



HMIC

Royal Military Police
Special Investigation Branch
Re-inspection

October 2007



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1. Introduction

1.1 In 2006, HMIC was commissioned by the Ministry of Defence (MoD), Director General (Security and Safety) (DG(S&S)) to conduct an inspection of the investigative function of the Special Investigation Branch (SIB) of the Royal Military Police (RMP).

1.2 The resultant HMIC report issued in August 2006 concluded that the RMP(SIB) has the capability and capacity to run competent level 3 reactive investigations and made 19 recommendations that would support development of its proactive capability and improve organisational efficiency and effectiveness.

1.3 This re-inspection has been timed to take place 11 months after the original inspection and considers progress against the 19 recommendations. A full schedule of the recommendations is included at appendix 1. The report should be read in the context of the original inspection report. Other developments described by the RMP(SIB), particularly where they have potential for impacting upon the ability of the RMP(SIB) to respond to the recommendations, have been reported.

Terms of reference

1.4 The terms of reference for the re-inspection flow directly from those for the original inspection, which were:

- To inspect SIB specialist policing functions in the investigation of major and serious crimes, including investigations conducted on operations and to identify any areas for improvement (in the context of current good practice, where applicable).
- To identify any other transferable good practice emerging from the inspection.
- To alert the Deputy Provost Marshal (Investigations) to any issues that may have an impact on the conduct of a live investigation.
- To deliver a draft report to the Provost Marshal (Army) (PM(A)) for his consideration on behalf of the Adjutant General and in parallel to the DG(S&S).
- To deliver a final report for the attention of the PM(A) and the DG(S&S).

Methodology

1.5 The methodology adopted to conduct the re-inspection had three elements:

- analysis of a report and supporting documentation provided by the SIB as to progress against the 19 recommendations;
- interviews and written correspondence with RMP officers and personnel; and
- analysis of interview material and subsequent documents provided.

1.6 The re-inspection was conducted by an HMIC Specialist Staff Officer with the requisite skills, who drew in assistance from other specialists as and when required.

Format

1.7 The report has been prepared as an update as to progress achieved by the RMP(SIB) in the areas highlighted within the original document and therefore uses the headings used within the original document as signposts for the issues.

2. Major crime investigation

Coroners' inquiries

2.1 One major factor that has impacted upon the RMP(SIB), and must be recognised as a significant demand upon the organisation, has been an increase in operational military fatalities overseas. The RMP(SIB) conducts investigations and reports to UK coroners on the circumstances of these deaths. In 2005, the RMP(SIB) dealt with 15 such cases and this number increased to 45 in 2006. In the first six months of 2007, the number had already matched the 2006 figure and it can reasonably be anticipated that this number will reach 75 before the end of the year.

2.2 Historically, the bodies of service personnel who have died overseas were predominantly repatriated to the UK through RAF Brize Norton, and the Oxfordshire Coroner dealt with the vast majority of cases. Temporary unavailability of Brize Norton, together with a growing backlog of cases, has led to a wider number of coroners, often with little or no exposure to military intricacies, dealing with cases. There are now 83 outstanding coroners' inquiries being dealt with by 30 different coroners. These inquests are becoming more searching, as families and other bereaved persons become more prepared to challenge the information provided to inquests.

2.3 As a consequence, demands placed upon RMP(SIB) investigators have increased. In response, the RMP(SIB) has established a 'Specialist Crime Team' with specific responsibility for dealing with these cases. The officer commanding, an experienced investigator, will also provide a single point of contact for coroners' inquiries.

2.4 The constancy and intensity of the demands attached to these inquiries have been major factors in the focus of RMP(SIB) commanders. While fully committed to achieving organisational improvement and taking forward the recommendations of the HMIC report, progress has in some areas been impacted by the aforementioned increased demands arising from managing the provision of services to coroners. **HM Chief Inspector watches with interest the impact that the establishment of the Specialist Crime Team will have on demands placed on the RMP(SIB) command by the coroners' inquiries.**

Recommendation 1 – Liaison between the RMP(SIB) and the Association of Chief Police Officers (ACPO) Homicide Working Group (HWG)

2.5 A Lieutenant Colonel was appointed as a member of the ACPO HWG in June 2006. The officer provides a link with Home Office Police Forces (HOPFs) in this sphere and facilitates the exchange of information and ideas.

2.6 The RMP(SIB) has recognised the value of linking into HOPF developments through ACPO working groups and has also secured a place on the ACPO Criminal Use of Firearms (intelligence subgroup), attended an ACPO conference on source management and surveillance, data protection and freedom of information portfolio group, and is seeking membership of the National Intelligence Model (NIM) and Sexual Offences

working groups. The value of membership of other ACPO subgroups that would benefit the RMP, and with which it could share its knowledge and experience, is being assessed.

Recommendation 2 – Early deployment of the Home Office Large Major Enquiry System (HOLMES) major incident room (MIR) in the next suitable major crime investigation

2.7 HM Chief Inspector is disappointed that Home Office Large Major Enquiry System (HOLMES) has not yet been used in support of an RMP(SIB) investigation.

While it is recognised that many investigations conducted by the RMP(SIB) may not be suitable, HOLMES could support the achievement of ‘best evidence’ in investigations with potential for high levels of organisational risk.

2.8 Establishment of a full HOLMES structure is staff-intensive, but the RMP(SIB) had, in the past, a condensed capability that could be instigated by one or two officers. This capability has, as a consequence of not being utilised, become unusable. Consideration is being given to procuring licences to re-establish the limited capability, but this investment can only be made at the expense of other budgetary imperatives.

2.9 Agreement has been reached with the Ministry of Defence Police and Guarding Agency (MDPGA) for use of its mobile full HOLMES capability. Its availability is, however, dependent on that organisation’s own demands for the facility.

