

**HM Inspectorate of Constabulary  
South of England Region**

**Inspection of Havant BCU  
Hampshire Constabulary**

**April 2005**



## Introduction

1. Between 11 and 15 April 2005 Chief Superintendents Frank Sullivan, Peter Driver and Chief Inspectors Nicole Coppinger and Bill Halsey carried out an inspection of Havant Basic Command Unit (BCU), (referred to locally as a division) on behalf of Her Majesty's Inspector of Constabulary (HMIC).
2. There are approximately 300 Basic Command Units (BCUs) in England and Wales and no two are alike. They vary in size from a little over 100 officers to a little over 1,000; 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 on reducing crime in their areas, and do so with integrity. Scrutiny of police performance has moved from aggregate force outcomes to the performance of individual BCUs, with the recognition that policing is essentially a locally delivered service. But BCUs are not islands; they operate within a framework of policy and support determined by headquarters-based chief officer teams. The precise configuration of policing units and the balance of resources between HQ and BCUs varies across the 43 forces in England and Wales.
3. The focus on performance in reducing crime is likely to be relentless. Forces and police authorities, working with local authorities and other community safety partners, will need to raise performance outcomes year upon year. Indeed, the statutory regime of Best Value demands 'continuous improvement' and an array of sanctions exist if authorities fail to deliver this. The potential for the Service as a whole to deliver better results in crime reduction and detection cannot conceal an inescapable fact – that performance between BCUs operating in similar policing environments and with comparable resources varies to a degree that is, at times, remarkable.
4. Leadership by BCU commanders is undoubtedly pivotal in determining the effectiveness of a BCU. Without exception, staff in pilot site inspections wanted their management teams to be more visible and accessible. 'Leadership' is an intangible concept but we know that the majority of good leaders are made, not born, and so one outcome from BCU inspections should be a better understanding of the practical manifestations of effective leadership.
5. The HMIC report Getting Down to Basics – The emerging findings from BCU inspections in 2001 highlights the fact that there is no single way of leading; an effective approach is contingent upon the situation and the individuals being led. The inspection seeks examples of leadership at all levels, and does not confine expectations to those holding certain roles. The more senior the role, the more outward-focused the post-holder needs to be. This has become increasingly evident in partnership settings, and inspections to date have identified a strong correlation between high-performing BCUs and effective partnerships.
6. In trying to make sense of the variations in operational performance, which exist – to differing degrees – in every force, a key ingredient is focus. The best performers focus the effort of all 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 and resources. The inspection process is intended to help enhance performance whilst identifying and spreading potential good practice<sup>1</sup> (Box A).

### **Box A – Aims of BCU Inspections**

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

7. The inspection methodology is tightly focused on leadership and performance, coupled with a pre-inspection analysis of key data and documents. These documents, data and other BCU issues are explored through an initial meeting with the district commander, and then a series of interviews, meetings and focus groups during the week of the inspection. The process is brought to an end with a verbal debrief, and outline of the key findings to the BCU commander and his or her senior management team (SMT).
8. A total of 28 structured interviews and focus groups were conducted. Apart from time spent at Havant police station, where the inspection team were based, visits were made to the divisional headquarters and the other sector station, the custody suite and two patrol briefings were attended by the inspection team. The inspection team interviewed a total of 86 members of staff and members of the Special Constabulary. The inspection team was also given an opportunity to interview the community safety wardens employed by Havant local authority, an example, in itself, of the good partnership arrangements found on the BCU.
9. This inspection took place as part of the five-year HMIC BCU inspection programme and the inspection team wishes to place on record its thanks for the co-operation and assistance provided by the BCU commander and all his staff during the course of the inspection.

### **Force Overview**

10. Hampshire Constabulary is the second largest non-metropolitan provincial police service in England and Wales and polices the counties of Hampshire and the Isle of Wight, covering an area of 418,000 hectares and serving a population of nearly 2 million in 730,158 households. The Force has a total of 10 territorial BCUs and numerous support departments. The largest of the existing BCUs are in the cities of Southampton and Portsmouth. Hampshire is primarily a mix of villages and

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<sup>1</sup> *Potential Good Practice is that considered to be effective but has yet to undergo formal external assessment and validation.*

towns with some of the busiest roads in the country, including stretches of the national motorway network. The force area contrasts thriving modern towns and a tourist industry that has developed among the historic market towns and rural countryside. The Isle of Wight is predominantly rural in nature and is dependent to a large extent on tourism.

11. The Force Headquarters is at Winchester and houses the ACPO team, comprising the Chief Constable, Deputy Chief Constable, two Assistant Chief Constables and Directors of Personnel and Finance.
12. Hampshire Constabulary has 3861 Police officers and 2095 support staff. The Force also employs 358 special constables and 26 traffic wardens. Hampshire Constabulary faced a period of change with the amalgamation of four of its BCUs to two at the beginning of the financial year 2004/05. During this time the Force plans to implement Project Oberon to replace some of its principal IT applications with a records management system.

### **Strategic Priorities<sup>2</sup>**

- Working in partnership to increase public reassurance by reducing crime and anti-social behaviour and ensuring visible and accessible policing.
- Making the most efficient use of resources and achieving Best Value for money spent and providing the highest quality of service possible.
- Reducing road collision casualties in Hampshire and the Isle of Wight, particularly those which are serious and fatal.

### **National Priorities**

*(These priorities are set by the Government for all police forces)*

- Providing a citizen-focused service to the public which responds to the needs of individuals and communities and inspires confidence in the police, particularly amongst minority ethnic communities.
- Tackling anti-social behaviour and disorder.
- Continuing to reduce burglary, vehicle crime, robbery and drug-related crime in line with the Government's Public Service Agreement targets.
- Combating serious and organised crime, both across and within force boundaries.
- Narrowing the justice gap by increasing the number of offences brought to justice.

13. The Force has a focus on managing resources against a background of rising public expectations and demand for service provision. Some progress has been made in devolving budgets to BCU commanders and responsible budget holders with systems in place to ensure clear lines of accountability. The Force has invested in business systems for finance and procurement that have improved the availability of relevant management information. There is some linkage between

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<sup>2</sup> Source: Annual Policing Plan 2004/05

the provision of resources and the delivery of performance improvement but the Force is working to strengthen this link.

14. In relation to policing style and performance, police patrol is the corner stone of police work for Hampshire Constabulary. Patrol is intelligence-led to make it effective in making Hampshire and the Isle of Wight a safer place to work and comprises three distinct levels. Response policing provides the visible and effective response to the demands for service. Proactive policing is the planned reaction to demands predicted through the effective use of intelligence. Problem-solving policing will provide long term solutions to policing problems through partnership activity. The manifestation of this approach is PRIME (Problem Resolution in Multi-Agency Environments) which is badged as a problem-solving initiative both within and outside of the Force. A sector based policing model has recently been implemented in full across all BCUs as the dynamic and citizen focused mechanism to reduce crime and the fear of crime.

### **Havant BCU**

15. Havant BCU covers approximately 50 square miles of a predominantly rural area, and the BCU is divided through the centre by the busy A3 (M) which leads southwards to the city of Portsmouth and northwards towards London.
16. The BCU has two main sectors – Waterlooville Sector and Havant & Hayling Island Sector. The former polices the main town of Waterlooville, with its surrounding smaller towns of Denmead, Clanfield, Cowplain and Horndean. The latter covers the main town of Havant and Leigh Park, Rowlands Castle, Emsworth, Bedhampton and Hayling Island.
17. Three Local Authority areas fall within the BCU – East Hampshire District Council (EHDC) on the northern boundary, Winchester City Council (WCC) on the western boundary and the remainder of the BCU within Havant Borough Council.
18. The BCU currently (as of February 2005) has a strength of the equivalent of 219.45 full time officer posts; 32.1% are female officers. There are three ethnic minority officers (1.3%). There is a strength of 54.51 full time police staff posts; with 40 posts in both staff and officers that are part-time.
19. The Senior Management Team (SMT) comprises the BCU commander (superintendent) with his deputy (chief inspector) in support. The Criminal Investigation Department (CID) is led by a detective inspector, whilst an inspector leads each of the two sectors. There are a further four response inspectors who all have ancillary roles. An inspector is responsible for the Community Safety Unit and another for Performance/Partnerships work. The BCU Divisional Administration Manager (DAM), Media Officer, Finance Manager and two job share Criminal Justice Managers complete the SMT framework.

20. There is currently a team of 23 Special Constabulary officers who are based on the BCU who are tasked through the TCG process, as well as working on special events through out the BCU.
21. The 2001 Census data identified a population for Havant Borough Council at 116,849 with 1695 people from minority ethnic backgrounds (1.45%). The population figure for the BCU increases with EHDC data for Clanfield, Horndean, Rowlands Castle, and then WCC area for Denmead. The total BCU 2001 population was 142,955 with 58,837 households and 2169 persons from ethnic minority backgrounds (1.5%).

#### Waterlooville Sector

22. This sector is to the west of the A3(M) covering 25.74 square miles. The main conurbation is in Waterlooville itself, which has a pedestrian shopping area, but then the sector breaks down to more rural areas, with Horndean and Clanfield being the northern most residential areas. Denmead town is the furthest point to the west. It is of particular note that within one ward area (Wecock), the statistics used to measure deprivation show this within the 10% most deprived districts in the country. The sector is led currently by an inspector, 6 sergeants and 46 constables.

#### Havant & Hayling Island Sector

23. To the east of the A3 (M) lies Havant sector covering 23.68 square miles. The picturesque town of Emsworth and the rural area of Rowlands Castle add to its diverse demographic nature. Towards the centre of this sector lies the densely populated area of Leigh Park. It has suffered from poor publicity in terms of economic and social deprivation, as well as an associated high level of crime – in particular vehicle crime. House prices are relatively low with substantial pockets of housing association and council owned properties. Home Office funding was secured in 2004 to make part of Leigh Park (Battins and Warren Park) a Policing Priority Area.
24. As with one area of Waterlooville sector, the Warrens Park and Battins areas of this sector fall within the 10% most deprived areas within the country. Hayling Island is the southern most point and is accessed by one road across Langstone Harbour. The sector is currently led by an inspector, 10 sergeants and 73 constables.
25. The senior management team (SMT) referred to in the Havant BCU involves all inspectors and police staff equivalents on the BCU. Nationally the term refers to the functional heads on the BCU and normally involves five or six posts; and therefore each individual inspector post is not normally described within an HMIC report. For ease of reference only those posts which would carry out the functional responsibility on a normal BCU will be referred to below, but elsewhere within the report the term SMT will refer to the Havant management structure, as referred to above.

26. The BCU commander has 19 years service and was posted to Havant BCU in December 2003. As a constable he served at Basingstoke, until his promotion to sergeant when he served at both headquarters operations and Shirley. Upon promotion to inspector he served at Aldershot and Yatley, before being posted to work on the Narey/Glidewell project team within the Criminal Justice Department between 1999 and 2002: during that time he gained promotion to chief inspector. The BCU commander was subsequently moved to Andover and promoted to superintendent whilst there. He has three years experience as a member of the firearms cadre, a group of senior officers trained to deal with serious firearms incidents.
27. The deputy BCU commander has 15 years service and was posted to Havant BCU in August 2004. Prior to that he served as constable at Basingstoke for seven years and was promoted to sergeant at Southampton in April 1997. In June 2001 he was promoted to operational inspector at Havant, where he remained until he transferred to Corporate Services in April 2002, working on strategic planning and supported the Deputy Chief Constable with his portfolio national communications, gaining an important and useful strategic perspective. Whilst there he was promoted to chief inspector and became responsible for information management, mobile information and ANPR.
28. The Divisional Administration Manager (DAM) has 19 years employment with Hampshire Constabulary, all of which have been at Havant BCU. Initially she was employed as an administration clerk at Havant and was promoted to divisional administration assistant in 1987. In February 1989 she was substantiated in the role and was later moved to Waterlooville Police Station, where she was of great assistance in working on the challenging new building project. As DAM she has overall responsibility for all police staff on the BCU, as well as health and safety and the estate management.
29. The Finance Manager currently covers the management of finance issues and works on the BCU as a temporary employee, having been employed by an agency. In view of the imminent force restructuring this is a sensible approach for the organisation to take. He also manages the finances of the New Forest BCU and Roads Policing Unit. The Finance Manager has previous experience with the police having spent some time a few years ago as consultant accountant at the MPS when devolved budgeting was introduced at New Scotland Yard.
30. The BCU detective inspector has nearly 14 years service, transferring to Hampshire Constabulary from Sussex Police in September 2000. She joined Sussex Police in June 1991 and served at Crawley in uniform until becoming a detective constable in 1994. She then served at Crawley, Steyning and Bognor. She was promoted to patrol sergeant at Chichester in April 1996, where she performed roles of patrol, custody and CBO sergeant until she transferred. Upon transfer she worked as detective sergeant at Southampton, prior to being posted to Child Protection in November 2001. She was promoted to detective inspector in May 2003 and is now responsible for serious and series crime as well as the Intelligence Unit and Proactive Unit.

