

MPA Stockwell Scrutiny Recommendations Update - 18 August 2009				
Rec No.	Responsibility	Recommendation	MPS ACPO Lead(s)	Current Position
1	MPS	That the Metropolitan Police Service (MPS) should review post-incident debrief processes to ensure that it is maximising opportunities for learning without jeopardising any future legal or misconduct proceedings	CMDR STEWART	Complete: Assumption is that a review will take place to identify learning from any critical incident. Where there is a possibility that a post-incident review will jeopardise any subsequent legal proceedings DLS should be contacted for advice as to the terms of reference for the review, which should include a contextual element to assist those who may have to refer to the review findings in any subsequent judicial forum. The purpose of a review in such cases is to identify early organisational shortcomings (e.g. process/technical problems that can easily be rectified) and not to gain an early account from individual officers by way of debriefing.
2	MPS	That the MPS Management Board strengthens a culture of learning within the organisation by developing and supporting processes which allows for innovation and initiative and accepts that mistakes will sometimes be made	CMDR SAWYER	Pending: The ETG Organisational Learning Project led by Cmdr Sawyer will develop an end-to-end process for the capture, analysis and actioning of learning from operations and investigations where there is an identified threat to life and the potential risk to either, public, police or subject is assessed as high, and the purpose of that operation is to either investigate or specifically mitigate that threat. These operations are likely to be those where mitigation will require the deployment of AFOs with enhanced firearms skills (SFOs). In order to most effectively manage this project, the scope will be limited to those operations led or commanded by SO15, SCD8 or SCD7, which will likely be supported by CO19/SCD11. This work will effectively ensure that each of those OCU departments adopt a robust process consistent with the corporate organisational learning model developed by Cmdr Stewart.
3	MPS/HMIC	That Her Majesty's Inspectorate of Constabulary (HMIC) is invited to undertake a further assessment of the progress being made by the MPS to implement the IPCC recommendations within three months of the completion of the Inquest	CMDR STEWART	Complete: HMIC Review of Stockwell - MPS Progress published 8 June 2009. Further inspection to be undertaken end March 2010.
4	ACPO	That as a matter of urgency, the Association of Chief Police Officers (ACPO) and the National Policing Improvement Agency (NPIA) deliver revised doctrine and firearms manual	CMDR SAVILL	Complete: ACPO Guidance on the Management, Command & Deployment of Armed Officers 2009 published 13 July 2009 for implementation by all forces by 1 November 2009

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5	MPS	That the MPS should review its position on the retention of the term and role of Designated Senior Officer (DSO), in the light of the emerging NPIA command doctrine and the revised ACPO Firearms Manual when they become available, and in the meantime should continue to test command and control as a matter of routine internal inspection	CMDR SAVILL	<p>Pending: ACPO TAM are proposing a national cadre of ACPO officers to command complex high-risk CT operations requiring threat mitigation activity to be deployed in support of a covert investigation. This proposal is likely to be mandated at Chief Constables' Council and ACPO Cabinet in October 2009, and recognises the role of an 'ACPO CT Commander' as a strategic rather than tactical firearms command responsibility. This strategic responsibility would include the granting of firearms authorities and the setting of tactical parameters, including any direction to an AFO to take decisive action, which may include a time-critical discharge of firearms to protect life.</p> <p>In order to achieve consistency with the national position, a proposal will be taken to Management Board on 19 August 2009 that, from 1 January 2009, a cadre of ACPO officers trained and accredited as Strategic Firearms Commanders will provide an on-call response to intelligence-led or spontaneously emerging extreme threats and other high-risk operations. In consequence, it is also proposed that the role title be changed to ACPO Strategic Firearms Commander (which, in the event of a national CT incident will be recognised as the ACPO CT Commander). 8 MPS ACPO officers have been selected for this role and will be fully accredited by mid-December 2009.</p> <p>On 19 August 2009 a proposal will also be taken to Management Board that a common command & control model developed for all operations where firearms are deployed is adopted across all Business Groups. If approved, an internal inspection will test compliance with this model during January 2010. Command & control is regularly tested in CT exercises.</p>
6	HMIC	That HMIC should objectively consider the benefits and disbenefits of the MPS position on the term DSO in the course of its future progress reviews	CMDR STEWART	Complete: HMIC Review of Stockwell - MPS Progress (published 8 June 2009) Para 6.1.5. In line with national developments, the MPS has since moved further from this position - see Rec. 5, above.
