

**HM Inspectorate of Constabulary  
London and the East Regional Office**

**Follow-up/Monitoring Visit to Southern BCU  
Cambridgeshire Constabulary**

**BCU Inspection Conducted - December 2003**

**Monitoring Visit Conducted - January 2005**



## Follow-up/Monitoring Visits to Inspected BCUs

### *Southern BCU – Cambridgeshire Constabulary*

Date of Inspection	Lead Inspector	BCU Commander	Date of final report	Date of monitoring visit
8 – 12 December 2003	Ch Supt Paddy Rice	Chief Supt Rob Needle	May 2004	26 January 2005

#### 1. Significant Developments since the Original Inspection (eg, boundary changes, changes to management team, increase/decrease in strength)

Since the date of the original inspection the BCU has experienced significant change in the areas detailed below. The drivers for change fall broadly into four categories:

- BCU ‘organic’ development as it identified and responded to changes in the strategic landscape, for instance changes mooted in the document ‘Confident Communities in a Secure Britain’.
- Financial pressures – the Force identified a need to reduce police staff costs and consequently BCUs were required to initiate redundancies to enable the Force to meet budgetary requirements.
- The original HMIC Inspection report - the report prompted a series of internal reviews, the most obvious consequence of which has been a change in business processes, but the report has also been used to guide structural change.
- Personnel movements and changes.

The most significant changes are:

- The most similar BCU family has changed. The BCU believes that this more accurately reflects its profile and comparative performance has improved in consequence.
- Following a Force review of the investigation of serious crime, all detective superintendents were moved to HQ to lead specialist teams. A significant number of experienced detectives were also moved to the centre. The role of superintendent operations was changed to one of deputy BCU Commander and the DCI became crime manager. A restructure of CID has provided greater focus on the management of priority crime.
- Merging the two sectors in South Cambridgeshire freed an inspector’s post. Negotiation with HQ allowed the BCU to upgrade this to a chief inspector post, thereby creating a third chief inspector on the command team. The new postholder assumed responsibility for ‘Safer Communities’, which encompasses sector policing and neighbourhood policing teams as well as a new offender management unit and community safety.
- Sawston police station reopened in December 2004. It had been closed for approximately 2 years whilst the site was redeveloped and new premises built. During that time staff were housed in temporary accommodation which was not open to the public.
- Establishing the coterminosity of Ely Sector with East Cambridgeshire District Council has improved partnership working and information sharing.
- The changes mentioned above have been incorporated into a change management programme called Project Civitas. This project is intended to deliver a style of policing that better fits with local and national aspirations, greater accountability, improved

performance and an unambiguous focus on community needs and expectations. Implementation has already begun and will be completed by April 2005.

- In order to address a corporate overspend in the police staff budget, a standard business support model was applied across all three BCUs. Additionally, in August 2004 the BCU was required to review all police staff posts and identify up to 15 that would be placed under risk of redundancy. Ten posts were eventually lost. This created a need to adapt business processes in order to mitigate the effects of losing these posts. This in turn created uncertainty and a number of high calibre staff decided to leave rather than wait and see if their role was at risk.
- An acting DCI joined the BCU in February 2004 as acting DCI and deputy crime manager. Since August 2004, following the move of the detective superintendents to HQ, he has been the crime manager and has been confirmed in rank.
- A newly-promoted chief inspector joined the BCU in April 2004 as chief inspector (operations). He most recently served as a sector inspector on Northern BCU. Following the reorganisation he has been given responsibility for community policing.
- The senior management team (SMT) was further strengthened by the appointment of a temporary chief inspector in charge of operational policing. He transferred from Essex Police in December 2003 and prior to this appointment was one of the reactive shift inspectors on the BCU.
- There has been an increase in the establishment of police community support officers (PCSOs) consequent to the Round 3 bidding process. However, recruitment and retention problems have meant that there has been little change to the PCSO strength.
- A member of staff was appointed in June 2004 to write a community engagement strategy for Southern Division. In doing this, he is building on his experience of the previous year, when he was manager for the Police Standards Unit funded 'APEC' (Partnership Development Area) project. A new partnership intelligence manager was appointed in January 2004 to improve the flow of intelligence between partnership agencies.
- In May 2004 the Force launched an electronic version of its PDR system.