## **List of Recommendations**

The Force reviews its appraisal system as part of the restructuring process. The BCU reduces SMT involvement in the appraisal process, interviewing staff on a prioritised basis. (para 85)

The decision to remove a member of staff's eligibility to self certify sickness be communicated to the member of staff by an independent third party. (para 90)

That a full evaluation of outcomes and future funding commitments is undertaken by the BCU in order that measures can be put in place to secure funding from other sources to ensure the project's continued success. (para 103)

The SMT identifies one of its members to act as the single point of contact for PCSOs and ACSOs. (para 116)

The BCU implements a vision, strategy and marketing plan to improve the understanding of and relationship with members of minority groups within the community. (para 162)

The BCU sets up facilities for third party reporting of domestic abuse. (para 169).

The BCU nominates a member of staff at inspector level or above, to develop and improve the delivery quality of shift briefings. (para 197)

The Force should take the opportunity of reorganisation to increase the level and extent of financial devolvement, thereby encouraging innovation and effective financial management. (para 205)

The SMT continues to explore ways of making more efficient use of detention officers, and the Force should support this, even if initially treated as a pilot. (para 224).

The SMT reviews the initiative of a detective in custody, and if found cost effective, considers ways of extending it. (para 226)

## **Areas of Good Practice**

Use of the BCU media officer to filter global e-mails into a weekly 'hot brief', thereby reducing volume of non-essential communication.

Leigh Park sector model and Pride of Place project are both beacons of good practice in the sphere of neighbourhood policing.

Domestic Abuse pack – a comprehensive and easy to understand guide for both victims and officers.

Daily performance management meetings – effective use of NIM is being made on the BCU to drive performance.

The role of the BCU Criminal Justice Unit – highlighting of prolific persistent offenders has led to effective tasking and targeting.

Full time permanent CID officer located in the custody suite – has provided an excellent source of advice and assistance to less experienced officers.

### **Part One - Leadership**

31. Effective leadership can dramatically affect an organisation's performance and its values.
32. Havant BCU benefits from a high level of clear and effective leadership by the BCU commander. He is universally described by his staff as "focused, accessible and caring" and is clearly the driving force behind the BCU's high standards and performance delivery.
33. The BCU commander is a visible leader to all levels of staff on the BCU and 'walks the floor' on a daily basis, talking to staff on both a formal and informal basis. He has displayed a high level of transformational leadership during his time at Havant, in setting the vision for the BCU, gaining the trust and respect of his staff to buy into that vision, and taking the team with him into success. As a direct result, Havant BCU is a well performing BCU, morale amongst staff is high and it is seen as a 'place of choice' to work at. It is no surprise therefore that staff from the BCU perform consistently well in the promotion arena at all levels.
34. Whilst a 'hands on' approach to leadership has brought significant benefits following a period of numerous senior personnel changes, the BCU commander now needs to focus on delegating to other members of his team and allowing performance measures to be tested outside his direct sphere of influence.
35. Good work is recognised on the BCU at a number of levels. Outstanding work or bravery results in a commendation or congratulations being received centrally from the Chief Constable.
36. On a local level, good work is recognised through supervisors by the BCU commander's Congratulations System. The BCU commander attends shift briefings to deliver congratulations to staff personally and a certificate of congratulations is displayed on the BCU notice board.
37. The BCU commander also takes a personal interest in all welfare issues, which are raised at the daily tasking meeting. Responses are tailored to the individual's needs and the outcomes monitored through supervisor's updates, personal contact or via letters to the individual.
38. The BCU commander ensures delivery of performance at all levels through an effective system of accountability, which links in to targets set both locally and centrally.

39. The Chief Constable's performance group meetings are attended by the BCU commander, and are held on a monthly basis. The meetings hold the BCU commander to account for performance through an action-based approach to future improvements, rather than retrospectively focusing on poor performance. Heads of departments are also held to account through this meeting, and the process has the support of the staff involved at BCU level.
40. The BCU also benefits from quarterly visits from the ACC in charge of territorial operations. Part of the process is to draw on good practice from all recent HMIC reports that have been conducted within the Force, thereby ensuring effective exchange of information.
41. On an internal level, the BCU holds monthly performance meetings, which are attended by all supervisory staff at inspector level and above, and their police staff equivalent grades. Each supervisor then mirrors this approach to performance management with the members of their own team, thereby ensuring effective communication and accountability. Linking in to this process of performance management are the bi-monthly supervisors meetings.
42. Performance meetings are seen by the BCU as an effective way of measuring and, on occasion, boosting morale amongst staff, by recognising good performance.
43. The BCU commander is currently in the process of developing quarterly meetings with staff concerning the delivery and efficacy of performance development reviews, an area where it is acknowledged that there is room for improvement, both by the BCU and the Force overall. The BCU is looking at ways to make the current PDR system more individually focused, incorporating quarterly reviews for all staff (see 'Staff Appraisal' para 76).
44. Quarterly Bureaucracy Group meetings are held, which look at removing the logistical and practical blockages that affect performance on the BCU. These meetings also cover departmental requests for equipment.
45. The BCU holds a monthly sickness panel, which reviews all cases of sickness, both police officers and police staff.
46. The BCU commander has held two 'away days' for all staff at inspector level and above on the themes set out in 'Going Local'. An action plan for the BCU was developed as a result. There are plans for a similar review on publication of this BCU inspection report.
47. The BCU commander has a clear vision for Havant, and this is visibly displayed at Havant, Waterlooville and Hayling Island in individual rooms and on notice boards and in corridors. When questioned, staff were easily able to quote the BCU mission statement, which is:

'We want to make Havant BCU as safe as possible by making the criminal, not the community, fear crime.'

48. Staff at all levels were also aware that the BCU's vision was to 'make Havant BCU the best performing BCU in Hampshire'. Whilst there was, inevitably, a healthy level of scepticism around the value of these generic statements, staff overwhelmingly agreed that both they, and the senior management team, supported the ethos of community focus and 'being the best' that the statements encapsulated.
49. The success of the current BCU commander and his team in leading the BCU forward will be pivotal to the successful implementation of the force restructure programme, which is due to take place over the next twelve months.

### **Organisation Culture**

50. The term 'organisation culture' can be described best by understanding that the environment in which people work affects their professional values, outlook and way of working. Organisation culture does not exist independently of the people who make up the organisation. It is staff who decide what the culture of a workplace is, and whether that works in a positive or negative way.
51. Effective leadership and communication can dramatically affect the performance of an organisation and its values. The inspection team found Havant BCU to possess a positive culture, with excellent communication strategies, both formal and informal (see para 31, 'Leadership', also para 55, 'Communication').
52. Both the BCU commander and his deputy have inculcated a culture of open dialogue at all levels. They both monitor operational performance at all levels, which can be seen in the structured approach to regular meetings, which form an integral part of the BCU's culture.
53. The BCU commander also demonstrates an impressive level of commitment to his staff's welfare; he is updated on a daily basis concerning any health or welfare issues and will contact absent staff personally where appropriate.
54. It is worthy of note that the BCU commander recently sent a letter of thanks to all members of staff, thanking them for their hard work. This was mentioned to the inspection team by several different groups of staff, all of which highlighted how this measure had made them feel valued members of the organisation.

### **Communication - Media and Marketing**

55. The BCU has a well-developed communications strategy, which deals with public relations, marketing and the general positioning of the identity of the BCU in the public arena.
56. The BCU commander takes a personal role in ensuring effective communication both with his staff and the community. An example of his effective internal communication was drawn to the attention of the inspection team by numerous members of staff, who mentioned that the BCU commander had recently written to each of them personally, thanking them for their achievements over the previous months.

57. Externally, the BCU commander chairs the CDRP. On a community level, he has produced two newsletters during the past twelve months, which have been delivered to all residents of the Leigh Park estate. These have highlighted the increased police presence in the area, the reductions in crime, which have been achieved and provided useful telephone numbers for Neighbourhood Watch Schemes and 'Pride of Place.'
58. There is a full time media officer who has a wide range of responsibilities both internally and externally, which go beyond the traditional remit of Press and partnership liaison.

**External:**

- Press liaison/press release writing
- 'Safer' campaigns
- PR, advertising and marketing
- Internet
- TV and radio liaison
- Media awareness for staff
- Notice boards
- 'Pride of Place'
- Promotion of PRIME/SNAP events
- Corporate identity of BCU
- Media launch events for partnership work
- Posters

**Internal:**

- Intranet
- Assistance with campaign preparation
- Weekly 'hot' briefs
- 'Havant I got News for You'

59. All global e-mails are routed via the BCU media officer, who filters them into a weekly 'hot brief' which is sent to all staff. This enables the BCU to manage the flow of information to its staff, minimising the number of global e-mails on social subjects and notices that build up and are subsequently ignored.
60. Non-urgent staff updates and social information are published on the Intranet under the heading 'Havant I got News for You', which is updated on a weekly basis and available to all staff.
61. **The inspection team considers this to be an example of good practice for extending the responsibilities of the media officer role.**
62. The media officer has responsibility for ensuring that all community notice boards are maintained and up to date.
63. Both the BCU commander and the media officer have built up an excellent working relationship with the local press. An open, transparent relationship is maintained so that the correct facts and information can be provided directly to them by the relevant police source, avoiding speculative reporting and sensationalism of policing issues.
64. The assistance of the local Press has been pivotal in promoting a more positive image of the BCU's Policing Priority Area, known as 'Pride of Place'. Over the past twelve months the local newspaper has run numerous articles detailing the reductions in crime and anti-social behaviour achieved by Havant BCU and provided positive news stories on environmental campaigns such as litter picking by local schools and residents and the multi-agency 'CREW' (Crime Reduction Environmental Week) initiatives.
65. The media officer has taken a central role in creating a strong, recognisable identity for Havant CDRP. The CDRP's work is promoted internally, through dissemination of information on key meetings and events. Externally, he works with the local press and media, encouraging publicity in relation to CDRP issues as often as possible, to educate the public in the role and responsibilities of the CDRP.
66. An effective communication strategy and the role of the media officer will play a key part in successfully delivering the Force's programme of restructure which is due to be implemented over the next twelve months.

## **HR Management**

### **Training**

67. Each BCU in Hampshire, including Havant, has its own dedicated training officer. However, they are based centrally at Netley, rather than on the BCU, which limits both their availability to staff and their ability to rapidly respond to locally identified training needs. An inspector oversees training on the BCU.

68. Training is delivered both centrally and at a local level by the BCU. Staff benefit from a programme of training, prepared and presented by Frontline Trainers at the Force Training School, based at Netley. The BCU also carries out its own annual training needs analysis through its staff and supervisors and aims to provide suitable instruction as a result.
69. At the time of inspection, all recent training time had been dedicated to ensuring that staff were ready for the implementation of the new force record management system, known as 'Operation Oberon' (see para 181, 'Operation Oberon overview').
70. The BCU monitors and manages requests for development courses provided at force level on a monthly basis.
71. BCU training sessions are currently held on a Monday afternoon between 1230 and 1630, to coincide with the start of late shift. Cover is provided by the on duty day shift until 1700. As well as covering mandatory training needs identified centrally, there is scope for a 30-45 minute session on locally identified issues. This aspect of training is delivered by whichever supervisor is deemed to be best qualified on the relevant subject.
72. All officers are also required to complete mandatory e-learning modules set by the Force, all of which have a set completion date. Compliance with completion of modules is monitored locally by supervisors and the BCU's compliance is monitored centrally.
73. Whilst uniform staff have time set aside within their shift rota to attend training sessions, both CID officers and police staff are only able to attend within the boundaries of their normal work schedule. This can often prove difficult due to ongoing work commitments. Staff also commented that training sessions did not always meet the needs of non-uniform staff to the same level.
74. The Inspection team suggests that, during the force restructure which will occur over the next twelve months, Hampshire Police considers re-deploying BCU trainers so that they are based on the BCU they represent.
75. The team also suggests that the BCU review the current method of ad hoc local training delivery to:
  - ensure that the quality of training being given is fit for purpose,
  - is monitored in its content and is structured in its delivery to staff
  - addresses the requirements of role rather than rank, to include police staff and CID.

### Staff Appraisal

76. Staff appraisal is performed on an annual basis for all staff, due on the anniversary of recruitment or promotion. Responsibility for monitoring the timeliness of PDR completion rests with the Administration Department and is updated on a weekly basis. Reminder notices are sent out to supervisors electronically one month before a PDR is due.

77. All staff meet with their immediate line manager for their staff appraisal, who records the outcome and sends the report to the second line manager.
78. Police officers' appraisals focus on setting objectives for the coming year, reviewing the achievement of last year's objectives and looking at each individual's specific development requirements and requests. The completed appraisals are then forwarded to the Divisional Administration Manager at least one week before the officer meets with the chief inspector, who finalises the process.
79. Police staff appraisals focus on the priorities of the specified role, the individual's performance against these, application of core skills and a retrospective look at performance development as a whole. Police staff have their PDRs reviewed by the Administration Manager, who meets and reviews the process with each individual, and acts as the final quality assurance point.
80. It was noticeable that the format for appraisal forms was different for police officers and police staff. In its current form, the police staff appraisal form does not easily allow for specific measurable achievements to be set, or for these to be linked to BCU priorities. At the time of the inspection the BCU was in the process of aligning police staff PDRs to police officers and the inspection team welcome this amendment.
81. During the course of the inspection, an audit of performance development reviews was conducted. A total of 20 PDRs were scrutinised, consisting of 13 police officers and 7 police staff. They were chosen at random and reflected all ranks and grades.
82. The audit focused on the structure of the PDR process, timeliness of appraisal and evidence of specific and measurable objectives.

