

HM Inspectorate of Constabulary London and BTP Office

Inspection of Greenwich BOCU Metropolitan Police Service (MPS)

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1. Executive Summary

- 1.1 With approaching 900 staff (police and support staff), Greenwich is a substantial BOCU within the MPS and comprises a diverse and expanding community (23% of the population are from ethnic minority communities) located within a major area of international tourist attraction in the South East of London. The area has recently been graded a world heritage site and tourism plays a significant part in the life of the borough attracting over 6 million visitors a year to the area, worth about £327 million to the local economy and creating about 25% of all jobs locally. Greenwich Borough is also home to the rich and famous, and is highly residential being within close proximity to the centre of London with excellent communication via road and rail links to Central London and the East End.
- 1.2 ¹The BOCU crime performance is concentrated on the delivering against the British Crime Survey Basket of 10 indicators² (as per MPS direction) and the BOCU has achieved an aggregated 10.1% decrease in total notifiable offences (TNO) against the previous years (2005/6) performance within the MPS performance management framework at the time of inspecting. This equates to 1000 fewer victims, a trend which the BOCU is confident will continue.
- 1.3 BOCU crime reduction performance across the range of MPS indicators is as follows: Street Crime (includes robbery, snatch and pickpocket) 9% increase vs. target of 0% increase; Residential Burglary 8% increase vs. a target of 0% increase; Theft of Motor Vehicle 18% reduction vs. a target of 6% reduction; Theft from Motor Vehicle, 15% reduction vs. a target of 8% reduction; Violent Crime (including Hate Crime) 4% reduction vs. a target of 6% reduction; Criminal Damage 9% reduction vs. a 15% reduction target. Sanction Detection Achievement is as follows: Total Notifiable Offences 16% vs. a target of 18.4%; Street Crime 6% vs. a target of 12%; Residential Burglary 8% vs. a target of 17%; Theft of Motor Vehicle 5% vs. a target of 8%; Violent Crime 21% vs. a target of 20%; Criminal Damage 9% vs. a target of 20%; Domestic Violence 26% vs. a target of 31%; Rape 18.5% vs. a target of 30%; Race Crime 19% vs. a target 25%³. BOCU performance is not strong in either reduction or detection categories, but is particularly challenging in sanction detection achievement.
- 1.4 In relation to MSBCU (IQuanta) crime reduction performance, (see summary box below) the BOCU has also not progressed and while some trends (motor vehicle crime reduction as above) have shown improvement, performance is mostly unexceptional and lacks momentum. The main area of concern in relation to reduction is again an increase in Street Crime/Robbery levels. The BOCU is in the 2nd and 3rd quartile for MSBCU group reduction performance. In terms of sanction detections, the BOCU is consistently outperformed by its peers and performance is overall weak, with the BOCU ranked in the 3rd and 4th performance quartile in its MSBCU group for all sanction detection categories.

¹ NB. All performance data reflects the situation as at time of inspection and does not include variations since.

² Robbery Person, Snatch, Pickpocket, Burglary Residential, Theft M/V, Wounding and Common assault, Theft of Pedal Cycle and M/V Interference.

³ Source - BOCU Performance data supplied to HMIC September 2006. Targets are locally determined and set after negotiation with TPHQ.

Offences	Change			Current	
	Greenwich offences per 1000 12 months to 30/11/05	Greenwich offences per 1000 12 months to 30/11/06	% Change	MSBCU Average offences per 1000	Greenwich rank
All crime	137.09	131.27	-4.25	134.95	7 out of 15
Violent Crime	41.21	40.71	-1.20	37.56	9 out of 15
Vehicle Crime	17.89	16.30	-8.89	19.75	5 out of 15
Domestic Burglary	19.34	18.59	-3.88	9.04	3 out of 15
Robbery	5.54	6.03	8.87	6.98	8 out of 15

Detection

	Change			Current	
	Greenwich sanction detection rate 12 months to 30/11/05	Greenwich sanction detection rate 12 months to 30/11/06	% pts change	MSBCU sanction detection rate	Greenwich rank
All crime	15.2%	17.3%	2.2	21.3%	14 out of 15
Violent Crime	20.3%	23.2%	2.9	27.8%	10 out of 15
Vehicle Crime	3.0%	4.9%	1.9	6.7%	10 out of 15
Domestic Burglary	12.3%	10.3%	-2.0	15.2%	12 out of 15
Robbery	11.4%	8.4%	-3.0	13.3%	14 out of 15

NOTES: *improvement and deterioration is based on the 12 months to November 2006 compared to the previous 12 months). For a schematic demonstrating 3 yr and 12 moth trends, refer to Appendix C and the Boston Boxes.*

- 1.5 The reasons for this lack of performance progress are varied and complex. Arguably the greatest challenge for the BOCU Commander is the need to create and develop a functioning and united Senior Management Team (SMT) with a single vision and clarity of purpose, able to provide constructive and capable leadership. All management activity depends upon this and any endeavour cannot be successful without it. The BOCU is challenging to lead given the above, its recent history in relation to the murder of Stephen Lawrence and the consequent organisational issues that ensued. Therefore effective leadership is vital if staff are to deliver and perform with confidence in such a testing environment.
- 1.6 While the BOCU Commander is an experienced police officer with senior detective experience on the Murder Review Team, other senior leaders assigned to the BOCU have apparently lacked the requisite ability, in terms of interpersonal skills and operational experience to provide BOCU staff with the sure leadership required to instil confidence, particularly because BOCU staff are highly sensitive to what they perceive as a uniquely challenging working environment. The BOCU Commander states he has striven to performance manage and develop the SMT in terms of setting development plans (which were not forthcoming and not seen by the inspection team), commissioning an external consultancy to conduct a team review (which one individual refused to participate in) and providing one to one feedback in some circumstances where junior staff complaints required such an intervention. Nonetheless, the SMT is fragmented, lacking cohesion and unity of purpose.
- 1.7 The BOCU Commander is heavily reliant on senior colleagues for support in shouldering the responsibility of running a busy command. Further, the BOCU Commander is also organisationally limited in terms of influencing the selection and allocation of senior staff to

the SMT⁴. However, part of the responsibility of the role is to provide supportive and appropriate development for subordinates and colleagues, giving consistent feedback as to performance and making interventions as performance dictates. In the case of Greenwich the performance decline and general low morale among certain key sections of staff should have been linked at an earlier stage to SMT leadership and prompted action by the BOCU Commander. Such interventions as were made were at too late a juncture to make much impact on SMT cohesion and evidently lacked the robustness necessary to alter behaviour and ultimately affect staff morale and performance.

- 1.8 The workforce desires, and is entitled to expect improvements that will enable them to provide a better service to their communities. The MPS will need to work with the BOCU Commander to construct an SMT that is balanced in terms of the skills and experience required to deliver the requisite quality leadership and performance, particularly since leading a BOCU is in any event a complex and demanding area of core organisational business.
- 1.9 Once constructed and correctly organised, the SMT can start to build staff confidence and implement a programme of activity that maximises BOCU capacity and capability in areas subject to the recommendations set out below in relation to performance management, crime management, demand management, diversity, and certain aspects of the National Intelligence Model (NIM).
- 1.10 The HMIC team is confident that, under capable and united senior leadership⁵ and with an aggressive programme of improvement activity in relation to some key business processes and systems, that improved performance can be achieved.

Recommendations and Good Practice

- 1.11 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 MPS senior line management (link commander) reviews the current senior command team in terms of skills, experience and leadership provided to the BOCU with the objective of creating a capable, cohesive and dynamic team with united vision. This will require creating.....

- A senior command structure that needs to clearly reflect BOCU business and its priorities which should underpin an organisational structure that is fit for purpose, creating a consistent command chain and operating environment for BOCU staff.
- Active and constructive engagement of **all** SMT members in strategic decision and policy making, creating a leadership team that is franchised and committed.
- Middle and junior leadership and management inclusion in key decision making, again creating engagement and commitment.

⁴ NB. The BOCU Commander makes a business case to recruit specific skill sets to the SMT (e.g. a detective Superintendent) but within the MPS the allocation and posting of senior staff is a centrally managed process.

⁵ Senior leadership refers to the Superintending Team.

- A range of formal and informal communication processes enabling consultation with staff in a meaningful and consistent way fostering engagement and promoting confidence.
- A senior change manager to implement these recommendations and management considerations.

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;
- 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 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 revisits and refreshes its own Diversity Action Plan ensuring that it is tailored for the needs of the borough and reflects all key components as expressed by the MPS within its new corporate Race and Diversity Strategy. This needs to be progressed in consultation with the REC, IAG members and other key partners and should incorporate a strong internal focus and be specifically owned by a member of the SMT, or with SMT leads for specific themes, accountable to the BOCU Commander.

Recommendation (4): That the BOCU reviews its performance management arrangements to create a comprehensive framework that encompasses the 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 be supported by a consistent system of monitoring and review both at 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 (5): 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 and appropriate adjustment of CSU, CID Reactive, Sapphire and CCU workloads (the last should include creating a premium service being provided for priority crimes) and establishment levels;
- A review of the necessity for the current crime squad 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;
- Increased use of telephone investigation.

Recommendation (6): That the BOCU review and simplify its tasking and co-coordinating processes together with the range and volume of tactical options deployed so as to make them more dynamic, inclusive and impactful upon the crime range. The BOCU should also work to develop a coherent and simplified SNT/Problem Solving tasking process that is complimented and operates in tandem with the crime tasking process. Community priorities should also be included within the BOCU Strategic Assessment and Control Strategy affording them BOCU priority and focus. This should create tasking consistency and utilise the capacity of units established for proactivity as well as more effectively task SNT resources.

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

- The leadership and deployment of the Volunteer Cadet Corps.
- The leadership and deployment of School Liaison Officers.
- The leadership and deployment of the Borough Task Force.
- The leadership and deployment of the Belmarsh Firearms team.
- The leadership and development of SNTs.
- The Graffiti TAG database.
- Critical Incident training and debriefing with the involvement of the Independent Advisory Group.

2. Introduction

- 2.1 Basic command units (BOCU s) 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 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

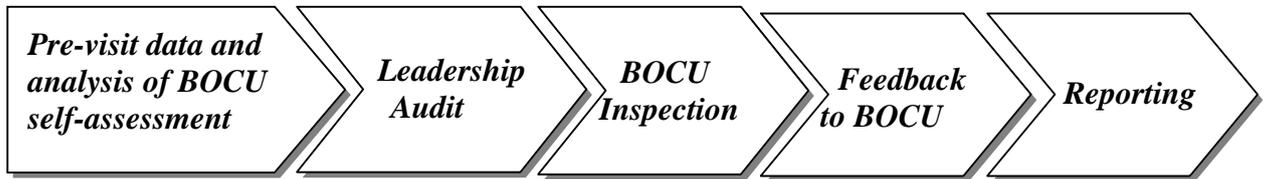
- **Promoting effective leadership.**
- **Disseminating good practice.**
- **Identifying inefficiencies.**
- **Providing pointers to enhance performance.**
- **Strengthening the capacity for self-improvement.**
- **Leaving behind a BOCU management team that has learnt about itself and is even more committed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

- 2.4 The Inspection of Greenwich BOCU⁶ in the Metropolitan Police Service was conducted between 30th October and 3rd November 2006. This report sets out the Inspection findings, highlighting areas of good practice and making recommendations for improvement where appropriate. Her Majesty's Inspector thanks the officers and staff of Greenwich BOCU for the co-operation and assistance provided to members of the inspection team.

⁶ MPS BOCU s are Borough based and are referred to as Borough Operational Command Units – BOCUs)

Methodology

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



4. The BOCU Context – Greenwich

- 4.1 Greenwich BOCU is coterminous with the London Borough of Greenwich and is located in a semi-inner area of London. The BOCU is still known generally as the ‘Stephen Lawrence Borough’ and this tragic event continues to deeply affect its staff.
- 4.2 Greenwich borough has 17 Wards, and according to the 2001 Census a population of 214,403 and 92,788 households. An update on these figures now places the population figure at 225,287 and 95,996 households. The BOCU has the longest river frontage of any MPS BOCU at 8.5 miles and stretches from Greenwich in the west, Eltham in the South and Thamesmead in the East. Greenwich borders the London Borough of Lewisham next to the Deptford Corridor and Blackheath and Bexley in the east. Across the Thames is Tower Hamlets, which includes Canary Wharf and the London Borough of Newham.
- 4.3 There are some startling demographic contrasts within the borough such as the fact although Greenwich Borough is generally wealthy and affluent there are 32 estates are classed as deprived and 19 of Greenwich’s 36 electoral wards are currently in the top 10% of the most deprived wards nationally. 22% of the population is also under 16 years of age, the highest proportion of under 16s in any London Borough, with some 35% of children (25000) being children of income support recipients. Added to this is the fact that 4.4% of the population is unemployed, above the national average of 3.1% and that 26% of the population have incomes of less than £5000 per annum compared to a national average of £14000 making Greenwich 16th out of 352 areas in terms of the number of people receiving income support.⁷ Consequent on such deprivation is significant demand on policing resources which the BOCU strives to manage.
- 4.4 Greenwich is one of only two World Heritage sites in England and Wales, the other being Stone Henge and attracts visitors from across the world. The BOCU also encompasses the Greenwich Peninsula, which is undergoing significant development around the ‘O2’ site (formally the Dome) and Thamesmead, also undergoing considerable rejuvenation as part of the Thames Corridor Development. Also located within the borough are the Thames Barrier, Belmarsh High Security Prison and Court Complex, a premiership football club, Charlton Athletic FC and a large military garrison.
- 4.5 The local population therefore is not only consistently swollen by the large transient tourist population, but an anticipated further population growth engendered by the large regeneration projects focused in the Greenwich Peninsula, Woolwich Arsenal and Thamesmead (completion of the Thames corridor project will establish a new population roughly the size of Leeds) also increase demand on policing. Consequently there is a combination of complex policing challenges presented to the BOCU and effort is focused on the need to effectively tackle street robbery, vehicle, violent and retail crime whilst also policing events at Charlton Athletic FC, Belmarsh Maximum Security Prison and Crown Court, managing the implementation of the Integrated Borough Operations (IBO) unit and the roll-out of Safer Neighbourhood teams across the borough, participation in the planning and management of the various regeneration projects all within limited budgetary constraints.

⁷ Sources - 2001 census, Annual Population Survey and ‘Breadline Greenwich’, a poverty survey commissioned by the Local Authority in 1994. The figures have changed little in 2006.

4.6 The BOCU has three major trunk roads, the A2, A20 and A205 South Circular Road. It has the southern approaches to the Blackwall Tunnel and the Woolwich Ferry. There are also three rail lines running East to West across the borough.

Diversity

Minority Ethnic Groups in Greenwich

4.5 The following table shows the ethnic groups within the London Borough of Greenwich⁸

Percentage of resident population in ethnic groups	Numbers	%
White British/Irish/Other	163,335	77.11
Caribbean Black/white	2,203	1.03
Caribbean Black	8,755	3.15
African White/Black	942	0.44
African Black	15,302	7.14
Black other	1697	0.79
Asian white/black	1328	0.62
Asian/Indian	9397	4.38
Asian/Pakistani	1902	0.89
Asian/Bangladeshi	1225	0.57
Other Asian	2015	0.94
Chinese/other	4915	0.65
All other	1387	0.65
Totals	214,403	100

4.7 The Boroughs population includes a number of significant new immigrant communities notably London's second largest Somali community. It has sizable communities from West Africa, Vietnam and Eastern Europe, many of whom live in the Thamesmead area.

The Leadership Audit

4.7 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.

⁸ Source: Source - 2002 census

- 4.8 The leadership audit is a 'soft' tool in that it invites perceptions from staff initially through survey and then seeks to validate these during interviews and staff focus groups. The validation process includes interviews with the 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.
- 4.9 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.

The Audit Results

4.10 The Leadership Context – Greenwich BOCU

At the time of inspection, Greenwich BOCU had experienced apparent performance inertia in relation to crime reduction whereby performance against key priorities had not significantly changed or improved over some three years and in relation to sanction detection achievement, performance has notably deteriorated. The SMT has attempted to address the performance challenge, initiating a number of proactive operations and organisational changes and changing focus to concentrate on BCS Basket of Crime specifically by making Safer Neighbourhood Teams responsible for crime reduction. The proactive Crime Squad has been expanded and also tasked with BCS crime reduction and detection. Also of significance is the lack of senior detective experience within the SMT, the CID business area is in some disarray, lacking in informed strategic leadership. The BOCU has recently appointed a Crime Superintendent with explicit responsibility for Crime and CID matters, but that individual is not a career detective.

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

Interviews with the BOCU Commander and the Chief Officer line-manager (Link commander) established there are monthly 'link' meetings as well as regular less formal one-to-one sessions. 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 line –manager. This format of objectives was first piloted within the South East cluster in which Greenwich BOCU sits and they are now commonplace throughout the whole of Territorial Policing (TP) Command.

