



# Follow-up Visit to Westminster BCU Metropolitan Police Service

BCU Inspection Conducted – January 2009

Second Follow-up Visit Conducted – March 2010

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# Follow up/monitoring visits to inspected BCUs Westminster BCU - Metropolitan Police Service

Date of Inspection	Lead Inspector	BCU Commander	Date of monitoring visit
19–27 Jan 2009	C/Supt BAINBRIDGE	Cmdr BRAY	25–26 Mar 2010

## 1. Performance information

Performance Indicator	Previous Comparative Performance (12 months to Jan 2009)	Re-visit Inspection Performance (12 months to Jan 2010)	Change	Notional Contract <sup>1</sup>	Direction
Recorded crime (TNO) per/1000 Pop	269.35	269.68	0.12%		x
Recorded crime (TNO) MSBCU position	4	4	0	<3	n/c
Recorded crime (TNO) SD rate	25.1%	24.9%	-0.2 pp		√
Recorded crime (TNO) SD MSBCU position	4	4	0	<3	n/c
Residential burglary per/1000 Households	12.73	11.13	-12.57%		√
Residential burglary MSBCU position	2	2	0	<2	n/c
Residential burglary SD rate	11.7%	13.7%	2.0 pp		√
Residential burglary SD MSBCU position	3	3	0	<3	n/c
Robbery per/1000 Pop	7.63	7.47	-2.10%		√
Robbery MSBCU position	4	4	0	<3	n/c
Robbery SD rate	14.8%	18.0%	3.2 pp		√
Robbery SD MSBCU position	3	3	0	<3	n/c
Vehicle crime per/1000 Pop	17.54	13.08	-25.43%		√
Vehicle crime MSBCU position	3	3	0	<3	n/c
Vehicle crime SD rate	7.0%	6.9%	-0.1 pp		x
Vehicle crime SD MSBCU position	4	4	0	<3	n/c
Violent crime per/1000 Pop	45.66	47.05	3.04%		x
Violent crime MSBCU position	4	4	0	<3	n/c
Violent crime SD rate	35.0%	35.0%	0 pp		n/c
Violent crime SD MSBCU position	3	3	0	<3	n/c

1.1 The above table sets out performance against key national priorities before and after the point of inspection. Data used is taken from iQuanta, the police statistics system. The column entitled 'notional contract' comprises the MSBCU<sup>2</sup> performance outcome requirements. It is colour coded to indicate achievement. The final column, entitled 'direction', indicates the direction of travel for performance since the time of inspection.

<sup>1</sup> Performance outcomes required within notional contract.

<sup>2</sup> Most Similar Basic Command Unit.

## 2. Significant developments

Detailed below are any significant developments since the original inspection (eg boundary changes, changes to management team, and increase/decrease in staff strength).

- 2.1 In April 2009, Commander Simon Bray assumed the command of Westminster BCU. There have also been a number of changes at superintendent level, with four new appointments since the time of inspection, following the BCU restructuring and the retirement/transfer of the previous post holders.

## 3. Inspection Recommendations

### Recommendation 1 – Borough Restructuring: Discharged

To improve the programme management arrangements that support the Borough's ongoing implementation of its restructuring proposals, and specifically to:

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

### Action taken by BCU since last revisit

- The MPS Inspectorate has conducted an independent, structured review of the Borough restructuring programme. The report and its recommendations were published and circulated in February 2010.
- A Communications/Press officer is in place and a small BOCU press office has been established.
- The Westminster communication strategy has been introduced.
- The recent changes have been communicated by bulletins and meetings with the staff affected. The latest merger of South and Central divisions had a bespoke communication plan.
- Two other centralisation projects have already taken place: the centralisation of duties and the rationalisation of tasking resources. The project lead for these two projects held face-to-face meetings with staff in those areas of business; and these are now pan-Borough resources.
- Westminster moved to a North and South, two-divisional model in October 2009. Westminster's current position is that no further major structural change is planned and the time has arrived to consolidate many of the improvements that have recently been implemented.
- The most recent change programmes followed a recognised project management format, and all had formal project initiation documents, project plans and risk registers. There were regular project meetings held with parties involved, and these were documented. The project leads held meetings with staff and advertised progress via regular bulletins. The governance of these projects is documented and progress was monitored by

SMT meetings. Updated policies are published to the Westminster BCU CW intranet.

- A Commander's weekly briefing is published on the intranet.
- Regular seminars are held between the Senior Command Team (SCT) and supervising ranks. The BCU Commander holds regular focus groups with staff across the Borough.
- The details of the changes to the South division are also the subject of a briefing on the Westminster BCU intranet. The BCU review of the process has now been completed and additional minor amendments are being made as a result.
- The previous programme risk register has been updated and closed, with ongoing risks incorporated into the Borough Risk Register. A new risk register was opened and maintained for the South division changes.

## **Measurable Impact**

### **Strengths**

- In overall terms, staff universally reported that the merger of the 'old' Central and South OCUs into a single sub-division was managed extremely well.
- Staff were clearly included in the process throughout the Central/South merger and thereby an effective and efficient transition was secured.
- A Borough Risk Register was effectively maintained for the merger, with mitigating actions implemented for identified risks.
- Staff were kept abreast of changes arising from the merger through various channels (such as newsletters, briefings, focus groups etc).
- The SCT and Senior Management Team (SMT) were clearly united in their leadership of staff on the Borough, and this gave staff confidence in their command.
- The BCU Commander regularly holds staff focus group meetings with inspectors and sergeants, and these are used to develop/test change initiatives and to assess their impact.
- The brigading of various functions (crime investigation, crime management and proactivity) within the Crime Command was successfully completed.
- SOPs have been drafted for most key processes. These have been published to staff and are accessible via the force intranet.
- Reviews of recently changed business processes continue routinely, with refinements made as appropriate.
- Staff confidently stated that "people want to work here" and spoke in glowing terms of the Borough's leadership and the positive changes that have been implemented over the past year.
- The BCU Commander was reported as being approachable, accessible and highly visible across the Borough.

