

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

**Inspection of West Downs BCU
Sussex Police
September 2005**



Executive Summary

1. The inspection of West Downs Basic Command Unit (BCU) was conducted on behalf of Her Majesty's Inspectorate of Constabulary by Chief Superintendent Peter Driver and Chief Inspector Bill Halsey between 12th and 16th September 2005.
2. 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.
3. Leadership by BCU commanders is probably the single most important determinant of BCU effectiveness. The inspection seeks examples of leadership at all levels, and does not confine expectations to those holding certain roles. The inspection process is intended to help enhance performance whilst identifying and spreading potential good practice. The process of the inspection is tightly focused on leadership and performance, coupled with a pre-inspection analysis of key data and documents.
4. West Downs is the largest territorial division in Sussex Police. It is located to the western end of the Sussex Police area and forms the southern half of the county of West Sussex. The resident population of the BCU is estimated at over 450,000 which, as a coastal resort, grows in the summer by 25%. It has five centres of population within a largely rural area. It is composed of four police districts which are co-terminous with the district or borough councils and share the same names - Chichester; Arun (Littlehampton & Bognor); Adur (Shoreham-by-Sea) and Worthing.
5. The BCU is led by a chief superintendent who has been in post since March 2004 and has broad policing experience including Specialist Operations and Special Branch. The senior management team is made up of the BCU commander, the crime & operations superintendent, the finance and administration manager (FAM), the human resources manager (HRM), the detective chief inspector and the four district commanders. They bring a wide range of skills to the team, having experience of the private and public sectors as well as experience of other forces and other BCUs within Sussex Police.
6. West Downs BCU is a relatively low crime area. Overall, total crime is stable and is showing a slight decrease. Underneath this overall picture, domestic burglary and vehicle crime are down substantially. Detection rates for these offences have also fallen. The picture is repeated for robbery, where a decrease in crime is accompanied by a decrease in detection. In all three cases, a reduction in detection is marginally greater than the corresponding reduction in offences. Violent crime is rising and, although the number of detections has risen, it has not risen proportionately. Violent crime detections are therefore showing a percentage decrease. Of concern is the reduction in detection for domestic burglary and vehicle crime. HMIC sees opportunities for the BCU to change this picture by undertaking recommendations 4 and 6 on managing resources.

7. The inspection team were impressed with many aspects of the BCU's work and believes it to be an effective organisation which seizes opportunities and pursues improvement. HMIC makes the following recommendations, confident that they will assist the senior management team to achieve further improvement in performance.

Recommendations

1. That the SMT collaborate with headquarters to review its compliance with the Force's Race Equality Scheme and Diversity Policy.

(Paragraph 78)

2. That the SMT improves the service the BCU provides to victims of hate crimes by ensuring that the Anti-Victimisation Unit improves communication with statutory partners and acts as a point of reference for hate crime investigations and victims.

(Paragraph 108)

3. That the BCU implements a domestic violence strategy, including the use of dedicated police officers supported by police staff, to investigate offences, improve procedures to capture intelligence and actively target repeat offenders.

(Paragraph 113)

4. That the SMT review the BCU's proactive capability with a view to ensuring that the work of the Divisional Intelligence Unit is acted upon.

(Paragraph 138)

5. That the BCU sets out a reassurance strategy.

(Paragraph 157)

6. That the BCU reviews its management of resources with particular regard to how it ensures pro-active as well as reactive policing; and that, jointly with headquarters, it manages the Crime Recording and Investigation Bureau (CRIB) implementation.

(Paragraph 160)

Introduction

1. Between 12th and 16th September 2005, Chief Superintendent Peter Driver and Chief Inspector Bill Halsey carried out an inspection of West Downs Basic Command Unit 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 to 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 relentless. Forces and police authorities, working with local authorities and other community safety partners, 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. 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 across the country want their management teams to be 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. 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.

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. The documents, data and other BCU issues are explored through an initial meeting with the BCU commander, and then a series of interviews, meetings and focus groups during the week of 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 25 structured interviews and focus groups were conducted. Apart from time spent at the BCU headquarters, visits were made to the custody suite at Worthing, and the police station at Littlehampton. The inspection team attended 2 patrol briefings, a fortnightly tactical tasking and co-ordinating meeting and a daily management meeting. The inspection team interviewed a total of 108 members of staff, 5 members of the Special Constabulary and 7 representatives from partnership agencies.
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. Sussex Police is responsible for policing the two counties of East Sussex and West Sussex, which are divided into twelve districts and the unitary authority of Brighton and Hove. This equates to an area of 4,779 square kilometres with a resident population (based on the 2001 census) of approximately 1.5 million, which is significantly supplemented by the seasonal influx of visitors to the south coast holiday resorts, particularly Brighton and Eastbourne. In addition, there are seaports at Littlehampton, Newhaven and Shoreham, and more than 30 million passengers pass through Gatwick Airport each year. The counties are demographically diverse, covering both large areas of population and sparsely populated rural communities.
11. The headquarters (HQ) is in the town of Lewes. The chief officer team is based at HQ and comprises the Chief Constable, deputy chief constable (DCC), assistant chief constable (ACC) (specialist operations), ACC (territorial policing East), ACC (territorial policing West), and the director of resources.
12. Sussex Police has restructured as part of the recent force operational review (FOR), and comprises six Basic Command Units (BCUs), known locally as divisions. A chief superintendent leads each BCU, with a command team including a superintendent (operations), a detective chief inspector (crime manager), a finance and administration manager and a human resources manager. Each BCU is divided into districts, led by a chief inspector.
13. In terms of resources, Sussex Police's net revenue budget for 2004/05 was £221.6 million. It employs 3,140.71 police officers and 2,271.58 police staff of whom 228.01 were police community support officers (PCSOs) (full-time equivalent as at 31 March 2005), supported by 199 special constables.
14. Turning to policing style and performance, the current Chief Constable has given a clear strategic direction that Sussex Police will focus on building Neighbourhood Policing. This vision has generated both structural and cultural change.

BCU Overview

15. The Division is bounded by the sea on its southern edge; by the counties of Hampshire to the West and Surrey to the north. To the east lie neighbouring Sussex Police divisions: North Downs BCU is to the north east and Brighton & Hove BCU lies to the east. London is 50 miles north and is a commutable journey of between 1 and 1½ hours by road or train.
16. West Downs is the largest territorial division in Sussex Police. It is located to the western end of the Sussex Police area and forms the southern half of the county of West Sussex. The resident population of the BCU is estimated at over 450,000 which, as a coastal resort, grows in the summer by 25%. West Downs has a budget of £24m and an establishment of 530 police officers and 250 police staff.

17. West Downs contains five centres of population, namely the city of Chichester as county town; Littlehampton and Bognor Regis, Shoreham-by-Sea and the borough of Worthing. Outside these areas, the majority of West Downs consists of smaller rural towns and villages, with various diverse communities. The Division is organised to be co-terminous with its four local council district/borough areas of Chichester; Arun (Littlehampton & Bognor); Adur (Shoreham-by-Sea) and Worthing. The four police districts are named the same, - Chichester, Arun, Adur and Worthing. The Division is often referred to as the 'coastal strip', although this is a misnomer because the size and shape of the Division covers a much greater rural area.
18. The Division is commanded by a chief superintendent. The senior management team comprises the BCU commander, the crime & operations superintendent, the finance and administration manager (FAM), the human resources manager (HRM), the detective chief inspector and the four district commanders.
19. The levels of crime/non crime incidents per district as a proportion of the BCU stand at:-
- | | |
|-------------------|-----|
| <i>Chichester</i> | 23% |
| <i>Arun</i> | 35% |
| <i>Worthing</i> | 28% |
| <i>Adur</i> | 14% |
20. The BCU distributes its resources proportionately. The four districts are made up of a total of 9 neighbourhood policing teams (NPT), each under the control of an NPT inspector with an addition of 5 duty inspectors to ensure a point of contact is available across all shifts.
21. Each district has a designated CID team supported by prosecution case workers for file preparation and supervised by a detective inspector. Other roles within the neighbourhood policing teams include Safer Schools Partnership officers, licensing and crime prevention teams. Each district also has a support team to sustain and monitor district performance. The Division has recently appointed a prosecution team for both of the custody centres situated at Chichester and Worthing.
22. There are 31 police neighbourhood support officers (PNSO) who staff the 10 front offices and the front reception at Divisional headquarters. The Division has 65 police community support officers (PCSO) and 52 special constables.

Part Two - Performance

Overview of Operational Performance

23. The National Crime Recording Standard (NCRS) was first introduced in April 2002 by the Association of Chief Police Officers (ACPO) and the Home Office. Its aim is to promote greater consistency between police forces in the recording of crime and to take a more victim-oriented approach. Its intention also is that it would ensure a more complete picture 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. The Audit Commission undertakes a yearly assessment of adherence to the standard, by all forces. Each year since 2003 forces are provided with an overall grading as well as grades across a range of categories. The grades are green, amber or red, which is the lowest. For the year 2004 the overall grading for Sussex has been amber. Similarly, the Force has remained at amber in the data testing category.
24. For the period October 2004 to September 2005 139,437 crimes were recorded by the Force and 31,301 by the BCU, representing 22.45% of the force total. When compared with the previous year, the Force showed an increase in total recorded crime of 1.04%, the BCU a decrease of 9.35%.
25. For the same period the overall force detection rate increased from 24.83% in October 2003 to September 2004 to 28.20% in October 2004 to September 2005 with the BCU also increasing from 25.05% in October 2003 to September 2004 to 27.10% in October 2004 to September 2005.
26. The table below indicates performance comparisons for West Downs BCU between the periods October 2003 - September 2004 and October 2004 - September 2005.

