processes so as to ensure that a tiered approach is adopted (i.e. pan-borough - tier one, SNT - tier two, etc). There is scope to increase the number of PPOs at each tier and to identify clear lines of accountability for the implementation of tactical plans as distinct from coordination and administration of the scheme that rests with the PPO Unit.*

---

<sup>37</sup> Identification Officer

<sup>38</sup> Daily Intelligence Meeting

- *Whilst only introduced some six weeks ago, there is a disconnect between the three Community Focus Desks (CFDs) and the BIU. Whilst intelligence on CrimInt is accessible, the product of their analysis is not always shared with the BIU and they do not engage with the DIM process. This leads to an incomplete picture of problems and activity.*
- *There remains limited tasking of SNTs, the PPU<sup>39</sup> and the MSC by the BIU when there is scope for greater inclusion without prejudice to their primary purpose.*
- *There is a paucity of intelligence entered onto the CrimInt Plus system relative to the number of staff on the borough. Staff reported being confused as to what to put on the new system and many staff have disengaged from using the system. This shortage of intelligence material directly impacts upon the depth and breadth of analysis by BIU staff, the quality of taskings, the breadth of discussion at the DIM and BTTCG meetings and the realisation of proactive opportunities. It represents a significant concern for HMIC and Westminster staff alike.*
- *The HMIC observed several DIM and DMM meetings on the borough which, as with the CFDs, had been reconstituted at the borough level some six weeks ago. The DIM process was primarily confined to BIU staff and was constrained by the absence of staff outside the BIU and limited volumes of quality intelligence. With one brigaded DIM from the five previously held on the borough, volumes dictate that the meeting has attained a higher focus. The Community Focus Desks have filled some of this vacuum but they are often disconnected from the BIU. The DIM therefore requires review so as to become a more inclusive (i.e.; not just the BIU and maybe an extended meeting to enable increased depth of discussion) and intelligence-based meeting at which fast-time proactivity across the borough is commissioned and driven. The DMM, by contrast, undertook some of the role of the DIM and needs to focus upon management issues concerning compliance, critical incidents and with summarised reports taken from the DIM.*
- *From April 2008 to date (i.e. 10 months) there has been a total of 96 taskings for the whole borough. Relative to its staff (approximately 2200), this represents a very small proportion of the tasking opportunity. The quality of taskings is reasonable considering the paucity of intelligence but there is evidence that self-tasking occurs amongst a number of BCU units whereby the BIU is not informed of some proactive operations. This presents operational risks to staff on the borough and is symptomatic of a lack of pan-borough systems/process for centralised units and compliance issues.*
- *There has been approximately 270 CHIS<sup>40</sup> taskings over the past 12 months from which there have been only 24 arrests and 45 updates from the officers leading enquiries. This either calls into question the quality of the CHISs used by the borough or the efficacy of the proactive/investigative response. The lack of updates also presents further concerns regarding compliance and system controls.*
- *Again, accepting that it is only the second (brigaded) borough-level meeting held, the BTTCG meeting did not incorporate CoW attendance and opportunities for fast-track*

---

<sup>39</sup> Public Protection Unit

<sup>40</sup> Covert Human Intelligence Source

*proactivity in concert with community safety partners may therefore have been missed. There was no robust review of police-related PPO activity, current PATPs<sup>41</sup> were not reviewed (there are 39) and there were no Level Two (i.e.; pan-MPS) issues identified for escalation. Of most concern was the limited reference to intelligence throughout the process.*

- *There were limited intelligence interviews conducted by staff on the borough and there was no SOP or policy that governed their use. Such a tactic has the potential to yield valuable intelligence if used in a targeted way by suitably skilled and trained staff.*
- *During the past 12 months (26th January 2008 to 27th January 2009) there were 15,891 entries made on CrimInt Plus. This equates to approximately 7.2 entries per member of staff every year. Accepting the stricter criteria for CrimInt entries, this level appears low relative to the numbers of staff and is indicative of the lack of an intelligence culture.*

