

## **PERFORMANCE & ACCOUNTABILITY MEETING – 17.11.2017**

**DATE:** 17 November 2017

**LOCATION:** Office of the Sussex Police & Crime Commissioner, Sackville House, Lewes

**PRESENT:** Police & Crime Commissioner – Katy Bourne (KB)  
Chief Finance Officer – Iain McCulloch (IMcC)  
Chief Constable – Giles York (GY)  
Deputy Chief Constable – Bernie O'Reilly (BO'R)  
Administration and Correspondence Officer – Louise Gilbert  
Head of Performance – Graham Kane (retrospective minutes)

### **PEEL: EFFICIENCY – UNDERSTANDING OF DEMAND**

Last week, Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) published their findings for Sussex Police in the 'Efficiency' strand of its annual inspection into Police Effectiveness, Efficiency and Legitimacy (PEEL). I am pleased to confirm that the inspection report judged the Force to be 'good' in the efficiency with which it keeps people safe and reduces crime.

The inspection report recognised that Sussex Police has a 'good' understanding of its demand and has undertaken complex demand analysis and assessment across several areas of the Force.

**A. Last year's report identified that the Force needed to do more to raise awareness of hidden crimes, both internally and externally, in order to increase recognition and reporting. However, HMICFRS still found that "many staff did not know the term 'hidden demand', or what it meant, and were less likely to be able to identify hidden crimes". How do you respond to this?**

**B. Can you identify the areas of hidden demand that give cause for concern?**

**C. The report highlighted areas of inefficiency, including "no single governance process to ensure it is efficient" resulting in "inconsistent" approaches across the Force. Can you provide me with assurances that Sussex Police has appropriate processes in place to eliminate inefficient processes?**

**D. How do you respond to HMICFRS's concerns that Sussex Police is "unintentionally suppressing demand, meaning some incidents do not get reported?"**

**E. How will you ensure that the function and processes within the control room, including the application of a structured risk assessment based on the levels of threat, harm, risk and vulnerability (THRIVE), identified as an area for improvement, is reviewed?**

*GY welcomed the independent review carried out by HMICFRS and explained that he was pleased the inspection report judged Sussex Police to be 'good' in respect of the efficiency with which it keeps people safe and reduces crime.*

*The report examined three areas: understanding of current and likely future demand, using resources to manage current demand, and planning for demand in the future. The overall judgement was recognised to be a "phenomenal achievement" given the "incredibly challenging" times the Force is working within. It was emphasised that the report was based on an inspection that took place earlier on this year and that a lot has changed and moved on within Sussex Police since then.*

*'Hidden demand' was defined as anything that individuals do not want to report or are not aware of, or is a demand that the Force is either not aware of or has not yet discovered. 'Hidden crime' was described as a specific element of hidden demand.*

*Areas of concern for GY were highlighted as the types of crime that individuals do not want to report because they do not have the courage, trust in the police or are simply not ready because of the circumstances they face. These include: domestic abuse, child sexual exploitation, youth crime (including assaults and thefts), modern-slavery and elder exploitation (including fraud). It was emphasised that the Force is working hard with police officers and supervisors to understand better the nature of these crimes and their complexities and the reasons why individuals might be reluctant to report these to the police. Dedicated vulnerability training has been provided and officers and staff are empowered to 'join the dots' as part of their daily work. KB commended the steps that Sussex Police has taken to improve their understanding of hidden demand.*

*It was explained that the "inconsistent" approaches referred to in the report by HMICFRS related to the Contact and Command Centre and tasking processes locally. Previously, some low-level reports were sent to front-line officers as a list to be managed locally but concurrent tasking centrally through the Contact and Command Centre caused confusion. GY confirmed that processes have already been changed and that tasking has been removed locally and is now only carried out centrally. A separate vulnerability queue exists and is monitored by a single person within the department. This approach continues to be reviewed periodically to ensure that no vulnerability is missed.*

*GY responded to the concerns highlighted in the report about Sussex Police unintentionally suppressing demand and acknowledged that some crimes and incidents are not reported as a result of individuals waiting a long time for their call to be answered and, subsequently, hanging up. The Force has seen an increase in online-reporting when the telephone lines are busy and an alternative suggestion was made that this could demonstrate that some of this demand has shifted, rather than being suppressed.*

*The Chief Constable also expressed his own disappointment regarding the 30% of non-emergency calls that were abandoned across the month of October, in respect of the standard of service provided to members of the public and the unintentional consequences of suppressing demand. This increase in abandoned calls was attributed to a 'spike' in demand that was outside of seasonal trends and expected common-cause variation. Assurances were provided to KB that no emergency (999) calls were lost or abandoned as a result of this increased demand because all individual calls continue to be answered and triaged by the Switchboard first.*