### **Areas for Improvement**

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| <ul style="list-style-type: none"><li>• The Borough would benefit from clearly identifying the cashable and non-cashable efficiency savings (dividend) arising from its restructuring. This would help create transparency in how savings have been used.</li></ul> |
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## **Recommendation 2 – Performance Management Framework: Discharged**

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 both reflect the MPS priorities, and are complimentary to the CSS<sup>3</sup> (LAA) priorities;
- For each priority to have a named SMT lead and a delivery plan;
- A structured framework of performance meetings at every level; and
- Consistent and coherent performance measures/targets for teams.

### **Action taken by BCU since last revisit**

- *Performance Framework 09/10* includes LAA and APACS priorities, as do the local policing plan and *Westminster Control Strategy*.
- There are four critical local authority action plans that have been signed off by the SCT lead and Director for Community Safety. The Intelligence, Prevention and Enforcement strands are incorporated into the reactive and proactive policing response (eg into serious acquisitive crimes and assaults). These critical areas of performance are highlighted and subject of discussion at the Strategic Assessment between police and local authority partners. They are also a subject on agenda at the Accountability Meetings with the local authorities, which are moving from three separate meetings to one Borough-wide meeting. The performance measurement on these key areas is retrieved from iQuanta and TP<sup>4</sup> Scorecard data and circulated.
- SMT leads have been identified and published on the intranet. Each crime type has a nominated champion. These champions have pan-Borough responsibility for their crime types, and plans are supported by an overall Sanction Detection Action Plan. The crime types have been matched to members of the SMT that have a relevant portfolio area: for example, the Residential Burglary Champion is Superintendent (North) based at Paddington as he has responsibility for the mainly residential wards where most of the residential burglary occurs. Similarly, a chief inspector has overall TNO<sup>5</sup> reduction alongside his portfolio responsibility for the retail crime arena where the volume crime is committed. It is incumbent on each 'champion' to look at trends and peaks within their crime types and plan activity throughout the year. An example of this is Operation Blizzard (looking at high crime and violence over the extended Christmas period) and the current TNO reduction activity being undertaken by the TNO champion. They also reach over into the Safer Neighbourhood Teams and local authority problem-solving activity in order to join up the processes. Delivery plans have been compiled for all key areas.
- The newly appointed chief inspector for the Task Force will become the co-ordinator for Borough-wide operational activity, and will focus on crime and problem-solving activity predominantly at traditional peaks such as Halloween and Bonfire Night. His role will be to engage with the 'champions' in order to co-ordinate and develop strategies and tactics throughout the planning year, and to maintain a corporate memory of what worked and what didn't.

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<sup>3</sup> Community Safety Strategy

<sup>4</sup> Territorial Policing

<sup>5</sup> Total Notifiable Offences

- The *Westminster Performance Management Framework* was produced and published in May 2009. This includes monthly performance meetings at SMT, divisional management team (DMT) and team level, cascading priorities. A template agenda is provided, with a requirement that notes are placed on a Borough shared drive each month. The notes are monitored by the Westminster (CW) Inspection and Review Team, and the SCT is updated on compliance via a bespoke spreadsheet. Territorial Policing (TP) Performance Unit considered the quality review process for team and unit meetings to be an example of good practice.
- A structured approach to further develop a performance culture has been published. The SMT drives performance, which is monitored monthly. Performance targets and PDR objectives are to be published and monitored from the new reporting year (although this is still subject to final decision following formation of new South Division).
- New monthly management reports (MMRs) have been created to reflect the new Borough structure.
- Standardised objectives for the Borough have been produced, after consultation with another MPS BOCU that uses an established system to share good practice. Draft proposals were discussed at Westminster SCT and SMT meetings and agreed in principle. The MPS '5Ps' (strategic direction) format remains but recommends that each portfolio lead should set the numerical objectives for the following reasons. First, the delivery structures used by the North and South division are different by necessity: one is a semi-inner OCU, while the other contains many government buildings, royal residences and iconic sites (with the attendant CT issues). Second, the large size of the Borough means that there is increased specialisms compared to any other BOCU, hence the objectives need to be more unit/person specific. Third, the work on benchmarking costed performance against other BOCUs indicates that one size will not fit all.

## **Measurable Impact**

### **Strengths**

- PDR objectives for staff have been linked to BOCU priorities for the year ahead (2010/11), with common objectives identified for specific teams when appropriate.
- A structured performance management framework is now in place, with meetings established at every tier from the SCT to sergeants and constables. The framework also includes one-to-one meetings between the BCU Commander and all ranks from inspector upwards.
- There is an effective system for the recording, retaining and accessing of the actions arising from performance management meetings.
- Good work is routinely recognised both formally and informally, with recognition ranging from commendation ceremonies to personal contact and thanks from members of the SCT/SMT.
- Many performance targets for the Borough have been usefully disaggregated into team and individual targets, with a margin of tolerance sensibly included to help the BCU meet its overall target.
- A performance culture was clearly evident on the Borough.

- The BCU has made a concerted effort to ensure that good news stories are communicated to the local community and thereby influence public confidence and satisfaction in the police service they receive.
- Policing plan priorities each have a named SMT lead who is accountable for their delivery, including the construction of a delivery plan.

### Areas for Improvement

- There remains a need to further develop some performance indicators and so ensure a focus upon key aspects of policing a BCU (eg intelligence, problem-solving and IBO activity).
- The credibility of the PDR process needs to be improved among staff.
- There would be value in routine dip-sampling of lower tier performance management meetings by senior management to ensure that they are being conducted professionally and constructively.

### Recommendation 3 – Intelligence and Proactivity: Partially Discharged

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<sup>6</sup>;
- Maximise receipt of quality intelligence;
- Develop the DIM, DMM and BTTCG processes; and
- Enhance the scope and effectiveness of the PPO scheme.