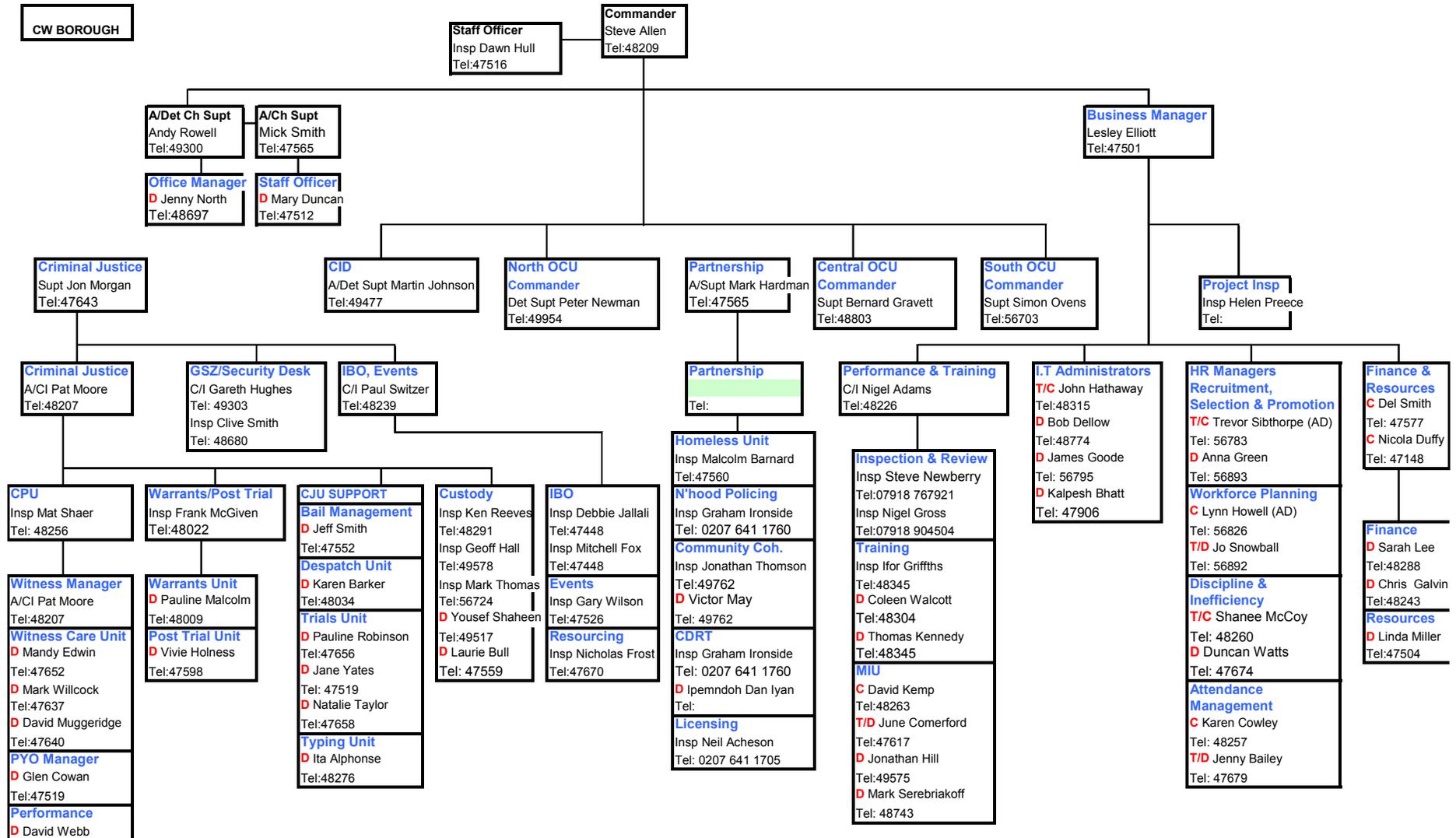
---

<sup>41</sup> Proactive Assessment and Tasking Plan

HMIC BCU Inspection – Westminster BCU (Metropolitan Police Service)  
April 2009

Organisational Chart – Westminster BCU

Appendix 'A'



Appendix 'B'