7	MPS	That the MPS should ensure its firearms standard operating procedures reflect the need to ensure contingencies are in place for achieving effective handovers between gold/silver/bronze commanders, should operations run over several days	CMDR SAVILL	Pending: NPIA Guidance on Command & Control published on 25 June 2009 outlines requirements to ensure effective handovers between commanders, similarly articulated in new ACPO Guidance on the Management, Command & Deployment of Armed Officers 2009. These requirements will be incorporated into MPS Firearms Policy (currently under revision - to be complete and published by 1 November 2009). On 13 March 2009, Management Board mandated the formation of a corporate firearms command cadre. This will become effective from 1 November 2009 and will assist with achieving a common standard for handovers and facilitate compliance testing.
8	HMIC	HMIC should be invited to consider whether the MPS now has a sufficient number of scaleable and interoperable command suites and with supporting technology, and with the ability to engage with other services to ensure that effective cross service working can be achieved within an enhanced all purpose control room environment	CMDR SAVILL / CMDR SAWYER / CMDR O'BRIEN	<p>Complete: HMIC Review of Stockwell - MPS Progress (published 8 June 2009) paras 6.2.1 - 6.2.3. The new CT Operations Room 1600 came into full operational usage on 5 August 2009.</p> <p>Pending: The ETG Control Rooms Project led by Cmdr O'Brien will ensure that there are effective and documented methods of fast-time communication between covert and overt control rooms to support command & control.</p>

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9	MPS	That the MPS ensure there is a clear understanding across the organisation of what facilities are available and officers ensure they use the control room that best meet the demands of their operation, regardless of where it sits in the organisation	CMDR SAVILL	Pending: The ETG Control Rooms Project incorporates a review of what operations involving the deployment of firearms are currently, or should be run from an operations room.
10	MPS/HMIC	That the Commissioner and Management Board inform the authority about what has been done to secure effective operational integration between surveillance and other resources within Specialist Operations and other parts of the MPS and CO19 (firearms) in particular. We also recommend that HMIC be invited to present a further update on progress to the Authority within two months of the end of the Inquest	CMDR SAVILL / CMDR SPINDLER	Complete: MPS' reports to MPA SOP Committee 2 April 2009 & 9 July 2009 & HMIC Review of Stockwell - MPS Progress published 8 June 2009. Ref. Paras 6.1.8 - 6.1.11
11	MPS/TfL	That the effective implementation of Airwave to meet the needs of the MPS receives ownership and priority attention at MPS and Transport for London (TfL) Management Board level and that a further update report should be presented to the MPA within two months of the end of the Inquest	Ailsa BEATON	Complete: NPIA are the lead agency for Airwave in the London Underground (ALU) Project not TfL. Roll-out of Airwave radio to 125 deep underground stations complete. Officers briefed as to the service available, which includes platform communications and some tunnel coverage. Joint operating protocols agreed in Jan 2009 through the Airwave Strategy Group and formulated into operational instructions available to CCC operators and supervisors. The HMIC Report 'Stockwell - MPS Progress' Para's 6.3.1 - 6.3.8 evidences progress in this area. Pending: The learning outcomes of a recent BTP-led exercise to test underground communications identified good practice and the potential for further improvement. It is proposed that identified work streams will be managed through the Covert Airwave Steering Group (chaired by Cmdr Spindler as Head of Profession for Covert Policing) and the Airwave Strategy Group (chaired by Patrick Phillips as Deputy Director of DoI) with progress monitored through the ETG Programme.