*BO'R explained that the Contact and Command Centre is currently c.14.5 Full Time Equivalent (FTE) under establishment. Robust workforce planning is in place to address this shortfall and the Force continues to recruit into the Centre and make changes to processes and procedures.*

*KB raised concerns about the online-reporting tool and was informed that this is a national product, developed by the Metropolitan Police Service, and used by all police forces in England and Wales. As a result, the Force has had limited opportunities to influence the design of this system. Reassurance was provided to KB that additional work has taken place in Sussex to prevent emergency calls from being reported through this online forum and encouraging individuals to telephone the emergency number instead.*

## **PEEL: EFFICIENCY – USING RESOURCES TO MANAGE DEMAND**

**HMICFRS highlighted that Sussex Police 'requires improvement' in the way it uses its resources to manage current demand. In particular, it was reported that the Force has a "limited understanding of the skills and capabilities of its workforce" and is "not as flexible as it could be in matching resources to demand".**

**A. HMICFRS were disappointed to see that neighbourhood policing has been left with a high level of abstractions and reduced numbers of officers since the last inspection. Concern was also expressed that neighbourhood policing will remain under-resourced with further reductions planned and that this will affect public confidence. What are your thoughts on this?**

**B. The report highlighted that "the lack of ability to match existing leadership skills with changing demand and culture remains a risk for the Force". Why have you not carried out a forcewide skills audit and what steps have you taken to understand fully the capabilities of your workforce, to assist with "succession planning"?**

**C. When will the new Performance Development Review (PDR) framework, used to manage staff performance, be ready?**

**D. How does the Force follow up with officers that do not apply for promotional opportunities and what is the mentoring scheme available to officers and staff of all ranks and grades?**

*BO'R began by acknowledging that the Force is currently feeling "stretched". It was emphasised that the assessment was made against the vacancies held in the previous establishment because the inspection took place earlier in the year when the Local Policing Programme (LPP) had not yet been fully implemented.*

*It was explained that the LPP seeks to maximise the availability of finite resources and has specifically reduced the number of abstractions of neighbourhood policing officers from 19% to 8%. From 6 November 2017, neighbourhood policing officers are now spending 41% of their time proactively working in local communities instead of the 16% that was possible as part of the previous structure.*

*Sussex Police is monitoring performance in this area on a weekly basis whilst the new structure continues to embed. This will be carried out by speaking to individual police officers, looking at the number of incidents attended and Global Positioning System (GPS) data from officer radios. This work will be managed through the LPP Board, chaired by Assistant Chief Constable Laurence Taylor.*

*The lack of a forcewide skills audit was acknowledged as a risk by the Deputy Chief Constable but clarification was provided that the Force does, in fact, have a clear understanding of the skills and competencies required throughout Sussex Police, to ensure that individuals with those particular skills are in place.*

*This work has been carried out in silos as part of the LPP and it is recognised that all of this separate analysis now needs to be collated. Sussex Police, in partnership with Surrey Police, has started to embark on a forcewide skills audit to understand fully the capabilities of the workforce.*

*This work is being led on by Jane Harwood, Head of People Services, and will look at gap-analysis to understand where skills, training, deficiencies and risks exist across both organisations to assist with the succession planning around these. It was highlighted that the feedback from HMICFRS around this particular area has been taken seriously and that the Force is confident that this will be recognised as part of the Efficiency strand of the PEEL inspection in 2018.*

*BO'R confirmed that the current PDR system used by Sussex Police is not doing what the Force want it to do and went on to explain that there is a lack of confidence in the system amongst officers and staff in respect of a process defined by an annual grading. Sussex Police want to move away from this "compliance" based approach to a more qualitative system which empowers individuals to take responsibility for their own continuing professional development. This feedback from the workforce was taken and shared with the Institute for Employment Studies and a couple of alternative pilot systems are currently being trialled by the Force. These will be evaluated at the beginning of 2018 and it is anticipated that a new PDR system will be introduced across both police force areas from 1 April 2018.*

*It was recognised that whilst a number of police officers and staff have no ambition to be promoted for many different reasons, these individuals still want to be as effective as they possibly can be in their respective roles. The Force is supportive of those officers and staff who do want to be considered for promotion and will always support these individuals throughout the process. This will also extend to understanding the reasons why an individual might have been unsuccessful. It was highlighted that a really well recognised mentoring scheme is available across the Force, including support networks (enabling advocacy and ambassadorial roles on behalf of Sussex Police), talent strategies, talent groups and talent plans.*

## **PEEL: EFFICIENCY – PLANNING FOR FUTURE DEMAND**

**The inspection report confirmed that Sussex Police is 'good' at planning for demand in the future, and has carried out comprehensive analysis to inform its change programmes and attempt to reduce demand. HMICFRS also felt that these plans were both "realistic and practical".**

