

HM Inspectorate of Constabulary London and the BTP Office

Inspection of Bromley BCU Metropolitan Police Service (MPS)

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¹ Basic Command Unit

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1. Executive Summary

- 1.1 Bromley is London's largest borough covering 58 square miles and divided into 22 wards. At its heart, is Bromley town centre, which has a thriving shopping centre, nightlife that offers an excellent commuting route into central London. The borough presents a range of policing challenges from its densely populated and urban north to the more affluent south. These challenges predominantly centre on tackling the range of acquisitive crimes and anti-social behaviour.
- 1.2 The BCU is led by a substantive Chief Superintendent who, after various postings primarily in the CID and on specialist squads, took over the command in January 2005. He is supported by a senior management team (SMT) comprising two superintendents, a business manager, three chief inspectors and managers for personnel, finance and resources, forensics and quality assurance. The SMT are all based in a new borough headquarters building in Bromley town centre, procured through an MPS Private Finance Initiative and which was completed in October 2003.
- 1.3 Performance against the MSBCU² average over the past three years has been very challenging. For crime reduction, the BCU is currently positioned being in the bottom quartile for every category of priority and it has seen significant increases in robbery over the past year (+45.9%). These challenges were at their height some six months ago and it is to the BCU's credit that it has since addressed many of the fundamentals that affected the rise with a consequential and discernable improvement in performance over that past three months. MSBCU performance for sanction detection over the past three years has been better with mid-table performance for residential burglary and robbery but with challenges remaining for Total Notifiable Offences (TNOs), vehicle and violent crime which all sit within the bottom quartile.
- 1.4 The aforementioned 'fundamentals' comprise action taken to improve key NIM³ processes, performance management systems and sanction detection improvement through improved quality of investigation, housekeeping processes and proactivity. This has made a significant difference to performance over the past quarter and the HMIC team were reassured by the positive comments from staff regarding the impact of these changes. That said, more work remains for the BCU to cement these improvements and build upon them. This includes action to further enhance performance management systems, the creation and implementation of a diversity strategy and action plan that reflects the needs of Bromley, improved staff engagement and consultation and increasing the BCU's proactive capability through SMT led and coordinated demand/resource management activity.
- 1.5 Over the past year, the SMT has demonstrated a capability to review and improve the way in which Bromley is policed. With an imminent change of BCU Commander, it is essential that this momentum be maintained. If this occurs, performance outcomes should improve thereby better positioning the BCU against its (MSBCU) peers and making Bromley a safer place for its population to live and work.

² Most Similar BCU Group

³ National Intelligence Model

Recommendations and Good Practice

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

Recommendation (1): Performance Management

That the BCU builds upon its developing performance management framework by:

- Publication of a statement of the BCU policing style that defines how each element of the BCU should work together towards a common vision and priorities;
- Introducing a framework for effective performance management meetings between inspectors, sergeants and constables and with short action sheets;
- A review of team-based performance data so as to create a simple set of key performance data that reflect the core business of units and their contribution towards BCU priorities;
- The inclusion of these key performance measures within the PDR objectives of team leaders;
- An effective and properly targeted BCU-level inspection and review capability.

Recommendation (2): Managing Diversity

That the BCU constructs and implements a diversity strategy that is consistent with the emergent force strategy and which takes account of the findings from the gap analysis work currently underway and which includes:

- The routine review of the correct and ethical use of police powers amongst minority communities;
- Engagement with and full exploitation of the Independent Advisory Group (IAG);
- A review of compliance with existing diversity legislation;
- Development of third party reporting mechanisms for all types of hate crime;
- Engagement with new and emerging BME groups.

Recommendation (3): Staff Engagement and Inclusion

In consultation with staff associations, that the SMT improves and builds upon existing mechanisms (e.g. Bromley Briefings, SMT presentations and personal interactions, etc) for the way in which it engages and consults with BCU staff potentially affected by change so as to make policy and strategy development a genuinely inclusive process.

Recommendation (4): Developing Proactive Capacity

Under an appropriate SMT lead, that the BCU creates and implements a resource/demand management strategy and action plan that maximises the efficient use of resources. This will need to include the following areas of activity:

- Analysis of repeat CAD calls to identify problem solving opportunities to reduce demand;
- A review of response team demand with a view to introducing variable minimum strengths and a single-crewing policy that follows MPS policy;
- Further promotion of the Community Volunteer Scheme and Special Constabulary;
- Increased sponsorship and efficiency activity within MPS policy.

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

- The implementation of Safer Neighbourhoods (para. 6.5);
- Recent work with the Somali community to review police interventions with them (para. 6.4);
- The Community Volunteer Scheme (para.6.6);
- The Tasking Manager role within the BIU (para.6.20).

2. Introduction

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

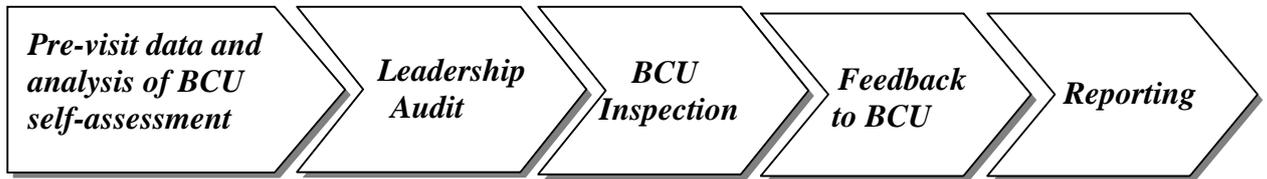
Box A – Aims of BCU Inspections

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

- 2.4 The Inspection of Bromley BCU in the Metropolitan Police Service was conducted between 27th November and 1st December 2006. This report sets out the inspection findings, highlighting areas of good practice and making recommendations for improvement where appropriate. Her Majesty's Inspector thanks the officers and staff of Bromley BCU for the co-operation and assistance provided to members of the inspection team.

Methodology

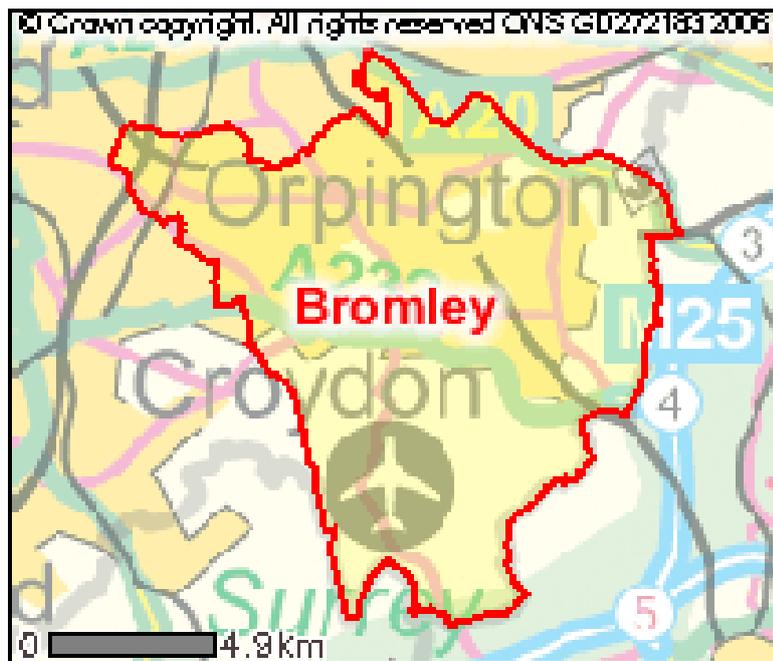
2.5 The Inspection of Bromley BCU consisted of the following core stages:



2.6 During the Inspection, a total of 34 structured interviews and focus groups were conducted, involving over 135 individuals. Other staff members and partnership agency representatives were interviewed during the two visits to workplace settings. Representatives from the Bromley Crime and Disorder Reduction Partnership and the Independent Advisory Group (IAG) were also consulted in the course of the inspection. A BCU leadership audit was also conducted within the BCU.

3. The Force/Constabulary Context

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



4. The BCU Context – Bromley

- 4.1 Bromley is the largest borough in London. Located in the south east of the capital, it includes Beckenham, Orpington, West Wickham, Crystal Palace, Cray Valley, Penge, Anerley and Biggin Hill. The borough covers an area of over 58 square miles, is divided into twenty-two wards and those wards cover a diverse range of social and policing environments. Bromley shares a border with 6 other London boroughs (Croydon, Lambeth, Southwark, Lewisham, Greenwich and Bexley) plus 2 County forces (Kent and Surrey). The north of the borough is similar in its make up to some inner London boroughs, whilst the south of Bromley has less dense housing and large areas given over to farmland.
- 4.2 The borough contains 77 Primary, Junior and Infant schools and 25 State and Independent secondary schools, all of which contribute significantly to the non-resident population of the borough, with the daily influx of pupils from outside the borough during term-time. There are 26 rail stations in Bromley, the most of any borough in London, many of which feed the commuter population that work, shop and seek entertainment here. Bromley borough also has one of the highest car ownership levels in London, with a consequent high incidence of off-street parking. Many residents commute by train to London, but the majority of shorter journeys are made by car – particularly for those working locally, shopping, leisure and taking children to school. This trend has been boosted by increasing centralisation of facilities and the growth of out-of-town retailing, with the resultant congestion at peak periods.
- 4.3 Bromley has a thriving daytime economy, centred around the High Street and the Glades shopping centre, the latter containing 134 retail outlets that attracted over 21 million shoppers during the 2004/05 financial year. The High street is also the focus of the boroughs' nighttime economy, into which up to 7,000 people can be attracted each night by the more than 50 licensed premises within walking distance of each other. Beckenham, Penge, West Wickham, Chislehurst, Biggin Hill and Orpington also have significant High Street areas with the associated retail theft, disorder and public safety issues they naturally attract. Other business centres on the borough include over 40 hectares of large retail units in St Mary Cray and the light industrial units adjoining Biggin Hill Airport, a civil airport with 2 runways and covering 321 hectares catering for up to 125,000 movements of small commuter and freight aircraft per year.

Diversity

Ethnic Groups in Bromley

- 4.5 The following table shows the ethnic groups within the London Borough of Bromley⁴

Percentage of resident population in ethnic groups	Bromley	England
White	91.6	91.3
of which White Irish	1.6	1.2

⁴ Source: ONS neighbourhood statistics
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Mixed	1.9	1.3
Asian or Asian British	2.6	4.4
of which Indian	1.5	2.0
of which Pakistani	0.2	1.4
of which Bangladeshi	0.3	0.5
of which Other Asian	0.5	0.5
Black or Black British	2.9	2.2
of which Caribbean	1.6	1.1
of which African	1.1	0.9
of which Other Black	0.2	0.2
Chinese or Other Ethnic Group	1.1	0.9

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

Religion	Bromley	England
Christian	72.3	71.8
Buddhist	0.3	0.3
Jewish	0.4	0.5
Hindu	1.1	1.1
Sikh	0.2	0.6
Muslim	1.7	3.0
Other Religions	0.3	0.3
No religion	16.3	14.8
Religion not stated	7.6	7.7

The Leadership Audit

4.7 A critical attribute of successful BCUs is effective leadership. Leadership styles vary – some are highly transformational while others veer more towards transactional approaches. There is no ‘correct’ style because circumstances vary too, and good leaders attune their approaches to fit these circumstances. To try and explore the components of leadership and their relative impact on performance, HMIC has developed a leadership audit tool, the findings from which inform the fieldwork stage of the inspection to validate key themes. This is a developing tool that will become increasingly powerful as benchmarks are created from BCUs against which results can be evaluated.

