

June 2007

HM Inspectorate of Constabulary London and BTP Office

Inspection of Camden BOCU Metropolitan Police Service (MPS)



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1. Executive Summary

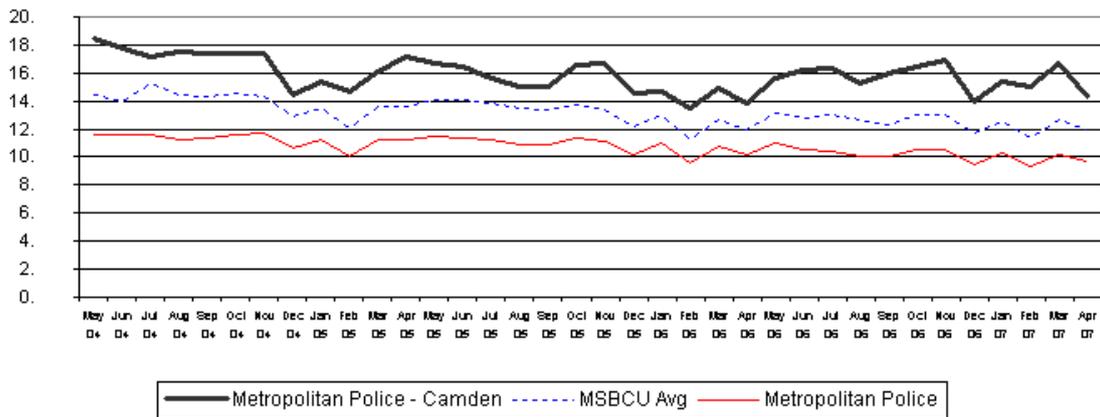
- 1.1 Comprising approximately 22 square kilometers in the heart of London, Camden is a BOCU of multicultural diversity and contrasts. The business centres of Holborn, Euston and Tottenham Court Road contrast with the exclusive residential districts in Hampstead and Highgate and upcoming Belsize Park, the open spaces of Hampstead Heath, Parliament Hill and Kenwood, the youthful energy of Camden Town, the multi-occupancy housing in Kentish Town and West Hampstead, and the relative deprivation of areas such as Kings Cross and Gospel Oak. Daily, the number of people passing through the major transport termini and visiting the commercial, social and entertainment facilities, swells the population of Camden. Camden is the most economically polarised BOCU in London, with the gap between the richest and poorest wards greater than anywhere else in London. The BOCU comprises a staff of just under 1000 members of staff, including police officers and police staff.
- 1.2 The BOCU was the focus of the terrorist attacks of 7/7, sustaining two attacks at Kings Cross, Russell Square and Tavistock Square. In addition to daily business, the management of the scenes, subsequent enquiries, maintaining community confidence and welfare support of staff, was a major task undertaken by the BOCU for a significant period after the event. The outstanding role played by Camden personnel is evidenced by the number and levels of commendations received by its staff.

MSBCU Performance¹

- 1.3 Historically, levels of All Crime have been higher than the MSBCU average and have maintained a stable gap between the two. However, in recent times the gap has widened slightly and the levels of offences for Camden are showing increases when compared to the equivalent data of a year ago. However, it should perhaps be noted that for the previous two months levels of offences have shown a considerable decrease, as can be seen below:

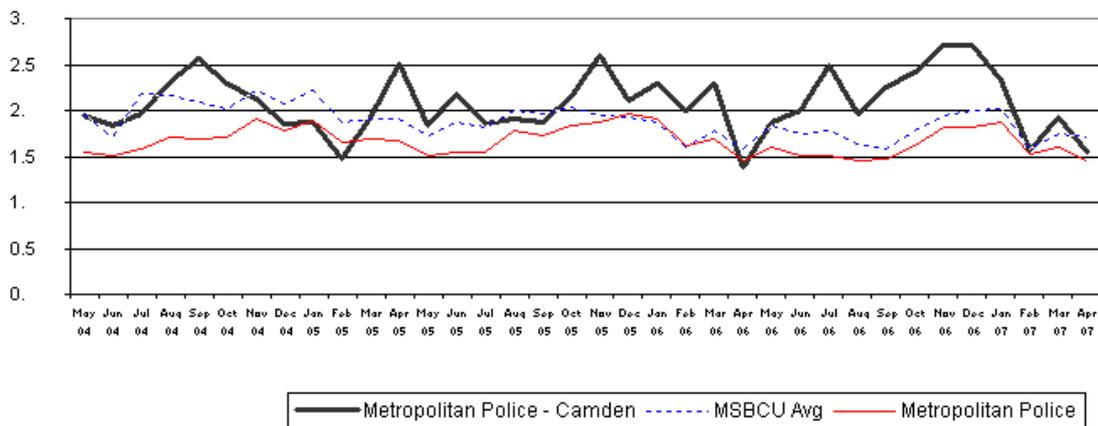
¹ All performance data relevant to the time of reporting.

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Comparison Chart - Crimes per 1000 Residents: Metropolitan Police - Camden All Crime 'Most Similar' BCUs 01 May 2004 - 30 Apr 2007

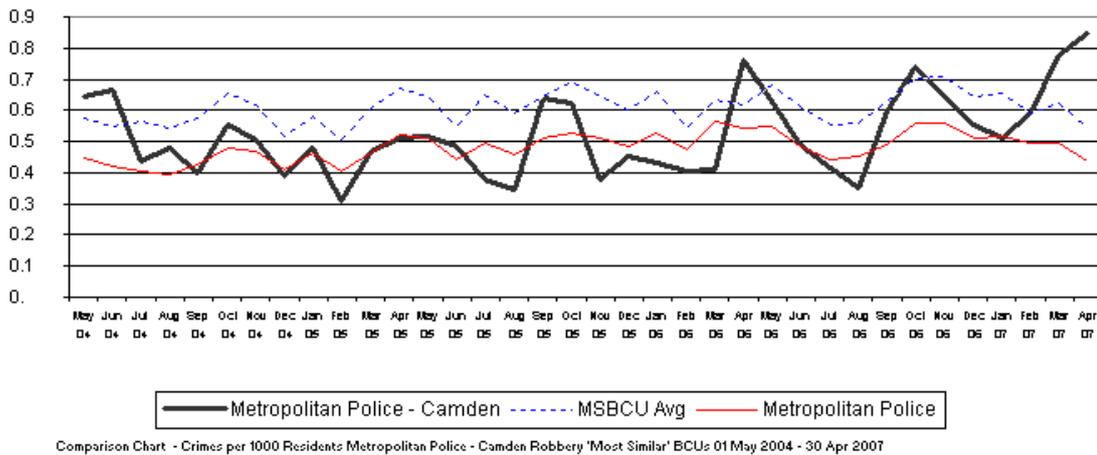
1.4 Levels of Domestic Burglary have shown a lot of fluctuation over the last three years. In particular, levels were high and far above the MSBCU average between May 2006 and January 2007. However, for the rest of 2007 levels of offences have remained close to the average with good decreases, as can be seen in the chart below:



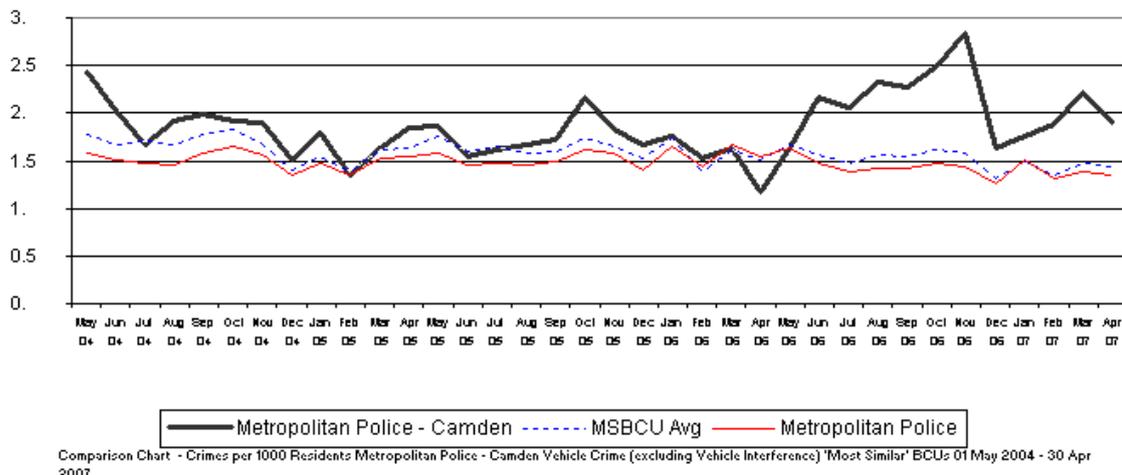
Comparison Chart - Crimes per 1000 Households: Metropolitan Police - Camden Domestic Burglary 'Most Similar' BCUs 01 May 2004 - 30 Apr 2007

1.5 Historically, whilst being very volatile, levels of offences for Robbery in Camden have mainly been below the MSBCU average. However, increases in the early part of 2007 have seen the BCU with rising levels of offences that are now well above the average and showing no signs of improvement, as can be seen below:

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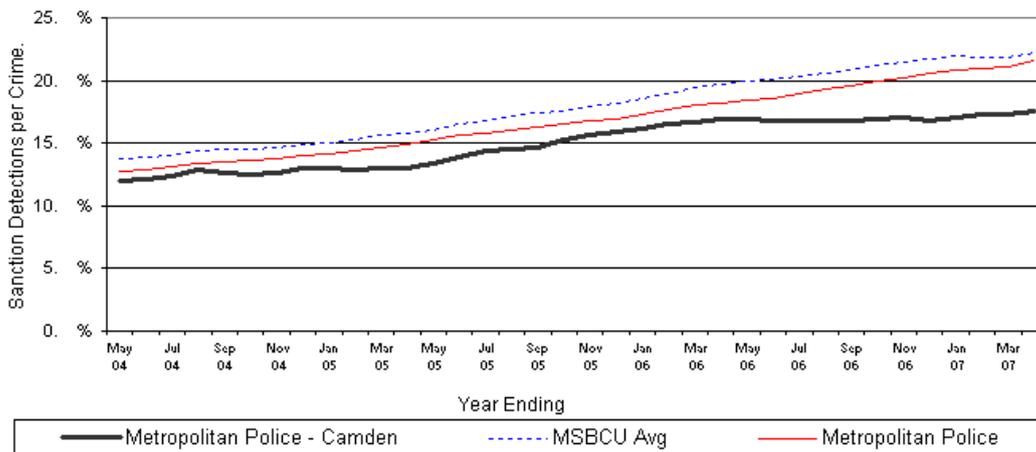
1.6 From a historical point of view, levels of Vehicle Crime have been in line with the MSBCU average. However, from June 2006 increases in the levels of offences have meant that Camden moved above the average and has remained there since. In late 2006 levels had dropped but they have since risen again, as can be seen below:



1.7 Over the last three years, levels of Violent Crime have remained in line with the MSBCU average. In recent times, this has continued to be the case and the BCU is demonstrating year on year decreases in the actual levels of offences.

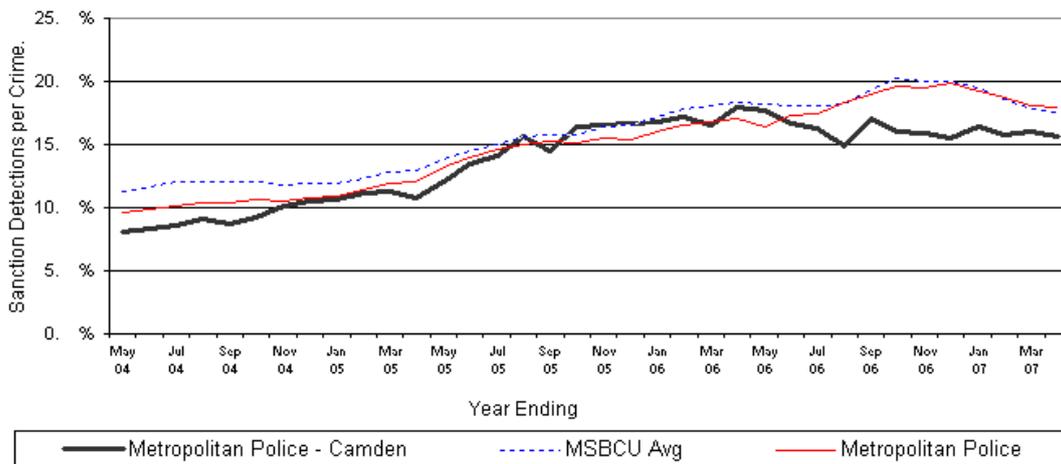
Historically, the Sanction Detection rate for All Crime has been below the MSBCU average. This has remained the case in recent months, with the gap between the two widening slightly. However, it should be noted that the actual Sanction Detection rate for All Crime in Camden has been increasing steadily as can be seen below:

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Metropolitan Police - Camden - All Crime - 'Most Similar' BCUs - 01 May 2004 - 30 Apr 2007

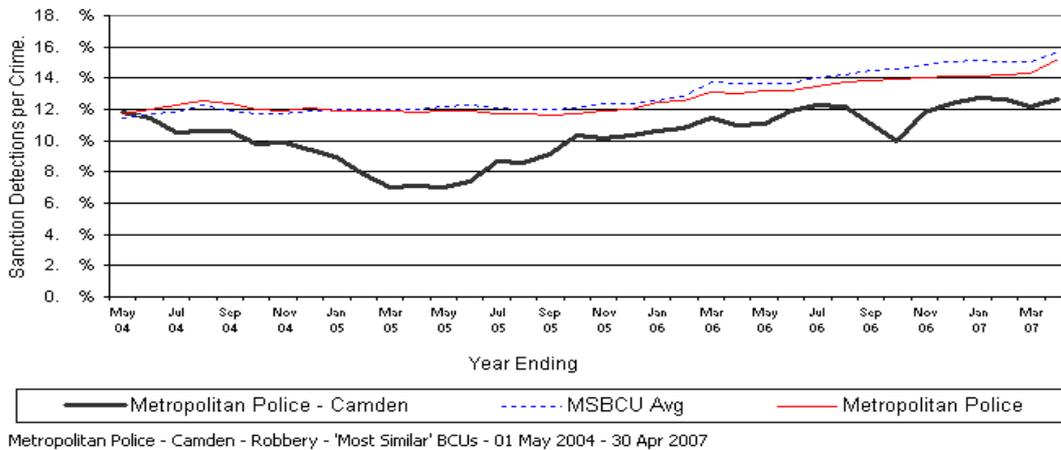
1.8 In the past the Sanction Detection rate for Domestic Burglary in Camden has been in line with the MSBCU average, but in mid-2006 it dropped below the average and has remained there since. However, it should be noted that in recent months the gap between Camden and the MSBCU average has been narrowing although this is due largely to the fact that the average is falling, as can be seen below:



Metropolitan Police - Camden - Domestic Burglary - 'Most Similar' BCUs - 01 May 2004 - 30 Apr 2007

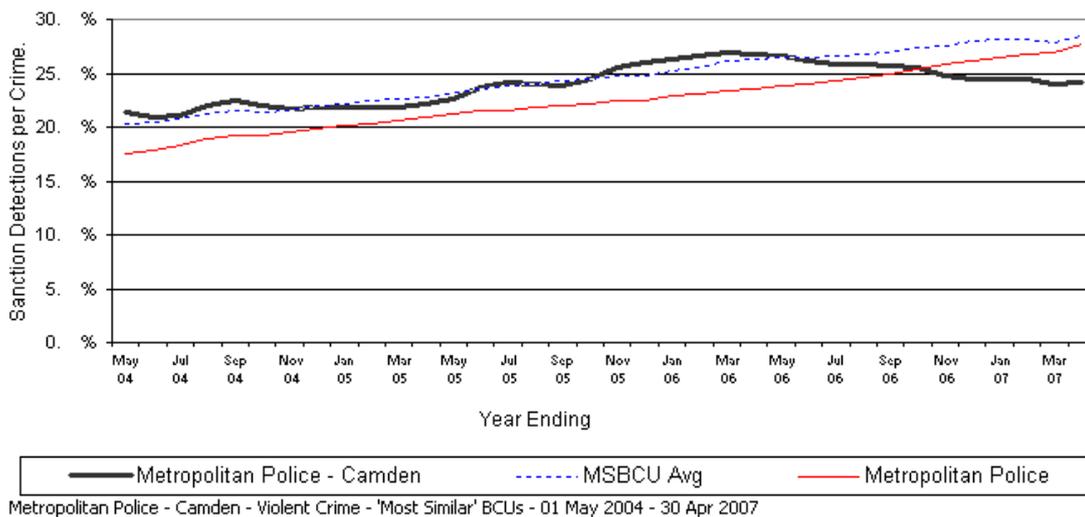
1.9 Historically the Sanction Detection rate for Robbery in Camden has been below the MSBCU average. Recently, despite the fact that Camden remain well below the MSBCU average, the actual Sanction Detection Rate has been steadily improving and is gradually narrowing the gap, as can be seen below:

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1.10 Over the past three years the Sanction Detection rate for Vehicle Crime has been more or less in line with the MSBCU average and in late 2006 the BCU moved above the MSBCU average and has remained there. However, it should be noted that recent decreases in Sanction Detections have narrowed the gap slightly.