## 2. Performance Information<sup>1</sup>

<i>Performance indicator</i>	<i>Performance (2 quarters prior to inspection, April - September 2003)</i>	<i>Performance (corresponding quarters this year, April - September 2004)</i>	<i>Change</i>	<i>% Change</i>
Recorded crime per 1000 population	48.9	44.0	-4.9	-10.0
Recorded crime detection rate	21.8%	19.8%	-2.0	-
Domestic burglary per 1000 households	7.9	4.9	-3.0	-38.0
Domestic burglary detection rate	16.6%	28.8%	+12.2	-
Vehicle crimes per 1000 population	5.5	4.3	-1.2	-21.8
Vehicle crime detection rate	11.5%	10.7%	-0.8	-
Robberies per 1000 population	0.61	0.46	-0.15	-24.6
Robberies detection rate	25.4%	15.6%	-9.8	-
Complaints per 1000 officers	24.1	No data available	N/A	N/A
Workdays lost/officer	7.3	New indicator in April 2004	N/A	N/A
Workdays lost/support staff.	8.1	New indicator in April 2004	N/A	N/A

<sup>1</sup> Please note that this performance information is based on non-validated returns received from Forces by HMIC.

### 3. Inspection Recommendations

<b>Recommendation 1</b>	
<i>The BCU develops further its performance review process so that it holds senior and middle managers and supervisors accountable for the delivery of BCU policing priorities.</i>	
<b>Action taken by BCU</b>	<b>Measurable Impact</b>
<ul style="list-style-type: none"> <li>• Daily analysis of crime reduction, detection and sanction detection at daily management meeting (DMM) allows rapid consideration for redeployment of resources between tactical tasking and co-ordination group (TTCG) meetings.</li> <li>• Bi-weekly TTCG recognised as primary means of allocation of resources.</li> <li>• Tailored objectives set by BCU as part of the newly-introduced PDR process. All supervisors have objectives linked to BCU performance.</li> <li>• Revised management structure permits greater accountability (Recommendation 6).</li> <li>• Bi-weekly meetings between line managers and their staff (cascaded structure starting with deputy BCU commander and three chief inspectors).</li> <li>• BCU performance framework altered to inform new DCC's monthly performance scrutiny with BCU commanders.</li> </ul>	<ul style="list-style-type: none"> <li>• The Inspection team was able to identify changes made through inspection of documents, interviews, a focus group, attendance at a briefing, the DMM and TTCG and unscheduled spot checks. Staff at all levels were aware of BCU priorities and what this meant for them in their daily work.</li> <li>• The TTCG drives performance. Documentation from three consecutive meetings was seen and taskings were carried through and actioned. Examples identified were the arrest of a prominent and prolific offender after he was targeted at a TTCG and ways in which his accomplices could subsequently be arrested or disrupted (this discussion included staff from the offender management unit and the probation service, both of whom had worked effectively to bring the original offender to justice).</li> <li>• Performance information and current targets are displayed prominently throughout the BCU.</li> <li>• PDR objectives link to BCU performance.</li> </ul>
<b>Recommendation 2</b>	
<i>The BCU reviews the nature, content and structure of team briefings so that they provide accurate and relevant information which allows supervisors to task staff in an efficient and effective manner.</i>	
<b>Action taken by BCU</b>	<b>Measurable Impact</b>
<ul style="list-style-type: none"> <li>• BCU staff have visited Western Herts BCU and have made changes to their briefing structure based on this visit and a wider review. Briefings are based on the control strategy.</li> <li>• A permanent DIU manager was appointed from January 2005.</li> </ul>	<ul style="list-style-type: none"> <li>• The Briefing seen by the Inspection team contained relevant performance and tasking information and officers were tasked accordingly. Checks with staff being briefed revealed that the briefing seen was typical. It reflected information highlighted in the earlier DMM and TTCG.</li> <li>• A variety of briefing products produced corporately and from within the BCU confirmed the relevance of the material cascaded.</li> </ul>