Table 1

Crime Levels and Detections	October 2003 to September 2004	October 2004 to September 2005	% Change
Total recorded crime	34,531	31,301	-9.35%
Number of crimes detected	8,649	8,483	-1.92%
% Crimes detected	25.05%	27.10%	2.05%pts
Total recorded crime per 1,000 population	84.65	76.29	-9.88%
Total residential burglary	1617	1249	-22.76%
Number of residential burglaries detected	263	200	-23.95%
% Residential burglaries detected	16.26%	16.01%	-0.25%pts
Total residential burglaries per 1,000 households	8.86	6.84	-22.76%

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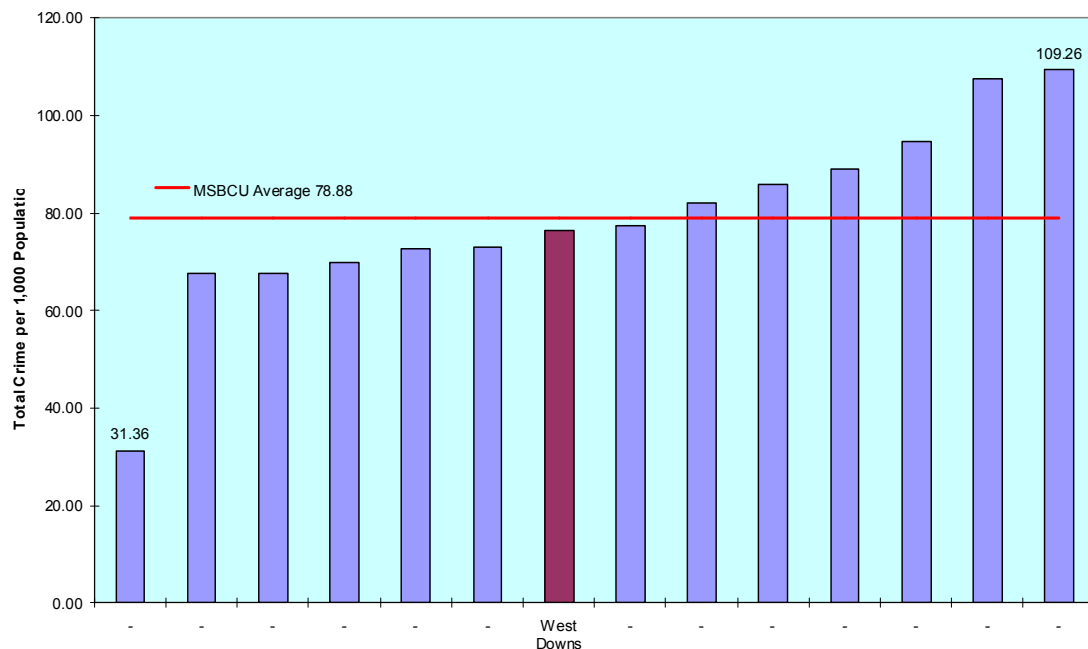
Total vehicle crime	4,477	3,410	-23.83%
Number of vehicle crimes detected	373	277	-25.74%
% Vehicle crimes detected	8.33%	8.12%	-0.21%pts
Total vehicle crime per 1,000 population	10.98	8.31	-24.27%
Total violent crime	6,160	6,757	9.69%
Number of violent crimes detected	3,377	3,602	6.66%
% Violent crimes detected	54.82%	53.31%	-1.51%pts
Total violent crime per 1,000 population	15.10	16.47	9.06%
Total robbery	248	171	-31.05%
Number of robberies detected	82	51	-37.80%
% Robberies detected	33.06%	29.82%	-3.24%pts
Total robbery per 1,000 population	0.61	0.42	-31.44%

Total Crime

27. For the period October 2004 to September 2005 total recorded crime **decreased by 9.35%** when compared with the previous year. The BCU ranked **7th out of 14*** for total crime per 1,000 population in their MSBCU group. The BCU is **just below the MSBCU average** for total crime per 1,000 population.
28. For the period October 2004 to September 2005 the actual number of crimes detected **decreased by 1.92%** when compared to the previous year. For the same period the overall detection rate for the BCU is **27.10%** compared with **25.05%** the previous year (an **increase of 2.05%points**). The BCU is ranked **10th out of 14*** in the MSBCU group and is just **below** the MSBCU average detection rate.

Figure 1

Total Crime per 1,000 Population October 2004 to September 2005

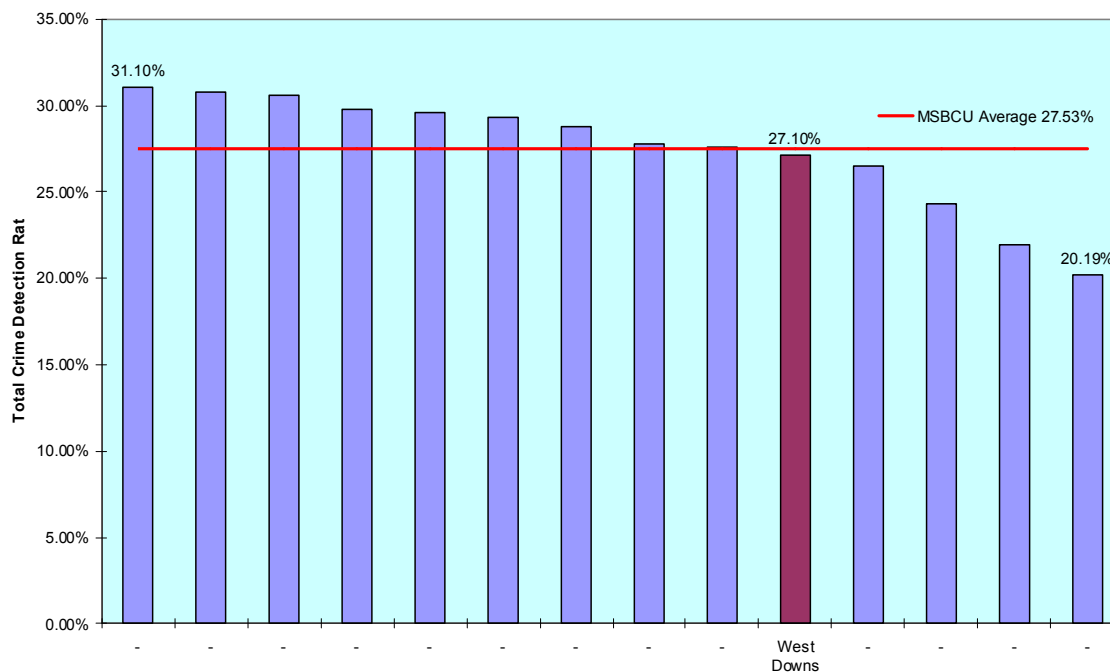


Source: HMIC South of England Region – RDS Crux Matrix 2005

(Only Cotswold and Stroud BCU have been identified as the 2004/05 – 2005/06 data has not been validated or published; this is in accordance with HMIC data release guidelines. Eastern Cheshire has been omitted due to boundary realignment)

Figure 2

Total Crime Detection Rate October 2004 to September 2005



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

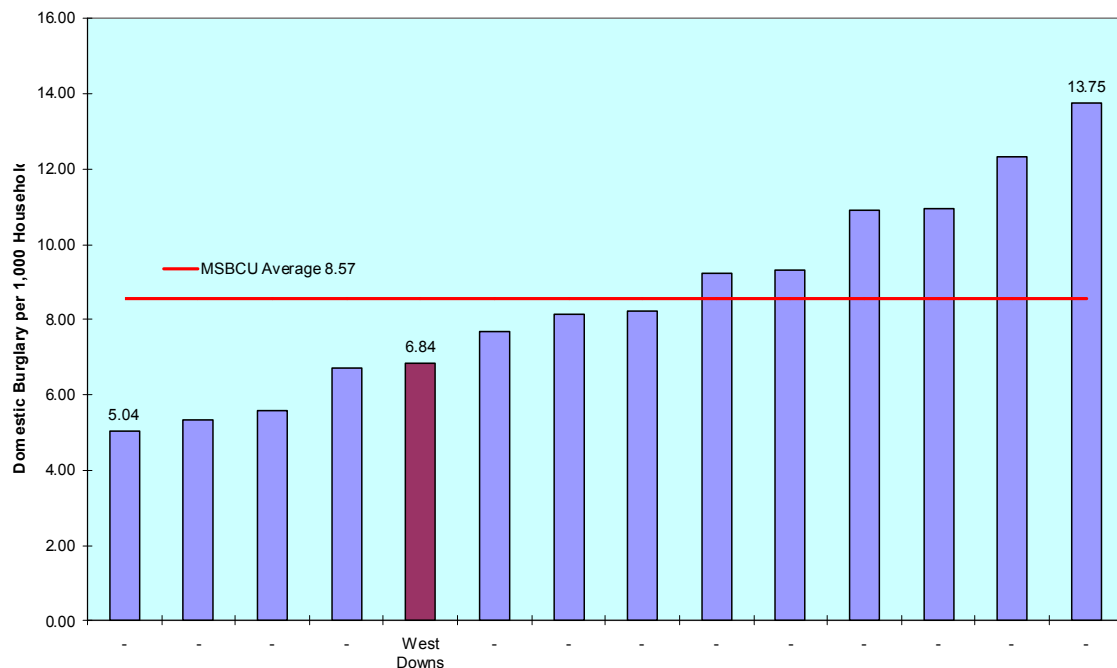
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Domestic Burglary

29. For the period October 2004 to September 2005 total recorded domestic burglaries **decreased by 22.76%** when compared with the previous year. The BCU ranked **5th out of 14*** 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.
30. For the period October 2004 to September 2005 the actual number of domestic **burglaries** detected **decreased by 23.95%** when compared to the previous year. For the same period the overall detection rate for the BCU is **16.01%** compared with **16.26%** the previous year (a **decrease of 0.25% pts**). The BCU is ranked **12th out of 14*** in the MSBCU group and is **below** the MSBCU average.

Figure 3

Domestic Burglary per 1,000 Households October 2004 to September 2005

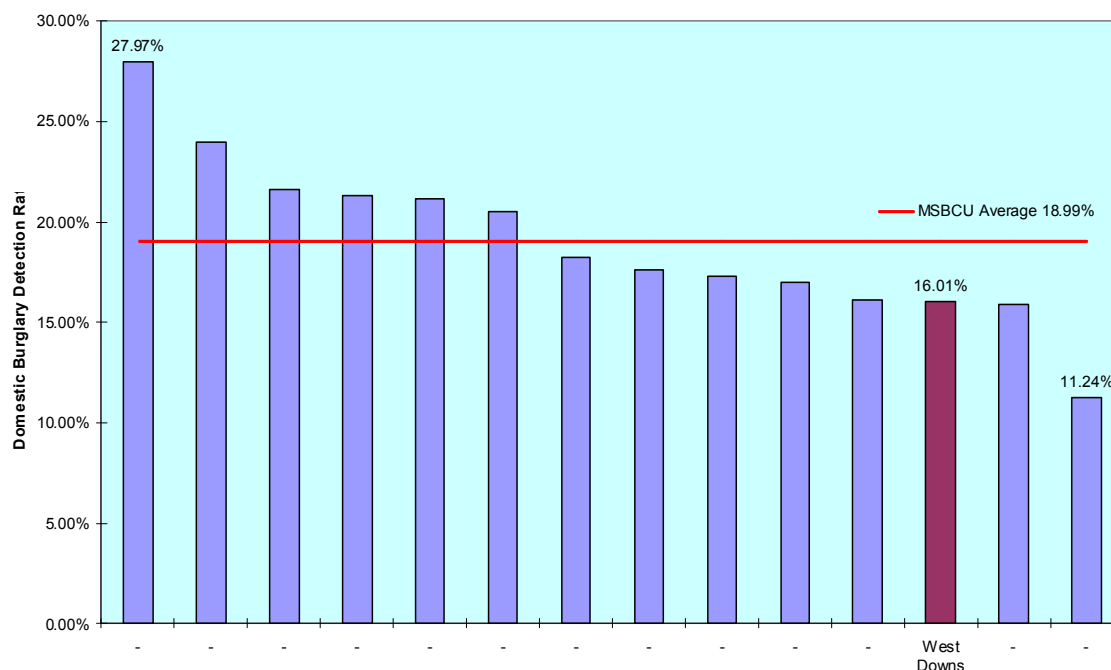


Source: HMIC South of England Region – RDS Crux Matrix 2005

(Only Cotswold and Stroud BCU have been identified as the 2004/05 – 2005/06 data has not been validated or published; this is in accordance with HMIC data release guidelines. Eastern Cheshire has been omitted due to boundary realignment)