PDR	SMART objectives set	Timely completion
1	50% relevant	no
2	50% relevant	no
3	yes	no
4	yes	yes
5	yes	no
6	yes	no
7	yes	yes
8	no	no
9	no	yes
10	yes	no
11	yes	no
12	yes	yes
13	yes	no
14	yes	yes

15	yes	yes
16	yes	yes
17	yes	yes
18	yes	yes
19	yes	yes
20	yes	yes

83. As can be seen from the table above, only 55% of appraisals examined were completed in a timely manner. Specific measurable and timely objectives were set on 80% of PDRs examined during the inspection. Of these, none related to police staff.
84. One of the issues affecting the timely completion of PDRs on the BCU is the current policy whereby the chief inspector sees all members of staff individually prior to signing off their PDRs. Whilst the inspection team accepts that this performs a relevant quality control function and, equally importantly, reflects the way in which the BCU values its staff, this is a time consuming process.
85. At the time of inspection, the chief inspector had 26 staff PDR appointments booked into his diary over a three week period, in order to clear the backlog. HMIC recommends that the Force reviews its current system of PDR as part of the restructuring process to take place in 2005/6. It also recommends that the BCU undertakes SMT level appraisal interviews with staff on a risk assessed basis, (or where the member of staff has requested an interview), to cut down on bureaucracy.

#### RECOMMENDATION 1

The Force reviews its appraisal system as part of the restructuring process. The BCU reduces SMT involvement in the appraisal process, interviewing staff on a prioritised basis.

#### Sickness Monitoring

86. Havant BCU has a robust approach to sickness management, which has seen significant reductions in self-certified sickness over the past year. Any member of staff who incurs four occasions of sickness in a 12-month period will have their case reviewed at the monthly sickness-monitoring meeting. Unless there are exceptional circumstances, self-certification is automatically withdrawn at this stage. Police staff are interviewed by their supervisor and sent a warning letter. Police officers have the same arrangement but the interview is performed by the chief inspector.
87. There are some fairness issues inherent in the current system, as the supervisor conducting the warning interview is the same supervisor who will have conducted the return to work interview. Overtime is restricted for staff returning from long periods of sickness; there is a right of appeal at the monitoring group, but this does not include any staff association representatives or occupational health input.

88. The inspection team formed the opinion that the flexibility of the sickness monitoring process needs reviewing. Examples were quoted of members of staff being off sick with serious ailments that necessitated hospitalisation, but upon their return to work their right to self certify was removed due to the four-periods/twelve day rule.
89. There are 12-14 instances a year of removal of right to self-certification on the BCU; 18-20 verbal warnings are given annually.
90. The inspection team recommends that the decision to remove the right to self-certification be communicated to the member of staff by an independent third party (for example, the chief inspector or divisional administration manager), thus introducing an element of impartiality to the process.

#### RECOMMENDATION 2

The decision to remove a member of staff's eligibility to self certify sickness be communicated to the member of staff by an independent third party.

#### Diversity Issues

91. The SMT considers that diversity is an integral part of its day-to-day role, with the BCU commander taking an active interest in community and staff engagement. Externally, the ethnic population is small (1.5%) and the BCU has taken emphatic action to deal with racially aggravated crime and protect the interests of minorities. All hate crime cases are subject of a final review by the chief inspector operations, and this reinforces to all staff the importance of the issue. The inspection team found ample evidence of a vigorous prosecution and positive action philosophy for hate crime, although the SMT acknowledged that the issues have to be continually reinforced with junior staff. The policy on hate crime investigation has been recently reviewed and sets out clearly the requirements placed upon staff:
  - Recognise and understand the policing needs of all people within the population of Havant BCU.
  - Deliver in Havant a policing service which meets the needs of individuals and communities.
  - Recognise and tackle those policies, practices and procedures which have a tendency or a perceived tendency to discriminate without justification.
  - Achieve the participation of community and staff in Havant in the elimination of discrimination.
92. The BCU has fully supported flexible and part-time working, an example of which is the post of CJU manager which is job shared. Other examples of good practice in supporting female members of staff with childcare considerations were found.

93. There is an excellent working relationship between police officers and police staff on the BCU. Police staff felt valued by their colleagues, and were particularly welcoming of the senior management team's style of open communication and recognition of good work.

### Health & Safety

94. The divisional business manager (DAM) is responsible for health and safety issues on the BCU, with a robust system of audit, meetings and training apparent. Health and safety is an important issue, which has gained prominence since statutory exemption was lifted from the police service. The inspection team notes good use of posters and contact numbers in order to make explicit the commitment of the SMT and staff alike. Regular local meetings are held, which in turn inform meetings at Force Headquarters, ensuring a flow of good practice. All accidents are rigorously investigated with the aim of learning lessons and avoiding further incidents, as opposed to a regime of apportioning blame. Work is ongoing to identify 'near misses', (incidents that do not actually result in reportable accidents), in order to inform the same learning processes.

### Reassurance and Visibility

95. The sector policing style adopted by the BCU is directed by force policy and is community based. Officers have been assigned beats or a combination of beats and the style is designed to promote accountability and responsibility for the resolution of local problems and incidents and crime reduction. The BCU drive is to improve the quality of service to communities by devolving ownership and responsibility to locally-based sector inspectors who lead CBO and response teams. While the BCU has made a significant commitment to sector and community policing, it acknowledges that community reassurance and visibility is a significant area of development. Anti-social behaviour blights local communities and damages community cohesion. It is important that this is recognised by the police, and that they respond effectively, using a menu of options of which visibility is key.

### Pride of Place Project

96. The BCU has undertaken some excellent work on the Battins and Warren Park wards on the Leigh Park Estate, which have been identified as areas of significant social and economic deprivation, often recording the highest crime levels in the Force.
97. In 2003, the BCU made a successful application for the wards to be designated a Policing Priority Area (PPA), which resulted in the BCU's main partnership project - Pride of Place. The PPA bid secured funding for a project manager, currently performed by a sergeant who acts as the link between the police and the other partners. The objective is to create a sustainable project which will improve the quality of life for local residents by improving reassurance, reducing crime and facilitating partnership working.
98. Since its inception on 1 August 2003 the Pride of Place project has seen impressive

reductions in crimes which local residents identified as being of most concern. The project set out to reduce violent crime, criminal damage and vehicle crime by 10%. The BCU's reported crime statistics show that from 1 August 2003 to 31 January 2005 on the Battins and Warren Park wards, assaults are down by 40%, criminal damage has been reduced by 45% and vehicle crime has decreased by 37%. In addition, non-dwelling burglaries are down by 17%. All categories of crime have been reduced by 35% on both wards, making a significant contribution to the BCUs overall performance.

99. One of the project's key strategic aims is to tackle the fear of crime. Although this area of work is notoriously difficult to accurately assess the BCU will be able to effectively judge progress when the results of the next residents' survey are evaluated in August 2005. However, it was clear to the inspection team that promising initiatives are underway to tackle the fear of crime which may be worthy of note.
100. The BCU commander sends newsletters to every home on the Leigh Park Estate every two months, updating residents on the project's progress, encouraging community co-operation and putting crime levels into context. The letters are well received and have significantly contributed to the improved relationship between residents and the police. The inspection team notes the positive impact of the letters and regards this work as good practice.
101. The policing of the Leigh Park Estate has been enhanced by the allocation of a dedicated response team of two sergeants and 16 PCs, who provide 24 hour cover. These officers are not abstracted for other duties, ensuring staffing levels for the estate are maintained. Officers regularly patrol on bikes as part of a concerted effort to engage with the community. The inspection team found evidence that these measures are successfully addressing residents' concerns about safety on the estate, and improving visibility.
102. Good use has been made of the media officer, who uses every opportunity to portray positive policing messages to the public, and he has focused on engendering a feeling of community spirit to encourage residents to feel that they can make a difference to their environment.
103. The BCU has invested considerable resources in the Pride of Place project, which are delivering tangible results. The BCU is committed to funding the business rates for the proposed community shop and the salary for the project manager for the next 12 months. The SMT will now need to consider the long term commitment to the project, and the inspection team recommends:

### **RECOMMENDATION 3**

That a full evaluation of outcomes and future funding commitments is undertaken by the BCU in order that measures can be put in place to secure funding from other sources to ensure the project's continued success.

## Community Beat Officers

104. The Community Beat Officers (CBOs) on the Havant BCU are deployed to sectors giving them a geographic responsibility. Apart from the officers deployed to Leigh Park (see above) there are five CBOs and one sergeant at Havant, six CBOs and one sergeant at Hayling Island and 10 CBOs based at Waterlooville who are attached to response teams. They are line managed by the CBO sergeant..
105. The deployment policy clearly sets out what these officers' priorities should be and they are summarised below:
- Proactive problem solving
  - Community engagement
  - Disruption of offenders through NIM tasking and intelligence
  - Submission of community intelligence
  - Deal with hate crime
  - Deal with repeat victims
106. In addition beat officers are expected to deal with or assist in the investigation of any significant crime on their beats.
107. Together with the apparent success of the Leigh Park neighbourhood initiative and the effective deployment of CBOs, the inspection team formed the view that the concept of neighbourhood policing is well grounded on the Havant BCU. Once the Leigh Park project has been properly evaluated, the BCU could well form a beacon of good practice for neighbourhood policing.

## Special Constabulary

108. There are 23 members of the Special Constabulary who work on the Havant BCU and the inspection team had the opportunity to interview some of them in the form of a focus group. The officers interviewed were well motivated and committed and considered themselves an integral part of the BCU visible response.
109. The management of the Special Constabulary is via a divisional liaison manager who coordinates the activity through the special divisional officer, who is supported by section officers. This group holds bi-monthly meetings. The Special Constabulary are heavily involved in events on the area, and apart from the traditional events that the officers would be expected to be deployed to, they have been involved in SNAP discos for young people, and also the initiative at Leigh Park.
110. The inspection was also impressed that they were deployed as a resource by T&CG, and the officers themselves displayed an understanding and familiarity with the tasking process. Apart from having access to briefing information as per the shift officers, the good working relationship with community beat officers meant that they were regularly updated with details of incidents on the areas that they patrolled; and importantly, this healthy relationship enabled them to feedback information to regular officers. They were aware of the ACSOs and expressed no difficulty in working along side them, as part of the wider police family.

111. Members of the Special Constabulary are equipped to the same standard as regular officers, and even have personal issue of Airwave radios, which is not seen on many BCUs. Although initial training was felt to be adequate, the lack of an available training officer on the BCU meant that the Special Constabulary sought out regular officers, who were willing to update them on legislative changes or new procedures. This example of the keenness of Special Constabulary and use of imitative is to be applauded, but the lack of access to professional training is a cause for concern (see para 74). Some officers expressed concern at the long lead in time from expressing an interest in joining to actually being recruited, and felt that some potentially good candidates were being put off joining as a result. **This is a matter that the Hampshire Constabulary Recruiting Department may wish to explore further.**
112. The callout system for the Special Constabulary on the BCU has recently been revitalised, and their details are now on the CARM computerised duties system, enabling a much more efficient way to contact them in an emergency. Havant is the first BCU to do this and the inspection team hope that this apparent good practice is rolled out across the Force. Another example of innovative use of the Special Constabulary was their use in the winter to put Christmas cards through the doors of apparently unoccupied houses, to advise on the use of security lighting and other measures.

### Community Support Officers

113. The BCU's sector structure with well defined areas of geographic responsibility has laid the foundation for developing reassurance and visibility. The sector teams are made up of Community Beat Officers and reactive patrols, whilst two authority community support officers (ACSOs) from Portsmouth City Council and five from Hampshire County Council also patrol key areas.
114. The BCU does not currently have any police community support officers (PCSOs) who are normally directly employed by the police, but four are being recruited and will be operational in Leigh Park by May 2005. This broadening of the 'police family' in Hampshire is welcomed by the HMI.
115. The inspection team interviewed three ACSOs from Hampshire County Council, who all enjoyed their job and demonstrated a positive approach to their work, evidenced by several initiatives they have undertaken. The ACSOs spend approximately 80% of their time in the community, mainly on foot patrol. The forthcoming introduction of CCTV in their vehicles, for recording anti-social behaviour to be forwarded to the police and to act as a deterrent, could have evidential benefits. **Alternatively, greater reliance on the use of vehicles may limit ACSOs contact with the public and should be monitored.**
116. The ACSOs are based at Havant and Waterlooville Police Stations, which the inspection team view as good practice. They are tasked by the station sergeant, but there is no formal deployment strategy setting out their remit. The ACSOs welcome the introduction of the PCSOs, but the BCU should consider setting out clearly defined roles and responsibilities for both groups to bring clarity their functions. The solution may rest in having a single point of contact (SPOC) for both PCSOs

and ACSOs on the BCU - ideally a member of the SMT who can also assist integration. The inspection team recommends:

#### **RECOMMENDATION 4**

That the SMT identifies one of its members to act as the SPOC for the PCSOs and ACSOs.