<b>Recommendation 3</b>	
<i>The SMT introduces measures to ensure that the BCU is able to identify and review critical incidents, community tensions and welfare matters requiring immediate and senior manager intervention and action in order to protect the integrity of the police response and ensure public confidence.</i>	
<b>Action taken by BCU</b>	<b>Measurable Impact</b>
<ul style="list-style-type: none"> <li>The Force instructions and definitions of a 'critical incident' have been cascaded throughout the BCU on the intranet and briefings given. Liaison at Force level has ensured that Force control room supervisors identify critical incidents at an early stage.</li> </ul>	<ul style="list-style-type: none"> <li>Definition of critical incident known by staff in pre-scheduled focus group; working knowledge of definition evident during unscheduled 'spot checks'.</li> <li>Documentation seen, meetings attended and logs studied during the revisit all confirmed BCU claims about the identification of critical incidents and capacity to deal with them.</li> </ul>
<b>Recommendation 4</b>	
<i>The BCU implements measures to ensure that quality of life issues are afforded the appropriate level of importance. Additionally, DIU processes and systems should be reviewed to ensure that analytical products relating to quality of life issues are produced, integrated and driven by the tasking process.</i>	
<b>Action taken by BCU</b>	<b>Measurable Impact</b>
<ul style="list-style-type: none"> <li>Anti-social behaviour (ASB) is now included in the control strategy.</li> <li>ASB is subject to tasking activity.</li> <li>Council ASB co-ordinators are invited to attend the TTCG.</li> <li>'Streetlife' community beat manager (CBM) appointed.</li> <li>ASB CBM appointed.</li> <li>Chief inspector (community) has responsibility for quality of life issues.</li> </ul>	<ul style="list-style-type: none"> <li>Cambridge City ASB co-ordinator attends TTCG and actively participated in the TTCG during the revisit.</li> <li>ASB seen in tasking and briefing.</li> <li>Knowledge of staff evident.</li> <li>A total of 14 ASBOs obtained.</li> <li>S30 dispersal powers in use.</li> </ul>
<b>Recommendation 5</b>	
<i>The BCU reviews the structure of the TCG process to ensure it focuses on tasking and tactical matters and it is made more inclusive so that operational officers feel that they are part of and have ownership of tasking.</i>	
<b>Action taken by BCU</b>	<b>Measurable Impact</b>
<ul style="list-style-type: none"> <li>Visit undertaken to Western Herts BCU.</li> <li>Practice reviewed in respect of attendance, pre-meeting and accountability.</li> <li>Tasking document circulated in advance of meeting.</li> <li>Action points cascaded through team and patrol briefings.</li> <li>Bi-weekly meeting chaired by BCU commander.</li> <li>Daily DMM allows for regular review of progress and gives scope for rapid re-deployment in response to events.</li> </ul>	<ul style="list-style-type: none"> <li>ILP activity targeted and measured through TTCG.</li> <li>Visible signs of intelligence-led activity throughout the BCU (target photographs, DIU products appropriately displayed, briefing material relates to TTCG priorities).</li> </ul>