Figure 4

Domestic Burglary Detection Rate October 2004 to September 2005



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

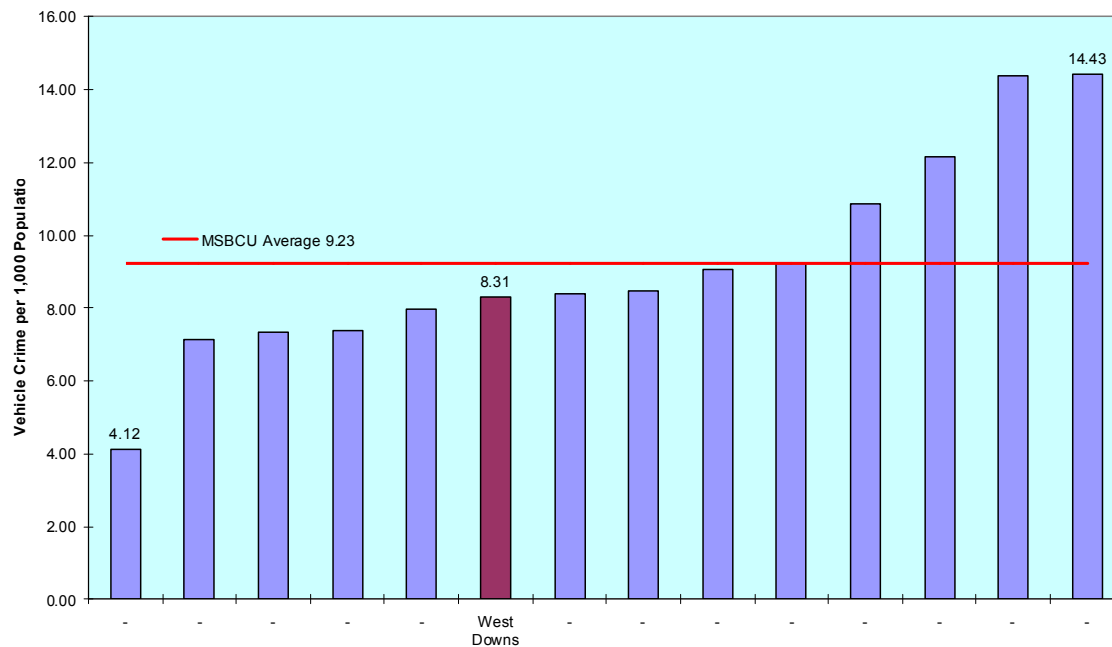
(Only Cotswold and Stroud BCU have been identified as the 2004/05 – 2005/06 data has not been validated or published; this is in accordance with HMIC data release guidelines. Eastern Cheshire has been omitted due to boundary realignment)

Vehicle Crime

31. For the period October 2004 to September 2005 total recorded vehicle crime **decreased by 23.83%** when compared with the previous year. The BCU ranked **6th out of 14*** for vehicle crime in its MSBCU group and is **below** the MSBCU average for vehicle crime per 1,000 population.
32. For the period October 2004 to September 2005 the actual number of crimes detected on the BCU **decreased by 25.74%** when compared with the previous year. For the same period, the overall detection rate is **8.12%** compared with **8.33%** for the previous year (a **reduction of 0.21%pts**). The BCU is ranked **11th out of 14*** in the MSBCU group and is **below** the MSBCU average.

Figure 5

Vehicle Crime per 1,000 Population October 2004 to September 2005

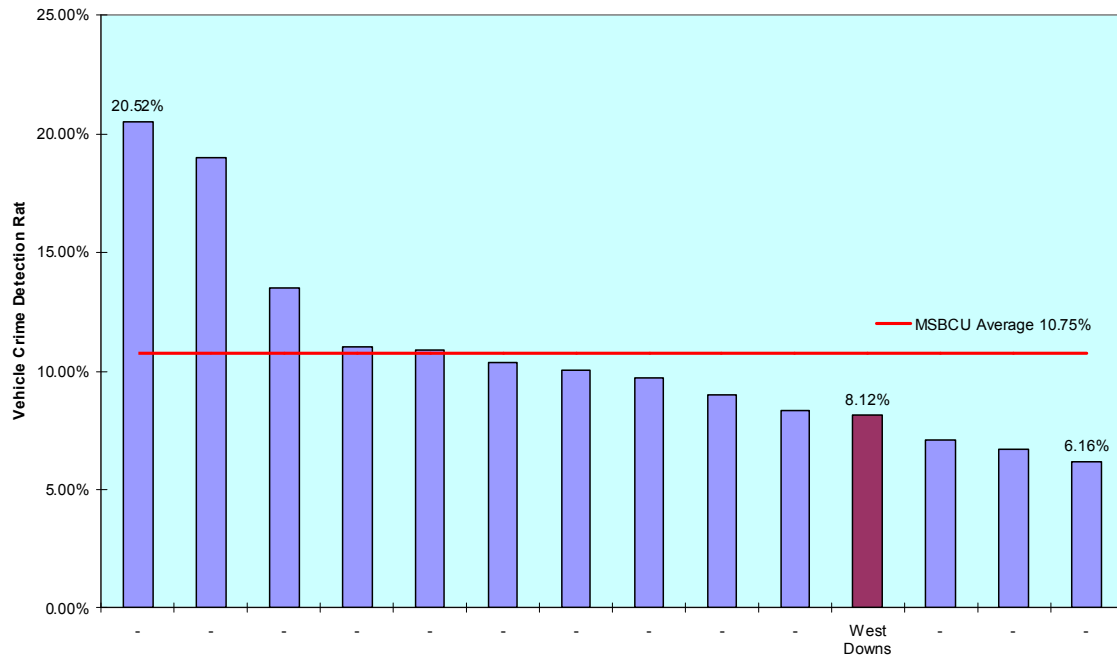


Source: HMIC South of England Region – RDS Crux Matrix 2005

(Only Cotswold and Stroud BCU have been identified as the 2004/05 – 2005/06 data has not been validated or published; this is in accordance with HMIC data release guidelines. Eastern Cheshire has been omitted due to boundary realignment)

Figure 6

Vehicle Crime Detection Rate October 2004 to September 2005



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

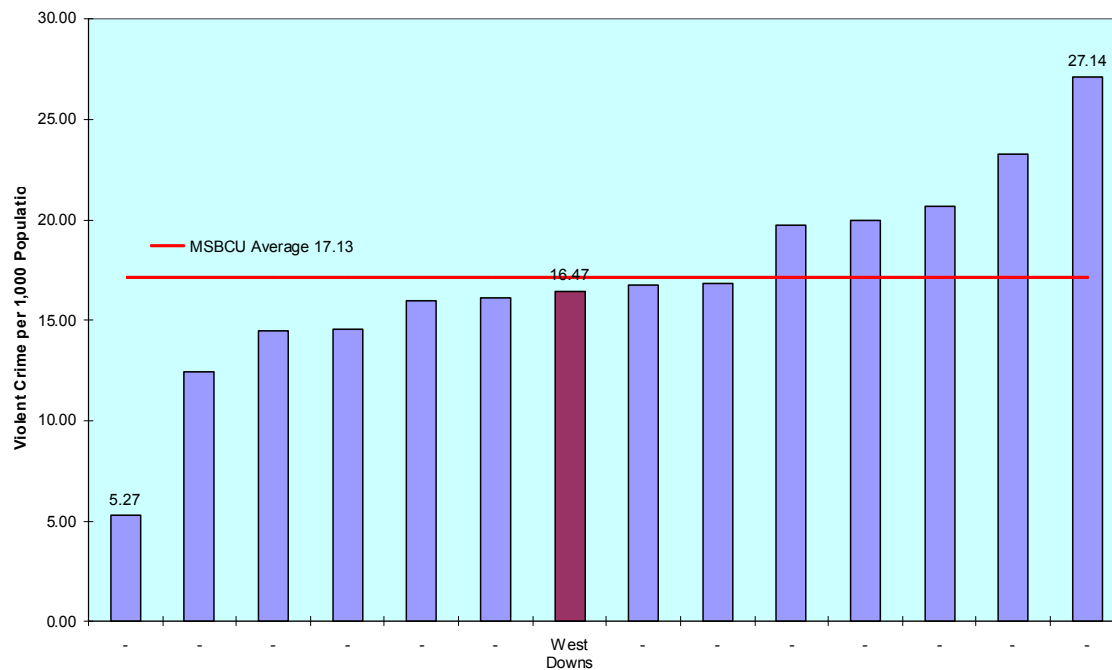
(Only Cotswold and Stroud BCU have been identified as the 2004/05 – 2005/06 data has not been validated or published; this is in accordance with HMIC data release guidelines. Eastern Cheshire has been omitted due to boundary realignment)

Violent Crime

33. For the period October 2004 to September 2005 total recorded violent crime **increased by 9.69%** when compared with the previous year. The BCU ranked **7th out of 14*** for violent crime in its MSBCU group and is currently **below** the MSBCU average for violent crime per 1,000 population.
34. For the period October 2004 to September 2005 the actual number of crimes detected **increased by 6.66%** when compared to the previous year. For the same period the overall detection rate for the BCU is **53.31%** compared with **54.82%** the previous year (a **decrease of 1.51% pts**). The BCU is ranked **7th out of 14*** in the MSBCU group and **in line with the MSBCU average**.

Figure 7

Violent Crime per 1,000 Population October 2004 to September 2005

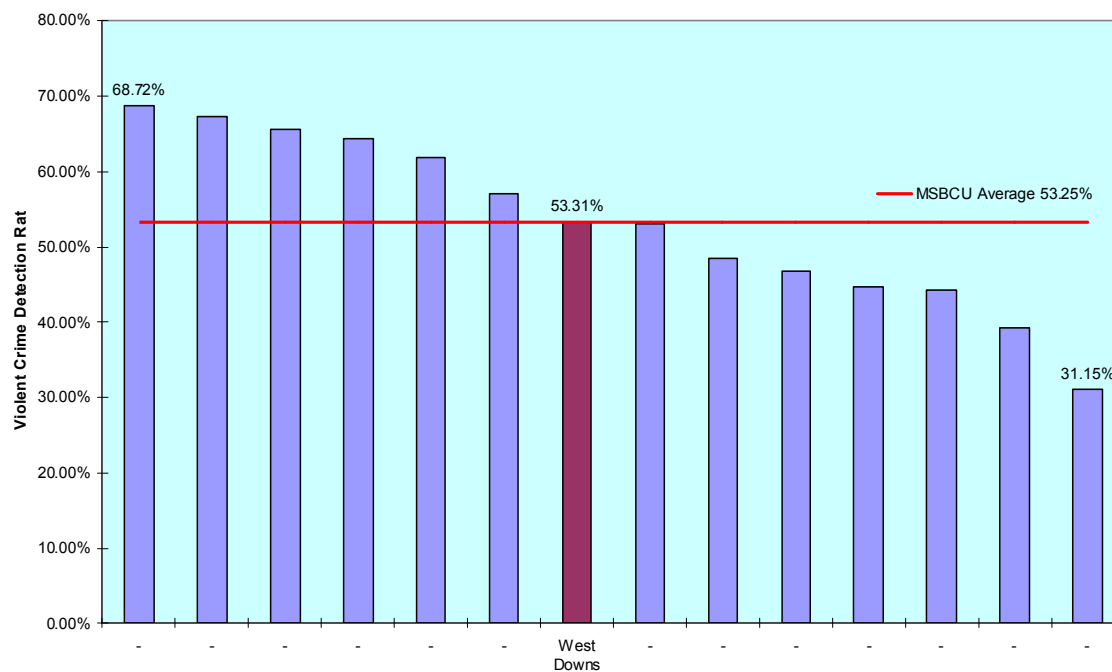


Source: HMIC South of England Region – RDS Crux Matrix 2005

(Only Cotswold and Stroud BCU have been identified as the 2004/05 – 2005/06 data has not been validated or published; this is in accordance with HMIC data release guidelines. Eastern Cheshire has been omitted due to boundary realignment)