4.8 The leadership audit is a ‘soft’ tool in that it invites perceptions from staff initially through survey and then seeks to validate these during interviews and staff focus groups. The

validation process includes interviews with the BCU Commander and members of the SMT so as to provide a management context to the survey findings. Emerging strengths and areas for improvement from the audit will therefore represent a summary of validated opinions about leadership across the BCU and some caution should therefore be exercised in the use of such data. The emerging themes will *only* feature as HMIC recommendations, management considerations or items of good practice if they are subsequently validated by specific and triangulated evidence obtained during the wider fieldwork visit and in the context of overall BCU performance. The audit explores leadership across the whole BCU, using the headings that are applied to force-level leadership as part of Baseline Assessment and is a development from the previous focus of such inspections which primarily assessed the leadership of the BCU Commander and the SMT.

4.9 The audit process comprised three phases:

- 1) a questionnaire, circulated to a statistically significant cross section of all BCU staff and returned to HMIC; and
- 2) focus groups with a representative cross section including inspectors, special constables and police staff; and
- 3) one-to-one interviews with the BCU Commander, operations superintendent/chief inspectors and business manager.

The audit also includes an interview with the relevant link chief officer line-manager who exercises line management over the BCU Commander, to explore their working relationship.

4.10 **The Leadership Context – Bromley BCU**

The SMT have faced some serious performance challenges over the past six months and particularly in their efforts to tackle robbery. This has required mature reflection, support and review leading to significant organisational change across key BCU processes. Such change is inevitably disconcerting for staff and needs to be handled in an inclusive way that provides staff with the direction they deserve. The SMT have worked hard to communicate the changes they have introduced and to promote compliance most notably through the re-focused Daily Management Meeting (DMM) process.

The Audit Results

4.11 **The BCU receives appropriate support from the Chief Officer – Line Manager**

Interviews with the BCU Commander and his chief officer line-manager (link commander) established that he is included within the executive team and attends monthly formal 'link' meetings and regularly participates in less formal one-to-one meetings. The BCU Commander reported an inclusive, challenging and non-threatening style from his line manager. Performance is routinely discussed at the monthly meetings, although it has taken many months to start to turn the tide from a downward performance trend in most performance areas to a more positive trend. The BCU Commander has PDR objectives linked to the annual policing plan that are prescribed by his line manager. This format of objectives was first piloted within the South East cluster in which Bromley BCU sits and they are now commonplace throughout the whole of Territorial Policing (TP) Command, although the BCU Commander considers that there is a balance to be achieved between this format of objectives and the local interface.

There is a process in place whereby chief officers can endeavour to maintain a balance of skills, experience and diversity at SMT level on individual BCUs for which they are responsible. The fact that this has not worked effectively in respect of Bromley is a source of

frustration to the BCU Commander who considers that he should be able to have an input into the selection of his own SMT. He also considers that improvements could be made in respect of the Force performance environment and has highlighted the potential value of a peer review process but to date this has not been actioned. Similarly he has expressed a desire to see more evidence of central processes to validate his performance tactics, which he considers has integrity and are appropriate.

The BCU Commander considers Bromley borough challenged in respect of resources, which, the line manager has also conceded, cannot easily be improved. Although Bromley is not one of the inner city boroughs around which the work of the Pan-London units is prioritised, he has achieved some success by making focused and intelligence led bids for these resources to the Level 2 process.

Partnership issues are left very much to be addressed at the borough level although the line manager can offer advice where necessary and the Borough Commander is broadly content with this arrangement.

4.12 **The BCU has an appropriate structure which is aligned to the Force Strategy**

A high proportion of staff (92%) feel that their roles are clearly defined and contributed to the BCU and Force Strategy with only 8% stating to the contrary. Staff surveyed were also very positive about their individual PDR objectives being clearly relative to roles and experience with 88% positive and 12% negative although it was acknowledged that while the PDR process was improving there was still some work to be done in respect of objective setting. It is evident from both the survey results and comments made within the focus group meetings that the lines of accountability and responsibility within the BCU could be more clearly defined. While 79% of responses were positive, some 21% were negative. The daily management meeting was recognised to be a key driver for clarity in roles and responsibilities but the constables' focus group in particular felt that they were they were not well communicated.

Highlighted from the surveys and validated during staff focus groups, there is a more mixed view of whether resources are effectively managed within the BCU including specific issues of demand and deployment. Only 53% of the respondents who expressed a view think resources are being effectively managed with 47% feeling the opposite. There was also a similar disparity of views expressed by focus group members. Police staff were generally more positive about resource management but police officers acknowledged that certain functions on the borough were better resourced than others e.g. Safer Neighbourhoods Teams, while others such as front line service delivery teams were consistently under resourced. It was generally agreed that the analysis of demand on the borough lacked depth and sophistication and therefore tended to be more anecdotal.

A mixed range of survey responses were also given as to whether the BCU teams are balanced in terms of skills, experience and diversity with 52% positive, 48% negative. Police staff were generally more positive about this issue whereas police officers suggested that any balance of teams was achieved more by chance than any meaningful analysis. Response team staff particularly expressed frustration at the borough's inability to retain experience on response teams.

It is evident from the majority of the survey respondents that the Health and Safety procedures on the BCU are effective and make staff feel safe in the workplace with 77% of respondents

positive and 23% of those surveyed giving a negative response. Focus groups responses were also generally positive.

4.13 **The BCU has a performance culture with integrity**

A high majority of those surveyed (86% positive with 14% negative), validated by staff focus groups, showed that managers demonstrate an interest in staff performance and development. There was an overwhelming sense of a pervasive performance culture embedded on the borough. In respect of receiving development required to perform their respective roles, survey results were 77% positive and 23% negative. Constables, however, were critical of the reliance placed on computer-based training and other self-learning techniques that were perceived by many merely to be an exercise in self-preservation by the borough and MPS. In contrast, there were notably mixed views expressed on performance recognition and reward with 48% of respondents positive and 52% negative. Focus group comments tended to strengthen the positive view through processes such as the weekly QSR panel and borough commendation ceremonies but did highlight that there was not enough recognition and/or reward provided by the SMT in relation to good performance – recognition tended to come from immediate line managers. The survey results also showed mixed views as to whether innovation is promoted and supported on the borough, with only 51% positive and 49% negative. Again, the focus groups tended to be more positive with the proviso that the only limiting factor was resources.

The questionnaire highlighted mixed views regarding as to whether there is effective use of the National Intelligence Model on the BCU with 77% being positive and 23% negative. Such result could arguably demonstrate a lack of staff awareness and understanding of the model. Positive feedback was given about the recently implemented tasking sergeant's co-ordination role which had resulted in an improved focus but there was also frustration at the lack of resources and police staff focus groups particularly felt that the NIM was purely operationally focused and did not affect their roles.

The question of achievement of performance with integrity yielded mixed views, with 63% positive and 37% negative responses. Constables' focus groups expressed a lack of awareness of any message about the significance of integrity that may indicate a lack of communication about this issue to a critical audience.

The majority of the respondents (71%) felt that, in overall terms, the BCU delivers an effective service to the community with 29% expressing negative views. This view was more mixed amongst the focus groups and raised problematic issues such as accessibility, the culture of investigating in 'stages' rather than 'getting it right first time' the lack of resources and in particular, the perceived restricted role of Safer Neighbourhoods Teams.

4.14 **Diversity**

The majority of the survey respondents feel diversity is embedded within the BCU (84% positive against 16% negative), specifically in terms of personal values and all areas of business including selection and appointment of staff and these responses were ratified by the focus groups. The majority of respondents (76% positive, 24% negative) also felt that fairness at work procedures (e.g.: grievance or appeals) can be confidently used by staff on the BCU without fear of recriminations from managers. The comments obtained from the focus groups supported this viewpoint.

The survey highlighted that a high proportion of the respondents felt that their manager's decisions in respect of operational issues are consistent (79% positive, 21% negative) although the focus groups were less positive on this issue, citing a need for improvement. Consistency of decisions relating to disciplinary issues yielded roughly the same proportion of responses from the survey, with 72% positive and 28% negative but focus groups yielded a significant 'don't know' response among constables and first line supervisors. There was a significantly positive (80%) survey response to the issue of whether managers solve problems effectively, with 20% negative responses. These findings were ratified through the focus groups.

Sickness and welfare is felt to be effectively managed within the borough by some 80% of staff with 20% expressing a contrary view. The questions relating to whether managers deal effectively with bullying, yielded the highest 'don't know' response in the survey (31%), whilst 70% felt they did and 30% considered that they did not. The results from the focus groups showed that a high number of staff feel that the BCU does in fact take a robust stance against bullying albeit experience of the issue may be limited.

There were mixed feelings as to whether absences from duty - apart from sickness - were considered to be well managed, with 62% responding positively and 38% negative. Staff focus groups considered that the borough did its best given the limited resources but improvements could be made. The appointment of a training manager was considered to be key to raising attendance on training courses. The questions as to whether the borough was committed to the retention of staff also yielded mixed responses with 46% positive and 54% negative. There was generally consensus within the focus groups that development opportunities on the borough were limited and it was therefore difficult to retain staff and the highest number of 'don't know' responses came from the constables' focus group.

4.15 Personnel management

A high proportion of staff (83%) felt that they had regular and meaningful contact with their line manager and 78% felt that their manager demonstrated a genuine interest in them. The negative responses to these questions were 17% and 22% respectively. Focus groups ratified these findings. Similarly, 75% of respondents reported that their manager made them feel valued, trusted and included, with 25% negative responses. Focus groups again ratified these findings in respect of immediate managers but the SMT conceded that inclusion of staff was an issue and recognised the need to do more to ensure that it happens in future. The majority of the staff (69%) felt prepared for future changes but 31% did not and 67% felt that coaching and mentoring was available to them if needed (33% negative). The majority of respondents also felt that their manager deals with personnel issues in a relevant and timely manner (81% positive, 19% negative).

4.16 Communication

The survey highlighted that the BCU Commander and SMT's profile on the BCU was varied with 63% positive and 37% negative. This issue was also raised within the focus group setting where responses were more mixed and the view was commonly held that SMT members were not all consistently visible. SMT members interviewed conceded that improvements could be made in respect of their own visibility.

The majority of the respondents feel their line manager communicates relevant information (81% positive, 19% negative) and focus groups highlighted the heavy reliance on e-mailing as the primary means of communicating such issues. A broad range of responses were noted as to whether staff feel that, where it is appropriate, they are consulted on matters of policy and

strategy (62% positive, 38% negative) and focus groups agreed that there was room for improvement in respect of consultation on matters of change. A significantly high proportion of staff feel their manager is available when they need to talk to him/her (88% positive, 12% negative) however there is notably less satisfaction when it comes to whether the BCU Commander or other members of the SMT are available to staff at appropriate times (64% positive, 36% negative). Focus groups did not support the latter finding and the harshest critics were indeed members of the SMT themselves.

Responses were evenly balanced between positive and negative as to whether the borough commander and SMT respond in a positive way to feedback from staff (50% positive, 50% negative). However, the majority of the respondents (78%) felt that their line manager responds in a positive way to feedback from staff with 22% expressing a contrary view. Focus groups were, again, more positive than the survey findings on this issue.

4.17 **Audit Conclusions**

The data recorded from the questionnaire (see appendix) does not indicate the source. In addition to the data obtained from the questionnaire, these comments also reflect issues identified from the various focus groups held as part of this process.