**A. How is the demand data, collected through the change programmes, being used to predict future demand?**

**B. What are the future challenges for Sussex Police?**

*BO'R began by recognising that it was a positive that HMICFRS judged Sussex Police to be 'good' at planning for future demand but went on to state that the Force has aspirations to become outstanding in this area.*

*The significant amount of financially-driven demand analysis work that Sussex Police has undertaken in this area was emphasised. This included the decision to create a new role within the Corporate Development Department to analyse all demand, look at previous demand analysis, scan trends in demand across the organisation and look for any best practice used by other police force areas in an attempt to predict demand.*

*This will build on the work of the transformational change programme to make the best use of the information available, similar to 'predictive policing'. This will include looking at how the Force measures reactive, proactive and internal demand, working alongside the National Police Chief's Council (NPCC) and the College of Policing. Once recruited, the post holder will look at demand in its entirety (all incidents) before looking at what underpins these incidents, types of crimes and frequencies so that this can be effectively mapped.*

*GY explained that the financial demands placed on Sussex Police remain significant and reiterated that the Force needs to be able to match resources to demand effectively. Concerns around the quality of the service that can be maintained for members of the public within the existing financial restrictions were highlighted, including recognition of the very difficult decisions that police officers and staff continue to make around prioritisation on a daily basis. GY also acknowledged that with fewer officers and staff and the same number of 'traumatic' incidents to attend throughout Sussex, these individuals are being exposed to these more regularly and frequently than ever before.*

*On the back of this, the Chief Constable stated that he has now bought a business case to KB setting out the minimum level of funding that is required to maintain a viable model of local policing, whilst continuing to look for hidden demand.*

*IMcC endorsed the contents of the HMICFRS report and stated that as the Chief Finance Officer for the Police & Crime Commissioner he, too, was encouraged the report recognised that the Force is running efficiently and effectively with well-integrated financial plans. This position is also supported by both internal and external audits too. Satisfaction with the level of general unallocated reserves currently in place was also expressed and Sussex Police was commended for this approach.*

## **OFFICE FOR NATIONAL STATISTICS – VIOLENT CRIME AND SEXUAL OFFENCES**

**Last month, the Office for National Statistics (ONS) published crime figures for England and Wales for the year ending June 2017. Total recorded crime had increased by 13% across England and Wales and by 12% in Sussex, although the increases in recorded crime were in line with regional and national trends.**

**A. The increases in recorded violent crime have previously been attributed to an improvement in the accurate recording of crime, rather than an actual increase in offending. Do you think the impact of the changes to recording practices still remains or has the risk of crime increased in Sussex?**

**B. Similarly, increases to sexual offences have also been attributed to an improvement to public confidence as well as the accurate recording of crime by Sussex Police, rather than an actual increase in offending. What do you attribute these increases in recorded crime to?**

*BO'R confirmed that the 12% increase in total recorded crime in Sussex was broadly in line with the regional and national position, although he did still recognise that this was a significant increase from the year ending June 2016.*

*It was emphasised that Sussex remains a safe place to live and the risk of experiencing a crime in Sussex continues to remain low. The Force is positioned 14 out of 43 police forces in England and Wales in terms of risk per 1,000 population. Sussex Police is also positioned second out of their Most Similar Group (MSG) of eight police forces for the risk of crime too.*

*In respect of violent crime, the 14% increase demonstrated in Sussex (against an 18% increase nationally) was again attributed to both an improvement in public confidence (in terms of individuals feeling confident enough to report these crimes to the police) and the accurate recording of crime, rather than an actual increase in offending. It was also highlighted that there is no evidence to suggest that the risk of crime in respect of 'public place violent crime' has increased.*

*BO'R acknowledged that whilst Sussex Police is better at recording sexual offences more accurately, the increase in the recording of this type of crime is attributed to improved public confidence. In particular, it was emphasised that victims now feel more confident and empowered to come forward and report these offences because they are emboldened by the positive actions of others. The Force also recognises the importance of carrying out a thorough investigation into each and every one of these reports once received in order to ensure that this public confidence continues to improve further still.*

## **HOME OFFICE – ARREST FIGURES FOR ENGLAND AND WALES**

The Home Office recently published figures which confirmed that the police arrested over 105,000 fewer people in England and Wales across 2016/17, in comparison to the previous year, despite a 13% increase in recorded crime. Sussex demonstrated a 16% reduction and 3,279 fewer arrests made over the same period despite crime increasing by 12%.