### Action taken by BCU since last revisit

- A number of officers and supervisors have been given in-depth training and advice as to what intelligence is required on CrimInt entries. The core desk has reviewed its decision regarding the deletion of CrimInt entries, and no longer deletes CrimInts that appear of limited intelligence value without the authority of the intelligence manager or core desk sergeant. This has mainly resulted in a number of community-based entries remaining on the system. This has renewed confidence amongst officers which has in turn seen an increase of good quality CrimInts placed on the system. A month-on-month search on the system reveals the following information:

**CrimInt plus table showing comparisons with neighbouring boroughs**

	CW	EK	NI	BS
Jun-09	1892	1464	1302	1318
Jul-09	1991	1360	1485	1596
Aug-09	1688	1169	1385	1416
Sep-09	1934	1242	1368	1457
Oct-09	2299	1463	1504	1547
Nov-09	1629	1106	1300	1038
Dec-09	1691	1177	1098	1299
Jan-10	1791	1329	1453	1313
Feb-10	1804	1318	1557	1566

<sup>6</sup> CrimInt Plus is the MPS intelligence system

**Year-on-year comparison of increase on CrimInts on Westminster since the introduction of CrimInt plus:-**

Dec-08	1247	Dec-09	1691
Jan-09	1616	Jan-10	1791
Feb-09	1511	Feb-10	1804

- A PowerPoint presentation on CrimInt with intelligence advice has been created.. This was delivered to team and squad supervisors and response teams on an ad hoc basis. Slides have also been inserted into briefings by team SPOCs<sup>7</sup>.
- A further CrimInt plus input has been given at all 12 Response Team training days during April to June 2010.
- The intelligence tracker monitors all updates to CrimInt. The core desk quality assures all CrimInts and raises any issues at the DMM.
- The introduction of team SPOCs went live in January 2010 with a one-day training course. They will be given background information for each slide and will be subject of dip-sampling of briefings to test their quality>
- Proactive opportunity to reduce crime will be maximised through intelligence interviews, casting a wider net to include victims and witnesses as well as suspects. SPOCs have been established in the Crime Command. DSU<sup>8</sup> training is being completed and will be supported by a policy document (to follow) with a two-tier approach: 1) suspects, victims, witnesses (anyone coming into contact with police): flagged up to the DSU for intelligence interviews via phone call, CRIS<sup>9</sup> flag or CrimInt; and 2) arresting officers, interviewing officer CPU, OIC etc conducting intelligence interviews: although problematic, the Borough will strive to promote and support its implementation. The overall process is straightforward.
- The MPS advice for intelligence interviews states that to protect the identity of an individual who gives intelligence all detainees in custody have to be given the opportunity to have an intelligence interview. However, the custody suites at Charing Cross and Paddington all hold large numbers of prisoners, making this often unworkable. A mailbox has been set up ('Westminster mailbox - intelligence interviews'), and intelligence interviews will be promoted to the custody sergeants so that they remind officers in case (OICs) to consider them, thereby ensuring greater compliance;
- MetBATS<sup>10</sup> briefing slides and posters are to be created and distributed across the Borough to target the right audience. The form to be used is the MPS generic intelligence interview forms (F5023 and F5024). This is work in progress and as yet it is difficult to measure its success. There is no MPS SOP around this. Names of potential covert human intelligence sources (CHISs) are forwarded to the dedicated source unit (DSU) and, where appropriate, contact is made. The BIU is working on this matter.
- A new and more focussed DMM format started in December 2009, and a revised agenda came into use from Tuesday 16 Feb 2010.
- The daily intelligence meeting (DIM) has been reviewed and revamped, and both it and the weekly intelligence meeting (WIM) now take place at Marylebone using a proper briefing facility. A bid for an interactive wipe board has been successful and this allows for the presentation to be delivered. The TP Performance Unit attended and was pleased with the

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<sup>7</sup> Single Points of Contact

<sup>8</sup> Dedicated Source Unit

<sup>9</sup> Crime Recording and Information System

<sup>10</sup> MPS Briefing and Tasking System

WIM. The agenda, a contingency for conferencing failure, roles and responsibilities are all now in place. The contingency for prolonged IT failure is that all respective leads will attend Charing Cross to conduct the DMM.

- The Borough Coordinating and Tasking Group (BCTG) has been reviewed, and changes are in place, with each divisional superintendent now attending, as well as a representative of the Criminal Justice Department. The BCTG now has permanent chair (a detective superintendent) in order to promote consistency. There is a move towards a police meeting followed by the strategic meeting. The local authority now attends the BCTG and the WIM, which has enabled tasking of non-police units such as City Guardians. The Anti-Social Behaviour Unit (ASBU) at CoW work closely with the BIU and, this is leading to some good results around issuing ASBOs and closing down crack house. The BCTG presentation includes a slide on Prolific and Priority Offenders (although it is not always suitable to discuss at BCTG due to the members present. There is now a Proactivity and Tasking Packs (PATPs) meeting before BCTG at which new PATPs, funding and reviews are discussed. This is attended by the BIU and Superintendent (Chair of BCTG). All taskings are linked into the intelligence picture. The BCTG document is stored on MetBATS. Minutes are not kept of this meeting but any funding agreed is recorded by Finance Department.
- Ongoing operations are reviewed at the WIM, and new PATPs are reviewed against the BCU priorities before they are submitted to the BCTG. The WIM now ensures the operations authorised at the BCTG are current and being conducted effectively. The WIM has developed the ability to authorise fast-time PATs before authorisation at BCT;
- There is now one central community focus desk (CFD), based at West End Central. This provides better liaison, improves NIM products and stops duplication of effort. They now attend the DIM.
- Representation for the CFD is made by the sergeant in charge. The daily documents created by the CFD are looked at in preparation for the DIM and discussed if required. Also present are the DSU, Forensics and the PPO Unit. This allows for any fast-time intelligence to be actioned by both the source unit and relevant focus desks as and when necessary. The inclusion of the PPO Unit means that any breaches by PPOs are immediately identified and relevant arrests can be made.
- The DMM is now more management orientated, and only high-risk issues from the DIM are raised.
- A new DCI was due to take over responsibility for Intelligence from Monday 01 March and is conducting a review of the DIM and other processes. Any improvements identified were to be implemented by 01 April 2010, in time for the new performance year.
- The Safer Neighbourhood Teams (SNTs) are now tasked through the CFD, and taskings are recorded on the SNT Tactical Planners for North and South Divisions. The Police Protection Unit (PPU) and Metropolitan Special Constabulary (MSC) are directly tasked by the BIU through the WIM and BCTG process. This tasking of the MSC has shown a dramatic increase with a new system that indicates when they are going to work. This system allows the BIU to know how many MSC officers are working and what other duties they are being used for, and they are tasked accordingly. The MSC are, on the whole, used on borough operations. The majority of MSC are now attached to the new Westminster Task Force and tasked either by them or to SNTs.