Historically, the Sanction Detection rate for Violent Crime in Camden has been in line with the MSBCU average, but in mid-2006 the BCU dropped below the average and has remained there since. The gap has continued to widen slightly although Sanction Detections for Camden no longer appear to be falling, as can be seen below:



1.11 In MPS terms, the BOCU is assessed in terms of performance against BCS Crime ‘Basket of 10’ performance and to date is showing reductions in relation to Criminal Damage -147; Theft Person -92; BCS assaults -90; with increases in Theft MV +157; and Residential Burglary +71. BOCU achievements over the last 3 years include a three-year TNO reduction of 51,000 offences to 40,000, by end of March 2007. By April 2006, the BOCU had achieved a reduction

to 41,000 offences and is on course to achieve the target this year.

- 1.12 Sanction Detection rates in relation to Total Notifiable Offences (TNOs) are at 17.5% and this reflects a higher than peers achievement in relation to charge disposals (highest in MPS). The BOCU is above the MPS target for Domestic Violence and Rape Sanction Detection rates and not far off in relation to Hate Crime rates².
- 1.13 In conclusion, in relation to BCS reduction the BOCU performance is not strong but showing some improvement. In relation to sanction detection achievement the BOCU is again below peer averages, but with slow improvement through 2006.
- 1.14 Performance delivery at Camden is challenging, given the size and complexity of the BOCU and its often conflicting demands. The past two years (2004/5) were extremely successful for the BOCU, with some excellent reduction/detection results achieved. However, for most of 2006 the BOCU has functioned at a level significantly below its BWT (45 police officer posts). This was compounded by its commitment to the MPS corporate projects Metcall and Integrated BOCU Operations (IBO) staff and Neighbourhood Policing, requiring extensive staff redeployment from operational posts to the newly created support functions.
- 1.15 Camden migrated to the Central Communications Command (CCC) at Bow on 9th May 2006. This was achieved concurrently with the introduction of IBO and without additional resources. The implementation of new working practices, has also had an impact on performance, reflected by an increasing response burden and telephone crime reporting. This has been compounded by the corporate difficulties in relation to, bringing on line the Metcall Call Handling System, Metduties and Airwave reception problems and deficiencies in the Mobile Data Terminal (MDT) system. The BOCU also made the decision to redeploy its best qualified staff to SNTs, vesting experience and skill where it was most needed. This was to give the implementation the best chance of success, but impacted on other areas of business. The BOCU is slowly coming back up to its BWT and simultaneously there is some performance improvement.

² Performance data supplied by BOCU at time of inspection.

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- 1.16 The BOCU SCT comprises a Chief Superintendent (BOCU Commander); Detective Superintendent (Crime and Operations); Superintendent (Partnerships); Superintendent (Operations Support); a Business Manager; and a Criminal Justice Unit Manager. The BOCU has benefited from a period of stability at senior officer level, with four of the post holders having been on the BOCU for nearly 3 years and one for 18 months. A new Detective Superintendent had also just arrived.
- 1.17 The BOCU Commander is one of the longest serving and most experienced Chief Superintendents within the MPS and leads and manages the BOCU as a high profile and critical business. Camden BOCU is a significantly large BOCU, equivalent in size to a small provincial force, such as for example, Warwickshire Constabulary. The BOCU Commander assumes the role of Director/Chief Executive, with the other members of the Senior Command Team (SCT) forming the Management Board. Each member of the board has responsibility for a specific business area, or portfolios and directly reports to the BOCU Commander (BCM) via the SCT. The team presented as a united and well informed group in relation to understanding and linking organisational priorities to daily business. They demonstrated awareness of individual and team responsibilities and commitment and loyalty to the MPS and the BCM. The main BOCU strength is undoubtedly its community engagement and partnership/joint working. This evidently has had a long history of development, demonstrating innovation and creativity in many different aspects of service delivery. The SNT implementation undoubtedly benefited, taking collaboration and cooperation to a higher level, as identified during a recent Camden Police Consultation Group (initiated by the BOCU) inspection. The Criminal Justice Unit (CJU) is also a well organised and efficient unit, with excellent relationships with the CPS. This has contributed to its commendable performance in relation to Operation Emerald targets (offences brought to justice).
- 1.18 The biggest challenge confronting the BOCU is the pressing necessity to bring performance back onto target across the board in relation to reduction and detection. Acknowledging the organisational and operational difficulties of the last year, the inspection team nonetheless found that the BOCU performance management framework requires revising and refreshing. The BOCU needs to develop a centrally co-ordinated process that prescribes the accountability structure that is applied consistently across the BOCU, underpinned by a regime of inspection, review and quality assurance. Further, this needs to be supported by timely, relevant and accessible management information, supporting effective monitoring and creating audit trails of achievement that can be utilised to reward effort and address under performance. The SMT

are all aware of the imperative and pressure to deliver and are confident that improvement can be achieved, now that the above issues have been resolved and focus can be re applied to performance delivery.

Recommendations and Good Practice

1.19 The inspection team has made the following recommendations that should contribute to the drive for continuous improvement displayed by the BOCU. 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 BOCU staff participating in focus groups or interviews.

Recommendation (1):

That the BOCU Commander working with BOCU senior command team reviews the current junior command/leadership team in terms of skills, experience and leadership, with the objective of creating a capable, cohesive and dynamic team with a united vision. This will require creating:

- An organisational command structure that needs to clearly reflect BOCU business, that provides clarity of roles, responsibilities and accountability levels, creating a consistent command chain and operating environment for BOCU staff.
- Active and constructive engagement of the Divisional Management Team (inspectors) members in strategic decision and policy making, creating engagement and commitment.
- A range of formal and informal communication processes, enabling consultation with staff in a meaningful and consistent way, fostering engagement and promoting confidence.

Recommendation (2):

That the BOCU continues to develop its sanction detection improvement plan which should include:

- The MPS equivalent plan from Operation Emerald and particularly those aspects relating to custody suite activity.
- Bespoke minimum standards for primary and secondary investigations, together with robust and consistent compliance monitoring and follow-up.
- The rapid progression of outstanding forensic dockets relating to priority and serious crime.
- Intelligent and ethical use of TICs and FPNDs, in accordance with MPS direction.
- Continuing activity to gather intelligence and realise forensic opportunity.

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- Particular commitment to enhancing the detective capability and resilience(notwithstanding reliance on MPS posting panel deliberations) within the Community Safety and Sapphire Units, areas of significant organisational risk and high volume workloads.
- Review of the current proactivity capability and distribution of resources, ensuring that resources are more efficiently focused and performance managed in relation to priority sanction detection levels.

Recommendation (3): That the BOCU:

- Reviews its performance management arrangements. Develops a comprehensive framework that encompasses the full range of performance requirements, as well as BCS delivery. Maximises accountability for performance against priorities at every level of the BOCU in a timely and meaningful manner. The framework should be supported by a management structure that creates clear accountability among leaders and managers at every level of the BOCU and be supported by a consistent system of monitoring and review both on an individual and team basis. This should be supported by a MMR that comprises a minimal number of relevant core indicators of success for each unit/team and variable themes each month to test other issues of concern or ‘mission critical’ matters, such as Critical Incident Management or Missing Person investigations.

Recommendation (4):

That the BOCU creates and implements a Demand Management Strategy that is designed to maximise its proactive capacity and which includes:

- A review of core team establishment levels, overlaps and minimum strengths against their demand profile.
- A review of the necessity for the current BOCU Task Force size, business area location and focus on BCS crime reduction versus potentially more effective deployment onto priority crimes detection.
- Analysis work on repeat calls/crimes with problem solving interventions, tasked to the SNTs.
- Continuing development of telephone investigation capability (currently achieving 40% investigation).

2. Introduction

- 2.1 Basic command units (BOCUs) are a fundamental building block in the delivery of policing services. Aligned to communities, BOCUs 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. BOCUs 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

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affects them and with Crime and Disorder Reduction Partnership (CDRP) colleagues, the delivery of the local community safety strategy (CSS) priorities. As such, individual BOCUs will continue to be subject to increasing scrutiny of performance from both Government and local communities.

- 2.2 The range in performance outcomes between BOCUs presents an opportunity to continuously improve and to maximise the efficiency and effectiveness of this tier of policing. A key ingredient of successful BOCUs 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 BOCU, driving all types of proactive intervention through the systematic and skilled interpretation of intelligence. Successful BOCUs 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 BOCU inspections, HMIC has since moved to a more intelligence-led approach, whereby only a small number of BOCUs 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 BOCUs as an integral part of the wider Baseline Assessment process. All BOCU inspections are now directly aligned to the Baseline Assessment frameworks and police performance assessment framework (PPAF) domains and evidence gathered at the BOCU tier can easily be used to help assess overall force performance.

Box A – Aims of BOCU Inspections

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

- 2.4 The Inspection of Camden BOCU³ in the Metropolitan Police Service was conducted between 18th and 22nd June 2007, preceded by two days of fieldwork on the 7th and 8th June 2007. 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 Camden BOCU for the co-operation and assistance provided to members of the inspection team.

³ MPS BOCU s are BOCU based and are referred to as BOCU Operational Command Units – BOCUs

Methodology

2.5 The Inspection of Camden BOCU consisted of the following core stages:



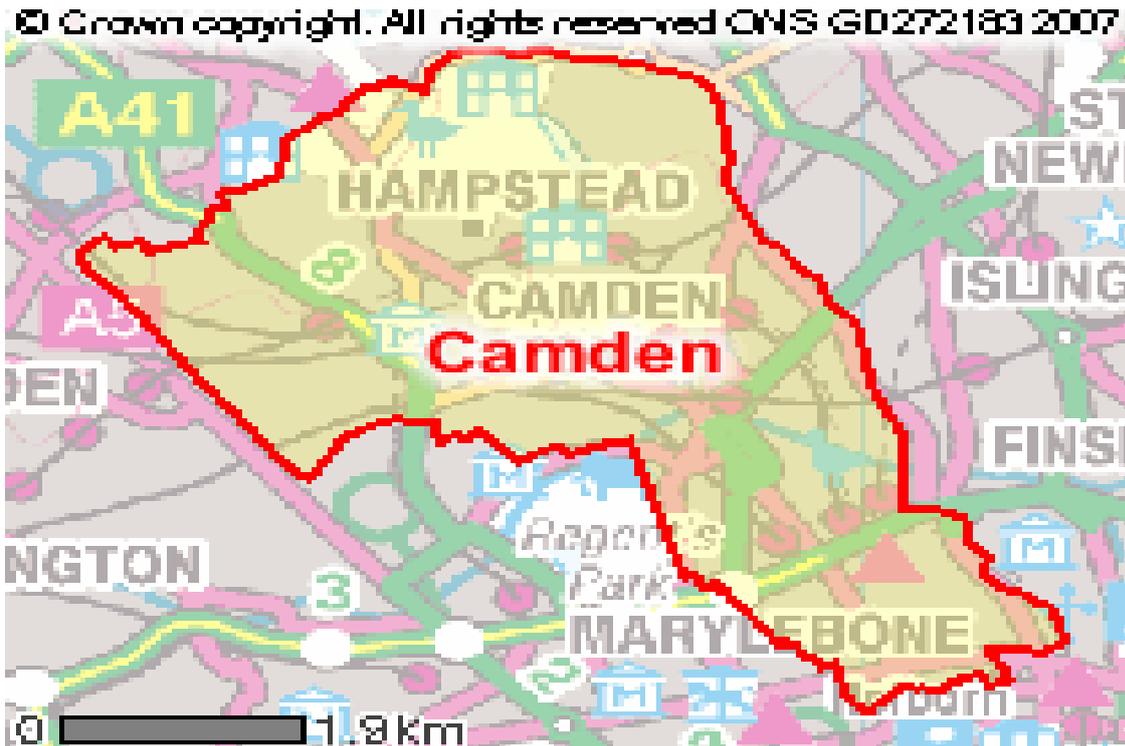
2.6 During the inspection, a total of 17 structured interviews, 23 focus groups and 10 reality checks were conducted, involving over 150 individuals. Other staff members and partnership agency representatives were interviewed during visits to workplace settings. Representatives from the Camden Strategic Partnership Board and the Independent Advisory Group (IAG) were also consulted in the course of the inspection. A BOCU leadership audit was also conducted within the BOCU. For summarised results see Appendix B.

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 BOCU-based operational command units, sharing coterminous boundaries with the London BOCUs. 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 BOCUs. 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 Camden BOCU is located north of the river Thames adjacent to the BOCUs of Westminster, Islington, Brent and Barnet.

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4. The BOCU Context – Camden

- 4.1 Comprising approximately 22 square kilometers in the heart of London, Camden is a BOCU of multicultural diversity and contrasts. The business centres of Holborn, Euston and Tottenham Court Road contrast with the exclusive residential districts in Hampstead and Highgate, upcoming Belsize Park, the open spaces of Hampstead Heath, Parliament Hill and Kenwood, the youthful energy of Camden Town, the multi-occupancy housing in Kentish Town and West Hampstead, and the relative deprivation of areas such as Kings Cross and Gospel Oak. Camden is the one of the most economically polarised BOCU's in London, with the gap between the richest and poorest wards greater than anywhere else in London.
- 4.2 The Council has designated 36 Conservation Areas, whilst nearly 6,000 buildings are listed as having special architectural or historic interest. The BOCU is well served by public transport, including three mainline railway stations, Kings Cross, St Pancras and Euston, serving the Midlands, the North of England and Scotland and has extensive coverage by the bus, tube and suburban rail networks. A new international railway station will open in 2007 for services direct to Paris and Brussels, with connections to high-speed trains across continental Europe. Ten neighbourhood renewal areas have been identified to receive priority for resources; 8,000 dwellings are unfit. Many of the BOCU's streets are under severe parking stress and the

southern part of the BOCU is within the Central London congestion-charging zone.