12	Mayors Office / GLA / MPS	That immediate steps are taken to establish protocols between MPS and TfL governing MPS access to, and when necessary control of, road CCTV cameras for the purposes of operational intelligence and control, and to secure systematic operational liaison between the MPS control room and TfL operating controllers. This will necessitate a commitment from TfL that they establish and meet agreed service standards for the reliability of the CCTV installed on their buses, underground trains and stations. We will be asking the Mayor to take this action forward	Ailsa BEATON	Complete: The existing protocols between MPS and TfL continue to be reviewed, updated and expanded upon where necessary by staff within CCC. A CCTV connectivity working group has been formed and is attended by MPS, BTP, ATOC, National Rail, London Underground and TfL. Operational liaison between the MPS control room, TfL and Local Authority CCTV Operating controllers, is good and continues to be improved upon through the work of the London CCTV Managers Group. Enhanced facilities and greater connectivity has been established between MPS and BTP control rooms. This has also had the added advantage of making the current system more resilient. Further work is also planned. The MPS is unsighted on whether the Mayor was asked to take this recommendation forward and, if so, the outcome of that request. Clarification from the MPA on this point would be appreciated.

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13	MPS/MPA/HMIC	That the evidence given at the inquest should be critically appraised by the MPS to identify any further learning in regard to the deployment of CO19 Specialist Firearms Officers (SFO) and that the MPS carry out a further systematic review of SFO mobilisation arrangements within two months of the end of the Inquest. We will invite HMIC to provide an external validation of this process	CMDR STEWART / CMDR SAVILL	<p>Complete: Firearms tasking and deployment procedures have been reviewed and are considered adequate. It was accepted by the Coroner for the Inquest that the evidence demonstrated that firearms assets were available for deployment at the material time. However, the evidence also demonstrated the importance of the process for the 'forward deployment' of those assets in a covert manner to support a surveillance team in anticipation of an imminent direction to intercept/intervene. In consequence, this issue is materially linked to recommendation 10. HMIC Report 'Stockwell - MPS Progress' Para 6.1.10 evidences good progress in this area.</p> <p>Pending: Planned growth for Specialist Firearms Officers (SFOs) and Tactical Support Teams (TSTs) in response to changing terrorist threat and in preparation for the 2012 Olympic and Paralympic Games</p>
14	MPS	That the Commissioner and Management Board should demonstrate the corporate commitment and effort to achieve effective joint working between surveillance teams and firearms teams, and consistency of working across MPS commands, by reporting progress to the Authority not later than two months after the end of the Inquest, taking full account of evidence given in the Inquest into the death of Mr de Menezes	CMDR SAVILL / CMDR SPINDLER	<p>Complete: Linked to recommendation 10. HMIC Report 'Stockwell - MPS Progress' Para 6.1.3.</p> <p>Pending: The Dedicated Surveillance Command - Amalgamation Project led by Cmdr Spindler defines deliverables and timescales (the road map referred to by HMIC). Progress is monitored through the ETG Programme.</p>
15	MPS	That the MPS develops and implements a community engagement strategy that aims to make Londoners better informed about the MPS policing model, which includes outlining how profiling is used in surveillance operations, and underlines that racial profiling is not used by the MPS	CMDR POUNTAIN / CMDR SAVILL	<p>Pending: Linked, in part, to Recommendation 2 of the IPCC Forest Gate Report: " That the MPS should publicly explain the process by which they evaluate and act on intelligence to respond to some public perceptions that is can be misused". A public-facing document explaining intelligence flow and management has been prepared and a communication plan is in the process of being developed.</p> <p>Complete: On the lead up to the Stockwell Coroner's enquiry, the MPS delivered comprehensive briefings both to community groups and the media on the conduct of surveillance and firearms operations, providing significant detail around tactical options and constraints</p> <p>Pending: The ETG Community Reassurance Project is developing a holistic communication plan to be implemented towards the completion of work streams by end March 2010.</p>
