

**HM Inspectorate of Constabulary
London and the East Regional Office**

**Inspection of Enfield BCU
Metropolitan Police Service
January 2005**



Introduction

1. There are over 300 basic command units (BCUs) in England and Wales and no two are alike. They vary in size from over 1000 officers to just under 100; some serve densely populated, ethnically diverse inner cities, while others cover vast tracts of sparsely populated countryside. What they do share are some key aims and objectives, specifically to work with partner agencies in reducing crime and disorder in their areas, and to do so with integrity. Scrutiny of police performance is shifting from aggregate force outcomes to the performance of individual BCUs, recognising that policing is essentially a locally delivered service.
2. The focus on performance in reducing crime and disorder is likely to be relentless. Forces and police authorities, working with local authorities and other community safety partners, will need to raise their game year after year. Indeed, the statutory regime of Best Value demands 'continuous improvement' and an array of sanctions exist if authorities fail to deliver this.
3. In trying to make sense of the variations in operational performance that exist – to differing degrees – in every force, a key ingredient is *focus*. The best performers focus the efforts of their staff through timely, dynamic local briefings that are supported by a well-managed intelligence system. They set targets and make sure that staff are aware of them, they communicate results and celebrate success, and they hold individuals to account for how they have used their time. Ministers have decided upon a nationwide rolling programme of BCU Inspections that focus on performance and leadership, intended to help enhance performance and spread good practice (Box A).

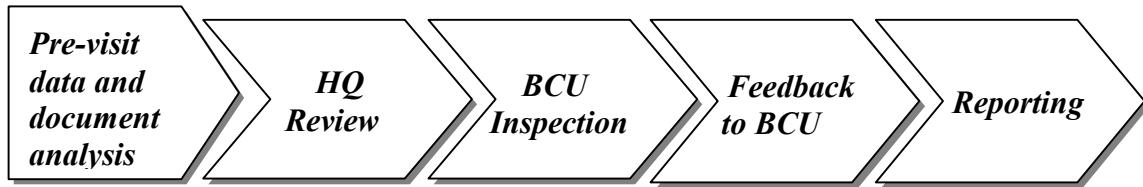
Box A – Aims of BCU Inspections

- **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.**

4. An Inspection of Enfield BCU in the Metropolitan Police Service (MPS) was conducted between 10 - 14 January 2005. This report sets out the Inspection findings, highlighting areas of good practice and making recommendations for improvement where appropriate. HM Inspector thanks the officers and staff of Enfield BCU for the co-operation and assistance provided to members of the Inspection team.

Methodology

5. The Inspection of Enfield BCU consisted of the following stages:



6. During the Inspection a total of 27 structured interviews and focus groups were conducted, involving over 107 individuals. Other staff members and partnership agency representatives were interviewed during the ten visits to workplace settings. Senior representatives from the LBE were also consulted, in addition to some key strategic partners that included senior representatives from the borough, Victim Support, the London Fire Brigade, Neighbourhood Renewal Project, youth offending team (YOT) and a borough councillor. In addition, the Inspection team was pleased to have been accompanied by a detective chief inspector from Hampshire Constabulary on a short attachment to HMIC. Two BCU audits were conducted: the management of forensic science submissions and staff appraisals.

Force Overview

7. The MPS is the largest and most diverse police force in England and Wales with in excess of 35,000 officers and support staff; it is responsible for the policing of Greater London. Territorial policing (TP) of the Force area is divided into 32 metropolitan boroughs, each of which has a borough-based policing model. TP is commanded by an assistant commissioner (ACTP), based at New Scotland Yard and assisted by four ‘link’ commanders, each of whom has specific oversight of a number of boroughs together with policy portfolios for the MPS.
8. Serious crime support is provided by specialist operations (SO) and, in addition, numerous separate directorates exist to augment and support aspects of territorial policing of the boroughs (eg, the directorate of professional standards). The corporate centre can call on borough resources to deal with ceremonial occasions and major incidents (eg, anti-terrorism patrols as a result of incidents such as 11 September 2001). The impact of the increased anti-terrorism patrols across London since that terrorist attack has been the subject of corporate evaluation by the MPS.
9. The working relationship between Force HQ and BCUs was examined as part of the 2002/03 HMIC Inspection of the MPS conducted between 2 - 13 September 2002. This is commented upon in the report of that Inspection. In addition, the relationship was also examined during the HMIC baseline assessment of the MPS conducted during October 2003 and reported upon in June 2004.
10. The MPS celebrated its 175th year in 2004.

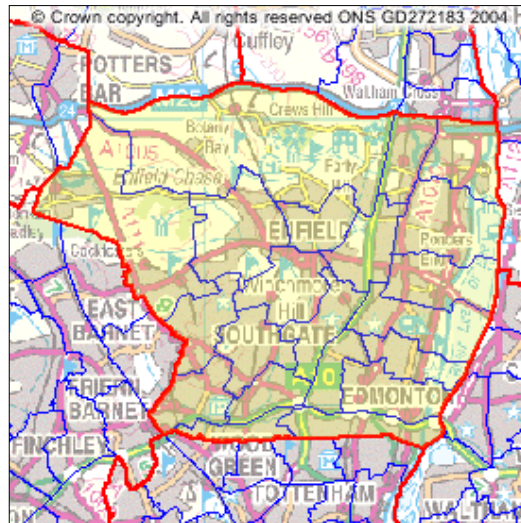
Enfield BCU

11. Enfield is London's most northern BCU and is coterminous with the London Borough of Enfield (LBE). On its southern border is the London Borough of Haringey; to the east is Waltham Forest and to the west is Barnet. To the north is the county of Hertfordshire with Essex to the northeast. Enfield Borough was formed out of three former district councils, those of Enfield, Edmonton and Southgate¹.
12. The borough covers 31.7 square miles and has a population of 281,775 living in 116,407 households². Enfield is home to a diverse community, consisting of about 65% from European origins and a number of other groups including African, Afro-Caribbean, Bangladeshi, Chinese, Greek, Greek and Turkish Cypriot, Indian, Italian and Pakistani. There are estimated to be over 100 languages spoken. The largest minority ethnic group is Black Caribbean representing, 5.3% of the population. Of the resident population aged 16 to 74, 58.9% are employed; this is slightly below the England and Wales average of 60.6%. Owner occupied households represent 70.6%, slightly above the England and Wales average of 68.9%.

¹ Source: BCU

² Source: latest PSU estimate

13. There are 18 secondary schools serving the borough that cater for 18,000 children between the ages of 11 and 16. Approximately 40% of these are residents of other boroughs. This is the largest school population in London. There are large shopping complexes at Enfield Town and Edmonton Green. The borough also has two large hospitals, both with A&E departments.
14. There are several main arterial routes through the borough; the northernmost boundaries follow the M25. From the M25 Junction 25 the Great Cambridge Road (A10) runs north - south. From Junction 24, the Ridgeway (A1005) travels southeast to Enfield Town and Cockfosters Road (A111) travels south to meet the A10 and A406 at the Great Cambridge Roundabout. The North Circular Road (A406) has undergone extensive improvement from its start in east London through to Hanger Lane in the west. Unfortunately, a small section still awaits improvement between Green Lanes and Pinkham Way on the Southgate section. This is the cause of many rush hour delays and causes the traffic to try and find alternative routes through residential streets.
15. British Rail has three lines that run north-south through the length of the borough and numerous stations. London Transport operates the Piccadilly Line Underground service from Cockfosters to Oakwood, Southgate and Arnos Grove.



Demographics³

16. The following table shows the ethnic groups within the LBE⁴:

³ Source: ONS neighbourhood statistics

⁴ Source: ONS neighbourhood statistics & London Borough of Barnet website

Percentage of Resident Population in Ethnic Groups		
	Enfield	England
White	77.1	90.9
Of which White Irish	3.1	1.3
Mixed	3.0	1.3
Asian or Asian British	7.8	4.6
Indian	4.0	2.1
Pakistani	0.6	1.4
Bangladeshi	1.3	0.6
Other Asian	1.9	0.5
Black or Black British	10.4	2.1
Caribbean	5.3	1.1
African	4.3	1.0
Other Black	0.8	0.2
Chinese or Other Ethnic Group	1.7	0.9

17. The following table shows a breakdown of religions for Enfield:

Religion	Enfield	England
Christian	63.2	71.8
Jewish	2.0	0.5
No religion	12.4	14.8
Religion not stated	8.1	7.7
Hindu	3.4	1.1
Muslim	9.6	3.0
Buddhist	0.5	0.3
Other Religions	0.6	0.3
Sikh	0.3	0.6

Police Buildings

Police Station	Opening Times	
Edmonton	Daily	24 hours
Enfield	Daily	24 hours
Southgate	Daily	24 hours
Ponders End	Daily	0700 - 2200
Winchmore Hill	Friday	1200 - 0000

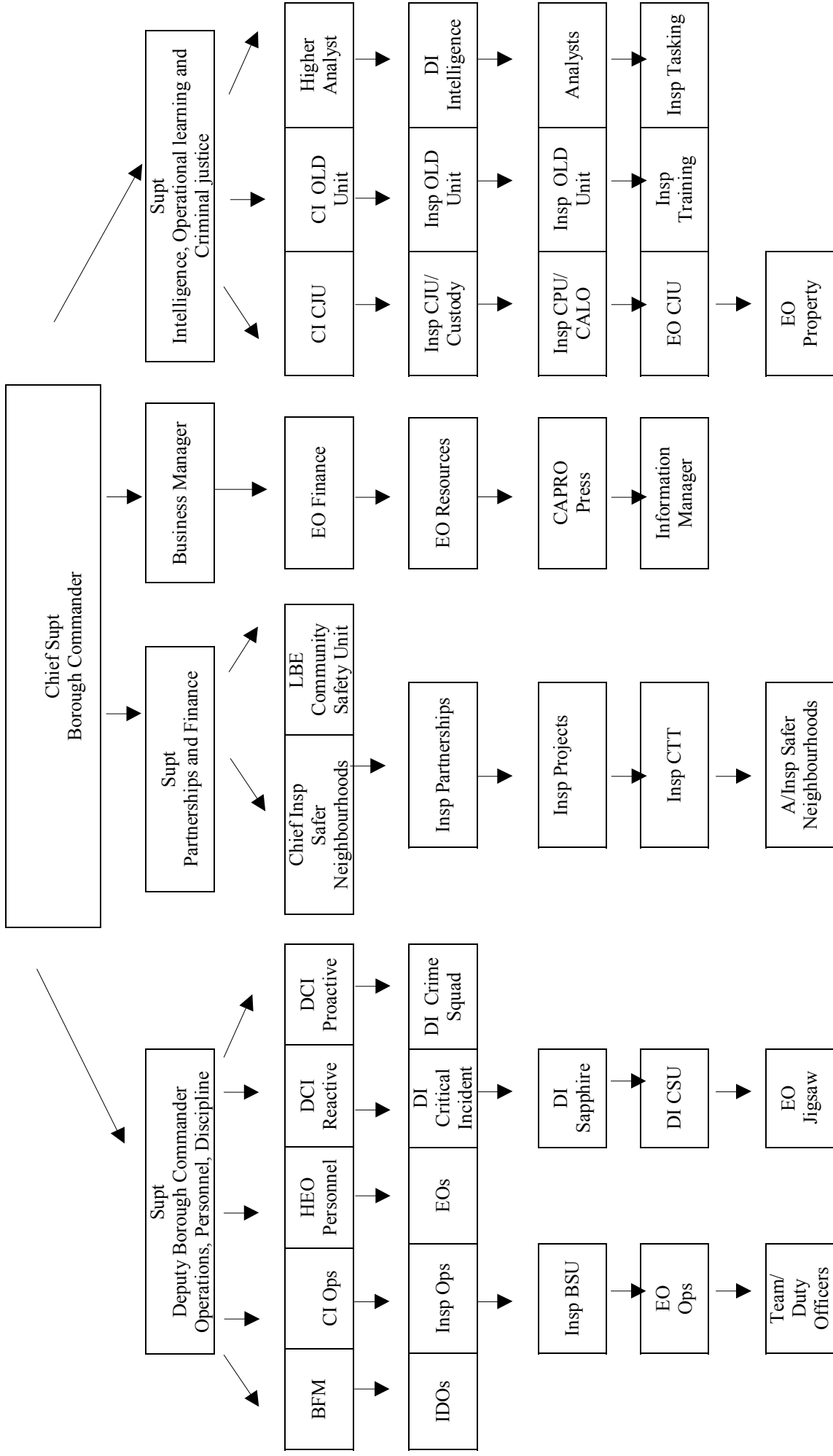
Enfield BCU Senior Management Team (SMT)

18. The BCU is led by its BCU Commander who is a chief superintendent. He has two established superintendents to support him, a third superintendent seconded for a period of 12 months and a borough business manager (BBM); these comprise the executive management team (EMT). Responsibilities for each are operations and personnel (and designated deputy), partnership, intelligence and criminal justice, operational learning and development (OLD)

and business management. The EMT is supported by six chief inspectors for operations, criminal justice unit (CJU), proactive (detective), reactive (detective), Safer Neighbourhoods and OLD. In addition, there are police staff managers for HR, finance and resources and forensics together with a higher analyst position and with their senior police officer colleagues, this group is called the SMT.

19. The BCU operates with four core shifts, each led by an inspector, that parade from Edmonton, Enfield and Southgate. There are three Safer Neighbourhood teams (SNTs) (soon to rise to five and then eight) and Safer Schools officers aligned to wards. Overlaid upon these teams are various investigative units, the crime squad, the community tasking team, the borough support unit and the CJU.