Whilst there are areas of good leadership as illustrated above, the data also contains some aspects of concern. The most significant area of concern from the survey was highlighted through the high levels of 'don't know' scores (0), which could either indicate development needs or a requirement to improve BCU communication. Focus groups ratified these findings and clarified that in most cases the issue was related to a lack of awareness and communication, which are key facets of successful leadership. Of greater concern was the number of 'don't know' scores in key areas such as use of the National Intelligence Model, the promotion of performance with integrity and the management of fairness at work, sickness, welfare and bullying issues. These are all critical processes that relate to good leadership through either performance or people and it necessary that the borough takes action to redress this balance

5. BCU Performance

- 5.1 BCU objectives should reflect both national priorities - as set out in the National Policing Plan and reflected quantitatively in the public service agreement (PSA) targets - and local needs. In inspecting BCUs, HMIC covers both achievement of locally set targets and, more specifically, the delivery against national objectives – target crime reduction and sanction detections in particular. Considerable attention is paid to the MSBCU⁵ group positioning and direction of travel, both against the BCUs past performance and relative to its MSBCU group.
- 5.2 This is illustrated numerically in the following tables, and graphically using ‘Boston Box’ charting techniques (Appendix ‘C’) which illustrate performance against national priorities over the short (12 month) and medium (3 years) term against the MSBCU average - which is denoted by the horizontal and vertical lines that cross each chart (the ‘crosshairs’).

Residential Burglary

2003/04 Crimes	2005/06 Crimes	Percentage Change
1824	2218	+21.6%
2004/05 Crimes	2005/06 Crimes	Percentage Change
2055	2218	+7.9%
Crimes per 1,000 Households – 2004/05	Crimes per 1,000 Households - PYTD	
16.0	17.2	
MSBCU Group Position – Crimes for 2004/05	MSBCU Group – Crimes for 2005/06	
10	11	
2003/04 – 2005/06 SD Rate	2004/05 – 2005/06 SD Rate	
8.9% (2003/4) – 13.6% (2005/06)	16% (2004/5) – 13.6% (2005/06)	
MSBCU Group – SD Rate for 2004/05	MSBCU Group – SD Rate for 2005/06	
5	8	
PYTD Change for CR: +7.9%	PYTD Change for SDs: -15.2%	

Vehicle Crime

2003/04 Crimes	2005/06 Crimes	Percentage Change
5358	4846	-9.6%
2004/05 Crimes	2005/06 Crimes	Percentage Change
4275	4846	+13.4%
Crimes per 1,000 Population – 2004/05	Crimes per 1,000 Population - PYTD	
15.0	17.1	
MSBCU Group Position – Crimes for 2004/05	MSBCU Group – Crimes for 2005/06	
10	12	
2003/04 – 2005/06 SD Rate	2004/05 – 2005/06 SD Rate	
4.5% (2003/4) – 4.9% (2005/06)	6.2% (2004/5) – 4.9% (2005/06)	
MSBCU Group – SD Rate for 2004/05	MSBCU Group – SD Rate for 2005/06	
8	11	
PYTD Change for CR: +13.4%	PYTD Change for SDs: -21.4%	

⁵ Most Similar BCU
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Violent Crime

2003/04 Crimes	2005/06 Crimes	Percentage Change
5654	7054	+24.8%
2004/05 Crimes	2005/06 Crimes	Percentage Change
6765	7054	+4.3%
Crimes per 1,000 Population – 2004/05	Crimes per 1,000 Population – PYTD	
22.6	23.6	
MSBCU Group Position – Crimes for 2004/05	MSBCU Group – Crimes for 2005/06	
11	12	
2003/04 – 2005/06 SD Rate	2004/05 – 2005/06 SD Rate	
20.3% (2003/4) – 27.5% (2005/06)	20.8% (2004/5) – 27.5% (2005/06)	
MSBCU Group – SD Rate for 2004/05	MSBCU Group – SD Rate for 2005/06	
12	11	
PYTD Change for CR: +4.3%	PYTD Change for SDs: +32.4%	

Robbery

2003/04 Crimes	2005/06 Crimes	Percentage Change
721	1106	+53.4%
2004/05 Crimes	2005/06 Crimes	Percentage Change
758	1106	+45.9%
Crimes per 1,000 Population – 2004/05	Crimes per 1,000 Population - PYTD	
2.5	3.7	
MSBCU Group Position – Crimes for 2004/05	MSBCU Group – Crimes for 2005/06	
12	12	
2003/04 – 2005/06 SD Rate	2004/05 – 2005/06 SD Rate	
13.6% (2003/4) – 18.4% (2005/06)	18.1% (2004/5) – 18.4% (2005/06)	
MSBCU Group – SD Rate for 2004/05	MSBCU Group – SD Rate for 2005/06	
7	7	
PYTD Change for CR: +45.9%	PYTD Change for SDs: +2.1%	

Total Notifiable Offences (TNOs)

2003/04 Crimes	2005/06 Crimes	Percentage Change
29962	30295	+1.1%
2004/05 Crimes	2005/06 Crimes	Percentage Change
30811	30295	-1.7%
Crimes per 1,000 Population – 2004/05	Crimes per 1,000 Population - PYTD	
103.0	101.3	
MSBCU Group Position – Crimes for 2004/05	MSBCU Group – Crimes for 2005/06	
12	12	
2003/04 – 2005/06 SD Rate	2004/05 – 2005/06 SD Rate	
15.2% (2003/4) – 18.0% (2005/06)	15.4% (2004/5) – 18.0% (2005/06)	
MSBCU Group – SD Rate for 2004/05	MSBCU Group – SD Rate for 2005/06	
11	11	
PYTD Change for CR: -1.7%	PYTD Change for SDs: +17.3%	

What We Found

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

The Baseline Assessment Frameworks

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

LEADERSHIP AND DIRECTION

6.2 Leadership

Strengths

- *The SMT generally work hard to maximise their visibility across the BCU with routine attendance on parades, quarterly Bromley Briefings, going on patrol with staff and, in certain instances, through informal direct contact. On the whole, staff considered most of the SMT to be accessible, visible and approachable.*
- *The BCU Commander enjoys the support, respect and commitment from his SMT, staff associations, many senior partners and staff alike. Following a period of serious performance challenges some 4-6 months ago, he has taken stock and advice on the situation with consultancy, ACPO and SMT support. This has led to tangible improvements in key business processes and leadership, resulting in improved staff motivation, productivity and contentment.*

Areas for Improvement

- *Whilst there are limited examples of staff being consulted over matters of change that affected them (e.g. CAD room, DIs/DSs), there remained many who felt to the contrary and wanted to be more included. The BCU is therefore encouraged to improve the impact and reach of its existing communication and consultative mechanisms and develop SMT skills/activity in this area.*
- *HMIC observed a briefing of response team staff and found it to require improvement. The MetBATs information was read from a computer by a constable and there was little engagement or dynamism in the way the briefing was led by the sergeant. Taskings were allocated albeit individuals volunteered for them instead of being assigned by sergeants.*
- ***Whilst relationships with partners at a tactical level are productive and impactful, there remain challenges at a strategic level. This includes the need to develop a sense of shared ownership, trust and responsibility for community safety issues, to develop areas of common interest and opportunity between organisations;***
- *There would be value in creating a simple and easily understood statement of the borough's policing style so as to help staff, partners and communities understand how Bromley BCU is policed. This needs to explain how the three arms of operational policing delivery interact alongside back-office functions that enable delivery of the BCU's overall vision and priorities and could also build upon Bromley's existing mantra of "Do it once, do it right";*
- *There was evidence of compartmentalised working which was exacerbated by a need for increased communication and positive clarity of roles and responsibilities amongst various units (e.g. CPU, CMU, crime squad, BSU and SNTs). Such action should state what units do in a positive sense and potentially would help harmonise the workforce and further improve the concept of 'Team Bromley'.*

6.3 Performance Management and Continuous Improvement

Strengths

- *There are clear leads amongst the SMT for each theme within the Annual Policing Plan with Supt (Operations) responsible for sanction detections and Supt (Partnership) being accountable for crime reduction. This is understood by staff and will necessitate good communication between the two leads so as to maximise the impact upon the BCU's key priorities and vision.*
- *The BCU's intention to recreate an internal audit/inspection capability is encouraged and this will need to incorporate an effective system to identify potential areas of risk and opportunity suitable for examination.*
- *A growing performance culture was evident in the BCU and this now needs to be enhanced by extending team-based meetings to the response teams.*
- *The Daily Management Meeting (DMM) has been reviewed by the BCU and changed into what is now a highly impactful and effective meeting that drives daily performance. This is achieved by concentrating upon critical aspects of BCU business and promoting compliance and improvement. It is chaired by either the BCU Commander or Supt (Operations) and attended by senior representatives for each department.*
- *The BCU has introduced a tiered range of performance management meetings at which staff are held to account for performance and opportunities for improvement are explored. This incorporates SMT level themed performance meetings, and five-weekly unit heads meetings. These are minuted and records are retained by the secretariat. A growing performance culture was therefore evident in the BCU.*
- *The BCU does ensure that PDRs contain objectives linked to performance and with a good standard of timeliness for their completion; this has ensured that PDR influences performance management. That said, increased clarity regarding the core purpose of each unit and commensurate performance measures would improve the quality of these objectives.*

Areas for Improvement

- *The BCU has a rudimentary system of performance measures operative for all its teams and this requires further development to enhance and support the BCU's performance management framework. The BCU needs to engage staff and line managers and identify a simple and easily understood set of performance measures that reflect the desired outputs/outcomes from each unit in support of BCU priorities. These could be tailored for each unit-head group for which performance meetings are currently held and need to incorporate targets for each team and, where possible, at an individual level.*
- *The BCU performance management framework now needs to be extended to embrace officers on teams in same way as that which is in place for police staff. This needs to follow a template of themes for discussion and action sheets that can subsequently be reviewed by managers to check compliance.*
- *The BCU does not currently deploy a diagnostic capability to identify its own strengths and AFIs for continuous improvement purposes. This could occur every three years or more dynamically, every three months and is encouraged.*

CITIZEN FOCUS

6.4 Fairness and Equality in Service Delivery

Strengths

- *The BCU has third party reporting mechanisms in place for domestic violence and, in conjunction with partners, these need to be extended to incorporate the reporting of racist and homophobic crime.*
- *There is positive work in understanding and adapting policing interventions to take account of new and emerging minority communities. This was evidenced through recent work with the Somali and traveller communities and HMIC support the BCUs intention to extend this work to other BME communities.*

Areas for Improvement

- *The BCU has an Independent Advisory Group and its members largely reflect the diverse communities of Bromley. They expressed a desire to be utilised more comprehensively and contacted in a more timely manner. Whilst many members have been on the IAG for some years, the group has recently incorporated new individuals and there is therefore a need for training and discussion on its remit and purpose.*
- *There is limited evidence that the BCU routinely reviews the use of various police powers in terms of fairness, disproportionality and impact upon BME communities. This aspect needs to be further developed within a wider Bromley Diversity Strategy and action plan.*

6.5 Neighbourhood Policing and Problem Solving

Strengths

- *The BCU has struck an appropriate balance between meeting the needs of local communities and responding to BCU and MPS priorities. Each ward has two crime reduction targets commensurate with the profile of criminality and data on these is introduced to neighbourhood panels. Some 15 of the 22 Ward Panels are independently chaired, most involve local councillors as members and they are able to help determine local priorities for SNT activity.*
- *The BCU has made considerable effort to make its SNTs accessible to their communities through the publications of methods of contact (e.g. mobex, etc), local marketing of SNTs, neighbourhood panels and the development of a database for Key Individual Networks. The latter has recently been enhanced by inviting membership from respondents to a public attitude survey.*
- *All SNTs have identified accommodation with no more than two teams located within any single base. The BCU Commander, BBM and CI (Partnerships) are to be congratulated for the progress they have made in securing the correct estates infrastructure necessary to enable SNT to thrive and this now needs to be extended to the adequate provision of other necessary resources (e.g. vehicles, MSC radios, etc).*
- *A letter was recently sent to every householder in the Borough, personalised by the BCU*

Commander, explaining the safer neighbourhoods process and included photographs of their local community officers. It also included a survey and where the returns identified some form of complaint or dissatisfaction. The CI (Partnerships) wrote to each respondent and this was followed up by a personal visit from the local SNT. The results of the survey will now be taken to Community Panels to ask them what has changed and to stimulate discussion on local priorities.