### **Anti-Social Behaviour**

117. As well as visible policing, it is imperative that effective use is made of legislation and Havant BCU has two full-time officers dealing with the preparation of anti-social behaviour orders (ASBOs) and acceptable behaviour contracts (ABCs). A menu of options is considered to deal with the anti-social behaviour, and this normally includes support packages. The first step is often to attempt to get the individual to sign an acceptable behaviour contract (ABC), which is an acknowledgement of the detrimental effect their behaviour has had in a locale and contains an undertaking to desist. Research elsewhere has shown that these ABCs can be very effective, but if not the next step is often an ASBO, which is enforceable by the courts.
118. The BCU has an anti-social behaviour order policy, which was written in 2002. An ASBO panel chaired by the community safety inspector meets monthly. The BCU currently has 26 ASBOs, 11 of which relate to juveniles. Good use has been made of anti-social behaviour contracts of which the BCU has 17 which are current, although over 80 have been used since 2002.
119. The BCU is planning to introduce a joint ASBO team of two police officers, a council officer and an administrative officer in the near future. The BCU should ensure that the new team fully utilises PCSOs and ACSOs as part of the evidence gathering process.

### **Havant Crime and Disorder Reduction Partnership**

120. The Havant Crime and Disorder Reduction Partnership consists of over 25 organisations that are committed to working together to reduce crime and anti-social behaviour in the borough of Havant. The CDRP strategy genuinely drives the activity and provides framework to get funding for initiatives. CDRP members consider themselves to be both proactive and reactive.
121. The BCU commander is chair of the CDRP and members meet on a monthly basis to discuss partnership issues. There is a BCU community strategy complementing the CDRP strategy. The BCU partnerships inspector provides a channel between police and partners for achieving the aims of the strategy.
122. Five key priority areas have been set by the CDRP for the period 2005 - 08:
- Crime
  - Violent and hate crime
  - Drugs and alcohol

- Victim and offender management
- Quality of life

123. The CDRP must also take into account the national requirements in relation to the Home Office Public Service Agreements that set out the government's priorities to 2007/8.

- To reduce overall crime by 15% by 2007/8
- To reassure the public, reduce the fear of crime and anti-social behaviour and build confidence in the criminal justice system without compromising fairness
- To bring 1.25 million offences to justice in 2007/8
- To reduce the harm caused by illegal drugs including substantially increasing the number of drug misusing offenders entering treatment through the criminal justice system
- To increase voluntary and community engagement, especially among those at risk of social exclusion.

124. Local issues that fall outside the remit of the five key priorities are dealt with according to a strategic assessment of how they affect the local community and their wider impact. The CDRP are confident, however, that the majority of local needs were correctly identified through the consultation process which led to the setting of the strategy. Consultation methods included a survey of over 5000 Leigh Park residents, three separate audits of the public, a Citizens Panel, comprising over 1500 local residents and police records of what is actually happening. There are six local community boards, which local officers attend, and which provide an opportunity for two-way feedback between police and the local community.

125. The ethos of the CDRP is to maximise efficacy through sharing resources. An example of their integrated approach to quality of life issues was demonstrated by Hermitage Housing's willingness to provide members of staff for litter picking on the Leigh Park estate, despite not owning any housing in the area themselves.

126. The Leigh Park Residents Forum is an active residents association, which anyone living in the area can attend. It is supported personally by the BCU commander who attends on a six monthly basis, and the residents value his commitment. A member of the BCU, whether the sector inspector or a beat officer, always attends the meetings.

127. There is an active network of Neighbourhood Watch schemes in the Havant area. The BCU commander attends the Annual General Meeting and monthly meetings on one or two occasions during the year and is seen as a direct influence in the improvement in communication between the public and police over the past twelve months. Beat officers are seen as very supportive of neighbourhood watch schemes.

128. Hampshire is a two-tier authority, with responsibility for the highways lying with Hampshire County Council. However, there is still room for improvement in providing a multi-agency approach to problem solving and there have been incidents where the local council has been perceived as not supporting the identified issues of the local community.
129. A number of positive examples of partnership working towards achieving the five key priorities were demonstrated during the inspection, including working with young people – over 40 young people now attend a football scheme being run on the Leigh Park Estate. Research is being done into how best to engage with children at a younger age (currently the emphasis is on the age group from 7 – 19 years).
130. The inspection team finds that Havant BCU benefits from a well structured CDRP, which is now robust enough to withstand a change of BCU commander.

## **Part Two - Performance**

### Overview of Operational Performance

131. The National Crime Recording Standard (NCRS) was first introduced in April 2002 by the Association of Chief Police Officers (ACPO) and the Home Office. The aim of the Standard is to promote greater consistency between police forces in the recording of crime and to take a more victim oriented approach. It was also intended that it would ensure a more complete picture of reality of crime in communities. The NCRS was attributed with causing rises in some key crime categories, which since the years April 2002 - 04 have created a new baseline from which comparative performance can now be examined.
132. For the period March 2004 to February 2005 177,526 crimes were recorded by the Force and 13,624 by the BCU, representing 13.03% of the force total. When compared with the previous year, the Force showed a decrease in total recorded crime of 0.99%, the BCU a decrease of 2.46%.
133. For the same period the overall force detection rate rose from 27.16% to 27.70% with the BCU also rising from 25.37% to 27.51%.
134. Table 1 below indicates some of the operational performance of Havant BCU for the rolling year period March 2004 to February 2005.

### Performance Comparisons with the BCU Family

135. BCU groupings have been created to facilitate comparison across a range of BVPIs. They are produced using a statistical technique known as cluster analysis, which groups areas that possess similar characteristics. Each grouping possesses socio-economic and demographic characteristics that correlate with recorded crime rates. Factors taken into consideration would, for example, include the level of social housing, social and economic deprivation. For the year 2003 - 04 updated estimates of population and households have been used in calculating crime rates in each area.

These have been derived from current mid - 2002 population estimates from the Office of National Statistics (ONS) and 2002 household estimates from the Offices of the Deputy Prime Minister (ODPM) at local authority level. For BCUs, figures have been estimated from apportioning the population and households in the local authorities, which the BCU overlaps, based on the proportion of 2001 Census population and households in the BCU. For most units, the change in the base is relatively small but for some differences are more marked. During 2004 the Home Office revised the force and CDRP/BCU groupings to cater for adjustments to the size and composition of many forces/BCUs. This process should make comparison more accurate with and groupings being no more than 15 in number. The charts and tables shown below are presented using the revised most similar BCU structure (MSBCU).

Table 1

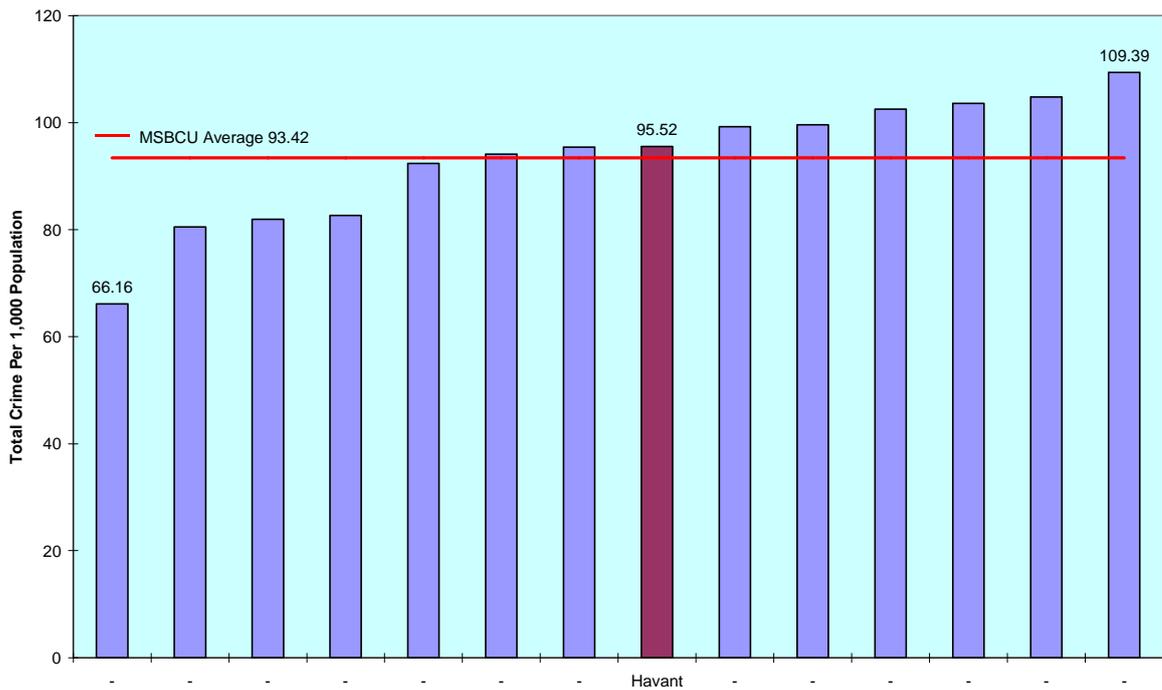
Crime Levels and Detections	March 2003 to February 2004	March 2004 to February 2005	% Change
Total recorded crime	13968	13624	-2.46%
Number of crimes detected	3543	3748	5.79%
% Crimes detected	25.37%	27.51%	8.46%
Total recorded crime per 1,000 population	97.93	95.52	-2.46%
Total residential burglary	418	500	19.62%
Number of residential burglaries detected	79	135	70.89%
% Residential burglaries detected	18.90%	27.00%	42.86%
Total residential burglaries per 1,000 households	7.01	8.38	19.54%
Total vehicle crime	1754	1313	-25.14%
Number of vehicle crimes detected	205	148	-27.80%
% Vehicle crimes detected	11.69%	11.27%	-3.56%
Total vehicle crime per 1,000 population	12.3	9.21	-25.12%
Total violent crime	2767	3488	26.06%
Number of violent crimes detected	1461	1716	17.45%
% Violent crimes detected	52.80%	49.20%	-6.82%
Total violent crime per 1,000 population	19.4	24.45	26.03%
Total robbery	64	48	-25.00%
Number of robberies detected	25	10	-60.00%
% Robberies detected	39.06%	20.83%	-46.67%
Total robbery per 1,000 population	0.45	0.34	-24.44%

## Total Crime

136. For the period March 2004 to February 2005 total recorded crime **decreased by 2.46%** when compared with the previous year. The BCU ranked **8<sup>th</sup> out of 15** for total crime per 1,000 population in its MSBCU group. The BCU is **in line with the MSBCU average** for total crime per 1,000 population. All projections show the level of total crime **continuing to fall**.

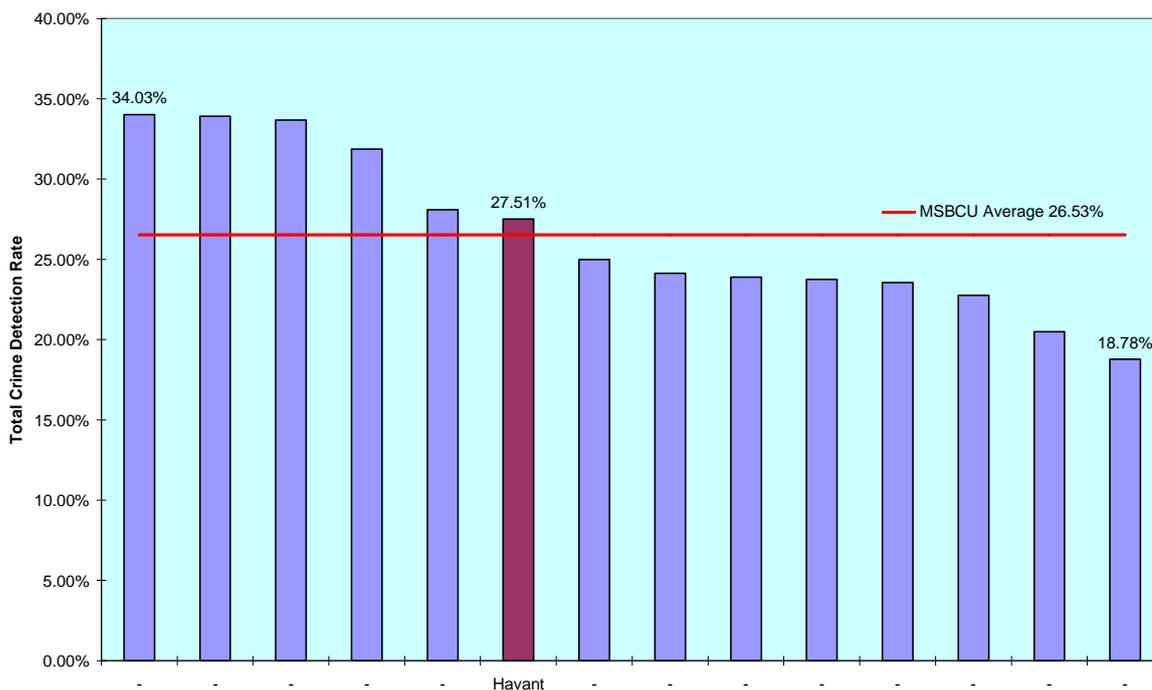
137. For the period March 2004 to February 2005 the actual number of crimes detected **increased by 5.79%** when compared to the previous year. For the same period the overall detection rate for the BCU is **27.51%** compared with **25.37%** the previous year. The BCU is ranked **6<sup>th</sup> out of 15** in the MSBCU group. The BCU is **in line** with the MSBCU average detection rate. All projections show the detection rate **continuing to rise**.