ENFIELD BOCU COMMAND STRUCTURE



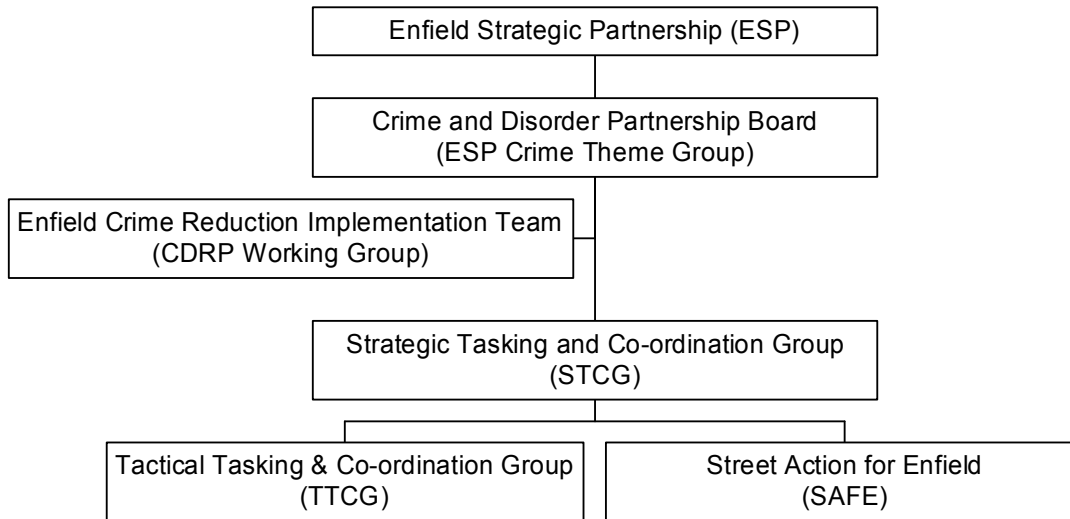
Performance

How successful is the BCU in tackling its principal crime and disorder problems – is performance improving?

Crime and Disorder Reduction Partnerships (CDRPs)

20. The boundary of Enfield BCU is coterminous with that of the LBE and there is therefore one CDRP. This was formed in 1998 following the enactment of the Crime and Disorder Act and is working to its second three-year community safety strategy (CSS). Joint work on the third CSS is at a mature stage and it will be ready for implementation from April 2005. The partnership is led by the Enfield crime and disorder partnership board that was supported by the Enfield crime reduction implementation team (ECRIT) and the street action for Enfield (SAFE) group. These groups are subordinate to the Enfield local strategic partnership (LSP) that leads the delivery of the council's long-term community plan (see diagram below). The CDRP has agreed expenditure plans for challenge funds under Communities against Drugs, Building Safer Communities and BCU funds that are linked to its CSS and the development of partnership activity.

Enfield Strategic Partnership - the Management of Community Safety



21. The ECRIT is chaired by the superintendent (partnerships) and it provides regular co-ordination of partnership activity with responsibility for developing and monitoring progress against the CDRP action plans as influenced by the BCU's operational control strategy. The SAFE is a fortnightly meeting that involves partners in the co-ordinated proactive partnership operations. It primarily commissions problem-solving interventions that are identified either from analysis (via F302s or otherwise), data/material from partners or from the local communities themselves (ward forums). It introduced the National Intelligence Model (NIM) philosophy to the CDRP at the tactical tier and operates in a parallel, complementary way to the BCU's TTCG meeting to which exception reports are provided. Both the SAFE and

ECRIT groups work very well, ensuring activity against the five themed action plans and engaging in the dynamic commission of problem-oriented solutions as they arise.

22. The BCU Commander enjoys an excellent relationship with his partners, who hold him in very high esteem, and his openness and accessibility are particularly appreciated. There is an acknowledgment of the progress achieved over the past two years and that the BCU has increased its efforts to tackle enduring issues of local concern (eg, anti-social behaviour, etc). The BCU's status as a pilot site for the National Reassurance Policing Programme (NRPP) pilot since 2003 and its subsequent assimilation within Safer Neighbourhoods have undoubtedly helped to underpin these achievements. It was pleasing to see good strategic engagement with the Crown Prosecution Service (CPS), which is represented at the partnership board and works closely with police at the local criminal justice board (LCJB).
23. Police community and consultative group meetings are regularly attended by the BCU Commander; at these meetings he is held to account by members and the public for police performance within the LBE. At the tier below, SNT/community tasking team (CTT) staff regularly attend area forums and quarterly public consultation meetings (community action partnerships in Enfield (CAPE)) on each ward to gauge local concerns and to identify issues to address. The Borough has an independent advisory group that has been used in earnest recently when some members participated in a Gold group for a critical incident that attracted interest from the national media. Notwithstanding these commendable systems and processes, there remains an opportunity for the CDRP to more closely integrate the strategic aims of the drug action team (DAT) with those expressed within the CSS. The inextricable link between the illegal use of drugs and crime is well established and there is a great desire from the SMT to harness efforts in the treatment of drug-dependant offenders, increase education on the subject and to promote the work of the Enfield Stop Programme that has been modelled on the Blackpool 'Tower Project'.

Enfield CSS

24. The BCU Commander chairs the crime and disorder reduction board that is well attended by both statutory and non-statutory members as well as the elected member with responsibility for community safety. The group leads the delivery of the CSS, which comprises the following five themes:
 - **Public Reassurance** – including making the people of Enfield feel safer, the reduction of anti-social behaviour and opportunities for committing anti-social behaviour and a review of the borough's response to terrorist threats.
 - **Safer Streets** – including the reduction of violence around licensed premises and a reduction in the levels of street crime.
 - **Safer Children and Young People** – including a reduction of youth involvement in crime as victim and offender.
 - **Safer Communities** – including a reduction in residential burglaries, an improved quality of service to vulnerable communities, improved treatment for drug misuse and disruption to the supply of class A drugs.

- **Safer Travel** – including the promotion of improvements to safety and security on all parts of the transport system and a reduction in the number of vehicle crimes within priority areas.

Box B - Examples of Partnership Working in the BCU

- **The Enfield Observatory** – set up in 2004, this project has created a repository for high level datasets that can support members of the LSP in commissioning (DAT and/or projects) and performance information. The project has started to improve the transparency of data between partners (under an information sharing protocol); engage policy makers in setting a strategic research agenda; provide evidence to plan services and formulate strategies; improve efficiency by reducing duplication and promote networking. The BCU has been a significant partner in the development of this important work, the products from which have been successfully used to support the third CSS audit, anti-social behaviour and DAT audits.
- **Reassurance Policing in Enfield** – initiated by the NRPP work, reassurance policing has now become an integral part of the BCU policing style and embedded within Safer Neighbourhoods. As evidenced by the quarterly NRPP inspection reports, the BCU has an established mechanism for engagement with local communities (CAPE) that generates some excellent localised initiatives. These include a personal safety event at the North Middlesex Hospital; the development of a perceptions focus desk in the borough intelligence unit (BIU); use of IPAQs to help map environmental and other disorder hotspots and the 'Every Business, Every Day' initiative in support of local businesses.
- **The Enfield 'STOP' Programme** – modelled on the Blackpool Tower project, this initiative aims to provide a bespoke programme to provide rapid access to treatment for prolific drug misusing offenders coupled with the management of other drug-misusing offenders entering the criminal justice system. It was developed by the Enfield DAT with partnership funds in advance of becoming a formal criminal justice intervention programme/drugs intervention programme (DIP) borough and involves the deployment of a dedicated team at the Claverings, Edmonton. Due to be formally launched in April 2005, this initiative was selected in December 2004 as one for the second round of DIP boroughs and will receive additional funding in 2005/06.
- **Setting Street Standards in Enfield** – this project was recently successful in a bid to secure £347k from the Neighbourhood Renewal Fund to reduce crime and disorder in hotspots within the most deprived areas of the borough. The project will be selecting five hotspots for action and within which action will be taken to consult with local businesses and the community; develop CCTV links; tackle alcohol, anti-social behaviour and trading standards issues; fund proactive and preventative operations and provide funding for diversionary activity.
- **Operation Crossover** – this operation was the most significant in a range of cross-border (BCU/Force) initiatives to tackle travelling criminality. Held over a two-week period in September 2004 and led by Enfield BCU officers, it involved the concentration of five automated number plate recognition (ANPR) teams from the MPS that focused on routes into/out of Enfield and Northwest London, linking with Essex, Hertfordshire and Thames Valley Police. The operation resulted in nearly 1000 vehicles being stopped, 97 arrests and 280 traffic offences being processed. It was so successful that the MPS asked the BCU to run a second operation in December 2004 over a four-day period that resulted in 23 arrests and 44 traffic offences being identified.

25. The above examples are but a small selection of noteworthy initiatives chosen from a rich and productive history of partnership work. To its credit, partnership activity is becoming mainstreamed within the BCU and it was pleasing to see the involvement of partners in so many aspects of business from the STCG and community safety unit (CSU) to the fast-developing persistent and prolific offenders (PPO) system (see 'ILP' and 'Crime Management' below). The BCU has also sought to directly involve members of the community through its voluntary cadet corps, a community volunteer scheme for Winchmore Hill and Neighbourhood Watch. The expanding SNT scheme is strongly supported by

partners and, following training, staff are increasingly applying their new-found problem-solving skills.

26. Recognising the diverse religious faiths within the borough, the BCU recently established a 'faith officer' who attends a monthly faith forum and supported the 'Soul in the City' event last August, the 'Light Out of Darkness' event hosted by faith communities and the Enfield Peace Alliance held in December 2004, whereby the faith communities aimed to proactively develop community cohesion across the diverse communities in Enfield. The officer also acts as a useful reference point for colleagues and managers alike when investigating crimes that involve a victim/witness/suspect from a particular faith or when dealing with anti-social behaviour directed towards certain faiths.

Performance against Operational Targets

27. During the year April 2003 - March 2004, the BCU recorded 29,998 total notifiable offences (TNOs). This was a **decrease** of 44 offences on the previous year (-0.1%) and an **increase** of 597 offences over a three-year period (+2% between 2001/02 and 2003/04). There were 54 TNOs per 1000 population in 2003/04 and this placed the BCU in the second quartile when compared with its most similar BCU (MSBCU) group. For the period April - November 2004, Enfield's TNOs per 1000 population **decreased** by 2.9% (34.4 offences) compared with the same period the previous year and against the MSBCU average of 38.9 offences.
28. There were 2,624 domestic burglaries recorded in the BCU in the year to 31 March 2004. This was a **decrease** of 240 offences on the previous year (-8.4%) and a **decrease** of 176 offences over a three-year period (-6.3% between 2001/02 and 2003/04). There were 11.6 domestic burglaries per 1000 households in 2003/04, which placed the BCU in the third quartile when compared with the rest of the MSBCU group. For April - November 2004, Enfield's domestic burglaries per 1000 households **decreased** by 20% (6 offences) compared with the same period the previous year and against the MSBCU average of 6.5 offences.
29. In the year to 31 March 2004, there were 1,211 robbery offences recorded. This was an **increase** of 139 offences on the previous year (+13%) and a **decrease** of 81 offences over a three-year period (-6.3% between 2001/02 and 2003/04). There were 2.2 robberies per 1000 population in 2003/04, which placed the BCU in the third quartile when compared against the rest of the family group. For the period April - November 2004, Enfield's robberies per 1000 population **decreased** by 6.3% (1.3 offences) compared with the same period the previous year and against the MSBCU average of 1.2 offences.
30. There were 5,053 vehicle offences in the year up to 31 March 2004. This was a **decrease** of 178 offences on the previous year (-3.4%) and a **decrease** of 83 offences over a three-year period (-1.6% between 2001/02 and 2003/04). There were 9.1 vehicle crimes per 1000 population in the BCU area in 2003/04, which places it in the third quartile when compared with the rest of the family group. For the period April - November 2004, Enfield's vehicle crime per 1000 population was **level** (6.0 offences) with the same period the previous year and comparable with the MSBCU average.

Inspection of Enfield BCU – Metropolitan Police Service
January 2005

Crime Type - Offences	2001/02	2002/03	2003/04
TNOs	29,401	30,042	29,998
Domestic Burglaries	2,800	2,864	2,624
Robberies	1,292	1,072	1,211
Vehicle Crime	5,136	5,231	5,053

Offences per 1000 population/households 2003/04

- TNOs equate to 54 per 1000 population in 2003/04.
- Domestic burglaries in the period 2003/04 equate to 11.6 per 1000 households.
- Robberies equate to 2.2 per 1000 population in 2003/04.
- Vehicle crimes in the period 2003/04 equate to 9.1 per 1000 population.