Leadership Audit – Staff Survey

The BCU has an appropriate structure which is aligned to the Force Strategy		0 scores	1 scores	2 scores	3 scores	4 scores	5 scores	6 scores
Q01	My role is clearly defined and contributes to the BCU and Force Strategy	1.79%	1.79%	5.36%	14.29%	10.71%	44.64%	21.43%
Q02	I am set objectives which are clearly relative to my role and experience	1.79%	5.36%	5.36%	10.71%	30.36%	26.79%	19.64%
Q03	Lines of accountability and responsibility within the BCU are clearly defined	1.79%	3.57%	8.93%	17.86%	26.79%	23.21%	17.86%
Q04	Resources are effectively managed within the BCU including specific issues of demand and deployment	5.36%	7.14%	16.07%	26.79%	23.21%	17.86%	3.57%
Q05	Throughout the BCU teams are balanced in terms of skills, experience and diversity	7.14%	12.50%	10.71%	25.00%	19.64%	19.64%	5.36%
Q06	The health and safety procedures on the BCU are effective and make me feel safe in my workplace	1.79%	8.93%	1.79%	7.14%	28.57%	41.07%	10.71%
<b>The BCU has a performance culture with integrity</b>								
Q07	My line manager demonstrates an interest in my performance and development	0.00%	1.79%	10.71%	10.71%	17.86%	23.21%	35.71%
Q08	I receive the development I need to perform my role	0.00%	1.79%	16.07%	21.43%	14.29%	26.79%	19.64%
Q09	Within the BCU, good performance is recognised and rewarded	5.36%	7.14%	12.50%	28.57%	30.36%	8.93%	7.14%
Q10	Innovation is promoted and supported on the BCU	16.07%	3.57%	8.93%	30.36%	25.00%	12.50%	3.57%
Q11	On the BCU there is effective use of the National Intelligence Model - resources/tasking/coordination	21.43%	1.79%	1.79%	17.86%	26.79%	25.00%	5.36%
Q12	BCU managers ensure that maintaining our integrity is more important than achieving good performance	23.21%	8.93%	16.07%	19.64%	19.64%	12.50%	0.00%
Q13	The BCU delivers an effective service to the community	8.93%	1.79%	10.71%	8.93%	30.36%	33.93%	5.36%
<b>Diversity</b>								
Q14	Diversity is embedded within the BCU, specifically in terms of personal values and all areas of business including selection and appointment of staff	12.50%	3.57%	3.57%	12.50%	32.14%	25.00%	10.71%
Q15	Fairness at work procedures (e.g.: grievance or appeals) can be confidently used by staff on the BCU without fear of recriminations from managers	23.21%	5.36%	8.93%	17.86%	16.07%	23.21%	5.36%
Q16	My line manager's decisions in respect of operational issues are consistent	3.57%	1.79%	1.79%	19.64%	12.50%	39.29%	21.43%
Q17	My line manager's decisions in respect of disciplinary issues are consistent	8.93%	1.79%	7.14%	12.50%	8.93%	35.71%	25.00%
Q18	My line manager solves problems effectively	1.79%	3.57%	7.14%	12.50%	12.50%	33.93%	28.57%
Q19	My line manager inspires me with confidence	0.00%	3.57%	12.50%	14.29%	12.50%	30.36%	26.79%
Q20	Sickness and welfare are effectively managed within the BCU	12.50%	5.36%	1.79%	19.64%	19.64%	28.57%	12.50%
Q21	Managers deal effectively with bullying	25.00%	3.57%	7.14%	12.50%	19.64%	17.86%	14.29%
Q22	Abstractions from duty - other than sickness - are effectively managed within the BCU	25.00%	3.57%	8.93%	12.50%	16.07%	23.21%	10.71%
Q23	There is a commitment within the BCU to staff retention	28.57%	8.93%	10.71%	10.71%	25.00%	14.29%	1.79%