Total Crime per 1,000 Population March 2004 to February 2005



Source: HMIC South of England Region – RDS Crux Matrix 2005  
(Only Havant BCU have been identified as the 2004/05 data has not been validated or published, this is in accordance with HMIC data release guidelines)

Total Crime Detection Rate March 2004 to February 2005



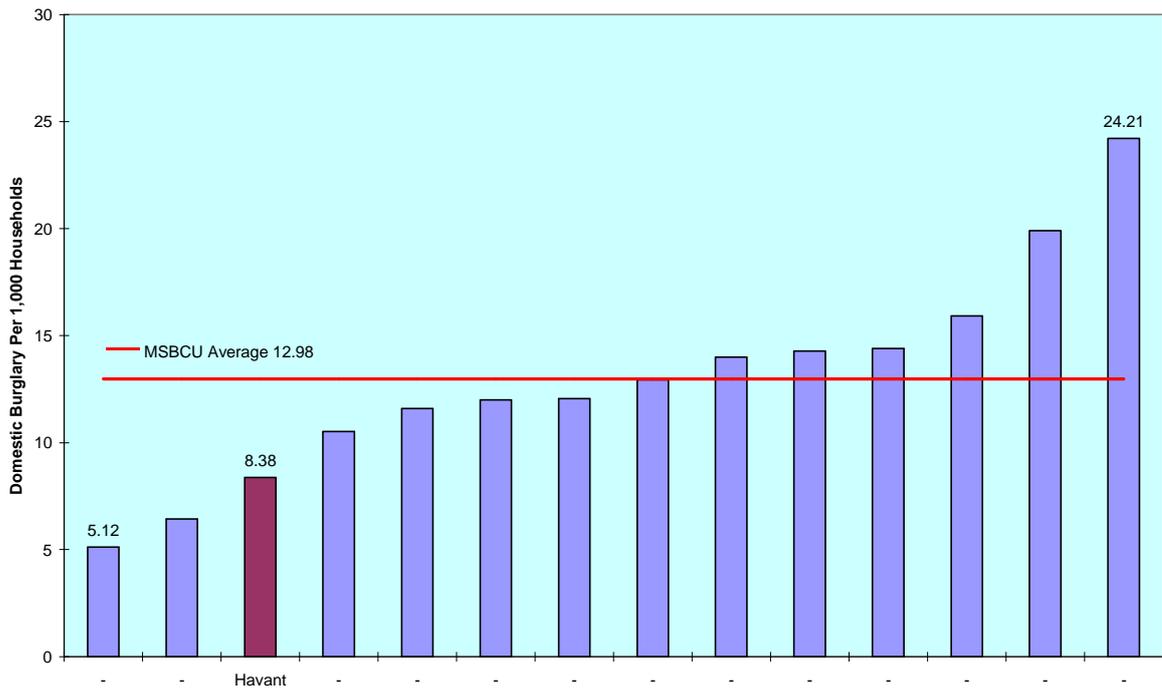
Source: HMIC South of England Region – RDS Crux Matrix 2005  
(Only Havant BCU have been identified as the 2004/05 data has not been validated or published, this is in accordance with HMIC data release guidelines)

Domestic Burglary

138. For the period March 2004 to February 2005 total recorded domestic burglaries **increased by 19.62%** when compared with the previous year. The BCU ranked **3<sup>rd</sup> out of 15** for domestic burglary per 1,000 households in its MSBCU group. The BCU is currently **below MSBCU average** for domestic burglary per 1,000 households. Projections based on the last 6 and 12 months data show the level of burglaries to be **increasing**, but projections based on the last 3 months data show the level of burglaries **remaining at the current level**.

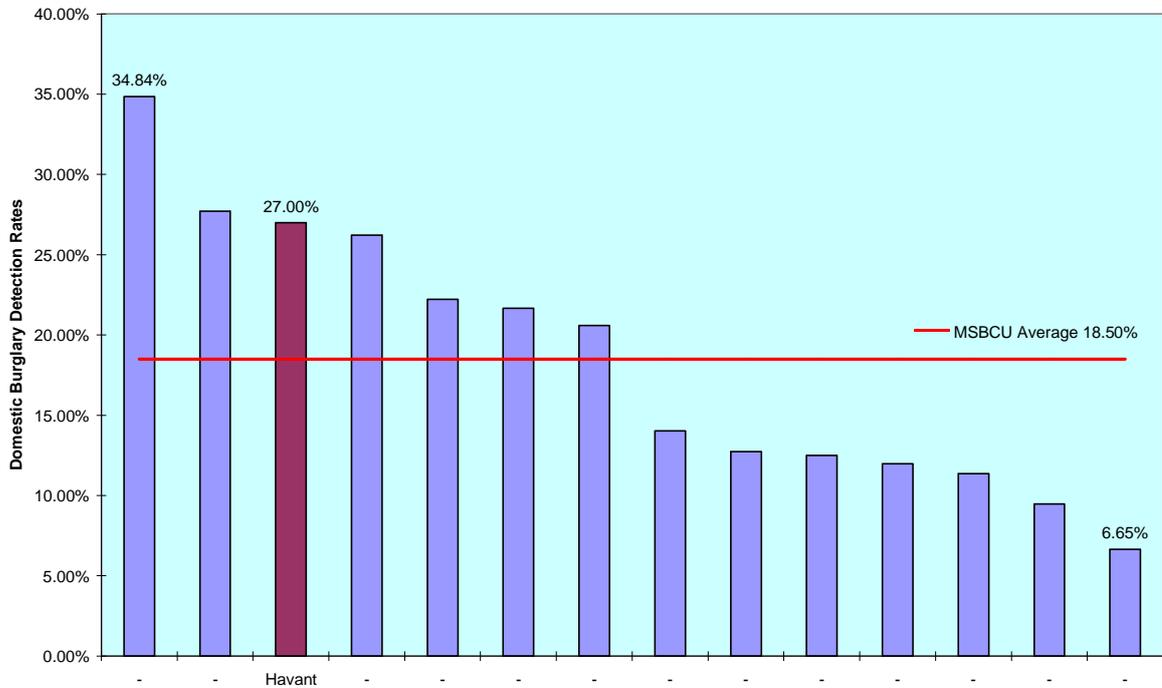
139. For the period March 2004 to February 2005 the actual number of domestic burglaries detected **increased by 70.89%** when compared to the previous year. For the same period the overall detection rate for the BCU is **27.00%** compared with **18.90%** the previous year. The BCU is ranked **3<sup>rd</sup> out of 15** in the MSBCU group. The BCU is **above** the MSBCU average. All projections show the detection rate **increasing**.

Domestic Burglary per 1,000 Households March 2004 to February 2005



Source: HMIC South of England Region – RDS Crux Matrix 2005  
 (Only Havant BCU have been identified as the 2004/05 data has not been validated or published, this is in accordance with HMIC data release guidelines)

Domestic Burglary Detection Rate March 2004 to February 2005



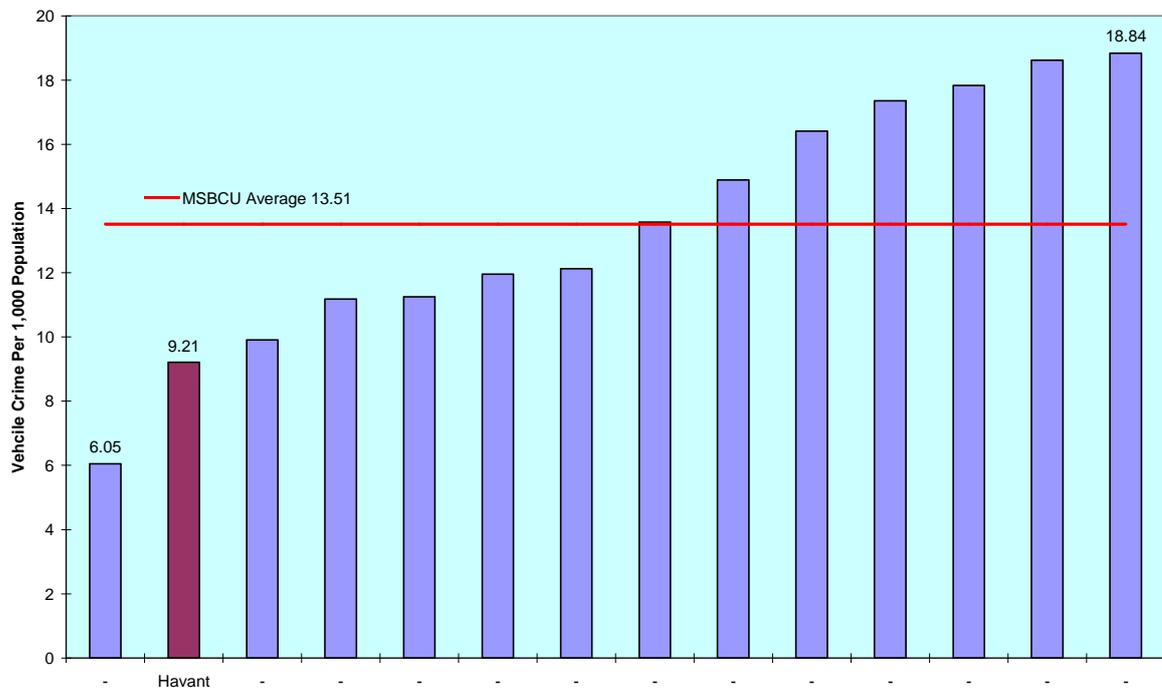
Source: HMIC South of England Region – RDS Crux Matrix 2005  
 (Only Havant BCU have been identified as the 2004/05 data has not been validated or published, this is in accordance with HMIC data release guidelines)

## Vehicle Crime

140. For the period March 2004 to February 2005 total recorded vehicle crime **decreased by 25.14%** when compared with the previous year. The BCU ranked **2<sup>nd</sup> out of 15** for vehicle crime in its MSBCU group. The BCU is **below the MSBCU average** or vehicle crime per 1,000 population. All projections show the **level of vehicle crime dropping**.

141. For the **period** March 2004 to February 2005 the actual number of crimes detected **decreased by 27.80%** when compared to the previous year. For the same period the overall detection rate for the BCU is **11.27%** compared with **11.69%** the previous year. The BCU is ranked **9<sup>th</sup> out of 15** in the MSBCU group. Currently the detection rate is just **below** the MSBCU average. Projections based on the last 12 months data show the detection rate to **continue to fall**, but projections based on the last 3 and 6 months data show the detection rate to be **increasing**.

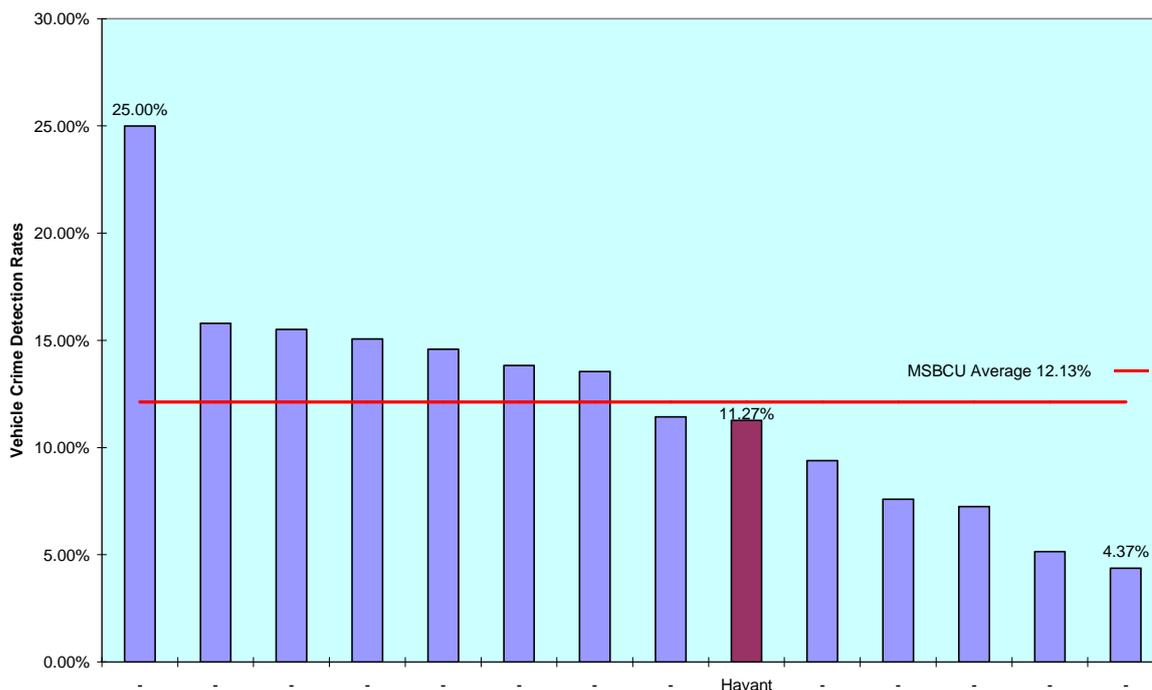
Vehicle Crime per 1,000 Population March 2004 to February 2005



Source: HMIC South of England Region – RDS Crux Matrix 2005

(Only Havant BCU have been identified as the 2004/05 data has not been validated or published, this is in accordance with HMIC data release guidelines)

