

**HM Inspectorate of Constabulary
London and BTP Office**

**Inspection of Haringey BCU
Metropolitan Police Service (MPS)**



CONTENTS

	page
1. Executive Summary	1
Recommendations and Good Practice	2-3
2. Introduction	4
Methodology	5
3. The Force/Constabulary Context	6
4. The BCU Context - Haringey	7
Diversity Statistics	8
The Leadership Audit	8-19
5. BCU Performance	20-21
6. What We Found	22
<i>The Baseline Assessment Frameworks</i>	22
Leadership and Direction	23
<i>Leadership</i>	23
<i>Performance Management and Continuous Improvement</i>	24
Citizen Focus	25
<i>Fairness and Equality in Service Delivery</i>	25
<i>Neighbourhood Policing and Problem Solving</i>	25
<i>Customer Service and Accessibility</i>	26
<i>Professional Standards</i>	27
Reducing Crime	27
<i>Volume Crime Reduction</i>	27
Investigating Crime	27
<i>Managing Critical Incidents and Serious Crime</i>	27
<i>Tackling Serious and Organised Criminality</i>	28
<i>Volume Crime Investigation</i>	28
<i>Improving Forensic Performance</i>	28
<i>Narrowing the Justice Gap</i>	28
Promoting Safety	29
<i>Reducing Anti-Social Behaviour</i>	30
Providing Assistance	30
<i>Call Management</i>	30
<i>Accessing Specialist Operational Support</i>	30

	page
Resource Usage	31
<i>Human Resource Management</i>	31
<i>Training, Development and Organisational Learning</i>	32
<i>Race and Diversity</i>	33
<i>Resource Management</i>	34
<i>National Intelligence Model</i>	35

APPENDICES

Appendix 'A'	Haringey Organisational Structure	37
Appendix 'B'	Leadership Audit Survey	38
Appendix 'C'	Performance Charts – Boston Boxes	39
Appendix 'D'	Notional Contract	

1. Executive Summary

- 1.1 With approaching 900 staff, Haringey is one of the larger BCUs in the MPS and comprises a diverse and vibrant community in Central North London. This presents a combination of policing challenges ranging from tackling street robbery, vehicle, violent and retail crime whilst also policing events at Tottenham Hotspur FC, and the roll-out of Safer Neighbourhood teams across the BCU, all within limited budgetary constraints. Haringey is a 'Safer Streets', 'Safer Homes' and 'Trident' crime BCU. Covering an area of 8.5 square miles, it has a recorded population of 216,000 people speaking 190 languages.
- 1.2 The BCU Commander is a Chief Superintendent who arrived at Haringey towards the end of 2005 with experience as a BCU Commander and with a record of performance improvement from his previous post. There has been some considerable change in the senior command team with a new Superintendent Crime being appointed in 2006. It is readily apparent that both officers have had a significant impact on the BCU. They are highly visible, and committed to improving performance. Senior partners, staff association representatives and community leaders alike all found the BCU Commander to be visible, accessible, and decisive.
- 1.3 At the time of the inspection, Haringey had experienced a mixed performance picture with encouraging improvements. Total crime has reduced at a faster rate than most similar BCUs over both a three and one-year horizon. In the year to July 2006 robbery had seen a significant increase but with other key areas improving ahead of most similar BCUs. Sanction detections have remained to the top of the group, albeit, over three years improvement has been at a slower rate. There has been a marked and sustained improvement in sanction detections for both domestic burglary and robbery.
- 1.4 Performance improvements have been driven by a clear emphasis on sanction detections. Over the course of a year the BCU has seen a significant change in sanction detection rates, from 1 in 6, to 1 in 4 offences. The BCU Commander's message is consistent, well articulated and communicated to all staff, reinforced by a series of 'Values' briefings which he heads personally. During the inspection it was apparent that a considerable number of staff, and in particular police staff, were in a position of uncertainty because of potential changes to the BCU estate. Recently the BCU has received some firm indications in respect of the renewal and movement of sites that should allow it to move these issues forward.
- 1.5 There has been some excellent performance improvement on the BCU. In a number of areas, particularly in the detection of crime, the BCU is in the top quartile of its Most Similar BCU family (and is now the top performing BCU in that family for the detection of robbery). Inspectors found well-directed and motivated workforce, working in tandem with positive partnerships. Whilst making four main recommendations to improve performance, none of these reveal serious concerns about the management and activity of the BCU. Further, HMIC details five examples it would recommend as good practice to others. Work is now needed to ensure that the changes brought about by the committed personal activity of senior leaders are embedded and formalized in BCU business processes. The HMIC team believe that with the capable management of its senior command team and BCU Commander, performance will continue to improve.

Recommendations and Good Practice

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

Recommendation (1): It is recommended that the BCU conducts a review of the form and function of its daily, weekly and monthly meetings, to ensure performance improvement.

The review should:

- capture and formalize the purpose of each meeting,
- establish membership,
- consider and capture the required content, particularly in terms of allocating resultant actions, and
- set the expectation of each element, with an emphasis on the resulting and review of previous actions.

Recommendation (2): It is recommended that the BCU reviews its use of formal problem solving methodology as a standard approach to the reducing crime and increasing reassurance. The review should consider issues of:

- training,
- process, and
- structure

This will mainstream problem solving as the tool of choice for its Safer Neighbourhood Teams and beyond.

Recommendation (3): It is recommended that the BCU develops a strategy under leadership from the SMT to reduce demand and increase the resources available to it. This should include elements to make best use of:

- Volunteers,
- the Special Constabulary,
- PCSOs,
- the balance between police officers and police staff, and
- sponsorship in support of the policing of Haringey.

Recommendation (4): It is recommended that the BCU reviews its approach to the identification and management of Persistent Offenders, Persistent Young Offenders and priority/prolific offenders identified by any other means. This measure will develop a cohesive single-track approach focused on the prevention and detection of offences on the BCU.

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

- The formation and tactics of the Q Car section in tackling the issue of prolific offending in an urban environment.
- The content and process of the Daily Grip meeting with a focus on custody disposal and emerging issues.
- The development of an in-house ID capability as a response to a specific problem of street robbery.
- The pro-active call out of Independent Custody Visitors when sensitive issues occur in the custody environment.
- The establishment of a critical incident team within the main CID This will both ensure a capability to deal with those incidents with the potential to be passed to Major Incident Teams, and the effective investigation of priority or sensitive cases.

2. Introduction

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

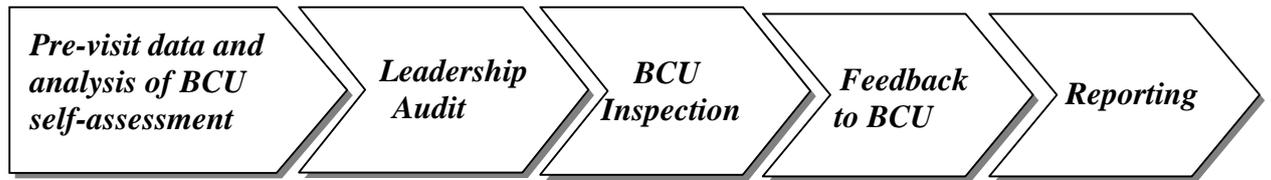
Box A – Aims of BCU Inspections

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

- 2.4 The Inspection of Haringey BCU in the Metropolitan Police Service was conducted between 2nd and 6th October 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 Haringey BCU for the co-operation and assistance provided to members of the inspection team.

Methodology

- 2.5 The Inspection of Haringey BCU consisted of the following core stages:



2.6 During the inspection, a total of 27 structured interviews and focus groups were conducted, involving over 87 individuals. Additionally, we conducted 12 visits to workplace settings. Representatives from the Haringey Strategic Partnership Board and the Independent Advisory Group (IAG) were also consulted in the course of the inspection. A leadership audit was also conducted within the BCU.

3. The Force/Constabulary Context

- 3.1 The Metropolitan Police Service (MPS) is the largest and most complex police organisation in England and Wales. It comprises 32 BCU-based operational command units, sharing coterminous boundaries with the London BCUs. 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 BCUs. 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 Haringey BCU is located within Central North London and the Metropolitan Police District (MPD), forming part of the North East Cluster.



4. The BCU Context – Haringey

- 4.1 Haringey BCU covers an area of some 8.5 square miles and was part of Middlesex prior to 1965. It shares boundaries with the London BCUs of Enfield and Barnet to the North, of Waltham Forest in the East, Hackney to the South and Camden and Islington to the West. The population of Haringey is 224,300 comprising 92,000 households. Haringey's two Parliamentary Constituencies are Hornsey & Wood Green and Tottenham; it is part of the London North Constituency for the European Parliament.
- 4.2 Haringey Police work in close partnership with Haringey Council as part of the Crime and Disorder Partnership and the 2005-2008 Haringey Safer Communities Strategy. The BCU Commander sits as a member of the Safer Communities Executive Board, with the Superintendent (Operations) co-chairing the Acquisitive Crime Group. Joint activity is supported through the secondment of a Police Inspector and Constable to the Safer Communities Unit at the London BCU of Hackney. Haringey Police are also represented in the Haringey Strategic Partnership, which includes members from local businesses, voluntary/community groups and other public agencies.
- 4.3 Haringey BCU is policed from five separate stations: - Wood Green (the core patrol site); Muswell Hill; St Anne's Road; Hornsey; and Tottenham. A CID office runs from Regency Chambers in Tottenham. There are two Safer Neighbourhood sites at The Collection, Crouch End, and The Roundway, Tottenham. The imminent redevelopment of the patrol and custody site at Wood Green will mean major upheaval for staff based at this site.
- 4.4 Haringey has a diverse cultural and economic mix, the area comprising mainly housing with some light industry, and split by the main line from Kings Cross railway station. Million-pound mansions in Highgate are contrasted with the large housing estates found in Tottenham and Wood Green. The BCU hosts Premiership football at White Hart Lane, the home of Tottenham Hotspur, as well as the increasing use of the Alexandra Palace and Finsbury Park for major events. As an area with a long history of accommodating new immigrants, there is predicted to be a large increase in the Eastern European community, joining the already substantial Turkish community in the area. Inevitably, in the future the BCU will be required to respond to the challenges of the site of the 2012 Olympics and the Channel Tunnel link at Stratford, both near to its borders.