Recommendation 3 – Creation of a major crime case review policy

2.10 The RMP(SIB) has developed a major crime case review policy that is consistent with HWG standards. ACPO is in the process of developing an updated policy which has almost been finalised. The RMP(SIB) has indicated its intention to update its document to comply with the new policy.

2.11 Senior RMP(SIB) managers believe that they are already recognising the benefits from the policy and provide two examples where its adoption has added value to investigations.

The RMP’s response to other HMIC observations

2.12 HMIC commented that “RMP is not subject to the national witness arrangements for HOPFs within the Serious Organised Crime and Police Act 2005.” **HM Chief Inspector is pleased to note that the RMP plans to incorporate into doctrine a witness care programme.**

2.13 The good practice of co-locating the joint response team (JRT) with partner agencies was highlighted. HMIC raised the possibility that the unit’s remit could be widened with the aim of ensuring that precursors to major crime (for example domestic violence) are provided the same degree of attention regardless as to whether children are involved or not. JRT terms of reference have been reviewed and greater priority has been afforded to domestic violence.

3. Serious crime and organised criminality

Recommendation 4 – The formal adoption of the NIM and the urgent creation of a comprehensive strategic assessment to fully understand the nature and extent of serious and organised crime

3.1 The RMP(SIB) has adopted the principles of the NIM and a strategic assessment was completed in January 2007. This was a significant undertaking to which managers and staff invested considerable effort. The document provides a good assessment of current issues facing the service and is a good first step in developing an effective environmental scanning capability that supports managers in their resource planning. There is recognition that the strategic assessment could be further refined to provide more of a 'forward look'. **HM Chief Inspector is confident that this will develop further in the second and third reviews.**

3.2 The strategic tasking and co-ordination group (TCG) is led by senior commanders and is taking responsibility for directing activity, ensuring that strategic issues are prioritised and that the control strategy supports organisational priorities. There is a clear link between the strategic assessment, control strategy and intelligence requirement.

3.3 Intelligence priorities clearly predominate within the control strategy, with neither enforcement nor prevention priorities indicated against three of the four theme areas. This document, as a statement of the RMP's intentions for tackling its identified policing challenges, would be strengthened should a full range of options be incorporated.

3.4 Serious crime TCG meetings are held fortnightly. It is intended that TCG meetings will be held monthly at strategic, operational and tactical levels, and the process has been adopted within some divisions. Organisational and geographical factors impact upon the way that policing is conducted by different commands within the RMP and these may determine the optimum frequency and attendance at TCGs.

3.5 It is recognised that progress in the implementation of the NIM has varied across the organisation, with further scope for some officers commanding at the local level to recognise its benefits before fully committing. There is a strong commitment by the RMP leadership, who provide clear direction and support proponents at different levels. A continued pursuit of the change process will embed the principles of the NIM within the organisation.

3.6 It is noteworthy that, while still striving towards the full adoption of the NIM, RMP(SIB) senior officers are also seeking to apply the NIM to the wider MoD policing family and are considering the completion of a defence and service police strategic assessment. **HM Chief Inspector commends these initiatives to widen the adoption of the NIM within the service police family.**

The RMP's response to other HMIC observations

3.7 An issue was highlighted whereby an HOPF did not, as a consequence of data protection concerns, share information with the Army about a soldier arrested for a serious sexual offence. The service police is linked into police databases through the Service Police Crime Bureau (SPCB), and the RMP has signed into the national IMPACT Programme for the sharing of police information. In 2006, under the terms of Home Office Circular 06/2006, the Armed Forces became a Schedule 1 employer, thereby requiring that the MoD be informed of an arrest of an employee.

3.8 HMIC also commented that the service police does not have access to the powers provided by the Proceeds of Crime Act 2002. The provision of these powers requires primary legislation, and the issue is the subject of a scoping study with the intention that relevant parts of the Act will be available to the service police in 2008.

4. Managing criminal intelligence

Recommendation 5 – Commitment to and investment in full adoption of the NIM, including the establishment of a fully planned and resourced implementation programme

4.1 A Lieutenant Colonel has been appointed as head of intelligence within the RMP(SIB). He is driving forward the implementation of the NIM. Volume 5, chapter 57 of the Provost Manual has been revised to detail arrangements for the establishment of the NIM within the RMP. This document outlines structures that support the adoption of NIM principles at tactical, operational and strategic levels.

4.2 Respective roles of the force intelligence bureau (FIB), regional intelligence offices (RIOs) and local intelligence officers (LIOs) are outlined in separate documents. These provide clarity in respect of responsibilities for preparing and co-ordinating NIM products, training and internal and external communication.

4.3 NIM processes are predominantly supported by RIOs in Germany and the UK, and the central intelligence office (CIO) based in the UK. The CIO has been renamed the FIB. This terminology is more familiar to HOPF contacts and promotes better understanding of its purpose.

4.4 The FIB is located within the SPCB. The RMP(SIB) has effectively brought all of its UK specialist intelligence assets together in one location within the SPCB. There is tri-service representation within the operations room where requests for information about military personnel are managed and within which the service police has access to a wide range of police, government and other databases. The RMP(SIB) aspires to a tri-service capability within the FIB, together with MDPGA participation. There are plans for one MDPGA detective inspector to be attached to the SPCB and the PM(A) has sought larger MDPGA representation within the unit. **HM Chief Inspector considers that the MDPGA and the service police would both draw benefit from such closer working.**

4.5 The search capability within the SPCB has been enhanced with the development of a capability to search across REDCAPS (the RMP crime reporting system) and COPPERS (the RMP incident management system) with one search. The RMP has also signed into the IMPACT National Index on behalf of the service police.