- 4.3 Camden's population at 2006 is **220,700** (see footnote⁴), bigger than Luton or York and only slightly smaller than Southampton or Swansea. Of neighbouring BOCUs, Barnet, Brent, Westminster and Haringey are bigger; the City and Islington are smaller. However, Camden is a fragment of Greater London, with 2.9% of the population in 1.4% of the land area.
- 4.4 The mix of social and economic conditions in Camden is described by ONS as “similar” to Westminster and the City, Hammersmith & Fulham, Islington or Kensington & Chelsea⁵. Camden wards are described as metropolitan, either “prospering” or “multicultural” - categories that are common in London but rarely occur elsewhere. Every part of Camden has areas of relative affluence alongside areas of relative poverty. On three summary measures for local authority districts in 2004, the Indices of Deprivation rank Camden among the 21 most deprived districts in England, and on four measures among the 8 most deprived London BOCUs. The most deprived area in Camden (in Camden Town) is amongst the 2% *most* deprived areas in England.
- 4.5 The ACORN⁶ classification, which adds lifestyle information to the census, shows 66% of Camden households live in postcode areas consisting mostly of “educated urbanites” and 29% in areas of “inner city adversity”. More than 14,000 residents (9%) are on Income Support. 30% of over-60s are on Pension Credits⁷ (August 2004), compared with 24% in London and 21% in England & Wales.
- 4.6 Camden has the highest proportion of full-time students in London (11%) and 47% of residents in employment are educated to degree status; 17% of people of working age have no qualification. More than one resident in five (22%) rents their home from a private landlord, and almost 5% live communally in hostels or care homes rather than in households, one of the highest proportions in the country. 86% of household spaces are in purpose-built or converted

⁴ The ONS 2003-based projection to mid-2006 (and currently the Council's best estimate) is 220,700. This is consistent with their mid-year estimate for 2001 of 202,600 and a Census 2001 count of 198,000 – though it represents a higher rate of growth than anticipated in the *London Plan* Scenario 8.1, which showed only 211,300 by 2006 leading to 231,200 in 2016.

⁵ NS Area Classifications based on Census 2001.

⁶ CACI Ltd *ACORN* 2005

⁷ DWP benefit claimants

flats; just 14% are self-contained houses.

- 4.7 Like London generally, the population has been increasing since the early 1980s and now has the third highest annual growth rate in the country partly due to net immigration. This increase is likely to continue for the immediate future. Gross population movements into and out of Camden are more than ten times the net moves, and up with the highest in London. The *London Plan* predicts Camden population as 231,000 by 2016; unconstrained by housing capacity the population could reach 278,000 by 2028. Future growth projections in Camden are largely due to natural increase: births outstripping deaths, to give a net annual population increase rising from 1,660 at 2004 to +1,900 by 2016. The *London Plan* also forecasts continued growth in employment: interim projections show a growth of 35,000 jobs 2002-16, at 12%, a similar rate of growth to the average for Greater and Central London though not as fast as the City or Docklands.⁸

Diversity

Minority Ethnic Groups in Camden

- 4.8 Camden's population is ethnically diverse. In 2001, 27% of Camden residents were from black or minority ethnic groups⁹, compared to the England average of 9%. A further 20% are non-British white residents, including Irish and others originating mainly from English-speaking countries in the new world and from Eastern Europe and beyond.
- 4.9 Bangladeshis form the largest minority group in seven Camden wards; black Africans the largest minority in nine. In all wards at least 15% of the population is of black, Asian or mixed ethnicity; eight wards have more than a quarter black, Asian or mixed; there are no wards in Camden where white groups form a minority.¹⁰
- 4.10 Camden's largest communities, with a distinctive cultural identity are the Irish, Bangladeshi

⁸ GLA Economics June 2005

⁹ All ethnic groups other than White British, White Irish or White Other. By 2003/04 the proportion of Camden's resident population who are not white had risen to 31% (annual Labour Force Survey).

¹⁰ Ludi Simpson, *Measuring residential segregation* (Manchester: The University 2005)

and black African communities, followed by black Caribbean, Indian and Chinese. In common with other inner London BOCUs, there are small but growing communities of migrants who are refugees or those seeking asylum.

- 4.11 Two thirds of Camden residents were born in Britain or Ireland. Of the remainder, 6% were born in other EU countries and 27% elsewhere in the world. After England, more Camden residents were born in Bangladesh, the Republic of Ireland, Scotland, the United States, Australia or Wales than any other individual country in the world.
- 4.12 Apart from English, children in Camden schools speak more than 100 languages. The most widely spoken languages are: Bengali/Sylheti with nearly 3,000 speakers; Somali with nearly 1,000 speakers; and Albanian, Arabic, Spanish, Portuguese, French, Yoruba, Farsi, and Lingala, each with more than 200 speakers. The Council's language service was approached for 3,700 interpreting jobs and translations in 52 community languages in the past year. The dominant languages were Bengali and Somali, but also with more than 100 jobs each in Arabic, Sylheti (a spoken dialect of Bengali), Farsi, Spanish, Albanian, French, Turkish, and Portuguese.
- 4.13 Camden also has a diverse religious population, with a significantly higher proportion of people of Muslim, Jewish and Buddhist faith than either London or England & Wales. Meanwhile, it has a significantly lower proportion of Christians and a higher proportion of people with no religion at all than in London and England & Wales. In the census, 47% of Camden people described themselves as Christian, 12% Muslim, and 6% Jewish. Buddhist, Hindu and other religions combined accounted for less than 4% of the population. 22% recorded themselves as having 'no religion', while 10% did not respond to the (voluntary) question.

The Leadership Audit

A critical attribute of successful BOCUs 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.

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 BOCU Commander and members of the SMT, providing 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 BOCU and some caution should therefore be exercised in the use of such data. The emerging themes will *only* feature as HMIC recommendations, management consideration or item 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 BOCU performance. The audit explores leadership across the whole BOCU, 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 BOCU Commander and the SMT.

The audit process comprised three phases: a questionnaire, circulated to a statistically significant cross section of all BOCU staff and returned to HMIC; focus groups with a representative cross section including inspectors, special constables and police staff; and one-to-one interviews with the BOCU Commander, operations superintendent/chief inspectors and business manager. The audit also includes an interview with the relevant link chief officer line-manager who exercised line management over the BOCU Commander, to explore their working relationship.

4.15 The Audit Results - The Leadership Context – Camden BOCU¹¹

The commentary below is an analysis reflecting both the findings from the questionnaire and the two day field work process.

4.16 The BOCU receives appropriate support from the Chief Officer – Line Manager

¹¹ It should be noted the survey return rate was relatively small, at 19%, from representing 181 staff responses from a total potential of 240.

There are established monthly 'link' meetings as well as regular less formal one-to-one sessions with the Chief Officer line-manager (Link Commander). Performance is routinely discussed at these monthly meetings. The BOCU Commander has PDR objectives linked to the annual policing plan that are prescribed by the Link Commander. This format of objectives is now commonplace throughout the whole of Territorial Policing (TP) Command.

The BOCU has recently benefited from corporate support in response to escalating robbery trends that were impacting on organisational performance overall. The resource support received from the various Pan-London units has been extensive and will continue until such time as the trend is sufficiently arrested.

4.17 The BOCU has an appropriate structure which is aligned to the Force Strategy

Staff generally considered that roles and responsibilities were clear, with only two groups deviating from this view. The SCT consider their operating structure to be appropriate, making accountability clear but promoting a joined up, co-operative approach. However, at inspector and police staff level specifically, staff expressed frustration and confusion relating to individual roles, responsibilities and accountability lines within the organisational structure. Other junior leadership/management ranks also displayed widespread concerns, stating that they found the BOCU structure confusing and felt that they lacked clear direction. In particular, these members of staff referred to a lack of clear job descriptions, consistent line management and constructive performance management, describing what they considered to be an overly target driven culture with the emphasis on 'figures at all costs'.

4.18 I am set objectives that relate to my role

A large number of focus groups raised concerns relating to the standard of objective setting within PDRs, stating that there was little quality assurance of completed objectives with performance veering towards timeliness of completion rather than the quality of evidence and objectives contained within the document. Objectives were described as woolly, filled with 'buzz' words and the PDR not being a living document. The burden of having to complete large numbers of PDRs by a deadline was also a cause for complaint. One example cited involved the requirement to complete 12 PDR's in a very short time period as opposed to the

previous system where the PDR's were spread over the 12 month period. Further, within the CID, where objectives related directly to achieving MPS targets, staff considered that they were under great pressure with little support from senior leaders and managers.

4.19 Lines of accountability and responsibility within the BCU are clearly defined.

Focus groups at SMT level were satisfied with lines of accountability, though several focus groups comprising junior staff stated that the SMT often appeared to be operating in portfolio silos. Below SMT level there were concerns. Arrests were specifically cited as an example where there was often dispute as to ownership, where there was 'a game of table tennis' between the CSU, CPU and CID main office, with the arresting officer having to explain the case history to a line of sergeants. The term 'not in my remit' was frequently used by focus groups. It was generally agreed by the focus groups that the difficulties involved in getting work assigned to specialist units was down to existing workloads and scarcity of resources, rather than general obstructiveness. Staff considered that senior managers had not made allocation policies clear enough or were not sufficiently proactive in problem solving and removing barriers to efficiency, such as deploying resources to areas of peak demand or encouraging interdepartmental co-operation.

4.20 Resources are effectively managed within the BCU including specific issues of demand and deployment.

The BOCU has a Work Force Planning group that meets regularly as well as a fortnightly resource management meeting. All focus groups below the SCT expressed dissatisfaction with resource management, raising numerous concerns about the distribution of staff across the BOCU and expressing a lack of understanding as to process or requirement for such distribution. The BOCU task force was cited as particular example and was considered to be in the wrong business group, lacking clear terms of reference and expected to perform as 'jack of all trades'. Several groups were critical of the lack of pro-activity towards crime problems on the BOCU and also mentioned lack of support when operations were suggested. Concerns were also raised about the number of small squads in existence, as well as response team staffing levels, considered by most staff to be too low and working to a shift pattern not adequately matched. Staff acknowledged that demand on the BOCU is complex and varied and cited central aid and hospital guard as an example. (Having two major hospitals on the BOCU entails often short notice requirements to mount such guards on, for example, Operation Trident victims/witnesses/offenders). That said, they considered that there was a lack of

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structured, coherent understanding of demand, which resulted in confusion as to where individuals actually were working and teams and units wrongly configured in terms of size and location within the business area – the task force was again cited as an example of this.

4.21 Throughout the BCU teams are balanced in terms of skills, experience and diversity.

Such issues are apparently taken into account at the WFP meeting, but most focus groups stated that there seemed to be little impact in terms of the distribution of skill and experience across the BOCU. Response teams were cited by several groups as having particular problems in terms of experience, both at constable and sergeant level. This had a deleterious effect on the quality of supervision and enforcing compliance with procedures and minimum standards of investigation, leading to inefficiency further down the process when poor work had to be corrected. One response team for example has 75% of probationary officers and other response teams hover around 40%. There was also a great deal of concern expressed as to the ongoing loss of experienced detective officers (eight leaving on Monday 11th June). This was regarded as being symptomatic of dissatisfaction with the leadership and management of the CID business group, which staff considered had significant implications for performance.

4.22 The Health and safety procedures on the BCU are effective and make me feel safe in the workplace.

The BOCU has two Health and Safety committees, one local and one statutory. The BOCU commander chairs the statutory meeting. Most focus group members were satisfied with the conscientious approach relating to H&S matters on the BOCU, but more than one group mentioned the disparity between standards at Holborn police station and Kentish Town police station, in particular the standard of cleanliness and security (e.g. the back gate often failed to close).

4.23 My manager demonstrates an interest in my performance and development.

Several focus groups mentioned that performance was apparently 'at all costs', with little emphasis on development. Junior staff demonstrated awareness of the BOCU monthly performance management, but were not aware of who was required to attend. The

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Superintendents stated that they conducted meetings with chief inspectors, with the expectation that issues identified during the PM be cascaded to junior staff, but did not in general mandate the methodology or process. Further, few staff corroborated that this occurred consistently unless there were issues relating to lack of achievement in relation to targets, which often resulted in what staff considered to be over attention but little practical assistance in relation to removing barriers to performance. The BCU holds PM meetings every Monday and every quarter holds individual PM meetings with the ACT, updating PDRs simultaneously.

4.24 I receive the development I need to perform my role.

Staff cited some processes whereby development was considered, such as induction for personnel joining the BOCU and an HR operated 'buddy' system. However, the general feeling from focus groups was that staff development was poor in that there was little or no focus on development in terms of appropriate PDR objectives, or any meaningful training needs analysis used to inform training provision and orientated towards servicing staff skill needs. However, it was acknowledged that the BOCU training budget was very small. Furthermore, there was no structured development route into the CID, which limited opportunities for staff to migrate into this business group.

4.25 Within the BCU, good performance is recognised and rewarded.

The BOCU has a good level of staff commendations at both BOCU level, assistant commissioners and commissioners and the BOCU commanders commendation ceremony is attended by the mayor of the BOCU. Staff considered however, that good performance was recognised by their immediate line managers, but that QSR processes were not clear or explicit. There is a bonus panel in existence, but staff displayed little knowledge of the system or criteria by which bonus payments were awarded. It was suggested that SPP payments were regarded as a right and not properly based on personal performance, with an added element of inconsistency in the application of such payments.

4.26 Innovation is promoted and supported on the BCU.

Innovation was generally considered by all groups to be constrained by a lack of resources and staff and exacerbated by performance management pressures that left no time for any other activity or development. That said, it was acknowledged within the community and partnership

business group that innovation was part of daily business.

4.27 On the BCU there is effective use of the National Intelligence model-resources, tasking and coordination.

A recent inspection of NIM was mentioned by several focus groups as having been very critical and most operational groups considered that the assessment was accurate. Senior police officers and police staff were positive about NIM, stating that a lot of work had been undertaken in order to clarify the tasking process. Middle and junior leaders however did not share the SCT confidence and were critical of NIM application on the BCU. Tasking and coordination were described as poor, confusing, with a lack of proper evaluation conducted on PATPs, in terms of value for money or lessons learnt.

4.28 BCU managers ensure that maintaining our integrity is more important than achieving good performance.

Staff were unequivocal that while there was pressure on performance and that the requirement to produce figures was unrelenting, integrity is not negotiable. Staff were clear that the BOCU was committed to delivering performance without compromising integrity.

4.29 The BCU delivers an effective service to the BOCU.

Staff considered to varying extents that the BOCU delivered a satisfactory service to the community, notwithstanding difficulties with demand and resource management. The SNTs and CSU were particularly strong in this area, with the response teams showing least confidence being most critical, citing lack of resources as a barrier to good customer service, because there was insufficient opportunity to spend time with victims/witnesses or resolve and report incidents or investigate crimes appropriately.

Diversity.

4.30 Diversity is embedded within the BCU, specifically in terms of personal values and all areas of business including selection and appointment of staff.

Every focus group gave this aspect of service delivery, as did relevant questionnaire feedback, a positive score and were able to identify the BOCU diversity lead (Business Manager).

4.31 Fairness at work procedures (e.g. grievance or appeals) can be confidently used by staff on the BCU without fear of recrimination from managers.

The BOCU has a low level of awareness of fairness at work (FAW) procedures. However, junior staff in general displayed little understanding of the process and or confidence in the application of procedures. A small number of junior staff groups also stated that issues were avoided by managers who referred such matters to a higher level of command to resolve, with some leaders and managers thereby failing to take appropriate responsibility for early resolution, indicating a lack of confidence in dealing with such matters. HR are apparently responsible for implementing recommendations and ensuring compliance, but this was not supported by the majority of groups. Staff were also unsure as to who FAW advisors were and how to access advice, stating that there was a lack of relevant information on display.