Diversity

Minority Ethnic Groups in Haringey

4.5 The following table shows the ethnic groups within the London BCU of Haringey¹

Percentage of resident population in ethnic groups	Haringey	England
White	65.63	91.3
Of which White Irish	4.3	1.2
Mixed	4.56	1.3
Asian or Asian British	6.72	4.4
Of which Indian	2.85	2.0
Pakistani	0.95	1.4
Bangladeshi	1.37	0.5
Other Asian	1.55	0.5
Black or Black British	20.03	2.2
Of which Caribbean	9.5	1.1
African	9.18	0.9
Other Black	1.35	0.2
Chinese or Other Ethnic Group	3.08	0.9

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

Religion	Haringey	England
Christian	50.07	71.8
Buddist	1.05	0.28
Hindu	2.05	1.1
Jewish	2.64	0.5
Muslim	11.26	3.0
Sikh	0.33	0.67
Other religions	0.52	0.29
No religion	19.98	14.59
Religion not stated	12.09	7.69

¹ Source: ONS neighbourhood statistics
Page 8 of 40

The Leadership Audit

- 4.7 A critical attribute of successful BCUs is effective leadership. Leadership styles vary – some are highly transformational while others veer more towards transactional approaches. There is no ‘correct’ style because circumstances vary, and good leaders attune their approaches to fit these circumstances. To try and explore the components of leadership and their relative impact on performance, HMIC has developed a leadership audit tool, the findings from which inform the fieldwork stage of the inspection to validate key themes. This is a developing tool that will become increasingly powerful as benchmarks are created from BCUs against which results can be evaluated.
- 4.8 The leadership audit is a ‘soft’ tool in that it invites perceptions from staff initially through survey and then seeks to validate these during interviews and staff focus groups. The validation process includes interviews with the BCU Commander and members of the SMT so as to provide a management context to the survey findings. Emerging strengths and areas for improvement from the audit will therefore represent a summary of validated opinions about leadership across the BCU and some caution should 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 BCU performance. The audit explores leadership across the whole BCU, using the headings that are applied to force-level leadership as part of Baseline Assessment and is a development from the previous focus of such inspections which primarily assessed the leadership of the BCU Commander and the SMT.
- 4.9 The audit process comprised three phases: a questionnaire, circulated to a statistically significant cross section of all BCU 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 BCU 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 BCU Commander, to explore their working relationship.

4.10 The Leadership Context – Haringey BCU

At the time of the inspection, Haringey had experienced a mixed performance picture with some recent improvements. Total crime has reduced at a faster rate than most similar BCUs over both a three and one-year horizon. In the year to July 2006 Robbery had seen a significant increase, but with other key areas improving ahead of most similar BCUs. Sanction detections have remained to the top of the group, albeit over three years improvement has been at a slower rate. There has been a marked and sustained improvement in sanction detections for both domestic burglary and robbery.

Since 2004 the BCU has seen a considerable change in the senior command team, with a new BCU Commander appointed towards the end of 2005 and Superintendent Operations in 2006. The new command team have a considerable management challenge with an update to its accommodation, including the major patrol and custody site at Wood Green.

The Audit Results

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

The BCU Commander arrived at Haringey with some experience as a BCU Commander, and with a record of performance improvement from his previous post.

He receives support from Chief Officers through a series of formal and informal contacts with his link Commander based at TPHQ. These include NE Link BCU Commanders' meetings chaired by the Link Commander, and bi-monthly BCU Commanders' meetings at TPHQ chaired by the Assistant Commissioner.

The BCU Commander has the full confidence of his Link Commander, reinforced by significant performance improvements. As a result the relationship with TPHQ is mutually supportive. He has the freedom to operate within structures aligned to the Force Strategy, without intrusive scrutiny of operational tactics.

It is clear that the relationship is built on trust and need, with appropriate mechanisms in place to offer support where required.

4.12 The BCU has an appropriate structure which is aligned to the Force Strategy – Leadership Audit Results

My role is clearly defined and contributes to the BCU and Force strategy;

88% of respondents gave a positive response; with 5% negative and 7% 'don't know'. The mode score (most frequent response) was 4, with 1 being the lowest and 5 the highest possible mark. The focus groups largely endorsed this view with the exception of the junior police staff group – five members answering 'don't know'. The Sergeants focus group felt that there was insufficient mutual understanding of the role and function of different teams and units, with particular emphasis on the roles and responsibilities of the Safer Neighbourhood Teams.

I am set objectives that relate to my role;

85% of respondents gave a positive response, with 14% negative and 1% 'don't know'. The mode score was 4. The Senior Management Team focus group felt that the PDR system had lacked some credibility but had initiated action to restore this. Concerns were expressed that the relative inexperience of a large proportion of staff added to the difficulties of setting objectives relevant to experience. Five members of the junior police staff focus group answered 'don't know', with five members of the Constables group scoring this area as a two - 'this happens occasionally but there is no consistency'.

Lines of accountability and responsibility within the BCU are clearly defined;

77% of respondents gave a positive response; with 15% negative and 8% 'don't know'. The mode score was 3. Although there was a feeling that turnover in the Senior Management Team had caused some problems in this area, it was acknowledged that over the last six months the BCU was settling down and progress had been made.

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

64% of respondents gave a positive response; with 26% negative and 10% 'don't know'. The mode score was 3. Issues were raised by a number of focus groups. The most frequent concern raised related to the match between demand and the number of officers on response teams, and of abstractions from those teams to service requirements elsewhere. Officers were seen as being abstracted for both local (station reception, custody, crime teams) and Force (Anti Terror operations, aid) demands. In line with the response above, the number of PCSOs attached to SNTs was often mentioned, with suggestions that they could assist with a number of roles not strictly aligned to their core SNT role.

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

62% of respondents gave a positive response; with 20% negative and 19% 'don't know'. The mode score was 3. Focus groups recognised that the BCU was making efforts in this area, and felt that transfers and appointments were fair and open. Response, CID and SNT units appeared to lack a balance between junior and experienced constables. There was some concern at the apparent ease at which younger in service officers move to specialist units and departments.

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

76% of respondents gave a positive response, with 23% negative and 1% 'don't know'. The mode score was 3. Focus group responses broadly supported the initial questionnaire, but the Sergeants' and Constables' groups returned significantly lower scores (two members scoring the area as a 1, seven as a 2 and two as a three). On exploration these lower scores appear to be based on perceptions of officer safety on response teams because of low numbers – see above. Other focus group members suggested that the ages of the buildings on the BCU were not conducive to a safe and healthy working environment.

4.13 The BCU has a performance culture with integrity

My manager demonstrates an interest in my performance and development;

77% of respondents gave a positive response; with 24% negative and 31% 'don't know'. The mode score was 4. Most focus reflected similar views, with the exception of the Sergeants' and Constables' focus groups, where twelve members scored this area as a 2 - this happens occasionally but there is no consistency.

I receive the development I need to perform my role;

73% of respondents gave a positive response; with 24% negative and 21% 'don't know'. The mode score was 4. Several focus group members mentioned the challenging environment of the BCU and that new recruits faced a steep learning curve. The Senior Management Team focus group felt that whilst the selection and training of detectives from within the BCU was a strength, one consequence was then that Haringey staff were disproportionately successful in obtaining specialist posts away from the BCU.

Within the BCU, good performance is recognised and rewarded;

58% of respondents gave a positive response, with 41% negative and 1% 'don't know'. The mode score was 2. This statement produced the most negative response from the audit. From the focus groups, at junior levels, concerns were expressed that some groups received disproportionate attention, with too much emphasis on matters affecting key performance areas. As a result some groups (and particularly some police staff groups) felt they were unlikely to receive praise. Other respondents suggested that Quality of Service Reports appeared to get "lost in the system."

There is an awards panel in place, but senior managers have acknowledged that the awards system had fallen behind, and issues had only recently been resolved. This appears to be supported, with the more recent focus group activity returning a slightly more positive result than the preceding questionnaire.

Innovation is promoted and supported on the BCU;

60% of respondents gave a positive response; with 27% negative and 13% 'don't know'. The mode score was 3. The Senior Management Team and Inspectors' focus groups gave a positive view. Other focus groups suggested this did not happen consistently. The BCU's liaison with partner agencies was seen as positive and dynamic.

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

58% of respondents gave a positive response; with 7% negative and 35% 'don't know'. The mode score was 0. Focus groups were very positive about the use of the NIM on the BCU. A number of more junior staff – both police officers and police staff, were unfamiliar with the terminology used, although on explanation police officers were more likely to reflect that they were actively tasked through this process.

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

67% of respondents gave a positive response; with 19% negative and 14% 'don't know'. The mode score was 3. Focus group responses were broadly consistent, but junior staff groups suggested that performance was sometimes pursued at the expense of quality (arrest figures featuring prominently).

The BCU delivers an effective service to the community;

85% of respondents gave a positive response; with 9% negative and 6% 'don't know'. The mode score was 4. A strong response, echoed by focus groups. A number of respondents qualified their answers, suggesting that the service they delivered was good, taking into account the level of resources available. Some staff felt that some more affluent areas of the BCU received poorer coverage because of high demands elsewhere.

4.14 Diversity

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

73% of respondents gave a positive response, with 12% negative and 15% 'don't know'. The mode score was 4. Focus groups were positive that respect for diversity reflected personal

values on the BCU as opposed to a set of instructions. Corporate, and particularly HR processes were seen as supporting diversity through the selection and recruitment of staff, although the Senior Management Team focus group expressed some frustration that locally targeted recruitment activity fed corporate, rather than local appointments.

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

58% of respondents gave a positive response; with 15% negative and 27% 'don't know'. The mode score was 4. Focus groups reflected a high proportion of 'don't know' responses, on the basis that respondents had little relevant experience. On the whole staff are confident that grievance/appeals procedure could be used without fear of recrimination, with a particularly positive response from police staff of all grades. The constables' focus group saw the relative inexperience of some first line managers as a barrier to consistency.

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

83% of respondents gave a positive response; with 6% negative and 12% 'don't know'. The mode score was 4. Focus groups largely reflected a very positive response, although a significant number of respondents in more junior groups (18 out of 26) gave negative scores. These appear to be motivated by the volume and speed of change imposed on them, and focus group members acknowledged that much of this amounted to corporate change outside the control of the BCU Senior Management Team. Respondents also acknowledged the degree of change associated with changes in SMT personnel, which now appeared to have settled.