Detected Crime 2001/02 – 2003/04 and Recent Performance

31. Enfield BCU had a detection rate of 14.5% for TNOs in 2003/04 (4,344 offences detected). This was a **decrease** on the previous year when 15.4% (4,631 offences) were detected and an **increase** against that for 2001/02 when 13.1% (3,849 offences) were detected. Between 2001/02 and 2003/04 there has been a 12.9% **increase** in overall detections for TNOs. The BCU's sanction detection rate for these offences in 2003/04 places it in the fourth quartile when compared with the rest of the family group. For April - November 2004, the detection rate for TNOs has **increased** to 19% against the MSBCU average of 19.9%.
32. There was a 9.8% detection rate (256 offences) for domestic burglaries in 2003/04. This was a **decrease** on the previous year when there was a 15.6% detection rate (446 offences) and an **increase** against that for 2001/02 when the BCU had a 7.4% detection rate (208 offences). Between 2001/02 and 2003/04 there has been a 23.1% **increase** in overall detections for domestic burglary. The BCU's sanction detection rate for these offences in 2003/04 places it in the second quartile when compared with the rest of the family group. For the period April - November 2004, Enfield's detection rate for domestic burglaries has **increased** to 14.6% against the MSBCU average of 12.2%.
33. There was a 13.1% detection rate (159 offences) for robbery offences in 2003/04. This was a **decrease** on the previous year when there was a 16.8% detection rate (180 offences) and a **decrease** against that for 2001/02 when the BCU had a 13.6% detection rate (176 offences). Between 2001/02 and 2003/04 there has been a 9.7% **decrease** in overall detections for robbery offences. The BCU's sanction detection rate for these offences in 2003/04 places it in the third quartile when compared with the rest of the family group. For the period April - November 2004, Enfield's detection rate for robberies has **increased** to 20.4% against the MSBCU average of 16.6%.
34. There was a 6.3% detection rate (320 offences) for vehicle offences in 2003/04. This was a **decrease** on the previous year when there was a 7.8% detection rate (409 offences) and an **increase** against that for 2001/02 when the BCU had a 5.2% detection rate (266 offences). Between 2001/02 and 2003/04 there has been a 20.3% **increase** in overall detections for vehicle crime offences. The BCU's sanction detection rate for these offences in 2003/04 places it in the first quartile when compared with the rest of the family group. For the period

April - November 2004, the detection rate for TNOs has been **level** at 6.3% against the MSBCU average of 6.2%.

Crime Type - Detections	2001/02	2002/03	2003/04
TNOs	13.1%	15.4%	14.5%
Domestic Burglaries	7.4%	15.6%	9.8%
Robberies	13.6%	16.8%	13.1%
Vehicle Crime	5.2%	7.8%	6.3%

Accountability Mechanisms and Performance Management

35. This aspect of BCU command is arguably one of the greatest strengths for Enfield BCU. There is a pervasive performance culture throughout the BCU together with a strong performance grip that is exercised every day. Staff are in no doubt what is expected of them and it is attributed by many to be the primary reason for the BCU's success over the past two years.
36. The daily performance meeting, chaired by the deputy BCU Commander (operations and personnel), is instrumental in helping achieve this focus and the Inspection team observed two such meetings. The BCU has decided to change what is often called a daily management meeting in other BCUs in the MPS to one that concentrates purely on performance. This not only allows the daily intelligence meeting (DIM) to develop primarily into an intelligence-based meeting to agree short-term proactivity under the direction of the TTCG and STCG (see 'ILP' below) but also provides clear demarcation between meetings and clarity of purpose. It works well. The meetings attended were chaired well, with clear direction and engagement and supporting data that was succinct, relevant and covered both the quantitative and qualitative aspects of performance priorities. This information is invaluable and it needs to be shared more widely through the production of a simple executive summary. The meeting includes recognition of success, debate/decisions on unresolved issues and an appreciated opportunity availed to junior officers to observe the process. There is a healthy awareness of threats/opportunities for BCU performance and action is agreed to either realise the opportunity or mitigate the threat.
37. The BCU Commander holds monthly one-to-one meetings with all EMT members and the superintendents have similar meetings with their chief inspectors, inspectors and police staff equivalents. At another tier, there are monthly team performance meetings with the relevant chief inspector that are also supported by comprehensive team performance information. As with the daily meeting, these sessions are focused and engaging. The only suggested enhancement to the team-based data is the inclusion of targets against specific themes that could, in turn, be integrated within personnel development review (PDR) objectives for supervisors and then disaggregated into specific targets for individual officers. Performance management processes for staff beneath inspector (and police staff equivalent) are less consistent and there is a need to formalise these arrangements, particularly for the SNTs/CTTs. **The BCU is therefore urged to formalise the performance management arrangements for staff under the command of inspectors and police staff equivalents.**

Visibility and Reassurance

38. Reassurance policing is an integral part of the BCU policing style and with the NRPP and Safer Neighbourhoods work, it has become embedded within the psyche of many staff. The way the BCU operates has been aligned to accommodate the NRPP aims that also accord with those of the MPS and the Government's thinking detailed with its paper 'Building Safer Communities'. There is an increasing investment in Safer Neighbourhoods and partnership work that has led to some notable successes (see 'Partnerships' above) with, no doubt, many more to follow. The BIU has been restructured to incorporate the four 'Ps' (people, places, problems and perceptions) and the CDRP structure with its SAFE and CAPE groups complements those under the NIM with channels that enable the identification, endorsement and implementation of partnership-based solutions.
39. Public reassurance is tactically delivered through all operational staff and partners but particularly through the work of the SNTs/CTTs, borough support unit (BSU) and the four core teams with staff tasked against patrol plans and in designated 'micro-beats'. There is an awareness of the BCU's enduring reassurance-based hotspots amongst staff, if not a little apathy towards the need to proactively target these areas through high visibility patrols (see 'ILP' below). The BCU has also introduced a mobile police station that visits isolated/vulnerable communities against a schedule whilst also being used for high profile proactive operations or critical incidents. Recent enhancements to the front counter at Edmonton and the deployment of the community volunteer scheme at Winchmore Hill have served to further support reassurance for the community.
40. The BCU employs a communications and public relations officer (CAPRO) who has worked hard to influence public perceptions regarding the fear of crime and community safety. Work has included: the production of a video/CDROM to explain Safer Neighbourhoods; the Enfield Beat Magazine; use of local media; reassurance leaflets and branded products; consultation events with local youths, at public meetings and VOX Box. Planned events for the immediate future include a feature on the community television network, posters to be displayed at railway stations and use of the Enfield Citizen's Panel.

Intelligence-led Policing (ILP)

NIM Structures and Processes

41. A key focus within the BCU Inspection process is the application of ILP with a view to establishing to what degree structures, systems and processes are embedded and applied within the BCU. The BCU has been a pilot site for the NRPP since 2003 and has been subject to regular assessments by the national team, which has been complimentary about the BCU. For the MPS, the NRPP has largely been overtaken by the MPS Safer Neighbourhoods initiative and Enfield has integrated all the learning from NRPP work into its own SNTs, ILP activity and wider policing style.
42. Under the leadership of an able detective inspector and his superintendent, the Inspection team was impressed with the BCU's implementation of the NIM, which rigorously follows the national model but also incorporates some extremely innovative work such as that

relating to the four Ps and PPOs (see below). There is a strong intelligence-culture within the BCU that has permeated beyond the core/proactive police teams and reached police community support officers (PCSOs), Metropolitan Police Special Constabulary (MSC) and partners alike.

43. The BIU is at the hub of driving ILP on the borough and the BCU has rightly invested resources into this key area of business. The unit comprises an establishment of 20 police officers and 8.8 police staff and has recently been restructured to reflect work under Safer Neighbourhoods (with its origins in the NRPP) alongside the more traditional activities within the intelligence loop. In addition to the now standard BIU functions of gatekeeper, data input, briefing and tasking and senior analyst, the BCU has replaced its 'priority crime desks' with four new areas of focus – people, places, problems and perceptions (the four Ps). Analysts, researchers and field intelligence officers are aligned to desks that are responsible for each theme and generate NIM products accordingly. This departure from the traditional BIU model is one of many examples encountered by the Inspection team of creative, radical and innovative thinking. It addresses the potential issue of working in silos between priority themes when offenders/victims know no such boundaries and enables more direct links with the various slow and fast-time tactical options deployed. It also introduces an increased emphasis upon problem-oriented solutions and the public's perception of crime and disorder and will increasingly become a primary driver for the work of the SAFE group (see 'Partnerships' above). This worthy innovation will require an evaluation in due course so as to seize opportunities for further improvement and to evidence its impact.
44. The BIU has established systems in place to monitor 'live' Regulation of Investigatory Powers Act (RIPA) authorities, warrants, proactive assessment and tasking proformae (PATPs), F302s, ANPR data input, prison releases, anti-social behaviour orders (ASBOs)/acceptable behaviour contracts (ABCs) and to task/receive intelligence from the source unit. Forensic dockets are co-ordinated by a constable in the identified suspects unit (ISU) which are then allocated to officers by a detective sergeant. At the time of Inspection there were 14 'live' PATPs and six subject to research, seven RIPA authorisations, 39 outstanding warrants relating to priority crimes, seven ASBOs and 26 ABCs. It also generates all the key intelligence products under the NIM to a high standard that is particularly creditable with the post of higher analyst being vacant. These include a strategic assessment, tactical assessment, problem profiles and subject profiles. They are put to good use with the strategic assessment being considered by an STCG meeting that unusually involves a wide range of senior partners who endorse the consequential operational control strategy. Such an engagement represents the maturity of the partnership and not only sets the BCU's emphasis within its annual policing plan (APP) but also influences the focus of partnership resources. The operational control strategy should set the intelligence, prevention and enforcement (IPE) emphasis within the APP and, whilst this is evident to a degree, there is some scope to improve its use to prioritise the activity of support units (eg, HR and finance) and to improve communication of its content, perhaps through an executive summary.
45. Beneath the STCG tier, the BCU holds a TTCG meeting every fortnight, an interim TTCG review meeting and a DIM. The Inspection team observed a TTCG meeting and its pre-meeting at which information and intelligence were marshalled. The main TTCG meeting

was chaired very well and had been structured around the four Ps concept with good use made of the tactical assessment. The group benefited from a performance backcloth, links with partners, good engagement from members and summarised information on PATPs, PPOs, forensic dockets, taskings and problem-solving initiatives. Further refinements to the TTCG could include increased use of duties and financial information. The interim TTCG review meeting, chaired by the superintendent (OLD), was indicative of the BCU's strong learning culture. Members examined a particular initiative, tactic or given theme to identify lessons learned and opportunities to be gained for the benefit of the wider TTCG process and BCU using the emerging Home Office 5 Is⁵ methodology.

46. To complement the bi-weekly TTCG process and its interim review meeting, the BCU holds a DIM that is intended to promote a dynamic response to current intelligence and emerging trends. Whilst the daily performance meeting is firmly about maintaining a robust management grip on performance, the DIM is about driving BCU proactivity through sharing and exchanging current intelligence. In this regard, there is some scope for further enhancement. Alongside the TTCG, the DIM needs to become a key driver of proactivity and to achieve this aim it should be chaired by a member of the SMT and its membership should include all the BCU's key team leaders with increased use of audio/video conferencing to avoid extensive abstractions. The meeting needs to become much more forward-looking whereby members engage in the rich exchange of current intelligence with emerging taskings reflecting both risk and the APP emphasis set within the BCU's operational control strategy. **The BCU is therefore strongly urged to review the way its DIM is structured and functions with a view to making it more inclusive of key managers, more forward-looking and giving it a status, alongside the TTCG, as a key driver of proactivity.**
47. The BCU's work on PPOs is particularly impressive and a credit to the BCU and specifically the detective sergeant driving the work forward. At a management level, this reflects a genuine team-effort amongst the DCI (proactive), superintendent (partnerships) and superintendent (intelligence and criminal justice). Not only has the BCU embraced the national guidelines on the PPO system, it has taken it to another level altogether. The BIU's 'people' desk was being structured to incorporate a new PPO unit that included a co-ordinator, administrator, a throughcare/aftercare worker, a police PPO liaison officer and support. This will be informed by the wider analytical and research capability within the people desk and its activity focus upon individuals that are either at risk of offending (assessed against a tiered model) or meeting the current Home Office criteria for becoming a PPO. Through the YOT and a new PPO risk management meeting, appropriate interventions are commissioned and co-ordinated within the spectrum of catch and convict, resettle and rehabilitate and prevent and deter headings. For those under 18 and deemed to be 'at risk of offending' but not a designated PPO, action always falls within the 'prevent and deter' strand of interventions. For PPOs, activity falls within the strands of either 'catch and convict' or 'resettle and rehabilitate' incorporating a shortlist comprising those of most concern – the 'Critical Seven'. They are all subject to ongoing intelligence collection and informed that if there is evidence of them offending, they will be arrested in the usual way. The PPO unit

⁵ Intelligence, Intervention, Implementation, Involvement and Impact

also links to the Probation Service pre-release work at prisons and the BCU's STOP project designed to tackle prolific drug misusing offenders.

48. At the time of Inspection, the PPO initiative had 33 designated individuals and was really gathering momentum with many partners excited by its prospects. Those involved had developed a model that integrates PPO activity within the BIU (and the NIM), the CDRP and the work of partners who have a shared interest in the same individuals subject to interventions. Whilst the strategic perspective and intention behind the PPO and those 'at risk of offending' model may be complex, it is imperative that staff and partners alike appreciate exactly what is expected of them. **The BCU is therefore encouraged to publish a flowchart that shows the critical path of decision-making and action within the overall PPO scheme. It is also urged to ensure that police and partners alike are clear as to what action is expected of them for each individual within the scheme.**
49. The BIU's systems for daily tasking, whether from the DIM process or otherwise, are efficient and effective. Taskings are of good quality, in sufficient quantity and are allocated to a diverse range of units and partners. Whilst accepting the need for high visibility within locations of greatest 'reassurance' concern, there is a risk that 'micro-beat' high visibility patrols within enduring hotspots could lead to a degree of apathy amongst some response team staff. A balance needs to be struck between providing reassurance in these areas, giving taskings that help motivate response teams and applying problem-solving solutions to enduring concerns. The answer may therefore be to give more short-term dynamic hotspot taskings to response teams whilst tasking the BSU with high visibility reassurance patrols and SNTs/CTTs with problem solving activity through problem-profiles. These are communicated to staff through briefings delivered either through the Aware system or the new MPS briefing and tasking system application for which the BCU Commander was the project's senior user. The Inspection team observed a parade and briefing that was delivered capably and competently with full use being made of the new system within what were excellent briefing facilities.