4.32 My manager's decisions in respect of operational issues are consistent.

In relation to direct line managers, staff were consistently positive in relation to decision making but less so in respect of the SCT, with staff displaying poor levels of understanding and support for high level decisions. Operational staff groups felt that decisions seemed to be ill thought through in terms of implications and that implementation was often muddled and done in haste (the task force reorganisation was cited by all middle and junior leadership groups as an example of this). Lack of communication and consultation was generally considered to be the barrier to effective decision making, exacerbated by poor monitoring and review processes that resulted in a lack of learning and development.

4.33 My manager solves problems effectively.

Junior ranks did not consider that problems were effectively managed particularly in relation to performance management. Many stated that while the emphasis was on the delivery of targets, there was little interest in removing some of the barriers to delivery such as adequate resourcing, ineffective supervision and poor workload management. There was acknowledgement that some issues were corporate (out of hours CPS advice was specifically cited as an organisational failing) and there was a perception that TP was unduly interventionist, preventing the SCT from effectively managing by applying too much pressure in relation to priorities (robbery was specifically cited).

4.34 My manager inspires me with confidence.

The responses were very mixed with some staff being critical of the effectiveness of some leaders and managers and others being very complimentary as to the contribution and effectiveness of others. In general, middle and junior ranks received consistently good feedback, with the BOCU Commander acknowledged as the most visible and effective member of the SCT. Other members of the SCT were not regarded in such positive terms, with most focus groups considering that their profile was not as high or as impactful.

4.35 Sickness and welfare are effectively managed within the BCU

Most focus groups were positive in relation to absence management and considered that staff were effectively managed through absence and deployed appropriately when on recuperative duties or undergoing rehabilitation, also being supported via OH.

4.36 Managers deal effectively with bullying.

There were a large number of 'don't know' responses to this question both in the survey and in focus groups, indicating lack of awareness of the issue at both constable and junior leadership level. The latter is of concern, since it indicates that staff that are key to identifying and dealing with such issues are potentially unable to recognise behaviour that amounts to bullying and then manage it effectively. Senior leaders and managers expressed concerns that inexperienced supervisors (particularly the large number in the sergeant rank) coming to the BOCU were ill equipped to deal with the issues, either referring it to a higher level of command to avoid responsibility or not dealing with it effectively. Due to a lack of understanding of corporate procedures they may not be able to deal with the problem. This is potentially linked to the issues relating to FAW processes, with staff displaying similar ambivalence to the effectiveness of the procedures or being unaware of the issue.

4.37 Abstractions from duty-other than sickness-are effectively managed within the BCU.

Most staff considered that the operations unit worked hard to manage abstraction and co-ordinate operations in such a way as to attempt to minimise disruption. However, that said, all

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staff considered that the central London aid requirement impacted adversely on BOCU performance by causing high levels of abstraction. Senior leaders considered that abstraction would be better managed once the corporate booking on requirement was properly embedded and the SCT had a consistent overview of staff available for deployment and on duty.

4.38 There is a commitment within the BCU to staff retention.

The CID business group was cited by all staff in both the survey and the focus groups as presenting cause for concern, prompted by the 'haemorrhaging' of experienced detectives off the BOCU. Staff in general felt that experience was at a premium on the BOCU and that with the exception of the SNTs, the effectiveness of operational areas service delivery depended on inexperienced staff led by inexperienced supervisors, leaving very junior staff exposed and vulnerable to risk through no fault of their own.

Personnel Management

4.39 I have regular and meaningful contact with my line manager.

Most survey respondents and focus group members reported satisfactory levels of daily contact with their direct line managers. Most staff reported frequent team/unit meetings, although minuting and audit trail were not common practice, leading to some difficulties in creating a culture and practice of evidence based reporting in relation to performance management.

4.40 My manager demonstrates a genuine interest in me.

Again most survey responders and focus group participants reported meaningful and interactive management by immediate line managers and leaders. However, the consistent view was that the SCT was too remote and not interested in individuals unless there was an issue with performance. Staff were largely unable to provide positive examples of direct experience of input from senior leaders. The view being that 'the higher up you go the more it (contact) fades away'.

4.41 My manager makes me feel proud of the Service delivered as well as included.

Most staff expressed significant levels of pride in the service delivered to the community. Albeit this was heavily caveated by the sentiment that this was often in spite of perceived organisational pressure to deliver performance in terms of numbers and in relation to priorities that were not considered by staff to be appropriate, or which militated against dealing properly with 'customers' because of a lack of resources or time. Survey responders and focus groups acknowledged that the SCT generally did their best to support BOCU staff and provide leadership and a sense of achievement, but that this was difficult when performance was apparently poor. Most staff reported feeling trusted, valued, though most felt excluded from consultation processes, with the PCSOs reporting feelings of isolation.

4.42 Training and development is allocated on the BCU according to need.

Many focus group members were critical of the lack of training, stating that beyond mandatory requirements, other desirable training was not available. Some groups reported coaching and mentoring opportunities being created but stated that this was not as a result of any BOCU training/development policy, but rather as a result of individual leaders/managers taking a lead.

4.43 I feel prepared for future changes.

The SMT have begun to deliver 'FACT' presentations, which are intended to keep staff informed of change issues and which survey responder and focus groups participants reported as being 'a good start'. However, although the SCT were of the view that information was cascaded to junior ranks via line managers, junior staff reported this as being sporadic and 'dependent on the individual manager'. In relation to major changes such as the roll out of the SNTs or the implementation of the IBOs, staff did not in general consider themselves too well informed and that they were therefore not confident that they would be kept informed of any future change programme development.

Communication

4.44 The BCU Commander and Senior Management Team has a high profile within BCU.

The BCU commander was reported by survey responders and every focus group as having a high level of visibility and approachability which included frequent impromptu visits to

'outposts'. Other members of the SMT were not regarded as being as visible or as having such a productive impact, with some staff at junior level not being aware of the names or appearance of SCT members other than the BOCU commander. Staff acknowledged that BOCU geography made impact and visibility problematic, but were of the view that the issue was of such importance that the SCT should work harder to become known and accessible.

4.45 I feel that where it is appropriate I am consulted on matters of policy and strategy.

Senior police staff and superintendents all considered that they were included and consulted in relation to strategic and operational management of the BOCU and provided many examples of this aspect of leadership. Further, BOCU staff associations also reported favourably on inclusiveness. However, junior ranks and leaders were not positive and felt that the SCT could work harder to ensure that important information was promulgated in a prompt and consistent manner. Junior staff felt that the BOCU Commander and Senior Management Team were available to staff at appropriate times and could be accessed without undue difficulty, since all were equipped with mobile phones. The SMT forum on the intranet was also mentioned consistently as an access route.

4.46 The BCU Commander and SMT respond in a positive way to feedback from staff.

Survey responders and focus groups provided a mixed response, with responses varying between the proactive reception of feedback and it being ignored. Again this aspect of leadership was regarded as being dependent on the individual, with the BOCU Commander being regarded as particularly responsive to feedback. Processes for generating feedback could be improved, particularly in relation to debriefing at the end of duty tours. Most staff cited critical incident debriefing occurring, but also reported that they were unsure whether such debriefs¹² (where they did occur) were used to create learning and improvement, since there were no follow up processes.

4.47 Audit Conclusions

The main themes that are generated from both the survey and the fieldwork relate to the

¹² Survey response percentages are found in appendix 2.

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engagement of middle and junior leader and manager levels, performance management and demand/resource management. There are concerns among middle and junior leaders (inspectors and sergeants specifically) relating to being included in strategic decision making, consulted on organisational change and clarity of roles, responsibilities and accountability. These groups evidence a lack of engagement with this key management group that has implications for performance management and the effective implementation of strategy and policy. If inspectors and sergeants are ill informed as to the rationale for strategic or policy change or are not supportive because they consider they have not been consulted, then they cannot provide the emphatic leadership required to effectively lead junior ranks or implement change. Resource and demand management are also significant concerns among staff who perceive that experience and skills are not distributed effectively and that demand is not managed in an effective and efficient manner, creating heavy workloads and unnecessary exposure to risk. Performance management is regarded as being 'figures' driven and not constructive and often preventing focus on 'softer' issues such as victim/witness care. Further, some senior leaders are not regarded as consistent problem solvers, with some being perceived to be more concerned with numbers than with removing barriers to delivery (particularly within the CID). This is linked to a poor level of understanding of NIM processes and confusion among staff as to tasking and co-ordination in particular.

SCT visibility and impact also requires work to raise the profile of all members in a manner that has a constructive and purposeful effect on junior and hard to reach groups of staff, such as response or SN teams, increasing confidence in BOCU leadership and understanding and support for performance management.

5 What We Found

Following a review of the BOCU's performance, the GL3 (Going Local 3) self-assessment, the findings from the leadership audit and other key documentation, HMIC conducted its fieldwork at Camden BOCU. 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 BOCU 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 BOCU.

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
- 6. Resource Use (Domain B)**
Human Resource Management
Training, Development and Organisational Learning
Race and Diversity
Managing Financial and Physical Resources
National Intelligence Model
- 7. Leadership and Direction**
Leadership
Performance Management and Continuous Improvement

5.1 LEADERSHIP AND DIRECTION

Each member of the Senior Command Team (SCT) comprising the superintendents, BBM and CJU manager meet formally on a weekly basis, and the SMT (all portfolios) on a monthly basis. There are other business specific meetings within the BOCU structure that deal with workforce planning, resource allocation, tasking and targeting.

The Senior Management Team are located across three of the BOCUs five sites and all SMT

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members are committed to raising visibility levels in order to provide staff with access to senior leaders. Members of the SMT allocate time in their schedule to visit other units and departments to encourage and thank staff for their work. In addition, the BOCU has a dedicated SMT Forum, where all officers and staff can contact SMT members about any concerns they have. These messages are monitored daily and reviewed by the Senior Command Team on a weekly basis, with responses replied to accordingly.

Communication in the BOCU by the SMT is delivered via BOCU Training Days and Team Briefings, including Parades, as detailed in the BOCU Communication Strategy, which is currently under review.

The BOCU Commander and SMT are linked into the local partnership at a variety of levels. The BOCU Commander sits on the Local Strategic Partnership; Crime and Disorder Partnership; Children's and Young Peoples Partnership; Public Service Board; Drugs Action Team and the BOCU Criminal Justice Group. There are two business improvement districts within the BOCU. The BOCU Commander and the Superintendent Community and Partnership share responsibility to sit on the board of partners.

The HRM is the BOCU co-ordinator for FAW and the HRM leads on police staff discipline, providing advice relating to the new corporate procedure implemented on the BOCU. BOCU selection processes comply with corporate policy and the BOCU Workforce Planning Meeting co-ordinates and oversees all staff movement and deployment across the BOCU. This open meeting takes into account issues such as DDA requirements and flexible working requirements of staff, balancing this with operational imperatives. The HRM also leads on attendance management for the BOCU and works with OH professionals in relation to obtaining and implementing support and guidance for staff returning to work and undertaking recuperative or restricted duties.

Objectives for the Camden BOCU Commander are SMART and revolve around BCS crime, TNO Sanctioned Detections, Budgets and HR Training. PDR's for both SCT and SMT reflect the priorities for the BOCU and the MPS. The BOCU business risk register is linked to performance and the policing plan and is also a standing agenda item at the weekly SCT meeting. A high proportion of performance data is generated by TP, including the BOCU Commanders monthly management report. This is utilised at SCT and portfolios and assists in

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driving and examining performance. A formal performance review is undertaken as part of the quarterly strategic assessment review.

Performance is publicised internally by newsletter and on notice boards and externally via the communications officer to local newspapers and via the performance review unit to the CCPCG.

Formal recognition of quality service and performance is undertaken through the bonus scheme, special priority payments, threshold payments and the commendation process. Of particular note are the commendations received by officers on Camden BOCU for their performance on the 7th July 2005. The commendations received were: BOCU Commander 25, Assistant Commissioner 17 and Commissioner 32. These were received for both police officers and police staff up to and including the rank of Superintendent. A BOCU commendation and bonus panel sits quarterly and is attended by a cross section of the BOCU staff, including staff association representation, ensuring integrity and consistency of approach.

The BOCU has a Senior Management Team forum situated on the Aware system. This is monitored continuously by the secretariat; issues are referred to relevant SMT for appropriate replies to be provided.

Leadership and Performance Management

Strengths

- *BOCU Commander receives good press from the MPA link-member, senior partners and staff associations alike. He is considered to be approachable, honest and a decision maker.*
- *The BOCU Commander is considered to be visible by most staff and is regarded as making considerable effort to visit and be accessible to staff across the BOCU.*
- *There is considerable synergy between the CSS and the BOCU APP, with active and energetic involvement in partnership matters from the SCT.*
- *The FACTS presentations are effective and well marketed, providing a good mechanism for staff to ask questions, serving to dispel rumour and speculation.*
- *The BOCU Commander has a vision in terms of developing the BOCU, but this needs to be marketed to junior management levels (PSs/Insp).*

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- *The Inspectors and DIs were articulate, generally understood their business and displayed commitment.*
- *There is a comprehensive communications strategy; the Media and Communications officer interacts well with Local Press and promulgates information internally and externally using a number of innovative methodologies.*
- *The BCM currently holds performance management meetings every month at SMT level (Chief Inspector) as well as weekly SCT meetings. SMT portfolio holders are expected to exercise performance management within individual business areas and report back to the BCM.*
- *All staff interviewed stated that PDRs had been completed and contained objectives that where relevant to their work. Review processes however are inconsistent and in some units non existent (RTs).*
- *Fed/Staff associations are integrated members of the management team.*

Areas for Improvement

- *The current SMT structure has been adapted to reflect the newly introduced proactive capability and tasking structure and needs to be monitored to ensure that linkage between the CID (Detections) and Community (Reductions) business groups are clarified and embedded, as well as ensuring that the proactive asset is appropriately tasked and utilised.*
- *Performance meetings between Chief Inspectors, Inspectors and Sergeants and their teams are not regularised and therefore are inconsistent in terms of focus, content and occurrence. While autonomy within business areas is desirable, there should nonetheless be a corporate framework which sets out clear performance expectations for staff as well as specific accountability processes which should be applied consistently across the whole BOCU. Further, the engagement of staff at and below Inspector level (particularly response team inspectors) and equivalent is infrequent, lacks structure, focus and an audit trail.*
- *There is no I&R/QA capability and limited provision of MI, restricting the information available reflecting the contribution and quality of service of BOCU business areas (there is some, e.g. the daily arrest return) The BOCU needs to develop an MR that reflects progress against key and relevant PIs for each team grouping, as well as variable thematic data included on a rotational basis. This should be used to inform performance meetings at every level.*

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- *There is limited evidence of a performance culture in terms of proactive management of workloads, organisational problem solving (e.g. front line supervision capability), implementing robust correction and compliance processes or developing learning. Staff are all aware of the necessity to generate SDs but there is ignorance among operational staff as to what an SD is and inconsistent understanding as to how to generate them (e.g. Cannabis Warnings – notwithstanding the BOCU emphasis on ‘quality’ charge disposals, there is some opportunity to increase detection levels via appropriate use of other options such as cannabis warnings).*
- *Staff recognition is patchy and apparently inconsistently applied across the BOCU at both the informal and formal levels (e.g. BTF, QSRs, and HR). The QSR system (peer group assessment) requires revising, refreshing and re-publicising. Increasing use of Bonus/honorarium payments could be considered.*
- *One parade briefing was lacklustre, read from a computer screen by a PC and lacked leadership and drive from sergeants and inspector. The briefing was sparse, contained no info re PPOs, no tasking but did include reference to Rainbow themes. Few notes taken by staff and no intelligence sharing.*
- *Many staff considered there to be a uniform/CID divide, with little sense of Team Camden with the CID consistently trying to bat work back to the uniform (CPU) or from a CID perspective the uniform continually trying to ‘dump and run’. This arguably reflects the lack of clarity between portfolios and clear direction/engaged PM from the SCT. They average 220 prisoners per week, so this is exacerbated by heavy workloads.*
- *The BOCU planning process doesn’t incorporate any diagnostic element to identify strengths/AFIs, so as to create an internal change plan. BOCU level inspections/audits are not conducted and there is little evidence of a learning culture.*

5.2 CITIZEN FOCUS

Considerable effort has been put into ensuring that all significant communities within their wards are represented and demographic analysis of wards has allowed Safer Neighbourhood Teams (SNTs) to provide a locally focussed service.