My manager's decisions in respect of disciplinary matters are consistent;

69% of respondents gave a positive response; with 7% negative and 24% 'don't know'. The mode score was 4. Focus group responses were consistent with the initial audit response. As in the case of Fairness at Work Procedures above, and Bullying, below, significant numbers of respondents felt that had insufficient experience of issues to reply.

My manager solves problems effectively;

79% of respondents gave a positive response; with 12% negative and 9% 'don't know'. The mode score was 4. There were a range of responses from sergeants', constables' and junior police staff focus groups. Again the issue of consistency arose, with some respondents suggesting they were selective as to which supervisor they approached with a problem/decision.

My manager inspires me with confidence;

72% of respondents gave a positive response; with 23% negative and 5% 'don't know'. The mode score was 4.

Sickness and welfare are effectively managed within the BCU;

65% of respondents gave a positive response; with 17% negative and 17% 'don't know'. The mode score was 4. Focus groups gave a mixed response. Certainly there was a feeling amongst some that sickness/welfare procedures were too accommodating. This view was acknowledged by managers who suggested that (rightly) confidentiality prevented colleagues from seeing the full picture. Conversely, some respondents suggested that procedures prevented the early return of officers who wished. Opposite views were expressed by police inspectors and HR managers in respect of the degree of ownership each should have in the management of staff absent through sickness, and suggests the need for a broader understanding of roles and responsibilities.

Managers deal effectively with bullying

52% of respondents gave a positive response, with 7% negative and 41% 'don't know'. The mode score was 0. This was the largest 'don't know' response. Focus groups did not give the suggestion of any problem in this area, rather a simple lack of exposure to the issue – in itself, potentially a positive indicator.

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

59% of respondents gave a positive response; with 13% negative and 28% 'don't know'. The mode score was 0. The sergeants', constables' and police staff focus groups returned 19 negative responses out of 26 people present, largely predicated on the strength of response teams coupled with abstractions for aid and inside duty. The Inspectors' and Senior Management Team focus groups echoed some of these concerns, but were optimistic about the impact of the emerging BCU Support Unit as a positive influence.

There is a commitment within the BCU to staff retention;

58% of respondents gave a positive response; with 23% negative and 19% 'don't know'. The mode score was 3. Focus groups gave a mixed response, both acknowledging the positive effect of minimum tenure policies but concerned about the migration of experienced staff away from the BCU.

4.15 Personnel management

I have regular and meaningful contact with my line manager;

79% of respondents gave a positive response; with 17% negative and 3% 'don't know'. The mode score was 5. Focus group responses were almost exclusively positive. It is clear that the BCU invests significant time in supportive, intrusive management, and that this is acknowledged by staff.

My manager demonstrates a genuine interest in me;

77% of respondents gave a positive response; with 21% negative and 2% 'don't know'. The mode score was 4. See above. Although some focus group members were less positive, they acknowledged that this related to variation between individual managers.

I feel that my contributions are welcomed and valued;

81% of respondents gave a positive response, with 17% negative and 1% 'don't know'. The mode score was 5. Focus group responses in this area echoed those given under the statement *Within the BCU, good performance is recognised and rewarded*. Some response team members felt that they did not receive proportionate recognition when compared with robbery officers or the SNTs. Some SNT officers felt they had not received the level of resource promised.

My manager makes me feel proud of the Service we deliver;

71% of respondents gave a positive response; with 24% negative and 5% 'don't know'. The mode score was 4. On an individual basis responses were generally strong. Respondents who did express reservations suggested that they were constrained or frustrated by issues beyond their control. One issue to come from more than one source revolved around the availability of cell accommodation at BCU custody sites, and frustration at sometimes having to travel some distance with detainees.

My manager makes me feel trusted, valued and included;

73% of respondents gave a positive response; with 23% negative and 3% 'don't know'. The mode score was 4. The sergeants' and constables' focus group responses fell significantly below the general audit response, with a number of negative responses. Notably, four members of the junior police staff focus group scored this area '5'.

Training and development is allocated on the BCU according to need;

62% of respondents gave a positive response; with 24% negative and 14% 'don't know'. The mode score was 4.

I am encouraged to learn by my manager;

71% of respondents gave a positive response; with 23% negative and 6% 'don't know'. The mode score was 4.

I feel prepared for future changes;

70% of respondents gave a positive response; with 22% negative and 14% 'don't know'. The mode score was 3. Focus group responses identified a clear issue of uncertainty around forthcoming changes in accommodation on the BCU. It was acknowledged that planning difficulties had made it difficult to give staff consistent information about the likely effect on teams and individuals.

Coaching and mentoring is available to, me if I need it;

64% of respondents gave a positive response; with 22% negative and 14% 'don't know'. The mode score was 3.

Personnel issues are dealt with by my manager in a relevant and timely manner;

83% of respondents gave a positive response; with 13% negative and 5% 'don't know'. The mode score was 4. All groups except the sergeants' focus group scored this area positively. The involvement of Police Federation representative in various areas (communication, staff moves and welfare matters) was mentioned as being positive and helpful in several focus groups.

4.16 Communication

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

78% of respondents gave a positive response; with 15% negative and 7% 'don't know'. The mode score was 4. Focus groups acknowledged that it would be difficult to maintain the same profile across the number of sites on the BCU, and some staff based at satellite stations felt they had less contact with the Senior Management Team. It was recognised that since his arrival, the BCU Commander had made a personal investment in maintaining a high profile.

My manager communicates relevant information to me;

85% of respondents gave a positive response, with 15% negative. The mode score was 4. The only element of the audit with a 100% response. Staff recognised efforts to keep them informed of relevant issues, although there was a unanimous view of an over-reliance on email, and a view of staff receiving irrelevant information through over use of group addressing.

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

64% of respondents gave a positive response; with 33% negative and 3% 'don't know'. The mode score was 4. Again, in focus groups, negative responses were dominated by proposed changes to the estate, although some positive views were expressed around an improvement in working conditions. It is clear that more junior staff feel less consulted on matters of change, a response amplified at constable level.

My manager is available when I need to talk to him/her;

88% of respondents gave a positive response, with 10% negative and 1% 'don't know'. The mode score was 4. Focus group responses generally reflected the initial audit response.

The BCU Commander, Senior Management Team are available to staff at appropriate times;

65% of respondents gave a positive response; with 12% negative and 23% 'don't know'. The mode score was 4. Focus groups were satisfied that the Senior Management Team were contactable if needed.

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

66% of respondents gave a positive response; with 13% negative and 21% 'don't know'. The mode score was 3. Focus group responses generally reflected the initial audit response.

My manager responds in a positive way to feedback from staff;

81% of respondents gave a positive response; with 10% negative and 8% 'don't know'. The mode score was 4. Focus group responses generally reflected the initial audit response.

4.17 Audit Conclusions

The data recorded from the questionnaire (see appendix) does not indicate the source, although further questioning through focus groups has shown where there may be a concentration or divergence of views from specific staff groups.

It is clear that the BCU Commander and his Senior Team enjoy the confidence of colleagues, from Link Commander to front-line operational staff. His team have invested heavily in their visibility and personal involvement with staff, who work to well defined roles and objectives supported by the PDR process. Despite some concerns expressed about the resilience of response teams, there was a strong feeling that the BCU delivers an effective service to the community.

Staff feel that they have regular and meaningful contact with managers, communicating relevant information, and that their contribution is valued. A number of questionnaire respondents suggested a problem with the recognition of good work, but senior managers have acknowledged that some process issues had only recently been resolved, with the situation in recovery. This appears to be supported by later focus groups returning a more positive response than the questionnaire.

Police staff in particular related uncertainty over their future role. This centred largely on accommodation issues that have caused some concern, although this should diminish as the BCU moves towards greater certainty about changes in its estate.

In general terms, inspectors were impressed by the positive culture encountered on the BCU, with some significant audit results pointing towards clear leadership, integrity and inclusivity.

5 BCU Performance

- 5.1 BCU objectives should reflect both national priorities - as set out in the National Policing Plan and reflected quantitatively in the public service agreement (PSA) targets - and local needs. Whilst inspecting BCUs, HMIC covers both achievement of locally set targets and, more specifically, the delivery against national objectives – target crime reduction and sanction detections in particular. Considerable attention is paid to the MSBCU² group positioning and direction of travel, both against the BCU’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
3403	2851	-16.22%
2005/06 Crimes YTD	2006/07 Crimes YTD	Percentage Change
1379	1202	-12.84%
Crimes per 1,000 Households – 2005/06	Crimes per 1000 Households – 06/07 YTD	
30.180	12.724	
MSBCU Group Position – Crimes for 2005/06	MSBCU Group – Crimes for 2006/07 YTD	
Group mean = 23.855 Rank = 15th	Group mean = 10.064 Rank = 14th	

2002/03 – 2005/06 SD Rate	2005/06 - 2006/07 SD Rate YTD
15.60% - 17.47%	9.72% - 32.36%
MSBCU Group – SD Rate for 2005/06	MSBCU Group – SD Rate for 2006/07
Group mean = 15.11% Rank = 5th	Group mean = 20.43% Rank = 2nd

Vehicle Crime

2002/03 Crimes	2005/06 Crimes	Percentage Change
6516	4992	-23.39%
2005/06 Crimes YTD	2006/07 Crimes YTD	Percentage Change
2424	2165	-10.68%
Crimes per 1,000 Population – 2005/06	Crimes per 1,000 Population - PYTD	
22.238	9.645	
MSBCU Group Position – Crimes for 2005/06	MSBCU Group – Crimes for 2006/07 YTD	
Group mean = 19.170 Rank = 13th	Group mean = 9.354 Rank = 8th	

2002/03 – 2005/06 SD Rate	2005/06 - 2006/07 SD Rate YTD
5.54% - 5.47%	3.92% - 4.76%
MSBCU Group – SD Rate for 2005/06	MSBCU Group – SD Rate for 06/07 YTD
Group mean = 6.00% Rank = 10th	Group mean = 6.28% Rank = 12th

² Most Similar BCU
Page 18 of 40

Violent Crime

2002/03 Crimes	2005/06 Crimes	Percentage Change
8123	9370	+15.35%
2005/06 Crimes YTD	2006/07 Crimes YTD	Percentage Change
5000	3967	-20.66%
Crimes per 1,000 Population – 2005/06	Crimes per 1,000 Population – 06/07 YTD	
41.741	17.672	
MSBCU Group Position – Crimes for 2005/06	MSBCU Group – Crimes for 2006/07 YTD	
Group mean = 39.108 Rank = 9th	Group mean = 18.926 Rank = 7th	