BCU Proactivity

50. Under the leadership of the DCI (proactive), the BCU enjoys a significant dedicated proactive capability. This comprises an establishment of 31 officers within a CTT, an autocrime squad and a generic crime squad. In addition, there are a number of other units that can be tasked such as the BSU with 25 officers, SNTs with 12 officers and four PCSOs, the street duties courses (40 officers including instructors and tutors when operative) and, to a much lesser extent, the four response teams. The BCU Commander and his deputy robustly and through the staff deployment group pursue a strategy to maximise proactivity. This is achieved by realising the resource dividend from increasing demand reduction activity (see 'Demand Reduction' below) and minimising the BCU's reactive resources to a safe level without unduly compromising their quality of service.
51. These officers, whether completely proactive or otherwise, engage in a range of intelligence-led tactical interventions according to their role. These range from fast-track tasking, hotspot patrols, targeted disruption, pre-planned operations (PATPs) and/or the execution of warrants to the slower-track options of problem solving, target hardening, campaigns or reassurance

patrols. The BCU rightly places great emphasis upon its PPO and problem-solving activity towards which the crime squad and SNTs/CTTs play a critical role.

52. There is a comprehensive action plan to proactively tackle vehicle crime that complements the range of local and corporate guidance/direction for burglary, robbery and hate crime. Abstractions for external 'aid' are kept to a minimum with the BSU being the first resource used to meet such commitments. The BCU also deploys a robbery car and a 'Q' car, the former of which operates between 1400 - 2200 all week with a remit for street crime and particularly those resulting in 'I' calls. The Q car has a slightly wider remit to respond to robbery, burglary and life-threatening crime calls whilst also being tasked directly from the DIM process.
53. The BCU's learning culture is also strongly evident within its proactive units. This could be seen in the developing work towards tackling PPOs, the STOP project, the SAFE group and in the recent creation of a pocket-sized booklet that contains essential information on minimum standards, priorities, intelligence gathering, powers, enduring hotspots and critical incidents. Whilst too early to evaluate, this booklet has replaceable sections whereby updates can easily be inserted and new sections (such as National Crime Recording Standard (NCRS) guidance) added.
54. All the above resources operate within a healthy culture of ILP and a strong performance management framework. Under the direction of the operational control strategy, TTCG and DIM, all teams work hard to exploit every proactive opportunity and help the BCU achieve its objectives. Despite not being a designated 'priority' borough for the MPS, the BCU has nevertheless been reasonably successful in securing support from various pan-London resources such as air support, Transport for London, Trident and the serious crime directorate. The BIU plays a key part in this work through the co-ordination of proactivity arising from intelligence and analysis. It provides effective systems for the quality control of intelligence, conducting research, monitoring all types of tactical intervention and in the communication of essential tactical information/tasking to staff. As evidenced by the BCUs recent performance, this is having considerable success across all priorities and with a gathering momentum.

Crime Management

55. The reactive investigation of crime is led by the DCI (reactive) who is supported by three established detective inspector positions and a Band D member of police staff. These individuals have responsibility for critical incidents, major crime investigations, the crime management unit (CMU) and the telephone investigation unit (TIU), Sapphire (rape and serious sexual assault allegations), the CSU and Jigsaw (public protection unit). The total number of staff established within these units is 91 police officers and eight police staff.
56. Crimes reported by the public are received in one of several ways – directly to an officer at the scene, by telephone to the TIU (sometimes through the control room) or to an officer despatched by the control room to attend on a graded response basis. Crimes are resulted on the computer-aided despatch (CAD) system when not notified at the scene and entered directly onto the crime recording information system (CRIS) by officers or TIU staff against

minimum standards for primary investigation which are bespoke for core crimes and generic for all others. These are quality assured by CMU staff prior to classification, screening against MPS policy and allocation for a secondary investigation to officers on teams/units when the criteria are met. The investigation then follows the generic MPS minimum standards for secondary investigation and is returned, through a supervisor, to the CMU for quality control, approval for sanction detection when suitable and final closure.

57. The above system works well save for ongoing concerns regarding NCRS compliance (see below). Compliance with minimum standards for the primary investigation of domestic violence and robbery crimes had been intensely monitored initially, moving to dip sampling once an acceptable standard had been reached. This approach now needs to be applied to residential burglary, vehicle crime offences and for the conduct of secondary investigations for all priority crimes. False reports are ethically challenged against locally published guidelines and the BCU follows MPS policy, whereby only designated individuals within the CMU are authorised to classify and clear-up crimes against the Home Office rules. The CMU follows the MPS 'minimum model' for functions/activity and has a 'detections officer' to ethically maximise detection opportunities. This role, together with the regular conduct of ASGARD checks, has no doubt contributed towards the BCU's improving detection rate.
58. Whilst there is an accepted practice for the allocation of crimes to units according to remit there is no published BCU policy/instruction on the same. The existence of a crime allocation policy not only provides clarity to staff as to responsibility but should also ensure that skills and expertise are used to best effect. Any such policy must therefore take account of skills, training (such as 'achieving best evidence' training) and should incorporate a degree of flexibility/discretion to enable managers to make efficient and effective decisions during times of exceptional demand. **The BCU is encouraged to create a local policy for the allocation of screened-in crimes for secondary investigation. This policy should be cognisant of the skills required and the need for management flexibility at times of exceptional demand.**
59. The BCU also operates a 'sole response' pilot system for burglary scene attendance and forensication by its forensic practitioners. In place since the end of 2001, this scheme works to an agreed protocol incorporating a risk assessment, the creation of a 'skeleton' record by the TIU and the attendance of a forensic practitioner for both investigative and forensic purposes. It works well, representing a more efficient approach that has also contributed towards the excellent scene attendance rate for burglary currently enjoyed by the BCU (first in the MPS).
60. Perhaps the greatest issue of concern for the BCU under crime management is that of its failure to achieve an acceptable standard for compliance with the NCRS in an audit conducted of the MPS by the Audit Commission in October 2004. This resulted in an overall audit grading for the BCU of 'red' (53% compliant) for the proportion of crimes closed correctly on the CAD system. The audit tested compliance across a range of crime categories and whilst the BCU achieved 75% compliance for burglary, criminal damage and vehicle crime, it only achieved 29% for domestic violence and a very concerning 0% for racist incidents. These findings were corroborated by the BCU's own audits of CAD messages conducted shortly after that by the Audit Commission.

61. To its credit, the BCU has acted swiftly following both audits and has already implemented a number of recommendations arising from the BCU audit. Detailed guidance has been published, training delivered for staff and a dedicated inspector has been allocated to the control room with responsibility for improving NCRS compliance so as to help the BCU attain a 'green' assessment. Remedial action must also involve increased use of the TIU in both the reconciliation of CAD/CRIS calls/crimes and in the initial investigation of potential crimes, however tenuous, not requiring the immediate attendance of a police officer (see also 'Demand Management' below). The BCU has also quickly embraced and applied the MPS recent 'First Aid Kit' (action plan) to improve activity regarding Investigation One (crime related incidents) and Investigation Five (CADs resulted as no crimes). This is evidenced by the recent findings from an MPS audit of NCRS compliance which showed the BCU as improving from 60% to 83% for Investigation One and from 55% to 79% for Investigation Five. In addition, it continues to routinely conduct the crime integrity checks prescribed by the MPS crime integrity team and, subject to the results, to take action when required.
62. Whilst the BCU was close to compliance for burglary and vehicle crime (75% against a standard of 90% for 'green') in the Audit Commission assessment, until it is able to achieve a 'green' assessment for its overall compliance with the NCRS, the veracity of all its crime reduction achievements remains in question. This has the potential to undermine the excellent work achieved by the BCU described throughout this report. It is therefore critical that the BCU becomes fully compliant with the NCRS and achieves a 'green' assessment as quickly as possible.

RECOMMENDATION 1

It is recommended that the BCU implements its NCRS compliance action plan in support of MPS work to achieve a 'green' assessment from the Audit Commission.

63. The CSU, Sapphire and Jigsaw units also undertake a range of important, often medium/high-risk activity in tackling domestic violence and hate crime, registered sex offenders, potentially dangerous persons, rape and serious sexual offences on the BCU. For domestic violence, there has been a 50.1% rise in the volume of sanction detections for the year to date compared with the same period last year⁶, leading to a creditable 46.4% sanction detection rate against a bespoke target of 35%. Whilst this detection rate is greatly undermined by the NCRS audit findings, the increase in the volume of overall domestic violence detections was not and is an indicator of the emphasis placed upon these offences by the BCU. The BCU has three third-party reporting sites for hate crime and has introduced a new domestic violence investigation/arrest form (Book 124D) which has no doubt helped to promote the positive arrest policy and increase the quality of evidence. There is a similar picture for racist crime, albeit not so pronounced. For these offences, the BCU increased its volume of detections by 14.5% and achieved a 42.3% sanction detection rate for the year to date, albeit again this is significantly affected by the NCRS audit findings. The CSU rigorously follows the MPS minimum standards for the management and investigation of hate crime. The unit

⁶ Source: MPS Performance Book, week ending 29 December 2004

works closely with its partners, pursues victimless prosecutions and targets activity towards repeat offenders and victims. The Jigsaw (public protection) and Sapphire units also engage partners throughout, involving a collaborative agreement between the BCU and its neighbours for the deployment of officers trained in sexual offences investigation techniques. The multi-agency protection panel carefully considers risk assessments for cases and agreed interventions are pursued by all concerned.

64. The BCU also has an established financial investigation unit that has an establishment of two detective constables who have recovered some £140k in assets through the use of new legislative powers. Furthermore, the Inspection team was pleased to learn that the BCU anticipated receiving 30% of all assets recovered (post-trial) for recycling, thereby having the potential to make the unit self-financing.
65. The CJU is led by a chief inspector who pursues the implementation of the MPS Operation Emerald within a generic service level agreement whilst also introducing localised initiatives. These include the provision of a premium service for PPO cases and priority crimes that extend to victim/witness support as well as for case file management. The BCU actively attends the LCJB and has the CPS charge advocacy scheme in place that has served to improve liaison with this key partner, albeit there is some concern regarding delays in response from the new CPS Direct scheme.
66. In terms of outcomes, the unit has wrestled with the challenge of reducing cracked and ineffective trials with the number of cracked trials peaking at 35% in November and ineffective trials peaking at 50% in August and November before dropping back to 10% and 30% respectively. The high proportion of failures attributed to disclosure issues (52 cases) and the failure of police witnesses to attend court (35 cases) was a concern as these reasons were within the CJU's span of influence. These issues clearly need to be addressed if the BCU is to reduce its proportion of cracked/ineffective trials. Indeed, the latter may not be wholly unrelated to issues arising from the 12-hour shift pattern for core team officers (see 'Demand Management' below). **The BCU is encouraged, with its LCJB partners, to examine its systems and processes within the CJU for the disclosure of evidence and the warning/attendance at court of police witnesses with a view to significantly reducing the proportion of cracked/ineffective trials.**
67. On a positive note, the CJU closely monitors the quality of case files using the TQ1 system and has achieved a marked improvement over the past 12 months. Information on file quality needs to be conveyed to both the officers concerned and their line managers so as to enable recognition or remedial action when necessary. The BCU has two custody suites based at Edmonton and Enfield (the latter being an overflow suite). A proforma (F57X) is used for all prisoners that helpfully prompts officers to ensure that DNA is taken, Livescan used and the custody/CRIS system reconciled for sanction detection purposes. Livescan has been used extensively over the course of the year to date, albeit there are an increasing number of forms on the unit that have not been collected by officers. There are only two dedicated custody officers within an establishment of six posts and the lack of continuity in this important area of business may have led to a decline in this area of custody 'housekeeping'.

Forensic Audit

68. The aims of the audit are to check the qualitative and quantitative elements of forensic investigation. The qualitative audit tests for the presence of strategies for and/or linkages between the use of forensic investigation and force strategies. The quantitative element of the audit consists of interrogating a sufficiently large sample to enable the Inspection team to make an informed decision on the quality of service provided.
69. The methodology used during this audit included the examination of the systems used at Enfield BCU for the management and recording of the three main areas of forensic activity:
- Retrieval and submission;
 - 'Hits' and subsequent investigation; and
 - Criminal justice (CJ) submissions.
70. The auditors also examined the procedures to action identifications within the intelligence and crime analysis systems. The audit involved interviews with managers and staff, along with the sampling of DNA, fingerprint and custody records.
71. The total MPS forensic budget for 2004/05 is £70.6m. The Force recruited 120 volume crime scene examiners in 2002/03 under the DNA expansion programme. In addition, the Home Office provided £5.2m for the DNA expansion programme in 2003/04. The MPS uses the services of the Forensic Science Services (FSS). The FSS costs submissions at an hourly rate with no specific price for individual submissions, although there is a price guide. A standard submission costs from £140, but there is also a system of fast tracking where the costs start at £500 and the submission is turned round in three days. The FSS sends out regular updates and guidance notes. Work is underway to produce a price list per submission, but pricing of forensic examination is not straightforward. The cost of a simple request to examine a garment for blood would be determined by the number of stains and any different bloodstains found. Currently, SCD4 scopes the average 'cost' of an investigation at between £1200 - £1500.
72. During 2003/04 the MPS devolved forensic budgets on a number of BCUs down to borough level; at Enfield BCU it is now the responsibility of the borough forensic manager (BFM). The BFM has been in post for three years and has 33 years forensic experience within the MPS; she works to a comprehensive BCU forensic strategy, published in November 2004.