4.6 RIO Germany is well supported by analysts who, it is assessed, commit approximately 70% of their efforts in support of intelligence activity. In addition, RIO Germany makes use of a member of civil staff for inputting, thereby releasing more analyst time for the pursuit of analytical responsibilities.

4.7 In contrast to RIO Germany, none of those undertaking analytical duties in RIO UK had, until July 2007, been provided with analyst training. One sergeant has now been trained. Staff within RIO UK are also responsible for inputting information. The lack of training, together with diversions provided by inputting activity, can only detract from the quality of analytical product produced by the unit.

4.8 RMP(SIB) staff recognise that RIO Germany is more advanced in the adoption of NIM principles, and the benefits of a structured approach to managing the business are ongoing. **HM Chief Inspector considers that, for RIO UK to match the effectiveness of RIO Germany, it is important that it is supported by sufficient skilled and trained personnel who are equipped with appropriate technical resources and not abstracted to perform other roles.**

Recommendation 6 – Development of an internal communication strategy to increase knowledge and awareness of the NIM and its benefits

4.9 Presentations have been delivered to all RMP staff to raise the awareness of the NIM. The presentation, in Microsoft PowerPoint format, has also been placed on the RMP intranet, to which all staff have access. The PM(A) and his deputy consistently reinforce the adoption of the NIM in communications and orders. Senior RMP officers are confident that all of their staff are aware of the NIM and its requirements. They also recognise that they must continue to reinforce the message until all local commanders have recognised the benefits that can be achieved by the full adoption of the NIM.

Recommendation 7 – Reinvigoration of the IT strategy to support intelligence and covert operations

4.10 The RMP(SIB) has reviewed its IT strategy, invested in i-Base and has ten Analyst Workbook licences to support the FIB and RIO UK. There is currently sufficient IT capacity in both the UK and Germany to support analytical activity. The RMP(SIB) should, however, keep its analytical capability under review to ensure that it has the capacity to meet increasing demands as the benefits of the NIM become more firmly established within the RMP.

4.11 In addition, the RMP has embraced the concept of a defence information infrastructure that will be effective across the MoD and is planned for implementation over the next few years. This is effectively a renewal of IT infrastructure across the MoD and it is envisaged that this development will lay down information management and exploitation strategies that will assist in improving RMP business processes.

5. Forensic services

Recommendation 8 – Review of methods for capturing and submitting criminal justice DNA and fingerprint samples

5.1 A statutory instrument provided service police with powers to take photographs, fingerprints and DNA samples on arrest from 1 January 2007. DNA sample and fingerprint requirements are now included as part of a monthly electronic casefile management report. Effective management of arrest photographs is supported by Photo-ware linked to individual records within REDCAPS. The officer commanding this area of business is confident that photographs, fingerprints and DNA samples have been taken from all persons arrested for relevant offences by the RMP this year.

5.2 It is, however, important to recognise that this recommendation also centred upon an inconsistency in the submission of samples discovered at scenes of crime. It was identified that, “in Germany at least, not all fingerprints found at crime scenes are submitted to the fingerprint bureaux”, that “forensic work is largely managed on the basis of quality of submission” and that “there is little quantitative performance information to identify trends and take strategic action”. While steps, described in paragraph 5.5, are being taken to contract forensic services, **HM Chief Inspector is concerned that there is still an absence of internal performance management to assess the effectiveness of forensic collection.**

5.3 To improve the RMP’s fingerprint search capability, scoping is being undertaken for an electronic fingerprint capability. This is in the early stages, and Livescan and SteriaFIT are being considered against budgetary and practical application to the RMP(SIB)’s operational requirements criteria.

Recommendation 9 – Establishment of protocols with all jurisdictions with which it has interfaces to ensure appropriate sharing of investigative and criminal justice samples

5.4 The RMP(SIB) supports existing mechanisms for handling requests from overseas police authorities through the UK National Central Bureau for Interpol (UK NCB). In addition, the service police has an established system which utilises the UK NCB to check the profile of soldiers suspected of serious offences with the database of the country in which they reside. It is essential that databases within countries where service personnel have served are checked. The Provost Manual has been amended to reflect the requirement to check offender DNA profile with the local host nation database. Reassurance for managers could be further strengthened by the establishment of a management information process to monitor trends in searches.

Recommendation 10 – Recruitment of a civilian head of profession for forensic services

5.5 The RMP(SIB) considered the appointment of a civilian head of profession for forensic services. Two related factors have led them to decide against this option:

1. The PM(A) is currently in discussion with LGC Forensics for the provision of forensic science support. Should the RMP(SIB) enter into a contractual agreement with the company, LGC Forensics would provide not only forensic examination services, but training and transit of samples. It is planned that there will be a trial contract period between June and December 2007.
2. The contracting of services would reduce many of the forensic responsibilities of the RMP(SIB) and, as a result of analysis of workloads, it is considered that there is insufficient work for the appointment of a dedicated civilian head. An officer of Major rank is now the co-ordinator of forensic issues as part of his wider responsibilities.

Recommendation 11 – Consideration of taking fingerprints and DNA from all potential RMP applicants, for speculative search against fingerprint and DNA databases in both the UK and the applicant's country of residence

5.6 This recommendation is linked to discussions currently taking place involving ACPO and the Home Office concerning the searching of samples taken from potential applicants for the police service against databases. Counsel's advice has been sought and the Home Office and ACPO are awaiting a response. Headquarters (HQ) PM(A) is monitoring this discussion with the intention of deciding as to its action once a decision has been reached.