16	MPS	That the MPS should develop a cohesive framework for partnership action with all London boroughs, through engagement with London Councils, with a view to encouraging every borough to adopt an effective community cohesion strategy for major incidents, and to disseminate learning and good practice from other parts of London	CMDR DENHOLM (now CMDR SAWYER)	<p>Complete: The Communities Together Strategic Engagement Team (CTSET) co-ordinates activity in cross-Borough and MPS-wide operations. Corporate guidance is provided via the CTSET website, which is based upon national best practice. Guidance for local authorities on community cohesion planning and tension monitoring was published in May 2008. The Department for Community & Local Government (CLG) is working alongside ACPO National Community Tensions Team (NCTT), Government Offices, and other organisations such as the Improvement & Development Agency (IDeA) to provide guidance to local authorities in developing local community tension monitoring arrangements and cohesion contingency plans.</p>

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17	MPS	That whatever the outcome of the Inquest, there will be community concerns and therefore the MPS needs to develop a comprehensive engagement strategy aimed at reassuring Londoners that London is effectively policed	CMDR SAWYER / SAVILL	<p>Complete: On the lead up to the Inquest, the MPS delivered comprehensive briefings both to community groups and the media on the conduct of surveillance and firearms operations, providing significant detail around tactical options and constraints. Over recent months the MPS has granted unprecedented media access to the Specialist Firearms Command (CO19) and the revised ACPO firearms manual has been written to enable it to be a public facing document.</p> <p>Pending: It is similarly intended that the MPS Firearms SOP will be able to be public facing document once revisions are complete by end October 2009. Through the ETG Community Reassurance Project the following work streams are underway: 1) Extending the delivery of CO19 'Could You' presentations. 2) Developing a holistic communication plan to be implemented towards the end of March 2009 when all Stockwell related work streams are nearing completion. 3) A refresh of the MPS/MPA Community Engagement Strategy</p>
18	IPCC	That as a matter of principle, Independent Police Complaints Commission (IPCC) protocols and practices should be clear and consistent, so that officers are reassured, that any officer involved in a fatal shooting is regarded as an important witness, and not as a suspect unless or until there is evidence of an offence by an officer	CMDR STEWART	<p>Complete: The IPCC have clarified that officers are not regarded as suspects unless there is evidence that an offence has been committed. This position has been repeatedly stated in publications such as Police Review and in public forums, most recently in the Saunders judicial review.</p>
19	MPS/ACPO	That the practice of allowing officers to confer in the preparation of their notes is discontinued and procedures put in place to facilitate genuinely independent recollections. The MPS should review the provisions of the Met Standard Operating Procedure for use of firearms, and ACPO should review the Firearms Manual to reflect this change	CMDR STEWART	<p>Complete: The new ACPO Firearms Manual reflects an amendment to the provisions regarding note-writing made at Chief Constable's Council in October 2008. This states that "as a matter of general practice officers should not confer with others before making their accounts" and that "there should be no need for an officer to confer with others about what was in their mind at the time force was used. If, however, in a particular case a need to confer on other issues does arise, then, in order to ensure transparency and maintain public confidence, where some discussion has taken place, officers must document the fact that this has taken place, highlighting the time, date an place where conferring took place, the issues discussed and with whom, and the the reasons for such discussion." Immediately following the amendment in October 2008 the MPS issued interim guidelines to armed commands on this subject pending revisions to the MPS Firearms SOP following finalisation and publication of the ACPO Guidance (which is now underway). The protocols within the interim guidelines has now been tested in a number of 'open-fire' incidents, without adverse comment.</p> <p>Pending: A 12-month scientific research project by Portsmouth University, on behalf of the MPS and the Police Federation, to identify the system that ensures the most accurate recollection of events to assist a fair investigation, is due to report in November 2009.</p> <p>Pending: A paper will shortly be taken to Management Board recommending that similar Post-Incident Procedures (PIPs) as to those for shooting incidents are applied to all other death and serious injury cases. It will also recommend that the conferring principles outlined in response to Rec. 19, above, should apply in all cases.</p>