- There is now a Night Time Economy briefing on Friday/Saturday nights. The Task Force Inspector is responsible for briefing all staff on nights.
- The tasking of SNTs is still limited, as they primarily work on their ward priorities. All F302 and F303 are recorded and go through the CFD. These are shown on the WIM document. All taskings are sent weekly to WCC, which task city guardians in support. Taskings are monitored on a tasking tracker that is stored on the shared drive.
- The Borough Taskings are recorded on the Tasking Matrix. Tasks that are currently active are subject of a tasking return that is sent to the mailbox 'Westminster Mailbox – Tactical Planner' by the team completing. This is then inputted daily into the Borough Tactical Planner.
- The BIU must be informed of all warrants and proactive operational tasking.
- Compliance issues are principally dealt with at the DMM.
- The DSUs amalgamated from three to one at the point of the HMIC inspection. The source unit is now based at Marylebone and attends all the BIU meetings, which has increased the amount of direct taskings. All tasking requests from any unit are now collated in a folder within the DSU so that the number of taskings can be collated and an accurate figure reported. These taskings include global tasks and requests from Westminster officers. The CRIS system also has a DSU request section. The DSU is very much part of the intelligence unit and this is reflected in the improved results across the Borough in all areas of SAC<sup>11</sup>.

## **Measurable Impact**

### **Strengths**

- Recent work to create a dedicated team to pursue persons wanted on warrant and named suspects from criminal investigations has made a large impact, with overall numbers reducing every month since its inception.
- The BCU has endeavoured to improve staff awareness on CrimInt Plus policy and usage through a series of inputs to staff.
- An enhanced 'premium service' is now provided for any prolific and persistent offender (PPO) arrested and brought to a Westminster custody suite.
- Safer business teams have been created and aligned to geographical areas of business. These apply the same tactics as those used by neighbourhood policing teams, with some success.
- The daily management meetings (DMMs) have been restructured so as to focus upon issues of compliance, risk and corporate developments, supported by data on compliance as appropriate. Effective use is made of video-conferencing technology to enable these meetings.
- A tasking planner is used by the BIU to maintain an overview of the deployment of proactive assets.
- Anti-social behaviour incidents are identified and referred to a joint Antisocial Behaviour Action Group (ASBAG).

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<sup>11</sup> Serious Acquisitive Crime

## Areas for Improvement

- The content of many MetBATS briefings would benefit from the use of more timely information and updates, including a weekend input.
- With approximately three live problem-solving initiatives underway in each ward (against three panel objectives), there remains scope to increase the productivity of SNTs in terms of their problem-solving interventions.
- There is an opportunity to enhance the linkage between patterns of anti-social behaviour and problem-solving interventions.
- Intelligence interviews are rarely conducted and would benefit from a policy that defines when, how and by whom they are conducted.
- Whilst there are some 20 active CHISs<sup>12</sup> registered in Westminster BCU, only one had been identified from the BIU.
- There is scope to enhance the daily intelligence meeting (DIM) by using existing video-conferencing technology and making the meeting more inclusive of units outside the BIU (eg SNTs, core teams, etc).
- The PPO scheme needs further development to make it more effective and dynamic. Leads are required for the application of intervention plans, and more off-borough PPOs could be usefully identified.
- The BCU has only identified one OCG, and there is no prioritisation of such interventions where links to BCU priorities are established.
- The BCU has discontinued use of F303 (abbreviated problem-solving initiatives) and has replaced it with action logs. Care should be exercised to ensure that opportunities for problem-solving interventions from incidents on these logs are not missed as a consequence.

### **Recommendation 4 – Sanction Detection Improvement: Partially Discharged**

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; and
- Training and development for key staff on sanction detections.

#### **Action taken by BCU since last revisit**

- APACS introduced to the BOCU Detections Group meeting (as per Recommendation 4.2). Within this Working Group, which is chaired by D/ Supt (Crime), there is a co-ordinated approach to sanction detection performance across a variety of business strands on the Borough. APACS priorities are already in place for a variety of crimes, including Serious Acquisitive crime (NI 16) and Serious Violent crime (NI 15).
- The D/Superintendent is accountable for sanction detection improvement.