Recommendation 12 – The development of a forensic science delivery plan for the next five years, taking into account:

- **future-proofing for the predicted environment;**
- **the tri-service Purple Policing initiative;**
- **best value delivery of services; and**
- **organisational learning.**

5.7 A framework document is being prepared that is in line with the RMP strategic assessment and identifies the key forensic assets that need to be delivered in order to ensure that the appropriate level of capability is available to investigators. HM Chief Inspector is unable to comment upon progress against this recommendation until the framework document has been completed.

5.8 The contracting of services will play a significant role in forensic delivery by the RMP(SIB). Skilful negotiation will ensure that forensic delivery is future proofed for the period of the contract.

The RMP's response to other HMIC observations

5.9 HMIC expressed a view that the RMP(SIB) should consider seeking Council for the Registration of Forensic Practitioners (CRFP) accreditation for officers engaged in forensic science tasks. Accreditation requires that examinations undertaken by individual crime scene investigators (CSIs) in the course of a year are submitted for review. This would be a significant investment by HQ PM(A) that would provide a level of validation to the examinations conducted by the organisation's practitioners. HQ PM(A) considered this observation and produced a consultation paper. While the organisation considers that its CSIs are unlikely to complete sufficient crime scene examinations annually to warrant accreditation, **HM Chief Inspector urges the RMP PM(A) to engage with the CRFP to explore the possibility of validation for the quality of examinations conducted by its staff.**

6. Criminal justice processes

Recommendation 13 – The Office of the Provost Marshal should identify with the relevant authorities the compelling case for alternative case options

6.1 This issue is beyond the remit of HQ PM(A) to resolve independently. The issue is the subject of discussion within the Military Justice System (MJS) and a paper has been circulated under the title “Swift Justice Proposals for the Military Criminal Justice System”. Proposals include the use of military fixed penalties, military simple caution and military conditional caution. The Deputy Provost Marshal (Investigations) leads on behalf of the RMP.

The RMP’s response to other HMIC observations

6.2 HMIC commended a decision to include the PM(A) in Home Office police legislative consultations. Links between the MoD and the Home Office have been strengthened through the establishment of the Defence Police Policy Cell within the MoD, members of which regularly consult with other government departments. Contact has also been established with the Chief Constable of the National Policing Improvement Agency and his staff to ensure that the RMP and the wider service police remain abreast of developments in criminal/police legislation, policy, IT, training and equipment. **HM Chief Inspector welcomes the further action to embed the RMP within the police improvement family.**

6.3 There have been four developments that underpin the principle of investigative independence from the chain of command. This is an important principle (necessary to instil confidence in the families, and other bereaved persons, of those who die in the Armed Forces) that investigations into the deaths are transparent and independent. Genuine independence will also support the building of confidence among other law enforcement partners in the professionalism of the service police.

6.4 The following four developments support the principle of investigative independence:

1. Queen’s Regulations have been amended to provide that when the RMP conducts investigations it will “act independently of the chain of command and are not to be subject to any undue interference or influence prior to concluding their investigation and reporting to a Commanding Officer”.
2. A protocol between the PM(A) and the Army Prosecuting Authority (APA) emphasises that “RMP are independent of the Chain of Command and all other agencies when conducting investigations.”
3. The letter appointing the PM(A) from General Sir Mike Jackson GCB CBE DSO directs that he will be “responsible for the conduct and direction of all Royal Military Police Investigations, which are to be conducted independently of the chain of command”.

4. A letter from the Director General Legal Services concerning an ongoing case highlights the “oft stated position” that prosecutors and investigators within the MJS are independent from ministers and the chain of command.

6.5 While these developments support the principle, they do not enjoy the weight of legislative authority. The forthcoming Armed Forces Act does not tackle the issue and will not be subject to review until 2011. **HM Chief Inspector considers that investigative independence is an important principle that should be underpinned by legislative authority and would welcome the inclusion of investigative independence for the service police within the earliest review of the Armed Forces Act.**

7. Human resources

Recommendation 14 – Further development of tri-service working of SIBs

7.1 In addition to the developments for tri-service working within the SPCB, service Provost Marshals have already established:

- an SIB mutual aid agreement;
- a tri-service daily SIB crime bulletin; and
- joint working in operational theatres.

7.2 The Defence Police College has also established:

- a joint level 2 investigation (intermediate) course;
- a joint level 3 investigation (serious crime) course; and
- a joint CSI course.

Recommendation 15 – Reviews of tenure policies for all specialist postings

7.3 RMP(SIB) senior officers are in the process of reviewing specialist posts. Decisions as to military postings, however, fall to the Army Personnel Centre, which is beyond the authority of the RMP. Officers within the RMP(SIB) can, and do, consider individuals and postings on a case-by-case basis. Some latitude is secured through 'rank ranging' within certain units whereby staff can serve in different ranks without moving. Staff who wish to exploit these opportunities do so at the expense of later career progression.

Recommendation 16 – Consideration of support services for SIB staff, and early review of any development to assess needs for more structured services for staff in high-risk areas

7.4 There is a principle within personnel management that staff suffering from stress or ill health, whether physical or mental, should have access to support mechanisms outside the line of management. Queen's Regulations, however, provide that commanding officers must have awareness of their staff's mental capability to perform a task.

7.5 In response to this recommendation, HQ PM(A) wrote to the Director General Army Medical Services and HQ LAND requesting guidance on taking this issue forward. Following a meeting with the Army Chief Psychiatrist and LAND Command Medical, criteria were agreed for improved referral of RMP(SIB) personnel for occupational health support. Since 2005 the commanding officer of the RMP(SIB) (UK) has had improved access to operational theatres in order to provide qualitative pastoral care.