There is a process in place whereby chief officers can endeavour to maintain a balance of skills, experience and diversity at SMT level on individual BOCUs for which they are responsible. If a gap in these areas is identified then the BOCU Commander in question submits a business case to the Link Commander who takes the issue up with Central HR. The

BOCU has recently been able to expand the SMT by one Superintendent post, to take on the Crime (CID) Business group. However beyond increasing the superintendent complement, the BOCU Commander has not apparently had a great deal of influence as to the general construct of SMT in terms of skills or experience. The experience of the superintending ranks is not extensive and their ability to provide positive, strong leadership has evidently been limited.

The BOCU Commander considered that the resource support received from the various Pan-London units is limited since the work undertaken by these units is obviously prioritised and is mainly concentrated around the inner city boroughs (Greenwich is a semi inner borough) in spite of the range and nature of demand generated on the BOCU.

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

In overall terms, the majority of those surveyed - 84.7%, considered the BOCU to have an appropriate structure that is aligned to the Force Strategy whilst 13.04% of the respondents thought this could be improved and 2.17% didn't know.

A high proportion of staff - 82.61%, feel that their roles are clearly defined and contributed to the BOCU and Force Strategy with 15.22% stating to the contrary. Staff surveyed were also largely positive about their individual PDR objectives being clearly relative to roles and experience with 78.26% positive and 21.74% negative. It is evident from both the survey results and comments made within the focus group meetings that the lines of accountability and responsibility within the BOCU are defined but with some areas requiring more consistency (e.g. SMT/Chief Inspector (Detective and Uniform) workloads and SNT remit and responsibilities – see below).

Highlighted from the surveys and validated during staff focus groups, there is a more mixed view of whether resources are effectively managed within the BOCU including specific issues of demand and deployment. Some 56.52% of the respondents think resources are being effectively managed with 41.30% feeling the opposite and 2.17% of respondents declaring that they didn't know. There was also a similar disparity of views expressed by focus group members with some strong opinions expressed as to current CID capability, particularly in high risk areas of business such as the CSU and Sapphire Units and response team levels. Within some quarters, staff felt that the BOCU demonstrated a knee-jerk reaction to issues with an apparent lack of timely intervention to resolve problems. The deployment of large numbers of detectives to the Crime Squad and the consequent lack of detective capability in the Reactive CID, CID and Sapphire Units and response team resources were specifically cited. Many also considered that the overall co-ordination of BOCU resources could be improved. This view was strongly reinforced during fieldwork by most groups/individuals spoken to.

A very mixed range of survey responses was received as to whether the BOCU teams are balanced in terms of skills, experience and diversity with only 32.61% positive, 54.35% negative and a relatively high 13.04% of respondents stating that they didn't know. The main issue raised from the focus groups is the perceived lack of experience on teams, particularly within the CID department and on response teams. All departments reported experiencing challenges created by the shortage of sergeants to provide supervision and guidance. Staff raised several examples of the consequence of a lack of leadership at sergeant level such as poor and inconsistent crime supervision, leading to poor work during the initial stages of investigation not being addressed until picked up during the secondary investigation stage potentially losing detection opportunities as well as crime allegations being recorded that could

potentially be screened out. Lack of effective supervision is also apparently exacerbating crime over recording; this is reported as also being a result of staff over compliance and recording all allegations rather than having the confidence (supported by strong supervision) to exercise discretion. The lack of detective experience and the workload being carried by inexperienced non detective officers employed within the CID also provides a supervision challenge that the BOCU is struggling with, since experienced DS's are in even shorter supply than uniform colleagues.

It is evident from the majority of the survey respondents that the Health and Safety procedures on the BOCU are effective and make staff feel safe in the workplace with 76.09% of respondents positive and 21.74% of those surveyed giving a negative response and 2.17% expressing a don't know view.

4.13 The BOCU has a performance culture with integrity

A high majority of those surveyed - 87% positive with 13% negative, showed that line managers demonstrate an interest in staff performance and development. During fieldwork however this view was modified by junior ranks making a distinction between senior and junior managers and leaders, specifically stating that the interaction with immediate line managers was generally effective but that interface with the superintending ranks tended to be unproductive or negative. There were notably mixed views expressed on performance recognition and reward with 54.35% of responses being positive and 45.65% negative. The focus group comments strengthened the negative view and further highlighted that there wasn't enough recognition and/or reward provided by the SMT in relation to good performance. Furthermore the overwhelming perception of response teams, reactive CID, Sapphire and CSU units and police staff representatives expressed at focus groups was that they were all the poor relations when it came to receiving recognition for good work or appreciation of their efforts and the significant challenges they faced.

The questionnaire highlighted mixed views regarding as to whether there is effective use of the National Intelligence Model on the BOCU with 60.87% being positive, 19.57% negative and 19.57% stating that they didn't know. Such results could arguably demonstrate a lack of staff awareness and understanding of the model. The results from the focus groups showed that there was a lack of knowledge of the NIM at some senior and junior levels, with focus groups among inspectors, sergeants and constables (uniform and CID) not scoring above 2 for this area. A further commonly held view deriving from the various interviews conducted was the BOCU's lack of innovation when considering the wide range of tactics available within NIM to tackle crime and Anti Social Behaviour (ASB) and the unwieldiness and bureaucracy of the current tasking process.

There were also mixed views in relation to maintaining integrity versus achieving good performance with 54% positive, 28% negative and 18% as don't know. In spite of the BOCU having an effective CMU in terms of HOCR/NCRS compliance, reservations were expressed at the perceived 'figure game' played with the use of FPNDs and the perceived 'obsession' with ethical crime recording resulting in allegations that were non crimes yet had to be rigorously investigated with as much diligence as required by crimes allegations, leading to unrealistic and unnecessary workloads. Staff expressed the view that "everything is recorded because there is no discretion and the rules must be followed at all costs". This in their view led to crimes not being investigated properly because workloads were too high as a result of over recording. This reinforces the above indication that the BOCU is potentially suffering

from over recording of crime because staff, lacking leadership in terms of clear guidance from senior leaders and effective supervision at sergeant level are being overly cautious and defaulting to recording all allegations.

The majority of the respondents (64.43%) feel that in overall terms, the BOCU delivers an effective service to the community with just under a third expressing negative views (31.11%). This latter response was more prominent among junior staff focus groups and notably at the frontline leaders focus group, the participants of which mainly felt that the service provided to the local community was poor.

4.14 Diversity

The majority of the survey respondents feel diversity is embedded within the BOCU, 78.26% positive versus 8.7% negative and with 13.04% expressing a don't know opinion. The majority of respondents (58.70% positive, 8.7% negative, 32.61% expressing a don't know opinion) also feel fairness at work procedures (e.g.: grievance or appeals) can be confidently used by staff on the BOCU without fear of recriminations from managers. However in both categories the level of don't know opinion expressed reveals an ambivalence that is of concern. Further light was shed during focus groups with staff expressing the view that they were working in an environment of political correctness where a culture of blame and risk avoidance prevailed.

The survey highlighted that a high proportion of respondents feel that manager's decisions in respect of operational issues are consistent (86.96% positive, 8.70% negative, 4.35% not knowing). In contrast many staff members within the focus groups thought decision making in relation to such issues was in fact inconsistent. Comments quoted included "decisions were figures driven" and "decisions were inconsistent and depended on the prevailing crisis" and decisions "being politically correct". Further research indicated that there was a significant difference in the way that staff viewed senior and immediate line managers, with greater satisfaction reserved for immediate line managers and some fairly robust criticism expressed in relation to senior leaders' decision making. Another view worthy of note was that BOCU staff felt that they worked under intense external scrutiny, and that retribution for mistakes was likely to be disproportionate, with a result that there was an overly rigorous adherence to policy and regulations creating a 'work to rule' culture. Operational officers and those in highly sensitive areas of work such as the CSU in particular expressed these views, indicating a significant lack of confidence with the view also trenchantly expressed that support from senior leaders was unlikely.

Sickness and welfare is felt to be effectively managed within the BOCU by some 73.91% of staff with 13.04% expressing a contrary view. A high proportion (32.61% - the highest 'don't know' response in the survey) of the respondents do not know if managers deal effectively with bullying, whilst 54.35% feel they do and 13.04% considered that they did not. The results from the focus groups showed that a high number of staff feel that the BOCU does in fact takes a robust stance against bullying albeit experience of the issue may be limited. Nonetheless the ambivalence demonstrated by the level of don't knows (just under 1/3 of the survey sample) indicates a potential lack of training and awareness of the issues among staff, that was also borne out during the fieldwork.

4.15 Personnel management

There were positive results obtained from the survey for this section. The majority of which were confirmed by the responses obtained from the focus group interviews.

A high proportion of staff (89.96% and 84.78% positive and 13.04% and 15.22% negative for each question respectively) feel that they:

- Have regular and meaningful contact with line managers, and
- Their manager demonstrates a genuine interest in them.

The survey also highlighted that a high proportion of respondents felt that their manager makes them feel trusted, valued and included (80.43% positive, 17.39% negative). However, this was not the view held by many of the staff interviewed in the focus groups as it related to senior members of the SMT; the view was that contact with some members of the SMT was minimal and largely negative. The majority of the staff feel that coaching and mentoring is available to if needed - 63.04% positive, 10.87% negative, but 26.09% expressed a don't know opinion. Such a large don't know response to this question however, indicates potentially a need for greater communication in relation to what is available or a more formal structured system with clear access routes. Two notable areas of concern were Station Reception Officers (SROs) and their imminent conversion to PCSOs and CAD staff in relation to the impending transition to IBOs and Metcall (see below under section 6 –Human Resource Management). The majority of respondents also feel that their manager deals with personnel issues in a relevant and timely manner -80.43% positive, 15.22% negative, 4.35 not knowing.

4.16 Communication

The survey highlighted that the BOCU Commander and SMT's profile on the BOCU was varied with 47.83% positive, 47.83% negative and 4.34% stating that they didn't know. This issue was also raised within the focus group setting where it was expanded upon by many staff. In short there was a commonly held view that the BOCU SMT did not portray themselves as a team, united by one clear vision and direction. The view was also expressed that there was open and outright disagreement among the superintendents that affected all staff since communication and direction was consequently confused.

It is apparent that the majority of the respondents feel their line manager communicates relevant information - 86.96% positive, 13.041% negative. A broad range of responses were received as to whether staff feel that, where it is appropriate, they are consulted on matters of policy and strategy - 60.87% positive, 36.96% negative and 2.17% not knowing. However, while the majority are positive the level of negative responses at over 1/3 gives cause for concern. A high proportion of staff feel their manager is available when they need to talk to him/her -84.78% positive, 13.04% negative, however there is notably less satisfaction when it comes to whether the BOCU Commander or other members of the SMT are available to staff at appropriate times - 52.17% positive, 28.26% negative and 19.57% not knowing.

Staff expressed mixed views as to whether the BOCU Commander and SMT respond in a positive way to feedback from staff. 39.13% are positive but a high proportion 34.78% express a negative view with 26.09% not knowing. In focus groups this was further commented on and reflected a view that some members of the senior command team were not approachable and likely to react adversely to bad news. However, the majority of the respondents - 78.26%, feel their line manager responds in a positive way to feedback from staff with a small percentage - 15.22% expressing a contrary view and 6.52% not knowing.

4.17 **Audit Conclusions**

The data recorded from the questionnaire (see appendix B) does not indicate the source. Whilst there are areas of good leadership as illustrated above, the data also contains some aspects of concern. Specifically, the apparent lack of SMT communication, cohesion and clear direction is arguably the most concerning with more negative views expressed by staff towards the senior command team when compared with that for their line managers. There is a worrying lack of confidence in senior leaders and an internal perspective among junior staff in particular that an atmosphere of political correctness prevails leading to feelings of an incipient paranoia and an overly cautious approach to work among some that undoubtedly impacts on performance. This will need to be arrested by strong, reassuring leadership at senior level.

The responses listed indicating that some aspects of the BOCU leadership are not fulfilling staff needs was further researched, followed up and further evidenced during the inspection process itself. It is important to also take note of the “don’t know” scores (0), which could either indicate a development need or a requirement to improve BOCU communication.

5. BOCU Performance

- 5.1 BOCU objectives should reflect both national priorities - as set out in the National Policing Plan and reflected quantitatively in the public service agreement (PSA) targets - and local needs. Whilst inspecting BOCUs, HMIC covers both achievement of locally set targets and, more specifically, the delivery against national objectives – target crime reduction and sanction detections in particular. Considerable attention is paid to the MSBCU⁹ group positioning and direction of travel, both against the BOCU's past performance and relative to its MSBCU group.
- 5.2 This is illustrated numerically in the following tables, and graphically using 'Boston Box' charting techniques (Appendix 'C') which illustrate performance against national priorities over the short (12 month) and medium (3 years) term against the MSBCU average - which is denoted by the horizontal and vertical lines that cross each chart (the 'crosshairs').

Residential Burglary

2002/03 Crimes	2005/06 Crimes	Percentage Change
1875	1952	4.1%
2005/06 PYTD Crimes	2006/07 PYTD Crimes	Percentage Change
1314	1193	-9.2%
Crimes per 1,000 Households – 2005/06	Crimes per 1,000 Households - PYTD ¹⁰	
19.8	12.1	
MSBCU Group Position – Crimes for 2005/06	MSBCU Group – Crimes for PYTD	
Group mean = 23.0 Rank = 3	Group mean = 14.2 Rank = 3	
2002/03 – 2005/06 SD Rate	2006/07 PYTD SD Rate	
11.3% - 8.8%	11.7%	
MSBCU Group – SD Rate for 2005/06	MSBCU Group – SD Rate for PYTD	
Group = 14.2% rank = 14	Group = 16.6% rank = 11	

⁹ Most Similar BOCU

¹⁰ PYTD = April to November 2006

Vehicle Crime

2002/03 Crimes	2005/06 Crimes	Percentage Change
5663	4109	-27.4%
2005/06 PYTD Crimes	2006/07 PYTD Crimes	Percentage Change
2809	2418	-13.9%
Crimes per 1,000 population – 2005/06	Crimes per 1,000 population - PYTD ¹¹	
18.0	10.6	
MSBCU Group Position – Crimes for 2005/06	MSBCU Group – Crimes for PYTD	
Group mean = 20.5 Rank = 6	Group mean = 12.9 Rank = 4	

2002/03 – 2005/06 SD Rate	2006/07 PYTD SD Rate
5.4% - 6.2%	4.9%
MSBCU Group – SD Rate for 2005/06	MSBCU Group – SD Rate for PYTD
Group = 6.2% rank = 14	Group = 7.1% rank = 12

Violent Crime

2002/03 Crimes	2005/06 Crimes	Percentage Change
7954	9312	17.1%
2005/06 PYTD Crimes	2006/07 PYTD Crimes	Percentage Change
6429	6405	-3.4%
Crimes per 1,000 population – 2005/06	Crimes per 1,000 population - PYTD	
40.8	28.1	
MSBCU Group Position – Crimes for 2005/06	MSBCU Group – Crimes for PYTD	
Group mean = 39.5 Rank = 7	Group mean = 25.4 Rank = 9	

2002/03 – 2005/06 SD Rate	2006/07 PYTD SD Rate
14.8% - 20.9%	23.7%
MSBCU Group – SD Rate for 2005/06	MSBCU Group – SD Rate for PYTD
Group = 25.2% rank =	Group = 27.6% rank = 11

Robbery

2002/03 Crimes	2005/06 Crimes	Percentage Change
693	1229	77.3%
2005/06 PYTD Crimes	2006/07 PYTD Crimes	Percentage Change
874	1020	16.7%
Crimes per 1,000 population – 2005/06	Crimes per 1,000 population - PYTD	

5.4	4.5
MSBCU Group Position – Crimes for 2005/06	MSBCU Group – Crimes for PYTD
Group mean = 7.1 Rank = 8	Group mean = 4.6 Rank = 8

2002/03 – 2005/06 SD Rate	2006/07 PYTD SD Rate
13.4% -11.4%	6.8%
MSBCU Group – SD Rate for 2005/06	MSBCU Group – SD Rate for PYTD
Group = 12.1% rank = 10	Group = 13.1% rank = 15

Total Notifiable Offences (TNOs)

2002/03 Crimes	2005/06 Crimes	Percentage Change
31202	31354	0.49%
2005/06 PYTD Crimes	2006/07 PYTD Crimes	Percentage Change
21618	20212	-6.5%
Crimes per 1,000 population – 2005/06	Crimes per 1,000 population - PYTD	
137.4	88.6	
MSBCU Group Position – Crimes for 2005/06	MSBCU Group – Crimes for PYTD	
Group mean = 141.9 Rank = 8	Group mean = 89.7 Rank = 6	

2002/03 – 2005/06 SD Rate	2006/07 PYTD SD Rate
11.6% -15.4%	17.8%
MSBCU Group – SD Rate for 2005/06	MSBCU Group – SD Rate for PYTD
Group = 19.2% rank = 13	Group = 21.3% rank = 15

6. What We Found

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

LEADERSHIP AND DIRECTION

6.2 Leadership

Strengths

- Simple messages re: performance and achievement are promulgated visually and verbally across the BOCU. 'Fewer victims, ethical detection rates and all within budget' is the overarching mission statement which is reinforced consistently via Performance Management meetings, particularly the financial management aspect. Staff are all aware of the mission and evidence was provided of the BOCU Commander reinforcing the message across the BOCU.
- The BOCU reflects force priority in terms of implementation of Safer Neighbourhood Teams, and focus on community and partnership policing and corresponding strategic delivery plans.
- Performance management is integrated with strategic planning via the Strategic Assessment and continuous review of the control strategy by comparing YTD progress against daily trends.
- The BOCU Commander has a performance management structure wherein Superintendents are held to account for delivery, albeit this is recently introduced. There is also clear, stated expectation that the process will be replicated by rest of SMT within individual teams although the process is yet to be embedded across all business groups.
- The BOCU Commanders commitment to performance management is evidenced by the delivery of some difficult feedback to some senior leaders in relation to complaints of an inappropriate interpersonal and communication style.
- The BOCU Commander employs a number of formal and informal methods of communicating with staff, ranging from meeting structures, PDR review processes with SMT, patrols and sector visits.
- The BOCU Commander has introduced a visibility grid that reflects SMT activity and contact with staff across the BOCU. However the BOCU Commanders commitment to engaging with staff constructively and supportively is not emulated by all senior leaders, some of whom who appear less diligent in undertaking such commitment.