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<sup>12</sup> Covert Human Intelligence Sources

- There are BOCU Detections Group meeting parameters, remit and attendees agreed, as are the data required to progress issue of Borough-wide detection improvement. This group has been reviewed and revised, with the new style detection group meetings now being held regularly. The Chair is D/Supt (Crime). This is a monthly meeting with wide attendance from different areas of business. Minutes and actions are kept initially and will be used to monitor and deliver all aspects of sanction detection improvement within the action plan, as well as other areas such as FSDs<sup>13</sup>. The detections plan has been written and is updated through these meetings. Messages have been delivered to staff by means of email, personal briefing and training, and will also be delivered via *Westminster Weekly*.
- Bespoke investigation templates for all priority crime types are complete and have been circulated. Laminated cards have been produced for staff.
- Unit DIs intervene on good/bad practice and feed back to inspecting ranks. Critical sub-standard primary investigations are raised at DMM and are subject to actions and feedback.
- The QA desk within the CMU<sup>14</sup> at Westminster used performance analysis (DOI daily spreadsheets) to identify the 13 most common mistakes made when compiling a CRIS report, and shared these with staff.
- A one-hour training session was devised with the belief that through training common errors could be eradicated and overall performance would improve.
- Three CMU staff and trainers were identified, who between them carry out six one-hour training sessions per week. Capacity was increased to twelve training sessions per week. Authority to make the training mandatory was granted by DCS Hill. To accommodate the training there is a designated area within the CMU that is now a training area for the use of all borough staff, with partitions, desks, chairs and computers.
- Phase one of the training was aimed at response team supervisors and team inspectors. By February 2010, 120 people had been trained.
- All officers being trained receive a training package to take away with them, containing the following:-
  1. A4 Laminated lists of the identified 13 most common CRIS errors.
  2. A6 Laminated pocket size of the above.
  3. Laminated Assaults flowchart.
  4. VCOP CRIS codes compliance, including a 5-minute verbal input on each officer being trained.
  5. A copy of Emerald TP CMU CRIS Initial Supervisors guide.
  6. Cannabis formal warning flow chart.
  7. CCTV Screening flowchart, and how to manage it
  8. A CRIS Training questionnaire.
- Both A3 size laminates of the 13 most common CRIS errors and the assaults flowchart guide are being sent out to each division to be displayed in all supervisors' rooms, PC writing rooms and CID offices.
- Phase Two training is to be given to PCs who are identified via the DOI spreadsheet as making errors, and to underperforming PCs who require development.

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<sup>13</sup> Forensic Science Detections

<sup>14</sup> Crime Management Unit

- It is also intended to provide training to identified groups of staff whose primary function is to compile CRIS reports (eg SROs). This programme is ongoing.
- The Westminster Management Information Unit (MIU) carries out a check on systems that detail every person who was in custody for the previous 24 hours. The list is sent to CMU supervisors. National Standards for Police Information Systems (NSPIS) are in the process of developing a programme to marry up Custody and CRIS to produce reports automatically each day. This will still require subsequent manual reconciliation to ensure accuracy and it is dependent upon the initial quality of data entered on records.
- Bespoke training package arranged for sergeants. Each investigation is discussed at DMM and individuals and supervisors are asked to account to both C/Supts with rationale for failure. There is an audit trail of actions from DMM supporting compliance. There is a maintained monitoring spreadsheet regarding failures for hate crime and domestic violence supervision.
- TIC champions have been appointed for units and the recognised TIC forms and letters to solicitors have been circulated. SPOCs and a Detections Team have been appointed and all champions are directed to forward the documents to their units and to advertise their role and responsibilities. In March 2010 TIC numbers were being reviewed and the intention was that all would be approved by a supervisory rank. Next training session 07/04/2010 led by Detections Team.
- A training day held for all TIC Champions was held on 14 October 2009.
- From February 2010, the Detections Team will be delivered TIC training to all DSs across the Borough and this should be cascaded to their teams.
- The refresher training for PNDs was included on the response team training days:
  - 1) 1.5 hours input;
  - 2) South division response teams: 08, 15, 22, 29 September 2009;
  - 3) Central division response teams: 06, 13, 20, 27 October 2009;
  - 4) North division response teams: 03, 10, 17, 24 November 2009;
- The MPS lead on PNDs consulted and assisted with training. Officers were asked what they wanted covered. There were specific training objectives such as for what offences and when can a PND be issued; which types of person should not get a PND; the main reasons for rejected forms; new developments; cannabis warnings; sanction detections; retail theft and criminal damage 'amounts', as well as highlighted good and bad practice. Paper-based scenarios were used to test knowledge and relate the training to everyday work.
- The bi-monthly Training User Group meetings are attended by SMT members and provide the framework to select training needs and then to evaluate the effectiveness of this training.
- The intention was that Safer Neighbourhood Teams will all receive three rostered training days per year from April 2010.
- Case Progression Unit staff receive training on team and upon their return to team. Developmental support has been arranged for evidence review officers (EROs). A training day is being built into the CPU roster and research is ongoing to consider NCALT for suitable training.
- Probationer constables already receive an input on PNDs as part of their foundation training. PCSOs also receive foundation training on the limited use of PNDs.

## Measurable Impact

### Strengths

- The quality of primary investigations has notably improved following the delivery of training, publication of bespoke minimum standards and compliance follow-up activity by the BCU.
- The BCU is now turning its attention to improving the quality of secondary investigations, using a similar approach.
- The caseloads of investigating officers is closely monitored, and 'stale' investigations are reinvigorated or closed as appropriate.
- Data from Quality Call Back activity indicates that the victims of crime are satisfied with the service they receive from the police at Westminster.
- The DCS has clear accountability and responsibility for sanction detection improvement work and for who chairs the BOCU Detections Group.
- Forensic activity to support investigations has greatly improved with high levels of attendance, recovery and forensic hits relative to other MPS boroughs. Effective use is made of the forensic tracker to ensure that forensic sanction detections (FSDs) are maximised and that offenders are quickly brought to justice when possible;