7.6 HQ PM(A) has also, with the assistance of the Army Chief Psychiatrist, drafted a guide for staff to assist them in recognising and dealing with stress among themselves and their personnel. HM Chief Inspector sought the opinion of a recognised expert on the guide and commissioned the preparation of a revised guide for consideration by HQ PM(A). This revised guide is included at appendix 2 and **HM Chief Inspector offers it for consideration of circulating by HQ PM(A).**

8. Training and development

Recommendation 17 – Review of the Defence Police College course portfolio through the Office of the Provost Marshal (Army), to identify suitable products for blended learning delivery

8.1 A wider MoD defence training review, a £4 billion programme, is currently examining future training requirements. This incorporates service police training and how it should be delivered. HQ PM(A), following the HMIC inspection, instigated a review of the following courses and assessed that existing methods of delivery were appropriate:

- Military Police Officers Course;
- Level 2 Investigations Course;
- Level 3 Investigations Course; and
- Management of Investigations Course.

8.2 HQ PM(A) has identified a requirement for ‘through life learning’, aimed at keeping staff apprised of legislative and law enforcement developments. A business case has been prepared for the establishment of a small team of trainers from the three service police organisations at the Defence Police College. Their role would be to identify issues that impact upon the service police and, using a range of delivery methods, provide training to the service police. **HM Chief Inspector recognises the importance of maintaining staff currency in skills and knowledge and commends this initiative.**

The RMP’s response to other HMIC observations

8.3 The HMIC report noted that RMP(SIB) staff acting as mentors or coaches felt “uneasy about the vocational experience assessment criteria for learners during the vocational phase”. As a result of this observation, the assessment criteria for the vocational phase of the Level 3 Investigations Course were reviewed and updated.

8.4 HM Chief Inspector recorded concern about “non engagement with refresher training during peacetime duties” for CSIs. In response to this concern, HQ PM(A) approached the Metropolitan Police Service specialist crime directorate to secure forensic update training for RMP forensic warrant officers. **HM Chief Inspector welcomes this initiative and encourages HQ PM(A) to take it forward without delay.**

9. Race and diversity

Recommendation 18 – Urgent development of an action plan to progress the race equality scheme as it impacts on the SIB

9.1 A detailed RMP Equality and Diversity Action Plan was produced in January 2007. An Assistant Inspector of Constabulary (AIC) with responsibility for race and diversity issues reviewed the policy and recognised the measures detailed to increase the number of black and minority ethnic recruits. However, he considered that the plan did not detail measures to monitor the needs and concerns of new recruits from these groups. Feedback was also sought on actions agreed to prevent and deal with sexual harassment, and on data about women returning to duty after maternity leave. The full comments made by the AIC are detailed at appendix 3.

10. Leadership

Response to the HMIC report

10.1 HM Chief Inspector was impressed at the level of commitment given by the RMP(SIB)'s leadership to exploiting opportunities provided following publication of the HMIC report. In addition to reviewing practices and procedures against recommendations made by the report, observations and narrative have been analysed and assessed against practice to achieve optimum benefit.

Integration within the law enforcement community

10.2 The RMP(SIB) is taking proactive measures to pursue closer working with other service police organisations and the MDPGA. Examples detailed within the report include the establishment of the SPCB and overtures to attract greater MDPGA participation, proposals for the establishment of a tri-service 'through life training' capability and consideration of sharing its contracted forensic services.

10.3 HQ PM(A) has also recognised the benefits of engaging with HOPFs in discussions about policy development and within ACPO working groups. This recognition has led to an aspiration for membership of ACPO for the three Provost Marshals. At present the service police forces are represented within ACPO by the chief officer of the MDPGA. The current chair of the Defence Police Chiefs' Forum, the Provost Marshal (RAF), has written to the chair of ACPO seeking membership. **HM Chief Inspector commends the measures taken thus far for closer links within law enforcement and believes that either membership of ACPO or the strengthening of existing representational arrangements with the MDPGA will further improve service police engagement.**

11. Performance management and continuous improvement

Recommendation 19 – Development of a suite of performance measures that include the outcome of investigations, to reveal the SIB’s support to the Army and assist the identification of good practice and areas for improvement

11.1 Proposals for reform of the MJS are currently being considered. This will include the establishment of a service justice board (SJB) and supporting service justice executive board. It is intended that the SJB would set the strategic objectives for the MJS. Within the six objectives outlined for the board is that “The Service Justice Board has full oversight of how the MJS supports operational effectiveness, including monitoring performance against objectives but without interference in the legal process.”

11.2 The establishment of the SJB will undoubtedly influence the way that overall RMP performance within the MJS is assessed. **However, HM Chief Inspector is concerned that, a year after the recommendation was made, internal measures have yet to be implemented for monitoring the quality of its own investigations.**

The RMP’s response to other HMIC observations

11.3 HM Chief Inspector highlighted the thorough nature of RMP(SIB) investigations and the potential for faster recognition of when sufficiency of evidence has been achieved by “closer supervision of investigations and earlier APA involvement”. There are potential difficulties, as a consequence of the geographic spread of RMP(SIB) investigations and the limited number of APA prosecutors to achieve effective face-to-face engagement in the course of dynamic, fast-moving investigations. In recognition of this challenge, HQ PM(A) has submitted a business case for procurement of a video conferencing capability at sites, which would maximise potential for increasing dialogue with APA prosecutors. While this cannot be considered as a real substitute for full and regular face-to-face engagement between investigators and prosecutors, it is an innovative measure that will improve communication and provide potential savings for the MoD.

12. Conclusion

12.1 RMP(SIB) commanding officers clearly recognised the opportunities offered by the 2006 HMIC inspection. They have sought to draw full benefit from the report by considering and responding not only to the recommendations but also to other observations and comments.