The IAG has representatives from all significant communities and is regularly consulted on a very wide range of issues. The group has a very diverse membership and maintains its independence, which renders it an effective ‘critical friend’. The group has made a very significant contribution to several high profile events on the BOCU and is also consulted prior to pre-planned operations.

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There is an extensive third party reporting service on the BOCU, with 18 sites throughout the BOCU providing an opportunity to report crime and intelligence. There are three BOCU working groups relating to hate crime; domestic violence working group; racial crime working group and the HO crime-working group. Each of these groups has an action plan that relates specifically to improvements in police response. There is also a close working relationship with the Camden Safety Net, an organisation which provides services to survivors of domestic violence as well as to children affected by violence.

Fairness and Equality in Service Delivery

- There is a BOCU Stop and Search Monitoring Panel, which operates in conjunction with partner agencies. The Performance and Review Unit (PRU) produces a Stops Monitoring report, including analysis on a monthly basis. This is reviewed and actioned by the SMT. Disproportionality is also examined through a variety of other supervisory systems.
- The BOCU operates a Hate Crime panel that reviews and assesses the quality of police response and provides feedback that is used to improve performance.
- The BOCU has a dedicated unit that deals with all hate crime with some pro-activity carried out in relation to hate crime matters via Camden BOCU Athena days.
- The Faith Liaison Officer (FLO) has developed strong and developing relationships with the BOCUs various faith groups, promoting intelligence flows as well as creating and maintaining contact and communication networks. The FLO also runs and manages the VCC.

Neighbourhood Policing and Problem Solving

Strengths

- *Community and Partnership engagement is well advanced and sophisticated and the BOCU Commander is a member of the Local Strategic Partnership and the CDRP executive. The BOCU Strategic Assessment and control strategy has been prepared with partnership participation and input. There is a Counter Terrorism link to Community Safety Strategy, and C/T is standing agenda item at the TTCG.*
- *A member of the local authority community safety team sits on each community panel, and a senior member of that team is also part of the BTCCG process. The Detective Superintendent also chairs a daily NIM meeting, at which the partnership portfolio is represented at Inspector/Chief Inspector level, providing both community intelligence, an assessment of community issues and details relating to current deployment of the SNT and community*

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tasking teams.

- *The Partnership Information Unit (PIU) is a research and analytical department comprising of police, council and, more recently, Safer Neighbourhood members. The PIU provides strategic analysis for the Crime & Disorder Reduction Partnership and more recently problem solving analysis for Safer Neighbourhood Teams. The unit comprises a team of 9, with one outstanding position to be filled and is funded by the Local Authority, the MPS Safer Neighbourhoods project and the BOCU. The unit is led by a unit information manager and a senior council employee who coordinates the work for the team, although line management of police staff is retained by the BOCU. The PIU at Holborn Police station and each member of the team has been vetted to the appropriate level (Metes SOPS) in order to use police data.*
- *The PIU collates and develops various forms of external data that are used for research and analysis. One example is the development of a housing ASB database.*
- *The PIU is represented at all key partnership operational groups and provides an analytical input into policy and partnership interventions. Analysis is prepared and presented to partnership operational groups e.g. the Violent Crime Working Group, who in turn are required to use the information to inform action plans and initiatives. The PIU also evaluates outcomes of problem solving initiatives in order to identify good practice and sustainable solutions.*
- *The PIU is responsible for the BOCU's Partnership Information Strategy, which includes the development of new information and analytical resources and commissioning of external Academic Research (for independent evaluation when necessary).*
- ***The GLA, GOL and Centrex regard the PIU as good practice, as does the inspection team.***
- *Camden BOCU has achieved a complete roll out of SNTs across all wards, and there are 18 SNTs established and fully staffed, supported by significant proactive capability, comprising the BOCU Task Force (BTF), a total of 103 officers. There is also a dedicated SNT located at Camden Town comprising 18 PCSOs (funded by LA) and 9 Police officers. The BOCU has ensured that its most experienced staff have been deployed to Safer Neighbourhood Teams (SNTs) and invested significant resources into establishing ward panels and teams.*
- *Priorities for each ward team are identified and selected by ward panels and the ward PS is responsible for providing crime and call data, in order to inform ward opinion when reviewing and setting local priorities.*
- *The BOCU has a safer schools project, with officers posted to all secondary schools and a program of liaison at primary schools through SNT based PCSOs. SNT staff are tasked with visiting all burglary and hate crime victims to offer support and advice, in addition to the normal investigative process.*
- *C/T activity is overseen and co-ordinated by Superintendent Operations (Support). There is a high level of investment in this critical area of activity with some **very good innovative exercises run with the local business community, which the inspection team acknowledges as good practice.***

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- *Pan BOCU Partnership and community teams such as the Crime Prevention Design Advisors and Licensing teams are co-located with the ASBO/YOT and SN focus desk and analyst teams, facilitating intelligence flows and communications.*
- *The details of SNT staff have been widely disseminated and there is substantial evidence of effective community engagement in a range of consultation processes (e.g. faith, youth, and local businesses).*
- *The VCC has been operating for only a short while (8 months), but shows excellent potential as both a diversionary and recruiting opportunity. Staff involved are committed and passionate.*
- ***The Licensing Team is an example of excellent practice**, being deployed as a proactive team utilising problem solving techniques. The team has delivered significant results in terms of contributing to Violent Crime reduction and targeted management of licensed premises. The MSC is also an example of good practice and excellent use of locally available skills. It is led by a management consultant who has deployed a range of techniques in relation to the management and leadership of the unit, creating an energetic and productive section of the extended police family. **The group is performance managed, linked to and deployed in accordance with BOCU priorities, and is an example of good practice.** There is also an energetic Volunteers scheme, through which West Hampstead station is staffed and various admin functions for the SNTs carried out.*

Areas for Improvement

- *The adherence to the SNT policing model is overly rigid. HMIC acknowledge that the SNT model is corporate, but there is potential to further develop the role. For example, there are opportunities for introducing BOCU tasking in relation to such matters as Repeat Victim or Repeat Location problem solving, ASB crime investigation and a greater role in intelligence gathering, specifically in relation to counter terrorism or public protection.*
- *BCS Crime reduction responsibility has sensibly been invested in the SNTs and the requisite proactive resources aligned to this. However, staff require direction as to crime orientated problem solving/pro-activity and the focus needs to be reinforced in relation to offender management (PPOs). In short, local concerns need to be reconciled with BOCU priority crime imperatives. SNT inspectors should be given greater control over PS activities increasing their autonomy and freeing CI to focus on strategic management issues such as intel linkage with BIU and effective organisation/tasking of the BTF.*
- *The BOCUs entire proactive capability is located under the partnership and community portfolio, limiting access to resources by the CID business areas, although ostensibly such needs should be serviced by the BCTG. However, there is confusion at operational level in relation to the tasking process and confusion as to the role/remit of the BTF. The BOCU needs to review the decision to place such a premium resource under the community portfolio, both in terms of numbers of staff and BTF functions and clarify the role and operating terms of reference, as well as the tasking process. Part of the process should involve a full discussion with and input from BTF staff, in particular the sergeants, who are at*

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present attempting to make the new system operate but consider they have received little consultation or opportunity to discuss barriers to delivery. This may in part be prompted by resistance to change or uncertainty as to their new terms of reference.

- *The BOCU has yet to determine its key qualitative performance indicators PIs for SNTs in relation to its newly acquired crime reduction portfolio and relies on EPIC data. The BOCU needs to construct its own qualitative outcome and output-based PIs for SNTs and use/integrate these within its performance management framework.*
- *Problem solving activity appears limited to 3 processes per SNT (again a corporate model). Consequently staff are self tasking and not channelling work via the tasking process. The BOCU should develop a parallel and complimentary tasking system for the SNTs that ensures that all tactical options deployed are complimentary, spread across IPE options and inclusive of partners, as well as being firmly linked into the mainstream crime tasking process. The current system is not understood by staff. It is not linked effectively to the mainstream process (not helped by separation of SNT intelligence capability from the BIU) and as stated, overly restricted in terms of what falls within the SNT remit and bureaucratic, limiting SNT inspector autonomy.*
- *There is some evidence of a lack of acceptance and integration of PCSOs with police colleagues and the senior leadership of this business area will need to monitor this.*

Customer Service and Accessibility

Strengths

- *Camden BOCU has a very comprehensive Communications Strategy and a dedicated Communications Officer (who is a member of the SMT) and holds bi-weekly face-to-face press briefings with the local newspapers, usually led by the BOCU Commander and also provides a daily briefing of local press issues pertinent to the BOCU. **The inspection team regards this as good practice.** Consequently the relationship with the local media is excellent. The unit has also established a working relationship with the West Press Office, the Press Bureau and DPA and when appropriate (in the event of more complex cases requiring greater promulgation of information), works closely with these organisations. The Communications Unit is also responsible for updating notice boards, internet and intranet sites and compiles internal and external newsletters.*
- *Camden BOCU commissioned the 'Camden Talks' survey, an attempt to obtain feedback as to the quality of service provided to the BOCU communities.*
- *Several forms of communication are readily available to the public, especially through the Safer Neighbourhood Teams, in the form of fridge magnets, newsletters, etc. Most of the BOCU satellite stations also have screens in the front office, where up-to-date information is displayed and this is co-ordinated centrally at Holborn.*

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Areas for Improvement

- *Front offices are staffed by Station Reception Officers (SROs), who are currently undergoing conversion to PCSO status. While the BOCU has a consultation process in place, there is still uncertainty and confusion as to the implications of the changed role and what the new working arrangements will entail. The BOCU needs to continue and increase the consultation process, so that staff concerns are properly resolved/addressed, although HMIC acknowledge that this is not assisted by the at times inconsistent corporate guidance.*
- *SRO coverage appears to be inconsistent across the BOCU requiring absence or vacancy to be filled by constables, depleting response team levels. For example, there are no SROs based at EK, which is 24 hour station and at EO there has been a lengthy period of abstraction (12 months), due to sickness which again has not been managed but left vacant, necessitating response team cover. The BOCU should review SRO coverage and more effectively deploy staff to cover vacancy across the BOCU, so that response team effectiveness is not adversely affected.*

Professional Standards

Strengths

- *BOCU Support Management Information is produced by Directorate Professional Standards on a monthly basis. There are regular monthly meetings where trend data is discussed by the BOCU SPOC. Officers of concern, i.e. those subject to more than three complaints, are subject to management intervention by their respective portfolio head. Guidance to the relevant SMT is provided by the OCU SPOC. This includes the aims of intervention and options to be considered. Subsequent intervention is reviewed by SPOC and retained in the BOCU discipline cabinet.*
- *The BOCU has a Chief Inspector SPOC and all matters pertaining to complaints and discipline are referred to or passed through him, creating consistency. This to ensure high standards of recording, standardisation in the decision making process and to encourage local resolution. This role also assists in ensuring standardised and minimum standards with respect breaches of the Police Code of Conduct.*
- *PACE Inspectors have responsibility for undertaking the initial investigations of complaints made to the BOCU. Subsequent enquiries/investigation, attempts at local resolution, or where complaints are not made in person, are referred to the officer's line manager. All PACE Inspectors and those Sergeants designated to perform the role in an acting capacity, have received training and guidance from the BOCU SPOC.*
- *In comparison with our TP family BOCUs, for the year ending 31/09/06, Camden BOCU has the highest percentage of complaints that have resulted in local resolution.*

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Crime and Operational Tasking Portfolio

Supported by the BOCU Intelligence Unit and Dedicated Source Unit, the CID business group leads on intelligence management and the tasking of proactive resources, principally the BOCU Task Force (BTF). The BTF comprises 103 officers with a pan BOCU responsibility for proactively tackling priority crime and is currently located under the partnership and community business area.

The Robbery Team focuses on reactive robbery investigations and works alongside the BOCU Crime Integrity Team (1& 4), dealing with false or incorrect reports. There is a Priority Crime Squad and their remit includes the proactive and reactive investigation of burglary and motor vehicle crime and also incorporates a team that leads on drugs test purchase operations. There is also a dedicated Docket Squad that deals with burglary and motor vehicle forensic dockets and warrants and TIC generation.

The main CID office investigates a range of serious crimes and concentrates on violent crime and critical incidents, such as 'unexplained' deaths. Attached to the main CID office is a small team (1 & 4) who provide a 'major incident room' capability for serious crime. There is a dedicated Financial Investigation Unit which conducts fraud investigations and leads on financial seizure and confiscations (Operation Payback). The CID is also supported by a small team of constables who investigate Beat Crimes.

The Case Progression Unit is also located under the CID business group and complies with the corporate model in terms of staffing levels and remit. Its main priority is to deal with all arrests made by uniform core response officers that do not fall within the remit of the CID or other specialist teams.

The Community Safety Unit provides specialist investigation and support, in conjunction with partners such as the Camden Safety Net (an enhanced victim support service), for all victims of hate crime, including domestic violence, racist and homophobic crime.

The Sapphire Team investigates all offences of rape, indecent assault, indecent exposure, unlawful sexual intercourse and indecency with children. The unit provides links with

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associated agencies such as social services, rape crisis teams and victim support service and provides a chaperone facility in support of victims.

Other investigative units falling under the remit of the CID include: -

The Missing Persons Unit

Crime Management Unit

Telephone Investigation Bureau

CCTV Evidential Officer

5.3 REDUCING CRIME

Volume Crime Reduction

Over the course of 2004-2006 the BOCU achieved a 19% reduction in 'All Crime' levels, but saw a 0.5% increase at the end of the performance year 2006-7. Since April 2007, the BOCU has retrieved the position now generating a reduction of 26% amounting to 39,000 fewer victims. It should be noted that the volume of crime per 1000 population can in part be attributed to a large transient population moving across the BOCU on a daily basis. For example, at Camden Town it is not unusual to see an influx of 1 million people on a Friday and Saturday night.

Strengths

- *The BOCU has a clear lead for volume crime reduction vested in the Detective Superintendent, supported by 2 Detective Chief Inspectors. Volume crime reduction objectives are incorporated within the command team's PDRs.*
- *The BOCU has two full time Problem Solving Advisors (PSAs), working closely with the SNTs, which are focused on priority crime via ward priorities. The establishment of two PSAs is designed to drive the process with more innovative use of tactics, such as target hardening; cocooning; tasking of LA parking attendants and wardens; street briefings; use of community bus; mounted branch; traffic patrol; youth services; housing and environment management and community payback.*
- *The BOCU has recently received 135K for investment into crime reduction operations. The Detective Superintendent has been tasked with preparing a tactical plan and problem profile for review by SCT, in order to make best use of the funding.*
- *The Licensing Team PS works for 2 days a week with the LA, and the combined partnership*

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approach (illustrated by joint operations involving H&S, LFB and LA) has resulted in a very robust management of licensed premises and a corresponding decrease in drink related offending.