### Areas for Improvement

- Further activity is required to improve the proportion and volume of taken into consideration (TIC) detections. The BCU needs to ensure that the right individuals are identified as TIC champions, and to create an environment in which TICs are encouraged within existing force policy on the subject.
- Following receipt of TPHQ data on CAD to CRIS conversion compliance for domestic burglary offences, in which Westminster BCU had a low compliance rate of 70% (100% was the target, and the MPS average for 2009/10 was 86%), HMIC audited 20 offences from the CAD system to further assess the quality of crime classification decision-making against the Home Office Counting Rules. The audit findings were subsequently tested with the MPS Data Accuracy Team (DAT), and 35% (seven offences) of the sample were incorrectly classified as offences other than burglary or an attempted burglary. The quality of decision-making in the classification of burglary offences could therefore be improved.
- There is a need to improve the process for handing over papers between arresting officers and staff from the Case Progression Unit (CPU). Improved use of a checklist and compliance follow-up would assist in this regard.
- The quality of primary investigation undertaken by the Telephone Investigation Bureau (TIB) could be improved through use of minimum standards and follow-up activity to promote compliance. This could usefully include the identification of potential false reports of crime received by the TIB.
- The Integrated Borough Operations (IBO) unit is responsible for promoting compliance with National Crime Recording Standards (NCRS), and was using a standardised template to 'certify' compliance on the CAD system. Sampling of these entries indicated that the justification for not recording incidents as crimes needs to be tailored for each incident so as to comply with NCRS.

- VCOP updates were given to victims by PCSOs instead of the investigating officer, and the lack of direct knowledge and ownership of investigations had resulted in concerns that the quality of updates was limited.

### **Recommendation 5 – Compliance and Professional Standards: Discharged**

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; and
- The use of data to monitor the levels of compliance.

### **Action taken by BCU since last revisit**

- The BCU Commander is leading a Territorial Policing (TP) project for ACTP on a corporate standard of behaviour and dress to be adhered to throughout the MPS. Research has been conducted and a paper produced. His team is in the process of designing leaflets/posters/an article for *The Job* magazine.
- There is a dedicated Citizen Focus (CF) project team and action plan. This unit monitors the Westminster Quality Call Back scheme, which is being made more user-friendly but which is already raising opportunities for improvement. This team is being refreshed and will be up to strength by January.
- Use of the CW weekly newsletter for policy and organisational learning.
- Enforcement of single patrol by SMT to Inspector level.
- Enhancing CW Inspection & Review team to increase capacity.
- The Borough is looking at introducing a dedicated court sergeant to promote compliance in that area of business.
- The creation of a Borough Professional Standards Unit (BPSU). This is now complete and up to strength and there are two investigation teams operating.
- The BCU rewards programme is also being improved, introducing a streamlined commendation process.
- The OCU Parade Standards are now complete and published, as is the OCU Dress Standards Policy. The Chief Inspector Operations North and South routinely attend parades and the intention was that from March they will deliver training on the conduct of briefings to two sergeants per team, to promote excellence.
- The OCU Professional Standards Committee is now established and meets on a bi-monthly basis, with minutes recorded and available;
- There is daily production and circulation of statistics around attendance management and support, failure to book on duty and the formation of the new centralised duties office. The Professional Standards Unit produces information weekly for the SCT. The absence information is due to be included in the MethHR package.
- A one-day training course, 'Managing and Supervising your staff' has been developed and is being delivered (from Jan 2010) to all sergeants/Band Ds

and above on the Borough. The course includes input on police staff misconduct, police officer misconduct, unsatisfactory performance procedures (UPP) and a range of tools that can be used to reward and manage staff (for example, bonus payments, flexible working, special leave). A *Good Practice Guide for Practitioners* course booklet has been designed to aid learning. This is now available to all borough supervisors electronically, with links to corporate policies and procedures where necessary.

- The course is delivered to groups of 15 supervisors. The first five courses have been targeted at champions; – two sergeants per team, who will be able to cascade the learning and help other supervisors on their team, prior to everyone going on the course.
- A training review took place on 11 March 2010 to assess the needs and requirements moving forward in 2010/11. It was agreed to continue with the training across the Borough with a view to deliver to all first and second line supervisors over the next 18 months. The intention was that a cadre of trainers would be identified and course dates agreed, two per month, delivering to 15 staff members per session commencing May 2010.
- The Inspectors Career Management Process has been updated following consultation with Inspector's Federation. This was agreed with the Police Federation and is currently being implemented. All inspectors have stated their three posting preferences (in February 2010) and inspector posts will be reviewed Borough-wide.
- A complaints backlog is being cleared, and there is now a local database. A system that identifies staff with three or more complaints in a rolling year has been introduced.
- All MM1 forms go to PSU for quality assurance and monitoring. They then move to decision-making by a superintendent with a seven-day turnaround. This mirrors the DPS<sup>15</sup> team.
- The BPSU Inspector has an SIO role and sets proportionate investigation plans. The two PSs are investigating officers, following the MPS crime team model;
- The DPSU has spreadsheets that record public complaints, misconduct for police officers and police staff, management action, civil actions and complaints. These include 'alarms' to ensure that applicable timescales are followed.
- The DPSU has generic 'terms of reference' and 'investigation plans' for internal misconduct investigations to ensure standards are maintained. This is complemented by a PowerPoint presentation if required. There are also generic letters in relation to complaints to ensure a premium service and complainants are aware of their right of appeal.
- There is now training in place for supervisors in relation to 'managing and supporting staff'. Training of 75 line managers has been undertaken and is being rolled out to others throughout the year. In addition there is increased training for 'Taylor' trained inspectors, and Westminster BCU has had only one appeal against a misconduct meeting decision from the 14 cases considered.
- The DPSU now consists of one Band C, one uniformed inspector, three uniformed sergeants and two uniformed constables.