12.2 Improvements in law enforcement can best be achieved by sharing experiences and good practice. The engagement by the RMP with law enforcement through ACPO working parties and other forums will undoubtedly benefit the service police and wider law enforcement.

12.3 The original HMIC inspection concluded that the RMP(SIB) possessed the capability and capacity to run a competent level 3 reactive investigation, but identified a need for urgent improvement in its capability to use resources proactively. HM Chief Inspector recognises the progress that has been achieved in the implementation of the NIM, specifically completion of the first strategic assessment, establishment of a strategic co-ordination capability, control strategy, intelligence requirement and TCG structure. The full potential for benefits from intelligence-led planning, allocation and deployment of resources requires effective implementation at all levels within the organisation. RMP(SIB) officers recognise inconsistencies in the extent to which units have adopted the NIM. It will require a long-term commitment by officers commanding within the RMP(SIB) for the NIM to become fully embedded and return dividends on the investment.

12.4 HM Chief Inspector recognises the progress made in taking the organisation forward and recommends that the PM(A) continues along the path that has been taken, particularly in the spheres of strengthening engagement within the wider law enforcement family, full adoption of the NIM, developing a race and diversity programme, and establishing a performance culture.

Appendix 1: Recommendations from 2006 HMIC Report

Major crime investigation

Recommendation 1: HMIC recommends liaison between the SIB and the ACPO Homicide Working Group, with a view to identifying exchange opportunities.

Recommendation 2: HMIC recommends the early deployment of the HOLMES MIR in the next suitable major crime investigation.

Recommendation 3: HMIC recommends the creation of a major crime case review policy.

Serious crime and organised criminality

Recommendation 4: HMIC recommends the formal adoption of the NIM and the urgent creation of a comprehensive strategic assessment to fully understand the nature and extent of serious and organised crime.

Managing criminal intelligence

Recommendation 5: HMIC recommends that the Office of the Provost Marshal commits to and invests in full adoption of the NIM, including the establishment of a fully planned and resourced implementation programme. The NCPE has agreed to advise the Office of the Provost Marshal in this regard.

Recommendation 6: HMIC recommends that the Office of the Provost Marshal develops an internal communication strategy to increase knowledge and awareness of the NIM and its benefits.

Recommendation 7: HMIC recommends that the Office of the Provost Marshal reinvigorates the IT strategy to support intelligence and covert operations.

Forensic services

Recommendation 8: HMIC recommends that the SIB should review its methods for capturing and submitting criminal justice DNA and fingerprint samples.

Recommendation 9: HMIC recommends that the SIB should establish protocols with all jurisdictions with which it has interfaces to ensure appropriate sharing of investigative and criminal justice samples.

Recommendation 10: HMIC recommends that the SIB considers recruiting a civilian head of profession for forensic services.

Recommendation 11: HMIC recommends that the Office of the Provost Marshal should consider taking fingerprints and DNA from all potential RMP applicants, for speculative search against fingerprint and DNA databases in both the UK and the applicant's country of residence.

Recommendation 12: HMIC recommends that the SIB should develop a forensic science delivery plan for the next five years, taking into account:

- future proofing for the predicted environment;
- the tri-service Purple Policing initiative;
- best value delivery of services; and
- organisational learning.

Criminal justice processes

Recommendation 13: HMIC recommends that, as a matter of urgency, the Office of the Provost Marshal identifies with the relevant authorities the compelling case for alternative case options.

Human resources

Recommendation 14: HMIC recommends further development of tri-service working of SIBs.

Recommendation 15: HMIC recommends that the Office of the Provost Marshal reviews tenure policies for all specialist postings.

Recommendation 16: HMIC commends the consideration of support services for SIB staff, and strongly recommends the early review of any development to assess needs for more structured services for staff in high-risk areas.

Training and development

Recommendation 17: HMIC recommends a full review of the Defence Police College course portfolio through the Office of the Provost Marshal (Army), to identify suitable products for blended learning delivery.

Race and diversity

Recommendation 18: HMIC recommends the urgent development of an action plan to progress the race equality scheme as it impacts on the SIB.

Performance management and continuous improvement

Recommendation 19: HMIC recommends the development of a suite of performance measures that include the outcome of investigations, to reveal the SIB's support to the Army and assist the identification of good practice and areas for improvement.

Appendix 2: Guidance on stress provided by an independent consultant

GUIDANCE NOTE ON THE MANAGEMENT OF STRESS

Introduction

The British Army is well trained well disciplined and professional. It succeeds because it maintains the moral component- the will to fight. Good management of stress and mental health is an essential part of helping us to maintain the will to fight.

What is stress?

The Health and Safety Executive (HSE) in the UK define stress as; *'the adverse reaction that people have to excessive pressure or other types of demand placed upon them.'*

The concept of 'stress' originally comes from engineering/science. Imagine a small weight hanging on a spring. The spring stretches and becomes longer. The weight is the stressor and the stretched spring is 'strained'. It does no permanent harm though. Take the weight off the spring and it returns to its usual length and shape. If you place more and more weight on the spring however, it becomes more strained and after a certain point it will be so stretched that permanent damage will occur. It will stay out of shape permanently.

When people are stressed there is a physiological element called the *fight/flight* reaction and it is designed to save your life in very serious situations though it is triggered by many issues in a Soldier's life. Adrenalin is released, muscles tense ready for action, we sweat more, the heart rate quickens, blood pressure rises, clotting platelets are released into the blood, breathing quickens, blood vessels constrict and blood is diverted away from every day activities in the gut and stomach, endorphins are released to help with possible pain and other chemicals such as cortisol and cholesterol are released. This *fight/flight* reaction is a response to a threat and could save our lives by making us temporarily stronger and faster. As a system it is designed to be activated for short periods of time. If the person can then calm down and return to a relaxed state they will remain healthy.