Figure 8

Violent Crime Detection Rate October 2004 to September 2005



Source: HMIC South of England Region

CDRP

35. Although every BCU has one or more CDRPs, they vary to a considerable degree and in fact the four CDRPs of West Downs BCU are not the same. This section sets out the way the CDRPs are organised and what their priorities are, because these factors influence the BCU. They are influential particularly in the way in which the BCU relates to its partners, synchronises its priorities with the CDRP, and assesses its performance.
36. There are four Crime and Disorder Reduction Partnerships (CDRPs) in West Downs BCU: - Arun, Adur, Worthing and Chichester. Each of these is co-terminous with one of the four districts which make up the BCU and carry the same name as the CDRP. The CDRPs are supported at county level by the West Sussex County Council which has its own Community Safety Strategy. This is comprised of ten priorities. They are:
1. Addressing the fear of crime
 2. Reducing public place violent crime
 3. Reducing anti-social behaviour
 4. Creating cleaner, safer, greener neighbourhoods
 5. Reducing racist, homophobic and transphobic incidents
 6. Reducing domestic violence
 7. Facilitating partnership activity
 8. Achieving the priorities and targets set out in the seven CDRPs within the County Council area
 9. Ensure a co-ordinated approach to delivering safer communities
 10. Supporting children and young people to stay safe from being victims or perpetrators of crime
37. This strategy and the priority it gives to co-ordination and support of others is a tangible demonstration of the County Council's commitment to a safer West Sussex. As the county council has responsibility for county-wide services it is an important facilitator for the districts. To that end, it has completed a number of projects such as 32 street-lighting projects and supported the development of information exchange, known as CADDIE (Crime and Disorder Data & Information Exchange). It has also made a direct commitment in its strategy to implement its Section 17 responsibilities.
38. During 2004/5, West Sussex County Council with its seven district/borough councils (which include the four within the BCU) and the Police Authority won Beacon Status in the Crime and Disorder category. Beacon status was awarded because of its 'strategic approach to joint working and demonstrated that by pooling resources, success may be enjoyed by stronger and weaker members of the partnership alike'. The BCU and its four districts enjoy a harmonious and co-operative relationship, exemplified by examples such as Safer Schools Partnership officers and Operation Crackdown, an abandoned vehicle recovery scheme.

ADUR

39. The ADUR CDRP has four layers of organisation. Sitting at the strategic level is the Responsible Authorities Group (RAP) whose membership includes the Police Authority, police, health, council, DAAT and Fire and Rescue service. This group is responsible for delivering performance. Between this and the tactical level sits the Progress and Monitoring Group (PMG) comprising the Community Safety Co-ordinator, deputy head of West Sussex community safety unit and the police representative. The PMG includes within it the Persistent and Other Priority Offender (POPO) Group and the Domestic Violence Group. At the tactical level is the Adur Action Group (AAG). Its constituent parties are the same bodies as those of the RAP plus the youth service, elected members and the Youth Offending Team (YOT). The AAG is supported by three Local Action Teams (LATs) at Lancing & Sompting; Shoreham; and Southwick & Fishergate. This operational level has local representation from schools, businesses, councillors, residents, Council officers and the police, but it is not restricted to these and all are welcome.
40. Following a community survey in 2004 and an assessment of crime and disorder in the partnership, the CDRP set its priorities according to four criteria: that
1. the topic represents a significant proportion of local crime
 2. statistical trends suggest that the topic requires action
 3. there is public anxiety about it and
 4. there is a disproportionate level of the problem, in comparison with other areas.
41. When preparing its strategy, Adur took account of other relevant requirements. For instance, it takes account of the DAAT, Youth Justice and National Policing Plans as well as West Sussex County Council strategies. The CDRP strategy covers the period 2005 - 08 and has five 'Priority Outcomes' which are
1. reducing criminal damage
 2. reducing anti-social behaviour
 3. reducing violent crime
 4. reducing vehicle crime
 5. reducing theft
42. To support these priorities, the CDRP has produced an action plan for each of them. The government has set a Public Service Agreement (PSA) target to reduce overall crime by 15% by the 31st March 2008. Each region has been set an individual target and that for the South East Region is 16.4%. Adur CDRP has a target of 12.5% agreed with GOSE. As yet the action plans are in draft form and do not yet have smart targets. It is difficult to see how partnership working can step up to partnership responsibility without them. The BCU will continue to encourage partners to resolve this. The police district is well represented at all levels of the CDRP and is able to pursue CDRP and Divisional priorities together.

ARUN

43. Arun CDRP operates at three levels. At the strategic level it works in partnership with the Local Strategic Partnership (LSP). At a tactical level the CDRP operates a variety of groups; thematic groups such as POPO; the Arun community safety group; and the Safer Community Team. The last two form part of Neighbourhood Management Teams (NMTs) of which there are three:- Western, Downland and Eastern. At this level a parallel forum meets quarterly – the Area Committee Partnership Panel of which there are also three and they mirror the NMTs in name and geography. At an operational level there are three LATs and a Crime Reduction Action Team.
44. After a combination of audit and consultation, together with reference to local and national targets, Arun CDRP has identified four strategic priorities for the period 2005 - 08. They are:
1. anti-social behaviour
 2. public place violent crime
 3. theft
 4. vulnerable groups
45. Anti-social behaviour covers a wide range of subjects including fly-tipping, criminal damage and arson. Theft includes domestic burglary and theft of and from motor vehicles. Priority four, vulnerable groups, includes domestic violence and race hate crime. Actions within the partnership involve police and other partners. Two priorities are chaired by police representatives and two, anti-social behaviour and vulnerable groups, by other partners. An additional objective is to 'Mainstream Community Safety' which means fulfilling its obligations under S.17.
46. The CDRP shows a commendable inclusion in its targets, actions and accountability. There are target objectives for each priority and these vary. For instance, whilst the crime and vehicle reduction target is set at 18%, that for PPVC is 8.35%. There is evidence that the targets have been established with care to reflect the locality, local concern and achievability. The police district plays a full part in supporting the CDRP.

CHICHESTER

47. The structure and composition of Chichester CDRP is similar to that found elsewhere on the BCU. The 'Chichester in Partnership Core Group', which is the LSP, provides oversight. The CDRP undertakes the strategy and is supported by six LATs at local level.
48. Chichester's priorities have been set from the findings of the Chichester Community Safety audit of 2004 and have taken account of government priorities. The CDRP

priorities are set out in the Crime Reduction Strategy and they are:

1. violent crime
2. domestic burglary
3. vehicle crime
4. criminal damage

49. The CDRP operates to a number of other strategies, namely:

- anti-social behaviour strategy
- city, town and public place strategy
- domestic violence strategy
- public reassurance strategy
- substance misuse strategy and
- traffic and transport strategy

50. The CDRP demonstrates a commendable joint approach to partnership working. For instance, it recognises shared responsibility for outcomes in its public 'Guide to the Community Safety Strategy' and includes a variety of partners as Lead Officers who are accountable for the outcomes of the action plans. The CDRP is strongly supported by the Community Safety Team whose work in developing the documents and strategies can clearly be seen. The inspection team would like to have seen a greater profile from the police district in the CDRP strategies. Policing is absent from the domestic violence strategy and from the substance abuse strategy which is wholly concentrated on the work of other partners, particularly the DAAT and treatment activity. Policing is linked to the CDRP strategies by cross-referencing the Local Policing Plan.

WORTHING

51. The structure of Worthing CDRP has recently been modified and reflects that seen in Adur CDRP. There is a Responsible Authorities Partnership, a Worthing Action Group (WAG), thematic groups, namely PPO and domestic violence, and a Performance Management Group (PMG). The WAG sits at the tactical level and LATs sit below this at the operational level.

52. Worthing's priorities have been developed from the findings of the Worthing Community Safety audit of 2004 and have taken account of government priorities. The CDRP has four priorities. These are:

1. violent crime
2. anti-social behaviour
3. theft
4. burglary

53. Violent crime includes PPVC, domestic violence and race incidents. Anti-social behaviour includes criminal damage, graffiti and arson.
54. The overall target is to reduce crime and disorder by 17.5% by 2008. Implementation plans have been developed for PPVC, theft, race incidents, domestic violence, burglary and anti-social behaviour. Some have smart objectives, others do not. Those for theft, burglary and anti-social behaviour have clear targets and actions. The target for domestic violence is to set a baseline by the end of 2005/06. The figures are already known and a specific target would have acted as a clear goal and a motivation for improvement.
55. All the CDRPs operate in a clear partnership framework. Although each expresses its priorities in a slightly different manner, they are consistent. This means that the BCU has been able to set its own strategies across the BCU with consistency and focus. At the same time, co-terminous police districts ensure local issues are not ignored. Although there is some work still to be done on performance; in the context of a fully-functioning and committed set of partnerships, the BCU works closely with its communities and is structured to do so. The CDRPs are characterised by joint commitment and joint responsibility.

Accountability and Performance Management

Priorities

56. The BCU has a robust framework to manage performance within which it is held to account by headquarters. Sussex Police Local Policing Plan (LPP) 2005/6 has been developed from the National Policing Plan. At Divisional level, West Downs BCU has a Divisional LPP- action plan. By these means national and force priorities are addressed at divisional level.
57. The priorities are:
- Anti-social behaviour with a focus on PPVC (particularly reducing crimes linked with the Division's night time economy), and criminal damage.
 - Residential burglary with a focus on increasing detections.
 - Class A drug supply with the focus on Worthing district.
 - Volume crime series impacting on a district, or on a particular group in the community.
 - Terrorism.

Accountability

58. The BCU commander meets regularly with his line manager, ACC (West), to discuss progress and performance delivery of the divisional LPP-action plans, which form part of the commander's PDR. The SMT are subject to formal review by the DCC and ACC (West). There are no minutes of these meetings.
59. The Force conducts a fortnightly 'Force Performance Meeting' at which two police districts are subject to formal scrutiny by the Chief Constable. The data under examination is prepared by the corporate development department and the district panel which must answer for it is the district commander, district detective inspector, and the Divisional superintendent and DCI crime manager. The BCU commander sits outside this process, sitting in fact with the ACPO team.
60. Each of the actions in the Divisional LPP-action plan has an action owner. Some of the actions have been deemed 'core business' which means that practices exist to address them. Where actions are assessed as 'new business', a smart action plan has been developed for each new action area. There are 79 actions allocated to SMT members; 55 being core business and 24 being new business.
61. The PDR for each member of staff contains an insert setting out the key LPP and BCU targets. Supervisors are expected to set out specific tasks for an individual to help them achieve these targets.