Vehicle Crime Detection Rate March 2004 to February 2005



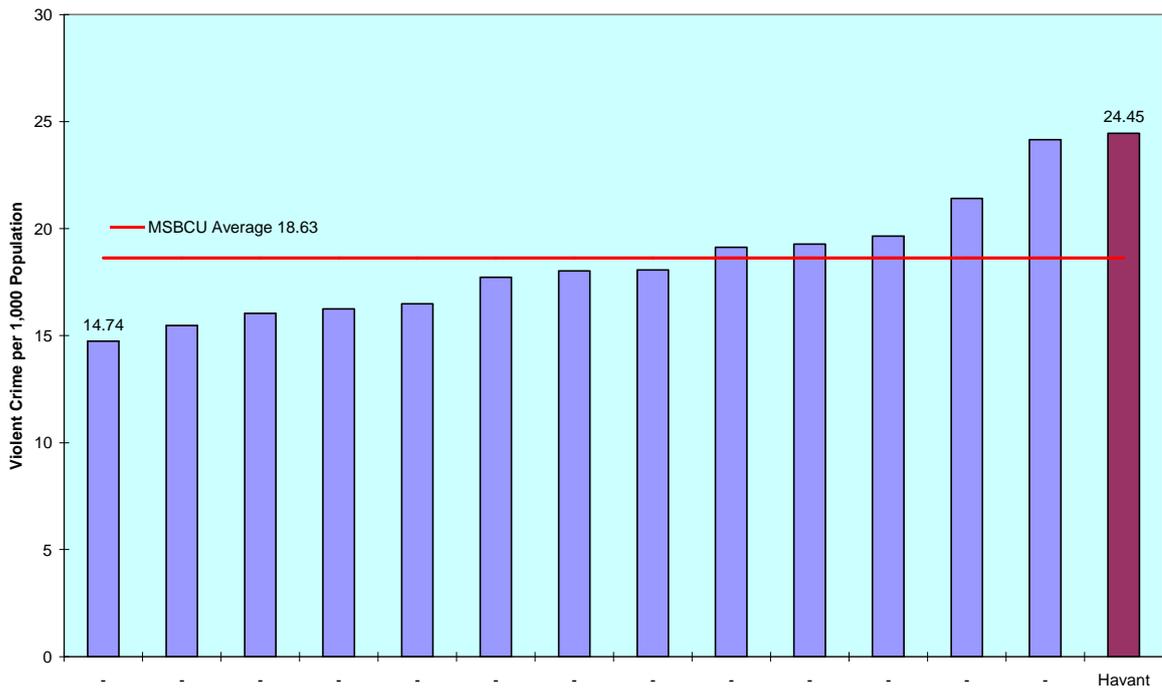
Source: HMIC South of England Region – RDS Crux Matrix 2005  
(Only Havant BCU have been identified as the 2004/05 data has not been validated or published, this is in accordance with HMIC data release guidelines)

Violent Crime

142. For the **period** March 2004 to February 2005 total recorded violent crime **increased by 26.06%** when compared with the previous year. The BCU ranked **15<sup>th</sup> out of 15** for violent crime in its MSBCU group. The BCU is currently **above the MSBCU average** for violent crime per 1,000 population. Projections based on the last 12 months data show the level of violent crime to be **increasing**. Projections based on the last 6 months data show the level of violent crime to remain at the **current level**. Projections based on the last 3 months data show the level of violent crime to be **reducing**.

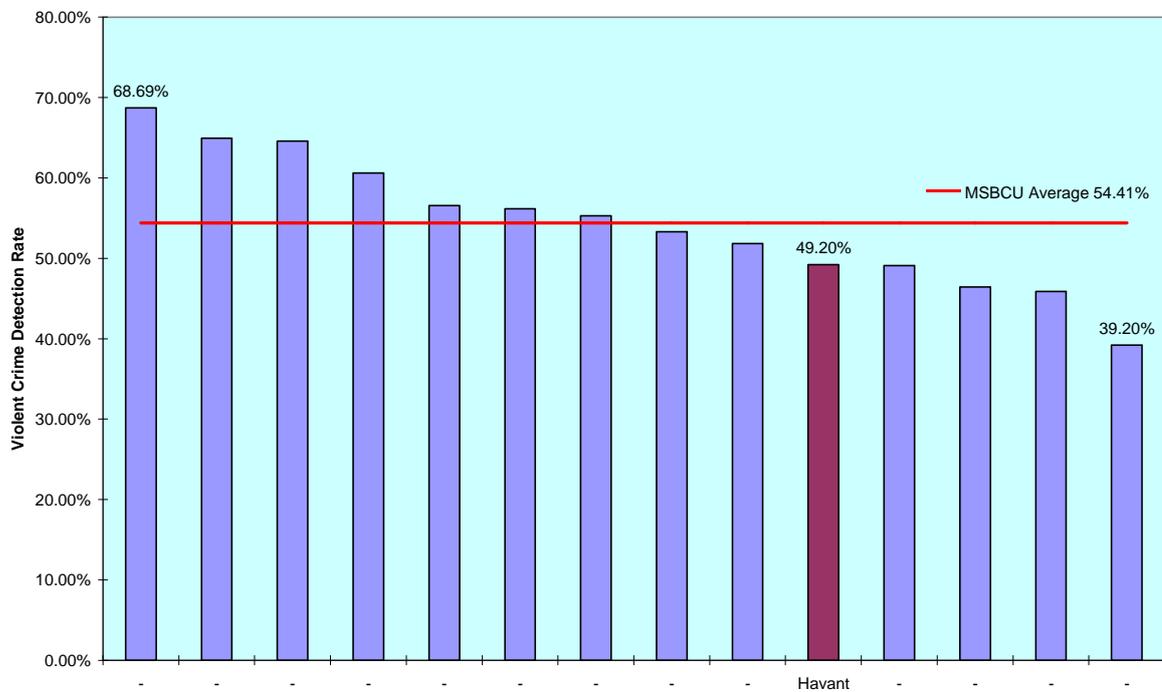
143. For the period March 2004 to February 2005 the actual number of crimes detected **increased by 17.45%** when compared to the previous year. For the same period the overall detection rate for the BCU is **49.20%** compared with **52.80%** the previous year. The BCU is ranked **10<sup>th</sup> out of 15** in the MSBCU group. The detection rate is **below** the MSBCU average. All projections show the detection rate to be **increasing**.

Violent Crime per 1,000 Population March 2004 to February 2005



Source: HMIC South of England Region – RDS Crux Matrix 2005  
 (Only Havant BCU have been identified as the 2004/05 data has not been validated or published, this is in accordance with HMIC data release guidelines)

Violent Crime Detection Rate March 2004 to February 2005



Source: HMIC South of England Region – RDS Crux Matrix 2005  
 (Only Havant BCU have been identified as the 2004/05 data has not been validated or published, this is in accordance with HMIC data release guidelines)

## Overview

144. The BCU deserves recognition for the reduction in overall crime of 2.46%, which is even greater than the 0.99%, achieved by the Force.
145. The BCU has seen a significant increase in burglaries (82) in the twelve-month rolling period, representing nearly a 20% increase. A significant proportion of these have been transferred in to detections (56) and the inspection team was satisfied that the detective inspector, supported by other key managers, was on top of the problem. In the fourteen days prior to the inspection team's visit there were seven burglaries, five of which were attempts and two were detected. This is considered low by most standards.
146. The BCU's performance on violent crime causes more concern but should be viewed against a backdrop of low numbers of actual incidents, which can be significantly affected by small numeric rises or falls in the total. The MSBCU groupings are designed to give a more comparative analysis of BCU performance, assisted by 'projected' performance for the future. When the projections are taken into account the performance of Havant BCU on violent crime looks much healthier, with a possible peak in offences and the likelihood of a sustained improvement in detections. It is not possible to state with certainty as the project is yet to be fully analysed, but it is probable that the BCU's performance has been enhanced by the success of the project at Leigh Park, previously a crime hot spot (see para 96).

## Crime Investigation Practices

147. The CID is led and managed by the detective inspector (DI) and comprises five detective sergeants including one acting DS, with 13 fully trained detective constable posts and three trainee detectives. These are all based at Waterlooville.
148. Crime is generally allocated as per force policy and this indicates that the CID should investigate robbery, serious sexual assault and indecent assault, burglary (dwelling or other), serious violent assaults, complex deception and serious public disorder. There are occasions when the BCU has been required to supply detective support to the force major investigation team (MIT) for extended periods, which has an impact on detective cover and the BCU's capability to respond to crime trends. Detectives investigate a broad range of crimes allocated to them by DSs, following entry onto the force crime reporting system by the initial investigating officer, usually a uniform response team officer and quality assurance by the CIMU.
149. Crime is reported to the BCU, usually either by telephone or in person at BCU sector front offices or via the telephone to the force enquiry centre. Incidents reported to police and requiring an officer deployment are entered onto a computerised system. Those that require recording as a crime are then entered by the initial investigating officer onto the electronic crime management system (ACR), providing an audit trail ensuring National Crime Recording Standard (NCRS) compliance. Crimes are quality assured by the CIMU and referred by the Unit according to force policy to sector sergeants or DSs for allocation to investigating officers.

150. The CIMU does not sit under the remit of the DI but falls under the 'crime manager'.
151. In common with other BCUs in Hampshire, there is a uniform inspector's post where the holder is considered to be the 'crime manager' for the BCU, but the inspection team consider this title a misnomer, and potentially confusing. In Havant the post holder is responsible for the handling and filing of undetected crime reports, hence the title crime manager, and also the Prosecutions Unit, which has a separate discreet function. The post holder is also on the rota for duty inspector cover. In reality the post is nothing more than carrying out supervision of the handling of crime reports, a function normally carried out by a detective sergeant or police staff equivalent in most other forces. Due to the absences through necessity of the crime manager to fill his other roles, the function is carried out on a day-to-day basis by a police staff supervisor.
152. The crime manager, in the parlance of most forces nationally, is the individual who has the day-to-day management and overall strategic responsibility for all crime matters on a BCU, answerable directly to the BCU commander. This is more than the mere line management responsibility for detective officers and their workload. In these terms the crime manager for Havant is the DI, who clearly displayed a good understanding of the role in terms of her responsibilities to the BCU commander. Crime managers are often, but not necessarily, a senior detective officer of chief inspector level, and would fit more easily in the new BCU structure the Force is about to adopt, rather than tinker with the current structure at Havant.
153. The inspection team had the opportunity to interview and speak to representatives of the CID and CIMU in a focus group. The team found that the group displayed commitment and were very positive about working on the BCU.
154. The minimum standards of investigation, particularly in relation to burglary, had led to an improvement. It was the view of the focus group that service to victims had vastly improved as result, over the past 12 months as cases cannot be filed until the victim has been informed of the outcome. Another area of improved service was as a result the supportive intervention policy of the Public Protection Unit, which was seen as complimenting the investigative side dealt with by CID.
155. Allegations of hate crime are investigated by the CID where the allegation is serious; the CIMU initially confirms the classification and the CIMU allocates the crime to the CID or sector as appropriate. The allocation is duly confirmed and an investigating officer appointed. All such crimes are overseen by the chief inspector operations and the domestic violence co-ordinator where appropriate and the inspection team found evidence of robust intervention to ensure minimum standards and compliance with BCU domestic violence policy. The team also found a good understanding of the minimum standards of investigation for hate crime among officers and evidence that sector inspectors also monitor progress of and quality assure investigations.

## Public Protection Unit

156. At the time of inspection the Unit had recently been reorganised. From 1st April 2005, responsibility for hate crime has been the remit of the BCU Public Protection Unit, which is led by two inspectors, who take responsibility for different portfolios under the broad headings of Public Protection and Partnership. Ultimate responsibility for decisions and monitoring are taken by the chief inspector operations. The inspection team broadly supports the reorganisation of the community safety and partnership functions of the BCU, but sees significant room for improvement in the efficient handling of hate crime and some areas of domestic violence, as detailed below.
157. Hate crime is dealt with by a designated Hate Crime Co-ordinator, who is a sergeant. The role is primarily to manage and quality assure all hate crime investigations on the BCU. A community beat officer deals with the initial report and investigation. He or she will continue the investigation unless it is a serious crime e.g. GBH or rape, in which case a member of CID will deal it with. All officers are assisted by the advice of the Hate Crime Co-ordinator. All hate crime offences are reviewed at the daily tasking meeting and the bi-weekly TCG meeting to ensure effective investigation.
158. Over the past twelve months (April 2004 – March 2005) the BCU has recorded 10 offences with a racial motivation, with a 40% clear up rate. There have been 68 crimes/incidents reported of a homophobic nature; again, the clear up rate is 40%.
159. The BCU currently benefits from two Lesbian and Gay Liaison Officers, one at each site, who are able to give advice to both members of the public and police officers.
160. The inspection team found that, whilst there was considerable commitment shown by individual officers responsible for hate crime, the BCU lacks an overall vision and strategy for dealing with race and hate crime. There are no facilities available for third party reporting of crime, and staff appeared confused as to what this term meant. No evidence was displayed of attempts to build relationships with areas of the community that are traditionally hard to reach.
161. The current low levels of reported hate crime are perceived by the Unit as indicative of there not being a problem with race/hate crime in the area. Staff were unable to state what the ethnic breakdown of Havant was, but held the belief that, with only 1.45% of the local population being non-white, they were unlikely to have a problem. It was also the belief of staff that the Havant area was not an entertainment and night-life 'lure' in the way that the nearby towns of Portsmouth, Brighton and Bournemouth are – therefore incidents related to LGBT issues rarely occurred. This was a matter of concern to the inspection team as it is widely acknowledged that in areas with a small ethnic minority population, isolation and under-reporting is more likely to occur.
162. The Unit acknowledged that there was considerable work to be done regarding marketing of the BCU to the LGBT community and ethnic minority groups. The inspection team recommends that the BCU consults with Brighton BCU in relation to best practice within the LGBT community and with Dorset Police in relation to

rural racism, and reviews its current marketing strategy.