Soldiers like all people enjoy being under pressure to an extent because we enjoy the challenge or the buzz. Stress, in the negative sense, occurs when we perceive that the demands made upon us in a given situation, exceed our capacity to cope or manage. If a person believes they do not have the resources to cope, they will not feel challenged, they will feel threatened and experience negative stress and emotional reactions such as 'anxiety', 'fear' and/or 'anger'.

Sometimes some of life's pressures carry on for long periods of time. Illness may occur through exhaustion when the *fight/flight* system is being activated too frequently or for too long.

The HSE believes therefore that stress does not in itself constitute psychological ill-health but if the pressure is prolonged or particularly intense people may well

experience psychological ill-health. It is important to remember that no one is immune to stress whether male or female, Soldier or Officer. We are all susceptible to stress related illness.

Soldiers face pressures in their lives from a number of sources. We may face problems and pressures in our personal lives for example: problems with partners, children and families, problems in relationship with friends, colleagues and supervisors, financial problems, ill-health or injury, housing problems, bereavement, divorce and separation, failure to gain promotion and many more professional and personal life problems. Soldiers may also experience strong reactions after particular operational experiences too and we may face problems in both areas of their lives at the same time. In relation to operations this stress may be called 'combat stress'.

Possible reactions

Operational experiences may give rise to a whole range of 'normal' post trauma reactions. Whether you experience these or not, you are normal.

- (A) We may find ourselves repeatedly thinking about the event – it reruns like a video in our heads. We re-experience images, thoughts and emotional reactions we had at the time and since. This can happen when we are least expecting it for example as we go to sleep or just as we wake up. Memories may well be triggered by a reminder such as going back to the place where it happened or by particular sounds or smells or similar experiences. We may dream about the event and we could feel as if the whole thing was happening again. When we think about it again we will experience the *fight/flight* reaction (see above) and we may feel scared and anxious.
- (B) Because of the risk of triggering such distressing recollections we might try not to think about it and avoid anything that reminds us of the event. It may be hard to watch TV or hear/read news about it. It may be hard to be around old colleagues and hard to talk about it.
- (C) There will often be persistent increased arousal of the adrenalin or *fight/flight* system as set out above. This can make people more irritable, more jumpy and more fearful of something else bad happening. It can make us more worried and on edge. It may affect our normal ability to concentrate and it may adversely affect our sleep.

Most people find that these reactions fade and diminish after a number of hours, a few days or a few weeks. For some the effect may be longer lasting and persistent and may develop into *Post Traumatic Stress Disorder (PTSD)*. At this point advice should be sought from the M.O. (See below). For a very few cases this may become so extreme that they may take flight and go 'absent without leave, face psychotic episodes or even become suicidal. For Soldiers who develop longer term problems after operations it may

not come to the fore until they return home. Close friends, colleagues and commanders at all levels need to be willing to recognise the development of such a problem and if they do they should encourage the Soldier to seek help and get sorted. Psychological injury caused by operational/combat stress is just as honourable as physical injury caused by enemy fire.

Minimising the risk

Stressors are part of Army life and most certainly of Operations. We should all accept that we cannot eliminate stressors from our lives. You cannot stop the incoming! We all need to think about preventing the damage or at least minimising the negative effects. In everyday activities some stressors can be avoided. Do not take on unnecessary duties. If you can, consider delegating some duties to others.

Complete your duties in order of importance. A classic mistake is to allow ourselves to clear minor easier tasks and put off doing the more important/difficult tasks. By doing this we may make ourselves more stressed in the longer run as the more important work preys on our minds.

Keep Fit. A fit Soldier will manage stress better. Do something physical as it keeps our heart, lungs and muscles fit and helps manage the anxiety and stress. It helps us let off steam. Aim to push your heart rate above 150 for 20 minutes. At least be sure to take time out and go for a walk or a swim.

It's a fundamental part of good health to eat well. Make sure you eat a balanced diet without too much saturated fat and sugar.

Be aware of how much alcohol tea and coffee you drink and how much you smoke as such stimulants have impact on how fit you are and can affect your sleep.

Sleep well. Part of fitness is to try to get 5 hours sleep at least in every 24 hours.

Pay attention to your breathing. In the *fight/flight* reaction we tend to overbreathe. If you slow your outbreath down and slow your overall rate down to 3 breaths per minute you will slow your heart down, lower your blood pressure and reverse the *fight/flight* response. Practice breathing in for a count of 7 and out for 11 seconds. If you practice this regularly you will become more able to do it when you really need to.

Keep your sense of humour and make sure you have fun too. We all benefit from activities that distract us from our stresses for a time. It's an essential part of good stress management.

Look after your relationships with loved ones and friends/colleagues. A Soldier with a good support network and good friends to talk to will be healthier.

We need to be able and willing to admit to ourselves when life is getting on top of us.

We also need to be willing to do this for our friends colleagues and those we command. We should notice the little changes. For example when someone is behaving more anxiously, more jumpy, more irritable, late for duty or when the quality of their performance or personal hygiene or dress is deteriorating. Is their concentration or attention poorer than usual? Is the usually quiet person behaving more extrovertly than usual, or the other way round?

Try not to dwell on past problems in life or worry about what might happen.

Research shows that *'hardy individuals'* share 3 major beliefs.

- Commitment – This means believing in what we are doing and involvement in many activities such as our families, relationships and social life. This gives us a healthy balance.
- Control – believing that we have some influence over events, we seek explanations as to why things happen and we focus on our personal responsibility.
- Challenge – able to accept that change is normal in life.

If we look after ourselves in these ways we will cope better with the everyday stresses and more importantly we will cope better with the pressures and stresses of Operations and combat as Soldiers.