Retrieval and Submission

73. The retrieval and submission of crime scene and other forensic evidence within the BCU is managed by the BFM. She is fully aware of her budgetary responsibilities and keeps a running spreadsheet detailing her monthly forensic expenditure against the target budget of £597,000. This budget is currently running with a large underspend. In transferring budgetary responsibility, the MPS has not provided any training to BFMs to carry out this new role.

74. Each BFM is responsible for deciding what is submitted to the FSS. Decisions are reached in consultation with the investigating officer, and considerations include cost effectiveness. To ensure control of the submissions, the BFM and the senior forensic practitioner have been issued with a ‘forensic validation stamp’. In addition, the two forensic practitioners are able to authorise submissions. When questioned on how financial resources were focused on priority crime, the BFM indicated that as the budget was sufficient for their needs the decisions were made primarily on an evidential basis and the likelihood of conviction.
75. The BFM informed auditors that she had an establishment figure of 13 (all posts are filled) as shown below:
- One BFM.
 - One senior forensic practitioner.
 - Two forensic practitioners.
 - Nine assistant forensic practitioners.
76. All forensic staff are based at Enfield police station. The unit works a shift system, which enables it to provide cover 24 hours a day, 7 days a week. On nightshifts the BCU operates a ‘cluster’ system covering a number of BCUs in the North East of London.
77. The BFM is a member of the SMT and, although line managed by the MPS scientific support manager, is held to account by the superintendent operations. The BFM’s objectives are therefore set corporately and are not specifically linked to the objectives of the borough. The BFM also attends the fortnightly pre-tasking and co-ordination meetings. She contributes intelligence and advice on forensic issues both in general and with regard to specific crimes. She also attends SMT monthly and daily performance meetings. She is well embedded in the management structures of the BCU.
78. The MPS target for BCU domestic burglary forensic interventions is 85%. In the last financial year (2003/04), Enfield achieved a rate of 90% (ranked first in the MPS). In the current financial year the performance stands at 89% against a Force average of 84% (ranked 11th). The target for BCU autocrime interventions is 10%. In the last financial year, Enfield achieved a rate of 8.1% (ranked third in the MPS). In the current financial year the performance stands at 15.9% against a Force average of 11.9% (ranked ninth). The target for BCU street crime interventions is 7.5%. In the last financial year, Enfield achieved a rate of 8% (ranked fourth in the MPS). In the current financial year the performance stands at 5.1% (ranked 30th). The BFM was able to provide detailed performance information for individuals within her unit that was kept on a spreadsheet. She showed a clear commitment to supporting and developing her forensic staff.
79. As part of their development programme all probationary officers must complete an attachment with the forensic team. The BFM has also completed a number of talks to officers on improving the quality of forensic opportunities.
80. The BCU has one custody site based at Edmonton and an ‘overflow’ facility at Enfield police station. The auditors visited the suite at Edmonton and made the following observations:

- About 7000 custody entries a year.
- Six permanent custody officers who cover 6am - 10pm Monday - Friday, albeit there were only two in post at the time of Inspection.
- No permanent gaolers, but a bid for 10 has been made under an MPS civilianisation initiative.
- DNA1 samples are stored in a freezer in the custody officer's area.
- There were 19 DNA1 samples in the freezer, one of which dated back to January 2004. Some 17 of these samples were delayed due to A/S (arrest/summons) numbers not being obtained before the person was bailed to return.
- There were visible instructions for the completion and storage of DNA1 samples.
- On examining the forensic exhibit fridge/freezer located in the surgeon's room both compartments were full.
- In the fridge there were sets of samples dating back to June 2004.
- A permanent custody officer is responsible for quality assuring the processes around DNA retrieval and submission.
- There is no spreadsheet to monitor and support the management of DNA1 samples
- A detective inspector is responsible for DNA2 and other exhibits and removes samples to a fridge and freezer in his office. The auditors were impressed by the way these exhibits were stored and managed.
- There are effective systems in place for the capture and management of footprint samples from suspects and scenes.

DNA and Fingerprint Hits

81. Identified DNA and fingerprint hits are sent through to BCUs from SCD4. MPS guidance recommends that the CMU detective inspector manages the dockets through the CRIS. The policy aims to have the hit allocated and the suspect dealt with or circulated as wanted within seven days. SCD4 staff compile their Home Office returns from CRIS.
82. The deputy crime manager (detective inspector) has overall responsibility for the investigation of forensic identifications. Hits are entered by SCD4 department onto a dedicated Enfield forum on the Force intranet. These records are checked daily by a PC in the ISU who updates the CRIS entry and enters the details onto a spreadsheet. Records of outstanding hits are then allocated by the detective sergeant.
83. Since the beginning of 2004, Enfield has allocated significant resources in this area and to support the MPS drive to reduce outstanding dockets (Operation Halifax) has set up its own Halifax team consisting of an establishment of one detective sergeant, one detective constable and four uniformed constables. The detective inspector expects all hits to be meaningfully actioned within 24 hours and he checks progress using a spreadsheet prepared for him by the ISU based on the details of investigation contained on the CRIS system. The detective inspector is a clear champion for this process and there appears to be a high level of performance in this area. At the beginning of 2004 Enfield had 140 outstanding hits and at the time of the audit this figure was down to 34.

84. The MPS corporately has recently set each borough targets to reduce outstanding forensic dockets through Operation Halifax 2. It is clear that Operation Halifax is driving up performance in this area in Enfield borough.

CJ Submissions

85. MPS performance in terms of post-charge DNA error rates gives some cause for concern. Using the same methodology as policy review and standards (PRS) and grouping the year to November 2004 data shows an MPS administrative error rate of 17.3% against an Enfield rate of 6.5%. This was attributed to use of the F57X within the custody suite, ownership of the issue within the suite and the input the BFM's staff have given to probationer constables. The MPS DNA sample rejection rate is 3.4% against an Enfield rate of 4.1%. These figures are published on the Forensic Command (SCD4) Intranet site and BFMs are expected to access the information themselves. SCD4 accepts that this process is not working effectively across the MPS.
86. Quality control is shared between BCUs and SCD4, which act as a final quality control check for DNA samples. Research conducted for a recent PRS inspection found that BCUs that have quality control checks in place and a named individual responsible for the checks achieve lower than average error rates.
87. The internal thematic also highlighted the number of DNA samples unnecessarily taken from persons whose DNA is already confirmed on the PNC. During their visit, in addition to speaking with the custody manager, the auditors examined a total of 50 finalised custody records. The custody officers were unaware of the failure rate or otherwise of DNA submissions and had not had sight of any performance figures provided by SCD4.
88. During examination of the custody records, it was apparent that the issue of obtaining a DNA sample was a permanent feature and that in every custody record examined, samples were either being obtained or had been obtained previously and confirmed on PNC. The auditors are confident that few DNA1 opportunities are being missed by the BCU.

Intelligence

89. When the hit arrives on the BCU and is entered on the spreadsheet system, the record is also passed to the BIU for research to be conducted so that the detective sergeant is better able to decide on allocating the action. Cases are also discussed at the TTCG supported by this research. There is no evidence that forensic staff are trained in or submit intelligence reports.

Managing Demand

90. The successful management of demand and the way resources are organised to meet it is a critical element of successful BCUs. It is only through maximising BCU capacity that the full potential for capability can be realised. It was therefore impressive for the Inspection team to learn that the BCU is progressing a range of demand management activity with a strategy that is led by the superintendent (OLD). The strategy has the aim of optimising performance whilst managing the public demand of Enfield BCU. It details objectives,

activities, milestones, responsible leads and performance measures that are embedded within the organisational control strategy delivery plan (see ‘Leadership’ below).

91. Initiatives and activities to be progressed include the following:

- Increase the usage of the BCU website and e-reporting.
- Improve the quality of front-line leadership.
- Define response team roles/responsibilities and optimise resource/demand fit.
- Improve the quality of service by increasing the ratio of experienced staff to probationers on response teams.
- Deliver a reduction in the average time taken to respond to incidents.
- Improve the availability of resources through the introduction of a safe crewing policy.
- Optimise staff deployment through the systematic retention of skills and the fast-tracking of training for probationers on teams.
- Increase MSC membership and improve its availability at times of greatest demand.
- Market the standards of service the public can expect of the BCU.
- Develop a communications calendar that matches crime peaks with operations and communication campaigns.
- Improve customer satisfaction by better matching front counter resources to demand.
- Improve accessibility through partnership solutions, mobile police stations and the use of one-stop shops.

92. The strategy represents an excellent start to demand management that has been rarely seen on other BCU Inspections conducted by the team. Its integration within the organisational control strategy delivery plan is a sensible step that will provide the necessary EMT drive to make it happen. The EMT will also need to know whether the overall strategy is having an impact and it is therefore important that a single outcome-based measure is identified to monitor increased capacity realised from the strategy (eg, the proportion of operationally effective staff). It is equally important that initiatives are co-ordinated and overseen in a more tactical and inclusive sense and the BCU may therefore wish to consider the use of a demand management working group to help achieve this aim.

93. In addition and prior to the construction of its demand management strategy, the BCU had already progressed a number of worthy initiatives that have helped to improve efficiency and manage demand more effectively. These include the restructuring of its front counter at Edmonton police station; a vibrant community volunteer scheme to staff the public counter at Winchmore Hill (who also enter stops onto the BCU database); the creation of a case progression unit (CPU) in the CJU; a BCU patrol strategy; the creation of a skills database; the introduction of public information touch-screen kiosks; a BCU postings panel to control staff postings/transfers; an abstractions policy to regulate abstractions for aid, training, etc; the BSU which shouldered much of the abstractions for aid; extensive use of a mobile police station and the fundamental work being progressed by the SNT/CTT under the direction of the SAFE forum (see ‘Partnerships’ above).

94. There is a significant opportunity to increase the proportion of crimes taken by telephone through the TIU and thereby improve the efficiency and, arguably, the quality for the way in

which the initial investigation is conducted. At the time of Inspection, the BCU took only 33.2% of crimes by telephone, which, compared with many other BCUs in the MPS that achieved around 50%, was relatively low. It also offers the prospect of becoming an option to deploy suitable officers who are on recuperative or restricted duties. This demand reduction opportunity needs to be included within the BCU's new demand management strategy for implementation in advance of the BCU creating its new integrated borough operations unit under the MPS C3i project some 12 - 18 months hence. **The BCU is urged to increase the proportion of crimes taken by its TIU and to adjust the staff establishment of both the core teams and the TIU accordingly.**

95. Arguably, one of the most fundamental aspects of demand management is the shift pattern worked by an establishment of some 224 police officers. The BCU has worked a four team, 12-hour shift pattern since November 2003 that was reviewed by the OLD unit in June 2004. The roster is very popular amongst those who work it, with 85% of respondents in a recent survey (with a 64% response rate) being in favour of its retention. The Inspection team also examined the average workload per capita of minimum strength for both the day and night shifts. This revealed that officers on days averaged 6.7 calls per tour whilst those on nights averaged 5.6 calls. Taking account of prisoners, the soon to be revised safe crewing policy (see below) and calls ranging from the straightforward to the protracted, this indicated that core team officers were busy but not necessarily overstretched. Indeed, the forthcoming shift pattern review discussed below should rebalance this workload across both shifts and may even create an opportunity for increased proactivity.
96. The review made a number of recommendations under the following themes:
- The warning and attendance of officers at court.
 - The introduction of a court card system enabling officers to take time off in lieu.
 - The calculation of annual leave in hours.
 - The introduction of a voluntary duty book.
 - The use of a system of deputies for core inspectors.
 - The introduction of a dedicated training day.
 - An increase in the number of 'floating' rest days to add flexibility.
97. Not all the above recommendations have been implemented, as some have proved more challenging than first thought. For example, the introduction of a court card has apparently been resisted by the MPS as it breaches Police Regulations and the BCU is unable to gain the support of staff associations to calculate annual leave in hours. The Inspection team did not consider the issue of annual leave being calculated in hours to be insurmountable, as it has been done without difficulty in other forces.
98. In recognition of the existence of outstanding issues, the BCU has rightly scheduled a further review within its organisational control strategy. This is not only an opportunity to resolve outstanding recommendations (where achievable) from the first review but also to examine new and/or related issues identified during the course of this Inspection. These include the introduction of variable minimum strengths across the 24/7 cycle and improved arrangements for the warning of police officers for court within a duties protocol (see 'Crime Management'

above). The BCU's demand profile for CAD related calls peaks between 1900 - 2000 each day and has its greatest trough between 0500 - 0600. The BCU currently operates a static minimum strength across the 24/7 cycle and yet there is a period of some five hours when demand is less than half the peak. Together with the BCU's ongoing work to develop a minimum skill requirement for teams and a revised safe crewing policy (see below), a closer alignment with the demand profile would, at its worst, alleviate times of intense demand for core team officers and, at best, release resources for proactivity.