Process

62. Each week on Wednesday the command team meets with a rotating fortnightly agenda – one week focusing on performance, the other on resources. The meeting scrutinises a number of key areas:
 - overall performance
 - action plans within a named PPAF domain of the LPP action plan
 - district-based action plans arising from the monthly internal inspection process
63. The BCU conducts a monthly internal inspection looking at NCRS compliance and the quality of its volume crime investigation. The latter type is known as the Quality-Focused Investigation (QFI). NCRS compliance does not rely on monthly scrutiny alone, as it forms part of the daily management meeting. The Incident Management Centre (IMC), a divisional organisation which manages action arising from calls from the public, reviews compliance on a daily basis. It reports to the daily management meeting. The QFI review is conducted at district level by a review of files and then initiating 'action plans for improvement' as necessary.
64. The BCU has recently inaugurated an 'extended inspection'. Each month the

command team of chief superintendent, DCI, HR manager, finance and admin manager (FAM) visit one district. They conduct focus group meetings to identify awareness of key issues and examples of good and poor practice. This process helps the SMT to be visible, to share the leader's vision and to gauge staff awareness. Extended inspection should remain part of a wider inspection process so as to ensure validation of findings. Since those conducting the focus groups are the participants' commanders, the risk of receiving only favourable impressions is greater and therefore validation through other inspection methods is particularly important.

65. The Performance and Accountability regime is thorough and undoubtedly sits at the centre of the BCU's management of its affairs. It was clear from the command team meetings that district commanders are familiar with performance in their areas and had explanations for the performance figures. A focus on performance is complemented by the tasking process. Attention to crime and incidents at the Daily Management Meetings ensures that momentum on crime reduction is maintained. The force inspection process puts the district at the centre of scrutiny. Divisional processes assist districts to meet their responsibilities. In practice, the BCU operated as a confederation of districts.
66. The inspection team found that officers understood performance in general and were aware of BCU targets but considered themselves bound to the insistent and unrelenting demands of response policing. There was a tendency to see performance as the responsibility of managers. Supervisors and staff have yet to relate the relevance of day-to-day policing to performance management, for instance the PDR process was not used to hold individuals to account as planned. HMIC is in no doubt as to the strength of performance systems and review, but performance management is not embedded. The SMT should reinforce performance at sergeant and constable level whilst at the same time recognising day-to-day pressures and managing them.

Management of Staff

Staff Appraisal

67. Effective staff appraisal is a key element in improving police performance. The Force has recently introduced an electronic personal development review (PDR) system for all staff which will be linked in the near future to the personnel and finance IT system (SAP).
68. PDRs contain a summary of the BCU's priorities followed by a more specific list of objectives and an action plan tailored for specific roles. The BCU has recently moved away from a system of completing PDRs on the anniversary of appointment to one where PDRs for all staff have reviews completed by the end of the financial year with new developments, objectives and action plans set by the following May. The BCU has a target of 100% completion of all PDRs within these timescales, but is currently managing a 60% return rate. The inspection team felt that the PDR completion rate could be improved by the introduction of an effective monitoring

system which would enable the SMT to hold supervisors to account. A clear need for this was particularly evident during a focus group with police staff, who reported varying degrees of satisfaction with the PDR process - one full-time member of staff had not had a PDR for three years, whilst others were reviewed frequently.

69. The inspection team examined a random sample of 21 PDRs (14 police officers and 7 police staff), the majority of which contained objectives, although it was not always clear how they would be achieved. Although training needs could be highlighted in the PDR, the system is dependent on staff at headquarters retrieving the information. There is no central database to record training needs, and align them to appropriate courses. Although the long-term resolution of this matter will rest at force-level, the BCU would benefit from introducing a training needs analysis form which could be completed at any stage during the year, helping to manage demand for courses and align bids for training with requests in a more consistent manner.
70. Focus groups with police officers and police staff drew several comments about the relevance of the PDR system, largely due to the fact that PDRs, until very recently, have only been referred to during completion, with no quarterly or six month reviews unless a member of staff performs badly. The BCU has now introduced a system for reviewing performance mid-year. Although recent PDRs are submitted with applications for posts, it was felt that they were not given due consideration and did not contribute towards a candidate's overall score.
71. The PDRs contained good evidence and supportive comments on the whole, and the BCU is clearly making progress in its efforts to improve the system.

Supervision

72. The strong performance culture evident within the SMT was not immediately apparent amongst sergeants and constables. Both ranks reflected a lack of awareness of BCU and district priorities and whilst it is understandable that not all officers know exact crime reduction and detection targets, it was disappointing that a broad understanding of objectives was not articulated or understood. Both ranks, but particularly constables, saw their role as responding to incidents allocated to them with little differentiation between priority crimes and other work.
73. Aspects of supervision by sergeants is commented upon in other sections of this report, but on a general note it was clear to the inspection team that sergeants do not reflect and share the vision of the SMT. This will be addressed in the near future, through the Chief Constable's leadership training programme, which is to be rolled out across the Force and will be complemented by a local leadership sergeants' course.

Complaints

74. Between April 2004 and March 2005 the BCU received a total of 193.91 complaints per thousand officers (102 complaints), a slight increase on the previous year when 180.60 complaints per thousand officers were recorded (95 complaints). The

majority of complaints were for incivility and during 2003/04, nine of the total complaints were substantiated. In 2004/05 the figure rose to eleven. Whilst the BCU compares favourably with similar BCUs in this area the SMT would benefit from carrying out routine analysis of complaints to determine location and type to assist in preventing further increases in complaints in the future.

Complaints	2003/04	2004/05	% Change
Complaints per 1,000 Officers	180.60	193.91	7.3%

Attendance Management and Sickness Statistics

75. Sickness levels for police officers have improved from an average of 13 days lost to sickness for the period April 2003 - 04 down to 11.11 days for 2004 - 05. Police staff figures for the same period show a slight reduction from 10.51 to 10.46 days lost per staff member. The SMT uses the Bradford scoring formula to monitor short-term sickness and discusses sickness levels at daily management meetings, referring staff to headquarters occupational health where appropriate. The increased focus on reducing sickness is having a degree of success, but the inspection team consider that the attendance management policy could be enhanced by the withdrawal of self-certification rights for staff with the poorest attendance rates due to short-term sickness. The Force and BCU sickness management policies did not make any reference to this option, although there is a brief mention of it in the Force's guide to sickness management, available on the intranet. The withdrawal of the right to self-certification has proved an effective tool in other areas, as long as it is part of a balanced approach to reducing sickness.

Sickness

Days Lost	2003/04	2004/05	% Change
Police officers	13	11.11	-17%
Police support staff	10.51	10.46	-0.47%

HR & Diversity

76. The BCU employs a qualified HR manager who reports to the BCU commander and is a member of the SMT. The HR manager is supported by 2.6 full-time equivalent HR officers, and 2 administrators.
77. The BCU is divided into East and West for HR purposes, with each area assigned an HR officer. This has enabled both HR officers to build good relations with district commanders, resulting in them attending command meetings where they discuss local trends and identify staffing issues at an early stage.
78. No diversity issues were raised with the inspection team but it was apparent from the focus groups that staff have a poor understanding of race and diversity issues. The inspection team were informed that the Force's mandatory Race Relations Act training had been delayed but would be delivered in the near future. Even so, training alone will be insufficient to raise race or diversity to a satisfactory standard. For instance, as regards equality, there was little evidence of systems for internal or external consultation; monitoring the impact of policies; or data such as selection, promotion, grievance or discipline, to inform decision-making. The inspection team saw a willingness amongst the SMT to embrace diversity but insufficient knowledge to do so effectively. HMIC recommends that the SMT collaborates with the Force to review its compliance with the Force's Race Equality Scheme action plans and Diversity policy. The inspection team have little doubt that, once underway, the SMT will see through the necessary changes with vigour and commitment.

RECOMMENDATION 1
That the SMT collaborate with headquarters to review its compliance with the Force's Race Equality Scheme and Diversity Policy.

Health & Safety

79. A full-time health and safety advisor and deputy are employed at headquarters to actively promote health and safety issues, and provide an input on training courses. Although there is a programme of visits scheduled for BCUs, the day to day responsibility for health and safety has been devolved to finance and administration managers.
80. The West Downs finance and administration manager operates a management control system for health and safety issues, which involves regular site audits and visits, which in future will be conducted with the HR manager. These will incorporate consultative meetings with staff associations and employees.
81. The BCU operates a number of permanent health and safety risk assessments and trained staff undertake assessments for operational activity on a regular basis.

Training

82. The training development unit is situated at 2 sites within the BCU (Chichester and Durrington) each with a local training officer responsible for developing and delivering training packages to BCU staff.
83. Two rotational training days are allocated every 10 weeks to keep officers updated on new legislation and procedures, however, comments from focus groups of both uniform and CID staff indicated that attendance was patchy. Some had not received training for long periods other than officer safety training, which was viewed as mandatory.
84. The vast majority (about 90%) of training delivered to BCU staff is dictated by headquarters, leaving very little time for training which the BCU considers necessary.
85. Trainers take responsibility for preparing the training calendar which is ratified by the SMT, therefore opportunities were missed by the SMT to shape the programme at an early stage. A client/service provider relationship between the BCU and training staff was not operating effectively. This was reflected by the lack of progress on identified training needs, noted under 'staff appraisal'. The BCU is advised to take a more pro-active stance in training matters. A Training User Group is a useful step in that direction, providing the means, amongst other things, to match training to need and monitor training attendance.

Probationer Development

86. There are four probationer development units across the Division with ten established probationer development officer posts. Probationers spend five weeks being tutored on the probationer development unit and five weeks tutored on section within an NPT. The probationer development unit is supervised by a sergeant who liaises regularly with probationer development officers and HR to monitor and support the progress of probationers. In line with national best practice, probationers complete a comprehensive development portfolio which is regularly reviewed by line managers. The inspection team did not encounter any concerns over the tutorship or management of probationers on the BCU and found probationer development to be operating appropriately.

Crime Management

Use of Forensic, DNA and other Scientific Techniques

87. The Government has invested heavily in the application of forensic science by the police service. This is reflected in the Police Science and Technology Strategy which demonstrates a firm commitment to improve the detection of crime by scientific methods.

88. Sussex Police's scientific support branch (SSB) is part of headquarters CID, but provides line and professional management to local crime scene investigators (CSIs). The SSB produces an overarching performance plan as well as individual unit performance plans and performance measures are produced to monitor team and individual contributions.
89. The BCU's CSI team are headquarters staff, but work from an office in Centenary House. They are led by a principal CSI with 2 senior CSIs and 12 CSIs. As an indicator of their performance during the financial year 2004/5 the team attended 7,767 crime scenes producing 649 DNA samples and 1,791 fingerprint lifts, which yielded 353 DNA hits and 315 fingerprint identifications.
90. The CSIs use a recently developed intranet based IT system known as SOCWEB. This enables intelligence researchers and analysts to inform the fortnightly tasking process by using the accurate and timely information supplied by the CSIs on suspects and specific modus operandi. The inspection team were pleased to note that through SOCWEB the CSIs play a key role in the BCU's tasking processes.
91. The BCU manages forensic identification in accordance with a force model. Crime reports are updated with identifications made by the SSB which are sent to the BCU's incident management centre (IMC) which forwards the details to the researcher in the DIU for comparative analysis against other crimes. The result is forwarded to the daily management meeting for allocation to a district detective inspector who assigns an officer to the enquiry and monitors progress. The IMC maintain a spreadsheet showing to whom the identification result has been allocated.
92. The districts within the BCU deal with DNA hits and fingerprint identifications differently. Arun district has a Priority Crime Team consisting of 1 DS and 3 DCs who are based at Bognor Regis. The team deals with identification results on prolific offenders with the aim of maximising detections through TICs. This approach brings consistency and experience to an important area of police work and, given the potential impact on performance, the SMT should take the lead and apply similar arrangements across the BCU.