20	MPS	That in the meantime whilst the review is underway, current practice should be amended so that the exercise is captured on video and audio tape. Safeguards should be put in place to ensure no inappropriate use of the material in subsequent investigations	CMDR STEWART	<p>Recommendation not adopted. The MPS is compliant with ACPO Guidance in relation to shooting incidents and (as above) intends to extend PIPs to all other death and serious injury incidents. Responsibility for compliance with these procedures, and with the wider conferring principles, lies with Post-Incident/Line Managers.</p>

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21	MPS/HMIC/MPA	That MPS in conjunction with HMIC and MPA should move forward to change its own procedures in the event that ACPO decides not to make a change	CMDR OSBORNE (now CMDR STEWART)	See response to Rec. 19
22	MPS	That the MPS engage with the Police Federation during the process and if necessary move gradually but firmly over a period of time from the present practice to a more transparent practice	CMDR OSBORNE (now CMDR STEWART)	See response to Rec. 19
23	MPS	That the development of the Knowledge Management Centre (KMC) should continue as planned, and the MPS should report progress to the MPA in early 2009 with a further full account of the development and use of the Knowledge Management Centre and Crisis Management Team. The Report should include an account of the action taken to ensure the integration of senior MPS officer private offices into the Knowledge Management Centre network, and to improve the routine flow of information between the offices of Management Board Members before a Knowledge Management Centre mode is convened	CMDR STEWART / CHIEF OF STAFF	Complete: MPS report to MPA SOP 2 April 2009 outlined further development and use of KMC. A SOP for communication between the Commissioner and his SMT both when KMC is, and is not, operational has been published. Awareness training in relation to this SOP was delivered to private office staff in May 2009, emphasising how they will integrate with the KMC and the requirement to ensure that an appropriate audit trail is created.
24	MPS	That the MPS must as a matter of urgency adopt more transparent criteria for invoking the Knowledge Management Centre, and the Management Board as CMT	CMDR STEWART	Complete: The decision to form the KMC will only be taken by the Commissioner, Deputy Commissioner or Lead Management Board Member, (in a CT incident the Lead Management Board member will be ACSO, in a non-CT incident it will usually be ACCO). Formation will be most likely in response to a large-scale terrorist or major incident, but may also be considered in other spontaneous or planned large-scale or rising-tide incidents or events where the successful implementation of the planned operational response may be difficult due to the presiding circumstances, or where the police response is likely to have a significant impact upon the organisation.
25	MPS	That an ongoing programmed of training is established for staff volunteering to work in the Knowledge Management Centre	CMDR POUNTAIN	Pending: In April 2009, following the disbandment of the July Review Group, Commander Pountain (as Commander Information, Intelligence and Training) assumed responsibility for the ongoing development and management of the KMC. A permanent KMC Manager was recruited in June 2009 who has been tasked to review and develop the KMC training programme as one of a number of activities to be completed by end March 2010.
26	MPS	That in future, the designated gold for a crisis event should have explicit responsibility for a proactive communications strategy	CMDR BROADHURST	Complete: The designated Gold Commander has always had overall responsibility for the event communication strategy. A proactive communication strategy is an integral part of any Gold Group meeting, event policing plan and associated response. The communications strategy is often drawn up through consultation benefiting advice from the Directorate of Public Affairs (DPA) and other parties e.g. IAG/CTSET. The MPS continues to endorse this position, which is enforced in written guidance and at Gold Cadre training events

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27	MPS	That the Commissioner reports back to the MPA in early 2009 with an explanation of how Specialist Operations, given the pressures they would be under during a London terrorist attack, is integrated into the KMC arrangements	CMDR STEWART	Complete: SO15 have formed a Communications & Information Cell (CIC) which will provide the link to the KMC when it forms. A memorandum of understanding exists to define this process. This and other written protocols defining relationships with other departments e.g. DPA/private offices are the subject of regular review by the KMC Manager.