99. The question of single/double crewing and patrol has caused a number of staff to express concern regarding the lack of consultation in the construction of BCU policy on the theme included within the BCU's patrol strategy published in December 2004 (see also 'Leadership' below). This has caused some disaffection and few are following the policy as published. The policy was being reviewed and the Inspection team would urge the BCU to construct a revised policy in close consultation with staff and staff associations that equitably reflects the need to maximise visibility, officer safety against the genuine risk of injury and the training needs of probationers, etc. It should also include a caveat that allows for change based upon a dynamic risk assessment by the team leader at the time of exceptional demand or circumstances. Guidance in this regard can be obtained from the HMIC thematic report 'Open All Hours'. **The BCU is strongly urged to incorporate the potential introduction of variable minimum strengths and a revised safe crewing policy within its forthcoming review of the 12-hour shift pattern.**
100. The BCU also has a small (15 officers) but highly committed team of MSC officers who are aligned to core teams and supported well by their liaison officer. These officers, whilst not universally accepted by their regular colleagues, are correctly trained, equipped and suitably tasked by the BIU. The BCU has struck the right balance between making demands of these volunteers and allowing them exposure to the different aspects of BCU policing. As identified within the BCU's demand management strategy, there is indeed scope to increase the establishment of MSC officers.

Leadership

Does the BCU management team demonstrate effective leadership?

101. Enfield BCU is led by a chief superintendent who was appointed BCU Commander in 2003. He has a background in both uniformed and detective disciplines, serving in various operational and HQ postings across the capital. He is ably supported by three established superintendents (operations/personnel/deputy, intelligence/criminal justice and partnership) and a fourth superintendent who has recently been seconded to the BCU for a period of 12 months (OLD). Together with the borough's business manager, this group is called the EMT, and leads six chief inspectors (two detectives), the BFM, finance and resources manager (FRM), a higher analyst and an HR manager referred to as the wider SMT.
102. The BCU Commander is a strong and capable leader with a formidable strategic thinking capability. He strikes the right balance between providing unambiguous direction and performance grip whilst also engendering a learning culture within which new and creative ideas are encouraged. His staff, partners and SMT colleagues alike respect him and are in little doubt about what is expected of them. The BCU Commander's leadership style is progressive, energetic and transformational and this has become infectious amongst those around him. Partners particularly value his openness, integrity and accessibility and express respect for him, with one stating that he was 'no pushover...'. He leads his SMT with clarity of purpose, responsibility and accountability and expects professionalism from all his staff, as evidenced by a reduction in officers 'of concern' from 25 to five over the past two years. The SMT, in turn, works well as a team with support for each other and an awareness of the need to work towards the BCU Commander's vision and achieve Enfield BCU's objectives and targets. Staff generally consider the SMT to be visible and accessible albeit this is diluted from a core team and SNT perspective.
103. The BCU Commander's vision for the borough is to make it the safest in London and the policing style integrates problem solving within a tasking and co-ordination process that systematically channels the resources of the whole CDRP to tackle priority issues. To provide added emphasis towards the public reassurance agenda, he has declared 2004/05 to be the 'Year of the Customer' and this is reflected in the BCU's strategic direction emphasised in a recent 'state of the nation' letter to all staff.
104. In addition to the APP completed using the TPHQ template, he has introduced an organisational control strategy (OrgCS) to complement its operational equivalent under the NIM. This product is created every three months and details the key strategic initiatives being progressed in support of the BCU's APP and declared vision. Members of the SMT are designated leads for various themes and are held to account for each by the BCU Commander every fortnight at his weekly EMT/SMT meetings. This is an excellent innovation that ensures both momentum and flexibility to accommodate new and emerging work. The OLD unit plays an important role in crafting the OrgCS and was a logical choice to become the guardian of this product. It also creates the opportunity to use the existing quarterly STCG forum (with strategic partners) as the means to shape and validate each version. Without detracting from the quality of latest product, there remains an opportunity

to enhance this concept further through the creation of a business analyst position within the OLD unit, the holder of which could engage in internal and external scanning, conduct organisational risk management, help construct strategies/plans and co-ordinate self-assessments for the BCU. This could lead to the introduction of a parallel 'organisational strategic assessment' product to inform the STCG alongside its operational equivalent under the NIM and enable informed debate around the construction of each OrgCS product, ensuring a strategic 'fit' with change taking place within partner organisations. The postholder could also inform the conduct of selective internal inspections/audits, the outcome of which would be recommendations/options for change to the EMT/SMT.

RECOMMENDATION 2

To complement existing work, it is recommended that the BCU introduces a business analysis capability to formulate strategies, conduct organisational analysis, scanning and evaluation.

105. The Inspection team also examined the BCU's capability to deal with critical incidents, particularly in light of the recent multiple stabbing that occurred just before Christmas 2004. At the tactical level there is very good staff awareness of the action to take at such incidents with detailed guidance provided to all. Inspectors are trained in the command of critical incidents, as are their SMT colleagues, and all demonstrate good knowledge of the action required and command structure. At the strategic level, both the BCU Commander and his deputy are sensitive to the needs of internal/external stakeholders, partners and communities alike. Senior partners feel suitably informed and organisational risk is kept to a minimum.
106. Staff recognition within the BCU does occur but in a way that is both inconsistent and incomplete from a staff perspective. For example, members of the CID cited that against a backdrop of some excellent improvements in sanction detections there was no detective recognised in the last commendation ceremony. This had affected morale amongst the CID and requires addressing. Formal recognition does take place within a tiered framework that includes commendation ceremonies, bonus payments and letters of thanks. There is, however, a need for more timely and personal recognition of staff when good work occurs. **The BCU is encouraged to ensure that its systems for staff recognition are equitable and include the delivery of sincere, timely and personal feedback.**
107. Perhaps the most significant area of concern under this heading for the BCU relates to the issue of staff inclusion in the overall process of change. Whilst there is a communications strategy in place together with newsletters (The Bluenote), the intranet ('Have Your Say' forum) and numerous published instructions, many staff still do not always understand the rationale or feel consulted/involved in some of the more significant changes that directly affect them. An example of this relates to the recent patrol strategy and the single/double crewing element contained therein. This is being widely disregarded by staff, as there is little understanding of the rationale behind the policy or any sense of ownership/influence as to its content. Other examples include a patchy understanding amongst front-line staff of the new PPO system, the four Ps, SNTs and the 'Year of the Customer'.

108. There is also an opportunity to engage more closely with staff associations, the elected representatives of which do not have a regular structured meeting with the BCU Commander and who are somewhat distant from the change management processes. This concern may be a consequence of such a fast pace of change driven by a desire to improve but which has unfortunately left many staff lagging behind. It must, however, be corrected so that staff appreciate the reasons for change, have a chance to shape it and gain genuine ownership and influence over its content. A solution may rest within the BCU Commander's intention to create a new borough improvement group that could comprise a cross-section of staff who could validate and shape draft policies, strategies and initiatives prior to consideration by the EMT/SMT groups.

RECOMMENDATION 3

It is recommended that the BCU introduces systems that ensure meaningful staff inclusion in the formulation of key policies, strategies and initiatives.

Self-review and Learning

109. To the credit of the command team, Enfield BCU has a very strong learning culture that starts at the top and permeates across large parts of the BCU. The BCU Commander has created and resourced the OLD unit within which the training, probationer development and inspection and review functions reside. Staff within this unit have a philosophy of continuous improvement, closely examine issues/themes in detail and make recommendations to the EMT/SMT or TTCG for change. As discussed above, there is scope to further strengthen this good work through the introduction of a capacity to undertake business analysis.
110. With support from those concerned, the BCU Commander commissioned a 360-degree assessment of leadership across the SMT using an external consultancy firm. The findings from this survey have been used by each individual and their immediate line manager to shape their own personal development with encouragement for external accreditation/qualification. The BCU has also invested heavily in leadership training for middle managers with a local programme that is informed by incident reviews and was well-received by many attending.
111. The conduct of PDRs is another critical aspect of personal development and is co-ordinated by the HR manager who works to the deputy BCU Commander (see PDR Audit below). The rationale behind this structure is understandable with a desire to more closely align the work of HR with the majority of staff concerned (ie, on operational teams). However, the training manager works to the superintendent (OLD) and the different lines of commands bring the risk of missed opportunities to link personal development plans within PDRs with the management of training and the wider OLD work. This could be extended to include the potential identification of common themes arising from PDRs and the further development of individuals offering particular experience and skill sets. Whilst these risks can often be mitigated through good liaison and communication, the Inspection team remain concerned that there is greater risk with the status quo than by aligning them under a single command

and ideally within the OLD unit. **The BCU is urged to review its positioning of the HR manager within the command structure with a view to enhancing links between the postholder and the work of the OLD unit.**

HR Issues

112. Enfield BCU has an establishment of 552 police officers, 112 police staff, 29 PCSOs and 30 civilian communications officers; this is a sizeable workforce. As stated above, the HR manager works to the deputy BCU Commander with a small team of 4.5 established police staff. She is professionally qualified and a graduate of the CIPD⁷. The HR unit is responsible for providing an HR framework within which managers lead and support their staff. It is specifically responsible for workforce planning; health and safety; sickness and PDR management/co-ordination; local recruitment of police staff; assisting with selection processes; and implementing many aspects of the BCU's diversity strategy (see 'Diversity' below). In addition, members of the unit provide expert advice to managers on questions over employment law and associated issues. Considering its small size relative to the workforce, the unit was working well with few issues reported.
113. The BCU operates a postings period policy within a service level agreement that governs the tenure for officers in designated posts. This generally works well, promoting good performance whilst also ensuring opportunity for others to develop. However, concern was expressed by staff that the periods of tenure for some specialist posts were too short and failed to strike the right balance between training investment/return and the opportunity for others to develop/apply. The BCU has also recently agreed upon a radical change to its postings policy for new recruits that demonstrates lateral thinking and a willingness to try out new approaches. Instead of being posted to a core team after their initial street duties course, there is now a presumption that probationers will be first posted to SNTs or other proactive units. After a minimum period of time, they are then able to *apply* to be posted to a core team when vacancies arise. This change has the potential to instantly resolve a number of lingering issues experienced by many other BCUs. Firstly, it should help resolve the collateral impact a very attractive 12-hour shift pattern has upon recruitment to posts beyond the core teams (eg, SNTs, proactive units, etc) and consequently raise their status. Secondly, it should provide probationers with exposure to the more developmental/creative aspects of BCU policing and serve to transfer associated skills with individuals as they are selected for other postings, whether on core teams or otherwise. Lastly, the change is more closely aligned to the BCU's declared policing style, reassurance policing and the MPS commitment to Safer Neighbourhoods.
114. Workforce planning activity is generally managed very well with excellent use made of the posting panel as a mechanism to consider staff movements in an informed, transparent and equitable way. This includes the construction of a compulsory transfer policy that is ready for use if required by TPHQ. For police officers (including the MSC), the BCU has limited influence over the ebb and flow of staff as such matters are invariably managed corporately (see also 'Financial Management' below). However, police staff are selected and recruited locally and in this regard, there were concerns expressed that CJU vacancies had not been

⁷ Chartered Institute of Personnel and Development

backfilled as quickly as they might. Selections are governed by a very helpful local ‘selection process protocol’ that contains commitments from the HR unit to advertise, advise and provide consistent methodology.

115. The BCU has also introduced a new scheme for promotion to sergeant entitled ‘Towbar’. This scheme is designed to increase the number of competent sergeants in the MPS and is available to constables who have successfully passed Part I of OSPRE (national promotion process). Those meeting the criteria are assessed over a 12-month period after which a decision is taken by ACHR as to whether they should be substantively promoted, their temporary status extended or whether the officer should revert to being a constable. The system works well and seems to have alleviated the recent ‘log-jam’ in recruitment of qualified sergeants.
116. The HR unit undertook a co-ordinating role in helping to ensure that the BCU complied with the requirements of the Working Time Directive (WTD). Information regarding breaches was apparently supplied to the BCU by the Force’s HR directorate and these were passed to line managers for action. Furthermore, the BBM and his staff frequently identified the typical indicators of excessive hours worked by certain individuals through their extended subsistence/refreshment claims and from the regular BCU ‘high earners’ report on police overtime. This information needs to be linked to that received from the Force and used to test WTD compliance and to validate the data generated by CARMS, the resource management system, and received from the Force’s HR directorate. Compliance with this legislation is essential and **the BCU may wish to test the accuracy of its recording systems as the Inspection team did encounter anecdotal evidence of excessive hours, particularly within the CID.**

Diversity Issues

117. The BCU Commander is the BCU’s champion for promoting diversity and he is ably supported by his SMT in the delivery of the BCU’s diversity strategy. This comprehensive document follows an MPS template and has been tailored for Enfield BCU with detailed activity being progressed under the following headings:
 - Investigation;
 - Prevention;
 - Training;
 - Fair Practice (Internal) and Retention and Progression;
 - Recruitment;
 - Stop and search; and
 - Disability Discrimination Act.
118. At the time of Inspection, the BCU workforce comprised a gender split for police officers of 23.7% female and 76.3% male and for police staff the proportions were 79.2% female and 20.8% male. For ethnic origin, some 8.6% of police officers had declared themselves within the various non-white categories and this percentage rose to 20.8% for police staff. There was recognition that further work was required in this area and particularly from ethnic

minority groups that were significantly large in local community (eg, Greek and Turkish Cypriots, etc) and in the recruitment to vacant police staff positions. There were also many examples of flexible and part-time working amongst the workforce together with an awareness of the requirements of the Disability Discrimination Act. The BCU had only five fairness at work submissions of which three had been resolved and two were ongoing.

119. The BCU has positively embraced the Gender Agenda and has established a female focus group that has its own action plan with leads and measures to monitor success. It has also promoted diversity within its selection processes through the creation of a selection protocol (see 'HR Issues' above) and the involvement of the HR manager in quality assuring selection criteria and role profiles. From interviews and visits conducted, the Inspection team found no evidence of sexist, racist, homophobic or other discriminative comments or behaviour amongst staff. The BCU was also represented at the joint Enfield racial incidents action group.