Crime Recording Practices

93. 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 NCRS 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 the 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.
94. From the end of 2003 Sussex Police took a more rigorous stance on the recording of crime, which has resulted in an expected increase in overall crime. The most

common category that is usually affected by NCRS is violent crime. Minor disputes and assaults which were not normally recorded before are now fully captured under the new system. The combination of these two factors may have made a major contribution to the BCU's rise in violent crime. During the 2 years immediately preceding HMIC's inspection there was a 15.07% increase in violent crime, with an 8.32% drop in detections.

95. The increase in violent crime remains a concern to Sussex Police, who conducted a review in October 2004, as the increases were replicated across the Force. The conclusion was that the increase was mainly in public place violent crime, and the increases were attributable to more accurate crime recording under NCRS.
96. The inspection team found strong evidence showing the BCU's commitment to NCRS compliance with daily updates provided by the incident management centre (IMC) and a good degree of knowledge amongst staff about what was required. An IMC supervisor also fulfils the role of NCRS controller for the BCU, ensuring that crimes are recorded within 72 hours of being reported.
97. In May 2004 Sussex Police introduced a Central Crime Recording and Investigation Bureau (CRIB) and BCUs have migrated to the CRIB as part of a phased programme. The West Downs BCU accounts for more of the Force's crime than any other BCU in Sussex and its inclusion within the CRIB has been delayed until January 2006 to ensure that it can cope with the extra demand.
98. At the time of the inspection the BCU was operating a well established IMC located at Centenary House and Bognor Regis. The IMC is the central point for all crime recording and is staffed for 12 hours a day, 7 days a week. The purpose of the IMC is to process and, on a limited basis, investigate crime reports. An experienced inspector supported by 3 supervisors manages the IMC which has one crime file assessor and 18 incident management assistants. Day to day crime recording is delivered by the IMC including the functions of data inputting, call-backs on non-attendance crimes and desk top crime investigations.
99. When the IMC migrates to the CRIB the IMC will become a crime management unit with staff who currently perform investigatory functions employed purely as crime recorders. It is accepted that the closure of the IMC will result in the loss of experienced staff and incidents of incorrect classification of offences may increase. To counter this, the Force has introduced crime record investigation assessors (CRIAs) to carry out quality assurance and review initial reports of crimes for NCRS compliance and adherence to the Force's victim contract policy.
100. The inspection team appreciates the Force's desire to improve its service to members of the public wishing to report a crime over the telephone and the CRIB's 24 hour capability is a marked improvement. However, the inspection team is concerned that if CRIB staff are unable to carry out basic desk top investigations, then demand on BCU personnel will increase, with a likelihood that this will impact heavily on NPT officers. This has potentially serious implications for managing demand and

improving performance. **This matter is therefore subject to recommendation under 'Managing Demand'**

Hate Crime, Domestic Violence and Child Protection

101. The effective investigation and support for victims of hate crime (race, homophobic and transgender motivated offences) is a Government priority. The ethnic minority and gay communities across the BCU are comparatively small, as is the incidence of hate crime.
102. From 11th April 2004 - 31st March 2005 the BCU recorded 210 racist crimes of which 80 were detected. This compares to 208 racist crimes during the previous year, 86 of which were detected.

Racially Aggravated Crime

	2003/04	2004/05	Change 2003/04 - 2004/05
% Racially Aggravated Crime Detected	41.34%	38.09%	-3.25% points

103. From 1st April 2004 - 31st March 2005 the BCU recorded 17 homophobic crimes, 8 of which were detected compared to the previous year when 20 offences were reported, 5 of which were detected.

Homophobic Crime

	2003/04	2004/05	Change 2003/04 - 2004/05
% Homophobic Crime Detected	25%	47%	+22% points

104. During 2003 - 04 122 members of ethnic minorities were searched during the year with 22 being arrested. In 2004 - 05, 68 persons from an ethnic minority background were searched leading to 4 being arrested.
105. In 2003 - 04 officers searched 2,840 white people, 316 of whom were arrested and in 2004 - 05 this dropped to 1,336 with 125 arrests. The inspection team note that the figures presented show an unusually large decrease in the total number of people searched which may indicate a corresponding reduction of police activity in certain areas and a lack of proactive work. The SMT are encouraged to continue with its

close scrutiny of such data.

PACE Searches

	2003/04	2004/05
White population % arrested	11.1%	9.4%
Minority ethnic population % arrested	18.0%	5.8%

106. The specialist investigation branch, which is part of headquarters CID is responsible for policy governing the investigation of hate crime, domestic violence and child protection. Specialist investigation units (SIUs) have been set up on each BCU, supervised by a detective inspector and West Downs BCU has an anti-victimisation unit (AVU), working within the SIU, which is responsible for domestic violence, vulnerable adults and hate crime. The AVU has 4 officers, each with responsibility for one of the districts.
107. The Sussex Police hate crime policy reflects ACPO guidelines and states that all hate crime incidents will be subject of a full investigation with quality focused investigation standards providing tactics and guidance for officers.
108. Staff in the BCU's AVU spend the majority of their time (70%) dealing with vulnerable adults with the remainder spent on domestic violence victims. District staff deal with hate crimes which are highlighted and discussed at daily management meetings. Whilst NPT sergeants interviewed by the inspection team were aware of their responsibilities under the hate crime policy and acted accordingly, dealing with each case in isolation, the BCU would benefit from greater co-ordination in hate crime investigation. This was reflected in comments made in the CDRP focus group which was that, compared with other BCUs in Sussex, it was difficult to engage with staff on the West Downs AVU to discuss hate crimes.

RECOMMENDATION 2

That the SMT improves the service the BCU provides to victims of hate crimes by ensuring that the AVU improves communication with statutory partners and acts as a point of reference for hate crime investigations and victims.

109. The BCU recorded 1,865 offences of domestic violence during 2004/05, of which 1,088 were detected. During 2003/04 of the BCU recorded 1,536 offences of which 1,094 were detected. This represents a 21.4% increase in the number of offences reported and a 0.55% decrease in the detection rate. The inspection team are

concerned by these figures and particularly the 21.3% increase in repeat offences recorded over the same period.

Domestic Violence

Domestic Violence	2003/04	2004/05	% Change
Number of Domestic Violent Cases Recorded	1,536	1,865	+21.4%
Number Of Detections	1094	1088	-0.55%
Number Of Repeat Offences	328	398	+21.3%

110. The inspection team was surprised to find that the BCU does not have dedicated domestic violence officers, but instead AVU staff share this function with their responsibility for vulnerable adults which is increasingly time consuming. The AVU staff have few dealings with domestic violence offenders and are seen more as a link between the BCU and social services. The BCU could improve its performance on domestic violence by ensuring that the AVU have an investigatory role dealing with all serious and repeat offenders. Domestic violence officers should have an overview of current cases and provide advice for colleagues on domestic violence investigations, rather than focusing predominantly on the victim.
111. Sussex Police operates a domestic violence policy with guidance to operational officers, including the requirement to arrest all alleged perpetrators. The BCU rigidly adheres to the policy, but at the same time domestic violence intelligence was not recorded in a consistent manner which makes it difficult to collate historical information on offenders and victims. For instance, verbal arguments which necessitated the attendance of a police officer, but which fell short of a substantive offence were not consistently recorded under a domestic violence category.
112. The inspection team recognises that AVU staff are working with partners on domestic violence cases, but are concerned that highly trained police officers are focusing on victim care rather than being used to investigate and detect offences. This is reflected in the BCU's performance on domestic violence.
113. In 2004 ACPO and NCPE published guidance to forces on investigating domestic violence which advises on the role and responsibilities of domestic violence officers. The guidance states that domestic violence officers should assist with investigations and on occasions take full responsibility for them. The guidance firmly places the onus on domestic violence officers to bring offenders to account, whilst emphasising the essential role of partnership working between the police and voluntary and statutory bodies in reducing offences and supporting victims. Several areas now have successful initiatives which are producing sustainable results. The SMT may wish to consider examples of good practice in other forces such as the domestic

violence intervention partnership operating in Gloucester which is viewed as good practice.

RECOMMENDATION 3

That the BCU implements a domestic violence strategy, including the use of dedicated police officers supported by police staff to investigate offences, improve procedures to capture intelligence and actively target repeat offenders.

114. There are 2 detective sergeants and 10 detective constables on the BCU's child protection team, operating from Centenary House and Bognor Regis police station. The inspection team found that staff felt well supported by the crime manager and relationships with local social services are good.
115. During a focus group comments were made about the poor standard of referrals to the child protection team by uniform colleagues. This is a concern which the inspection team has found in other BCUs and is only effectively addressed through training for supervisors and staff.

Intelligence Led Policing

Divisional Intelligence Unit

116. The BCU has a divisional intelligence unit (DIU) under the management of a detective inspector.
117. The DIU comprises:
- an analyst assisted by a researcher for each District;
 - an intelligence cell, run by A Detective Sergeant;
 - 8 constables and a detective sergeant who are intelligence development officers (IDOs);
 - a dedicated source unit (DSU) led by a detective sergeant and 4 detective constables.
118. 4 IDOs are based at Worthing and 4 at Bognor Regis, with a satellite office at Shoreham, but in practice they frequently work as a team, gathering intelligence on level one priority offenders. Level two offenders are dealt with by headquarters CID.
119. In accordance with best practice the IDOs do not routinely involve themselves in arrests and interviews of offenders. The IDOs are appropriately trained, having attended an intelligence-led policing course, urban surveillance and observation

point course and a surveillance log management course.

120. During a focus group held with IDOs it was apparent to the inspection team that they are well motivated and a dedicated divisional resource with appropriate equipment and technical support. It was pleasing to see that the IDOs receive the majority of their work directly from the daily and fortnightly tasking processes.
121. The DIU currently operates from an open planned office which is a busy thoroughfare for staff from other departments. Although there was no confidential or sensitive material on view and no suggestion that the concept of the sterile corridor had been breached, the DIU's accommodation must be secure. HMIC notes that the BCU is aware of the issue and looks forward to the provision of secure office accommodation as a priority.
122. The DIU analyst and researcher provide regular district intelligence reports and problem profiles which drive activity. The analyst is well-equipped with up to date IT for mapping and GSI analytical work and has attended appropriate courses.
123. The DSU staff have received training for level three advanced handlers and currently run an appropriate number of sources. Officer productivity is monitored through a recently introduced and comprehensive list of performance indicators which record quarterly the number of arrests they have contributed to, the drugs and stolen property they have helped recover, detections which are attributable to their work and the number of intelligence reports submitted, broken down into crime categories. Whilst it can be time-consuming to maintain such records they provide a useful insight for managers on the DSU's productivity.