28	MPS	That the MPS develops guidance for the public, outlining how the identification process works (particularly in relation to deceased individuals) and includes an explanation of why this can take some time	CMDR FOY	Complete: Information published on external MPS Internet site on 3 June 2009 outlining the process for identification of a deceased person. May be accessed via the following link: http://www.met.police.uk/scd/specialist_units/identification.htm
29	MPS/IPCC/ ACPO	That the IPCC, MPS and ACPO agree the development of a protocol or agreed practice to set out the basis of operation of any Salmon process in connection with an IPCC investigation in the future. In particular we recommend that recipients of "Salmon" letter should be requested to confirm in writing, before they receive the relevant extracts, that they will not exchange information about the contents	CMDR OSBORNE (now CMDR STEWART)	Recommendation not adopted: Legal advice is that the Salmon process is not relevant to police misconduct proceedings and therefore should not be applied. The Police Reform Act and ancillary regulations protect the interests of police officers subject to investigation by service of Regulation 9 notices and similar provisions apply to police staff; these should not be undermined. The proposed written requirement to provide written confirmation as suggested is therefore unlikely to achieve the desired aim, since any such confirmation will be unenforceable.
30	IPCC	That the IPCC should recognise however that in the event of a major critical incident being investigated by them they have a duty to provide emerging findings as to organisational shortcomings as soon as possible	CMDR STEWART	Complete: IPCC response: "The IPCC already recognises that, in the event of a major critical incident we are investigating, we have a duty to provide emerging findings of organisational shortcomings as soon as possible. This is reflected in the 'Learning the Lessons' protocols adopted within the IPCC, which explicitly provide for communication of 'quick-time learning'. As you are also aware, one of the IPCC stock-take proposals is to produce early interim reports in IPCC investigations"
31	MPA/MPS	That the MPA's Chief Executive in consultation with the Commissioner draws up a protocol detailing the internal arrangements in the MPA for implementing the MPA's communications strategy during a critical incident or crisis event, defining roles for MPA senior staff and explaining how communication with members of the MPA will take place and how the integrity of the members of professional standards committee will be protected. This should be in place by October 2008	CHIEF OF STAFF	Complete: An SOP has been produced by the Commissioner's Chief of Staff, in consultation with the Chief Executive of the MPA, outlining when and how the MPS will share information with the MPA during a critical incident or crisis event. An offer has also been made by the Commissioner's Chief of Staff to support the development of a reciprocal SOP within the MPA.
32	MPS/MPA/ IPCC	That the MPS, MPA and IPCC establish annual meetings aimed at facilitating dialogue and improving understanding between the organisations	CMDR STEWART	Complete: A formal meeting structure is already in place between the MPS and the IPCC including bi-monthly meetings between the Det. Ch. Supt. DPS Investigations and the IPCC Regional Director for London. In addition, there are South-East and quarterly meetings between the Deputy Commissioner, the Director of DPS, and the Deputy Chair of the IPCC. A senior representative of the IPCC Regional Director or Commissioner is also invited to attend/participate in monthly MPA Strategic and Operational Policing Committee meetings

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33	MPA	That a panel of MPA members is reconvened to consider any further learning requirement emerging from the evidence given to the inquest	CMDR STEWART	Complete: The MPA Stockwell Scrutiny Panel reconvened on 10 February 2009
34	MPA/MPS/HMIC	That the Chief Executive together with the Commissioner negotiate with HMIC for the continuation of independent audit of the programme to implement change and report proposals back to the MPA, with a view to HMIC presenting an update report, taking account of any new issues emerging from the Coroner's Inquest, within two months of the end of the Inquest or by March 2009 at the latest	CMDR STEWART	Complete: HMIC inspection of MPS progress undertaken Jan - April 2009. Their report 'Stockwell - MPS Response' was published 8 June 2009. HMIC will review MPS progress by end March 2010 against the Commissioner's undertaking to complete all Stockwell related work streams by that time. In the interim, 3-monthly reports against defined deliverables will be provided to the MPA Strategic & Operational Policing Committee.