HMIC BCU Inspection – Westminster BCU (Metropolitan Police Service)  
April 2009

Personnel management								
Q24	I have regular and meaningful contact with my line manager	0.00%	3.57%	7.14%	14.29%	23.21%	19.64%	32.14%
Q25	My line manager demonstrates a genuine interest in me	0.00%	3.57%	10.71%	16.07%	23.21%	17.86%	28.57%
Q26	I feel that my contributions are welcomed and valued	0.00%	1.79%	8.93%	19.64%	26.79%	23.21%	19.64%
Q27	My line manager makes me feel proud of the service we deliver	3.57%	1.79%	8.93%	21.43%	21.43%	25.00%	17.86%
Q28	My line manager makes me feel trusted, valued and included	0.00%	1.79%	12.50%	10.71%	21.43%	28.57%	25.00%
Q29	Training and development is allocated on the BCU according to need	10.71%	8.93%	12.50%	16.07%	19.64%	26.79%	5.36%
Q30	I am encouraged to learn by my line manager	3.57%	5.36%	10.71%	14.29%	23.21%	26.79%	16.07%
Q31	My line manager ensures that I am provided with time to learn	8.93%	3.57%	12.50%	12.50%	23.21%	25.00%	14.29%
Q32	I feel prepared for future changes	1.79%	3.57%	17.86%	21.43%	23.21%	23.21%	8.93%
Q33	Coaching and mentoring is available to me if I need it	12.50%	7.14%	7.14%	21.43%	14.29%	21.43%	16.07%
Q34	Personnel issues are dealt with by my line manager in a relevant and timely manner	12.50%	1.79%	3.57%	8.93%	25.00%	25.00%	23.21%
Communication								
Q35	The BCU Commander & Senior Management Team has a high profile within BCU	18.18%	5.45%	10.91%	14.55%	30.91%	12.73%	7.27%
Q36	My line manager communicates relevant information to me	0.00%	0.00%	10.71%	12.50%	19.64%	30.36%	26.79%
Q37	I feel that, where it is appropriate, I am consulted on matters of change within the BCU	8.93%	12.50%	17.86%	21.43%	17.86%	16.07%	5.36%
Q38	My line manager is available when I need to talk to him/her	0.00%	1.79%	7.14%	8.93%	21.43%	25.00%	35.71%
Q39	The BCU Commander, Senior Management Team are available to staff at appropriate times	23.21%	7.14%	8.93%	12.50%	26.79%	16.07%	5.36%
Q40	The BCU Commander and SMT respond in a positive way to feedback from staff	25.00%	8.93%	14.29%	14.29%	17.86%	16.07%	3.57%
Q41	My line manager responds in a positive way to feedback from staff	8.93%	3.57%	3.57%	14.29%	19.64%	33.93%	16.07%

**Appendix 'C'**

All crime		
Previous PYTD Crimes	Current PYTD Crimes	Percentage Change
43641	42569	-2.5%
2006/07 crimes	2007/08 crimes	Percentage Change
66267	63934	-3.5%

Crimes per 1000 Population – 2007/08	Crimes per 1000 Population - PYTD <sup>42</sup>
273.1	181.8
MSBCU Group Position – Crimes per population 2007/08	MSBCU Group – Crimes per 1000 Population for PYTD
4 out of 4	118.0
2006/07 to 2007/08 SD Rate Change	Current PYTD SD Rate
2.11 points	24.6%
MSBCU Group – SD Rate for 2007/08	MSBCU Group – SD Rate for PYTD
24.7%	28.9%

Robbery		
Previous PYTD Crimes	Current PYTD Crimes	Percentage Change
1114	1181	6.0%
2006/07 crimes	2007/08 crimes	Percentage Change
1756	1645	-6.3%

Crimes per 1000 Population – 2007/08	Crimes per 1000 Population - PYTD
7.0	5.0
MSBCU Group Position – Crimes per population 2007/08	MSBCU Group – Crimes per 1000 Population for PYTD
4 out of 4	3.5
2006/07 to 2007/08 SD Rate Change	Current PYTD SD Rate
-3.96 points	13.7%
MSBCU Group – SD Rate for 2007/08	MSBCU Group – SD Rate for PYTD
15.9%	20.6%

Vehicle Crime		
Previous PYTD Crimes	Current PYTD Crimes	Percentage Change
2569	2877	12.0%
2006/07 crimes	2007/08 crimes	Percentage Change
4302	4075	-5.3%

HMIC BCU Inspection – Westminster BCU (Metropolitan Police Service)  
April 2009

Crimes per 1000 Population – 2007/08	Crimes per 1000 Population - PYTD
17.4	12.3
MSBCU Group Position – Crimes per population 2007/08	MSBCU Group – Crimes per 1000 Population for PYTD
2 out of 4	11.0
2006/07 to 2007/08 SD Rate Change	Current PYTD SD Rate
-0.78 points	7.8%
MSBCU Group – SD Rate for 2007/08	MSBCU Group – SD Rate for PYTD
5.9%	8.8%

Domestic Burglary		
Previous PYTD Crimes	Current PYTD Crimes	Percentage Change
1010	1011	0.1%
2006/07 crimes	2007/08 crimes	Percentage Change
1448	1439	-0.6%

Crimes per 1000 Households – 2007/08	Crimes per 1000 Households - PYTD
13.4	4.3
MSBCU Group Position – Crimes per Households 2007/08	MSBCU Group – Crimes per 1000 Households for PYTD
2 out of 4	10.7
2006/07 to 2007/08 SD Rate Change	Current PYTD SD Rate
0.09 points	8.6%
MSBCU Group – SD Rate for 2007/08	MSBCU Group – SD Rate for PYTD
19.4%	20.2%

Serious Acquisitive Crime		
Previous PYTD Crimes	Current PYTD Crimes	Percentage Change
4693	5069	8.0%
2006/07 crimes	2007/08 crimes	Percentage Change
7506	7159	-4.6%