Areas for Improvement

- While the BOCU structure ostensibly reflects the MPS commitment to Neighbourhood Policing, SNTs and volume crime reduction and has been vested in the SNTs, giving the wards local ownership of BCS Basket of 10 crimes, there has been no clear direction as to how this should be achieved, provision of analytical capability to enable intelligent tasking and corresponding deployment of resources. The SNT analyst provided by TPHQ is not entirely dedicated to the SNTs (there is a deficit of analytical capability on the BOCU that has been difficult to fill) and significant amounts of intelligence analysis as is undertaken has been carried out either by CI/SNT or staff. Further SNT priorities are not mainstreamed and therefore resource deployment to SNTs is not consistent. **Consideration should be given to integrating community priorities into the BOCU Strategic Assessment and Control Strategy.**

- As a result of BCS 10 reduction responsibility being vested into SNTs there is confusion amongst SNT and BOCU proactive staff as to their overall mission. SNTs need direction as to how to reconcile local priorities and reassurance work with crime reduction targets and the Crime Squad requires direction as to its remit and main focus of proactivity. The lack of meaningful engagement with senior managers is militating against clarity of purpose and understanding among staff as to what is required of them. **The BOCU should work to set up constructive review/ consultation processes with junior staff to ensure that the mission is fully understood, perceived barriers to delivery identified, suggestions for improvement debated and implemented and that where the realignment is delivering, that success is captured, celebrated and publicised.**
- Positive communication and meaningful engagement with staff in general needs to be developed as a matter of urgency. Staff have the perception that the senior leadership team is not cohesive, with power struggles occurring between Operations and CID business groups. The SMT does not present a united front to staff resulting in mixed messages as to priorities and confusing and contradictory directions. The main example is the exercise vesting crime reduction responsibility onto SNTs and the Co-ordination and Tasking process. All 3 senior leaders gave conflicting explanations as to the rationale and implementation of both and none gave clear explanation as to how either was intended to function. All evinced agreement with the BOCU Commander but all then expressed equivocation as to their corresponding responsibilities.
- Communication with staff in the Operations and Partnership areas of business is considered unsupportive and intimidating. Staff feel (particularly at C/I and Inspector level) that they cannot submit ideas or suggestions, or challenge or debate strategy/policy decisions because they are rebuffed. In any event there are no communication arenas such as consultation forums, improvement or problem solving groups in which to encourage staff to engage with senior managers and meaningful dialogue does not occur in such formal meetings that there are, since contribution is perceived to be unwelcome.
- Generally, feedback in relation to this aspect of leadership was forthcoming from all aspects of the inspection process and almost uniformly raised during middle/ junior leaders and manager interviews and focus groups. Consequently staff tacit knowledge is not being offered nor are there any consistent attempts to access it and in many areas of performance but particularly within the CID business area, where sanction detection performance is significantly problematic, such knowledge would be hugely beneficial (e.g. the recent CID re-organisation).
- There appears to be lack of an internal diversity ethos. There is a lack of representation of staff association groups at formal meetings such as Work Force Planning and other groups to promote initiatives such as the Gender Agenda, Race Relations Amendment Act or Disability Discrimination Act requirements. There is no senior SMT champion tasked with raising awareness of such diversity issues and of promoting this agenda. Again throughout the inspection process staff expressed the view that Diversity matters were synonymous with political correctness and therefore pursued in order to avoid blame as opposed to promoting fairness and impartiality. This indicates that the lack of proactivity has had an adverse impact on staff confidence and understanding as to the purpose of promoting diversity as an effective performance management requirement. Junior operational staff

require reassurance and support, particularly in relation to operating on a BOCU with the history of Greenwich.

6.3 Performance Management and Continuous Improvement

Strengths

- The BOCU is striving to introduce a consistent performance management regime, led by the Commander and there is significant evidence indicating that staff are aware of targets and 'mission critical' priorities such as BCS reduction, SNT service delivery, financial management and Sanction Detection achievement. All managers spoken too evidence knowledge of an embryonic performance management framework and described efforts to performance manage consistently, backed up by staff awareness of targets and performance requirements -although in some areas among junior ranks follow up, compliance and development has yet to be embedded (specifically Uniform Operations and Community Crime Unit). Performance management has been linked to PDRs and bespoke objective setting has been introduced.
- PDRs are regarded by the BOCU as important and linked to performance and individual development. There is evidence indicating a commitment to intelligent objective setting and HRM is implementing a QA process that will provide feedback to supervisory staff as to quality of submissions that will be reflected in their own PDRs. The BOCU Commander has introduced bespoke objective setting and has written to all staff outlining the rational as well as indicating the type and nature of objective that each business area is likely to receive. Individual line managers are set objectives pertinent to business areas (since April 06) and linked to performance. The BOCU will however have to work to convince staff that the system has credibility both as a performance management tool and as a developmental opportunity, in particular within the CID and Response team staff. The setting of PDR objectives is also undermined by the lack of clarity as to the purpose/remit of certain units, such as Crime Squad and the SNT as discussed above.
- There is a Quality Assurance/continuous improvement regime of sorts that is delivered by the QA unit, the CMU DI and Chief Inspector Operations. Housekeeping issues relating to accuracy and quality of crime reporting/recording are examined and some steps are being taken to address the significant weaknesses identified in the quality of primary and secondary investigations, supervision of such as well as NCRS compliance and critical incident management. In particular the Operation Learning Review of critical incidents is excellent practice as is the training provided to Sergeants involving IAG feedback. **The BOCU needs to co-ordinate such activity into an overarching unit that monitors performance, identifies correction and compliance issues, feeds back into the performance management framework as well as the training unit so that organisation learning and development can occur in a structured and sustainable manner.**

Areas for Improvement

- The BOCU is working to improve its SD rate. BCS TNO rates are at 17.1% vs. a target of 20%. This is an improvement on last year. However, the CID business area appears to lack a coherent structure that distributes resources appropriate to demand and risk. There is a detections improvement plan that focuses on improving housekeeping and primary/secondary standards of investigation. There is a QA process to support this, producing management information that is used to focus on areas of underperformance in relation to these areas. However, the distribution of resources and detective capability is not commensurate with areas of high risk and demand such as the Sapphire and Community Safety Units. Case loads militate against effective investigation and supervision and are such that service to victims is dependent on the severity of crime type and even then limited. For example, the average case load in the Sapphire Unit is 16-20 Rape cases between 4 detectives who are also hampered by lack of SOIT¹² officers; there are only 6 such trained officers available. Further detection opportunities in the Community Crime Unit are also not being realised - there is a 140 allegation back log, awaiting allocation. Superintendent Crime has newly assumed the role (3 weeks prior to inspection), but has limited detective background and prior to that Superintendent Operations (again with limited detective experience) covered both Crime and Operations. The workload engendered by this is significant given levels of demand on the BOCU and there appears to have been a fundamental under investment in terms of senior experience and knowledge within this crucial area of business that has led to a loss of performance drive and focus.
- Police staff are not included in any meaningful way within the performance management framework. PDRs are not regarded as a credible process, and accountability in relation to BOCU performance is not robust, with a lack of coherent framework. The majority of support staff expressed ignorance as to BOCU mission or viewed it as not relevant to their role and stated that thanks was not often forthcoming. There is little or no engagement with the SMT, although the Borough Forensic Manager, Human Resource Manager and HEO Finance considered that they were treated inclusively as full members of the SMT.
- While the introduction of a performance focus is appropriate and necessary, the approach of some senior leaders has been described as disproportionately pressurised with a concentration solely on outputs and little interest in the process challenges. Evidence from all the Inspecting ranks indicates a long hours culture that is not only deleterious to health, but also implies unrealistic workloads and pressure to deliver against inappropriate deadlines. Such working practice was described as 'part of the job' and expected by some senior managers and not conforming is apparently perceived as demonstrating a lack of commitment and indicating incompetence. The Chief Inspecting ranks (uniform and detective) particularly evidence being undervalued and un-thanked by their immediate line managers with the current exception of the Crime business group.

¹² SOIT _ Sexual offences Investigative Techniques trained)

CITIZEN FOCUS

6.4 Fairness and Equality in Service Delivery

Citizen Focus

1A. Fairness and Equality - Service Delivery

Strength

- The IAG is utilised for review, advice and consultation purposes regularly. It is a well established and respected body that carries significant credibility internally and externally.
- The BOCU is developing a community contact database, has an external diversity strategy that the BOCU Commander personally champions. There is extensive evidence of engagement with key community groups and efforts made to encourage community participation in policing issues ranging from improving MPS Special Constabulary recruitment, Volunteer Cadet Corps, Volunteer recruitment and ward panels. Evidence was gathered from across the board of awareness of external diversity matters and the need to maintain community confidence by ensuring quality service, proportionate use of powers and consultation.
- The BOCU monitors stop search activity and CI/Ops reviews trends against intelligence and team performance in relation to 'hit' rates for priority crimes. Disproportionality is assessed and again reviewed against teams. The BOCU is very aware of its status as the Stephen Lawrence borough and is working to ensure that operational activity is intelligence led, proportionate and where appropriate carried out in Partnership. Stop search rates increased from 3000/8000 over 2005-6 without setting targets. The BOCU commander regarded the exercise as a litmus test of ethical activity and indicating a developing focus on performance by middle and junior managers. All leaders interviewed evidenced a commitment to monitoring staff behaviour and use of powers/force etc.
- Neighbourhood boundaries consultation with local councillors is regarded as a valuable exercise by SNT staff and reflects real commitment to Neighbourhood policing. SNT staff and local ward councillors regard shared surgeries as highly beneficial to promoting community confidence and joint working in relation to problem solving.
- Borough wide consultation evenings with local officers and community representation have been successful and delivered energetic participation in ward panels by local communities

Areas for Improvement

- Staff feel vulnerable and seek to rigidly comply with policy, express reluctance to innovate and are risk averse due to what they perceive as the politically correct operating environment. The directional impetus received from leaders to junior staff is to make sure all bases are covered since expecting critical feedback is the default position as opposed to genuinely being able to learn from mistakes. C/I Operations are trying to overcome this paranoia by introducing the Operational Learning Review of Critical Incidents, which is well regarded by staff and excellent practice. The situation is exacerbated by the high incidence of critical incidents, for example there are currently three contentious Critical Incidents that are ongoing on the BOCU with corresponding IPCC investigations, as well

as a recent high profile disciplinary case that resulted in officers being dismissed from the service for inappropriate behaviour¹³. Junior operational staff in particular state that they feel vulnerable and unsupported by senior leaders.

- The borough Community Safety Unit (CSU) is understaffed and officers are carrying between 17-27 live cases each including the detective sergeants. There are no detective constables in the CSU, although 2 officers are qualified and await confirmation. Staff employed are also posted without choice in order to introduce some resilience and are thus inexperienced in investigation and unsighted as to race/Domestic Violence issues. Again the lack of SOIT officers exacerbates matters. There was evidence of staff taking work home to complete as well as unofficially working rest days without proper compensation in order to try to manage workloads. Again this effort is generated by fear of adverse consequences in the event of a critical incident or mistake. However the unit is not set up to achieve success, since in addition to being under resourced in terms of staff and expertise, it also lacks adequate IT, with staff sharing 6 Aware terminals between 25, making access to computerised workloads problematic. The unit is also located at Woolwich, a significant distance from the main charging facilities and HQ at Plumstead, necessitating transport (the unit share 3 cars) and abstraction for lengthy periods to deal with prisoners or attend meetings such as the daily management or intelligence meetings. **Domestic violence is 30% of BOCU crime and the unit deals with crime committed against the most vulnerable of victims and is a high risk area of operations as well as carrying significant sanction detection potential. In the interests of effectively serving the victims of such crime, increasing sanction detection performance, bringing more offenders to justice and most importantly supporting staff working in this highly pressurised environment, the BOCU must immediately review working arrangements and seek to improve resourcing levels both in terms of staff and equipment.**

6.5 Neighbourhood Policing and Problem Solving

Strengths

- The BOCU Commander has a clear vision for the SNTs and recognises the challenges ahead regarding resources and competing priorities.
- All but 1 of the 18 Safer Neighbourhood Team (SNTs) have been established, with the Ferrier and Woolwich teams being funded by the Local Authority. BIU and ward profiles are being created and the Safer Schools programme is also well embedded and thriving, comprising a very proactive team of constables with strong linkage to relevant SNTs. The expansion of safer neighbourhoods is generally being managed in a structured, coordinated and balanced way.
- Neighbourhood Panels are also largely established although all are currently chaired by police officers.

¹³ Reinstated since inspection.

- Excellent communications processes (including regular customer satisfaction surveys results being fed into ward/sector strategic assessment) engendered by CI/SNT have resulted in generally enthusiastic ward engagement and participation in priority setting.
- SNT staff are generally committed and experienced with PCSOs in particular demonstrating good integration and intelligence gathering capability. SNT staff evidence effective performance management and report spending 95% of their time on their wards.
- There is a growing awareness of SNTs and their purpose across the BOCU albeit much more work is required, within a communications strategy, to communicate this to the workforce and particularly to the proactive units who do not understand the value of the local information and intelligence repository created by the SNTs, which report being under utilised in relation to BOCU pro activity.
- All SNT sergeants are trained in problem solving. Future PCSO training will also include such training as well as basic skills such as statement taking and CRIS entry. The intention is to create an enhanced skill set on each SNT and therefore increase flexibility and enhance service to the public.
- Staff on the SNTs are engaged in problem solving that relates to community priorities and as a result of the devolvement of BCS crime reduction to the SNTs, there is the beginning of a crime problem solving approach being developed. This is in its infancy however, and while there is confusion among staff as to the clarity of the new role and how to manage the balance between local and BOCU crime priorities, there is an understanding that local ownership in relation to such issues and joined up reduction activity in relation to target hardening and enforcement should impact on long term crime reduction.
- The BOCU has developed its SNT policing plan in consultation and co-operation with the LBG. There is a well established and functioning partnership structure with a range of activities that is broad and progressive, responding to and planning for such diverse issues such as community regeneration (O2) and youth gang cultures. The BOCU is engaged with partners at every level and there is considerable synergy between the Community Safety Strategy and the policing plan. A performance management focus has been introduced and is beginning to become embedded with partners and police held to account for delivery and problem solving.
- The CDRP structure has recently been changed with a new single agency problem solving group for the partnership that will become the clearing house for all problem solving work generated by SNTs.
- There is evidence of significant innovation, for example the deployment of the VCC into test purchase operations and the use of local signage and press to advertise SNT officers and access opportunities. CI/SNTs has effectively utilised resources from SNTs, MSC officers and Safer Schools to combat robberies on buses generating some excellent reducing results.
- There are some excellent examples of partnership working focused on long, medium and short term crime reduction including Operation Grape, Cleansweep, Local Authority consultation in relation to new builds over 10, PCSO funding for the Ferrier estate SNT and the Data tagging database.

- MSC officers are aligned to wards increasing team flexibility and capability and the MSC clarity of purpose.