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<sup>15</sup> Department of Professional Standards (MPS)

- PAU complaints data is discussed at monthly meeting with the DPS liaison officer. The Professional Standards Unit produces weekly information for the SCT.
- A gold group was established following numerous high-profile cases involving PCSOs. This was chaired by a superintendent looking at roles, responsibilities and ways in which to improve performance, perception and the profile of PCSOs.
- Westminster South deployment, roles and responsibilities of Security PCSOs working within the GSZ.
- The name 'Security PCSOs' was reviewed as a result of the Gold Group recommendations and they are now formally known as 'CT PCSOs'.
- Previously, Security PCSOs had no role profile so responsibilities were not defined. A Counter Terrorism PCSO role profile was produced using behaviours from the integrated competency framework (ICF). This is available on the ICF link, alongside all other roles.
- A detailed overview of the CTSO role, similar to that of an SNT or Transport PCSO, is now available through the MPS PCSO recruitment page, so that interested individuals can express an interest in the specific role.
- An updated SOP will incorporate the deployment of CT PCSOs into both the Government Security Zone and the Community Security Zone, concentrating on policing the crowded places and night time economy sites within the Westminster area..
- A business case was written and was shortly to be submitted to CW SCT to propose a series of tried and tested interactive diversity training days, using a theatre to challenge attitudes and behaviours. This has been scrutinised by Business Managers and funding is not available at this time. The proposal may be looked at again.
- A specific training course has been designed to give CT PCSOs a basis and foundation to develop their skills in order to perform their role more confidently and effectively. This is being rolled out across the three boroughs that use CT PCSOs in two phases; 1] New Recruits; 2] Those who have been in post for some time. These boroughs have agreed to local implementation phase actions, such as staff induction to local policy, procedures and protocols and familiarisation.
- As a result of the pilot PCSO mentor scheme (in which CW took part), the MPS has launched the scheme across all boroughs. CW has been asked to be part of the working group that will influence what the tutor's course will look like. Training commences in March 2010. An identified SPOC will lead on this for CW South.
- A locally designed and delivered, practitioner-led supervisor's course entitled 'Managing and supporting your staff' was launched in 10 January 2010. This course is designed to enhance knowledge and confidence for Band D and inspectors, specifically in relation to supervising and supporting PCSOs. This is currently being rolled out and is delivered by practitioners with practical experience. A 2010/11 programme of delivery was agreed on 11 March 2010.

## Measurable impact

### Strengths

- The recently updated MPS policy on single patrol was being rigorously enforced by the BCU, in order to maximise capacity and presence on the Borough.
- The standards of dress and appearance have been clearly defined in policy and enforced through publication and supervision.
- Compliance with MPS policy in terms of booking on/off duty, the resulting of taskings and in attendance management had generally improved, with the Borough being second in the MPS for its MetDuties compliance.
- The BCU Commander has led by example through his increased personal visibility and appearance and by enforcing standards.
- Each training day is attended by a member of the SMT. This provides an opportunity to consult and engage with staff, solicit views and to explain the rationale behind key changes.
- The Borough has introduced a Professional Standards Department (PSD) to oversee and coordinate activity under the leadership of a temporary Band C manager. The unit investigates complaints and acts as a 'centre of excellence' for professional standards issues, producing management information for the SMT and coordinating training for supervisors in dealing with misconduct and unsatisfactory performance. It has been highly influential in the discharge of this HMIC recommendation, and in raising professional standards throughout the BCU.
- The BCU has not received any Fairness at Work (FAW) cases in the last six months, which is both indicative of the improved morale and a dividend of increased staff inclusion in the process of change.
- SNT staff have received training in problem-solving techniques, and at the time of inspection some 77% had been trained.

### Areas for Improvement

- There is a need to clarify the latest position/policy on which BCU vehicles are designated for single-crewing and at what times. The policy in this regard had recently changed and there is some confusion on the point.
- Whilst the existence of a single team (Team Five) that comprises staff subject to disciplinary proceedings/concerns and staff with a poor record of attendance has its merits with increased supervision and expertise in dealing with such matters, it also presents some risks. These include the need to ensure that its purpose is widely communicated across the BCU and appropriate staff selection for inclusion on the team.
- Notwithstanding the positive action to improve the professionalism of CT PCSOs and their sense of worth, there remains further work to close the cultural gap between PCSOs and police officers.
- There is scope to improve the coordination of SMT visibility across the Borough so as to enhance their accessibility and profile.
- There has been no training needs analysis undertaken for PCSOs and there is still scope to improve staff understanding of their role, responsibilities and powers on the Borough.

## **Recommendation 6 – Increasing Capacity through Resource Leverage (VFM) – Partially Discharged**

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 (eg; MetHR, CARMS, MetDuties) and their products; and
- The creation of a single outcome-based measure to track progress.

### **Action taken by BCU since last revisit**

- As a consequence of the restructuring of the Finance and Resource (F&R) discipline within TP and Westminster, F&R service delivery on CW/RO will, from 19 October 2009, become structured under two distinct portfolios – Resources and Finance. Partnership activity will be located within the Finance portfolio.
- There has been a merger of Central, South and HQ duties offices. While this may not show direct savings it allows for more efficient management of resources and frees up more officers for tasking. This should have a positive impact on performance against response times, crime reduction and detection.
- The parade times for the Oxford Street, Regent Street and Bond Street (ORB) teams has been adjusted. This should reduce overtime spends on prisoner processing by making officers available nearer the point of highest demand. It should also reduce the pressure on night duty core teams by smoothing out the demand to arrest suspects detained during the handover period.
- A new single tasking unit for Westminster has been established. This will deliver a large taskable resource with a shift pattern that recognises the demand profile of the BOCU, especially that of the 'old' Central Area which has the potential to distort the whole BOCU's performance. This should improve performance against crime reduction, detection and reassurance.
- Following the merger of Central and South, the inclusion of the South's resources has smoothed out the Centre's response time difficulties in the evening handover. This should improve performance and lead to the release of resources for tasking and managing aid demand. It should also save on management costs.
- A new strategic lead was appointed to lead the project on resource leverage in January 2010.
- There is a one month review to benchmark CW against Most Similar Force (MSF) OCUs. Looking at the BOCU's demand profile against available resources.
- There are now five strands of ongoing work, all with an SMT strategic lead.
- CW savings and savings targets have been formally documented, and efficiency savings are a standard agenda item at the CW FRM monthly meeting.
- A new project entitled 'Maximising Operational Capability and Capacity of our Personnel' was commissioned on March 2010. The BOCU is broadly meeting demand through effective resource management. Further gains are

likely through single patrol and effective tasking of proactive units such as the Task Force. This position will be reviewed in six months. Comprehensive data will be available to analyse impact of recent changes.