- *The BCU is commended for the way in which it has integrated members of the Metropolitan Special Constabulary and Community Volunteers within the Safer Neighbourhood Teams. This has promoted the deployment of local people within SNTs who have increased knowledge and links to the communities they serve.*
- *The BCU is developing a Tactical Guide for SNTs that provides a toolkit for staff. This represents excellent innovation and will incorporate all Local Authority contacts and services and the various tactical options open to them.*
- *Under the leadership of CI (Partnerships), the BCU has made significant progress in its implementation of Neighbourhood Policing with excellent project management. All 22 wards have Safer Neighbourhood Teams (SNTs), ward profiles, Key Individual Networks and Neighbourhood Panels. The concept of SNTs has been strongly marketed internally and externally with excellent use of the internet site.*

Areas for Improvement

- *The BCU is engaged at all key partnership meetings ranging from the Local Strategic Partnership (LSP), the CDRP to the Drugs Action Team (DAT). That said, there is limited evidence of developing the impact the DAT has upon community safety issues and tackling the demand for drugs that impact upon acquisitive crime within a wider drugs strategy. The BCU is strongly encouraged to influence the work of the DAT and its links with meeting both BCU and Community Safety Strategy priorities.*
- *Whilst most SNT staff have completed their initial MPS course on Neighbourhood Policing (except members of the MSC), this only provide an overview of problem solving techniques. HMIC supports the BCU's intentions to develop SNT skills in this area further through more bespoke localised training that involves partners. It is encouraged to identify champions on each SNT for problem solving techniques so that promote the concept.*
- *Notwithstanding the publication of MPS policy on the boundaries of responsibility for SNTs, there remains some ambiguity amongst Control Room staff and others as to which type of Computer Aided Despatch calls are suitable for SNT staff.*

6.6 Customer Service and Accessibility

Strengths

- *The BCU has a committed and enthusiastic Volunteer Coordinator and a thriving Community Volunteer Scheme. This has enable station offices to be kept open at West Wickham, Beckenham and St Mary's Cray through the training, support and deployment of community volunteers.*

Areas for Improvement

- ***Notwithstanding the improved accessible of police through SNTs, there remains a need for the BCU to strategically address concerns regarding customer accessibility. This principally related to issues of public contact by telephone but also exploratory work with alternative mechanisms (e.g. e-mail, text, etc). This could be synchronised and incorporated with the implementation of MetCall in June 2007 and should consider all forms of public access to policing services.***

6.7 Professional Standards

Areas for Improvement

- ***At the time of this inspection, there are no officers on the BCU subject to unsatisfactory performance procedures and there is little evidence of consideration of its use as a tool to address poor performance.***

REDUCING CRIME

6.8 Volume Crime Reduction

Strengths

- ***At a tactical level, there are good relationships with partner agencies and there are many examples where the BCU has worked with partners to reduce crime (e.g. Vehicle crime, transport route and night-time economy initiatives).***
- ***The BCU has previously suffered from an increase in street robbery and analysis shows that 60-70% of these involve school children as either victims or suspects and the use of public transport routes. The BCU is strongly encouraged to pursue the work it has initiated to address this challenge through the various tactical mechanisms including problem solving, inter-borough initiatives and PPO interventions.***
- ***Within its Youth Affairs Unit, the BCU has a dedicated team to address community safety issues through local schools. These have been prioritised according to risk and schools officers have been directly involved in proactive operations.***
- ***The BCU operates the MPS gold, silver and bronze policy for dealing with and prioritising repeat victimisation interventions albeit there is a need to record action taken against this on the crime system (CRIS) and this is not robustly applied for domestic violence cases.***

Areas for Improvement

- ***There is little evaluation of crime reduction initiatives and retention of organisational learning in this regard. The BCU is therefore encouraged to introduce a capacity to review the tactics for its larger initiatives and circumstances in which they are deployed and to share the findings with staff.***
- ***There is a need to maximise the synergy between sanction detection activity and crime reduction. This manifests itself in the selection of SD disposal which must reflect the circumstances of the case and the BCU is therefore encouraged to exercise care in the construction of SD performance targets so as to avoid misuse of certain types of SD***

disposal (e.g. FPNDs and Cannabis Warnings) and to regularly review their use.

INVESTIGATING CRIME

6.9 Managing Critical Incidents and Serious Crime

Strengths

- *Critical Incidents are generally managed well on the BCU with thorough activity taking place when these occur leading to an effective handover between specialists when required. The BCU sometimes lacks the staff numbers to undertake the full range of golden hour activity but risk is minimised with effective on-call arrangements for the SMT and CID.*

6.10 Volume Crime Investigation

Strengths

- *The BCU has bespoke minimum standards for the primary investigation of robbery, burglary and domestic violence. Compliance with these is effectively reviewed through the Daily Management Meeting (DMM) process and standards are gradually improving. More work required to improve the quality of domestic violence investigations and there would be value in the introduction of minimum standards for the primary investigation of vehicle crime*
- *There are effective crime screening and allocation policies on the BCU applied by the Crime Management Unit (CMU). Investigative workloads are largely manageable albeit there are higher levels within the Community Safety Unit (CSU) which needs to be monitored (10-15 live cases each). Crimes can only be put closed by Dedicated Decision Makers (DDMs) and there is awareness of and general adherence to the Home Office Counting Rules (HOCR).*
- *The Crime Management Unit exercises comprehensive housekeeping processes under both the MPS ASGARD checks and beyond. Such activity forms part of an overall sanction detection improvement plan that also includes activity within the custody suite and action to improve the quality of investigations.*

Areas for Improvement

- *The initial work to promote the increased use of TICs as a method of disposal is encouraged (Operation Wipeout) and the BCU is urged to further this through the identification of TIC 'champions' on key teams and to increase the use made of FPNDs.*
- *There is a large Telephone Investigation Bureau (TIB) on the BCU that takes approximately 55% of all crime. Whilst this high proportion is to be congratulated, there are concerns that some investigative (including forensic) opportunities may be missed and that some burglaries are inappropriately allocated to the TIB. The BCU is encouraged to review the criteria for officer attendance at burglaries so as to ensure that investigative opportunities are not being missed through telephone reporting.*

6.11 Improving Forensic Performance

Strengths

- *Forensic staff attend the DIM and TTCG and there is an effective working relationship between forensic staff and their police officer colleagues. This is particularly so at the Supt (Operations) and BFM level.*
- *There are systems in place between the forensic team and the burglary/robbery squad to review crimes as to their suitability for forensicisation albeit these need to become more formalised. Forensic performance is generally acceptable compared with other BCUs and taking account of Bromley's ability to take burglary elimination prints at the scene.*

Areas for Improvement

- *The MPS has recently changed the performance measures by which forensic performance is assessed and reviewed and this impacts upon the BCU's ability to achieve its priorities. Whilst it is accepted that the measures are continually being refined, there are concerns regarding the creation of a separate percentage target for 'police' and 'forensic' sanction detections. Factors beyond the influence of the Borough Forensic Manager could influence her ability to meet her target (e.g. proactive operations, TICs, corporate initiatives, CMU housekeeping) and render it unachievable. The measures also fail to take account of the BCUs capacity to take elimination prints at the scene of burglaries which impacts upon the retrieval rate.*

6.12 Narrowing the Justice Gap

Strengths

- *The Support Manager clearly understands her priorities as bring offenders to justice, reducing cracked and ineffective trials and supporting the No Witness, No Justice Scheme. There has been a reduction of 200 impending prosecutions over the past few months from 400 outstanding originally.*
- *Relationships with the CPS and Courts are good. The Support Manager now attends the LCJB in lieu of the BCU Commander and she also attends a borough-based equivalent group. There is cooperation at both the strategic and tactical level between the CJ organisations.*
- *Ineffective trials at the Magistrates Court have a target of 15% which is not currently being met (current performance is 21.1%) and the target for the Crown Court is being met. There is a mechanism for reviewing the reasons for failure and improvements are being progressed. A similar process is being developed for dealing with cracked cases. Many ineffective cases involve issues with victims/witnesses and pre-trial reviews are helping identify high risk cases. OBTJ targets are currently being met.*

Areas for Improvement

- *The BCU operates a premium service for PPO case files received within the CJU although the same cannot be said for cases concerning priority crimes. The BCU is encouraged to pursue this theme in conjunction with the Local Criminal Justice Board (LCJB).*

- *There is a system of dedicated custody officers who also have thematic responsibilities. This is currently being reviewed to ensure resilience in certain key areas and more work is required to promote the quality of activity within the suite (e.g. DNA sampling and Livescan error rates) and to reduce delays in the booking in of prisoners. There are currently no Dedicated Detention Officers (DDOs) deployed within the custody suite.*

PROMOTING SAFETY

6.13 Reducing Anti-Social Behaviour

Strengths

- *There was a wide range of problem solving activities deployed to tackle anti-social behaviour in conjunction with partners (e.g. ASBOs, ABCs and dispersal orders) with positive action taken to try to achieve post-sentence ASBOs. That said, there has only been 11 ASBOs issued during the PYTD and work is gathering momentum.*

6.14 Protecting Vulnerable People

Areas for Improvement

- *Although CSU usually only conduct an interview with the offender in domestic violence cases, they are often called to Court to give evidence but are rarely required to do so. This results in the loss of a minimum of half a working day, which could be better spent on live investigations. This needs to be explored further with the CPS with a view to minimising unnecessary abstractions.*
- *Whilst the BCU is achieving its SD target for domestic violence, a large proportion of disposals relate to cautions (apparently some 60%). With the forthcoming DV Advocacy Scheme, the BCU will need to consider whether this disposal profile reflects the needs and wishes of victims and helps reduce the crime through a lower repeat victimisation rate.*
- *Although there are minimum standards of investigation for domestic violence offences, these are rarely being adhered to and the quality of the form 124D is usually poor even though a supervisor has reviewed it. In addition, there is no formal process in place to allocate and check the quality of investigations carried out by CSU staff. The unit supervisors should do this but the high workloads make it difficult to achieve.*
- *There is no formal contact between the CSU and PPU to exchange information or discuss cases that potentially are of mutual interest even though they are located in the same building.*

PROVIDING ASSISTANCE

6.15 Call Management

Strengths

- *The Borough Business Manager leads on the transition to MetCall due in June 2007 and there is a nominated project lead, an action plan and a resource plan to staff the Integrated Borough*

Operations (IBO) function. Work in this area has been communicated well by the BCU.