Areas for Improvement

- Clarity is required for SNT staff and the wider workforce regarding the prioritisation of SNT workloads. Local concerns need to be reconciled with priority crime imperative and guidance and direction as to how to achieve this needs to be forthcoming. Indicative of this is the confused tasking process and the lack of shared understanding among the superintendents as to the role and nature of the SNTs. It is suggested that the BOCU consider using the intervention type (i.e. Problem solving) as the means of determining the type of work to be undertaken by SNTs. This is what they have been trained to do after all. Further the SNTs are set targets for crime reduction (BCS 10) by the BOCU in addition to TP performance targets. This is not wrong and is eminently sensible but the SNTs need to be given clear strategic direction as to how this should be achieved and given access to the resources that will enable them to undertake such work. For the SNT leadership (Chief Inspector), focusing activity by creating target and problem profiles is problematic since the Community Intelligence analyst as stated is utilised by the BOCU for other non SNT work. Evidence was found of the CI/SNT undertaking such work after being tasked to undertake analysis of weekend crime trends and demand profile by senior managers, for submission the following day. The use of the analyst provided by TPHQ for non SNT work and tasking the CI in such a manner is questionable, providing evidence of an unsatisfactory management style at senior level in terms of inappropriate delegation and setting targets that are unrealistic.
- There is a performance management structure in place implemented by CI/SNTs and TPHQ. However it is largely supported by management information that is generated by SNT staff, since CI/SNTs is not given support resources by the BOCU. CI/SNT appears to function as a 'one man band' and personally undertakes much of the administration work necessary to service this large area of BOCU business. SNT inspectors are deployed on a sector basis and cannot be deployed to functional responsibilities. Therefore CI/SNT undertakes crime reduction, communication, tasking and performance management processes in addition to strategic responsibilities relative to running the business area. SNT senior managers should consider whether this is an appropriate use of a manager's time given the importance and organisational value of SNTs.
- Income generated by the SNTs through income generation activity is not reinvested back into the SNT business area. Given that unit also functions on an overtime budget of 2.5k per annum, the opportunities for staff to develop work outside of rostered hours is therefore limited. Reinvesting income gained through accessing partnership or other funding streams or via sponsorship would provide the SNTs with further incentive to engage on proactivity and increase focus on income generation.
- There are currently recruiting problems in relation to deploying staff onto SNTs. The business area requires marketing in order to raise its profile and ensure that BOCU staff understand its remit and function and view it as an attractive development opportunity. Senior managers could also consider advertising vacancies off the BOCU.

- SNT staff report little contact with the senior command team and do not consider that the SMT appreciate and understand the nature of their work. The leadership provided by CI/SNTs is well received but staff also avoid bringing additional work to the individual since they perceive that the individual is overworked and unsupported as well as hampered by senior command preoccupation with figures and targets.
- The BIU does not have a dedicated Community Intelligence focus desk which could also co-ordinate problem solving activity. There is one analyst provided by TPHQ and a researcher with the Community Intelligence remit. However they are often abstracted from the function to take on other BOCU work and the SNTs are therefore not receiving a dedicated intelligence service.
- In order to enhance strategic support for and understanding of Neighbourhood Policing requirements, SNT priorities should be included on the Strategic Assessment and Control Strategy ensuring that community and Neighbourhood policing priorities are mainstreamed and given focus.

6.6 Customer Service and Accessibility

Strengths

- The BOCU has worked to develop a variety of contact methods, ranging from 3rd party reporting venues in local pubs and the mosque to one stop help shops in town centres.
- The BOCU has also recently introduced third party reporting specifically for Gay and Lesbian people that has been supported by BOCU nominated LGBT liaison officers.
- Recruitment initiatives using local officers from SNTs based at the local mosque on prayer days has been successful in increasing the MSC, VCC and Volunteers.
- The Belmarsh Court manager reports an excellent working relationship and service provided by the Belmarsh Team supervisors that has done much to develop good practice such as the provision of contact numbers and adjusting deployments to facilitate court demand.

Areas for Improvement

- The BOCU does not presently have an effective communication strategy that enables effective dissemination of information internally and externally. Therefore staff have little knowledge of BOCU business beyond their own spheres of activity. Response teams report resentment towards SNTs and see them as unhelpful and unresponsive. The SNTs regard response team officers as ill informed as to their role, because they persist in trying to utilise them for response deployment. Good work and success is not routinely marketed or celebrated in an impactful or consistent way and opportunities to thank/reward/recognise such work are therefore missed. There is much laudable work done on the BOCU that goes apparently unremarked and appropriate recognition of such could do much to increase moral and confidence among staff were it to be effectively promulgated and celebrated.

6.7 Professional Standards

Strengths

- The BOCU has access to comprehensive management information in relation to police complaints which it utilises to track trends and implement remedial action where appropriate and necessary. E.g. introducing training to update and refresh officers in Code of Practice compliance. The BOCU also monitors individual officer complaint rates as well as stop search complaints to ensure proportionate and intelligence led use of such powers. Complaints data is reviewed regularly as part of the performance management framework and effective complaint resolution is also regarded as a performance indicator.
- The BOCU use of disciplinary processes is proportionate with referrals to PSD where appropriate and consistent use of formal warnings and words of advice.
- The BOCU Commander is also keen to minimise suspension and is proactive in ensuring that such organisational requirement is proportionate, ensuring that there is a balance struck between BOCU, Officers and MPS needs. This has done much to provide reassurance to officers involved in IPCC investigations.

Areas for Improvement

- The BOCU should consider complaint resolution training for sergeants, since this is an area of supervisory activity that sergeants are increasingly becoming engaged in, as well as a valuable development for junior managers to acquire.

REDUCING CRIME

6.8 Volume Crime Reduction Strengths

- There are good examples of partnership activity that has impacted on crime trends such as Operation grape and Clean sweep. Further of note is the evaluation of such initiatives in terms of identifying sustainable tactics and deployment in accordance with demand variation engendered by seasonal changes and public holidays.
- Crime prevention officers are engaged/utilised in F302 problem solving cases;
- There are enthusiastic Neighbourhood Watch schemes across the borough and their coordinators are engaged via the communications strategy developed by CI/SNTs
- Relationships with strategic partners are developing and there is evidence of much goodwill and commitment at the tactical level. Strategic partners are not as yet involved in the BOCU Strategic Assessment, although CDRP representatives do attend tasking and co-ordination meetings. The partnership at strategic level could be further strengthened by the inclusion of appropriate partners in strategic NIM processes such as the strategic assessment and strategic tasking and co-ordination.

- The Crime Prevention Officers are performance managed by CI/Partnerships and are utilised in a 'secure by design' consultation process by the local authority in relation to all new builds over 10.
- The BOCU has introduced a new system of warrant management that is having a beneficial impact in terms of reducing numbers outstanding and increasing speed of execution.
- The Borough Task Force has been an effective reduction tool and has also increased BOCU stop search rates.

Areas for Improvement

- The BOCU has invested the responsibility for BCS volume crime reduction with CI/SNTs. This is rational in terms of local ownership of community crime, but as previously stated since the CI also has responsibility for SNT management and performance, it represents a significant expansion to the neighbourhood policing business area and the ability of 1 individual to service both agendas is questionable. The CI also works extremely long hours in order to deliver, operates with little administrative support and is not supported by the immediate line manager in terms of realistic allocation of responsibilities, appropriate delegation and supportive performance management as previously highlighted. **The BOCU must urgently review line management arrangements for this area of business since volume crime reduction performance to date is not progressing as effectively as the BOCU requires in terms of target achievement.**
- CI/Partnerships have no specific strategy or terms of reference for the role, which appears to be wide ranging, somewhat disjointed and in some respects inappropriate. For example, CI/Partnerships are responsible for the O2 development project which is a strategically very significant partnership initiative, more appropriate for a senior leader's portfolio. The Street Duties Course and the PPO scheme also falls into CI/Partnerships remit and both aspects of BOCU business are possibly more appropriately sited under the auspices of the operations or intelligence portfolios. The CI/Partnerships are not able to function in a constructive relationship with senior line managers and lack clear direction and constructive leadership. **The BOCU must also review the partnership business area in terms of leadership and performance management as a matter of urgency.**
- A graduated response to cases of repeat victimisation only occurs for burglary offences and needs to be applied for other priority crimes.

INVESTIGATING CRIME

6.9 Managing Critical Incidents and Serious Crime

Strength

- Critical Incident management on the BOCU is well practised and response in terms of golden hour procedures is largely effective because it is well rehearsed. Community engagement is proportionate and reference to the IAG is a natural default position.
- There are shortcomings in terms of detective capability and availability, such experience and skill is at a premium on the BOCU, but there is an on call system, ensuring that both

detective and SMT managers are informed and have an overview of critical incidents from the outset.

- The BOCU reviews critical incident management and the training unit regularly delivers refreshment training.
- There is a Contingency planning unit staffed by a trained contingency planner and the Operations team is well resourced. There is evidence of consistent partnership working in particular with Charlton Athletic FC and the Local Authority.

Areas for Improvement

- The BOCU would benefit from having a trigger-plan for the provision of investigative resources during the early stage of a serious crime and/or critical incident. This should aim to minimise the impact upon priority crime work whilst still enabling sufficient resources are released according to the type and/or complexity of the case.
- The contingency planner has 40 contingency plans to service and while they are up to date, he struggles to review the plans as required every six months because of abstraction to other duties.
- The availability of detective capability in respect of critical incident investigations that do not attract force support but yet require significant investment in servicing investigations is of concern. Workloads in the reactive CID are high (15-20 cases pre officer on average) and there is not the resilience available elsewhere on the BOCU to provide additional support in respect of such high profile investigations. The consequence of this impacts on general case loads which are 'put onto the backburner' while more pressing critical incident investigations are serviced or inexperienced officers and non detectives are assigned case loads that are inappropriate to their experience and expertise.
- **There is clearly some organisational risk inherent to this and the BOCU must review CID resource distribution and case load allocation and supervision in order to alleviate pressure on staff and resource investigations appropriately.**

6.10 Tackling Serious and Organised Criminality

Strengths

- The BOCU has created a proactive capability representing 12% of the BOCU strength, a combination of both uniform and CID officers, deployed onto the Borough Task Force and Crime Squad. Focus on crime reduction is unequivocal; however the crime squad strength should be reconsidered in relation to workloads elsewhere in the business area.
- There is a Robbery reporting/investigation team, deployed on a daily basis, providing cover for morning and evening, bringing expertise and focus to this priority crime.
- There is good evidence of cross border co-operation and liaison on crime priority areas such as robbery.

Areas for Improvement

- Sanction detections for rape cases are low, the sanction detection rate is 18.5% vs. a 30% target¹⁴. However, the workload of staff is very high, the unit comprises 4 detectives supervised by 2 detective sergeants (1 vacancy), carrying workloads of in excess of 15-20 allegations per officer and the BOCU is the 3rd most prolific generator of such crimes in the MPS. There is a shortage of SOIT trained staff albeit plans are in hand to train further officers on core teams. Consequently due to delays and the length of time taken to service investigations victim attrition rates are high. This is an area of high risk to the organisation and has a deleterious effect on community confidence when such matters are not dealt with expeditiously. **The BOCU must address unit capability as a matter of urgency.**

6.11 Volume Crime Investigation

Strengths

- Some work relating to generating TICs has been commenced but more is required in terms of formulating and implementing BOCU strategy and providing the requisite training to staff.
- The Crime Management Unit is well led and has implemented a house keeping regime that should deliver greater quality assurance and data standards/HOCR compliance after a period of adjustment. Systems for crime management within the CMU appear to be robust with good liaison with the Force Crime Integrity Team (CIT). ASGARD checks are also regularly conducted as are the range of other 'housekeeping' functions.
- The DI (CMU) attends the fortnightly BOCU detections stock take meeting, currently chaired by Sup/Crime, and has taken steps to promote good practice across the BOCU such as providing guidance next to CRIS terminals and in patrol vehicles. The DI has also identified opportunities lost through failure to reconcile CRIS with Custody records and as a result of property obtained by crime being recorded as lost property-not in the Book 66. New standard operating procedures are being implemented in order to reduce this.
- Premium service exists for PPOs arrested (each PPO has an intervention plan and target profile) and prosecuted on the BOCU. However the same priority is not afforded to PPOs by the courts and the CPS. The BOCU will have to raise the matter via the Local Criminal Justice Board in order to encourage cooperation and raise awareness.
- The current PPO system is well managed and administered but see below.
- The BOCU operates a Case Progression Unit which provides a satisfactory service and operates to a SLA ensuring effective case allocation.
- The BOCU operates a Telephone Investigation Unit which takes on approximately 30% of investigations. However, this could be increased with more rigorous performance management and improved standard operating procedures particularly in relation to identifying and fast tracking priority crime.

¹⁴ BOCU MPS target.

Areas for Improvement

- The BOCU needs to rigorously implement and build upon the sanction detection improvement plan provided by Operation Emerald which should be expanded to include the range of activity that occurs at the primary investigative stage of work (see below). The current detections improvement plan has a nominated SMT lead (Superintendent/Crime) and its implementation should be monitored at SMT meetings if not more frequently.
- **The quality of primary investigations should be raised by applying and benchmarking investigations against minimum standards which should be widely promulgated and trained as a priority among operational staff, specifically response team officers.** Good housekeeping and crime investigating/recording practices are vital in order to both maximise detection potential and integrity. There is evidence indicating that staff are consistently submitting allegations with a sub standard primary investigation and poor supervision, requiring remedial work as well as potentially distorting accuracy of classification and recording. **The detection improvement plan needs to include staff training and development/assessment of supervisor capability in this respect.**
- Sanction detection achievement within the Hate crime and CCU investigation units is poor and potential is not being realised because the units are attempting to manage disproportionate workloads and investigations are being serviced by inexperienced staff with minimal levels of supervision. Both units require skilling, staffing, equipping and constructive performance management. Previous performance management predominantly focused on under performance but did not constructively address some of the barriers to success, such as workloads, IT availability and detective capability. Staff are demoralised, lack confidence and require clear, supportive leadership as well as practical assistance relating to location, transport and equipment.
- The crime squad does not operate to defined terms of reference beyond BCS Basket of 10 proactivity. There is also evidence of the team is self tasking and further, in order to assist other teams, crime squad officers take on investigative work from other officers in order to relieve pressure, indicating inefficient management of resources. The Crime Squad does not have a budget and relies on money allocated via the tasking process and partnership initiatives. Thus the asset is not effectively controlled, focused, resourced or performance managed and the BOCU is not receiving adequate return for such a large investment. The rationale for the Crime Squad must be revisited and the operating context clearly defined in terms of function, focus and funding.
- **It is clear that the BOCU CID business group needs urgent review, identified by evidence gathered within this section and elsewhere in the report, in relation to the distribution of resources against demand profile. Work must be carried out to ensure that the business area is appropriately resourced with detective capability distributed as necessary against risk and demand and that the various teams and departments (specifically the Sapphire, CSU, CCU and Reactive teams) are resourced to enable both that staff carry reasonable workloads and are given adequate supervision well as improving service to victims.**

- Any such reorganisation must take place after due consultation with CID leaders and managers at all levels. It is quite clear that BOCU detective sergeants particularly are experienced and keen to improve performance. The BOCU should take advantage of this willingness and knowledge when considering new structures or policy changes. CID staff also consider that they are undervalued and that their contribution to performance (if they are not attached to BOCU priority crime teams) is not appreciated or valued. Senior leadership should work to create a supportive and dynamic operating environment in order to instil confidence in this key staff group, if detection performance is to improve.
- A business case has been prepared advocating the creation of detections officer post. However this has to be progressed via 3 line managers before consideration by the workforce planning panel. The merits and case for the post are established and given the sanction detection performance of the BOCU, should be fast tracked.
- Clarity is required in relation to crime allocation to SNTs. There is capacity within the SNTs to take on appropriate investigations into allegations that are relevant to neighbourhood priorities. The allocation of a sanction detection target should be either be reviewed or made bespoke to SNT priorities. The broad target imposed may skew SNT priorities away from their primary long reduction and problem solving focus
- The BOCU should also consider enhancing the offender management capability since there are currently 45 Prolific Persistent Offenders (PPO), (25 are currently in prison), numerous Prominent Nominals and Persistent Young Offenders which creates confusion among staff and does not ensure consistency in approach or management. Further, the PPOs are sited under CI/Partnerships and may benefit from relocation into the intelligence function.
- Concern is evident in relation to the quality of liaison between the BOCU and the CPS in relation to bringing offenders to justice and the time taken to process advice files. There is also tension between CPS/BOCU priorities and the quality of out of hours advice which must be resolved if the relationship is to develop constructively.
- Recruitment into the CID from other BOCU teams/departments is problematic due to the perception that CID work is onerous and working conditions are unattractive. The above steps should improve morale within and mitigate this perception but the BOCU would also benefit from implementing structured career/development path into investigative work.