2002/03 – 2005/06 SD Rate	2005/06 - 2006/07 SD Rate YTD
24.19% - 23.45%	20.54% - 27.20%
MSBCU Group – SD Rate for 2005/06	MSBCU Group – SD Rate for 06/07 YTD
Group mean = 23.16% Rank = 6th	Group mean = 24.42% Rank = 4th

Robbery

2002/03 Crimes	2005/06 Crimes	Percentage Change
2166	2024	-6.56%
2005/06 Crimes YTD	2006/07 Crimes YTD	Percentage Change
1003	833	-16.95%
Crimes per 1,000 Population – 2005/06	Crimes per 1,000 Population – 06/07 YTD	
9.017	3.711	
MSBCU Group Position – Crimes for 2005/06	MSBCU Group – Crimes for 2006/07 YTD	
Group mean = 7.892 Rank = 10th	Group mean = 3.754 Rank = 7th	

2002/03 – 2005/06 SD Rate	2005/06 - 2006/07 SD Rate YTD
14.91% - 14.08%	8.47% - 23.05%
MSBCU Group – SD Rate for 2005/06	MSBCU Group – SD Rate for 06/07 YTD
Group mean = 13.06% Rank = 6th	Group mean = 13.98% Rank = 1st

Total Notifiable Offences (TNOs)

2002/03 Crimes	2005/06 Crimes	Percentage Change
39017	35367	-9.35%
2005/06 Crimes YTD	2006/07 Crimes YTD	Percentage Change
18270	14994	-17.93%
Crimes per 1,000 Population – 2005/06	Crimes per 1,000 Population – 06/07 YTD	
157.553	66.795	
MSBCU Group Position – Crimes for 2005/06	MSBCU Group – Crimes for 2006/07 YTD	
Group mean = 133.634 Rank = 12th	Group mean = 63.159 Rank = 12th	

2002/03 – 2005/06 SD Rate	2005/06 - 2006/07 SD Rate YTD
19.96% - 20.38%	17.41% - 24.04%
MSBCU Group – SD Rate for 2005/06	MSBCU Group – SD Rate for 06/07 YTD
Group mean = 18.89% Rank = 4th	Group mean = 20.83% Rank = 4th

6. What We Found

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

The Baseline Assessment Frameworks

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

LEADERSHIP AND DIRECTION

6.2 Leadership

Strengths

- *The BCU Commander receives appropriate support from Chief Officers through a series of formal and informal links. He attends monthly NE Link BCU Commanders' meetings chaired by the NE Link Commander, and bi-monthly BCU Commanders' meetings at TPHQ chaired by the Assistant Commissioner.*
- *The BCU Commander has the full confidence of his Link Commander, reinforced by significant performance improvements, and is granted appropriate freedoms to manage the BCU without unnecessary interference. It is clear that the mutual relationship is one of trust, and that the BCU Commander feels supported without being reliant on close management.*
- *Within structures aligned to Force Strategy, the BCU Commander has sought to develop processes that deliver targets, using appropriate latitude to establish teams including a proactive robbery management team (Q Cars) and a Critical Incident Team within the main CID office. Acknowledging that the movement of staff in such a busy BCU will always be difficult, he has ensured that additional officers have been transferred to priority roles.*
- *A feature of the BCU is the degree to which the BCU Commander and Superintendent (Crime) ensure their personal visibility. They seek to ensure regular and meaningful contact with as many staff as possible. This personal example has directly led to more intrusive and supportive supervision at all levels. The BCU Commander issues a fortnightly newsletter, and inspectors noted that internal notice boards were well maintained and promoted a consistent message. A Haringey Improvement Team (HIT) meeting has recently been established, with comprehensive representation from across the BCU.*
- *The inspection team found a BCU whose individual sections and departments had a clear understanding of the Commander's priorities.*
- *Where possible, it is clear that the BCU Commander has sought to include staff in processes, holding management days for Inspectors and Sergeants. During the visit, inspectors observed him deliver a particularly impressive 'Values' briefing to a large number of staff, part of a comprehensive programme to reach the whole BCU.*
- *Over the course of a year, the BCU has seen a significant change in sanction detection rates from 1 in 6 to 1 in 4 offences. The push to increase detections as the tactic of choice to drive up all areas of performance is very clear, and understood by staff. During the inspection it has been reassuring that the message about integrity has been equally clear. It was particularly pleasing to hear a group of Detective Constables reflect that, despite the acknowledged pressure to achieve sanctioned detections. They felt that looking after the victims and the quality of the investigation were most important.*

- *There was good evidence that diversity was embedded in the BCU, in the personal values and ethics of staff. Operational officers demonstrated a good understanding of the diverse groups in their communities.*
- *The inspection team was struck by the degree of interaction between sections, and the team spirit that this engendered. At management level, significant time is invested in meetings such as the Daily Grip, and it is clear that this leads to mutual understanding of issues and the construction of less formal links.*

Areas for Improvement

- *It appeared that not all staff felt equally included, and in particular some felt that consultation was not always consistent. BCU staff are based out of a number of older buildings, and changes including major rebuilding work at the Wood Green site will see large numbers of staff relocated permanently to a site at Lymington Avenue. Others will be relocated to a site at Quicksilver for up to three years. It has not been easy to keep staff apprised of these changes during a difficult purchasing and tendering process, but an accommodation update was only issued in June, and a working group has met only once to consider issues arising from the move.*
- *In some cases staff have felt that the pace and volume of change has been too rapid. The BCU Commander acknowledges that the need for timely performance improvement required some changes to be implemented quickly, but is conscious of the issue and is keen that future changes, such as the establishment of a BCU Support Unit, are undertaken in a more measured fashion.*
- *Both the BCU and Link Commander recognised the relative lack of diversity amongst police members of the Senior Management Team, in stark contrast to the staff and policing environment at Haringey. HMIC noted that this did not appear to be a barrier to positive relationships between colleagues of more junior rank, or members of the community. Whilst noting this situation, TP needs to be careful that any measures taken to ensure a better diversity balance are not seen as tokenism.*

6.3 Performance Management and Continuous Improvement

Strengths

- *The BCU Senior Management Team is to be commended for their visible leadership and consistency of message. During the course of the inspection it was impossible to escape comment about the investment of time and meaningful interaction with as many staff as possible.*
- *Officers gave numerous examples of managers having a comprehensive knowledge of their caseload and investigations, with the impetus provided by Supt (Crime) demonstrating a genuine interest in the effective progression of all offences.*
- *The 'Daily Grip' meeting attended demonstrated a commitment to holding individuals to account and driving up performance.*

- *Most staff stated that they had a current PDR with objectives relevant to BCU priorities and personal development. They were aware of recent good performance on the BCU and were proud of the job they did.*
- *In interview the reactive Detective Chief Inspector articulated a measured approach to sanction detection targets for individuals, based both on the volume and complexity of cases, and on the skills and experience of the officer.*
- *Criminal Justice Unit Staff felt a strong responsibility for effective trial targets, often working 'beyond capacity' because of a pride in the job.*

Areas for Improvement

- *Whilst the BCU has seen a significant increase in offences detected, there has been little analysis of which of a basket of measures has been particularly successful. Although not disputing the impact of initiatives, there is evidence of 'success by anecdote' rather than empirical data.*
- *Some custody staff interviewed did not show an understanding of BCU targets, current performance or how they might contribute.*

CITIZEN FOCUS

6.4 Fairness and Equality in Service Delivery

Strengths

- *The BCU maintains an active Independent Custody Visitor (ICV) panel. In addition to unannounced visits, custody staff are encouraged to call out ICVs where sensitive detention issues occur.*
- *There was significant evidence of engagement with diverse communities within the BCU, with positive examples from SNT officers through to the BCU Commander. Engagement included examples across age, ethnicity and faith groups.*
- *The BCU has a vibrant and active IAG, with evidence of recent engagement following a fatal accident where tensions between a resident community, young people and the Police were evident.*

Areas for Improvement

- *There is a drain of experienced detective officers to specialised work away from the BCU. This issue appears to be outside BCU control.*

6.5 Neighbourhood Policing and Problem Solving

Strengths

- *There has been some problem solving activity based around schools liaison officers and SNTs. Operation Butler saw police officers deployed on school buses to cut down robbery, but appears to have reduced other offences and improved police/student relationships.*

- *Whilst at Haringey, a survey was published suggesting that residents felt safer at night in Haringey than any other London Borough. Anecdotal evidence from partners, as a result of the introduction of SNTs, added significant credibility to this survey.*
- *The inspection team were impressed with the approach of the community based Chief Inspector. The BCU has invested effective managers into NHP and early signs are of a good dividend. Already other services are aligning themselves on a ward basis.*
- *Early efforts by the SNTs to consult with local communities have been well received. Tactics have included formal meetings and 'have a say' days, with feedback to opinion formers.*
- *Partners describe successive BCU Commanders as 'good at listening to us' and information sharing as 'on a different level'.*
- *Partners have engaged in a multi-agency approach to profile 4 super-output areas with high deprivation indices, such as Northumberland Park, seeking to address fundamental issues at the heart of each areas problem. This is a long-term approach still in its embryonic stages, but appears to offer much promise.*
- *The BCU Commander has fully engaged with both Local Strategic Partnership Board and Safer Communities Executive Board (the Crime and Disorder Partnership for Haringey), and is acknowledged by senior partners as having provided significant leadership and direction. This continues good work in this area by his predecessor.*
- *Direct feedback from a number of community representatives suggest that SNTs are having a significant impact when fully deployed.*

Areas for Improvement

- *The BCU has experienced some difficulty in sourcing local bases for all SNTs. Additionally where bases have been established their existence and location has not been advertised. There is the potential to seek premises shared with partners.*
- *Not all SNT teams are fully resourced, and some members of the community have expressed anxiety about their perceived lack of provision.*
- *There is a lack of clarity about the role and expectations of SNTs, and particularly PCSOs. There were some examples where established BCU teams have worked well with SNTs, but examples were given of operations taking place without ward-based staff being included or informed. Although the BCU is planning student officer placement to SNTs, there may be an opportunity to consider whether other established units can be given similar exposure.*
- *Training for and the implementation of problem solving has been of varying quality. The BCU Commander accepts that the principle of using problem solving techniques against crime or reassurance issues, followed by searching evaluation, is not embedded.*