RESOURCE USAGE

6.16 Human Resource Management

Strengths

- *The BCU commander chairs the statutory quarterly meetings which are preceded by site visits. Health and Safety issues are linked to officer safety training (e.g. how a firework attack on a SNT base led quickly to a pragmatic and practical series of improvements). Generic and specific risk assessment are routinely conducted and reviewed.*
- *There is an appropriate emphasis placed upon first line management responsibilities for HR issues and this has been supported by training input for sergeants. MPS HR policies and procedures are communicated through Aware and e-mail. There are a limited amount of local HR policies. HR Manager has attended all Bromley Briefings every quarter to take questions and communicate HR changes.*
- *Performance regarding tackling sickness absence is generally good on the BCU with targets being met in all areas except for police staff sickness (currently at 12.3 days per officer against a target of 9.0 days - September data). The BCU robustly follows MPS policy on attendance management and this could now be enhanced by the inclusion of team-based sickness targets within line manager's PDR objectives and by some analysis of causation when targets are not met. The BCU has an Attendance Management Forum at which trends and common issues are discussed with SMT colleagues.*
- *In general terms, staff felt recognised for the work they undertook both formally and informally. This included Quality of Service Reports (QSRs), commendations, bonus payments and informal thanks given in a timely manner. To enhance this good work further, the BCU may wish to consider increased peer involvement in the determination of formal recognition and there was scope for increased timely informal recognition from the SMT.*
- *In general terms, staff felt recognised for the work they undertook both formally and informally. This included QSRs, commendations, bonus payments and informal thanks given in a timely manner. To enhance this good work further, the BCU may wish to consider increased peer involvement in the determination of formal recognition and there was scope for increased timely informal recognition from the SMT.*

Areas for Improvement

- *HR management underpins the effective delivery of policing services on a BCU. There are concerns regarding the proposed MPS changes to the function in that key HR functions that present risks to the BCU may not be discharged at the borough level (e.g. sickness interviews, case conferences, immediate HR advice). This has led to uncertainty amongst local HR staff and some instability. The BCU is encouraged to influence the corporate direction in this regard and seek the retention of higher risk activities at the BCU tier, where the staff affected work and are line managed.*
- *PDR compliance for timeliness is good but much work remains to improve the quality and value of the product. There is a need for increased care regarding the construction of objectives. There are periodic requirements for applications for specific posts to include the*

last three PDRs and to comprise a certain level of achievement. There is scope to withhold competency related threshold payments in suitable cases;

- *There are 4.6% police officers on recuperative duties and 5.4% of officers on restricted duties. Postings are usually decided by the People Panel as influenced by the BCU priorities. This represents 10% of the total workforce and is high relative to other BCUs in the MPS. Increased liaison with Occupational Health Department and management intervention is therefore required to reduce this number.*

6.17 Training, Development and Organisational Learning

Strengths

- *HMIC are encouraged by the development of a training capacity to address local themes in addition to delivering mandatory training. Historically these have been directed towards the core teams and work is in hand to extend this to other teams and units, particularly the CID. Mandatory training is discharged to the required standard.*
- *The borough has created a post of Inspector Development/Training to identify and act upon the common/essential training needs derived from PDRs, performance and other sources. This is a positive initiative and could form part of a wider theme that promotes organisational learning across the BCU.*

Areas for Improvement

- *There is a need to improve the training delivered to members of the MSC and to ensure that ownership of this theme rests with the individual post holder. They receive mandatory training and little more with the remaining skills developed in the workplace.*
- *There is a recognition that work is required to create a skills base that identifies compatible skill sets by teams and which initiates training when shortfalls occur. The absence of such action potentially impacts upon abstractions/costs and the BCU is encouraged to develop such a system.*

6.18 Race and Diversity

Strengths

- *The BCU has yet to meet its diversity targets for the ethnic mix of its workforce and the BCU is somewhat constrained in its ability to do so (it does control the recruitment and posting of police officers). That said, the Volunteer Coordinator has achieved a 29% of volunteers from BME communities, thereby reflecting the MPS percentage.*

Areas for Improvement

- *There is little evidence that the BCU has recently assessed its compliance against the various types of discrimination legislation, including the Disability Discrimination Act or the Race Relations (Amendment) Act.*
- *The MPS Diversity Strategy has been much delayed (over 8 months). At Bromley, the BCU has taken the six key strands from the outgoing strategy and these are being examined with a view to identify a position statement. That said, little has occurred to progress diversity issues*

beyond the arena of HR themes and this presents a significant risk the BCU in the context of an increasingly diverse population and concerns from some partners regarding a perception of increasing levels of hate crime.

6.19 Resource Management

Strengths

- *The BCU has rightly adjusted and reduced the overlap between response team shifts to one hour so as to maximise efficiency between shifts. A crude analysis of response team workload indicates that there are approximately four CAD calls (immediate and soonest) per head of minimum strength each day. This represents a slightly heavier workload than other MPS BCUs and is supported by a CAD open incident list that regularly comprises at least 50/60 calls. The BCU will need to carefully review response team workloads after it has gone live with MetCall in June 2007.*
- *The BCU exercises good fiscal management and is projected to end the year (2006/07) within budget. Police overtime budgets are appropriately devolved to inspectors and there is scope to incorporate compliance with these within their PDR objectives.*

Areas for Improvement

- *There is minimal activity occurring in terms of sponsorship and efficiency planning.*
- *Resource management decisions are taken by the BBM at RMG meetings but there is no demand reduction strategy that draws together the range of themes. The BBM has the operational focus through the RMG to ensure the best utilisation of resources in accordance with the NIM control strategy (e.g. the restructuring of the BSU/SNT proactivity). Response teams demand profile shows a fluctuating demand profile and yet minimum strengths are constant throughout the 24/7 cycle (15 each shift).*
- *The BCU has an asset (Proceeds of Crime Act) recovery officer but there is a sliding scale of what it receives back from the MPS. This is now based on the cost of resources deployed to recover assets and not a proportion of seizures. This runs the risk of removing the incentive for BCU to invest in this area and the BCU Commander is encouraged to lobby for a more incentivised system.*
- *Accepting some notable examples of improved use of resources (shift overlaps reduced, maximising use of TIB, etc) there remains scope to increase demand reduction and efficiency-related work. This includes analysing repeat CAD calls and initiating problem solving resolutions, introducing variable minimum strengths, diverting inappropriate CAD calls and increased use of the MSC and Community Volunteers.*
- *The BCU does not follow MPS policy on double crewing. One vehicle is single-crewed each shift to respond to 'soft' incidents where police have been requested but not as a priority. This decision may well be appropriate (there may even be a case for others) but it should be subject to a risk assessment that is based upon evidence of risk.*

6.20 National Intelligence Model (NIM)

Strengths

- *The BCU has an agreed process for the consideration, commissioning and review of problem*

solving initiatives within its CDRP structure. This process works alongside the TTCG meeting and involves the key stakeholders in partnership activity. The process represents an effective mechanism to regulate and provide a partnership mandate for problem solving work in the borough.

- *The Tasking Manager role has had a positive impact in the coordination of proactive operations on the BCU. This initiative is commended as the role helps to trouble-shoot proactive tasking issues as they arise.*
- *The Superintendent Ops chaired the BTCG. There was a robust system in place to ensure all the issues were addressed, presented by PowerPoint this included slides on current positions on priority crime and ASB. The chair was direct in his tasking and ensuring individuals in receipt of tasks were accountable and aware of what was required. Praise was given to SNT with regard to crime reduction and leafleting activities.*
- *There is a growing intelligence culture on the BCU that could be enhanced further by the careful use of performance measures that assess both the quantity and quality of intelligence submitted by teams.*
- *The Inspector (Intelligence) is to be congratulated for the improvements made within the Borough Intelligence Unit (BIU). The unit is properly structured, applies effective systems for the monitoring of RIPA authorities, PATPs, tasking, F302s, outstanding forensic dockets, ASBOs and ABCs. Many staff commented on recent improvements to the unit and its key products and this excellent work should now be progressed by increasing staff awareness of the NIM and its key processes and products.*
- *The BCU generates the key NIM products of a tactical assessment, strategic assessment, subject profiles and problem profiles. The recent inclusion of a control strategy (that would in itself benefit from a more simple front-end to articulate priorities) is overdue albeit constrained by the continued absence of a Higher Analyst and a regular crime analyst.*
- *The BCU operates a highly impactful Daily Intelligence (DIM), Daily Management Meeting (DMM) process. These were observed by HMIC on several occasions and found to be extremely well managed, engaging and highly focused. The DIM process rightly leads to hot taskings following an intelligence-based discussion and the DMM concentrates more on issues of compliance linked to performance. These are attributed as the single most influential factor for performance improvements over the last three months.*

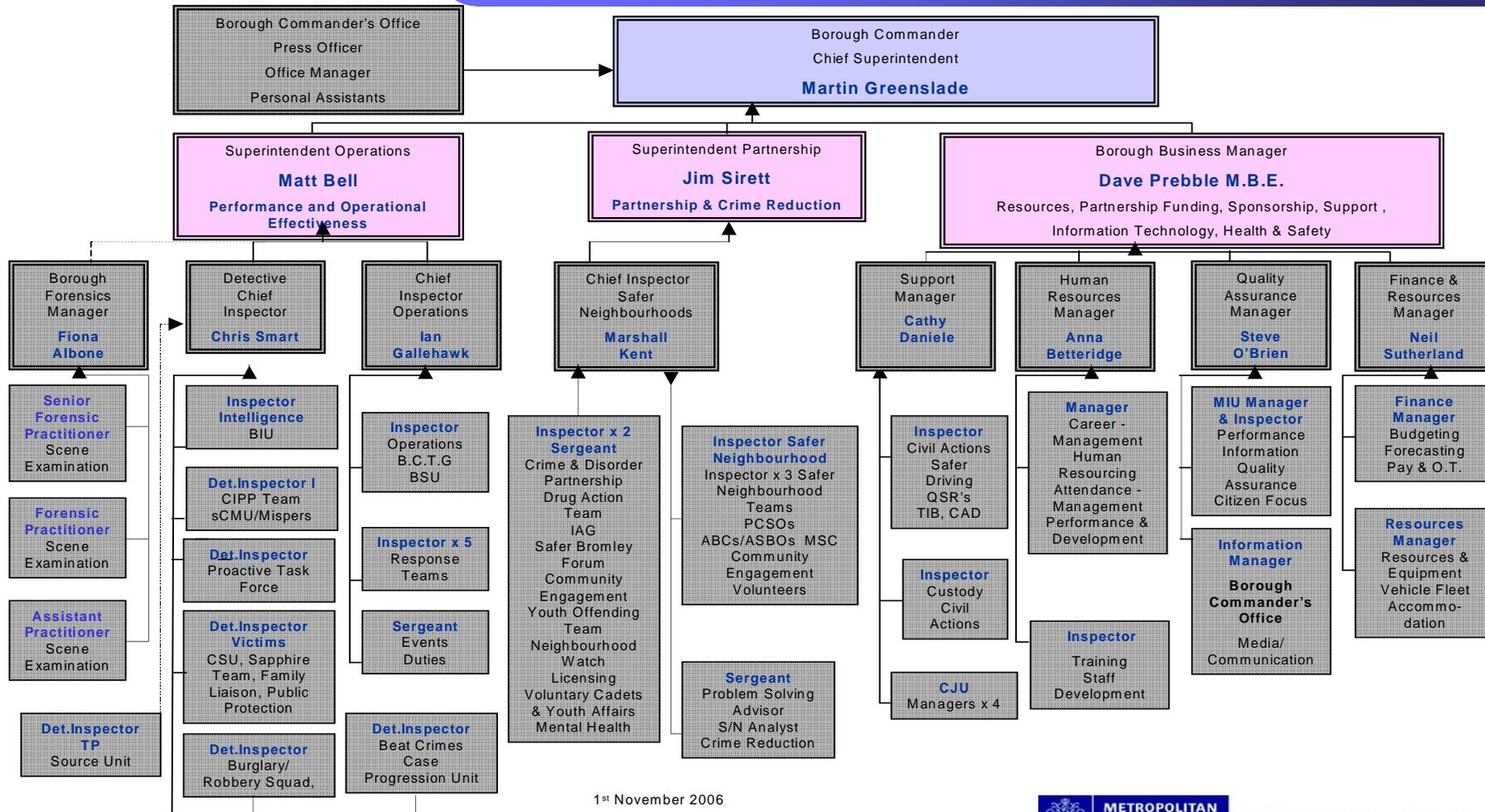
Areas for Improvement

- *The BCU Commander is encouraged to engage senior partners in the review of the six monthly strategic assessment at its Strategic Coordination and Tasking Group meeting with a view to influencing the focus of partnership-based community safety activity.*
- *The PPO scheme is ready for expansion in consultation with key partners. There is scope to introduce a tiered process of more PPOs for intervention with partners on a graduated scale. Each will require an intervention plan, a lead responsible for action and a subject profile and the BCU may wish to consider assigning ownership of the most serious PPOs to its Crime Squad or BSU and those within the second tier to SNTs. The scheme should also be more widely publicised across the BCU and partnership so that all engaged in community safety work understand its purpose and their potential contribution towards its aim.*
- *There is scope to improve the quality of taskings, including the contextual information that*

underpins what is required and why. These should also include feedback on good news stories whereby taskings have led to good results.