PDR and Sickness Audit

120. As of 1 April 2004 the management of PDRs within the BCU adheres to the procedure below. In April the personnel department generates a report to all inspectors and above requiring staff to compile a number of work-based objectives for their PDR. These have to be completed and returned to the department by the end of June. At the next stage, officers are required to undertake a mid-term review of all PDRs and their objectives by the end of October. The final stage is in the following January when staff are informed that the finalised PDR needs to be submitted to the personnel department by 31 March.
121. At the time of the audit the personnel department had received 76% of the total returns for the objective setting phase of this new process. This had been highlighted to the SMT members and the HR manager stated that the situation was slowly improving. Of this number, 85% of PDRs had received the half yearly review by the requisite date.
122. Objective setting is conducted under the SMART acronym, as outlined below:
 - S** – Specific – clearly stated and precise.
 - M** – Measurable – objectives are measurable, benchmarked and progress/results can be recognised as positive achievements.
 - A** – Achievable - objectives are challenging not impossible.
 - R** – Realistic – objectives are manageable in terms of content and number.
 - T** – Timed – agreed and set timescale to focus on objectives.
123. Prior to the visit, the auditing team requested PDRs from a variety of ranks and departments including a number of support staff. In total, 48 completed PDRs were presented for examination. Some 36 of these were the 'old style' (pre-April 2004) report; the remainder were from April 2004. As such, the level of examination the audit team could undertake varied dependent on the style of PDR being looked at. The findings from the two samples are outlined separately below.

124. The following observations represent a summary of the audit findings from the pre-April 2004 documents:
- A total of 36 PDRs were supplied for examination containing a broad spread of roles and responsibilities.
 - Some 47% (17) of the PDRs examined contained personal developmental objectives, which to varying degrees were SMART. Very few of the reports had details in the 'dates achieved' box.
 - Only four of the documents had review dates included and just over 27% (10) contained comments and/or a signature by the role holder at the conclusion of the report.
 - A total of 23 of the PDRs examined contained further objectives linked to the local policing plan.
 - Approximately 27% (10) of the 36 reports contained only anecdotal comments regarding officer performance and only 11% (four) of the reports made comment regarding areas for improvement for the appraised.
 - During the audit 10 probationer appraisals were examined. The standard of these reports was generally of good quality.
125. The following represent a summary of the findings gathered from examination of the post-April 2004 documents.
- A total of 12 PDRs were supplied for examination. Due to the procedure around the new style appraisal system the examination of these documents was limited.
 - All the PDRs examined had been opened as required at the commencement of the new appraisal year.
 - From the documentation supplied only eight of these appeared to have had objectives set; half contained objectives which were SMART;
 - All but three had been reviewed at the half-yearly mark in the process.
 - It was unclear in all but four of the reports whether the initial objectives that had been set had been achieved in some form or if they had, whether new objectives had been formulated for the remainder of the appraisal year.
126. Notwithstanding the recent publication of a 'Good Practice Guide to the PDR Process', the findings from this audit and those from the full Inspection indicate a need for the BCU to improve its marketing, communication and the quality of the PDR process. Staff sometimes confused workplace-related objectives with personal development plans and there remained scope to more closely link PDR objectives with APP priorities and with performance management generally. **The BCU is therefore encouraged to improve staff awareness of the overall PDR process and to link workplace objectives with the APP wherever possible.**
127. There are currently 145 probationer constables working on the BCU and the percentage of probationers on front-line duties within the BCU stood at 49% at the time of the audit.

Sickness Monitoring

128. The BCU adheres to the corporate absence management policy advocated by the MPS and the HR unit has recently published an updated local absence management policy for the borough.
129. Key points on the local perspective are that after an officer or member of support staff has been off sick for 28 days or more, the SMT portfolio head responsible for that person becomes personally involved in reviewing the case. In addition to first-line supervisor involvement with absence cases, when a member of the BCU has had four periods of sickness within a 12-month period, that person is then interviewed by his/her second line manager. For five or more periods of sickness, then a member of the EMT undertakes that interview.
130. At the time of the audit, 13 members of staff on sick leave were classed as long-term sick (over 28 days). Furthermore, the BCU had 43 officers on recuperative duties and 10 officers on restricted duties. This was a relatively high proportion for both officers on recuperative duties and as a proportion of the whole workforce. The BCU may therefore wish to review the status and restricted/recuperative classification for its staff in conjunction with the MPS occupational health department. Absence figures of individual officers are taken into consideration when the BCU receives transfer requests or as part of any internal selection procedures that take place.
131. The BCU performance in relation to its sickness targets is as follows:

	BCU Figures	Sickness Targets
Police Officers	9.3	8.5
Police staff	8.4	10.00
PCSOs	12.2	10.00

(Most recent data – November 2004)

132. Although the BCU is currently above the MPS target in relation to officer sickness levels, it is worthy of note that it has put a great amount of effort into addressing this issue. This has included the publication of detailed guidance for supervisors, the appropriate withdrawal of self-certification, integration of attendance management criteria within local staff selection processes, work with occupational health and its inclusion within the BCU’s performance management processes. At the same time last year the BCU figure stood at 11 days. The Inspection team would therefore like to acknowledge the work the borough has done over the last 12 months to reduce this figure.

Financial Management

133. The BCU Commander is accountable for the BCU’s annual budget of £28.4m (2004/05) and he is ably supported by the BBM and the FRM. At the time of Inspection, the BCU’s overall budget was forecast to be overspent by approximately £474k (+1.7%) and this was clearly a concern. A significant part of this expenditure was in police pay (+£152k) and in police overtime (+£200k). Whilst the BCU argued that it had little influence over police officers allocated to the BCU by the Force and its ability to reduce police officer numbers, the same

could not be said about police overtime; that is particularly within the BCU's span of influence.

134. Overtime budgets are delegated to inspectors with teams and their police staff equivalents and compliance with these featured in their PDRs and within performance management processes. The BBM has recently published an overtime policy document that contains a range of useful information concerning claiming overtime, authority levels and Police Regulations. The recent decision to align the budget for court overtime with the CJU was sensible, as it reunited accountability with responsibility for such overtime. Furthermore, the planned review of the 12-hour shift pattern may yet identify further opportunities to reduce unnecessary expenditure through improved shift management and, if possible, increased flexibility for officers to take leave in hours instead of whole days. Notwithstanding these developments, there is scope for the BCU to conduct formal and periodic (eg quarterly) strategic financial reviews that could consider analysis of expenditure, its causation and to identify opportunities/threats and take early corrective action when possible. **The BCU is therefore encouraged to conduct periodic strategic financial reviews. These should enable causation to be properly considered and for management action that ultimately helps the BCU to keep within its annual budget.**
135. The BCU regularly makes efficiency savings through initiatives it has recently pursued (eg CPU, burglary sole response, the 12-hour shift pattern, the retail theft unit, etc) and those it intends to pursue under its demand management strategy and organisational control strategy. However, the savings are not routinely being captured in a consistent way and whilst efficiency planning within the MPS does not formally involve BCUs, there is a sound business logic to pursuing efficiencies, recording them and ensuring that savings are 'recycled' in support of BCU priorities. There is limited sponsorship, cost-recovery or income generation activity by the BCU save for the notable exception of assets recovered by the FIU (see 'Crime Management' above).
136. The BBM has also published an accommodation strategy that sets out the BCU's intentions for its estate on a short, medium and long-term basis, a practical concern that was all too acute for some (eg CID personnel). It was pleasing to see such a strategy in place that attempts to link the BCU's future estate requirements with its overall strategic direction and where its content reflects the BCU Commander's vision and policing style for the BCU. The BCU appeared to be well prepared for the new Freedom of Information legislation that became effective from 1 January 2005, albeit it was too early to assess its ability to respond to public demands made under the legislation.

Conclusions and Recommendations

Conclusion

137. Enfield BCU may be an Outer London Borough but as events just before last Christmas have shown, it has all the potential to present some serious challenges. With an established workforce total of 723 staff covering 31.7 square miles in London, it is not insignificant in its size or contribution towards the reduction of volume crime in the MPS. It was therefore pleasing to encounter a BCU that was strongly led by a capable, energetic and progressive SMT.
138. There is a concerted emphasis upon meeting the needs of the diverse communities that comprise Enfield Borough, with examples of direct engagement with the public to discern local concerns and respond with partners accordingly. This is reflected in the BCU's strong investment in reassurance policing, SNTs and proactivity. Indeed, the BCU Commander has declared 2004/05 as the 'Year of the Customer' that, with its declared policing style, has created the right emphasis for staff within the BCU and is in accord with the wider strategic direction for the MPS.
139. The BCU has worked hard over the past two years to develop a strong performance and learning culture throughout the BCU. Innovation and creativity are positively encouraged within a strict framework of accountability for performance. Change is strongly regulated and driven within a strategic framework that supports delivery of the APP. This healthy mix has nurtured some excellent work regarding PPOs, public reassurance, the NIM and in managing organisational change that is breaking new ground for the MPS. To its credit, the BCU has created effective systems, processes and structures that ensure that fast and slow-track proactivity is properly co-ordinated and executed within the NIM and the CDRP. These will, no doubt, help maintain a short/medium-term momentum whilst also helping to create enduring reductions in crime and disorder.
140. Performance for the BCU in 2003/04 was starting to reflect this investment with healthy middle-order quartile positions for all priority crimes/TNOs in terms of volume and a similar profile for sanction detection rates (except TNOs). Even more impressive are the significant reductions and increased detection rates for these crimes achieved during the year to date which, in the case of residential burglary and TNOs, have resulted in a reduction of 20% and 2.9% respectively. The same positive picture of improvement is painted for sickness reduction.
141. These impressive statistics are unfortunately undermined by the BCU's recent failure to attain an acceptable grading from the Audit Commission for its compliance with the NCRS. Whilst the audit indicated that the BCU was nearing compliance for burglary and vehicle crime (75% against a standard of 90%), the overall grading remains a serious concern, as it does for the MPS as a whole. The solution rests within some significant process re-engineering that will improve systems for reporting/recording results and the decision-making that follows. The BCU has already embarked upon robust and comprehensive corrective action with support from TPHQ and its command team is absolutely determined to ensure that it becomes fully compliant with the NCRS and receives the necessary external accreditation.

142. The BCU is now moving to a new level in its delivery of policing services to the communities of Enfield. Many of the innovations described within this report are starting to deliver significant gains and, with continued focus and determination, these should gather momentum in the year ahead. Adoption of the various suggestions for enhancement should add to this momentum in a way that involves staff and engenders ownership of change. The continuation of a strong performance and learning culture is also essential to this continued success and the Inspection team has every confidence in the BCU's ability to deliver.

Recommendations

143. The Inspection team has made three recommendations that will contribute to the drive for continuous improvement displayed by the BCU. It is recommended that the BCU:
- i. Implements its NCRS compliance action plan in support of MPS work to achieve a 'green' assessment from the Audit Commission.
(paragraph 62)
 - ii. To complement existing work, introduces a business analysis capability to formulate strategies, conduct organisational analysis, scanning and evaluation.
(paragraph 104)
 - iii. Introduces systems that ensure meaningful staff inclusion in the formulation of key policies, strategies and initiatives.
(paragraph 108)

Areas of Potential Good Practice

144. The Inspection team acknowledges the following areas of good practice:
- i. **BCU Faith Officer** – this post was recently created to help promote harmony amongst the diverse faiths within the borough. The officer attends a monthly faith group and acts as a useful reference point for colleagues and managers alike when investigating crimes that involve a victim/witness/suspect from a particular faith or when dealing with anti-social behaviour directed towards certain faiths.
(paragraph 26)
 - ii. **Four Ps Concept** within the BIU (NRPP) – this fundamental change to the way the BIU is structured emerged from the BCU's work under NRPP. It created four new areas of focus for analysis, research and proactivity, namely people, places, problems and perceptions. This structure is closely aligned to the activity of offenders and has helped to galvanise proactive efforts around the key themes that are embodied within the BCU's policing style with a strong customer focus.
(paragraph 43)