Crimes per 1000 Population – 2007/08	Crimes per 1000 Population - PYTD
30.6	21.7
MSBCU Group Position – Crimes per population 2007/08	MSBCU Group – Crimes per 1000 Population for PYTD
2 out of 4	19.2
2006/07 to 2007/08 SD Rate Change	Current PYTD SD Rate
-1.32 points	9.3%
MSBCU Group – SD Rate for 2007/08	MSBCU Group – SD Rate for PYTD
11.1%	13.8%

Most Serious Violence Against The Person
--

HMIC BCU Inspection – Westminster BCU (Metropolitan Police Service)  
April 2009

Previous PYTD Crimes	Current PYTD Crimes	Percentage Change
58	140	141.4%
2006/07 crimes	2007/08 crimes	Percentage Change
107	87	-18.7%

Crimes per 1000 Population – 2007/08	Crimes per 1000 Population - PYTD
0.4	0.6
MSBCU Group Position – Crimes per population 2007/08	MSBCU Group – Crimes per 1000 Population for PYTD
4 out of 4	0.4
2006/07 to 2007/08 SD Rate Change	Current PYTD SD Rate
-2.26 points	40.0%
MSBCU Group – SD Rate for 2007/08	MSBCU Group – SD Rate for PYTD
45.2%	38.7%

Other Wounding		
Previous PYTD Crimes	Current PYTD Crimes	Percentage Change
2244	2164	-3.6%
2006/07 crimes	2007/08 crimes	Percentage Change
3238	3306	2.1%

Crimes per 1000 Population – 2007/08	Crimes per 1000 Population - PYTD
14.1	9.2
MSBCU Group Position – Crimes per population 2007/08	MSBCU Group – Crimes per 1000 Population for PYTD
4 out of 4	6.8
2006/07 to 2007/08 SD Rate Change	Current PYTD SD Rate
-1.16 points	30.6%
MSBCU Group – SD Rate for 2007/08	MSBCU Group – SD Rate for PYTD
26.1%	29.1%

Racially and Religiously Aggravated Crime		
Previous PYTD Crimes	Current PYTD Crimes	Percentage Change
340	356	4.7%
2006/07 crimes	2007/08 crimes	Percentage Change
439	484	10.3%

Crimes per 1000 Population – 2007/08	Crimes per 1000 Population - PYTD
2.1	1.5
MSBCU Group Position – Crimes per population 2007/08	MSBCU Group – Crimes per 1000 Population for PYTD
4 out of 4	1.1
2006/07 to 2007/08 SD Rate Change	Current PYTD SD Rate

HMIC BCU Inspection – Westminster BCU (Metropolitan Police Service)  
April 2009

-2.73 points	41.3%
MSBCU Group – SD Rate for 2007/08	MSBCU Group – SD Rate for PYTD
39.5%	44.4%

User Satisfaction Rates – Whole Experience.

October 2006 – September 2007	October 2007 – September 2008
74.1%	75.5%

## Appendix ‘D’

### NOTIONAL CONTRACT

#### Purpose

This ‘notional contract’ follows an HMIC inspection of **Westminster BCU** in the **Metropolitan Police Service**, that was conducted between **the 19<sup>th</sup> to 27<sup>th</sup> January 2009** and sets out the action required by the BCU together with the improvement outcomes required. It is between the HMI, the BCU Commander and his/her ACPO line manager.

#### Action Required

BCU inspection reports published by HMIC contain both recommendations and ‘management considerations’. The implementation of recommendations is presumed to be a reasonable expectation, unless exceptional circumstances exist which make such implementation impossible or inappropriate. Management considerations entail more discretion, giving BCUs the option not to implement them if the BCU can show good reason why they should not be adopted.

For **Westminster BCU**, HMIC requires that the following recommendations be implemented by the **31<sup>st</sup> March 2010** at the latest:

#### Recommendation (1): Borough Restructuring

To improve the programme management arrangements that supports the borough’s ongoing implementation of its restructuring proposals and specifically to:

- Communicate more widely the vision, strategy and its rationale;
- Move swiftly into the next phase of restructuring in a controlled way so as to minimise the time spent in the process of transition;
- Exercise effective programme management that includes changes to key business processes and publication of the consequentially revised policies and SOPs;
- Maximise staff inclusion and engagement in the process of change;
- Actively use and maintain a risk register for the programme.