**A. What do you attribute the 16% reduction in arrests to in Sussex?**

**B. How much of this reduction in the number of arrests made in Sussex can be attributed to the greater availability of out-of-court disposals, voluntary attendance and the Force's approach to reduce the criminalisation of children and young people?**

**C. How do you respond to the concern that these reducing figures are sending out a message to criminals that they can "get away with it"?**

**D. The data also showed that black people were 8 times more likely to be stopped and searched than white people, and were more than three times more likely to be arrested. How do these figures compare for Sussex?**

*BO'R acknowledged the 16% reduction in the number of arrests in Sussex but stated that he did not agree that these reducing arrest figures are sending out a message to criminals that they can "get away with it". He also confirmed that anyone committing an offence in Sussex would be dealt with accordingly.*

*The Deputy Chief Constable did, however, recognise that Sussex Police is arresting far fewer individuals through a combination of factors including: bringing fewer individuals into police custody with mental health issues and arresting fewer children and young people. The Force also has to pass a 'necessity test' in order to have the justifiable grounds to lawfully arrest an individual in the first instance, together with a reduced capacity to arrest individuals in the first instance with fewer police officers now in Sussex.*

*The Force has also looked into the number of voluntary interviews and out-of-court-disposals that are used but this has not highlighted any significant increases in demand. It was also emphasised that with finite resources, Sussex Police need to prioritise those offences with the highest threat, risk and harm. This has a direct impact on the type of offences the Force is looking into and investigating and the subsequent numbers of arrests.*

*GY also highlighted that an arrest is a mechanism to gain and secure evidence and is only part of the criminal justice process. This could be because it is necessary to secure evidence from an individual or that it is necessary to detain an individual whilst a search of a vehicle, premises, or discussion with a witness takes place, without interference. It was highlighted that depriving an individual of their liberty is often one of the most difficult decisions bestowed on police officers every day.*

*BO'R explained that the data for Sussex demonstrated that black people were 14 times more likely to be stopped and searched than white people. However, if the data for Gatwick Airport is removed from these figures, the Force is in line with the national position of 8 times more likely. Sussex has a small Black and Minority Ethnic (BME) population and these individuals were 3.8 times more likely to be stopped and searched than white people, and were 2.8 times more likely to be arrested. It was also highlighted that the population figures are based on the 2011 Census data and that the timeliness of this data could also have an impact on the figures and any apparent disproportionality.*

*BO'R concluded by stating that this is an area that Sussex Police continues to take extremely seriously in respect of the leadership, supervision and training that is demonstrated and delivered to all police officers and staff.*

## **NATIONAL POLICE AIR SERVICE**

The National Police Air Service (NPAS) is a national service, regionally coordinated for local delivery. The NPCC has stressed the need for more work on operational requirements – if cuts lead to a “reduced capacity to pursue crimes in action”.

**A. Do Sussex Police get value for money from the NPAS?**

**B. How does Sussex Police measure this?**

**C. Does the current charging mechanism make provision for replacement and are police forces aware of how they may impact on future contributions?**

**D. Sussex Police is now deploying its fleet of drones instead of calling out the NPAS in some cases. This situation could be replicated in other forces as the technology improves and understanding of the operational effectiveness and cost effectiveness vs. traditional air support increases. Has NPAS modelled the minimum level of call outs it requires to provide a sustainable model?**

*GY provided some context around NPAS and explained that many police force areas used to either own and run their own helicopters or share these with other forces. It was emphasised that a few areas did not have a helicopter at all.*

*Sussex Police previously shared two police helicopters with Surrey Police and Hampshire Constabulary before a decision was taken to form a national service and the number of helicopters available in England and Wales reduced. It was highlighted that the Force now spends approximately 50% less on this particular service provision through NPAS compared to when they used to run their own helicopter. This equated to c.£700,000 for the service in 2016/17.*

*The total cost of NPAS was previously distributed amongst each of the police force areas based on the number of actioned calls to service. This approach, however, meant that NPAS provided greater value for money to those police force areas that used the service less frequently. The cost per police force area is now calculated retrospectively on a proportional basis once the previous financial year has concluded. IMcC asked what the cost per NPAS call-out is for Sussex. GY did not have this figure to hand and agreed to take an action to supply this.*

*It was highlighted that NPAS provides support to Sussex Police in respect of: vehicle follows and pursuits, locating and tracking suspects, missing persons, critical incidents, public order and photographic tasks.*

*GY stated that he represents the South East Region on the NPAS Strategic Board and confirmed that the minimum level of call-outs required by NPAS to provide a sustainable service has not yet been modelled. It was, however, highlighted that discussions to find a sustainable funding model (including a membership cost and an actioned call for service rate for all call-outs over and above this) remain ongoing in partnership with the NPCC.*

**ACTION: KB would like to know what the cost of each National Police Air Service call-out is for Sussex Police.**