6.6 Customer Service and Accessibility

Area for Improvement

- *The BCU feels that local marketing of SNTs has been strong, but is lobbying for a dedicated resource to actively promote Neighbourhood Policing successes.*

6.7 Professional Standards

Strengths

- *Despite maintaining high performance in terms of arrests and stops/stop search, officers are also achieving positive results for self-defined ethnicity; there is a relatively low incidence of complaints, and good use of informal resolution.*
- *The BCU PSU goes beyond minimum Met policy requirements and trawls CAD incident records for officers subject of repeat complaints, whether or not the complaint has been formally recorded.*
- *The BCU has developed a procedure for the electronic service of discipline notification, resulting in early confirmation of service and speeding the overall process.*

REDUCING CRIME

6.8 Volume Crime Reduction

Strengths

- *The leadership of and tactics adopted by the BCU 'Q Car' team can be recommended as best practice for both the reduction and detection of volume robbery offences in urban areas. This is an excellent example of applying resource to an identified problem with skill and determination.*
- *There is a strong raft of performance focussed daily, weekly and monthly meetings supported by accurate and timely data.*
- *There is a demonstrable emphasis on the quality and integrity of crime reports.*

INVESTIGATING CRIME

6.9 Managing Critical Incidents and Serious Crime

Strengths

- *The nature of demand at Haringey ensures that staff are routinely exposed to critical incidents. Because of their relative experience, staff often progress to specialist posts away from the BCU.*
- *The BCU has established its own Critical Incident Team within the main CID office. This non-mainstream unit is an asset in its ability to professionally and sometimes discretely investigate critical incidents. The team is available to the on-duty or on-call Detective Inspector, and often bridges the crucial gap between cases suitable for BCU or MIT investigation.*

6.10 Tackling Serious and Organised Criminality

Strength

- *The BIU runs a violent and gun-enabled crime desk. There have been significant reductions in gun-enabled crime over the last 12 months.*

6.11 Volume Crime Investigation

Strengths

- *The Docket Squad operates to a clear brief to maximise detections from forensic hits, including routine scanning of arrests on neighbouring BCUs to identify opportunities.*
- *Although each CID unit will carry significant caseloads, managers maintain an awareness of work levels, assistance will be obtained from other CID units or other resources on the BCU if necessary.*
- *As a matter of BCU policy, wherever possible, Detective Sergeants have been released from personal caseloads to improve leadership and supervision.*

Areas for Improvement

- *In most crime categories, the investigation is rarely retained by the officers initiating the investigation. There are concerns that this approach leads to the de-skilling of officers and declining reporting standards.*
- *HMIC found a lack of clarity around processes for the allocation of crime or investigation of offences after arrest. Although there was little evidence that this caused problems, the lack of documented policies and procedures could be detrimental to future performance.*
- *Opportunities for conducting intelligence interviews and obtaining admissions for offences to be taken into consideration (TICs) were not embedded within the custody handling process.*

6.12 Improving Forensic Performance

Strength

- *BCU officers feel that SOCOs provide a good service. This includes awareness training to CAD staff and Q Cars/Sapphire Teams.*

Area for Improvement

- *There appears to be no formal guidelines available to the BFM to guide decisions on the submission of articles for forensic examination.*

- *There appears to be a number of disconnected issues brought about through central management of the BCU Forensic Manager. The manager has been in an acting position for almost two years, and remains in position despite failing to pass a board this year.*
- *Both targeting and performance reporting have the potential to be improved. Targets around the number of scene visits are not linked to the detection process. Performance data provided to HMIC was bewildering and unhelpful.*
- *There was no evidence that footwear scanning is undertaken at the Custody Suite.*

6.13 Narrowing the Justice Gap

Strengths

- *A part of the BCU's success in improving sanctioned detections has been a more robust approach to the use of custody time in investigating suspected offenders. There has been a reduction in the unnecessary use of bail and a focus on completing the investigation 'first time'. This has included a recent initiative in establishing a BCU ID facility to speed up parades.*
- *A positive approach to the management of warrants, including the allocation of police officers to warrant enquiries, has seen a reduction from 1750 to 600 since the beginning of the year.*
- *The BCU staffs a dedicated curfew/bail car to ensure compliance or pursue defaulters.*
- *The CJU has worked with the CPS towards a reduction in cracked and ineffective trials, and is now regularly hitting its 20% target, from a high of 50%.*
- *There is a service level agreement between Custody and the Case Progression Unit. This is a good foundation document that clearly articulates the roles and commitments of each.*

Areas for Improvement

- *There was limited evidence of the use of PND as a street disposal. There are no suspect interview facilities planned for the Lymington Avenue site, which is adjacent to a main shopping centre. Both would offer the potential to reduce pressure on cell capacity.*
- *There are only 4 Dedicated Detention Officers currently employed on the BCU. The shortfall is made up by officers from core duties who may not be trained to carry out all support functions.*

PROMOTING SAFETY

6.14 Reducing Anti-Social Behaviour

Strength

- *The Trident IAG has recently commended Haringey on the reduction of gun-enabled crime, and proceeds of crime seizures and its crack-house closure programme. There is an active crack-house closure team making a real difference to residents' quality of life.*

PROVIDING ASSISTANCE

6.16 Call Management

Strengths

- *The resourcing of outstanding calls is a feature of the Daily Grip meeting, examining both call volume and the resource available.*
- *Exposure to training and the frequency of critical incidents, underpinned by useful decision logs has built a clear understanding around the ownership and command of critical incidents.*
- *There is a positive message in the area of response times, emphasising the need to get to and complete the task, over pressure to respond quickly without regard for road safety.*

Areas for Improvement

- *Although some dip sampling is completed, compliance with NIRS is not embedded. Processes for ensuring the reconciliation of CAD messages with CRIS entries will need to be revisited following the establishment of the BCU Support Unit and again following the introduction of MetCall.*
- *Because of a lack of documented procedure and understanding, there can be confusion over what calls for service can be passed to SNTs. Uncertainty over the role and powers of PCSOs means that they are under-utilised by Call Despatch, although they will often volunteer for jobs heard being allocated to other resources.*

6.17 Providing Specialist Operational Support

Strength

- *The BCU routinely updates its contingency plans for major events. A partnership approach will see multi-agency tabletop training events for CBRN incidents and prior to a large fireworks event planned for the Alexandra Palace.*

Areas for Improvement

- *The BCU has designed a training package specifically for Sergeants and Constables in the initial management of firearms and critical incidents, but this has yet to be delivered.*

RESOURCE USAGE

6.18 Human Resource Management

Strengths

- *The profile of demand on the BCU means that, despite its service profile, less experienced officers quickly become proficient and skilled. Colleagues with experience on other BCUs confirm that the volume and intensity of work on the BCU creates an excellent training environment.*
- *Police Officers and Police Staff are aware of recent performance improvements. A large majority of staff describe the BCU as a good place to be, and say that they are proud to work at Haringey. There is a palpable 'feel good' factor on the BCU, with a team identity across disciplines.*
- *There is a significant culture of value and recognition on the BCU, led by the personal example of Senior Commanders. It is clear that informal recognition from managers is seen as genuine, and is at least as important as the more formal systems.*
- *The BCU has reflected the importance of its Safer Neighbourhood Teams through the selection of experienced and capable staff, particularly at Sergeant level, whilst seeking to manage issues caused by the throughput of less experienced supervisors in core team roles.*

Areas for Improvement

- *The lack of a skills database may prevent the BCU from understanding whether there is an even spread of skills and experience meeting the needs of the organisation.*
- *The BCU has seen a reduction in sickness absence for both police officers and police staff, with sickness absence for police officers the lowest in the cluster. Nevertheless inspectors felt that the number of staff on restricted or recuperative duties was high, with insufficient management oversight. There does not appear to be a formal process for identifying roles suitable for staff on recuperative duties.*
- *The BCU has done well to achieve an 81% completion rate for PDRs, but the Commander has indicated that the quality of PDRs is a BCU issue. A QA process has found that some objectives are poor, with a number of cut and paste inserts. Attendance at PDR training was inconsistent, but at present the proactive capability of the HR section is limited due to carrying vacancies.*
- *The BCU will need to concentrate on police staff issues, many relating to the relocation of functions to Lymington Avenue, in order to ensure the retention of staff and business continuity. Acknowledging that some may choose not to move for personal reasons, the BCU should carefully consider all issues raised by staff in relation to the move, and*

contingencies for business continuity.

- *The service profile at constable level is for officers very young in service. This is balanced out with the continuity offered by considerable experience amongst Inspectors and specialists in CID. The same continuity is not seen in support departments, with some seeing a turnover of police managers who have little experience of their business area or of managing in a police staff.*
- *The Senior Management Team has acknowledged the existence of a backlog for the formal recognition of good work, but feels that it has now worked through the issue and is dealing with current, rather than historic nominations. It appears that this understanding has yet to filter to more junior staff, who still describe a lack of timeliness. Managers will need to positively promote timely reward systems to re-establish their credibility, and a feeling amongst some staff that only good work in certain sections is recognised or rewarded.*
- *The BCU Commander is concerned about the potential for HR resource to be centrally managed. Control of Human Resources capability is a critical success factor for the BCU and great care needs to be taken before changing current arrangements.*
- *A lack of Station Duty and Dedicated Detention Officers has led to significant abstractions from core teams to cover inside duties. HMIC looks forward to the establishment of the BCU Support Unit and a re-establishment of an appropriate balance between police officers and specialist police staff.*

6.19 Training, Development and Organisational Learning

Strengths

- *The BCU employs a number of quality control measures that inform individual development and organisational learning. There is a culture of improvement, with individual sections within the BCU delivering bespoke intervention as and when quality issues arise. Officers are mandated to attend core training events, with attendance having risen from 70% to 100% of available officers.*
- *The Professional Standards Unit has developed a constitution for the BCU stop and search consultative group. Community feedback has been incorporated into a training package with an emphasis on proportionality. Workshops in schools have helped to promote the effective and ethical use of stop and search.*

Areas for Improvement

- *There has been a blockage in deploying volunteers because of a shortage of training staff. One member of staff has now been identified to complete this training.*
- *Training for Police Community Support Officers has evolved over time, but there does not appear to be a programme of update training for those who were appointed earlier in the process. PCSOs have received limited training in the use of problem solving.*
- *The Aware database is difficult to access and dated. It is apparent that the BCU has*

undergone significant change in a relatively short period of time. The BCU Commander has noted the need for consolidation and careful progress in coming months. There was considerable evidence that recent innovation has not been followed by the creation of documented policy and embedded operating procedures. In order to ensure business continuity that is not reliant on the presence of personal drive, policies, procedures and practices are in need of systematic and comprehensive review.