Bromley Borough Police Management Structure

Not Protectively Marked



1st November 2006

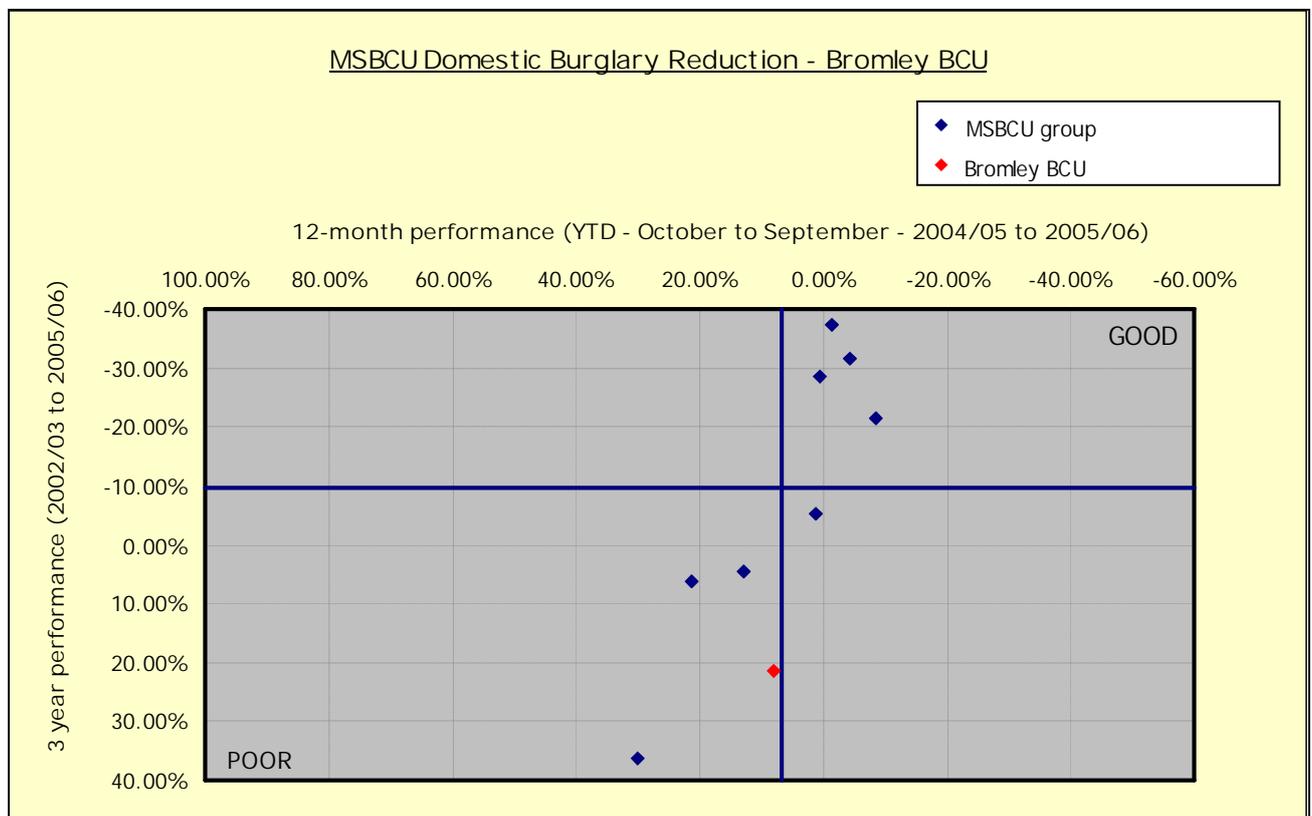
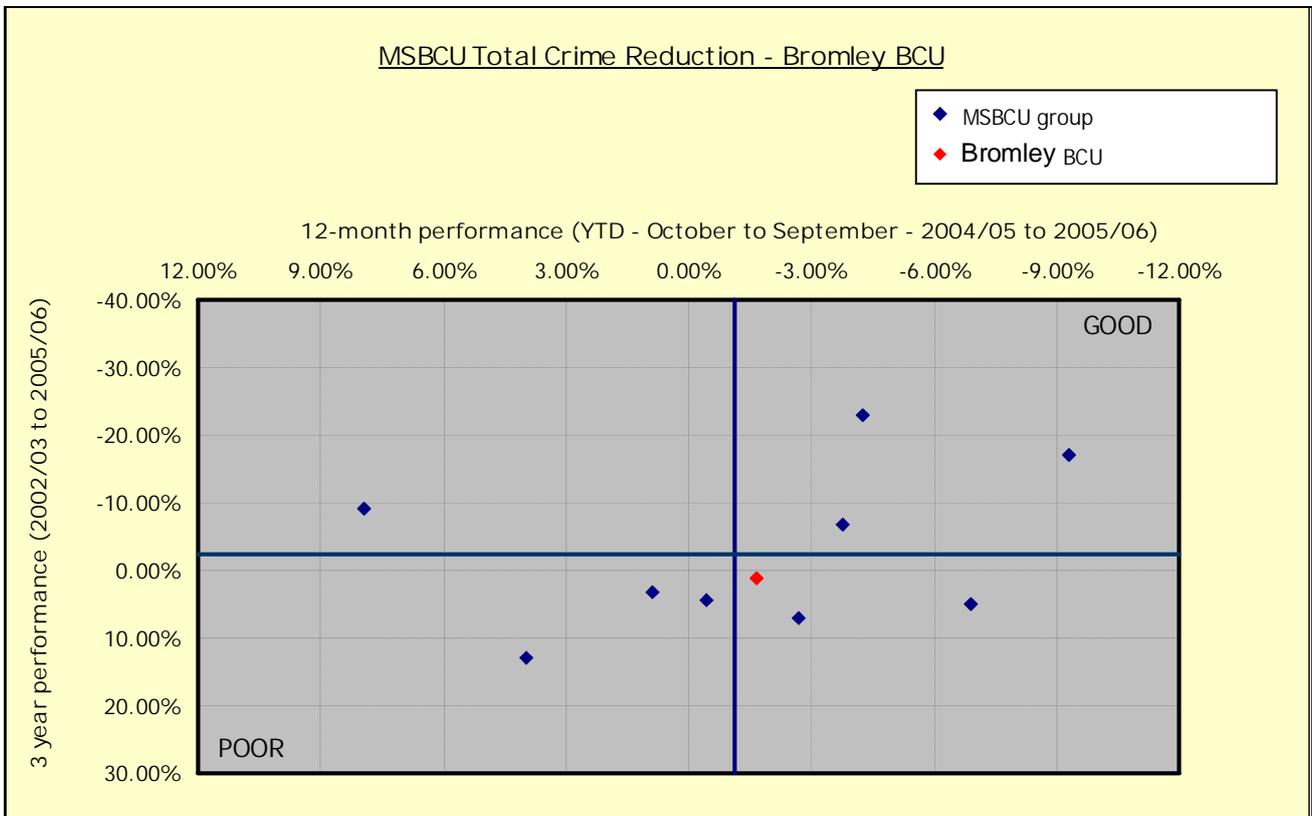


Working together for a safer London

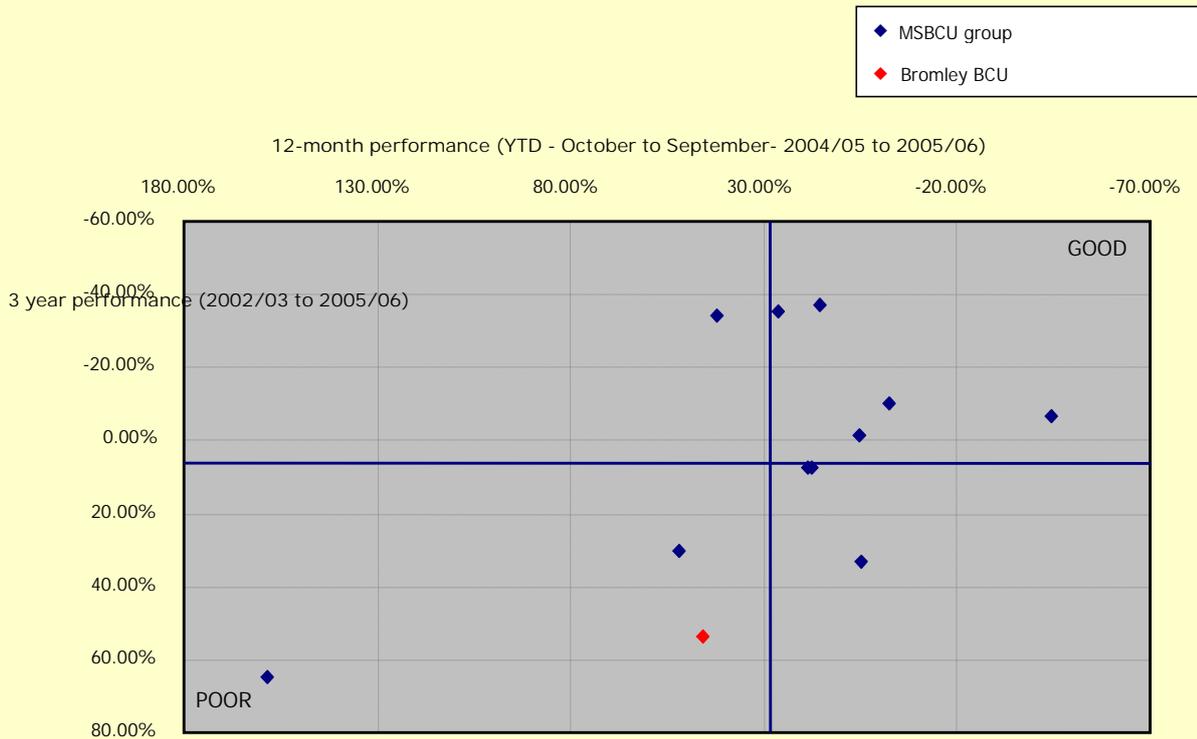
Appendix 'B'