#### RECOMMENDATION 5

The BCU implements a vision, strategy and marketing plan to improve the understanding of and relationship with members of minority groups within the community.

#### Domestic Violence

163. The BCU has three police officers that perform the role of Domestic Abuse Co-ordinators. One member of police staff who performs a joint administrative role for both domestic abuse and child protection supports them.
164. The primary responsibility of the Domestic Abuse Co-ordinators is to quality assure all domestically related occurrences and support the victims of domestic abuse. As with hate crime, offences are dealt with by the reporting officer unless it is deemed to be a serious offence, when it would be allocated to a member of CID.
165. The Unit does not deal with the perpetrators of domestic abuse at this time, but would support investigation coming within their remit. It was indicated to the inspection team that the Unit would need extra resources amounting to one police sergeant and four police officers to effectively deal with the current volume of offences and would allow prioritisation to be effectively given to repeat victims.
166. The inspection sees this proposal as good practice, but suggests an alternative model for staffing that is less intensive in its utilisation of police officers. The inspection team suggests that the support role could be as effectively performed by a trained member of police staff, allowing the police officers currently performing this role to be released for investigative purposes.
167. The Unit has built up strong working relationships with partner agencies, including Social Services, outreach workers and mental health. The Unit is currently exploring the potential for having members of partner organisations working from the BCU office, a measure that the inspection team supports as an example of innovation and good practice.
168. All officers attending the scene of an incident of domestic abuse are in possession of a domestic abuse pack. This is given to the aggrieved party(ies) and contains the crime reference number, information regarding the Domestic Abuse Co-ordinator's role and contact details, and a selection of leaflets from relevant support agencies, including:
- Victim Support
  - Havant Women's Aid
  - Home Office Domestic Abuse leaflet
  - 'Break the Chain' card (credit card size)
  - 'Where to seek help' leaflet
  - Domestic Abuse Co-ordinator's contact card

Also included is a risk assessment form for the officer to complete (with instructions), which is faxed with the crime report for evaluation by the Domestic Abuse Co-ordinators. **This is a very comprehensive pack, which the inspection team sees as evidence of good practice.**

169. There are currently no facilities for third party reporting of domestic abuse. The inspection team recommends that opportunities for development of this system be looked into as a matter of priority.

#### RECOMMENDATION 6

The BCU sets up facilities for third party reporting of domestic abuse.

#### MAPPA

170. The BCU has two police officers whose full time role is the monitoring and management of all registered sex offenders and dangerous offenders. They attend all MAPPA meetings and work closely with both the Probation and Prison Services.
171. Project Oberon had just been launched on the BCU at the time of the inspection. This integrated system shows much promise and will directly affect the management of crime on the BCU. The intention is to improve overall effectiveness, but the sheer scale of the changes to how the BCU will function should not be underestimated. The crime manager was understandably concerned about the impact and felt unable to describe how functionally would be affected at this early stage. For that reason there is not a detailed description of how the CIMU operates.

#### Use of Forensic, DNA and Other Scientific Techniques.

172. The Force's scientific support management team is headed by a detective superintendent, and is based at the Force's training support HQ at Netley. The scenes of crime function servicing the Havant BCU is based at Cosham. A detective inspector has the supervisory overview for the south, central and west of the county. Forensic submissions were dealt with by three contractors – the FSS, Forensic Alliance and the Laboratory Government Chemist (LGC) – until January 2004, when a contract was negotiated with the FSS, which now receives all but a very small number of specialist and 'quick turnaround' force forensic submissions.
173. Hampshire Constabulary has a Forensic Resource Management Unit (FRMU) to co-ordinate the use of forensic resources. Since 1st November 2004 this resource provides 24-hour cover. Centralisation of the forensic science function facilitates forcewide deployment to where the need is greatest. Forensic controllers have been employed as decision-makers and input into the force enquiry centre process to ensure that each crime reported is appropriately actioned in respect of forensic activity. This also saves supervisory time in that the daily process of reviewing and allocating jobs is now carried out by the FRMU. Thus, the deployment of Havant BCU crime scene investigators (CSIs) is co-ordinated through the FRMU and also through the tasking and co-ordinating process. There is no budgetary devolvement to BCU level for forensic science resources and processes.

174. The BCU's CSI staff are two detective sergeants (SCSIs), seven CSIs - a mixture of police staff and police officers and three volume crime scene examiners.
175. The force Forensic Science Department's service plan objective for dwelling burglary scene attendance is 85%; however, between May 2004 and March 2005 Havant BCU recorded 423 dwelling burglaries, 354 of which received a visit from a CSI. Data was not collected prior to May 2004, but the Force has appointed a forensic intelligence researcher who is now collating attendance and result statistics.

### Training and Forensic Awareness

176. The Force acknowledges the importance of the provisions of *Under the Microscope*, in particular in terms of the training/support provided to operational officers. A best practice co-ordinator – a SOCO who is a member of police staff – inputs forensic awareness training packages to probationer, custody officer and detention officer courses and to the senior investigating officer (SIO) development programme. With implementation of the FRMU and the ability of the forensic controllers to make forensic decisions upon initial receipt of a crime, the role of the BCU SCSI now allows more 'hands on' supervision and the promulgation of forensic good practice.

### IT and Performance Management

177. IT management of the scientific support function has been carried out through SOCRATES software, which facilitates provision of a wealth of performance information broken down to a local level. However, the new force records management system (RMS), currently being implemented under Project Oberon, will effectively render SOCRATES obsolete and RMS will provide the same information in addition to its ability to interface with other IT systems. The only function that cannot be carried out by RMS will be costing of submissions and a spreadsheet will be retained for this purpose. The forensic DI and the local SCSI can analyse the performance of forensic staff teams and individuals quarterly on the basis of scene attendances/lifts versus forensic outcomes.
178. A Microsoft Access database identifies the forensic costs of each BCU in Hampshire in terms of its contribution to performance against priority crime. Performance is measured in terms of outcomes and effective analysis has been carried out to maximise forensic opportunities. Forensic science performance information on achievement of service plan targets is published in the Force's monthly management report and on an individual basis.
179. The ACR system has the facility to log details of all forensic hits. This function is carried out by staff at Netley, who send an electronic copy of the 'hit' details attached to the relevant crime to the BCU CIMU so that hits can be logged on a manual database. This function also acts as a fallback so that 'signed off' crimes can be reactivated in the event of a forensic hit.

### Project Oberon

180. Operation Oberon is the name given to the programme established in June 2002 to examine options for replacing the Force's crime and intelligence management

systems. The Records Management System, which the project chose to implement, provides staff with an integrated operational information system, enabling staff to search once against persons, addresses, vehicles, events and objects.

181. The first phase of RMS was implemented force-wide, including Havant BCU, on 1<sup>st</sup> April 2005. This phase delivers crime, intelligence and incident management functionality. It accommodates collision management, missing persons, domestic violence, child protection, property management, PACE stop checks and other street interventions.
182. The second phase of RMS will be delivered in December 2005 and will include case, custody and warrant management. Other areas of business, such as firearms and licensing will be phased in by March 2006.
183. All staff on the BCU had received training on using the system, and 'floor walkers' were meant to be available to assist staff with initial difficulties in operating the system.
184. Whilst most staff acknowledged that the new record management system would be of long term benefit to the Force, initial training and implementation had caused a significant level of anxiety and stress. Staff felt that the training delivered was too general and needed to be focused more on the individual's role rather than rank/grade. Many staff had received their training several months earlier, and had lost the initial confidence they had acquired in using the system.
185. There were also difficulties concerning the 'floor walker' system. The RMS had gone 'live' on a Friday and no assistance was provided for operational officers using the new system over the weekend or during unsociable hours.
186. Whilst HMIC appreciates that implementation of the Record Management System is a force-wide project, it was felt by the inspection team that initial difficulties experienced by staff should be raised within the inspection report. There are lessons to be learnt and acted upon by the BCU for phases 2 and 3 where at all possible. The inspection team visited the Operation Oberon project team at Force Headquarters and considered the system to be a very positive long term advance in supporting the needs of operational staff.

## Forensic Submissions

187. Forensic exhibits are packaged by SOCOs and police officers at crime scenes and submitted in accordance with the force submissions policy. Details of each exhibit are sent electronically to the 'submissions inbox' at Netley where it is either approved or rejected, on the basis of the needs of the investigation, by a forensic submissions officer. The actual exhibit is then submitted according to this outcome. Financial prudence is exercised in the approval of exhibits for submission and where an identification can be confirmed by alternative means, e.g. fingerprints, then a more expensive DNA sample would not always be submitted, rather retained until the case is concluded. SCSIs are empowered by scientific support managers to have the final veto on submissions except in the case of major crime where the SIO makes submission decisions. In cases where fast tracking of exhibits is necessary,

the SCSI authorises fingerprint exhibits. In respect of other exhibits the crime scene manager has fast-tracking authority and exhibits will either be fast-tracked according to the requirements of the court case or authorised by the forensic central submissions office.

## Intelligence Sources

188. The use of covert human intelligence sources (CHISs) is an effective tactical option in crime operations, and because of the sensitive nature of the use of such sources, their governance is regulated by the provisions of the Regulation of Investigatory Powers Act 2000. The use of CHISs is controlled by the Force through Area Source Handling Units (ASHUs), managed by a DI acting as controller. Some BCUs manage CHISs themselves but this is only really worthwhile on larger BCUs, and the alternative can carry risks as it is more difficult to maintain sterile corridors between the handlers and operational officers. The inspection team support the stance taken by Hampshire Constabulary in this regard. The ASHU also provides a service in relation to quality assurance, dealing with sensitive and contentious issues as well as reviewing and managing all CHISs and confidential source issues on the BCU.

## Intelligence and Tasking

189. During the course of the inspection, two separate shift briefings were attended, one at Havant and one at Waterlooville. The inspection team also attended daily tasking, the bi-weekly pre-TCG meeting and the fortnightly Tasking and Co-ordinating Group Meeting.

190. The BCU holds a daily tasking meeting, which is attended by the BCU commander, chief inspector operations, sector inspectors, crime manager and intelligence manager. **The inspection considered this potential good practice.**

191. There was strong evidence of daily performance monitoring, with individuals being held to account concerning the events of the previous day and being directly tasked with emerging problems. Whilst there were elements of the briefing which strayed into review, welfare and personnel issues, overall the process was dynamic, relevant and worthy of note as good practice.

192. Similarly, the pre-tasking meeting was focused and fed relevant intelligence directly into the written package, which was used for the tasking and co-ordinating group meeting the following day.

193. The Tasking and Co-Ordinating Group meeting held the day after the pre-tasking meeting was intelligence-led, focusing clearly on BCU priorities and emerging crime trends. All staff present were clearly tasked. It was interesting to note that a Hampshire County Council Community Support Officer attended the meeting, and the BCU is to be commended for the level of its intelligence sharing protocols.

194. The BCU has recently changed its model for shift briefings in order to adhere more closely to the principles of the National Intelligence Model and also to model the fortnightly BCU Tasking and Co-ordinating Group meeting.

195. Waterlooville does not currently have a dedicated briefing room, instead using the conference room for daily tasking, shift briefings and the fortnightly tasking and co-ordinating group meeting. There are, therefore, no intelligence bulletins, 'hotspot' maps or 'wanted' posters on the walls of the room. The BCU does not currently use IT to assist in the delivery of its briefing processes. In order to comply fully with best practice in relation to intelligence briefings, it is recommended that the BCU sets up a dedicated briefing room on at least one site.
196. The content of shift briefings was focused, intelligence was up to date and the tasking of personnel reflected the BCU's priorities and recent intelligence. It is worthy of note that both the custody officer and duty officer attend the late shift briefing as a matter of course. CID officers no longer attend briefings on a regular basis.
197. However, the delivery of the briefing in both cases was disappointing. There was a clear lack of dynamism in the way that tasks were allocated and an energy-sapping lack of enthusiasm for the process. The inspection team recommends that a member of staff at inspector level or above is tasked with improving the quality of shift briefings, in order for the BCU to benefit fully from the changes in briefing and tasking which have recently been implemented.

#### RECOMMENDATION 7

The BCU nominates a member of staff at inspector level or above, to develop and improve the delivery quality of shift briefings.