Tasking Process

124. The BCU uses the National Intelligence Model (NIM) to drive police activity across the four districts. There is a robust and clear tasking process which is administered through a fortnightly tasking and co-ordinating group (TCG) and a daily management meeting (DMM), which is supported by a daily intelligence meeting. A weekly intelligence meeting and a quarterly strategic TCG meeting oversee these functions and review them accordingly.
125. The inspection team attended a TCG and a DMM. The strategic assessment and control strategies were provided to the inspection team, both of which were well prepared and comprehensive. The present BCU control strategy identifies the following priorities:
 - residential burglary
 - vehicle crime
 - supply of class A drugs
 - anti-social behaviour, including public place violent crime and criminal damage
126. The TCG meeting was run in an appropriately business-like manner, and although

more accountability from district chief inspectors could have been required, the meeting addressed the strands of intelligence, enforcement and prevention in a logical manner.

127. The DMM is chaired by the operations superintendent, with district chief inspectors using telephone conferencing facilities. Although the DMM agenda has several standing items, it is managed in a dynamic style and was concluded within half an hour. The DMM allows the SMT to maintain a tight focus on operational accountability across the BCU.

Briefing

128. The National Briefing Model (NBM) is an important development and sets minimum standards and guidance for forces to develop. The inspection team attended a patrol briefing at Centenary House which was held in a bespoke briefing room. The sergeant was assisted by impressive IT which included Blue World software which provides mapping facilities and assists in planning operations and searches. The information given to officers reflected their priorities, and was specific to their geographical areas of responsibility. The briefing included requirements for officers to carry out dedicated patrols and to update the system with summaries of their activity.
129. The inspection team regard the BCU's briefing arrangements as best practice, but it was noted that another shift briefing attended in the same building did not make use of the IT and the sergeant had not used the equipment for the nine months that he had been in post. This was reflected in the quality of the briefing. The BCU should ensure each district has an inspector with specific responsibility for monitoring the standards of briefings in accordance with the NBM.

The Prolific and Other Priority Offender Scheme

130. The Prolific and Other Priority Offender scheme is a new Government-led initiative aimed at reducing anti-social and criminal behaviour. The scheme has 3 complementary parts:
- 1 Prevent and Deter - to stop people (overwhelmingly young people) engaging in offending behaviours and graduating into prolific offenders;
 - 2 Catch and Convict - actively tackling those who are already prolific offenders;
and
 - 3 Rehabilitate and Resettle - working with identified prolific offenders to stop their offending by offering a range of supportive interventions. Offenders will be offered the opportunity for rehabilitation or face a very swift return to the courts.
131. The new strategy is intended to build on the existing Persistent Offender Scheme and will replace it. The new strategy allows local areas to identify and select offenders using the following criteria:

- 4 the nature and volume of the crimes they are committing;
 - 5 the nature and volume of other harm they are causing (eg by virtue of their gang leadership or anti-social behaviour);
 - 6 other local criteria based on the impact of the individuals concerned on their local communities.
132. The scheme widens the definition for a persistent offender from someone who has been convicted of six or more offences to that described above. This should enable the identification of those individuals who are the most prolific offenders, the most persistently anti-social in their behaviour and those who pose the greatest threat to the safety and confidence of their local communities.
133. The new strategy is CDRP led, with schemes set up to cover every CDRP in the country. The emphasis is upon a partnership approach, with Police, Crown Prosecution Service (CPS), Prisons and Probation services working together, under the co-ordination of Local Criminal Justice Boards (LCJB), to effectively catch, convict, monitor and manage such offenders either within the community or a custody setting and work towards rehabilitating them.
134. The basic proposition for the 'Catch and Convict and Rehabilitate and Resettle' strands is to develop a joined up approach, with all partners focused on the same group. This is to be achieved through the setting up of a 'Prolific and Other Priority Offenders (PPO) Scheme' in every CDRP area. This has been the case, as described earlier. Each local scheme will, based on intelligence, select the individuals who are causing the most harm to their communities and will ensure all agencies prioritise their resources on these offenders, with the explicit aim of putting an end to the harm which they are causing.

Public Protection Unit

135. The West Downs BCU has a public protection unit staffed by four police officers. The office is divided into two to cover the East and West areas of the BCU. The officers spend the majority of their time monitoring individuals on the sex offenders' register, which they manage through a recently introduced database known as VISOR. However, they also have responsibility for monitoring all MAPPA cases and work closely with probation officers. This work is slightly hindered by the fact that the police and probation officers do not operate from the same building, and the unit does not have any administrative support. The inspection team felt that the public protection unit was yet to be fully integrated into the BCU's intelligence work. The unit operates in a stand alone capacity and there is the opportunity for intelligence to be missed.

Pro-activity

136. Focus groups with NPT sergeants and PCs revealed that officers have little time for proactive policing. The BCU runs a local support team (LST), led by an inspector with three sergeants and eighteen PCs. The team is tasked during a bidding process

by the district chief inspectors which takes place at a meeting immediately after the fortnightly TCG.

137. The LST are used for such work as executing search warrants, carrying out high visibility patrols at anti-social behaviour hotspots and arresting potentially violent offenders. Whilst the LST provides a degree of proactive capability, there was evidence from focus groups that the LST are not always given meaningful tasks. The inspection team felt that the SMT should routinely review the results achieved by the LST to ensure they are deployed efficiently. Notwithstanding these comments, the LST represent an effective proactive support to uniform officers.
138. It was apparent to the inspection team that there is a need for the BCU to have an efficient means of targeting prolific offenders after work has been conducted by the DIU. IDOs spend their time collating intelligence packages, on occasions only for nothing else to happen until the intelligence is out of date. If the SMT hopes to improve its performance on burglary and vehicle crime detections, it must react quickly to fresh intelligence. Despite the resourcing implications, the SMT should establish a pro-active capability since existing arrangements are ineffective.

RECOMMENDATION 4

That the SMT review the BCU's proactive capability with a view to ensuring that the work of the Divisional Intelligence Unit is acted upon.

Organisational Culture and Leadership

139. Organisational culture can be encapsulated best by understanding that the environment in which people work affects their overall outlook, values and their interactions with others. However, organisational culture does not exist independently of the personnel who make up the organisation, rather they are representative of it.
140. There is a strong performance culture within the BCU's SMT and inspectors. However, most staff interviewed at sergeant and constable level did not know BCU priorities and crime targets other than a broad understanding that they involved the reduction of crime and an increase in detections. These ranks saw the responsibility for performance resting with senior managers and were preoccupied with the burden of their own workloads.
141. Although up to date performance data was evident on notice boards, the SMT will have to work hard to ensure sergeants and constables appreciate the importance of performance alongside response policing. This situation is likely to be addressed in the near future through the Chief Constable's leadership development courses and dedicated sergeants' training days.

Leadership

142. Effective leadership at all levels is a vital influence on performance, morale and values in any organisation. The West Downs BCU is spread over a large geographical area, presenting challenges to the SMT about their visibility and accessibility. The district chief inspectors are generally regarded by staff as the local face of the SMT, despite the recent efforts of the BCU commander and Superintendent Crime and Operations to rebalance leadership visibility.
143. The accountability of the chief inspectors naturally raises their leadership profile and they are the outward face of the BCU for their partner agencies; but corporate leadership declined at inspector and sergeant ranks, for instance performance management was not owned at these ranks and leadership was principally concerned with reaction to daily occurrences. Opportunities for strengthening leadership for first and second line managers should be sought wherever possible. The BCU should look for the opportunities in divisional training to promote leadership as a vital tool for staff at all levels of the organisation. The Chief Constable's Leadership programme will be a welcome support in this endeavour.

Internal Communication

144. The BCU has a full-time marketing officer, who is responsible for both internal and external communications.
145. Internal communication methods include:
- an intranet briefing system
 - dedicated intranet pages
 - performance notice boards
 - performance improvement meetings
 - daily management meetings
 - commander's newsletter
 - E-mails
146. The BCU commander produces a monthly newsletter, known as 'The Word', which highlights how the BCU is performing, good work and challenges for the future. The newsletter is circulated electronically, but focus groups with staff revealed that it is often not read as it takes too long to open the document. The BCU is urged to find a solution to this, as a vital chance to communicate is being lost.
147. In July 2005, the commander embarked on a programme of mini inspections whereby one district is inspected by himself and the operations superintendent every month. Although the focus is on the district's performance, the process includes staff

focus groups and consultation exercises with a positive exchange of views. The inspection team welcomed this initiative, which will undoubtedly raise the profile of the SMT and hopefully encourage a healthy dialogue on a range of subjects.

148. The inspection team encountered a perception that good work was not recognised by the SMT. The inspection team saw evidence of appreciation of good work by the SMT in 'The Word', on notice boards at Centenary House, and in a programme of formal recognition. This is therefore more of a communication problem than anything else. Whilst individuals are regularly singled out, this has not spread to a wider perception that good work will be recognised. Improving the accessibility of 'The Word' and informal meetings with staff during district performance visits will help change this perception.

External Communication

149. There is no doubt that the BCU benefits from the expertise of a full-time marketing officer on the Division who conducts extensive work with the local press. Her responsibilities include media handling and interviews in relation to reactive and proactive news, writing media strategies for initiatives and advice to the SMT and officers undertaking interviews with the press.

Self-Review and Learning

150. The SMT delivers the process of self-review through a system of monthly performance improvement meetings and the recently introduced monthly district inspections undertaken by both the commander and superintendent operations.

Reassurance and Visibility

151. For many people, perceptions of crime or the level of disorder matter more than recorded statistics. It is therefore vital that police forces provide reassurance through tactics such as high visibility patrols, as well as taking effective action against anti-social behaviour.
152. The BCU is structured around its nine Neighbourhood Policing Teams (NPT). This enables policing to be close to local issues and to respond to them. Links to local communities and responsiveness to their concerns is much appreciated by the representatives whom the inspection team met. The BCU is fulfilling the Chief Constable's vision.
153. Anti-social behaviour is an important consideration for the communities within the BCU's boundary and is reflected in the priority given to it by the four CDRPs. The BCU, as a key partner, plays its part in supporting local priorities. Response to anti-social behaviour is based at district level, although the BCU has an anti-social behaviour co-ordinator. CDRP strategy covers prevention as well as detection and in terms of output, there are 35 Acceptable behaviour Contracts (ABC) and 23 Anti-Social Behaviour Orders (ASBO) over the BCU, ranging from 6 to 15 ABCs and 3

to 9 ASBOs on a given district.

Special Constables

154. There are 53 special constables on the BCU. Staff are fully integrated into the NPTs, being based and tasked from local stations. Although nominally attached to a specific shift on the NPT, they work with whatever shift is on duty. Special officers felt valued by their regular counterparts and it is to the credit of the BCU's integration that this welcome extended to any shift with which the officer paraded, not just the one to whom the special constable belonged. Officers do deploy to prevent public disorder, but there was a strong focus on local issues and they work alongside PCSOs. A full training programme is provided, covering update training at weekends as well as mandatory training such as officer safety training. Officers were complimentary about the training they receive.
155. The commitment and dedication of the Special Constabulary was obvious to the inspection team. Officers were represented across the age range and were typified by individuals who were pursuing careers outside the police and were special constables for the contribution they offered to their communities. Special constables are not part of the PDR system and, perhaps surprisingly, considered it would be an unnecessary burden. It was perceived to be a bureaucratic process which distracted them from community policing. The inspection team took the view that this reflected a local perception of the PDR process; and a public service ethos amongst a group who did not have a police career in mind. For benefits of inclusiveness, performance and professionalism, the BCU should consider including special constables in the PDR process.