6.20 Race and Diversity

Strengths

- *Throughout the inspection there was evidence of good employee relations, with positive views expressed about the interaction between uniformed and non-uniformed staff and police staff. Staff said that respect for diversity was strong.*
- *There was a genuine feeling that staff on the BCU felt part of a larger team, working with each other to deliver a good service to the community.*
- *The diversity seen in the volunteer group is particularly positive, showing an age range between 18 and 84, with 31% BME and 50% in the 30 – 49 age range.*
- *Flexible working hours, including reduced, compressed and term time working were in place. Staff expected that applications for non-standard working hours would receive positive consideration.*

Areas for Improvement

- *The BCU has developed a strong raft of performance management data. The BCU Commander's emphasis on sanction detections has given that element of individual performance added significance, but informal reward systems in some sections do not appear to take account of the proportionate contribution of part-time staff.*
- *The BCU has engaged in significant local recruitment activity in an effect to reflect local diversity in its workforce. Except in the case of volunteers, a central recruiting process can mean that additional effort at BCU level can appear to go unrewarded when new staff are posted.*
- *The BCU currently operates from a number of older buildings, with predictable accessibility problems. The inspection team was surprised to find that plans for a new first floor site at Lymington Avenue did not include full wheelchair access.*

6.21 Resource Management

Strengths

- *Effective monitoring arrangements leave the BCU Commander in a position to make informed decisions about budgets, with formal consideration by the Senior Management Team each quarter. The BCU Commander shows an awareness of financial constraints and is confident of conducting business within overall budgets.*
- *Because of the scrutiny applied to key business areas, senior managers display a good understanding of the workloads facing their staff and will intervene to move either staff*

or work dependant on demand. Despite being subject to high case loads, officers involved in the investigation of crime clearly appreciate the atmosphere of mutual co-operation and intervention where necessary.

- *Despite the difficulties of sourcing an appropriate site, premises now secured at Lymington Avenue have the potential to offer a significant improvement in working conditions for a large number of staff.*
- *Following consultation, in March 2006 the BCU introduced a new shift pattern for core team officers that appears to offer a better alignment to demand whilst significantly improving work/life balance for those who work it. Feedback from these officers has been very positive.*
- *There are developing links between crime investigation and Safer Neighbourhood Teams in the investigation of crime and reassurance of victims to their mutual benefit. These links will be encouraged by the formalisation of roles and responsibilities between teams on the BCU.*
- *The establishment of a BCU Support Unit offers significant opportunities for the development of capacity and allocation of resource in the future.*

Areas for Improvement

- *Like most areas of policing, the BCU faces difficulty in matching limited resources to significant demand. Whilst the BCU has had some success in bidding for partnership money, there has been limited sponsorship and income generation activity.*
- *There are opportunities around the use of the wider police family. There is a need to more fully integrate the work of the Special Constabulary into core policing, together with consideration around maximising the use of volunteers and ensuring an effective balance in the use of sworn and unsworn staff, including PCSOs.*
- *The future will bring significant changes to some elements of the estate, with new buildings and a complete rebuild for the site at Wood Green. At the same time, the BCU needs to ensure continued oversight of those buildings that will continue to be used, and the perception of staff at some locations that their premises are less well maintained than others.*

- *There was limited evidence of any excessive hours culture, although Detective Inspectors acknowledged that duty and on-call requirements can cause considerable variation in the length of the working week. Whilst there is no pressure from senior managers for staff to work additional hours, there is no monitoring system in place (this is a legal requirement).*

6.22 Information and Communication Technology Management

Strengths

- *The BCU is in advanced preparation for the introduction of MetCall. An Integrated BCU Operations Room has been established in advance of the changes, and there is evidence of planning to ensure a smooth transition.*
- *The BCU has developed the capacity to deliver in-house identification procedures with encouraging early results and good feedback from staff. It is predicted that this team will deliver more timely parades with the potential both to increase the number of identifications and reduce consequential overtime cost.*

Areas for Improvement

- *The availability of IT workstations, particularly when officers are away from their home station to deal with prisoners, is inconsistent.*

6.23 National Intelligence Model (NIM)

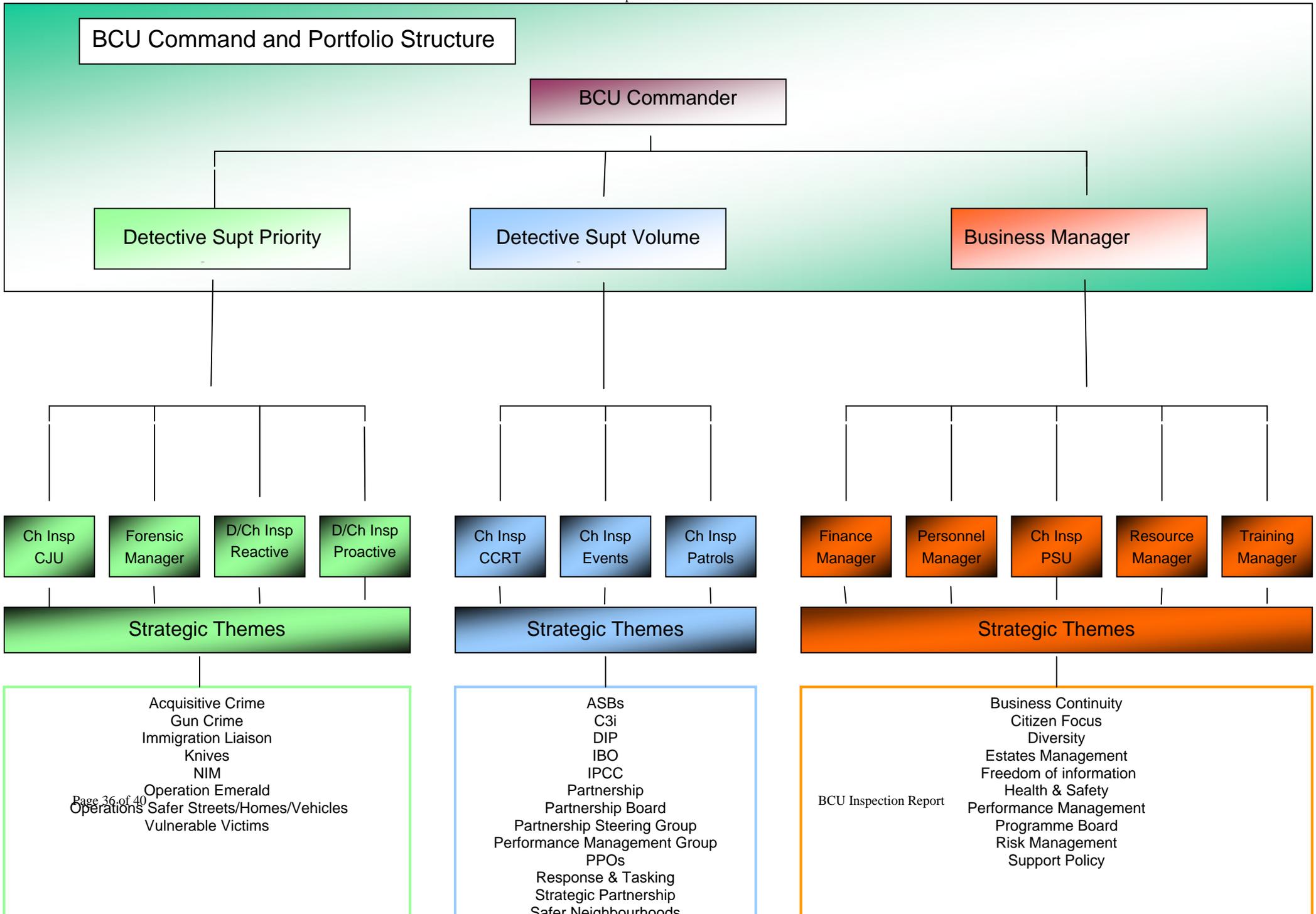
Strengths

- *The BCU employs dedicated briefing officers ensuring quality briefing material for core teams based on principles found in the National Briefing Model. A bespoke briefing has been developed for the robbery teams based on negotiation and user requirements.*
- *Partners have been brought together to develop a joint strategic assessment and control strategy from joint data sets. All statutory and some voluntary partners are involved in the process, supported by a monthly partnership Data Analysts Group meeting.*
- *The Daily Grip meeting is structured, focussed and supported by the production of relevant and timely data. Contributors attend with the expectation that they will understand and be held to account for their area of business. There is considerable investment of time in this process, but with the dividend of prompt action to developing issues. Inspectors observed a rapid reaction to a developing series of robbery offences that saw a number of arrests from prioritised activity, bringing about a number of detections but quickly gaining control of an emerging crime problem.*

- *The BCU Commander has set out his intentions to focus the work of the BCU Information Unit from crime type to a structure along the lines of People, Places, Problems and Perceptions. This change in organisation has the potential to improve the co-ordination of proactive operations to reduce offending.*
- *There is some excellent but embryonic multi-agency work directed at four super-output areas identified through the multiple indices of deprivation.*

Areas for Improvement

- *Inspectors found a disjointed approach to the management of Persistent and Priority Offenders (PPOs), Persistent Young Offenders (PYOs) and prolific offenders identified by any other criteria. There will be a need to capture the identification of PPOs under a single process, with management according to the individual features of offending behaviour.*
- *There has been some cross-border information sharing for Turkish organised crime and through the Docket Squad, but there is a need to place such work on a more formal basis, possibly through a plan to reintroduce 'cluster' meetings with neighbouring BCUs.*



Leadership Audit - Staff Survey results

App 'B'

Key to Scores:

0 = Don't Know, 1 = No - this doesn't happen

2 = This happens occasionally but there is no consistency

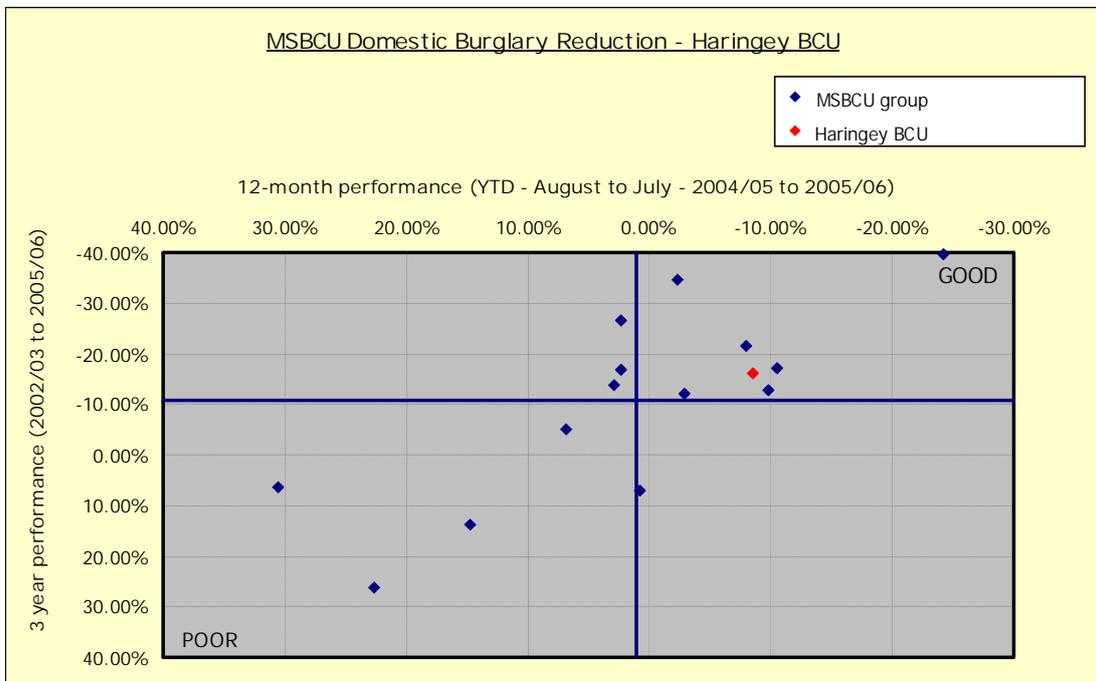
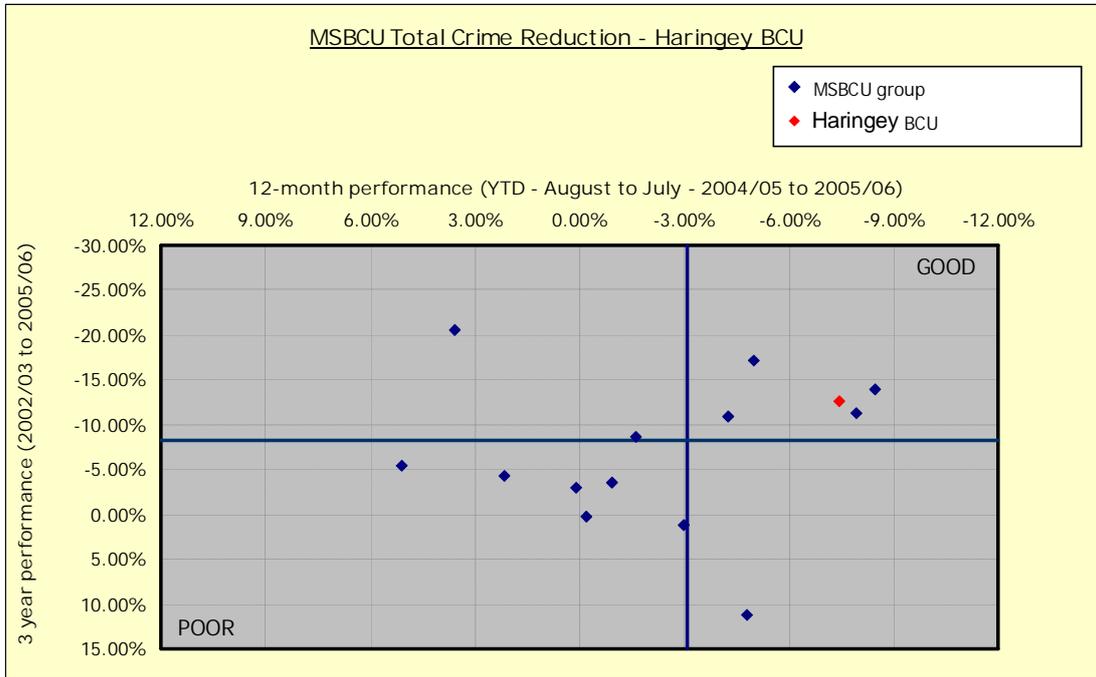
3 = Yes this usually happens but it could be improved

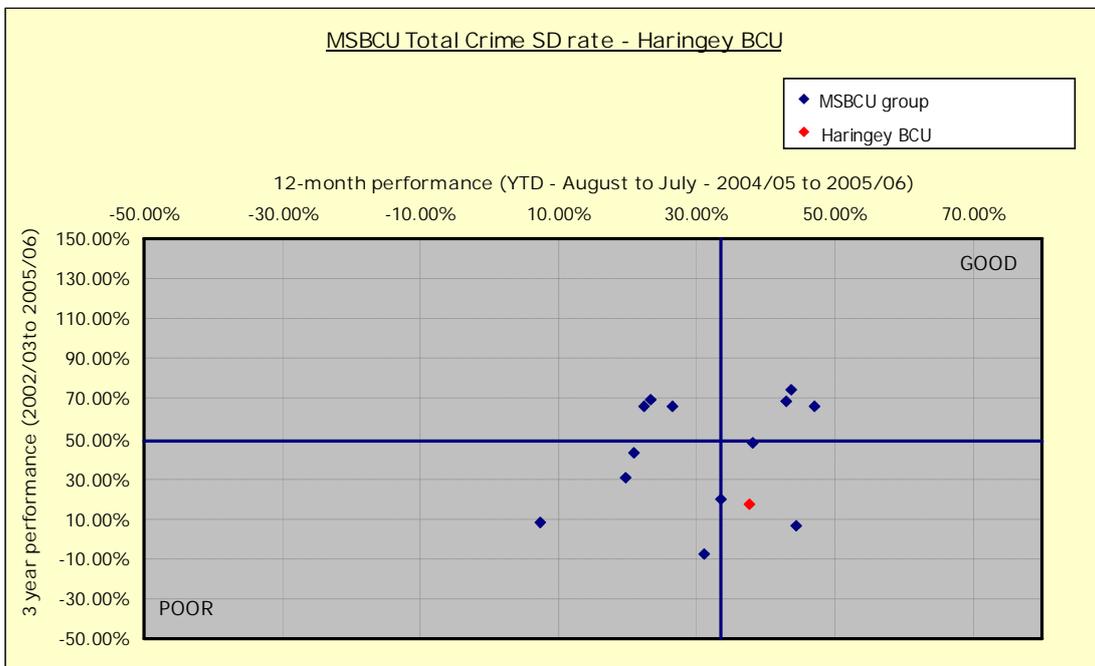
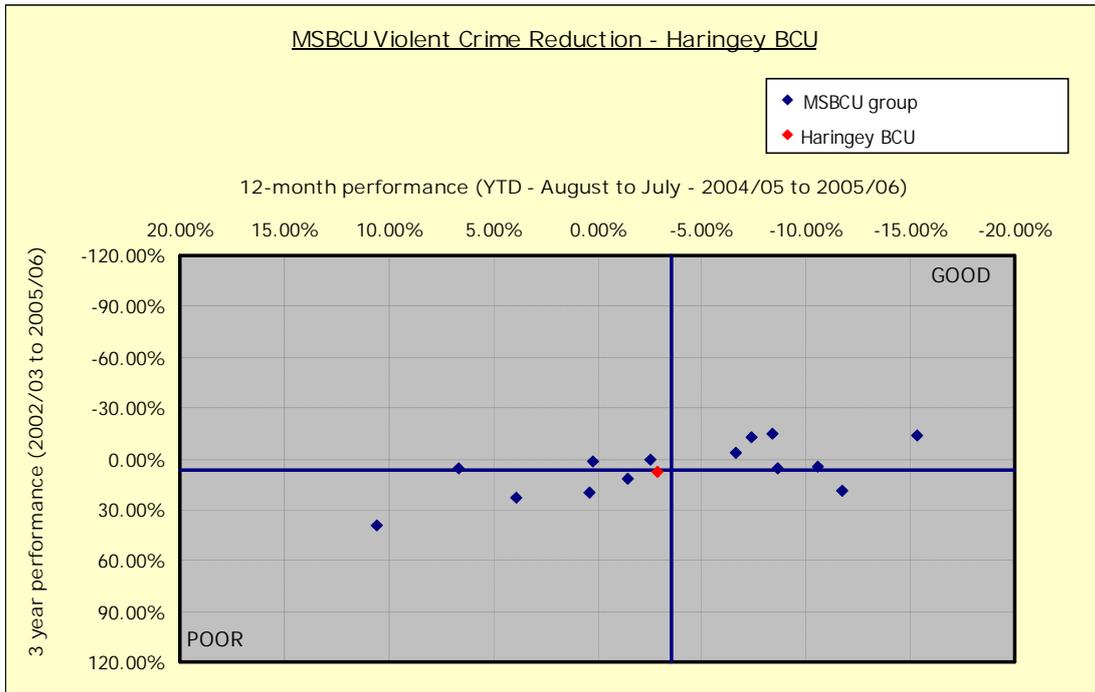
4 = Yes this is recognised as the way we do business, and we achieve real benefits