- A project – ‘Maximising the use of our Resources’ – was commissioned in March 2010 to identify the budget lines most likely to yield significant cost reductions as well as improvements in efficiency. These broadly fall under the headings of 'IT and Phones' and 'Police Officer/Staff Overtime and Additional Allowances'.
- The project entitled ‘Maximising the use of our Finances (‘Stretching the budget’)' - the SFRM<sup>16</sup> works closely with the SCT and SMT to advise and assist where needed. They provide the reports and budget information as required to ensure that they are able to make informed decisions. The SFRM brings to notice, for the budget high risk lead, any issues on under and over spends and compliance issues as they arise. The SFRM and the local TP finance team will also bring to the SCT and future requests for equipment/business cases for ratification or rejection.
- A project entitled ‘Maximising the Presence of our Workforce’ that led to the introduction of a Westminster Patrol Policy was written and implemented October 2009.
- The new centralised CW Duties Office has taken on responsibility for the maintenance of some of the HR functions.
- There is no link between MetHR & CARM systems and neither is currently accurate enough. A local Work Force Planning (WFP) Team of eight staff has been established. A system of WFP meetings is now established which links into a Strategic WFP Meeting. A considerable amount of work is in progress to produce an accurate CW Organisational Chart and the master WFP 'moves' list. Once this is achieved, a comparison will be run between CARM and MetHR to update and correct both systems.
- The CW Organisational chart visually represents unit Budgeted Workforce Targets (BWT) and illustrates the staffing status.
- A system to actively monitor absence and generate more accurate management information as well as generate supervisory action has been established.
- MSC duties are inaccurate and an MSC SPOC is now in place to help produce accurate records.

## **Measurable impact**

### **Strengths**

- Through good fiscal management, the BCU achieved an underspend in its police overtime budget during 2009/10 and this was effectively diverted to support proactive initiatives commissioned by the TTCG.
- The Borough enjoys a thriving contingent of Special Constabulary officers; 396 officers are currently deployed through both SNTs and through the Task Force.
- The BCU has worked hard to increase the transparency and accuracy of data on its staff disposition. Further refinements are underway, but there is now a clear understanding of staff establishments, composition and strengths for all Borough units.

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<sup>16</sup> Senior Finance and Resources Manager

- The BCU is developing its understanding of efficiency and productivity amongst its core units. New techniques are being applied to benchmark units and assess their workloads which will greatly inform decision-making regarding the BCU resource disposition. This ongoing work is innovative and commendable, and it could usefully be shared with other BCUs in the MPS.
- Flexible working arrangements have been reviewed by the BCU to ensure the right balance between the needs of the organisation and those of the individual whilst being compliant with current employment law.
- Bail to return procedures within the custody suite have been tightened so as to ensure that sanction detections are not lost and to reduce workloads through cutting the unnecessary use of police bail.
- Without prejudice to the BCU Commander's commitment not to change the BCU's 12 hour shift pattern, there is scope to make adjustments to the pattern to ensure a better alignment with the Borough's demand profile.

#### **Areas for Improvement**

- A review of MetDuties at 1100 one day indicated that 39 officers were still shown on duty from the night shift (that finished at 0700). This presents a risk to the BCU and indicates that further work is required to promote officer safety and team-based leadership.
- There is a continuing need for the BCU to develop cross-Borough work with police colleagues and partners in both its problem-solving and PPO interventions. This is particularly necessary as research indicates that some 66% of persons arrested reside off-Borough.
- There is a need to review the disposition of IT terminals at Charing Cross Police Station so as to better meet the operational requirement.

## **4. Monitoring assessment and follow-up action**

### **Have all recommendations been accepted and acted upon?**

All recommendations have been accepted. Progress towards their full implementation has been driven and coordinated well by the SMT, and affected staff are engaged whenever possible. In summary, Recommendations (1), (2) and (5) have been fully discharged by the BCU and Recommendations (3) (4) and (6) are partially discharged with further work required.

### **Has the remedial action/implementation plan led to demonstrable improvement?**

Yes. The implementation of the BCU action plan along with strong leadership from the SMT has created a momentum of change that has led to positive performance outcomes and direction of travel. These changes must now become embedded and enhanced yet further with more work required to complete the implementation of Recommendations (3), (4) and (6). This will help achieve sustained performance improvements for the BCU for the months ahead.

Under the leadership of the new BCU Commander, Westminster has become a more efficient and effective organisation and one at which staff enjoy working. The change process has been considerable. A major restructuring programme that merged the

South and Central sub-divisions has been coordinated and completed as has the introduction of a comprehensive range of new and and/or adjusted business processes. There is a unified leadership and a strong sense of corporacy amongst the SMT, who should be congratulated for their hard work, determination and success in positively transforming the BCU.

This momentum of change must now be maintained and the outstanding recommendations need to be discharged. Staff and HMIC are positive about the prospects for the BCU and the SMT are confident in their ability to make further improvements in the months ahead.

**Has performance in relation to national/local targets improved? If not, are the reasons for deterioration understood and being addressed?**

Yes, in overall terms.

Whilst only five of the ten specified notional contract outcomes have been met (MSBCU<sup>17</sup> position for residential burglary and vehicle crime; reduction in residential burglary, vehicle and violent crime sanction detection rates), there is a positive direction of travel in two out of five of the remaining areas (TNO and robbery reduction).

A detailed summary is set out in Section 1 within this report.

**Have any problems arisen since the Inspection that are likely to affect performance and merit further scrutiny by HMIC?**

No.

**Other than notification of monitoring outcome to regional office (lead staff officer), is any further action required by HMIC Inspection team?**

No.

**Recommendation for HMI?**

Sign off agreed.

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<sup>17</sup> Most Similar BCU Group