6.12 Improving Forensic Performance

Strengths

- The BOCU has an effective Forensic team, delivering a generally good service to the BOCU. The team generates 87% of the BOCU motor vehicle crime detections, and has high levels of retrieval and sole attendance. Scene Management is of a good standard.
- There is evidence that the unit is Performance managed with staff given targets for retrievals and held to account via a monthly meeting for results.
- There is a newly introduced forensic docket management system implemented which should enable a more effective 'hit' rate, which will be managed via a SPOC and by

allocation to a small dedicated team. The BOCU could consider coordinating and monitoring progress via the tasking process.

Areas for Improvement

- There is scope to increase awareness of forensic opportunities to be derived from robbery scenes.

6.13 Narrowing the Justice Gap

Strengths

- The CJU is relatively well organised, now that staffing and vacancy issues have been resolved and provides a satisfactory service to the BOCU.
- The Cracked and ineffective trail rate is above target and staff display awareness of Operation Emerald targets.
- The BOCU has dedicated a Bail Return Officer which should have a positive impact on sanction detection rates by reducing the number of NFAs. However see below.

Areas for Improvement

- **Systems and processes within the custody suites need to be enhanced so as to maximise opportunities for sanction detections. This should include a policy for TICs, the monitoring of persons bailed to return and NFA decisions, work to increase the capacity of the CPU (see 'Managing Resources' below) and the targeted conduct of intelligence interviews;**
- The CJU manager is newly appointed and requires clear direction in relation to role and responsibility. CJU staff have accommodated several different managers (3 since February 2006) over the past few years and some consistent leadership is required, in relation to improving NFA rates, file quality and impending prosecutions.
- There are currently 1000 impending prosecutions that are over 12 months old and the BOCU is among the poorest performers in the MPS. The CJU manager needs to implement an action plan with clear targets and compliance systems to reduce this.
- There are 17 dedicated custody sergeants and yet the custody suite is not covered for night duty with sergeants abstracted from response teams to cover this period. There are long delays in processing prisoners reported and witnessed by the inspection team. On several occasions there are too many custody sergeants in relation to available custody terminals and at others too few to manage demand. Bail to returns are not prioritised and priority prisoners such as those generated by the CSU are subjected to 6 week delays that often lead to discontinuance caused by victim or witness withdrawals. Consideration should be given to using other rota systems that match staff with demand and use of other custody accommodation to offset demand generated by bail or specialist prisoners such as those arrested by the Sapphire Team/CSU.
- There are only 2 DDOs against an establishment of 6 and pressure needs to be applied to the corporate selection processes for recruiting into such important posts.

- The work of the Bail to Return officer should be supported by a corresponding improvement in gate keeping, ensuring that cases likely to result in NFA are identified and managed at the earliest opportunity.
- There are challenges in relation to the service provided by the CPS. There are long delays in responding to advice files and a perceived obstructive approach to charging decisions leading to drawn out appeal processes. In units such as the Sapphire/CS this is having an adverse impact on already low levels of morale, since often such investigations are complex and protracted, requiring significant investment with little return for effort because victim/witness attrition rates are exacerbated by this. The CJU manager needs to investigate the issues and supported by the BOCU Commander, agree and implement an improvement strategy.
- The CJU Victims/Witnesses Unit does not provide a premium service for PPO and APP cases. The case file support aspect of the CJU does provide such a service for PPOs but not for APP crimes.
- File quality is variable and the CPS NFA rate is correspondingly high. The BOCU has a high proportion of probationers and training appears insufficient to meet demand. The BOCU needs to improve performance management in relation to case file quality and timeliness. Consideration should be given to introducing compliance standards related to TQ1 returns and supported by robust monitoring and feedback systems that are linked to PDRs.

PROMOTING SAFETY

6.14 Reducing Anti-Social Behaviour

Strengths

- The BOCU maintains good liaison with YOT and YISP. The Education worker in YOT shares data as to young offenders coming to attention which is disseminated to the relevant Safer Schools officer, ensuring proactive and linked offender management between the police, education department and schools.
- The BOCU focuses on reducing Anti social behaviour via its SNTs. Problem solving activity is developing and community feedback indicates that community confidence levels are improving as local ward officers respond to ward panel determined priorities.
- The Tasking process (see NIM) is confusing and bureaucratic, but the BOCU is working to develop a community tasking process, supported by a community strategic problem solving group. This is a new innovation and has yet to fully impact.
- There are 9 ASBOs at present and the BOCU has suffered through the lack of an ASBO co-ordinator. This has now been addressed and the London Borough of Greenwich has recently appointed the post.
- Work is in hand to obtain ASBOs in relation to the leaders of the youth gangs, as a means of crime reduction and offender management. However enforcement of breach is inconsistent, though CI/Partnerships have delivered information briefings to magistrates. Further effort, through the LCJB, should be invested to raise awareness, improve consistency and therefore the effectiveness of ASBOs as a policing tool.

- The BOCU has recruited 30 new MSC officers, and they are attached to SNTs, working with the teams and focused on NHP objectives. The MSC have also been deployed with the BTF, consider that they have a clear remit and are appreciated and valued as a BOCU asset. The PCSOs are also attached to SNTs and consider that their remit is clear but that acceptance of their role in some places on the BOCU (particularly at RA) is not as positive as it should be.
- **The Borough Task Force (BTF) is an excellent innovation and BOCU resource. They deploy to assist SNT activity as well as crime priorities, are pro-active and focus relentlessly on priority offenders across the board. They are well led, motivated, performance managed and represent a repository of street experience that is valuable and put to good use.**
- **The Safer Schools and Liaison officers are an excellent unit and a significant BOCU asset, being well run, performance managed, deployed intelligently. They are effective in policing local schools, generating intelligence and developing good relationships/partnerships with schools and parents.**

6.15 Protecting Vulnerable People

See crime sections relating to management of investigations in relation to the capability and effectiveness of units such as the Sapphire /Team and the CSU.

PROVIDING ASSISTANCE

6.16 Call Management

Strengths

- Staff within the Control Room have received training in NCRS and the controllers apparently promote compliance by signing off all calls.

Areas for Improvement

- **Only a fraction of all BOCU resources are habitually reported on duty and shown as available within the BOCU Control Room, thereby compromising deployments and the efficient use of resources. The BOCU should hold supervisors strongly to account for ensuring that staff consistently report themselves as on duty and available for deployment as appropriate.**
- There are some concerns from partners regarding the quality of public contact arrangements, particularly through the station office facility and by telephone.

- The decision to remove the 5-3 shift at weekends was apparently done through the inspectors, however feedback indicates that the consultation was not meaningful or conducted in a structured audited manner. The shift is perceived by response team officers as important in providing resilience at a time of peak demand and there is a perception that that the decision was ill advised and lacked foresight. Attempts to debate the issue and make representations to the SMT were rebuffed.

6.17 Accessing Specialist Operational Support

Strengths

- The arrangements for managing football events at Charlton Athletic FC are satisfactory with some innovation evidenced regarding the use of BOCU resources at matches
- The BOCU has made use of corporate resources to support operations including TFL, TSG, Dogs, Trident and Press Officers, etc whenever possible, although it's status as an outer BOCU tends to result in an inconsistent service provision.
- The Belmarsh team role is to provide armed support system for Belmarsh court, the prison service and BOCU which responsibility it discharges to a high standard. The team is a firearms unit predominantly and is well established (since 1998) encompassing a wide range of skills and experience and providing developmental opportunities for uniformed constables not normally available on a BOCU. Feedback from the rest of the BOCU and the court evidences the teams' effectiveness, flexibility and quality leadership.
- The Belmarsh team is compliant with ACPO firearms guidelines and are flexible in attitude and deployment. However, there is a need to clarify their purpose in the context of their primary role with Belmarsh Prison/Court. There is some resentment in relation to the imposition of training duties on the team for ILPD officers. This decision was taken without any consultation, consideration of skill base or discussion. The officers received an email informing them of the decision from senior managers, creating resentment and eroding commitment to undertaking such an important role.
- The BOCU has recently succeeded in obtaining an increase in BWT necessary to deliver the specialist support required by the court, initially committed by the MPS when Belmarsh was created. Until this agreement was reached the BOCU staffed Belmarsh from its existing BWT to the level of some 40 members of staff. Superintendent Operations has been instrumental in orchestrating this significant augmentation of BOCU resources. Given current demand and workloads carried by staff, the commitment is timely and the MPS should honour it promptly.

Areas for Improvement

- Aid commitments are fulfilled from units across the BOCU including the CID and BTF. However while this demonstrates a flexible use of resources, the practice in relation to the CSU/Sapphire Unit should cease since resilience in these high risks units is at a premium.

RESOURCE USAGE

6.18 Human Resource Management

Strengths

- The BOCU has a strategic workforce planning group (the people panel) that makes decisions concerning staff movements, which avoids introducing such issues at more infrequent SMT meetings. The workforce planning group attempts to deploy staff against demand in terms of both volume and skill across the BOCU. The process is open, takes heed of diversity issues, creating an audit trail of decision making, providing an overview of staff distribution and an opportunity to succession plan as well as take into account individual developmental needs. However, notwithstanding that the meeting is chaired by the BOCU Commander it should be informed by the Control Strategy so as to ensure decisions reflect and support the BOCUs priorities and demand. Staff association representatives should also be involved in the process.
- Sickness management processes are robust and effective, leading to excellent performance for police officers and PCSOs (7 days per officer against a target of 8 and 2.5 against a target of 9 for PCSOs) and a reducing trend for police staff albeit currently above target. The personal work of the HRM in promoting the policy across junior managers is to be congratulated. Systems for return to work interviews, case conferences and Occupational Health referrals are also satisfactory;
- The timeliness of PDR completion is apparently good at 96% for police officers and 95% for police staff. 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 more closely scrutinise quality.
- PDRs are now integrated into promotion processes therefore quality of completion and objective setting is a priority which will be enabled by further clarification of unit/team responsibility/purpose. The HRM is conducting 100% audit of all PDR in order to benchmark quality. This is a laudable ambition but it is questionable as to its value unless some developmental / remedial training ensues further. Further, this is a QA issue and arguably a job for the QA or training dept and not for the HRM.

Areas for Improvement

- **The BOCU should introduce clear terms of reference, performance management regimes and deployment protocols for units which deal with high organisational risk areas (such as the CCU and Sapphire/Jigsaw Unit) requiring firm management and support or those units which represent significant BOCU investment such as the Crime Squad and Borough Task Force. This will ensure that such units retain a clear operating context and attract consistent management overview ensuring effective risk management or return for investment.**

- While there is a quality of service process which gives appropriate recognition to deserving staff, its benefits and impact is sabotaged by the general feeling pervading all interviews and focus groups with staff from C/I down (inc police staff) that staff are unappreciated and not thanked for work. An effective communications strategy should assist to improve the promulgation of good news and the celebration of success.
- In general it appears that overall poor staff management has led to apathy and low morale among several key groups, ranging from response teams, CID, inspectors and chief inspectors. Evidence indicates that this is attributable to staff managing heavy workloads across the board, with little perceived support, consideration or thanks. Some senior managers have been identified as being apparently poor at managing interpersonal contact, appearing insensitive and unresponsive and have been described by various groups as 'dictatorial'. The C/I and Inspectors as a group also appear disengaged and disenfranchised, evidenced via the leadership audit, fieldwork and during the inspection itself from a number of sources. **The BOCU supported by TP must address the management style, developing a meaningful, constructive and inclusive model that ensures that staff have manageable workloads, are encouraged and supported, and are assisted by effective organisational problem solving.**

6.19 Training, Development and Organisational Learning

Strengths

- The BOCU has a dedicated training unit and routine training is scheduled for officers on core teams on a 10 weekly cycle with most training dedicated to mandatory themes. The training unit and the service it provides is generally well regarded and seen as responsive and useful.
- Training is implemented as a result of QA process (for example the soon to be implemented sergeants training programme) and MSC training in particular is of a consistently high standard. However the units reach is limited and training provision for PCSOs and the CID must be improved. The unit works to a delivery plan and effort is made to ensure staff are consulted as to what is needed to fulfil their requirements, although opportunities to train outside the mandatory programme are limited.
- The Street Duties Course has reduced from 10 weeks to 7, but the probationary period includes a 3 month attachment to the CPU and a 1 week investigative course which provides structured development opportunities. The BOCU should also consider an attachment to the Borough Task Force- a uniform proactive team that provides a repository of experience that could be utilised to introduce junior constables to 'Street Craft'.

Areas for Improvement

- Training for staff not on core teams is infrequent and the BOCU training unit does not manage CID training. The BOCU would also benefit from conducting a training needs analysis and developing a staff skills database which is linked to the PDRs and BOCU level inspections/audits processes via the performance management framework.

6.20 Race and Diversity

Strengths

- Action has been taken by the HRM to promote disability issues across the BOCU and there is apparently a Gender Agenda Action Group established;

Areas for Improvement

- **The BOCU does have a diversity strategy and but there is no associated action plan that is tailored for the needs of the borough. This needs to be championed by the BOCU Commander with either SMT leads for each theme or 1 member of the SMT coordinating such work. It should encompass the range of diversity themes with particular work required to enhance internal diversity matters in relation to staff engagement, female and minority group progression, (possibly by introducing a voluntary mentor scheme) and ensuring compliance with the RRAA¹⁵ and DDA¹⁶ requirements.**

6.21 Resource Management

Strengths

- The BOCU has worked to implement effective financial management systems in place and there is an unequivocal focus on operating within budget. Consequently for the first time since devolved budgets were introduced by the MPS, the BOCU is projected to end the financial year on target. Short, medium and long term financial and resource planning is integrated with strategic and operational planning. Financial management has been included into the BOCU mission and finance is also a standing agenda item on the SMT agenda and is dealt with as part of a bespoke agenda (HRM is part of this agenda) on a bi-weekly process, alternating with operational matters. This maintains focus on this aspect of business and clearly has had beneficial results. All staff are aware of budget targets and are held to account for budget management.
- The BOCU has identified efficiency savings representing 5% (452K) of its total budget.
- The MSC team, after a concerted recruitment campaign locally is 38 strong and well focused and enthusiastic. The team is active and well integrated within the BOCU with MSC officers being aligned with SNTs but also deployed with the BTF and at Charlton Athletic FC giving them variety and exposure to a range of policing experiences. The initial 19 week training course delivered locally is an excellent innovation and is recognised as good practice.
- The BOCU has recruited 6 Community Volunteers, with the intention of deploying them within station offices;

¹⁵ Race Relations Amendment Act

¹⁶ Disability Discrimination Act

- The Case Progression Unit is a developing demand management project that is having a beneficial impact on service delivery in terms of relieving the file preparation burden from response officers, exposing junior officers to basic prisoner processing and interview techniques as well as improving the potential for cases to be brought to justice and reducing overtime

Areas for Improvement

- There is no BOCU activity regarding sponsorship and efficiency planning and this needs to be introduced as routine practice within force policy. This aspiration will be assisted by the recent introduction by the partnership business group of a sergeant as a partnership funding officer charged with promoting sponsorship and income generation ;
- There has been no meaningful analysis of demand for all key units on the BOCU and therefore limited proactivity in terms of identifying opportunities to release capacity or divert capability through an improvement in the alignment of resources with demand. A comprehensive overview of demand across the BOCU needs to be developed, with ensuing strands of activity drawn together, prioritised and allocated leads within a Demand Management Strategy with a named SMT lead charged with co-ordination and delivery. Such a strategy MUST incorporate processes for meaningful staff consultation at all levels. For example Response teams are operating at minimum strengths and are consistently staffed up using the Belmarsh Team or officers on overtime. The BOCU is not achieving response targets and response officers consider that they are not listened to, are the first resort for abstraction and are isolated from the mainstream. There seems to be no scientific process for assessing response demand and projecting deployment requirement. Operation Hermes has attempted to devolve some responsibilities from response teams, but a recent review indicates that there is still a lot of work to do before any real impact is felt by response teams.
- The BOCU has recently failed to secure a single parade base in Charlton as a result of MPS and MPA disagreement of estates management. This is a significant setback in terms of improving service delivery to the local community and improving staff working conditions and reassurance by improving their operational environment. The decision not to proceed also represents a significant waste of effort and resources invested by the BOCU in researching and preparing the business case, but the BOCU is encouraged to continue its search for a single parade base, since the net effect of improved efficiency and staff morale will be substantial;
- The Telephone Investigation Unit only currently takes 30% of initial investigations, which could be increased (some MPS BOCUs reach 50%). This unit needs to be expanded with the resource dividend reinvested into proactivity;
- The CAD staff work on shifts aligned to core teams and also has an overlap between late turn and night duty shifts funded by overtime. This is expensive and inefficient and the CAD team rota should be reviewed and re organised so that it is more appropriately aligned to demand;

- Station Reception Officers are shortly to be converted into PCSOs in order to increase patrol capability and deployment flexibility. This is a corporate strategy that requires careful and sensitive implementation. Thus far SROs, who collectively evinced significant concerns as to their future working arrangements have not been effectively consulted nor had their concerns addressed, impacting adversely on morale and thereby on customer service. The BOCU must undertake a meaningful communications process with this group under the aegis of a change manager;
- The BOCU is also to shortly undergo transition to Metcall involving the creation of an Integrated Borough Operations Room and the re locating of communications staff to the MetCall OCU. This has significant implications for the BOCU and relevant staff and while there is a change manager in place to facilitate the transition process, progress appears slow and staff consultation is halting.