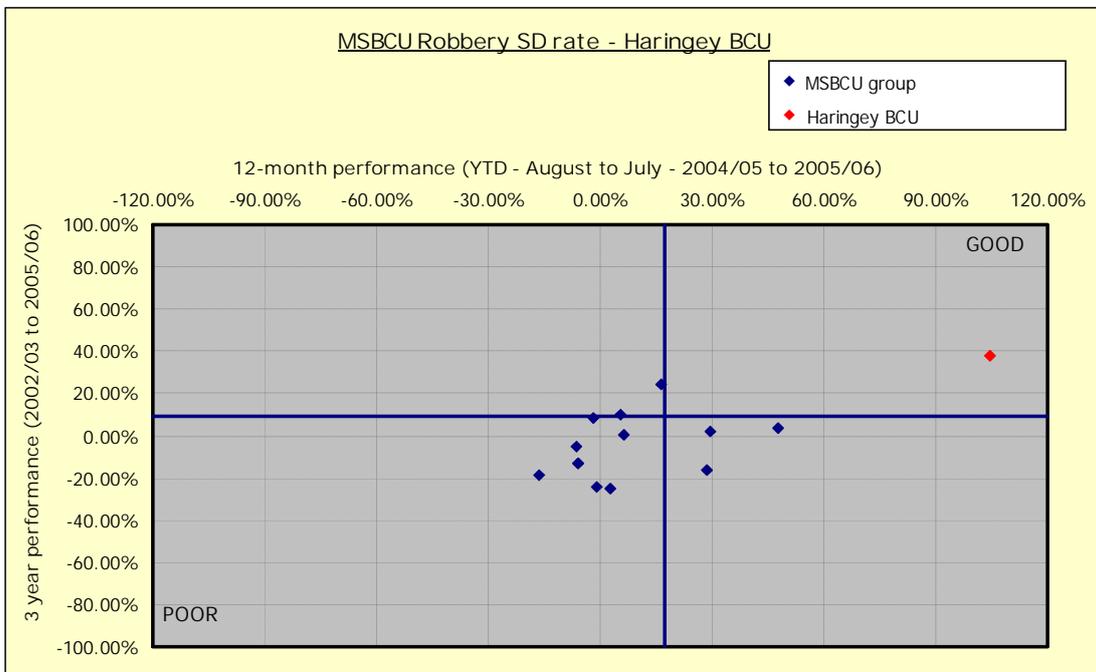
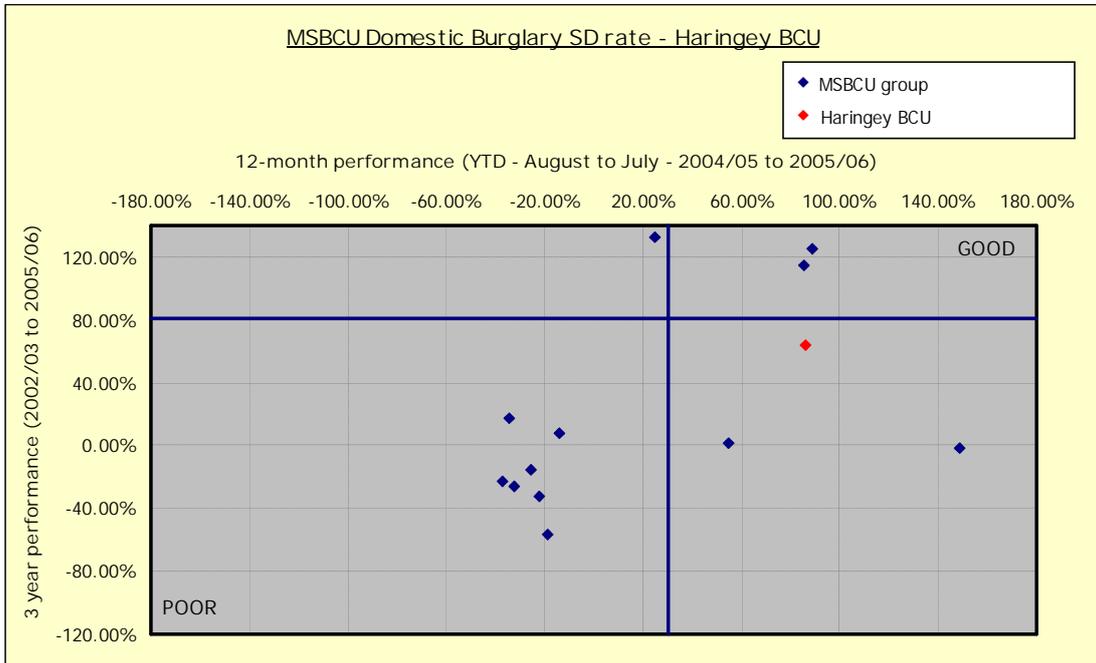
5 = This is an integral part of our culture and operation and can be regarded as best practice.

Percentage response by score

Questions		Score:	0	1	2	3	4	5
The BCU has an appropriate structure which is aligned to the Force Strategy								
1	My role is clearly defined and contributes to the BCU and Force Strategy		5	2	5	17	38	33
2	I am set objectives which are clearly relative to my role and experience		1	6	8	17	40	28
3	Lines of accountability and responsibility within the BCU are clearly defined		8	2	13	28	28	21
4	Resources are effectively managed within the BCU including specific issues of demand and deployment		10	9	16	28	26	10
5	Throughout the BCU teams are balanced in terms of skills, experience and diversity		19	8	12	29	17	15
6	The health and safety procedures on the BCU are effective and make me feel safe in my workplace		3	9	12	29	27	20
The BCU has a performance culture with integrity								
7	My manager demonstrates an interest in my performance and development		1	9	13	10	34	33
8	I receive the development I need to perform my role		2	9	15	19	33	22
9	Within the BCU, good performance is recognised and rewarded		1	10	30	30	20	8
10	Innovation is promoted and supported on the BCU		13	10	16	30	19	12
11	On the BCU there is effective use of the National Intelligence Model - resources/tasking/coordination		35	6	1	16	29	13
12	BCU managers ensure that maintaining our integrity is more important than achieving good performance		14	10	8	33	21	14
13	The BCU delivers an effective service to the community		6	5	5	27	36	22
Diversity								
14	Diversity is embedded within the BCU, specifically in terms of personal values and all areas of business including selection and appointment of staff		15	6	6	13	34	27
15	Fairness at work procedures (e.g.: grievance or appeals) can be confidently used by staff on the BCU without fear of recriminations from managers		27	9	6	13	28	17
16	My manager's decisions in respect of operational issues are consistent		12	3	2	14	42	27
17	My manager's decisions in respect of disciplinary issues are consistent		24	3	3	12	34	23
18	My manager solves problems effectively		9	7	5	14	38	27
19	My manager inspires me with confidence		5	12	12	16	29	27
20	Sickness and welfare are effectively managed within the BCU		17	5	13	16	30	19
21	Managers deal effectively with bullying		41	3	3	12	21	20
22	Abstractions from duty - other than sickness - are effectively managed within the BCU		28	8	5	26	23	10
23	There is a commitment within the BCU to staff retention		19	9	13	25	21	12
Personnel management								
24	I have regular and meaningful contact with my line manager		3	8	9	20	28	31
25	My manager demonstrates a genuine interest in me		2	10	10	13	35	29
26	I feel that my contributions are welcomed and valued		1	9	8	23	29	29
27	My manager makes me feel proud of the service we deliver		5	10	14	23	33	15
28	My manager makes me feel trusted, valued and included		3	10	13	16	33	24
29	Training and development is allocated on the BCU according to need		14	8	16	20	28	14
30	I am encouraged to learn by my manager		6	14	9	21	30	20
31	I feel prepared for future changes		8	9	13	30	27	13
32	Coaching and mentoring is available to me if I need it		14	17	5	23	22	19
33	Personnel issues are dealt with by my manager in a relevant and timely manner		5	7	6	20	38	24
Communication								
34	The BCU Commander & Senior Management Team has a high profile within BCU		7	2	13	26	28	24
35	My manager communicates relevant information to me		0	3	12	20	38	27
36	I feel that, where it is appropriate, I am consulted on matters of policy and strategy		3	12	21	21	33	10
37	My manager is available when I need to talk to him/her		1	3	7	16	42	30
38	The BCU Commander, Senior Management Team are available to staff at appropriate times		23	2	9	20	34	12
39	The BCU Commander and SMT respond in a positive way to feedback from staff		21	7	6	28	28	10
40	My manager responds in a positive way to feedback from staff		8	6	5	22	37	22







NOTIONAL CONTRACT

Purpose

This 'notional contract' follows an HMIC inspection of Haringey BCU in the Metropolitan Police, that was conducted on the 2nd to 6th October 2006 and sets out the action required by the BCU together with the improvement outcomes required. The notional contract exists between the HMI, the BCU Commander and his ACPO line manager.

Action Required

BCU 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 BCUs the option not to implement them if the BCU can show good reason why they should not be adopted.

For Haringey BCU, HMIC requires that the following recommendations be implemented by the 6th October 2007 at the latest:

Recommendation (1): Form and Function of Regular Meetings

It is recommended that the BCU conducts a review of the form and function of its daily, weekly and monthly meetings, to ensure performance improvement.

The review should:

- capture and formalize the purpose of each meeting,
- establish membership,
- consider and capture the required content, particularly in terms of allocating resultant actions, and
- set the expectation of each element, with an emphasis on the resulting and review of previous actions.

Recommendation (2): Problem Solving

It is recommended that the BCU reviews its use of formal problem solving methodology as a standard approach to the reducing crime and increasing reassurance. The review should consider issues of:

- training,
- process, and
- structure

to mainstream problem solving as the tool of choice for its Safer Neighbourhood Teams and beyond.

Recommendation (3): Additional Resources

It is recommended that the BCU develops a strategy under leadership from the SMT to reduce demand and increase the resources available to it. This should include elements to make best use of:

- Volunteers,
- the Special Constabulary,
- PCSOs,
- the balance between police officers and police staff, and
- sponsorship in support of the policing of Haringey.

Recommendation (4) Persistent Offenders

It is recommended that the BCU reviews its approach to the identification and management of Persistent Offenders, Persistent Young Offenders and Priority/Prolific Offenders identified by any other means, to develop a cohesive single-track approach focused on the prevention and detection of offences on the BCU.

In addition, HMIC expects all 'management considerations' contained within the GL3 BCU 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 BCU performance. It is therefore essential that this notional contract includes expectations as to future performance that are firmly linked to force and BCU priorities.

Haringey BCU is expected to meet or exceed the following performance targets by 6th October 2007:

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

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

BCU Revisit and Review

Haringey BCU will be revisited by HMIC (Allington Towers, London) on or soon after 6th October 2007 to determine whether this notional contract has been fully discharged. At that 12 months stage, 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.