- *There is evidence of long term crime reduction activity reflected by the Keep Safe programme delivered in schools by SNT PCSOs, Safer Schools programme and the VCC.*
- *There is a Challenging Ward programme whereby the top 5 wards are targeted in term of joint crime reduction activity. For example, Camden Town policing capacity will be enhanced by 18 LA funded PCSOs and 9 police officers.*
- *A Local Business initiative has resulted in an 80 strong forum being developed with a focus on CT (joint exercising) and crime reduction.*
- *TPU delivers excellent service and generates consistently good results.*

Areas for Improvement

- *There needs to be a more co-ordinated approach developed, focusing on the repeat victims of burglary and racially aggravated crimes and combining SNT, CPDA and proactive capability. Refining tasking and broadening the range of tactical options available will be integral to this.*
- *Proactive capability focused on fast time reduction activity needs to be developed via the robust offender management and co-ordination of key aspects (PPOs, Robbery Cars etc).*

5.4 INVESTIGATING CRIME

The BOCU has a major incident room (MIR) that is dedicated to investigating critical incidents and serious crime. The unit has a flexible approach and is used to supplement other units, as appropriate and when a critical/major incident occurs, resources from other units are used to supplement the MIR. The resourcing of serious crime investigation is regularly reviewed as part of the investigation process and such decisions are recorded in policy logs.

All detective inspectors on the BOCU are trained up to SIO level and are used on call during out of office hours. The Sapphire Unit has SOIT cover that is supplied from the response teams on a six monthly basis ensuring 24 hour coverage, 7 days a week. There is a Family Liaison Officer (FLO) capability on the BOCU and a coordinator who oversees FLO activity and use. Workloads are monitored and reviewed to ensure an even distribution of cases and development opportunities. There is individual training for the FLO, SOIT officers on the BOCU provided by the MPS and locally and all SOIT and FLO contact logs are supervised by Detective Inspectors. Regular meetings are also held with FLO/SOIT officers to discuss issues

and provide updates.

All Detective Inspectors are fully aware of critical incident management requirements. BOCU Uniform Inspectors have been trained in Golden Hour response management. There is an on call Detective Inspector available during out of hours for advice. Community impact assessments are completed after critical incidents for presentation at the Gold group. The IAG attends all Gold Group and proceedings are minuted and inform policy log completion.

Managing Critical Incidents and Serious and Organised Criminality.

Tackling Serious and Organised Criminality

Since May 2006, Camden has focussed on Personal Robbery as its crime priority. The MPS has supported this with a large amount of additional resources, both staff and finance. The BOCU has created the post of tactical coordinator, responsible for obtaining and co-ordinating external and internal resources, in order to ensure efficient and effective deployment in combating crime. The BCO also frequently runs cross border operations, focussed on robbery reduction.

Camden BOCU has a dedicated proactive unit known as the BOCU Task Force. It is a uniform unit consisting of 1 Inspector, 6 Sergeants (1 DS) and 103 Constables. However, the unit has never been resourced up to its BWT. Since May 2006, the BTF has primarily been focused on supporting the Safer Neighbourhoods Teams, dealing with priority crime but also taking on some problem solving activity as appropriate and fallings under the remit of the partnership superintendent. The BTF also staffs BOCU robbery cars, requiring a resilience level of 18 officers per day. As well as forming the main bulk of BOCU central aid commitment it again limits and often adversely limits its proactive capability. The BTF also works alongside partnership working groups and obtains additional funding from these sources.

Strengths

- *Robbery reporting cars optimise detection potential and provide a fast time response, providing maximum coverage (19/24 hours) over 7 days.*
- *The BOCU consistently provides an effective response to Critical Incidents. Operational officers are well rehearsed in relation to 'golden hour' requirements and there is a contingency trigger plan, as well as a bespoke major/critical incident investigative capability.*

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- *Members of Camden SMT attended a three-day critical incident management course in September 2006. As a result a Critical and Major incident review group has been set up to consider all BOCU policy in relation to the management of Firearms operations, seeking to ensure that the dissemination of learning is a key part of the process.*

Areas for Improvement

- *The BOCU needs to rigorously implement and build upon the sanction detection improvement plan provided by Emerald, to also include the range of activity that occurs at the investigative stage of work (see below). This plan needs to have a nominated SMT lead and its implementation should be monitored at SMT meetings, if not more frequently. The team acknowledges that the D/Superintendent has recently introduced an SD plan (last week) and reintroduced performance monitoring into the CID business group. Further, HMIC note that the BOCU has the highest rate of sanction detections resulting in a charge disposal across the MPS.*
- *The quality of primary investigations (exception DV/Robbery) is poor. The BOCU needs to introduce and rigorously monitor compliance, with bespoke and generic minimum standards of primary and secondary investigation, for priority crimes as well as front line supervision capability, so that correction and compliance is both monitored, consequent data used to evidence poor performance and inform training provision, leading to learning. Arguably innovations such as the CRU are necessary because of the lack of capability among front line supervisors and/or knowledge among staff.*
- *The BOCU is focused on delivering ‘quality’ detections and needs to take advantage of other opportunities offered by TICs, FPNDs etc. (requirement newly introduced to R/Ts). The use of cannabis warnings needs to be carefully managed, so as ensure it is the most appropriate tactic towards tackling particular crime issues.*
- *There is a generally low level of morale among the CID business group who regard themselves as the engine room for performance, yet under-resourced with no proactive capability and little support in terms of problem solving and removing barriers to performance. This is exacerbated by the perception that the main office is a ‘glorified beat crime unit’ with high workloads (>25 each) and that senior managers are rarely seen and rarely thank or acknowledge work. The new Detective Superintendent has already identified the issue and is taking appropriate steps (to already good effect) to address the management approach and working practices impacting on morale.*
- *The D/Superintendent is reintroducing performance management into the CID by implementing a clear framework of accountability and communications processes which should begin to address current morale issues.*
- *There is little knowledge within the operations business group of CID investigative work beyond staff who experience an attachment to the CPU, which largely provides a route into the CID. Consequently the importance of conducting quality primary investigation and intrusive supervision into crime reporting, results in poor investigations having to be*

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repeated, inaccurate classifications and over recording and ultimately poor victim service. The BOCU would benefit from developing a career route into the CID, providing an attachment system or rotating probationers across business groups (including the CJU) to maximise understanding of the whole picture, rather than the small part afforded by response/SNTs exposure. The culture on the BOCU has been described by staff across the board as 'them and us'.

Volume Crime Investigation

The BOCU Crime Investigation and Management business area comprises a number of smaller units with specific functional responsibility. The BOCU has a robbery unit and a Priority Crime Squad that tackles burglary and vehicle crime. Camden generates a high level of volume crime and the BOCU CID is working to full capacity and suffers from a dearth of experienced detective capability. Other specialist units exist to investigate domestic/race/hate crime and sexual offences. There is also a BOCU financial investigation team on the BOCU dedicated to investigating POCA and seizures.

There is a crime management unit, run by a detective inspector that initially screens in crime and applies the BOCU crime allocation policy, ensuring that crimes are quality assured and supervised prior to allocation by the unit Detective Sergeant. The unit also applies NCRS and implements ASGARD checks, ensuring that as far as possible all detection opportunities are identified and actioned. Priority crimes are fast tracked into the relevant specialist team.

The Victims' Charter is actively promoted and enforced amongst all staff, with some victim types receiving a premium service, such as Hate crime investigations meeting the MPS minimum standards. Each investigation has a template that confirms to the national guidelines. The majority of the staff employed in the Community Safety Unit have undertaken a CSU course and are trained to national guidelines. Hate crimes are subject to screening by the Crime Management Unit and are screened to the appropriate unit, whether hate is the primary motive.

Strengths

- *The system of quality control is actively monitored by the CMU Detective Sergeants and the Detective Inspector. There is a template that covers the minimum standards for each investigation. PDRs for supervisors are linked to meeting targets for hate crime and not the minimum standards in accordance with MPS SOPs.*
- *Systems for crime management within the CMU appear to be robust, with good liaison with the Force Crime Integrity Team (CIT). ASGARD checks are conducted, as are the*

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range of other 'housekeeping' functions.

- *The Crime Reduction Unit is an effective tool in terms of identifying potential lost opportunities to generate detections (see below).*
- *The CPU comprises 20 officers supervised by 2 uniform sergeants. There is also a DC capability within the unit. The team provides a demand management function, as well as generating significant SD contribution. There is however confusion over remit, with continuing confrontations with other units trying to apparently 'off load' work.*
- *The TIB currently takes on just over 40% of crime reporting.*
- *Standards of investigation within the CSU and Sapphire teams are very creditable, with staff displaying good morale in spite of significant workloads (which are effectively monitored) and consistently delivering against SD targets (2nd in MPS).*
- ***The BOCU has formed 'Hate Crime' panels, which monitor and provide feedback relating to investigations which the inspection team regards as good practice.***
- *There is close partnership working with the Witness Service at Highbury Corner Magistrates Court, to ensure that victims and witnesses are supported through the Criminal Justice System. Extra support is offered to victims of homophobic crime in the form of Police LGBT liaison officers and outreach workers from the Camden LGBT Forum.*
- *Hate crime investigations meet the MPS minimum standards. Each investigation has a template that conforms to the national guidelines. The majority of the staff employed in the Community Safety Unit have undertaken a CSU course, and are trained to national guidelines. Hate crimes are subject to screening by the crime management unit and are screened to the appropriate unit and investigated with an investigation plan. The current performance targets for hate crime are 30% SD rate for domestic violence, 26% for race crime and 22% for homophobic crime. The BOCU is currently exceeding all of those targets and performance has improved consistently over the last 3 years. All victims of hate crime receive satisfaction surveys as part of the Victim Information Packs they receive.*
- *The system of quality control is actively monitored by the Detective Sergeants and the Detective Inspector. There is a template that covers the minimum standards for each investigation. PDRs for supervisors are linked to meeting targets for hate crime, not the minimum standards. There are regular meetings for the staff in the Community Safety Unit, which gives an opportunity for feedback.*

Areas for Improvement

See above - the areas referred to under serious crime are generic.

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Improving Forensic Performance

Strengths

- *The BFM is a member of the SMT, attends SMT meetings and the CID business monthly management meetings.*
- *Robbery cars are staffed by BTF officers who have a high level of forensic awareness. Such officers have also recently undergone refresher training in identifying and securing forensic evidence at scenes of street robbery.*
- *The BOCU follows the Sole Response policy on burglary where Scene Examiners attend all reports. The initial call receiver will assign a Scene Examiner immediately. Officer attendance will subsequently come from the Priority Crime Squad who focus on detection opportunities and SNT officers who focus on reassurance and prevention advice.*
- *The SOP adopted by the MPS and Metcall does not alert Scene Examiners to the report of a vehicle crime immediately. This is a generic policy that does have a slight negative impact at local BOCU level. This impact is addressed through a local policy where communication between the Telephone Reporting Bureau and the Scene Examiners occurs at the earliest stage. Additionally the Intelligence Unit checks daily for reports of vehicle crime that are awaiting TIB action. These crimes are reported to the daily intelligence meeting, facilitating contact with victims.*
- *Each CSE monitor their own identifications and works with the dedicated docket team, in order to maximize detection potential.*
- *There are two CSEs responsible for intelligence within the team and they liaise with BIU and central forensic intelligence, disseminating relevant information across the BOCU when appropriate.*

Narrowing the Justice Gap

The Criminal Justice Unit (CJU) at Holborn is responsible for the Camden & Islington BOCUs and is separately funded by Territorial Policing. It is the only combined CJU in the MPS. It has a BWT of 95 Police staff and 10 Police Officers. The CJU is responsible for all areas of Criminal Justice from the point of charge until the conclusion of a case, incorporating evidential file and case building and victim/witness care. They also have a dedicated warrants team, who research and ensure prompt execution of fail to appear warrants. The CJU also deals with the updating of PNC and other ancillary CJ functions. Great emphasis is placed on the joint working and partnership with the other CJ agencies, which is reflected in the relationships that have been established and the progress made to ensure an efficient and effective CJ service.

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The CJU manager is a member of the Local Criminal Justice Board and attends monthly BCJG meetings. There are sub-group meetings (PPO, CEO, victim and witness and cracked and ineffective trials) which review and discuss current performance with our CJU partners in relation to discrete business areas. The sub-group meetings examine specific cases where the outcome has not been satisfactory and adopt a problem solving approach, working with partner agencies. A recently introduced prosecution team performance monitoring meeting is also held on a monthly basis and is an example of the effective working relationship that has developed between the BOCU and the CPS.

The BOCU has a CPU whose remit is to deal with arrests generated by uniform response teams, undertake interviews and complete the remedial work on the cases. The BOCU also has a Witness Care Unit whose primary role is to provide a single point of contact for all victims and witnesses and comply with the NWNJ minimum requirements, which all staff are aware of and all sensitive cases are prioritised.

The CJU also has a case progression team which monitors the cracked and ineffective trial rate. Every case that is either cracked or ineffective as a result of the non-attendance of a prosecution witness is investigated, to prevent the reoccurrence of future events of a similar nature. Police officers are disciplined if they fail to appear at court for an unsatisfactory reason. Work is continually ongoing both through the sub-groups and local performance team to ensure the BOCU's performance is meeting the national targets. All priority crime cases are tracked from the point of charge. Performance meetings take place between senior members of the Department of Criminal Justice and the CJU Manager, to discuss the BOCU's performance in bringing more offenders to justice. The meetings prioritise areas of excellent or poor performance and the CJU Manager is held to account for the unit's performance by the BOCU Commander via the monthly SCT performance management meeting.

The BOCU operates three custody suites at located Holborn, Kentish Town and Albany Street. Albany Street has sole responsibility for dealing with bail to return prisoners and is open Monday – Friday 08:00 – 19:00. The other two custody suites are open 24/7 for the reception of all BOCU prisoners. Permanent custody staff consist of three permanent custody officers and ten DDO's. BOCU response teams post two custody officers each to custody duties on a three monthly rotational basis. However, this is proving difficult to sustain due to the constraints of the 'Tow bar' promotion and assessment process (tow bar sergeants are not able to undertake custody officer work).

Strengths

- The relationship with the CPS is effective and there is a good level of rapport and consultation in relation to evidence and charging standards.
- The newly revised/implemented strategy for custody suite management and portfolio responsibility is timely and should help to maximise opportunities for sanction detections. The rigorous monitoring of NFA decisions and BTR practice will also improve efficiency. The BOCU is also strongly advised to develop a permanent custody officer capability, in advance of the introduction of NSPIS.
- The CJU is well run, provides a good service and delivers against OBTJ targets (the cracked and ineffective trial rate has reduced from 44% to 19%).
- The unit provides a premium service for PYOs and PPOs and operates to a largely consistent performance management framework.
- The BOCU has a very creditable level of drug testing.
- The BOCU warrant team is effective and provides a fast time execution service, resulting in significantly reduced turnaround times and reduced outstanding numbers. The unit is also well linked to the BIU.
- Chief Inspector Support and Performance has specific line management responsibility for the BOCU custody suites and reports to Superintendent Operations. The BOCU has a custody manager of Inspector rank and also a Designated Detention Officer (DDO) Manager with operational responsibility for the OCU's drugs intervention programme. The BOCU custody manager's responsibility includes Livescan management and liaison with the ICV.

5.5 PROMOTING SAFETY

Reducing Anti-Social Behaviour

The BOCU has linked the problem solving process to the mainstream tasking process, ostensibly enabling all BOCU resources to be tasked with ASB activities. The local authority is represented on each of the SNT ward panels and joint patrols are being conducted, which include police, housing management, environment and community payback schemes. The BOCU in partnership with the LA is very proactive in the use of all aspects of ASB legislation, which is co-ordinated via the Anti-Social Behaviour Action Group. There are currently dispersal zones in place in Camden Town, and a joint Westminster zone in Bloomsbury. Dispersal zones were previously implemented in 8 other areas across the BOCU since June 2004, together with a BOCU wide controlled drinking zone.