6.22 National Intelligence Model (NIM)

Strengths

- The BOCU has a Strategic Assessment which is regularly reviewed and serviced by an appropriate control strategy. However the BOCU Commander should take ownership of the process (by taking the chair) and there is scope to further integrate senior partners into the process. There is however ample evidence that the Strategic Assessment is driving BOCU activity.
- Superintendent Operations has worked with the BIU DI to introduce rigor into the tasking system and a performance focus. The process has been reconfigured and is now NIM compliant, is preceded by an intelligence meeting and supplemented by a Daily Management Meeting. The BIU is resourced and although analysts are in short supply, Intelligence products are of a satisfactory standard. The proactive tasking process is also well managed.
- The BOCU has also validated its NIM processes with the MPS NIM team. Gaps were identified and an action plan is in place but implementation has not yet been completed.
- The BOCU has a healthy intelligence flow, with most operational staff contributing (notably best performances are the BTF and the PCSOs) and a robust QA process ensuring data compliance and quality.
- A forensic docket squad has just been established (1-6) and will work to a new policy that provides clarity on the prioritisation of dockets with timescales and action to be taken.
- The Persistent and Prolific Offender Scheme has been progressed well with good engagement from partners and the use of key products such as subject profiles and intervention plans. It is run by a dedicated team but could be enhanced by further by introducing a second tier of PPOs (within the Home Office criteria) combining PYOs and Prom Noms under one umbrella, the tactical interventions for whom could be owned and driven by SNT staff. Consideration should also be given to relocating PPOs under the remit of the BIU rather than the CI/Partnerships, in order to integrate offender management into the mainstream intelligence function.

Areas for Improvement

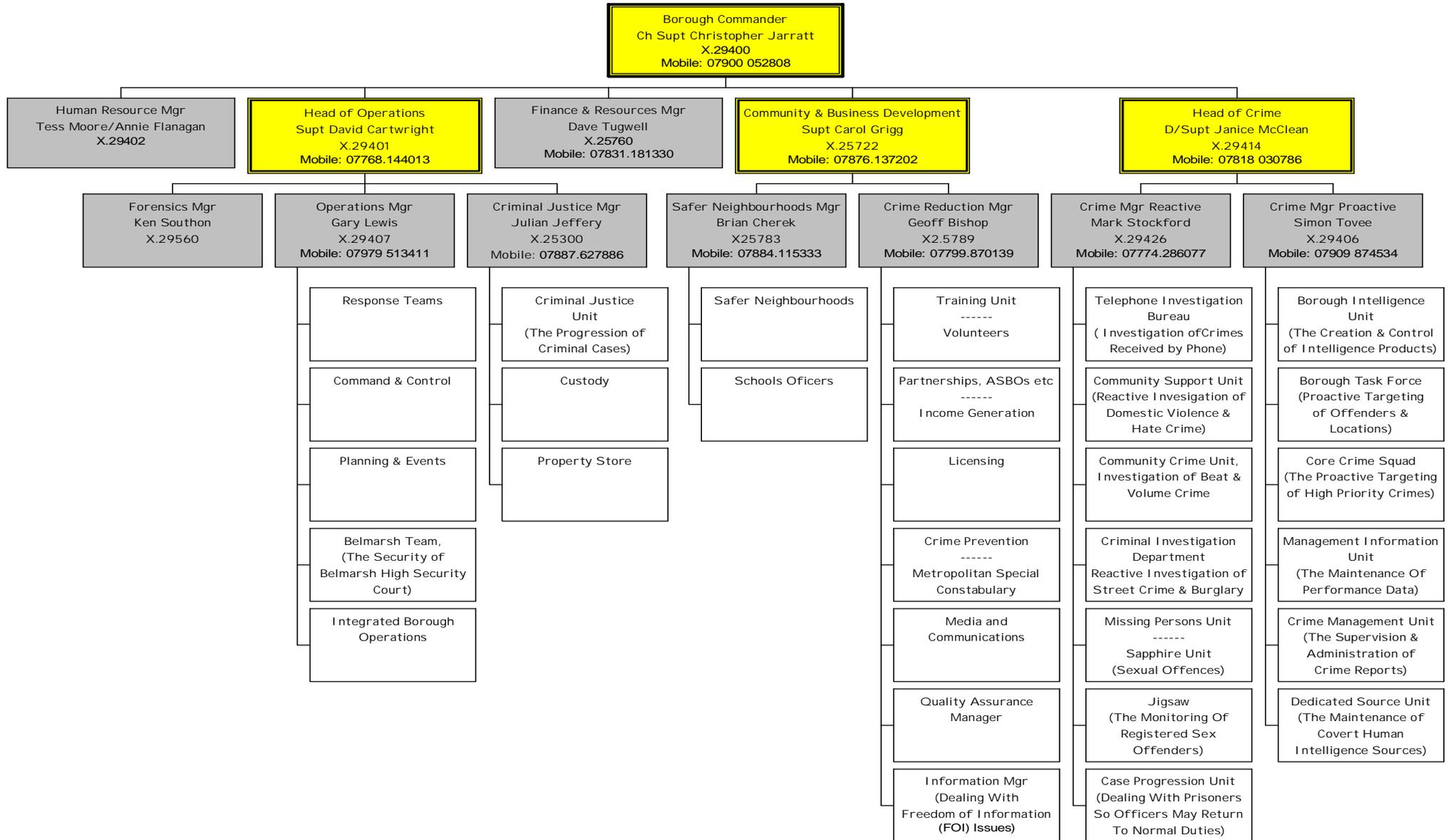
- While NIM compliant, the Daily Intelligence Meeting needs to become more dynamic, forward-looking with a hot-tasking focus informed by the Control Strategy. It should involve SNT managers, the BFM, press liaison, core team management and partnership representation through conference call facilities that are already established;
- Following an examination of the minutes from the last three TTCG meetings and attendance at the same it is evident that the BOCU has invested effort to introduce performance management and structure into the process. However the process appears unduly bureaucratic and although it needs to include a performance backcloth, its primary function is to deploy resources effectively to focus on Control Strategy priorities. It needs to include summary information of outstanding forensic dockets, PATPs, taskings, RIPA¹⁷ authorities, PPOs, problem-solving initiatives and warrants. Membership should include all managers from key units at inspector level and above;
- The tasking process relating to community and SNT problem solving requires clarification and simplification of focus, reflecting the MPS requirements/policy for such teams (i.e. SNT focus & reduction targets). At superintendent level the understanding of the BCTG process appears muddled and sector inspectors are self tasking in order to avoid perceived bureaucracy. The tasking process ostensibly makes BOCU proactive assets available to sector inspectors and should enable them to deploy a broad range of tactical options focused on crime reduction. The community tasking process has recently been introduced and requires simplifying. All taskings go through BCTG¹⁸, making the process time consuming. In any event the perception is that since the BOCU Strategic Assessment does not include Anti Social Behaviour, then, going to the effort of making a bid to the BCTG will be unrewarded since the priority is given to crime. **The BOCU needs to consider developing a parallel community tasking process that involves partners.** The establishment of a strategic Partnership Steering Group is a step towards achieving this. **The BOCU should also consider including Anti Social Behaviour into its Strategic Assessment, giving SNTs a clear steer and providing unequivocal commitment to NHP priorities.**
- Tasking of response teams is limited to time based hotspot patrolling. It is resented and generally not performed apparently being viewed as meaningless and inappropriate. Tasking in general needs to be developed so that it is more effectively focused and meaningful, although the BOCU has introduced an element of performance management by introducing a daily review process at the daily management meeting. Operation Hermes has sought to support this by 'freeing up' Response teams, but work is required to drive home the necessary change to procedures to free up R/T time.
- 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 together with RIPA authorities and potential tasking for partners;

¹⁷ Regulation of Investigative Powers

¹⁸ Borough Co-ordination and Tasking Group.

- 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.
- There is a bi-weekly intelligence meeting which is attended by the BIU, DSU and DI (Proactive) but did not include line managers from other key units (e.g. SNTs, core teams, forensics, press, CID Reactive). This potentially misses an opportunity to engage these units in intelligence-based discussion leading to proactivity. There is limited reference to forensic dockets, prison releases, warrants or other policing event which could be tasked out as part of the co-ordination of activity as well as introducing a greater element of performance management into these areas. The DSU should also be encouraged to make a greater contribution.
- The community intelligence analyst is frequently not dedicated to SNT Crime reduction activity. This is impacting on the capability of the SNTs in terms of access to consistent intelligence products. There is evidence that CI/SNTs is researching and producing analysis and being tasked to do so by Supt/Ops. This is an inappropriate use of a senior manager's time.

RG Management Structure - January 2007



Appendix B.

Greenwich BOCU Leadership Audit – summary percentage scores.

The BOCU has an appropriate structure which is aligned to the Force Strategy		Positive	Negative	Don't Know
Q01	My role is clearly defined and contributes to the BOCU and Force Strategy	84.78%	13.04%	2.17%
Q02	I am set objectives which are clearly relative to my role and experience	78.26%	21.74%	0.00%
Q03	Lines of accountability and responsibility within the BOCU are clearly defined	82.61%	15.22%	2.17%
Q04	Resources are effectively managed within the BOCU including specific issues of demand and deployment	56.52%	41.30%	2.17%
Q05	Throughout the BOCU teams are balanced in terms of skills, experience and diversity	32.61%	54.35%	13.04%
Q06	The health and safety procedures on the BOCU are effective and make me feel safe in my workplace	76.09%	21.74%	2.17%
The BOCU has a performance culture with integrity				
Q07	My manager demonstrates an interest in my performance and development	86.96%	13.04%	0.00%
Q08	I receive the development I need to perform my role	76.09%	23.91%	0.00%
Q09	Within the BOCU, good performance is recognised and rewarded	54.35%	45.65%	0.00%
Q10	Innovation is promoted and supported on the BOCU	58.70%	28.26%	13.04%
Q11	On the BOCU there is effective use of the National Intelligence Model - resources/tasking/coordination	60.87%	19.57%	19.57%
Q12	BOCU managers ensure that maintaining our integrity is more important than achieving good performance	54.35%	28.26%	17.39%
Q13	The BOCU delivers an effective service to the community	64.44%	31.11%	4.44%
Diversity				
Q14	Diversity is embedded within the BOCU, specifically in terms of personal values and all areas of business including selection and appointment of staff	78.26%	8.70%	13.04%
Q15	Fairness at work procedures (e.g.: grievance or appeals) can be confidently used by staff on the BOCU without fear of recriminations from managers	58.70%	8.70%	32.61%
Q16	My manager's decisions in respect of operational issues are consistent	86.96%	8.70%	4.35%
Q17	My manager's decisions in respect of disciplinary issues are consistent	80.43%	6.52%	13.04%
Q18	My manager to solves problems effectively	89.13%	6.52%	4.35%
Q19	My manager inspires me with confidence	82.61%	15.22%	2.17%

Greenwich

Q20	Sickness and welfare are effectively managed within the BOCU	73.91%	13.04%	13.04%
Q21	Managers deal effectively with bullying	54.35%	13.04%	32.61%
Q22	Abstractions from duty - other than sickness - are effectively managed within the BOCU	58.70%	28.26%	13.04%
Q23	There is a commitment within the BOCU to staff retention	52.17%	28.26%	19.57%
Personnel management				
Q24	I have regular and meaningful contact with my line manager	86.96%	13.04%	0.00%
Q25	My manager demonstrates a genuine interest in me	84.78%	15.22%	0.00%
Q26	I feel that my contributions are welcomed and valued	78.26%	19.57%	2.17%
Q27	My manager makes me feel proud of the service we deliver	78.26%	19.57%	2.17%
Q28	My manager makes me feel trusted, valued and included	80.43%	17.39%	2.17%
Q29	Training and development is allocated on the BOCU according to need	58.70%	34.78%	6.52%
Q30	I am encouraged to learn by my manager	80.43%	19.57%	0.00%
Q31	I feel prepared for future changes	78.26%	19.57%	2.17%
Q32	Coaching and mentoring is available to me if I need it	63.04%	10.87%	26.09%
Q33	Personnel issues are dealt with by my manager in a relevant and timely manner	80.43%	15.22%	4.35%
Communication				
Q34	The BOCU Commander & Senior Management Team has a high profile within BOCU	47.83%	47.83%	4.35%
Q35	My manager communicates relevant information to me	86.96%	13.04%	0.00%
Q36	I feel that, where it is appropriate, I am consulted on matters of policy and strategy	60.87%	36.96%	2.17%
Q37	My manager is available when I need to talk to him/her	84.78%	13.04%	2.17%
Q38	The BOCU Commander, Senior Management Team are available to staff at appropriate times	52.17%	28.26%	19.57%
Q39	The BOCU Commander and SMT respond in a positive way to feedback from staff	39.13%	34.78%	26.09%
Q40	My manager responds in a positive way to feedback from staff	78.26%	15.22%	6.52%

Greenwich BOCU Leadership Audit Scores – percentage scores.

The BOCU 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 BOCU and Force Strategy	2.17%	0.00%	13.04%	19.57%	32.61%	32.61%
Q02	I am set objectives which are clearly relative to my role and experience	0.00%	2.17%	19.57%	10.87%	41.30%	26.09%
Q03	Lines of accountability and responsibility within the BOCU are clearly defined	2.17%	6.52%	8.70%	26.09%	36.96%	19.57%
Q04	Resources are effectively managed within the BOCU including specific issues of demand and deployment	2.17%	21.74%	19.57%	30.43%	17.39%	8.70%
Q05	Throughout the BOCU teams are balanced in terms of skills, experience and diversity	13.04%	30.43%	23.91%	19.57%	6.52%	6.52%
Q06	The health and safety procedures on the BOCU are effective and make me feel safe in my workplace	2.17%	6.52%	15.22%	28.26%	30.43%	17.39%
The BOCU has a performance culture with integrity							
Q07	My manager demonstrates an interest in my performance and development	0.00%	6.52%	6.52%	10.87%	26.09%	50.00%
Q08	I receive the development I need to perform my role	0.00%	4.35%	19.57%	17.39%	32.61%	26.09%
Q09	Within the BOCU , good performance is recognised and rewarded	0.00%	26.09%	19.57%	36.96%	10.87%	6.52%
Q10	Innovation is promoted and supported on the BOCU	13.04%	15.22%	13.04%	32.61%	23.91%	2.17%
Q11	On the BOCU there is effective use of the National Intelligence Model - resources/tasking/coordination	19.57%	6.52%	13.04%	28.26%	26.09%	6.52%
Q12	BOCU managers ensure that maintaining our integrity is more important than achieving good performance	17.39%	13.04%	15.22%	13.04%	34.78%	6.52%
Q13	The BOCU delivers an effective service to the community	4.44%	11.11%	20.00%	28.89%	31.11%	4.44%
Diversity							
Q14	Diversity is embedded within the BOCU , specifically in terms of personal values and all areas of business including selection and appointment of staff	13.04%	2.17%	6.52%	26.09%	30.43%	21.74%
Q15	Fairness at work procedures (e.g.: grievance or appeals) can be confidently used by staff on the BOCU without fear of recriminations from managers	32.61%	2.17%	6.52%	10.87%	34.78%	13.04%
Q16	My manager's decisions in respect of operational issues are consistent	4.35%	0.00%	8.70%	19.57%	32.61%	34.78%
Q17	My manager's decisions in respect of disciplinary issues are consistent	13.04%	0.00%	6.52%	8.70%	39.13%	32.61%
Q18	My manager to solves problems effectively	4.35%	0.00%	6.52%	21.74%	39.13%	28.26%
Q19	My manager inspires me with confidence	2.17%	6.52%	8.70%	19.57%	34.78%	28.26%
Q20	Sickness and welfare are effectively managed within the BOCU	13.04%	6.52%	6.52%	19.57%	32.61%	21.74%
Q21	Managers deal effectively with bullying	32.61%	10.87%	2.17%	17.39%	19.57%	17.39%
Q22	Abstractions from duty - other than sickness - are effectively managed within the BOCU	13.04%	15.22%	13.04%	26.09%	19.57%	13.04%
Q23	There is a commitment within the BOCU to staff retention	19.57%	23.91%	4.35%	23.91%	23.91%	4.35%
Personnel management							