#### Recommendation (2): Performance Management

##### Framework

To introduce a performance management framework for the borough that ensures a coherent, consistent and proportionate approach to performance management at every level. This includes the following:

- The construction of clear borough priorities for 2009/10 that reflect the MPS priorities and which are complimentary to the CSS (LAA) priorities;
- For each priority to have an explicit SMT lead with a delivery plan;
- A structured framework of performance meetings at every level;
- Consistent and coherent performance measures/targets for teams;

- Clear links with PDR objectives.

### **Recommendation (3): Intelligence and Proactivity**

To improve the way in which the National Intelligence Model (NIM) is applied on the borough so as to create an intelligence culture that maximises proactive opportunity and specifically to:

- Improve awareness and understanding of the criteria for using CrimInt Plus;
- Maximise receipt of quality intelligence;
- Develop the DIM, DMM and BTTCG processes;
- Enhancing the scope and effectiveness of the PPO scheme;
- Improve the range and use of proactive tasking and operations.

### **Recommendation (4): Sanction Detection Improvement**

To improve sanction detection performance against APACS priorities with a coordinated approach across the borough that includes:

- An SMT lead who is accountable for sanction detection improvement;
- The creation of a sanction detection improvement plan;
- Construction of clear policies/SOPs for each type of sanction detection;
- Maximising crime housekeeping arrangements so that all valid detections can be attributed to the borough;
- Ensuring compliance with minimum standards for primary investigations;
- Training and development for key staff on sanction detections.

### **Recommendation (5): Compliance and Professional**

#### **Standards**

To improve the levels of compliance with policy/instruction and the professional standards within the borough. This should enhance effectiveness and provide a professional image of policing services delivered within the borough. Specifically, this is to include:

- The reiteration of the expected standards of behaviour by staff;
- Guidance and development for sergeants and inspectors;
- Challenge unacceptable behaviour in a proportionate way;
- Support from SMT when supervisors instigate appropriate challenges;
- The use of data to monitor the levels of compliance.

### **Recommendation (6): Increasing Capacity through Resource Leverage (VFM)**

To maximise borough capacity, productivity and efficiency through a coordinated approach to resource leverage that includes the following:

- The construction of an overall resource leverage plan with an SMT lead;
- Use of systems and processes to quantify and re-cycle savings;
- The identification and pursuit of borough level activity against the five domains of resource leverage activity (see HMIC Report on RL in the MPS);
- Increased transparency of borough staff and establishments through core IT systems (e.g.; MetHR, CARMS, MetDuties) and their products;
- The creation of a single outcome-based measure to track progress.

In addition, HMIC expects all '**management considerations**' contained within the GL3 BCU inspection report to be implemented within the same timescale, unless the BCU can show good reason why they should not be adopted.

### Improvement Outcomes

The implementation of recommendations and management considerations should ultimately lead to improvement in BCU performance. It is therefore essential that this notional contract includes expectations as to future performance that are firmly linked to force and BCU priorities.

**Westminster BCU** is expected to meet or exceed the following performance targets by **31<sup>st</sup> March 2010**:

- To maintain or improve the MSBCU quartile position for its crime reduction from the time of inspection for vehicle crime, residential burglary and serious acquisitive crime (all from second quartile);
- To improve MSBCU quartile positioning for its crime reduction from the time of inspection for total notifiable offences, robbery, most serious violence, other wounding and racially or religiously aggravated crime (from bottom to third quartile);
- To maintain or improve the MSBCU quartile position for its sanction detection rate from the time of inspection for racially and religiously aggravated crime (from second quartile);
- To improve MSBCU quartile position for its sanction detection rate from the time of inspection for total notifiable offences, robbery, vehicle crime, residential burglary, serious acquisitive crime, most serious violence and other wounding (all from bottom to third quartile).

It is acknowledged that there will be occasions when circumstances change beyond the control of either the force or the BCU Commander whereby the implementation of certain recommendations or improvement outcomes is rendered unrealistic and void. Account will therefore be taken of these factors when HMIC revisit is conducted within the timescale described herein.

### BCU Revisit and Review

**Westminster BCU** will be revisited by HMIC (Allington Towers, London) on or soon after **31<sup>st</sup> March 2010** to determine whether this notional contract has been fully discharged. At this stage HMIC will make an overall assessment that will fall within one of the following four options:

- 1) Fully discharged;
- 2) Partially discharged with further revisit scheduled;
- 3) Fully or partially discharged with aspects voided; and
- 4) Not discharged with referral to HMCIC.