<b>Recommendation 6</b>	
<i>The SMT reviews the BCU structure, in particular the demarcation of responsibilities between the superintendents and chief inspectors. The SMT should also take immediate steps to increase its visibility amongst all staff within the BCU.</i>	
<b>Action taken by BCU</b>	<b>Measurable Impact</b>
<ul style="list-style-type: none"> <li>• Project 7.24 was reviewed and it was determined that it did not fully meet the needs of the BCU.</li> <li>• Evaluation of aims and objectives of Project 7.24 resulted in the spawning of Project Civitas.</li> <li>• Project Civitas is scoped, planned and in the process of being implemented.</li> <li>• Force action in removing the detective superintendent post allowed the BCU to consider a restructure of the command team.</li> <li>• Successful business-based bid for additional chief inspector (achieved through restructuring).</li> <li>• Systems in place to ensure visibility.</li> <li>• Communication strategy implemented.</li> </ul>	<ul style="list-style-type: none"> <li>• The project initiation document for Project Civitas is business focused.</li> <li>• The new command team structure is in place.</li> <li>• Staff were aware of forthcoming changes and of their role.</li> <li>• Staff acknowledged the visible leadership of the entire command team.</li> <li>• The benefits of the revised structure are advertised internally (noticeboards, intranet) and beyond the BCU (Force newspaper January 2005).</li> <li>• Staff are aware of changes due to take place in early March 2005 and aware of their role within the new structure.</li> </ul>
<b>Recommendation 7</b>	
<i>The BCU conducts a post-implementation review of the '7.24 project' to ensure that the new structure and style of policing are fit for purpose.</i>	
<b>Action taken by BCU</b>	<b>Measurable Impact</b>
Actions taken under this recommendation are fully covered under Recommendation 6 above.	

#### 4. Monitoring assessment & follow-up action

Have all recommendations been accepted and acted upon?	Yes
Has the remedial action/implementation plan led to demonstrable improvement?	Yes
Has performance in relation to national/local targets improved? If not, are the reasons for deterioration understood (eg, transition to NCRS) and being addressed?	See below
Have any problems arisen since the Inspection that are likely to affect performance and merit further scrutiny by HMIC?	See below
Other than notification of monitoring outcome to regional office (lead staff officer), is any further action required by HMIC inspection team – eg, contact with PSU?	See below

Cambridgeshire Constabulary has had an eventful year since the original HMIC inspection of Southern BCU. 2004 saw the publication of the HMIC Baseline Assessment of the Force that attracted critical attention from within the police environment and from the media. This report coincided with two further publications (by Sir Michael Bichard and Sir Ronnie Flanagan) that had arisen from the response to the tragic double murder committed in Soham – a town within Southern BCU - by Ian Huntley. The Force has been supported by engagement from the Police Standards Unit and, at the time of the BCU revisit, this intervention was still in place. In short, Cambridgeshire has been a force in the spotlight.

This brief preface serves to contextualise the background within which the BCU command team has worked to progress the recommendations made in the BCU Inspection report.

The BCU has made dramatic improvements on all fronts and positive progress was seen in respect of all seven recommendations and the management actions. The most evident change has been the alteration in divisional structure, a complex piece of reorganisation with several strands which does not take full effect until mid-March 2005. The most impactful event has been the change to the SMT that has seen a reduction of one superintendent and an increase of one chief inspector. The subsequent realignment of responsibilities has resulted in a much more focused reporting regime, thereby allowing the performance management culture to become embedded. The new management structure gives clear lines of responsibility to the three impressive and energetic chief inspectors and allows the differing personal styles of the BCU Commander and his deputy to complement each other successfully. The visible personal leadership commitment of all members of the command team was evident during the re-inspection and their hard work appeared to be appreciated by BCU staff.

The BCU has used iterations of Project 7.24 and Project Civitas as the platform for change and Project Civitas is due for full implementation in mid-March 2005. The BCU management team anticipates some uncertainty in performance in the months immediately following full implementation. This is to be expected following a significant change programme.

HM Inspector congratulates the BCU management team on a vigorous response to the Inspection report. It is considered that such a major change programme should be allowed further time to embed firmly into the culture of the BCU and HM Inspector would welcome the opportunity to return to the BCU in late summer 2005 to examine the longer term impact of these promising developments.