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Q24	I have regular and meaningful contact with my line manager	0.00%	4.35%	8.70%	10.87%	23.91%	52.17%
Q25	My manager demonstrates a genuine interest in me	0.00%	4.35%	10.87%	15.22%	23.91%	45.65%
Q26	I feel that my contributions are welcomed and valued	2.17%	8.70%	10.87%	17.39%	30.43%	30.43%
Q27	My manager makes me feel proud of the service we deliver	2.17%	4.35%	15.22%	17.39%	36.96%	23.91%
Q28	My manager makes me feel trusted, valued and included	2.17%	4.35%	13.04%	6.52%	34.78%	39.13%
Q29	Training and development is allocated on the BOCU according to need	6.52%	6.52%	28.26%	23.91%	17.39%	17.39%
Q30	I am encouraged to learn by my manager	0.00%	4.35%	15.22%	13.04%	39.13%	28.26%
Q31	I feel prepared for future changes	2.17%	10.87%	8.70%	32.61%	26.09%	19.57%
Q32	Coaching and mentoring is available to me if I need it	26.09%	6.52%	4.35%	17.39%	23.91%	21.74%
Q33	Personnel issues are dealt with by my manager in a relevant and timely manner	4.35%	0.00%	15.22%	15.22%	21.74%	43.48%
Communication							
Q34	The BOCU Commander & Senior Management Team has a high profile within BOCU	4.35%	26.09%	21.74%	15.22%	21.74%	10.87%
Q35	My manager communicates relevant information to me	0.00%	2.17%	10.87%	19.57%	32.61%	34.78%
Q36	I feel that, where it is appropriate, I am consulted on matters of policy and strategy	2.17%	23.91%	13.04%	26.09%	26.09%	8.70%
Q37	My manager is available when I need to talk to him/her	2.17%	0.00%	13.04%	17.39%	28.26%	39.13%
Q38	The BOCU Commander, Senior Management Team are available to staff at appropriate times	19.57%	19.57%	8.70%	28.26%	19.57%	4.35%
Q39	The BOCU Commander and SMT respond in a positive way to feedback from staff	26.09%	26.09%	8.70%	17.39%	19.57%	2.17%
Q40	My manager responds in a positive way to feedback from staff	6.52%	0.00%	15.22%	10.87%	32.61%	34.78%

Appendix 'C'

Greenwich Tables

Offences

	Change			Current	
	Greenwich offences per 1000 12 months to 30/11/05	Greenwich offences per 1000 12 months to 30/11/06	% Change	MSBCU offences per 1000 Average	Greenwich rank
All crime	137.09	131.27	-4.25	130.52	8 out of 14
Violent Crime	41.21	40.71	-1.20	37.05	8 out of 14
Vehicle Crime	17.89	16.30	-8.89	18.86	5 out of 14
Domestic Burglary	19.34	18.59	-3.88	8.54	4 out of 14
Robbery	5.54	6.03	8.87	6.85	8 out of 14

Detection

	Change			Current	
	Greenwich sanction detection rate 12 months to 30/11/05	Greenwich sanction detection rate 12 months to 30/11/06	% pts change	MSBCU sanction detection rate	Greenwich rank
All crime	15.2%	17.3%	2.2	20.8%	13 out of 14
Violent Crime	20.3%	23.2%	2.9	26.8%	9 out of 14
Vehicle Crime	3.0%	4.9%	1.9	6.9%	10 out of 14
Domestic Burglary	12.3%	10.3%	-2.0	13.9%	11 out of 14
Robbery	11.4%	8.4%	-3.0	12.5%	13 out of 14

NOTES: *(improvement and deterioration is based on the 12 months to November 2006 compared to the previous 12 months).*

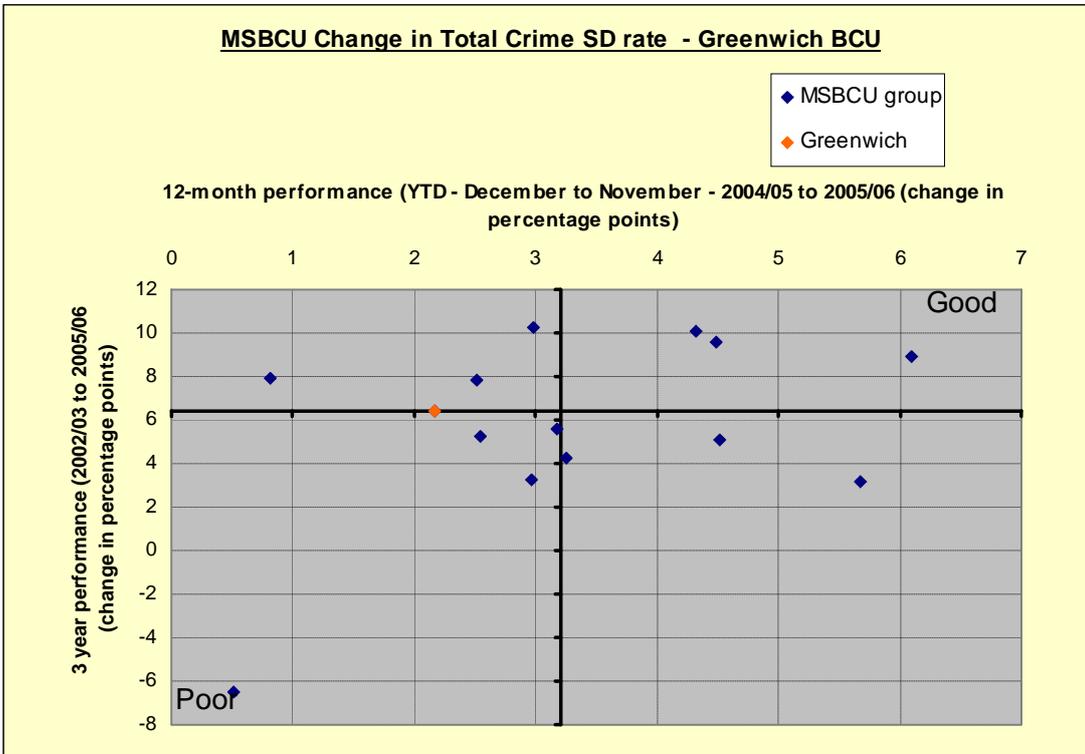
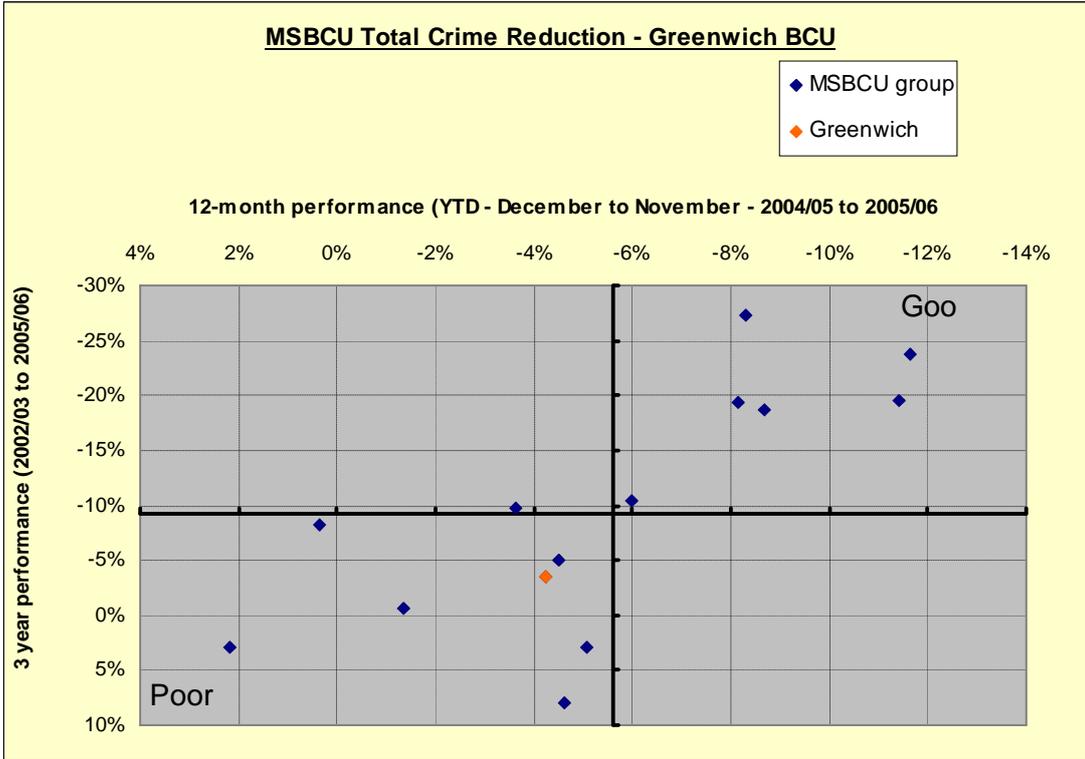
Areas of concern

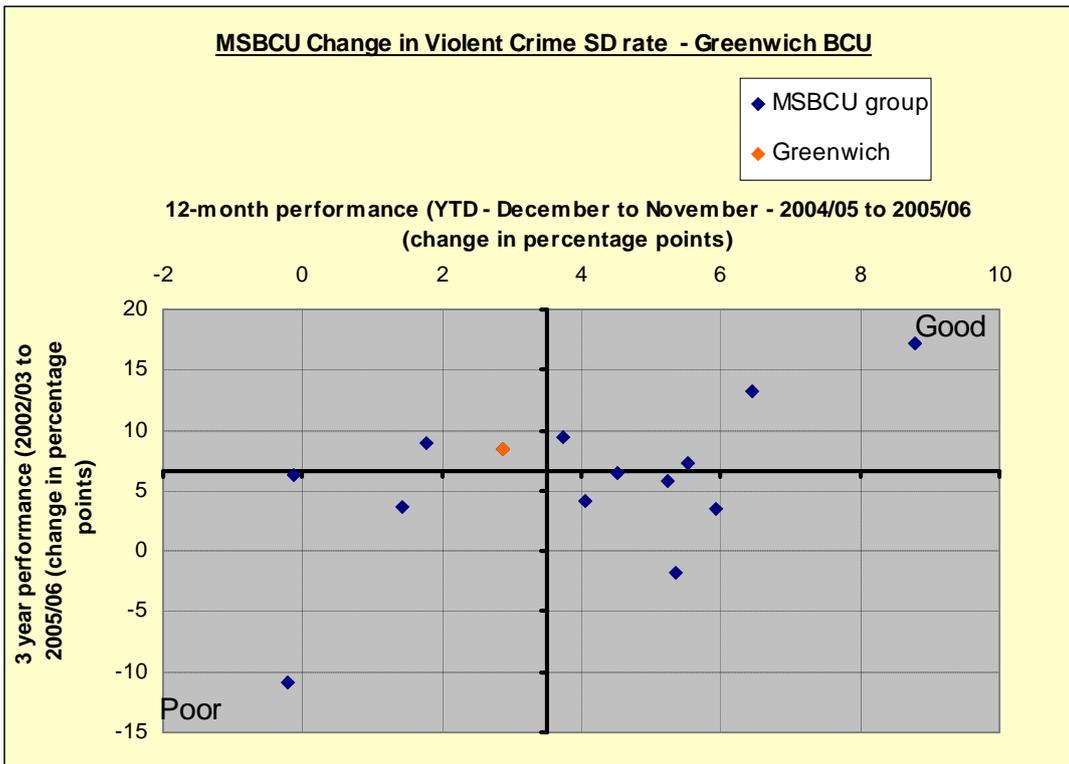
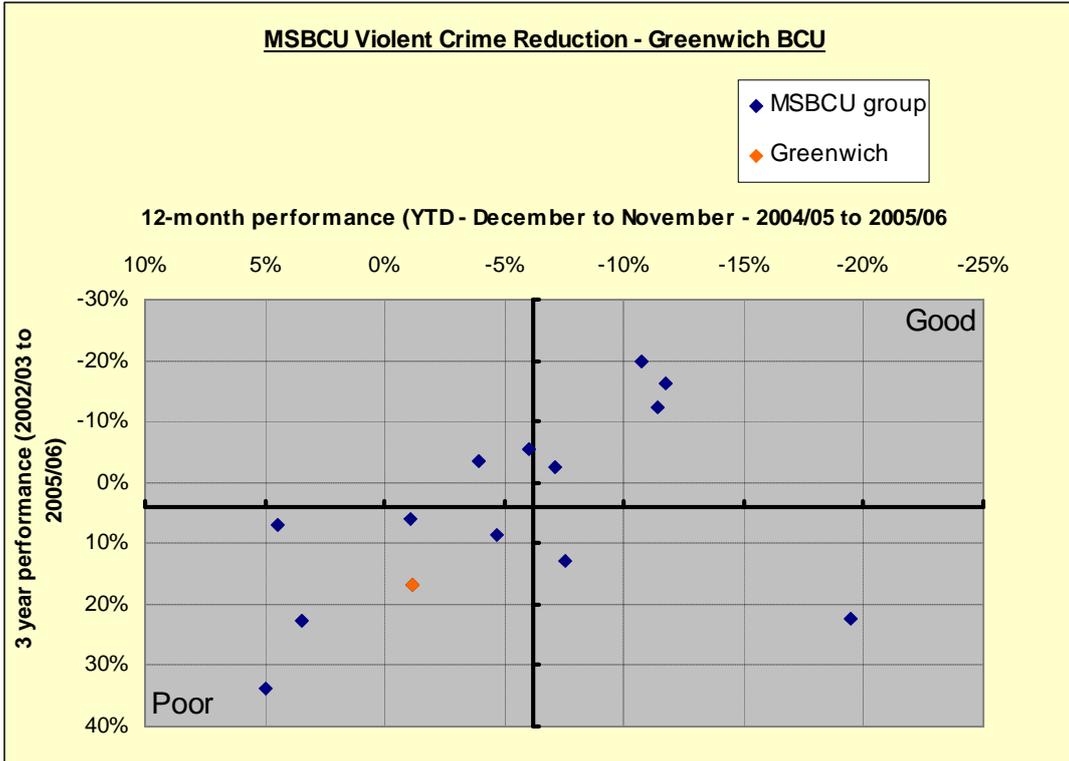
- Domestic burglary and robbery sanction detection rates which are clearly deteriorating and worse than peers
- Increase in robbery offence rates