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PCSOs are posted to and are an integral part of SNTs, with work being undertaken in order to integrate PCSOs into BOCU primary schools, as part of the developing role of the Safer Schools partnership. The BOCU also has a complement of 55 MSC officers, the majority of which were recruited over the past 12 months. MSC officers are deployed in alignment with SNTs and have been increasingly focused on ASDP activities. The BOCU also operates a shop-watch scheme running in Camden Town, with another being set up in Tottenham Court Road. There is also a hospital watch at the Royal Free Hospital, with a second scheme under development at Great Ormond St Hospital.

Strengths

- *The BOCU has extensively and effectively made use of ASBOs, ABCs, dispersal and crack house closure legislative powers, to tackle anti-social behaviour and these have become a routine tactical option as part of future problem-solving initiatives, with an independent evaluation of effectiveness being conducted.*
- *The BOCU has invested in a problem solving co-coordinator and 2x ASB officers, supporting PSPs generated by the SNTs.*
- *PPU is correctly staffed and well managed with currently 158 offenders being monitored and visited. Workloads are monitored and staff welfare needs addressed.*
- *The BOCU has developed the first Hospital Watch in the UK and several of its MSC officers are hospital staff.*
- *The BOCU is developing a dedicated Mental Health Team and has a dedicated liaison officer operating from the Operations Office. This provides a consistent and informed response to 136 demands, which is significant as Camden has the highest number of section 136 deployments in the MPS. Protocols are clear and consistently reviewed and updated.*
- *The CSU has good working relationships with partners and an LA crisis intervention officer is co-located within the unit.*

Areas for Improvement.

- *There is limited SMT awareness of PPU issues and a lack of co-ordination between PPU, CSU and Compass functions.*
- *Pro-activity in relation to these business areas is negligible and opportunities for reduction of Repeat Missing From Home or DV victims are not taken via SNT problem solving.*

5.6 PROVIDING ASSISTANCE

The BOCU performance in relation to MPS response management targets are as follows; 1st April to 31st October 2006 in relation to average of I calls responded to within the target time (within 12 minutes) the MPS as a whole achieved **65.8%**. During the same period Camden BOCU achieved an average response of **70.25%**. The average for S calls responded to within 60 minutes was **40.3%** for the MPS overall, with Camden achieving an average of **46.26%**. It is also noteworthy that the BOCU averages between 2200 and 2500 'I' calls every month, a very high volume.

Since 9th May 2006, the BOCU has migrated its call receipt and dispatch functions to Metcall Bow, as part of the MPS C3i programme. These functions are consequently monitored and quality assured as part of performance management within the CCC OCU. However, performance data is produced for the benefit of the Camden BOCU change manager, enabling informed performance management. The BOCU is displaying consistently high levels of performance in the areas of use of MDT in vehicles; TIB outstanding calls; proportion of crime reported by TIB; percentage pre-planned duties in CARMS; percentage changes to duties planned in CARM; percentage of response officers booked on and timeliness of booking on to MetDuties.

Call Management

Strengths

- *The BOCU has designated the role of patrol supervisor on each response team. They are responsible for resource management in relation to both critical and non-critical incidents, as well as providing support for the duty officer in terms of providing command and control capability at the scene of incidents.*
- *The BOCU carries an extensive aid requirement (with 500 person days to central London aid per month lost), which is well managed by the operations unit, minimising overtime requirement and abstraction via effective forward planning.*
- *The IBO staff work the same shifts as their response team colleagues, thereby establishing good rapport between the teams.*
- *There is a dedicated inspector responsible for managing the change process and reporting progress to the SMT.*

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Areas for Improvement

- *Staff within the Control Room have not received training in NCRS, whereby controllers could promote compliance by signing off all calls.*
- *Only a fraction of all BOCU resources are consistently booked on via Metcall and are shown as available within the BOCU Control Room, thereby compromising deployments and the efficient use of resources.*
- *Relations between the IBO and Metcall operational staff is poor, leading to unsatisfactory OI list management and frequent controller intervention. The BOCU could capitalise on the good relationship that exists between the Chief Inspector Operations and Metcall supervisors by engaging in some problem solving activity at tactical level, for example by developing a user group and greater liaison with Metcall, promoting familiarity with operating protocols and greater familiarity with the new procedures.*
- *There are many staff on the BOCU who do not fully understand the role and purpose of the IBO and this needs to be communicated.*
- *There was no awareness of PPOs within the IBO.*
- *Conditional deployment protocols for the SNTs are not fully understood and appear unduly restrictive, with SNT staff not accepting work that is not directly related to panel priorities. This is perceived by IBO staff to be too restrictive and practically impossible to manage with 18 wards and 3-4 priorities in each.*

Accessing Specialist Operational Support

Strengths

- Responsibility for overseeing Firearms Operations rests with the Superintendent Operations (Support), supported by the Chief Inspector Operations. The Chief Inspector Operations receives, examines and evaluates, looking for good practice and quality assuring compliance with ACPO PUF guidelines. All logs are archived, providing accessible auditing capacity.
- 'Hot' debriefing is routine and undertaken by the Team Inspectors and followed up by Chief Inspector or Superintendent Operations Support debriefs as necessary.
- All incidents involving police use of firearms are discussed at the daily Intelligence meeting, which is chaired by the Detective Superintendent and any immediate issues are fed to the Operations portfolio.
- All BOCU inspectors are IFCAT trained and Chief Inspectors are trained to Silver commander level.
- Post event debriefing are conducted by Silver Commanders at the conclusion of the event

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and fuller debriefs are conducted by the Chief Inspector or Superintendent Operations Support, as necessary. Debriefs are documented for learning purposes.

- All BOCU firearms operations are conducted with the assistance of CO19 specialists or other armed MPS departments.
- Camden BOCU has, over a number of years, been involved in strategic exercises relating to the impending arrival of the Channel Tunnel Rail Link. Testing of the system prior to going live will take place in June 2007. A major Counter Terrorist exercise is planned for February 2008 involving MPS CT experts and Camden trusted partners. Firearms issues will be incorporated into this exercise. Protocols and contingency plans are in existence for MOD properties within the BOCU, where MOD staff carry/store firearms. These are regularly reviewed.
- The Operations portfolio have created detailed lists of all Level II trained officers, dates of training and comprehensive lists of officers awaiting training, in order to maintain overview and continuity. This is controlled by the Chief Inspector Operations.

5.7 RESOURCE USAGE

This business area is led by the BOCU Business Manager (BBM) supported by a Human Resource Manager (HRM), a finance manager and a resource manager. The HR Unit is responsible for workforce planning, sickness monitoring, and providing support for line managers. It also includes the BOCU Training Unit, responsible for providing mandatory training such as Officer Safety, Emergency Life Support and Health & Safety. The Finance Unit manages the many devolved budgets for the BOCU, while the Resource Manager leads on managing BOCU assets and estate maintenance. Also falling within the remit of the BBM are the additional units of Facilities, Secretariat and Systems Administration. These are integral to the internal support and management structure that facilitates day-to-day running of the BOCU, including the satellite stations located at Kentish Town and West Hampstead, as well as the HQ at Holborn Police Station.

BOCU Workforce Target (BWT)

Chief Superintendent	1
Superintendent /Detective Superintendent	3
Chief Inspector/Detective Chief Inspector	4
Inspector/Detective Inspector	30
Sergeant/Detective Sergeant	141

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Constable/Detective Constable	645
Band B	2
Band C	6
Band D	22
Band E	65.7
Designated Detention Officer	12
Police Community Support Officer	54

Human Resource Management

- The BOCU has a WFP process that manages and coordinates personnel movements across the BOCU. This is chaired by the BBM and is informed by the Control Strategy, ensuring that decisions reflect and support the BOCUs priorities. Staff association representatives are invited to attend the meeting.
- Sickness management processes are robust and effective, leading to excellent reductions over the last year for police officers, police staff and PCSOs. While target achievement for police officers and staff are above the required level, the trend is down and being sustained over the long term. Systems for return to work interviews, case conferences and Occupational Health referrals are in place, but HR staff repeatedly have to chase supervisors for completion.
- The timeliness of PDR completion is apparently good at 96% for police officers and 95% for police staff. PDR objectives are set which are relevant to BOCU priorities and the BOCU is encouraged to progress its intentions to create a minimal number of standardised workplace objectives for common groups of staff (i.e. Core teams, CID investigators, etc) and to scrutinise quality more closely.
- Action has been taken by the HRM to promote disability issues across the BOCU and there is strong adherence to H&S requirements.
- The BOCU has a strong and well supported diversity strategy in place and operates with staff representation on a variety of forums internally and externally. The strategy encompasses a range of diversity themes, with particular focus on reviewing the use of powers, a voluntary mentor scheme and consideration ensuring compliance with the RRAA requirements.
- There is evidence of addressing under performance and unsatisfactory performance procedures have been initiated for some staff.

Areas for Improvement

There is widespread dissatisfaction with the service provided by the HR department, with staff expressing concern as to the efficiency of the department and processes in terms of personnel movements and processing of paperwork. The HR department also considers it is undervalued and left to manage with inadequate staffing levels, although the staff member to officer ratio complies with the MPS corporate model.

Training, Development and Organisational Learning

Strengths

- *The BOCU Training strategy is informed by Territorial Police HQ Training Board, which sets the mandatory training the BOCU has to deliver via its Training Unit.*
- *The BOCU Street Duties Courses are fully supported with good working relationships between Duties, HR Workforce Planning and Operations and compliance with the current corporate policy regarding street duties courses.*
- *Four quarterly cycles are held every year, alternating between Core and Non-Core Officers to deliver Mandatory Training. Camden incorporates a training day in the officers' roster. The North West Cluster review for training demonstrates that Camden is one of the highest BOCUs to complete all Mandatory Training.*
- *A proactive approach to warning staff for training is being developed, in view of a change in the style of delivery by TP HQ training and the incurring of fines against the BOCU for non-attendance. Non-attendance is dealt with by the Training and Development Manager (TDM) direct to the line manager and sanctions put in place in the event of recidivism.*
- *Quarterly Management Reports are completed by the HEO/EO on a regular basis and regular meetings are held with the Finance and Resources Managers in relation to costing.*
- *The TDM has opened a partnership with the PRDU Learning & Development Department, to train staff and first Line Managers in areas that are required for their development that cannot be supported by the Training Unit.*
- *With the on-set of IPLDP, Trainers and Officers are made aware of the NVQ qualifications they can attain and are encouraged forward.*
- *The majority of the BOCU's SMT members have attended Critical Incident Training and gained developmental experience from the event.*

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- *Regular meetings are held with staff to promote the service that can be offered to officers, such as talks on Pension Plans and PDR completion. This enables the BCU to gear training towards the needs of the officer.*

Areas for Improvement

- *Attendance at mandatory training requires robust SMT support in the event of non attendance and staff that fail to appear at BOCU training events should be required to account for absence to relevant senior line managers. This will support Training Unit staff and underline the importance of attending training, as well as minimising waste.*

Race and Diversity

Strengths

- *The Business Manager is the lead for diversity issues on the BOCU and the SPOC for the Diversity and Citizen Focus Directorate.*
- *Respect for diversity is a mandatory field in all PDRs.*
- *BOCU has representation in accordance with MPS corporate targets for race and gender, BME and female representation within the work force and is monitored using MetHR data.*
- *Diversity is integrated within all the BOCU policies and the Business Manager will shortly be implementing the MPSD Equalities Scheme, in compliance with MPS corporate strategy. The Business Manager, HRM and TDM monitor BOCU activity, such as discipline and performance issues, to ensure any diversity trends are noted and addressed. Diversity issues are considered carefully when implementing issues such as compulsory transfers, to ensure equity amongst staff that are either BME or female.*
- *BOCU policies have also gone through the appropriate consultation with external stakeholders where necessary, with activity being directed through the appropriate local forums relating to specific issues. The BOCU has an Independent Advisors Group, which is representative of the local community and is used to discuss relevant issues such as critical incidents and stop/search activity. In respect of the latter, supporting data is shared by the BIOCUC with trusted partners such as the CPCG.*
- *The BOCU is aware of DDA legislation and the HRM is the SPOC for advice on such issues. DDA and other adjustments for staff are regularly considered by the HRM in conjunction with OH colleagues and line managers. Examples are, numerous orthopaedic chairs provided on OH advice, specific software provided to staff with dyslexia, RSI and visual impairment. All station offices offer access for disabled users.*
- *The BOCU is a member of the local Disability Forum and is represented by the HRM. The forum comprises local employers with the London BOCU of Camden, where good practice and information is shared on disability issues.*

Resource Management

The Business Manager is a member of the BCU SCT responsible for the administration and management of BOCU finance and resources. The Finance and Resource Management function is split with senior police staff heading each function. Facility issues are co-ordinated by the Facilities Manager and support team. Systems and processes are in place to ensure financial rigour and monthly meetings are held and attended by the Finance Manager, Business Manager and BOCU Commander to review the budget position. Police Overtime, Hire Vehicles and Police Staff pay all have strict controls placed upon them by TPHQ and this spend information is circulated on a monthly basis and closely monitored. The financial information is cascaded to SMT using the TP Financial framework documents and local spreadsheets for police overtime spend data.

Strengths

- *Line managers are held to account for budget management via PDRs.*
- *Budgets where appropriate are devolved, and the Finance Manager provides regular data on spends and forecasts for these budget lines with a financial commentary. The monthly meeting between the BOCU Commander, Business Manager and Finance Manager closely scrutinises each budget line and remedial actions are recorded, generating an audit trail.*
- *The Workforce Planning meeting sits every two weeks and is chaired by the BOCU Business Manager with portfolio heads in attendance, i.e. Chief Inspector, Operations, Partnership and Crime Wing. All movement of human resources is co-ordinated and sanctioned by this meeting. Management information using Met HR is supplied to the SMT.*
- *The introduction of Met Duties has created the opportunity to implement Total Resource Management. All teams now have a duty planner and co-ordinator appointed and submit planned duties on a monthly basis. There are still compliance issues that need to be addressed and the BOCU is working to inculcate automatic 'booking on' as a de facto culture rather than an aspiration.*
- *The BOCU operates a 12 hour shift pattern by 4 response teams. This was adopted after research into a number of variable shift patterns and analysis of BOCU demands. This has been subject to 2 review processes and is the shift pattern favoured by the majority of uniform officers.*
- *The BOCU is aware of its obligations under the Working Time Directive and staff working hours are recorded. Police overtime data produced locally shows the numbers of hours worked by staff in order that line managers can assess the welfare and H&S implications of the individual.*

Areas for Improvement

- *There would be value in creating a structured programme of attachments for street duty officers/staff, to include the CID, Beat Crimes, SNTs and CPU.*
- *The Working Time Directive does not appear to be formally monitored at senior management level, although the issue is informally reviewed at the SCT and senior staff required to make interventions as appropriate. However management interventions occasioned when thresholds are tripped should be auditable through records of action or minutes.*
- *There has been no meaningful analysis of demand for all key units on the BOCU. There are opportunities to release capacity through an improvement in the alignment of resources with demand. Key demand areas need to be identified, drawn together, prioritised and allocated leads. This should be presented within a Demand Management Strategy, led by a member of the SMT and with a process of ongoing staff consultation.*
- *Double-crewing/patrol is the normal mode of deployment for uniformed staff and there has been no risk assessment of times when it would be more effective and efficient to implement single patrol.*
- *The core team shift pattern is based on a 12 hour model and work needs to be done to review the viability of variable parade times/minimum strengths at periods of key demand (shift handovers etc) and consideration of introducing overlaps of one and two hours that are designed to enable effective briefings, reports to be completed and for proactive deployments. The minimum strengths (and it was unclear for many whether indeed they exist) for core teams are constant throughout the 24/7 cycle when demand is considered by many as likely to be different. Variable minimum strengths need to be considered and set, following an analysis of demand for reasons of staff safety and efficiency.*

National Intelligence Model (NIM)

The BOCU BIU has an Intelligence Manager and a Higher Analyst, each working with a team of officers to support these functional roles. The Intelligence Manager is responsible for the management of the priority crime focus desks which are Street Crime, Burglary, Vehicle Crime, Community and Violent Crime and Drugs. Each desk is supervised by a Detective Sergeant, as is the core desk. The BOCU BIU also has two RIPA gatekeepers.