The BCU has an appropriate structure which is aligned to the Force Strategy		0 scores	1 scores	2 scores	3 scores	4 scores	5 scores
Q01	My role is clearly defined and contributes to the BCU and Force Strategy	0.00%	1.56%	6.25%	21.88%	42.19%	28.13%
Q02	I am set objectives which are clearly relative to my role and experience	0.00%	6.25%	6.25%	18.75%	42.19%	26.56%
Q03	Lines of accountability and responsibility within the BCU are clearly defined	3.13%	6.25%	14.06%	25.00%	29.69%	21.88%
Q04	Resources are effectively managed within the BCU including specific issues of demand and deployment	7.81%	20.31%	23.44%	32.81%	14.06%	1.56%
Q05	Throughout the BCU teams are balanced in terms of skills, experience and diversity	15.63%	23.44%	17.19%	25.00%	15.63%	3.13%
Q06	The health and safety procedures on the BCU are effective and make me feel safe in my workplace	0.00%	7.81%	15.63%	25.00%	31.25%	20.31%
The BCU has a performance culture with integrity							
Q07	My manager demonstrates an interest in my performance and development	0.00%	6.25%	7.81%	23.44%	28.13%	34.38%
Q08	I receive the development I need to perform my role	0.00%	12.50%	10.94%	31.25%	28.13%	17.19%
Q09	Within the BCU, good performance is recognised and rewarded	4.69%	23.44%	31.25%	25.00%	14.06%	1.56%
Q10	Innovation is promoted and supported on the BCU	14.06%	14.06%	28.13%	28.13%	15.63%	0.00%
Q11	On the BCU there is effective use of the National Intelligence Model - resources/tasking/coordination	26.56%	4.69%	12.50%	28.13%	23.44%	4.69%
Q12	BCU managers ensure that maintaining our integrity is more important than achieving good performance	15.63%	18.75%	12.50%	25.00%	28.13%	0.00%
Q13	The BCU delivers an effective service to the community	3.13%	12.50%	15.63%	28.13%	34.38%	6.25%
Diversity							
Q14	Diversity is embedded within the BCU, specifically in terms of personal values and all areas of business including selection and appointment of staff	4.69%	7.81%	7.81%	28.13%	32.81%	18.75%
Q15	Fairness at work procedures (e.g.: grievance or appeals) can be confidently used by staff on the BCU without fear of recriminations from managers	23.44%	9.38%	9.38%	18.75%	26.56%	12.50%
Q16	My manager's decisions in respect of operational issues are consistent	4.69%	9.38%	10.94%	17.19%	35.94%	21.88%
Q17	My manager's decisions in respect of disciplinary issues are consistent	9.38%	6.25%	18.75%	4.69%	42.19%	18.75%
Q18	My manager to solves problems effectively	3.17%	9.52%	9.52%	17.46%	38.10%	22.22%
Q19	My manager inspires me with confidence	0.00%	12.50%	18.75%	12.50%	37.50%	18.75%
Q20	Sickness and welfare are effectively managed within the BCU	12.50%	9.38%	7.81%	28.13%	31.25%	10.94%
Q21	Managers deal effectively with bullying	31.25%	12.50%	7.81%	6.25%	31.25%	10.94%
Q22	Abstractions from duty - other than sickness - are effectively managed within the BCU	17.19%	10.94%	20.31%	18.75%	23.44%	9.38%
Q23	There is a commitment within the BCU to staff retention	12.50%	28.13%	18.75%	17.19%	23.44%	0.00%

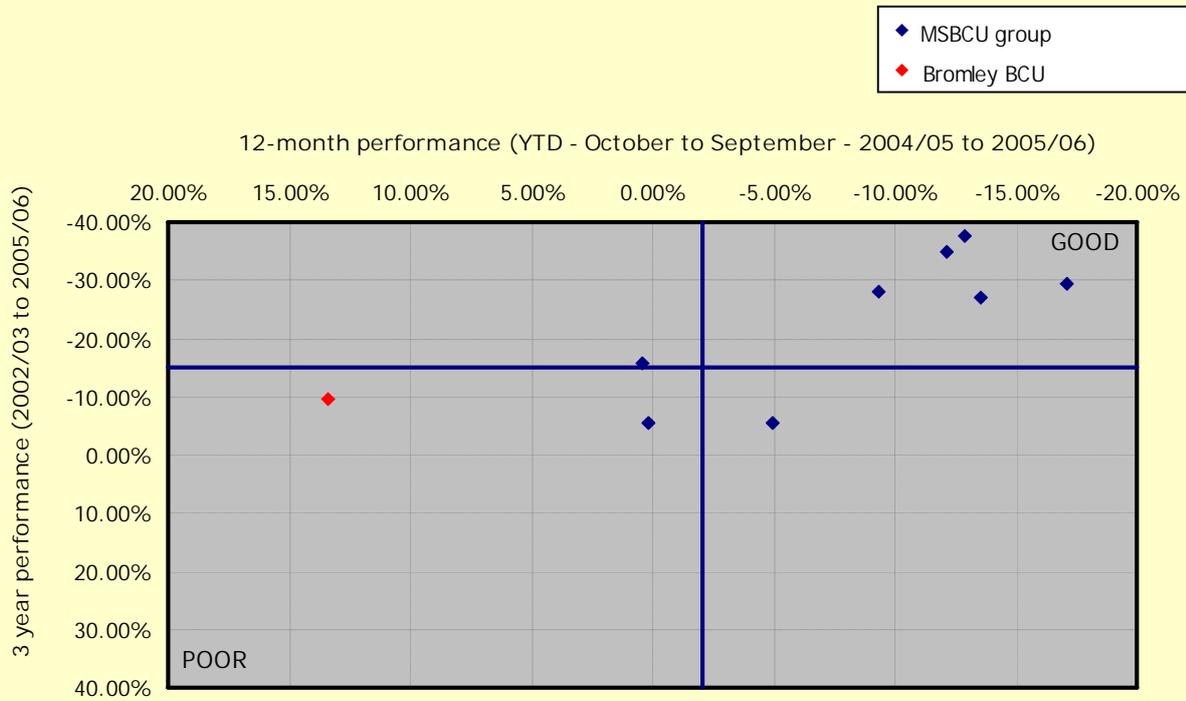
Personnel management							
Q24	I have regular and meaningful contact with my line manager	0.00%	7.81%	9.38%	12.50%	34.38%	35.94%
Q25	My manager demonstrates a genuine interest in me	0.00%	7.81%	14.06%	10.94%	42.19%	25.00%
Q26	I feel that my contributions are welcomed and valued	0.00%	9.38%	10.94%	21.88%	39.06%	18.75%
Q27	My manager makes me feel proud of the service we deliver	1.56%	12.50%	15.63%	23.44%	28.13%	18.75%
Q28	My manager makes me feel trusted, valued and included	0.00%	12.50%	12.50%	17.19%	31.25%	26.56%
Q29	Training and development is allocated on the BCU according to need	7.81%	17.19%	15.63%	37.50%	17.19%	4.69%
Q30	I am encouraged to learn by my manager	0.00%	15.63%	12.50%	21.88%	34.38%	15.63%
Q31	I feel prepared for future changes	4.69%	17.19%	12.50%	28.13%	29.69%	7.81%
Q32	Coaching and mentoring is available to me if I need it	9.38%	15.63%	14.06%	25.00%	25.00%	10.94%
Q33	Personnel issues are dealt with by my manager in a relevant and timely manner	9.38%	9.38%	7.81%	10.94%	42.19%	20.31%
Communication							
Q34	The BCU Commander & Senior Management Team has a high profile within BCU	1.56%	14.06%	21.88%	34.38%	21.88%	6.25%
Q35	My manager communicates relevant information to me	0.00%	6.25%	12.50%	25.00%	31.25%	25.00%
Q36	I feel that, where it is appropriate, I am consulted on matters of policy and strategy	1.56%	20.31%	17.19%	26.56%	26.56%	7.81%
Q37	My manager is available when I need to talk to him/her	0.00%	4.69%	7.81%	20.31%	32.81%	34.38%
Q38	The BCU Commander, Senior Management Team are available to staff at appropriate times	9.38%	18.75%	14.06%	31.25%	20.31%	6.25%
Q39	The BCU Commander and SMT respond in a positive way to feedback from staff	12.50%	25.00%	18.75%	28.13%	10.94%	4.69%
Q40	My manager responds in a positive way to feedback from staff	0.00%	9.38%	12.50%	17.19%	45.31%	15.63%



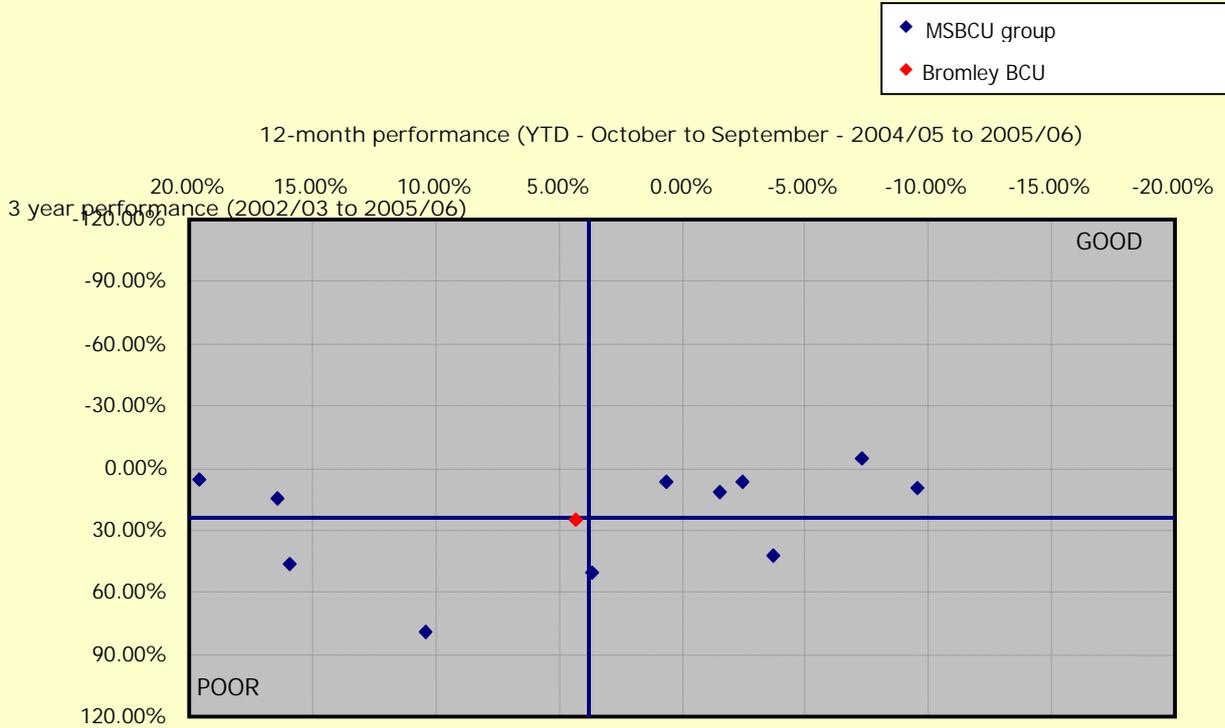
MSBCU Bromley Robbery Reduction - Bromley BCU



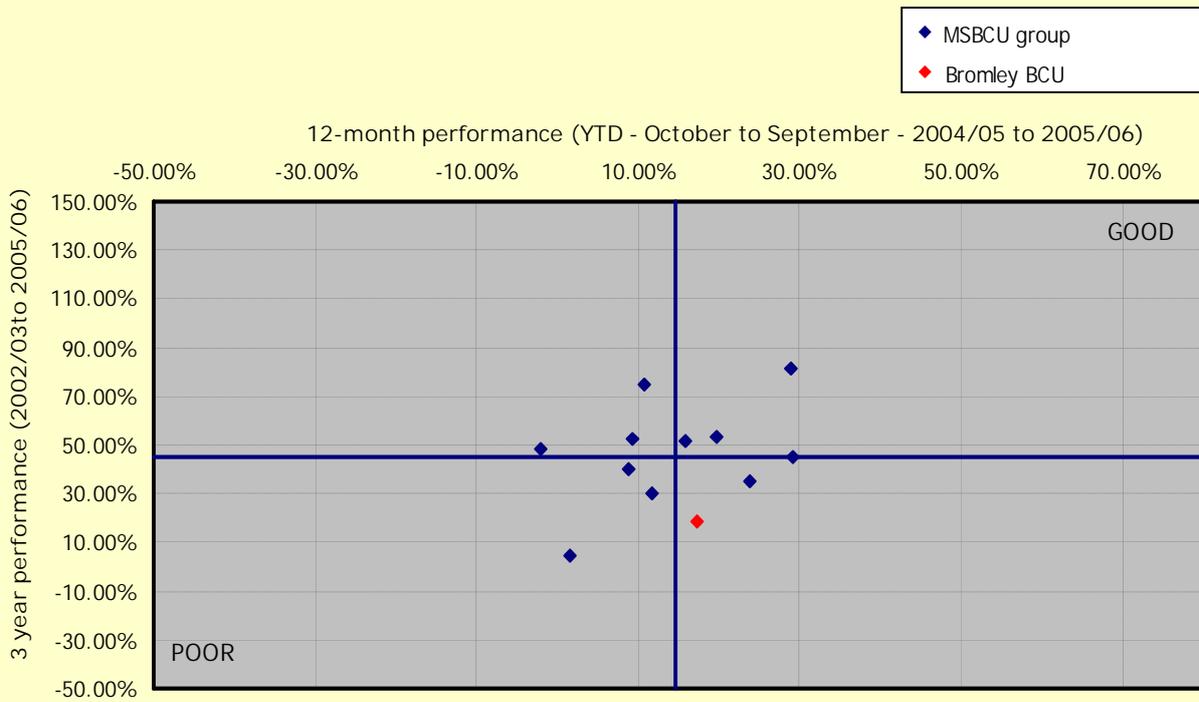
MSBCU Vehicle Crime Reduction - Bromley BCU