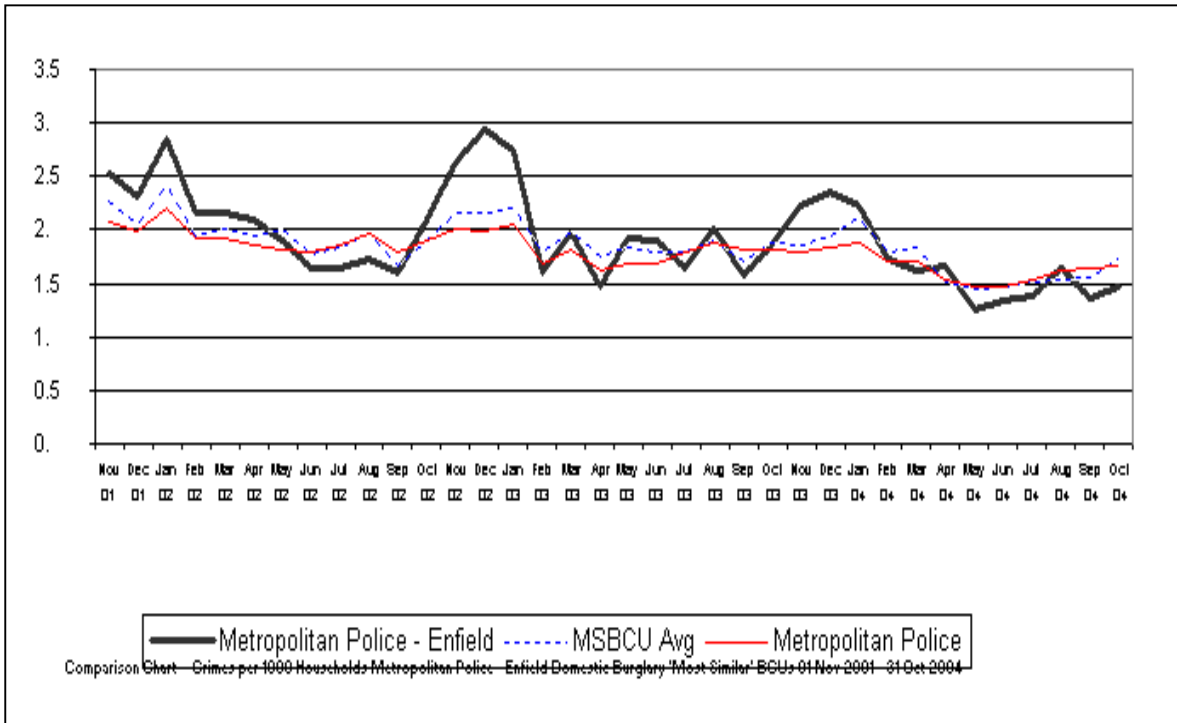
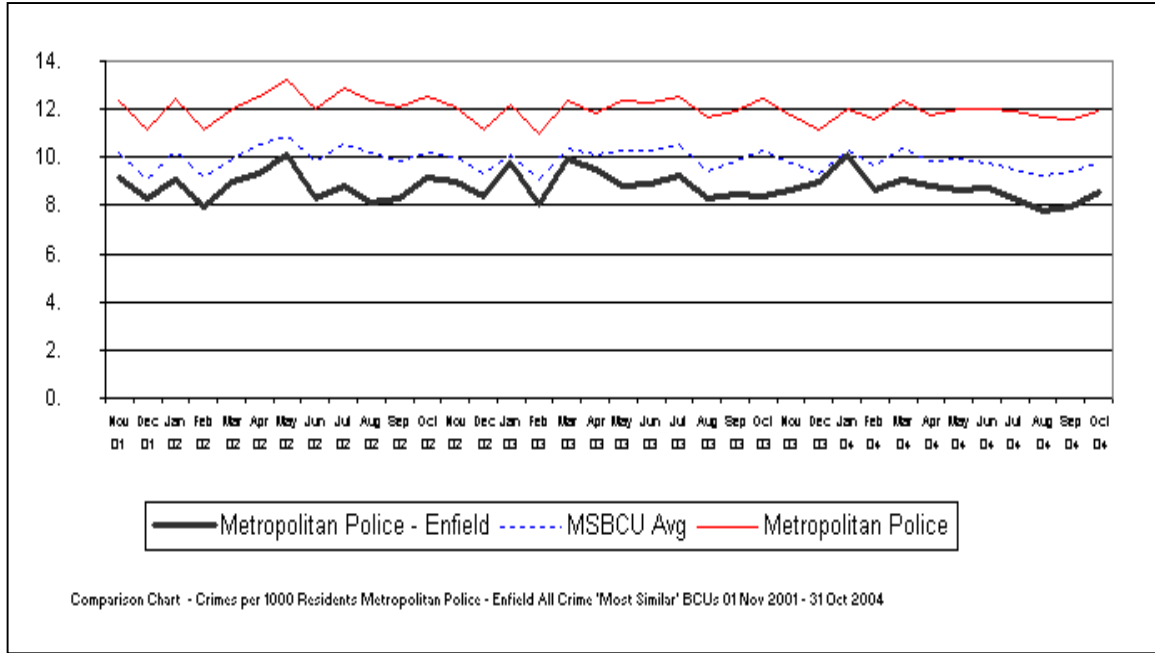
- iii. **Pocket Guide for Operational Staff** – this small pocket-sized booklet contains a range of essential information on ILP; problem-solving tips tailored for each priority crime; minimum standards for investigation; sanction detections; domestic violence and hate crime; legal powers; guidance on firearms incidents; and details of micro-beats. It is designed with removable sections and represents a very useful prompt for operational staff.
(paragraph 53)
- iv. **Burglary Sole Response** – at the end of 2001, the BCU became the first MPS pilot site for conducting a ‘sole response’ to burglary scenes whereby an initial investigation is conducted as well as forensication by its forensic practitioners. This scheme worked to an agreed protocol incorporating a risk assessment, the creation of a ‘skeleton’ record by the TIU and the attendance of a forensic practitioner for both investigative and forensic purposes. The scheme is attributed as being a major factor towards the BCU’s excellent performance for burglary and in the scene attendance rate for such offences (first in the MPS at the time of Inspection).
(paragraph 59)
- v. **Domestic Violence Arrest/Investigation Booklet** – this initiative has led to a very helpful booklet issued to officers for use at the scene of domestic violence incidents. It promotes the Force’s positive arrest policy whilst also helping officers remember key points to record in their evidence notes when called to these incidents.
(paragraph 63)
- vi. **Organisational Control Strategy** – this quarterly product is the ‘sister’ document to its operational equivalent under the NIM and regulates the implementation of strategic initiatives within the BCU. The document is considered by members of the SMT every fortnight and leads are held to account for the delivery of their respective initiatives. The product supports the delivery of the APP whilst helpfully separating change management activity from tactical and operational issues.
(paragraph 104)
- vii. **OLD unit** – this unit was created at the behest of the BCU Commander and has become the hub for the generation of innovative ideas for change, including many of those embodied within the organisational control strategy. Integral to the BCU’s strong learning culture, the OLD includes the training unit, the probationer development unit and a small internal inspection and review capability.
(paragraph 109)

Areas of Potential Good Practice

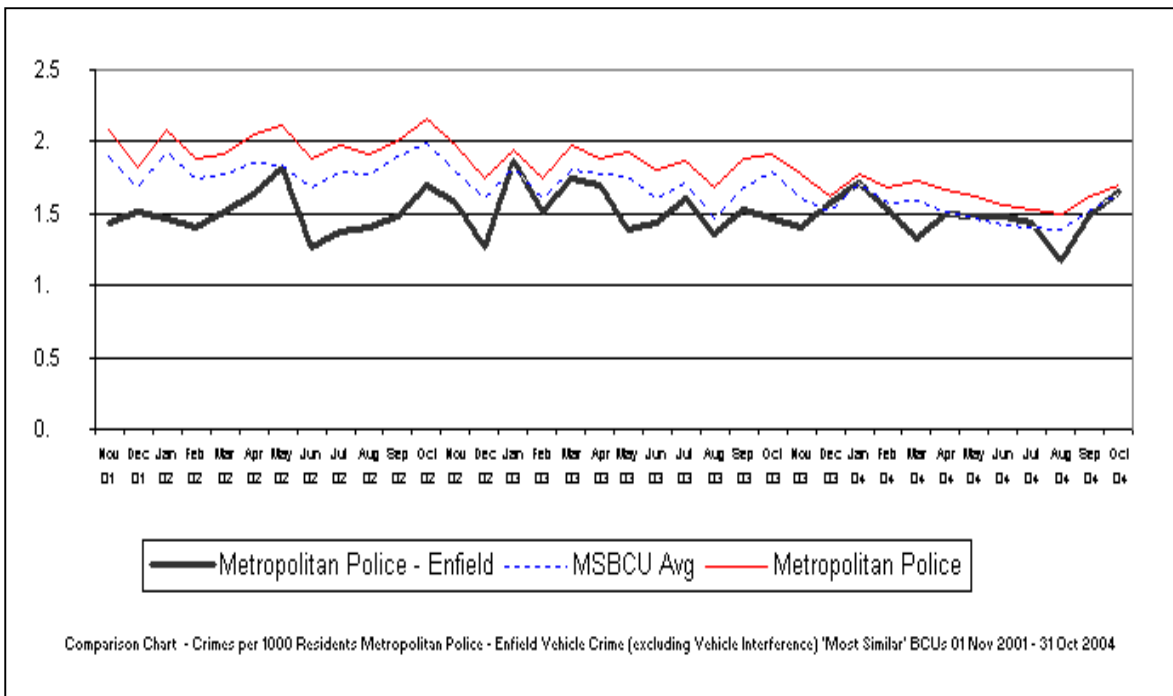
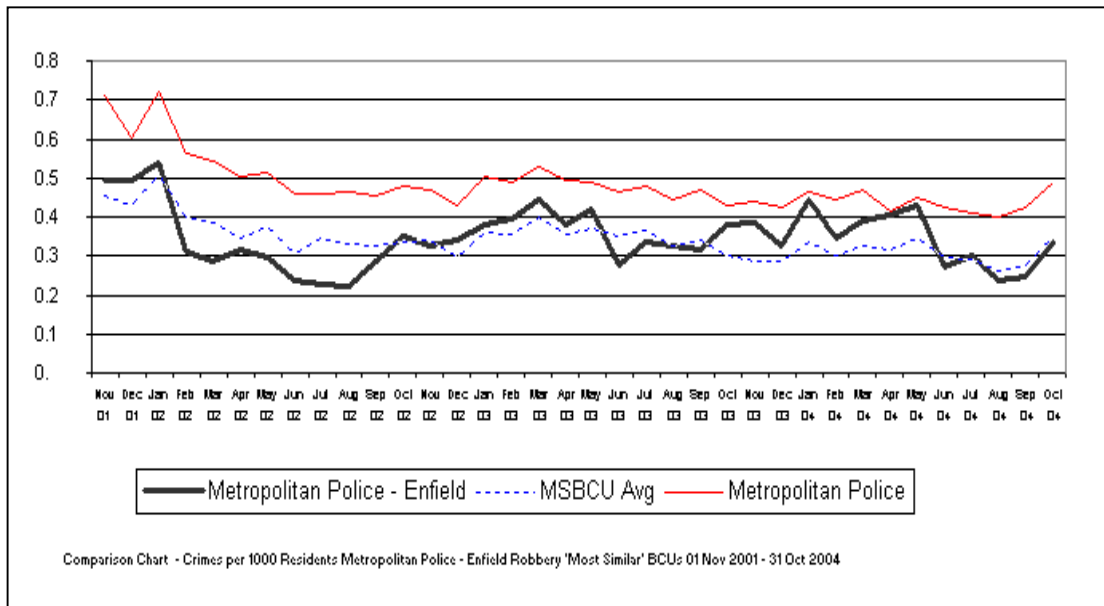
- 145. There are various suggestions (**emboldened**) contained within the body of the report that the SMT may wish to consider; they arise mainly from data gathered by the Inspection team or from BCU staff participating in focus groups or interviews.

Annex A





BCU Performance Data




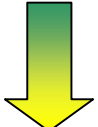


Inspection of Enfield BCU – Metropolitan Police Service
January 2005



2003/04 performance (comparison 2002/03)

<p style="text-align: center;">Good – Getting Better</p>  <ul style="list-style-type: none"> • TNO per 1000 population • Vehicle crime recorded offences • Vehicle crime per 1000 population • Violent crime per 1000 population 	<p style="text-align: center;">Good – Getting Worse</p> <ul style="list-style-type: none"> • Domestic burglary detected offences • Domestic burglary detection rate • Robbery detected offences • Vehicle crime detected offences • Vehicle crime detection rate 
<p style="text-align: center;">Poor – Getting Better</p>  <ul style="list-style-type: none"> • TNO recorded offences • Domestic burglary recorded Offences • Domestic burglary per 1000 households • Violent crime recorded offences • Violent crime detected offences • Violent crime detection rate 	<p style="text-align: center;">Poor – Getting Worse</p> <ul style="list-style-type: none"> • TNO detected offences • TNO detection rate • Robbery recorded offences • Robbery per 1000 population • Robbery detection rate 

April – November 2004 performance (comparison April – November 2003)

<p style="text-align: center;">Good – Getting Better</p>  <ul style="list-style-type: none"> • TNO per 1000 population • Domestic burglary per 1000 households • Domestic burglary detected offences • Domestic burglary detection rate • Robbery detected offences • Robbery detection rate • Vehicle crime detected offences • Vehicle crime detection rate • Violent crime recorded offences • Violent crime per 1000 population • Violent crime detection rate 	<p style="text-align: center;">Good – Getting Worse</p> <ul style="list-style-type: none"> • Domestic burglary recorded offences 
<p style="text-align: center;">Poor – Getting Better</p>  <ul style="list-style-type: none"> • TNO recorded offences • TNO detected offences • TNO detection rate • Robbery recorded offences • Robbery per 1000 population • Violent crime detected offences 	<p style="text-align: center;">Poor – Getting Worse</p> <ul style="list-style-type: none"> • Vehicle crime recorded offences • Vehicle crime per 1000 population 

Good - Getting Better = Better than MSBCU group average and better than previous year.
Good - Getting Worse = Better than MSBCU group average but worse than previous year.
Poor - Getting Better = Worse than MSBCU group average but better than previous year.
Poor - Getting Worse = Worse than MSBCU group average and worse than previous year.

Annex B

BCU Family Groups

The BCU families have now changed following a successful consultation process. The new BCU family group consists of 15 members as follows:

BCU	Force
Barnet	MPS
Brent	MPS
Bromley and Orpington	MPS
Croydon	MPS
Ealing	MPS
Enfield	MPS
Harrow	MPS
Hillingdon	MPS
Hounslow	MPS
Kingston upon Thames	MPS
Luton	Bedfordshire
Merton	MPS
Redbridge	MPS
Southend	Essex
Sutton	MPS