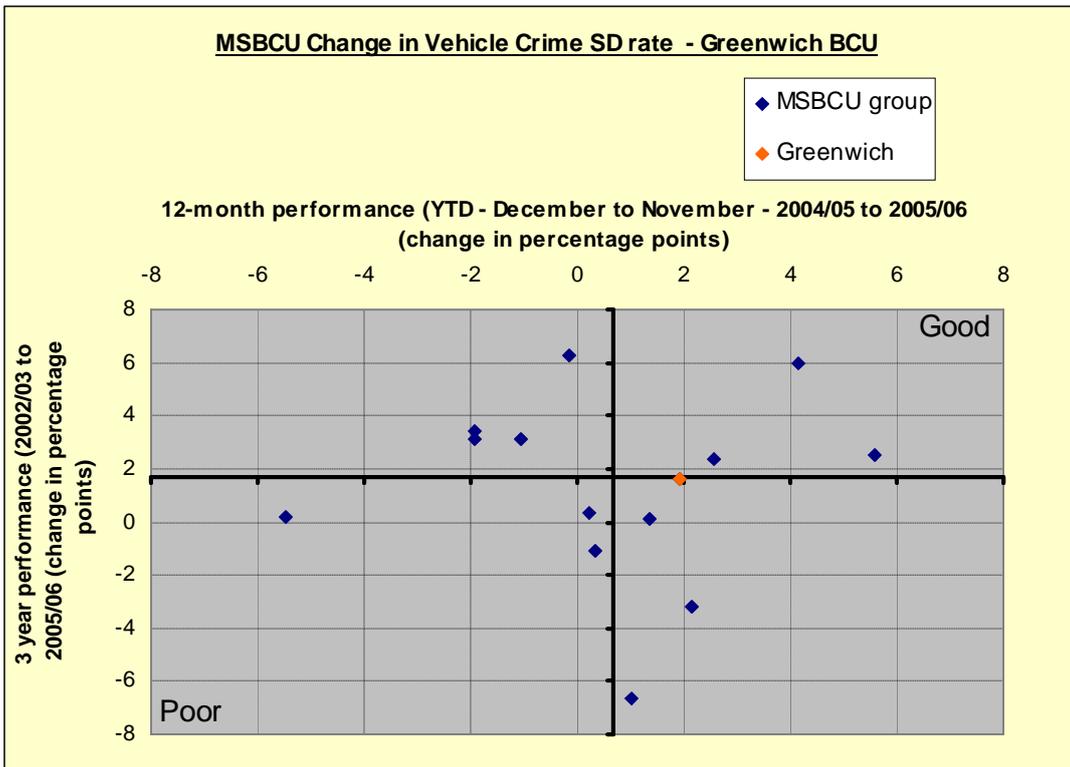
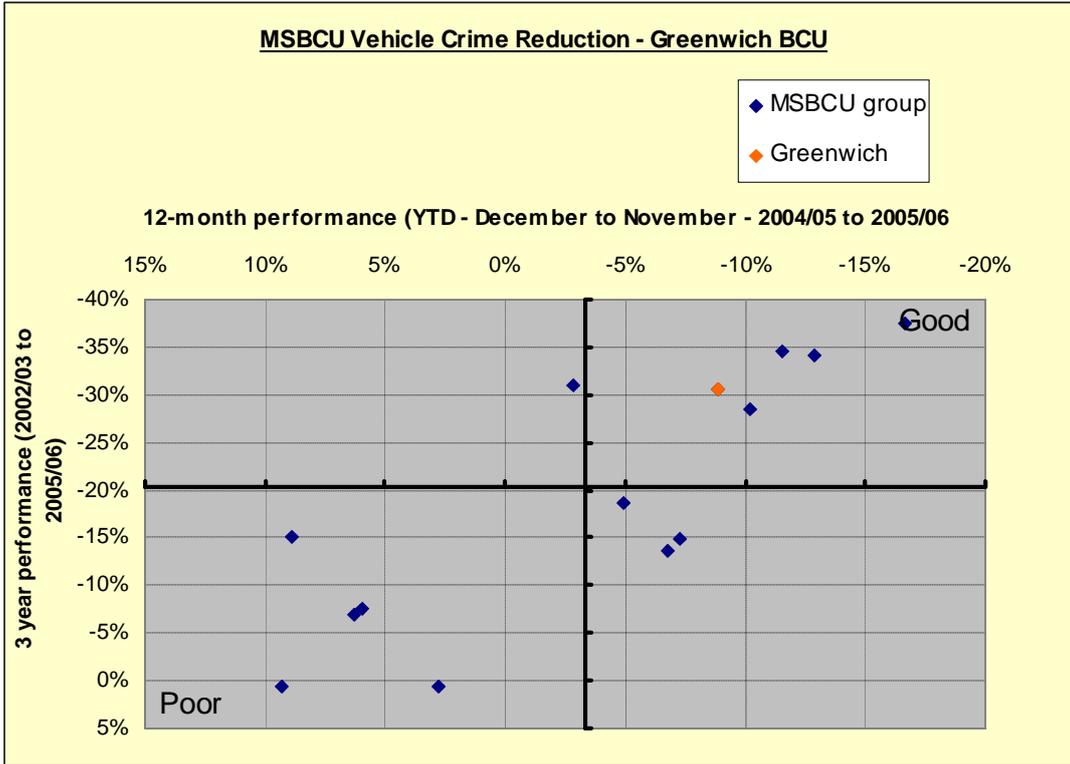
'strengths'

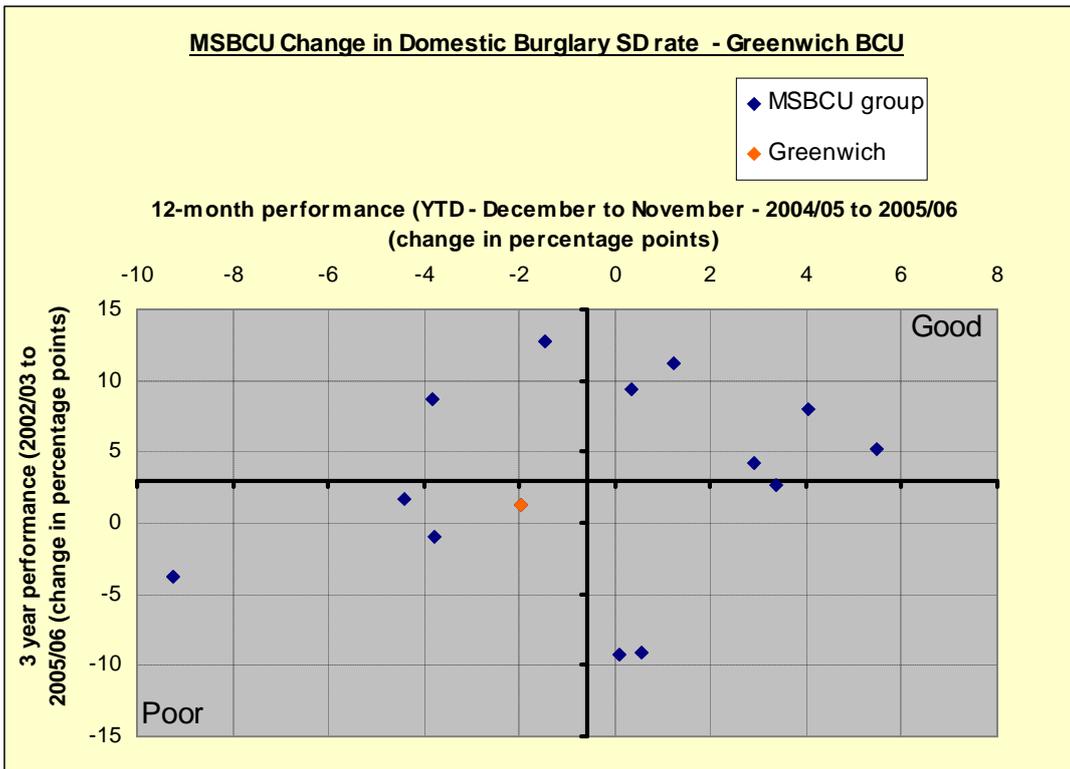
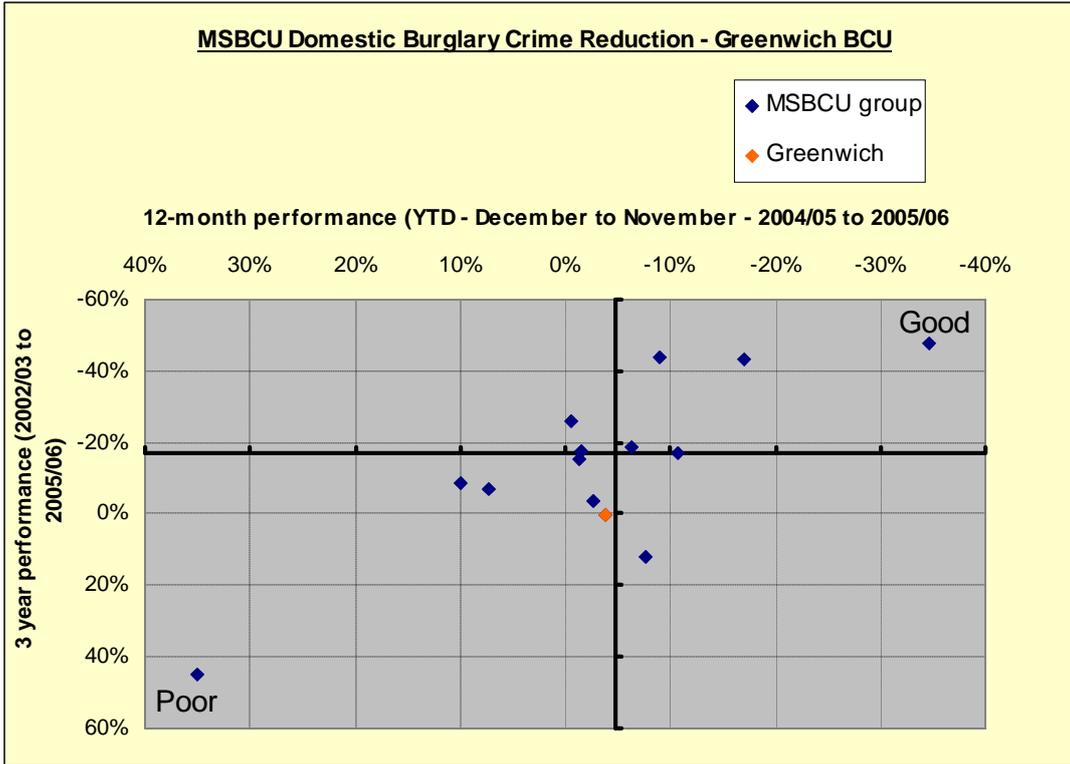
- Clear improvements in vehicle crime sanction detection rate

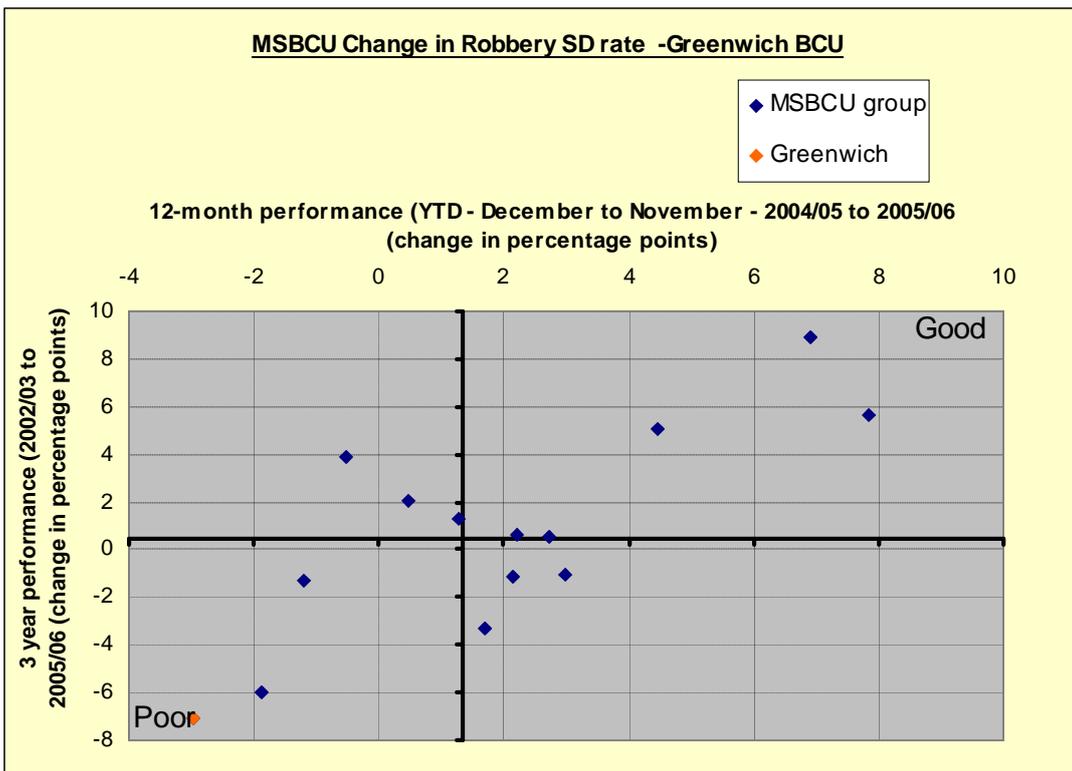
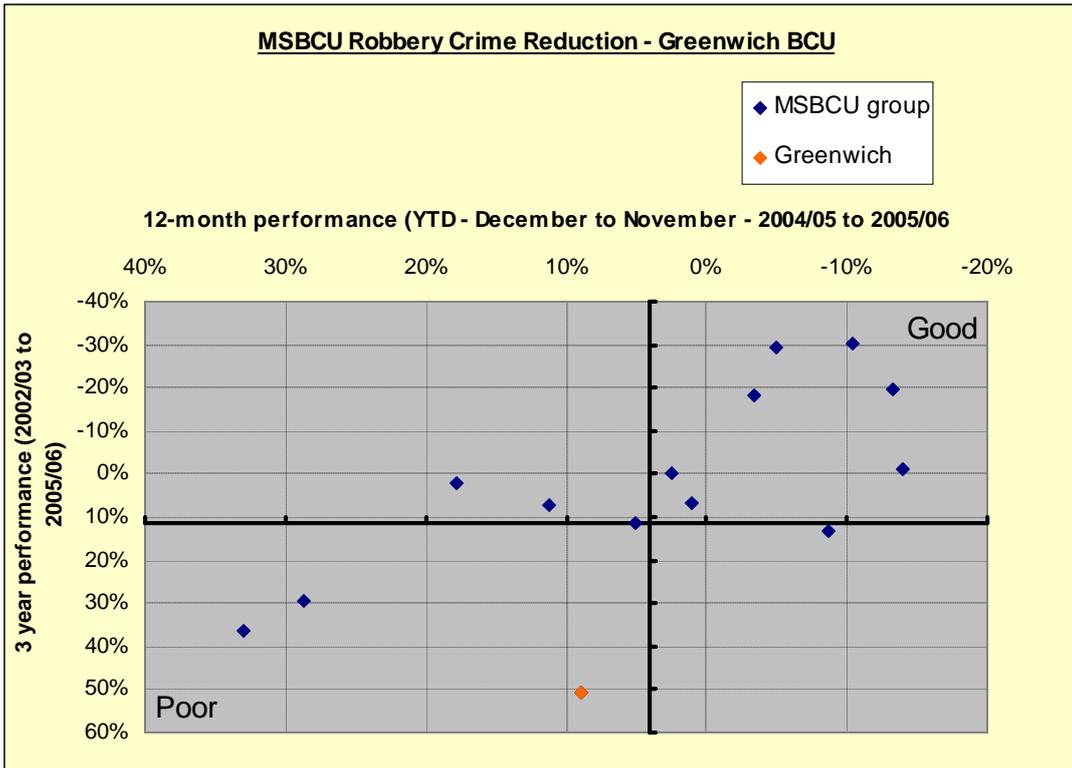
Greenwich Boston Boxes











Appendix 'D'

NOTIONAL CONTRACT

Purpose

This 'notional contract' follows an HMIC inspection of **Greenwich BOCU** in the **Metropolitan Police Service**, that was conducted in October **2006** 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 **Greenwich BOCU**, HMIC requires that the following recommendations be implemented by the **January 2008**, at the latest:

Recommendation 1 - That the BOCU Commander working with MPS senior line management (link commander) reviews the current senior command team in terms of skills, experience and leadership provided to the BOCU with the objective of creating a capable, cohesive and dynamic team with united vision. This will require creating.....

- A senior command structure that clearly reflects BOCU business and its priorities which should underpin an organisational structure that is fit for purpose, creating a consistent command chain and operating environment for BOCU staff.
- Active and constructive engagement of **all** SMT members in strategic decision and policy making, creating a leadership team that is franchised and committed.
- Middle and junior leadership and management inclusion in key decision making, again 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.
- A senior change manager to implement these recommendations and management considerations.

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.
- 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.
- Enhanced use of TICs and FPNDs;
- Continuing activity to gather intelligence and realise forensic opportunity that enhance intelligence gathering.

- 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 proactivity capability and distribution of resources, ensuring that resources are more efficiently focused and performance managed in relation to priority sanction detection levels.

Recommendation 4 - That the BOCU revisits and refreshes its own Diversity Action Plan ensuring that it is tailored for the needs of the borough and reflects all key components as expressed by the MPS within its new corporate Race and Diversity Strategy. This needs to be progressed in consultation with the REC, IAG members and other key partners and should incorporate a strong internal focus and be specifically owned by a member of the SMT, or with SMT leads for specific themes, accountable to the BOCU Commander.

Recommendation 5 - That the BOCU reviews its performance management arrangements to create a comprehensive framework that encompasses the 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 underpinned 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 at 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 6 - 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 and appropriate adjustment of CSU, CID Reactive, Sapphire and CCU workloads (the last should include creating a premium service being provided for priority crimes) and establishment levels.
- A review of the necessity for the current crime squad 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.
- Increased use of telephone investigation.

Recommendation 7 - That the BOCU review and simplify its tasking and co-coordinating processes together with the range and volume of tactical options deployed so as to make them more dynamic, inclusive and impactful upon the crime range. The BOCU should also work to develop a coherent and simplified SNT/Problem Solving tasking process that is complimented and operates in tandem with the crime tasking process. Community priorities should also be included within the BOCU Strategic Assessment and Control Strategy affording them BOCU priority and focus. This should create tasking consistency and utilise the capacity of units established for proactivity as well as more effectively task SNT resources.

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.

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.

Greenwich BOCU is expected to meet or exceed the following performance targets by **January 2008**

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

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

Greenwich BOCU will be revisited by HMIC (Allington Towers, London) on or soon after **January 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 (January 2008), HMIC will make an overall assessment that will fall within one of the following four options:

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