The tasking coordinator role, which is performed by an Inspector, identifies resources from both internal and external sources to meet the demands of the BCTG. **This role has been created by Camden and is the only Inspector role of its kind in the MPS and is regarded as good practice.** The tasking coordinator manages and costs all pro-activity across the

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BOCU, seeking and utilising a variety of resources from across the MPS and other law enforcement agencies policing London. Deployment maps covering each priority crime are prepared daily and reviewed at the daily management meeting.

CDRP groups drive problem solving activity against the objectives of their respective action plans and other agencies such as the police volunteers group, parking authority, NCP car parks, estate managers, street wardens, vehicle pound, and business groups are integrated into this process. Problem solving initiatives respond to concerns raised by the citizen focus panel, which are informed by analysis provided by the partnership unit. PSP's generally focus on combating anti-social behaviour.

Strengths

- *The BOCU Commander chairs the Strategic Assessment process, which is reviewed quarterly. Partnership agencies attend the quarterly reviews of the strategic assessments and also attend the BCTG.*
- *There is a daily intelligence meeting which informs the daily management meeting.*
- *The BCTG, chaired by a D/Superintendent, has also been integrated with the BOCU Problem Solving meeting, which is the responsibility of the Superintendent (Partnership).*
- *The BIU produces all key NIM products to a reasonable standard. That said, analytical capability is limited and little predictive analysis is conducted. The BIU is structured in accordance with MPS policy and the BOCU operates a tactical co-ordination and tasking group (TCTG), which works to ensure consistency of deployment and compliance. There is scope to increase the depth and breadth of analysis to incorporate more sophisticated predictive work, comparative case study analysis and associate mapping, as well as generating a greater range of tactical options.*
- *Ostensibly, NIM compliant processes are in place.*
- *The tactical co-ordination unit ensures co-ordination and compliance re tasking.*
- *Good use is made of the Source Unit, the products from which are correctly routed through the BIU and inform proactive tasking. There is a predominance of drugs intelligence on the BOCU, but limited proactive capability to act upon the same when circumstances merit.*
- *Office-based staff are utilised to assist in combating priority crime on focus days. Every month the BOCU runs two focus days. All uniform resources redeploy from their office based core function, and after briefing, are deployed onto high visibility patrols in hotspots, to disrupt offenders.*

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Areas for Improvement

- *The BCTG process requires review and clarifying. The integration of problem solving policing into the mainstream tasking process via the BCTG is appropriate, but has not been sufficiently explained to staff, who are unsure as to the process or whether it will lead to resources being effectively deployed to focus on both crime and problem solving.*
- *The location of the BTF, the BOCU main proactive capability under the partnership remit requires revisiting, since it effectively denudes the CID business group of a fast time, flexible asset that can be focused on priority crime. Furthermore, the current tasking process as stated above is not sufficiently robust to ensure that such asset is equitably distributed between partnership and CID business areas. This leads to confusion, frustration and some self-tasking among the staff on the BTF.*
- *The Daily Intelligence Meeting needs to become more dynamic, forward-looking and should be chaired by the BIU inspector with a hot-tasking focus informed by the Control Strategy. It should involve SNT managers, the BFM, press liaison, core team management and partnership representation, facilitated through conference call facilities. The process is currently under review by the Detective Superintendent.*
- *There is significant scope to increase the quantity and quality of daily tasking. The full range of tactical options needs to be considered for each tasking.*
- *The BOCUs proactive capability would benefit from the allocation of lead responsibility for the implementation of tactical interventions against BOCU level PPOs. This should establish ownership, accountability and improve results. Remaining capacity needs to be responsive to fast-track interventions, in accordance with the Control Strategy priorities and managed via an effective tasking process as identified above.*
- *The FIO capability within the BIU has significantly reduced thereby limiting the research capability of the BOCU and needs to be reviewed.*
- *The Partnership Unit produces a plethora of data and undertakes copious research and evaluation. However, it is unclear how much added value is generated through this activity versus the need for real time analysis that drives problem solving and partnership tasking and actions.*

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Appendix A – Leadership Audit Results (questionnaires).

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	5.17%	3.45%	6.90%	31.03%	31.03%	22.41%
Q02	I am set objectives which are clearly relative to my role and experience	1.72%	5.17%	18.97%	25.86%	29.31%	18.97%
Q03	Lines of accountability and responsibility within the BCU are clearly defined	13.79%	3.45%	10.34%	32.76%	20.69%	18.97%
Q04	Resources are effectively managed within the BCU including specific issues of demand and deployment	17.24%	13.79%	18.97%	31.03%	17.24%	1.72%
Q05	Throughout the BCU teams are balanced in terms of skills, experience and diversity	15.52%	15.52%	13.79%	36.21%	13.79%	5.17%
Q06	The health and safety procedures on the BCU are effective and make me feel safe in my workplace	1.72%	10.34%	18.97%	29.31%	29.31%	10.34%
The BCU has a performance culture with integrity							
Q07	My manager demonstrates an interest in my performance and development	1.72%	8.62%	17.24%	20.69%	32.76%	18.97%
Q08	I receive the development I need to perform my role	0.00%	8.62%	17.24%	37.93%	25.86%	10.34%
Q09	Within the BCU, good performance is recognised and rewarded	8.62%	27.59%	18.97%	17.24%	20.69%	6.90%
Q10	Innovation is promoted and supported on the BCU	12.07%	27.59%	25.86%	13.79%	13.79%	6.90%

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Q11	On the BCU there is effective use of the National Intelligence Model - resources/tasking/coordination	29.31%	6.90%	13.79%	25.86%	15.52%	8.62%
Q12	BCU managers ensure that maintaining our integrity is more important than achieving good performance	28.07%	17.54%	12.28%	21.05%	17.54%	3.51%
Q13	The BCU delivers an effective service to the community	6.90%	0.00%	8.62%	48.28%	27.59%	8.62%
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	10.53%	5.26%	7.02%	29.82%	36.84%	10.53%
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	32.76%	8.62%	6.90%	24.14%	22.41%	5.17%
Q16	My manager's decisions in respect of operational issues are consistent	6.90%	6.90%	8.62%	25.86%	43.10%	8.62%
Q17	My manager's decisions in respect of disciplinary issues are consistent	25.86%	3.45%	5.17%	25.86%	29.31%	10.34%
Q18	My manager solves problems effectively	5.17%	3.45%	17.24%	22.41%	36.21%	15.52%
Q19	My manager inspires me with confidence	3.45%	17.24%	17.24%	17.24%	29.31%	15.52%
Q20	Sickness and welfare are effectively managed within the BCU	22.41%	3.45%	12.07%	20.69%	31.03%	10.34%
Q21	Managers deal effectively with bullying	45.61%	12.28%	8.77%	8.77%	19.30%	5.26%
Q22	Abstractions from duty - other than sickness - are effectively	22.81%	7.02%	17.54%	24.56%	21.05%	7.02%

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	managed within the BCU						
Q23	There is a commitment within the BCU to staff retention	22.81%	24.56%	10.53%	17.54%	21.05%	3.51%
Personnel management							
Q24	I have regular and meaningful contact with my line manager	0.00%	8.62%	5.17%	17.24%	46.55%	22.41%
Q25	My manager demonstrates a genuine interest in me	3.45%	8.62%	13.79%	22.41%	29.31%	22.41%
Q26	I feel that my contributions are welcomed and valued	0.00%	8.62%	17.24%	25.86%	31.03%	17.24%
Q27	My manager makes me feel proud of the service we deliver	0.00%	13.79%	18.97%	29.31%	27.59%	10.34%
Q28	My manager makes me feel trusted, valued and included	0.00%	8.62%	10.34%	25.86%	34.48%	20.69%
Q29	Training and development is allocated on the BCU according to need	10.34%	15.52%	18.97%	27.59%	20.69%	6.90%
Q30	I am encouraged to learn by my manager	0.00%	13.79%	18.97%	24.14%	24.14%	18.97%
Q31	I feel prepared for future changes	10.34%	10.34%	13.79%	31.03%	24.14%	10.34%
Q32	Coaching and mentoring is available to me if I need it	24.14%	5.17%	13.79%	22.41%	20.69%	13.79%
Q33	Personnel issues are dealt with by my manager in a relevant and timely manner	12.07%	1.72%	10.34%	20.69%	34.48%	20.69%
Communication							
Q34	The BCU Commander & Senior Management Team has a high profile within BCU	7.02%	10.53%	15.79%	17.54%	42.11%	7.02%
Q35	My manager communicates relevant information to me	1.75%	3.51%	12.28%	28.07%	31.58%	22.81%
Q36	I feel that, where it is appropriate, I am consulted on matters of policy and strategy	3.51%	29.82%	14.04%	22.81%	15.79%	14.04%
Q37	My manager is available when I need to talk to him/her	1.75%	3.51%	14.04%	19.30%	33.33%	28.07%

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Q38	The BCU Commander, Senior Management Team are available to staff at appropriate times	28.57%	7.14%	8.93%	19.64%	23.21%	12.50%
Q39	The BCU Commander and SMT respond in a positive way to feedback from staff	30.36%	8.93%	17.86%	19.64%	16.07%	7.14%
Q40	My manager responds in a positive way to feedback from staff	5.36%	8.93%	8.93%	30.36%	33.93%	12.50%

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Appendix B - Performance Summary

a) Performance Indicator	January 2006 – June 2006	January 2007 – June 2007	Change	(iv) Quartile Position	(v) Direction
Recorded crime (TNO)	88.779	89.796	+1.15%		
Recorded crime (TNO) MSBCU position	13 th (74.540)	14 th (72.855)	-1	4 th	-
Recorded crime (TNO) SD rate	16.45%	18.93%	+2.48pp		
Recorded crime (TNO) SD MSBCU position	15 th (21.94%)	15 th (23.98%)	0	4 th	-
Residential burglary	11.827	11.572	-2.16%		
Residential burglary MSBCU position	12 th (10.669)	9 th (10.555)	+3	3 rd	-
Residential burglary SD rate	14.81%	10.39%	-4.42pp		
Residential burglary SD MSBCU position	9 th (18.27%)	10 th (13.49%)	-1	3 rd	-
Robbery	3.122	4.215	+35.00%		
Robbery MSBCU position	5 th (3.660)	10 th (3.522)	-5	3 rd	
Robbery SD rate	10.20%	10.39%	+0.19pp		
Robbery SD MSBCU position	14 th (15.39%)	14 th (17.29%)	0	4 th	-
Vehicle crime	9.867	11.181	+13.32%		
Vehicle crime MSBCU position	9 th (9.642)	14 th (8.788)	-5	4 th	
Vehicle crime SD rate	6.32%	4.47%	-1.85pp		
Vehicle crime SD MSBCU position	10 th (7.99%)	14 th (6.80%)	-4	4 th	
Violent crime	17.722	18.470	+4.22%		
Violent crime MSBCU position	5 th (19.057)	8 th (18.061)	-3	2 nd	-
Violent crime SD rate	24.48%	26.10%	+1.62pp		
Violent crime SD MSBCU position	10 th (28.77%)	12 th (30.83%)	-2	3 rd	-

Appendix C

NOTIONAL CONTRACT

Purpose

This 'notional contract' follows an HMIC inspection of **Camden BOCU** in the **Metropolitan Police Service**, that was conducted in **June 2007** and sets out the action required by the BOCU, together with the improvement outcomes required. It is between the HMI, the BOCU Commander and his/her ACPO line manager.

Action Required

BOCU inspection reports published by HMIC contain both recommendations and 'management considerations'. Save for exceptional circumstances rendering the implementation of recommendations impossible or inappropriate, the implementation of recommendations is presumed to be a reasonable expectation. Management considerations entail more discretion, giving BOCUs the option not to implement them if the BOCU can show good reason why they should not be adopted.

For **Camden BOCU**, HMIC requires that the following recommendations be implemented by **June 2008**, at the latest:

Recommendation (1) -. That the BOCU Commander, working with BOCU senior command team, reviews the current junior command/leadership team in terms of skills, experience and leadership with the objective of creating a capable, cohesive and dynamic team with united vision. This will require creating:

- An organisational command structure that needs to clearly reflect BOCU business, that provides clarity of roles, responsibilities and accountability levels, creating a consistent command chain and operating environment for BOCU staff;
- Active and constructive engagement of **all** Management Team members in strategic decision and policy making, creating engagement and commitment;
- A range of formal and informal communication processes, enabling consultation with staff in a meaningful and consistent way, fostering engagement and promoting confidence.

Recommendation (2) - That the BOCU continues to develop its sanction detection improvement plan that should include:

- The MPS equivalent plan from Operation Emerald and particularly those aspects relating to custody suite activity and reducing outstanding trials older than 12 months;

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- Bespoke minimum standards for primary and secondary investigations, together with robust and consistent compliance monitoring and follow-up;
- The rapid progression of outstanding forensic dockets relating to priority and serious crime;
- Intelligent and ethical use of TICs and FPNDs in accordance with MPS direction;
- Continuing activity to gather intelligence and realise forensic opportunity;
- Particular commitment to enhancing the detective capability and resilience within the Community Safety and Sapphire Units, areas of significant organisational risk and high volume workloads;
- Review of the current pro-activity capability and distribution of resources, ensuring that resources are more efficiently focused and performance managed in relation to priority sanction detection levels.

Recommendation (3). That the BOCU reviews its performance management arrangements and develops a comprehensive framework that encompasses the full range of performance requirements, as well as BCS delivery and maximises accountability for performance against priorities at every level of the BOCU, in a timely and meaningful manner. The framework should be supported by a management structure that creates clear accountability among leaders and managers at every level of the BOCU and is supported by a consistent system of monitoring and review, both on an individual and team basis. This should be supported by a MMR that comprises a minimal number of relevant core indicators of success for each unit/team and variable themes each month, to test other issues of concern or ‘mission critical’ matters such as Critical Incident Management or Missing Person investigations.

Recommendation (4). That the BOCU creates and implements a Demand Management Strategy that is designed to maximise its proactive capacity and which includes:

- A review of core team establishment levels, overlaps and minimum strengths against their demand profile;
- A review of the necessity for the current BOCU Task Force size and focus on BCS crime reduction, versus potentially more effective deployment onto priority crimes detection;
- Analysis work on repeat calls/crimes with problem solving interventions, tasked to the SNTs;
- Maximised use of telephone investigation.

In addition, HMIC expects all ‘**management considerations**’ contained within the GL3 BOCU inspection report to be implemented within the same timescale, save for good reasons as described above.

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Improvement Outcomes

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

Camden BOCU is expected to meet or exceed the following performance targets by **January 2008**. The BOCU is currently positioned in the 3rd or 4th quartile for all offence groups within the reduction and sanction detection categories (with the exception of violent crime reduction where it is located in the second quartile). For quartile positioning see appendix 'C' above.

- To improve MSBCU quartile positioning by one quartile for crime reduction, from the time of inspection, for all offence groups, excluding violent crime reduction.
- To maintain MSBCU quartile position (second quartile) in relation to violent crime reduction.
- To improve MSBCU quartile position for sanction detection rates from the time of inspection, for all offence groups.

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

BOCU Revisit and Review

Camden BOCU will be revisited by HMIC (Allington Towers, London) on or soon after **June 2008**, to determine whether this notional contract has been fully discharged. An interim re-visit will also be scheduled in October 2007 to review progress. At the 12 months stage (June 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 PCSU referral.