Remember the five 'R's

These particularly apply to combat but after reading the above they can be seen in so many aspects of stress management and coping.

- (1) RESPITE – This refers to seeking temporary respite from the worst of the stressors in some way. In battle- at least get out of range of direct fire.
- (2) REST – This means sleep- 5 hours in every 24. The MO may prescribe a short dose of sleeping tablets if really necessary.
- (3) REASSURANCE – Take reassurance that you are not going mad. Normal people have normal reactions. Expect that you will soon return to duty.
- (4) RELIVING – Soldiers are best encouraged to talk through events which led up to their stress/distress/reactions. This is best done with those who really understand – friends and colleagues who went through it too.
- (5) RETURN TO DUTY – Soldiers must always expect to return to duty as soon as possible after temporary distress. This is not being hard it is therapeutic. Normal people experience reactions and temporary distress. We must emphasise that we are still fit reliable and undamaged. Going back to normal duties as soon as possible is good for our self esteem, pride and confidence.

Where to go for help if you need it

Sometimes despite all our best efforts we cannot resolve our problems. We all need to be willing to be responsible for ourselves and those we command and work alongside. There may be a need for us to consult the MO. After any temporary distress most Soldiers are back to normal duties within 72 hours. If not then the MO may call in the Mental Health Team (MHT). The MHT will endeavour to sort things out in Unit lines and all efforts will be made to maintain the integrity of the team. Medivac will only be considered if a problem cannot be fixed in theatre. Remember there is no shame in seeking help for a psychological health issue any more than for a torn ligament.

And finally

There are many things that demand the professional Soldier's close attention, especially when it comes to Operations. Psychological health issues are often trivialised and neglected. This is foolish and irresponsible. Here we come full circle and repeat; The British Army is well trained well disciplined and professional. It succeeds because it maintains the moral component- the will to fight. Make sure you maintain your will to fight.

Appendix 3: HMIC review of Race and Diversity Action Plan



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Everett Henry

Assistant Inspector of Constabulary

5th July 2007

R W Warren
Colonel
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Dear Colonel Warren

Ref D/PM (A)/100/13/2

I am writing to acknowledge your revised Provost Marshal (Army) Race Action Plan 2006-2009.

The revised plan is comprehensive and takes account of my previous advice on the inclusion of an outcome section which provides focus and understanding of task.

I fully accept following your consultation with the Service Personnel Policy that, you do not need to approach the Commission for Race Equality, following my previous advice as your Equality and Diversity Plan is lodged with the MOD and any consultation with them will be conducted on your behalf by the MOD.

With your statutory responsibility to publish your Equality and Diversity Scheme, I am satisfied that actions are being taken by the PM (A) within your Equality and Diversity (E&D) Plan to establish a hook in the MOD E&D Scheme and in the Army's E&D Action Plan to signpost PM(A) E&D Plan.

I would like to congratulate the PM (A) on achieving its female representation in excess of its required target.

Your Race Equality Action Plan indicates how it intends to increase Black and Minority Ethnic recruits. The Recruitment Group will have a pivotal part to play in how it intends to review and deliver its recruitment strategy.

It will be important to note, if not undertaken already as part of your recruitment strategy that appropriate structures will need to be identified and put in place to support and monitor the needs and concerns of any new BME recruit. This is not to say that BME recruits should be given any special status than any other group, for example women. However, visibility and isolation will be for some a challenge. Taking account of creating a safe and supportive environment, appropriate information should be provided for those who may wish to apply in addition to the criteria to join.

The Race Equality Action Plan is primarily focused on recruitment and, though I acknowledge the MoD overarching Scheme, the PM(A) Action Plan has not made reference to how it will undertake race equality training as part of the wider Equality & Diversity training agenda.

As part of the wider Equality and Diversity strategy, the MoD Equality and Diversity Scheme 2006–2009 Action Plan, page 5, makes reference to two key issues which I would welcome feedback on in due course. They are:

1. Has the PM(A) implemented the actions arising from the agreement with the Equal Opportunities Commission to prevent and deal with sexual harassment in the Armed Forces.
2. Has the PM(A) collated baseline statistics on the number of Servicewomen who return to work after the birth of their child and for how long.

As part of HMIC continued support to the PM(A), I will be happy to revisit Provost HQ at a mutually agreed time and date to discuss any of the issues above.

Everett Henry

Glossary

ACPO	Association of Chief Police Officers
AIC	Assistant Inspector of Constabulary
APA	Army Prosecuting Authority
CIO	central intelligence office
COPPERS	RMP incident management system
CRFP	Council for the Registration of Forensic Practitioners
CSI	crime scene investigator
DG(S&S)	Director General (Security and Safety)
FIB	force intelligence bureau
HMIC	Her Majesty's Inspectorate of Constabulary
HOLMES	Home Office Large Major Enquiry System
HOPF	Home Office police force
HQ PM(A)	Headquarters Provost Marshal (Army)
HWG	Homicide Working Group
IMPACT	Nominal Index capability for police forces to search across force boundaries
JRT	joint response team
LIO	local intelligence officer
MJS	Military Justice System
MDPGA	Ministry of Defence Police and Guarding Agency
MIR	major incident room
MoD	Ministry of Defence
NCPE	National Centre for Policing Excellence
NIM	National Intelligence Model
PM(A)	Provost Marshal (Army)
RAF	Royal Air Force
REDCAPS	RMP crime recording and management computer system
RIO	regional intelligence office
RMP	Royal Military Police
SIB	Special Investigation Branch
SJB	service justice board
SPCB	service police crime bureau

TCG	tasking and co-ordination group
UK NCB	National Central Bureau for Interpol