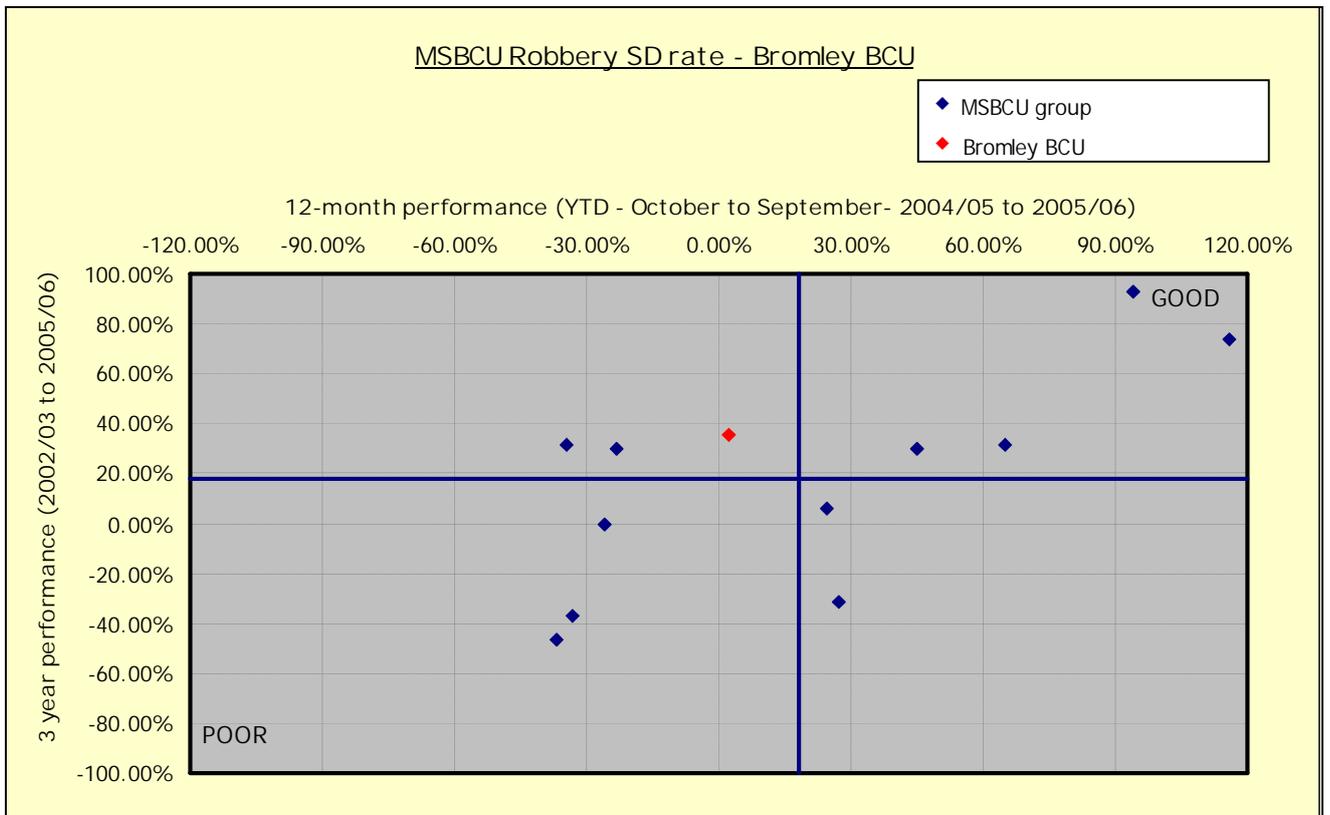
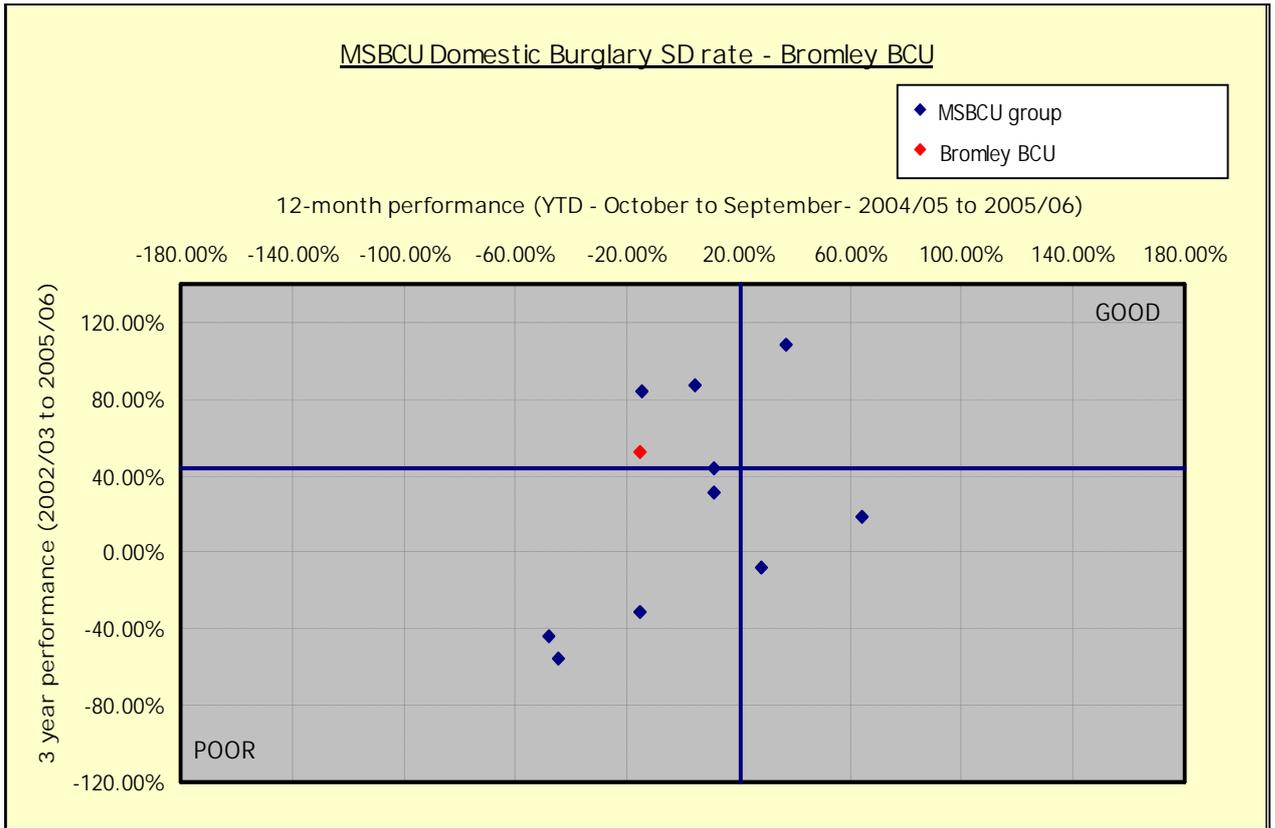


MSBCU Violent Crime Reduction - Bromley BCU



MSBCU Total Crime SD rate - Bromley BCU





NOTIONAL CONTRACT

Purpose

This 'notional contract' follows an HMIC inspection of **Bromley BCU** in the **Metropolitan Police Service**, that was conducted between **the 27th November to 4th December 2006** and sets out the action required by the BCU together with the improvement outcomes required. It is between the HMI, the BCU Commander and his/her ACPO line manager.

Action Required

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

For **Bromley BCU**, HMIC requires that the following recommendations be implemented by the **1st January 2008** at the latest:

Recommendation (1): Performance Management

That the BCU builds upon its developing performance management framework by:

- Publication of a statement of the BCU policing style that defines how each element of the BCU should work together towards a common vision and priorities;
- Introducing a framework for effective performance management meetings between inspectors, sergeants and constables and with short action sheets;
- A review of team-based performance data so as to create a simple set of key performance data that reflect the core business of units and their contribution towards BCU priorities;
- The inclusion of these key performance measures within the PDR objectives of team leaders;
- An effective and properly targeted BCU-level inspection and review capability.

Recommendation (2): Managing Diversity

That the BCU constructs and implements a diversity strategy that is consistent with the emergent force strategy and which takes account of the findings from the gap analysis work currently underway and which includes:

- The routine review of the correct and ethical use of police powers amongst minority communities;
- Engagement with and full exploitation of the Independent Advisory Group (IAG);
- A review of compliance with existing diversity legislation;
- Development of third party reporting mechanisms for all types of hate crime;
- Engagement with new and emerging BME groups.

Recommendation (3): Staff Engagement and Inclusion

In consultation with staff associations, that the SMT improves and builds upon existing mechanisms (e.g. Bromley Briefings, SMT presentations and personal interactions, etc) for the way in which it engages and consults with BCU staff potentially affected by change so as to

make policy and strategy development a genuinely inclusive process.

Recommendation (4): Developing Proactive Capacity

Under an appropriate SMT lead, that the BCU creates and implements a resource/demand management strategy and action plan that maximises the efficient use of resources. This will need to include the following areas of activity:

- Analysis of repeat CAD calls to identify problem solving opportunities to reduce demand;
- A review of response team demand with a view to introducing variable minimum strengths and a single-crewing policy that follows MPS policy;
- Further promotion of the Community Volunteer Scheme and Special Constabulary;
- Increased sponsorship and efficiency activity within MPS policy.

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

Improvement Outcomes

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

Bromley BCU is expected to meet or exceed the following performance targets **by 1st January 2008**:

- To improve MSBCU quartile positioning for its crime reduction from the time of inspection for robbery, residential burglary, vehicle crime, violent crime and total notifiable offences (all from bottom to third);
- To improve MSBCU quartile position for its sanction detection rate from the time of inspection for total notifiable offences, vehicle crime and violent crime (all from bottom to third).
- To maintain or improve MSBCU quartile position for its sanction detection rate from the time of inspection for residential burglary and robbery.

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

BCU Revisit and Review

Bromley BCU will be revisited by HMIC (Allington Towers, London) on or soon after **1st January 2008** to determine whether this notional contract has been fully discharged. At the 12 months stage (1st January 2008), HMIC will make an overall assessment that will fall within one of the following four options:

- 1) fully discharged;
- 2) partially discharged with further revisit scheduled;
- 3) fully or partially discharged with aspects voided; and
- 4) not discharged with PCSD referral.