PCSOs

156. PCSOs play an important part in the BCU's reassurance and visibility. They are clear about their role, they are locally based and they are locally focused. They concentrate on high visibility patrolling for the purpose of reassurance and the deterrence of anti-social behaviour. The work of PCSOs is monitored and the data used for evaluation. They are monitored on the duties they perform; the directed activity they achieve; the percentage of activity on patrol; and the time spent in the parishes of the district. In short, matters of importance are: high profile time on the streets; and patrolling in response to an area of need. Analysis of duty data show that, although PCSOs cover a wide range of activities commensurate with their powers, by far the most frequent are verbal advice and verbal warning. They are significant providers of policing attention to areas of anti-social behaviour. The inspection team were impressed by the energy and commitment of the PCSOs who are a central pillar to the BCU's reassurance and visibility. The BCU would do well to ensure that this powerful and effective resource is used to the best of its capability. At present, PCSOs not only self-brief but also self-task and their work could be better supported by the NIM.

157. The BCU does not have a reassurance strategy. It hopes to integrate reassurance through the Local Policing Plan. This is an enterprising idea, but the Division's LPP does not address reassurance and visibility in any clear and unequivocal manner. For instance, reassurance does not form part of the Division's priorities under any of the six PPAF domains which make up the LPP. Staff were unaware of a reassurance strategy or any definition to that effect. They could not describe what actions to achieve reassurance were expected of them. The NPT is occupied with response policing. Directed patrolling must compete with response demands and there is little evidence that it competes successfully. HMIC is of the view that the LPP is an inadequate vehicle for reassurance and that the BCU should establish a reassurance strategy. It should define the BCU's reassurance goals and how it will achieve them.

RECOMMENDATION 5
That the BCU sets out a reassurance strategy.

Managing Demand

158. The Force incident response policy recognises four grades of response: Immediate (Grade 1) to which patrols must attend within 15 minutes; Prompt (Grade 2) for earliest attendance and in any case within 4 hours; Planned (Grade 3) which is by appointment; and Resolved (Grade 4) for which no further action is required. Districts, and therefore the BCU, generally meet their response targets. If an incident is not resolved at the time, it becomes a status two incident and officers are judged on the promptness with which these are completed. The BCU currently has an Incident Management Centre (IMC) which acts as an interface between call taker and officer responding. The IMC is able to manage incidents and undertake initial investigation, which amounts to actions such as crime recording, contacting the caller and arranging SOCO attendance. The IMC is an important element in the BCU's ability to manage demand. The BCU is currently at the forefront of the Force in this regard. For instance, West Downs Division has the lowest 'no-crime' and reclassified crimes amongst the Force's BCUs. To put this in context, it handles 22.45% of force crimes but records 11% of the Force's 'no-crime' crimes and 12% of reclassified crimes. (These figures are for the current year and exclude the airport Division where the workload does not bear direct comparison)
159. The IMC is about to be superseded by a force project – the Crime Recording and Investigation Bureau (CRIB). The change from IMC to CRIB is proving to be a contentious one and there is evidence that the change may have a deleterious affect on performance. There are a number of factors which appear to be working against the CRIB at present. The one of most concern is the inability of the CRIB to take on the investigative element of its role. The resources presently doing this at a divisional level (in the IMC) will not be in place post-transition. The force project has put interim measures in place, namely that investigative work will be

accommodated by nominated existing posts within the Division. There is concern at Divisional level that these measures will be inadequate; in particular that the volume of work will be too great for the resources nominated to it. The inspection team shares these concerns and HMIC looks to see careful management and regular oversight of the implementation plan. There is a realistic chance that if the planning assumptions prove incorrect, then customer service will suffer and performance will dip.

160. The BCU is divided into Neighbourhood policing teams (NPT) within the four districts. The Force does not separate out pro-active and reactive resources. It has a commendable commitment that all officers will be community-focused. At the present time, however, HMIC did not see the balance of activity between the two types of policing which this organisation of resources necessitates. The SMT has an expectation that 20% of officer time is devoted to Directed activity. HMIC found no evidence that this occurred in practice and there are no systems to track whether it occurs or not. Officers considered that their time was fully occupied by response policing. An understandable attention to resolving status two incidents as soon as possible only served to focus officers' attention on response policing and its subsequent enquiries. The tasking process does identify directed patrol activity, but officers are expected to accommodate it during lulls in response policing. This arrangement does not have the capacity to guarantee effective pro-active policing. It cannot guarantee that officers are at the right location at the right time; it does not establish that sufficient resources are available; and there is insufficient rigour to the process of reporting back results. Furthermore, any additional work arising from the transition to CRIB is unlikely to ease this situation. The SMT must review its management of resources if it is to meet its commitment to increasing burglary and vehicle crime detections.

RECOMMENDATION 6

That the BCU reviews its management of resources with particular regard to how it ensures pro-active as well as reactive policing; and that, jointly with headquarters, it manages the CRIB's implementation.

Custody Facilities

161. The BCU has two modern purpose-built custody facilities at Worthing and Chichester which are both owned and run by the Reliance security firm under a private finance initiative arranged by the Force. Worthing custody unit processes an average of 700 persons in custody per month and Chichester 450.
162. There are 10 custody sergeants, who are headquarters staff, at each location and 2 are present at any one time. The sergeants are supported by 12 custody assistants at each site, three of whom are on duty at a time and who are Reliance employees.
163. The custody units are impressive facilities, providing good working conditions for

staff and ensuring high standards of security and welfare of prisoners. Each complex has 19 cells, 3 interview rooms and 2 consultation rooms. The buildings are covered internally by 60 CCTV cameras with an audio facility at the charge desk.

164. Each custody unit has an inspector assigned to oversee proceedings who provides cover during day shifts on weekdays and on every 3rd weekend, supporting the duty inspector with all custody related PACE duties.
165. Undoubtedly, the BCU is well served by the custody arrangements, which drew very favourable comments from staff. The only problem which the inspection team found concerned the arrangements for the video identification of suspects, known as VIPER. The force identification unit is responsible for employing staff to run the VIPER function, and there is an increasing demand for such facilities in all forces. During the inspection team's visit, it was noted that there was no facility for capturing a suspect's image at Worthing outside of normal office hours, resulting in officers conveying prisoners to Brighton custody unit for the procedure, or bailing them. This increases the number of hours officers spend away from patrol, and has the potential to affect performance. The SMT is encouraged to liaise with the force identification unit to improve the resilience of VIPER trained staff on the BCU during weekends and evenings.
166. The inspection team were particularly impressed with the arrangements for medical staff within the custody unit. Whilst a police surgeon is still available, many tasks are undertaken by a qualified nurse, making good use of changes in PACE which enable several functions to be undertaken by a registered nurse or a medical practitioner. For instance, the nurses, one of whom is on duty around the clock, take blood samples from prisoners and administer prescription medicines. Of particular note is the fact that the nurses are trained to take forensic samples in cases of sexual assault, thus providing an efficient and effective service to victims and officers. This is viewed by the inspection team as potential best practice.

Prosecution Team

167. After successful pilot studies in Brighton and East Downs, the West Downs BCU introduced prosecution teams to deal with prisoners arrested for volume crime and help improve the quality of court files.
168. The prosecution team have been in place on West Downs BCU since 6 June 2005, and at the time of inspection a review and evaluation was imminent. The teams are overseen by the crime manager, but led by a detective inspector, and based at Worthing and Chichester. Case directors, designated investigators and constables provide a detainee investigation service seven days a week with good cover at peak times. Advice and operational leadership is provided by sergeants on the teams at both sites.
169. The structure of the prosecution team is complicated by the fact that headquarters staff provide case administrators at each site and a deputy manager, whilst all remaining staff are BCU employees. The inspection team felt that the prosecution

team would benefit from clearer lines of supervision, which at present are divided with staff from the same office being managed by different supervisors depending on whether they are headquarters or BCU staff.

170. NPT officers may hand over pre-arrest files when they have completed enquiries to at least a minimum standard, fulfilling agreed criteria. Once met, the prosecution team take ownership of the file and deal with the suspect after arrest. After charge, the prosecution team officer will be the OIC, although files may be returned to NPT officers for further work.
171. NPT officers also handover files for prisoners whom they have arrested during the course of their shift and the prosecution team will interview the prisoner and return the file post-charge for further enquiries to be completed.
172. The inspection team found that there was a problem with work which was expected to be completed by NPT officers for both pre-arrest and post-charge cases. Pre-arrest files were frequently deemed fit for handover by NPT supervisors to the prosecution team when the minimum standards of investigation had not been completed. Similarly post-charge files which the prosecution team had returned to NPT officers for further work were frequently not completed on time or to a satisfactory standard.
173. The document detailing the prosecution team's terms of reference is clear as to whose responsibility it is to carry out work in these areas, but the inspection team found confusion over who owns files and who is responsible for work. The process is still bedding in, and these difficulties can be remedied by management and education, particularly for NPT sergeants, rather than being indicative of an inherent fault in the process. **HMIC would normally make a recommendation on this matter, but because it is fully recognised by the SMT and the project is subject to evaluation, the inspection team expects that this situation will be remedied by the time of re-inspection.**
174. The prosecution team clearly has the capability to increase the amount of time NPT staff spend on patrol and will improve operational and administrative performance, but is not currently maximising potential. It is incumbent on NPT supervisors to intrusively manage their officers' workloads in this area. The BCU has invested significant resources in the prosecution team, with eight constables at each custody site and the team should in time deliver improved performance as NPT staff become free to tackle BCU priorities.

Potential Good Practice

175. The inspection team were impressed by much that was taking place on the BCU and in particular identified the following areas:
 - The level of Partnership working which has been achieved - in which all partners share responsibility and accountability. This has been recognised most recently

by Beacon status for the partnership and is demonstrated in the responsiveness of the NPTs.

- The implementation of SOCWEB, which demonstrates the key role of crime scene investigation and the work of CSIs; in particular their ability to research activity and provide data to the TCG, facilitated by SOCWEB.
- Attention given to NCRS compliance via daily updates to management from the IMC, coupled with the level of understanding shown by staff.
- The effective use of PCSOs: namely a clear understanding of where they add most value, a robust monitoring system and the impressive energy shown by staff. Once the issue of self-tasking is resolved, the BCU's conduct of business will be exemplary.
- The custody arrangements and facilities present on the BCU. This is augmented by innovative use of nursing staff. The BCU and the Force are to be congratulated on the progress they have made – a progress that is, as yet, only an aspiration for most.

Conclusion

West Downs BCU has well-established processes for performance and accountability. Policing is undertaken in an atmosphere of partnership, supplemented by interest and encouragement from the Police Authority, to the benefit of both the community and the BCU. The challenges ahead are not inconsiderable. As well as the proper implementation of a RES; balancing reactive demands, neighbourhood needs and pro-active policing will require considerable energy, time and organisation. Management of resources must be addressed if the BCU is to achieve significant improvements in detection rates.

Inspection of West Downs BCU - Sussex Police
September 2005

HMIC BCU reports represent a snapshot in time, ie when the inspection occurred. It is acknowledged that performance may have changed since the time of the inspection. Every effort is made to publish reports as soon as possible after inspection.