### Accountability Mechanisms and Performance Management

198. The BCU possesses a robust framework to manage performance within which it is held to account by Headquarters. The Chief Constable holds each BCU commander directly accountable via monthly performance analysis meetings, where the BCU commander accounts for performance against national and force targets. A positive element of this meeting is a presentation on 'good practice', intended to assist in the spreading of initiatives which enhance the performance of BCUs, but has the effect of preventing the meeting from becoming a top down 'them and us' style of performance meeting. There are also quarterly performance reviews conducted by the Assistant Chief Constable for Territorial Operations with all BCU commanders, usually preceded by a pre-inspection visit. The BCU commander's performance development review (PDR) was examined and it contains objectives that relate to BCU performance against annual policing plan (APP) targets.
199. It was pleasing to note that other members of the ACPO team are not strangers to the BCU; the deputy chief constable visits Havant at least twice a year and the Chief Constable makes a point of patrolling each of the BCUs on a regular basis.
200. As this is an inspection of a BCU rather than a force, little time was spent at headquarters, although some visits were made. Time spent with the SMT and discussions with senior managers of the Hampshire Constabulary, gave the

impression of a supportive organisation that genuinely wishes to assist BCUs to perform well. The ACC TO displayed an impressive understanding of the workings of the Havant BCU, and the priority areas that it needs to achieve in. A supportive environment as described, is an important factor in the success of a BCU, but equally so is the ability for a BCU commander to influence and control local operational policies. The inspection team formed the view that Hampshire Constabulary has not always taken the opportunity to devolve responsibility to BCUs. The lack of devolvement of budgets is a clear example and the Force's reorganisation of BCUs provides an opportunity to review the approach to devolvement.

201. A key feature of a successful BCU is a robust performance management system with clear roles and expectations and awareness that individuals are held to account for their contribution towards achievement of goals and targets. The inspection team was pleased to find that SMT members considered they were jointly accountable for performance against targets set for the BCU. Evidence was found that each team member is aware of the specific targets they are responsible for and that this is integrated into individual PDRs.
202. The BCU commander holds monthly meetings with sector heads, where minutes are taken and use is made of the 'balanced score card', the local method of holding staff to account. Each sector inspector then holds their own meeting with staff to continue the line of accountability. Other unit managers operate in a similar fashion. To ensure corporacy on the BCU monthly SMT meetings are held, which all managers and inspectors attend. The first hour of this meeting is dedicated to performance review. The post of CJU manager has a seat at this meeting (the role is job-shared) and the inspection team consider this to be good practice. Too often this is considered merely an administrative role or removed from the main functions of a BCU, whereas it is pivotal in ensuring a BCU performs on sanction detections and Brought To Justice targets.
203. In an attempt to develop a joint consciousness the SMT have had a management 'away day', removed from the distraction of the work environment, to which key sergeants were invited. This produced a document and action plan which is in its early stages, but is likely to ultimately enhance performance on the BCU.
204. The inspection team examined all policy documents published by the BCU and these were found to be current, subject to regular updates, and most importantly, useful documents to which staff made reference. By having living documents which assist staff, the BCU is able to influence the decision making of staff, and thereby ensure a corporacy and a shared view of the priorities of the BCU.

## Financial Management

205. As stated above (para 29) Havant BCU does not have its own finance manager, but shares the post with two other units. The BCU has a budget of £8.250m, of which 85% are staffing costs. It has a devolved overtime budget of £380,000 which is approximately 4.5% of the total budget, yet is only allowed to carry over 1% of any under spend, whilst having to carry the total of any overspend. From a budget of eight and a quarter million this does seem limited and not as generous as found in

other forces with devolved budgets. As Hampshire Constabulary is only just embracing devolved budgets, an element of caution is understandable but the force reorganisation presents further opportunities to increase devolvement to BCU commanders, and thereby encourage innovative financial management.

#### RECOMMENDATION 8

The Force should take the opportunity of BCU reorganization to increase the level and extent of financial devolvement, thereby encouraging innovation, as well as efficient and effective financial management.

206. The BCU itself is moving to devolved budgets for sector inspectors, to encourage a sense of ownership for geographic areas, and the inspection team support this approach, which has been very successful elsewhere.

### Managing Demand

207. In a policing context demand management relates to handling calls and requests for assistance from the public, making the most of all police/public interactions and recognising that internal users and ineffective systems can add to the demand burden. Elements of the police reform agenda, including the drive for greater public access and reassurance, are also directly linked to demand management.

208. A demand based duty system appropriate for the two operational sectors has been developed, and the BCU operates a 2x2x2x4 duty pattern which appears to be favoured by staff. A significant factor in managing demand is the Leigh Park project which has a dedicated team of officers. This has had some negative effect on the patrol shifts, as the Leigh Park officers are ring fenced and can not be used to supplement the core shifts. However, even those officers expressing concern had to admit that the project has had a demonstrable effect on demand and calls from the public, with an overall reduction in crime of 35%. This initiative is discussed in greater detail later in the report (see para 96).

209. The BCU has a robust policy for the management of sickness and part of this is to make best use of officers who can not be deployed operationally, due to ill health or recovering from sickness and injury. Examples of best use of these officers were found on the BCU, such as in the Prosecutions Unit, where the officer's experience can be put to good use in examining files for court.

### Self-review and Learning

210. Good work is recognised on both the BCU and within the Force, by a system of commendations. The Chief Constable operates a two tier system, where gallantry or particularly outstanding acts of police work receive the higher commendation, and in either case this is an event families are invited to attend. On the BCU the commander can award a commendation, which then takes pride of place in a prominent location in the police station. Partially because of the esteem in which the BCU commander is held by staff, and partially because of the positive way the Force handles such matters, these commendations are sought after and held in high

regard by staff.

211. The BCU also undertakes an annual EFQM process, facilitated by the force corporate services. Findings are incorporated into BCU service plans which are comprehensive and outline development plans for personnel, finance, estates and facilities and transport.
212. The BCU clearly works hard to harness staff experience and knowledge and the above represents the translation of ideas into action that have benefited the local community through improved service delivery.

### **Criminal Justice Unit**

213. The Criminal Justice Unit (CJU) is located under the remit of the DAM and is led and managed by the two CJU managers, who job share. In no way is its function aligned to the role of the DAM, but such arrangements are historic in the Hampshire Constabulary; as all of the staff on the Unit are police staff and not police officers, they automatically come under the DAM. This dates back to the time in the police service when it was felt that civilians (now referred to as police staff) had to be managed by civilian managers, but does not reflect the modern 'police family.' Such false divisions no longer exist, and are not in line with practice on most BCUs that the inspection team has visited.
214. The CJU is based at Havant police station and deals with the management of Magistrates Court and Crown Court files as well as warrants, summons, witness warning and file resulting. It comprises 17.1 FTE posts with 22 staff, performing a variety of roles. The Unit has a system of highlighting cases involving PPOs, a system that was absent on other BCUs when inspected, and significant offence warrants are also drawn to the attention of police managers when necessary. The Unit was aware of *Narrowing the Justice Gap* issues and was clear about BCU priorities and performance objectives, as the CJU manager post has a permanent seat at SMT meetings. **It would appear that this arrangement is not universal across the Force, and as the role of such units is becoming increasingly significant to the performance of BCUs, the inspection team considers it good practice**
215. The CJU managers across the Force meet quarterly with representatives from headquarters, who are seen as supportive. This ensures an element of corporacy, offering the ability to resolve issues that might otherwise fester, and examples were given where the centre has assisted CJU units with problems.
216. Feedback to officers is provided via sector inspectors, although the CJU often deals with any remedial work necessary in the interests of efficiency. There is a supervisor who has lead responsibility for file quality and liaises with officers directly when appropriate; additionally the CJU managers have taken on a personal role of advising supervisors where they can; and officers were complimentary about the service they received from the CJU and appreciated the guidance and support provided. Both CJU managers have been on patrol with officers and have been present when search warrants have been executed. This is an excellent example of the positive working relation and understanding between the Unit and the BCU, stemming from the fact that they are seen as BCU staff, a situation that is currently

under threat.

217. An example of the commitment of the CJU managers is the fact they are attempting to arrange training themselves, for supervisors who will be affected by the new statutory charging arrangements. This will be in addition to guidance that will be issued by the Force. The inspection team concur with the view that the BCU would benefit if it had access to its own dedicated trainer on the area (see para 74).
218. It did appear to the inspection team that greater use could be made of the performance information held within the Unit. It was considered that performance was reviewed at the Joint Performance Meeting (JPM), which consists of representatives from the CJU, headquarters, courts and CPS, and is a nationally required meeting. However, the information could be useful on team performance, if it were made available.
219. The linkage between the CJU and the Prosecutions Unit seemed to be tenuous, and there was a missed opportunity for greater mutual benefits, as the two Units were separately managed. This could be overcome if there were closer alignment of the two Units (see below).
220. There was a general acknowledgement that relationships with the CPS could be improved, with the CJU wishing to promote closer working relationships and co-operation. Examples were cited of comments on TQ1<sup>3</sup> being unduly critical and unhelpful and lack of personal access to CPS lawyers for immediate pre-charge guidance and advice apparently exacerbating the situation. CPS lawyers are not co-located on the BCU and officers requiring pre-charge advice are required to make contact by telephone. An example was cited in a focus group of an officer having to make an appointment to ring the CPS six weeks in advance. The inspection team agrees that this is not ideal and that liaison has proved to be most effective where lawyers are co-located on BCUs. However, the BCU will have to work hard to make current arrangements more conducive to co-operation and consultation, since they are not within the gift of the SMT to alter.

## Custody

221. There is an inspector with overall responsibility for custody who is also a member of the duty rota for inspector cover. There are two designated custody sites on the BCU, one which is in constant use at the divisional HQ at Waterlooville, and one at Havant. The custody suite at Havant is not routinely used but kept as a reserve for persons detained under terrorism legislation or if other custody sites are being renovated.
222. The custody suite at Waterlooville is relatively new, as is the police station itself, and has ten cells and two detention rooms. Additional capacity had to be built as the initial provision of accommodation was found to be inadequate. Even with this improvement, the inspection team found that space was cramped and accommodation was not to the highest standard but adequate. The standard facilities

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<sup>3</sup> Feedback forms prepared by the CPS reflecting file quality and timeliness.

such as interview rooms, medical rooms, and other equipment are present. There was good use made of CCTV in the custody suite, being present in one detention room and one cell, in addition to the usual provision in the charge area and corridors. The table below lists the number of detained persons with comparisons to other custody sites in the Force.

Table of Prisoners.

	Jan 02 – Jan 03	Jan 03 – Jan 04	Jan 04 – Jan 05	Jan 05 – April 05 total
JW	4026	4387	7047	16853
AA	4681	4846	5159	15872
KC	10476	10879	9327	29216
SC	8875	9231	8564	29216
DL	4388	4912	4311	13605

Key: JW – Waterlooville AA – Aldershot KC – Portsmouth  
SC – Southampton DL Lynhurst (source – Hampshire PMS)

223. The custody suite is staffed by five fully trained custody sergeants, and a number of sergeants on shifts have been trained in the eventuality of a custody sergeant being absent, for whatever reason. This ensures that only trained staff carry out this important role. To assist the custody officers there are five detention officers who walk the same shift pattern as the custody officers. These detention officers are directly employed by Hampshire Constabulary, and the use of such staff is seen as good practice as it frees up constable posts that were previously used to act as gaolers. Although, there are some innovative ideas on the BCU to extent the use of detention officers, the fact that there are only five restricts the potential for this. In addition the provision of cover remains the same, regardless of the time or day, or importantly, how busy the custody suite is due to the number of detainees. With only a limited amount of research it is possible to predict periods of peak activity in a custody suite.

224. The inspection team noted that a number of officers cited examples of when they were required to assist in custody to provide additional support to the custody sergeants, thereby, removing them from operational duty. If there was more flexibility with cover by detention officers, this could be avoided and is something that is frequently found on other BCUs. There is little that the BCU can do in terms of provision of funding for additional posts, as there is very limited devolvement of budgets, but there is scope for the BCU to be used as a pilot for such a project if supported by headquarters. An evaluation could potentially provide a business case for expansion of the scheme. Therefore the inspection team recommend;

**RECOMMENDATION 9**

The SMT continue to explore ways of making more effective use of detention officers, and this should be supported by the Force, even if initially treated as a pilot.

225. It was recognised by the SMT that the BCU was not producing as effective results as it could once a suspect had been detained in custody. Frequently this can be due to inexperienced officers, and many BCUs have large numbers of probationers on core

shifts. Officers younger in service often are unfamiliar with evidential requirements or lack confidence when dealing with suspects in interview, particularly if an overbearing solicitor is present. Alternatively, they may not fully utilise powers to properly obtain samples, or carry out searches of a suspect's address. If all opportunities are utilised, this is often reflected in higher detections rates, as suspects are encouraged to admit to the full extent of their criminality. On many BCUs dedicated prisoner handling teams are used, and as these officers routinely deal with prisoners they quickly develop expertise in that field. This is seen as best practice, and offers a potential solution to the Havant BCU. However, the inspection team is cognisant of the fact that the turnover of prisoners is not particularly high on the BCU, and a prisoner handling team, covering extended hours may not be the most cost effective solution.

226. At the moment the BCU has an experienced detective officer who works permanently in custody, and her role is to assist officers and offer advice on each case that requires it. The feedback from officers focus groups was very positive and the inspection team was impressed with the enthusiasm displayed by the officer when spoken to in custody, and her knowledge of the rules of evidence was clearly first rate. There is some pressure on the BCU to return this experienced officer to CID, which is understandable but should be viewed against the positive contribution the role plays in increasing detections and file quality. Indeed, it is the view of the inspection team that this initiative should be extended, to provide greater cover, as the only criticism from staff was of the limited hours that were available to access the officer's expertise. The alternative would be the provision of a full-time Prisoner Handling Unit, and therefore the inspection team recommend:

**RECOMMENDATION 10**

The SMT reviews the initiative of a detective in custody, and if found cost effective, considers ways of extending it.