

## **PERFORMANCE & ACCOUNTABILITY MEETING**

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**DATE:** 20 April 2018

**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)  
Assistant Chief Constable – Laurence Taylor (LT)  
Executive Support Manager – Gina Wheatley  
Head of Performance – Graham Kane (minutes)

### **SUSSEX POLICE 2018/22 TRANSFORMATION STRATEGY**

**The Sussex Police 2018/22 Transformation Strategy was launched this week and set out how the Force will use the additional funding raised by the precept uplift and the use of reserves to modernise and strengthen local policing in Sussex.**

**A. For the benefit of the viewers, can you briefly outline what is included within the Strategy?**

**B. How will you involve the public and other stakeholders in the rollout of the new Strategy?**

**C. How will the use of mobile technology support the delivery of the Strategy by freeing up police officer and staff time?**

*GY confirmed that the **Sussex Police 2018/22 Transformation Strategy** was launched on 16 April 2018. The Strategy sets out how the Force will use the additional funding provided by the Police & Crime Commissioner (PCC) to strengthen local policing, improve ways for the public to make contact with the Force, and further modernise the service to meet new and increasingly complex demands.*

*The change in police funding for 2018/19, by increasing the flexibility of PCCs to raise precepts without calling a referendum, was recognised by GY. The Chief Constable also confirmed that he was determined to ensure that the residents of Sussex would feel a difference locally as a direct result of paying more for policing.*

*This will include the recruitment of hundreds of police officers over the next four years to work across Sussex. This will mean that the Force has an additional 200 police officers than they have currently got, and the protection of close to 500 posts planned for removal as a result of the savings plan. The move will also see more police officers working where they are most needed, prioritising the areas where the communities face the greatest challenges, and where the Force is most stretched.*

*KB confirmed that the Transformation Strategy links to the **Medium Term Financial Strategy** 2018/22 and is based on robust financial planning assumptions, including a precept increase of £12 in 2018/19, and further anticipated increases of £12 in 2019/20, £5 in 2020/21, and £5 in 2021/22.*

*It was highlighted that the plans have been shared with members of the public and that other stakeholders have been consulted in the rollout of the new Transformation Strategy, including the Sussex Association of Local Councils (SALC). A commitment to continue to work with local parish, district and county councils was made by the Chief Constable to improve the communication with members of the public.*

*GY explained that mobile technology will be used to support the delivery of the Strategy by freeing up police officer and staff time. It was highlighted that approximately 3,000 police officers and Police Community Support Officers (PCSOs) now have access to mobile devices. Consultants used by Sussex Police have calculated that the savings generated by removing the need for officers to return to a police station to make reports by providing them with these mobile devices is equivalent to having an additional 99 police officers a year. The Chief Constable gave an example of these efficiency savings by describing how an officer had completed a crime report whilst travelling as a passenger to return to a police station – previously this could only have been achieved on a computer back at the station.*

## **PEEL: EFFECTIVENESS – PREVENTING CRIME AND TACKLING ANTI-SOCIAL BEHAVIOUR**

**Last month, Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) published their findings for Sussex Police in the ‘Effectiveness’ strand of its annual inspection into Police Effectiveness, Efficiency and Legitimacy (PEEL).**

**I am very pleased to confirm that the inspection report judged the Force to be ‘good’ in the effectiveness with which it keeps people safe and reduces crime. The report also recognised that Sussex Police had made “significant progress from its 2016 inspection” when the Force received a grading of ‘requires improvement’.**

**The inspection report recognised that Sussex Police requires improvement for preventing crime and tackling anti-social behaviour.**

**A. The report highlighted that there were “limited opportunities for the Force to interact with the public” and stated that it was “more difficult” for local officers to gain an in-depth understanding of their local communities because of expanding geographic areas of responsibility. How do you respond to this?**

**B. HMICFRS explained that “the Force could make more effective use of social media” to engage with the public. What is Sussex Police doing to promote some of the benefits and successes of the new Prevention Teams?**

**C. The report also recognised that whilst Sussex Police “works effectively with partners to tackle anti-social behaviour and keep people safe”, a “mixed picture” exists in respect of problem solving across the Force. How will the new Scanning, Analysis, Response and Assessment be used to identify and solve repeat crime and community problems?**

**D. The report highlighted that the Force was unable to explain why there had been a 24% reduction in the number of recorded anti-social behaviour incidents across the two year period to March 2017 because it “does not do enough to evaluate the effectiveness of different solutions”. Is this still the case?**

*GY “welcomed the report” from HMICFRS and confirmed that Sussex Police had made significant progress since the inspection took place in October 2017, including the Prevention strand of the Local Policing Model (LPM) going live in November 2017.*

*The concerns highlighted by HMICFRS in respect of the “limited opportunities for the Force to interact with the public” were shared by the Chief Constable, and it was recognised that with fewer officers available it is more difficult to interact.*

*The new LPM has ensured that a more resilient and persistent level of knowledge exists across policing teams throughout Sussex. This enables individuals to share information, knowledge and best practice. GY acknowledged, however, that a more coherent and structured mechanism of engagement was required to improve the ease with which members of the public are able to contact the police.*

*GY challenged the statement from HMICFRS that the "Force could make more effective use of social media" and explained that Sussex Police had previously been recognised as one of the top performing police forces for using social media. It was emphasised that a significant number of police officers and staff have personal corporate social media accounts which they are trusted and empowered to use to have a dialogue with members of the public. Social media is also used effectively by the Force to find individuals who are reported missing and to target prolific offenders.*

*It was acknowledged that Sussex Police needs to promote the benefits and successes of the new Prevention teams and an engagement strategy and plan has been developed by the Force to support the delivery of the 2018/22 Transformation Strategy. KB would like to raise this area at a future Performance & Accountability Meeting (PAM).*

*GY confirmed that the Force has recently introduced a Scanning, Analysis, Response and Assessment (SARA) problem-solving tool to identify and solve repeat crime and community problems. This will ensure that a more consistent and structured approach exists. A rolling programme of training will be provided to all police officers and staff to ensure that they understand the SARA model and how to use it. A corporate database is also being developed to support Sussex Police with recognising and sharing effective and best practice in the use of SARA across Sussex and Surrey police force areas. This approach and the introduction of the SARA model will also assist the Force with addressing the concern highlighted in the report that not enough is done to evaluate the effectiveness of different solutions.*

## **PEEL: EFFECTIVENESS – INVESTIGATING CRIME AND REDUCING RE-OFFENDING**

The inspection report confirmed that Sussex Police is good at investigating crime and reducing re-offending.

**A. The report highlighted that the quality of Sussex Police’s investigations is “generally good”, although comments were made in respect of the timeliness that crimes are allocated to investigators and the appropriateness of the person dealing with these. Do you have plans to introduce a crime allocation policy, to formalise this process, as set out in the report?**

**B. HMICFRS also recognised that whilst the Investigations and Resolution Centre “works well”, on some occasions, incidents are allocated inappropriately when they should have been allocated to a face-to-face visit. How is this process of allocation managed and supervised?**

**C. I was pleased the report recognised the changes made to the system which allows officers to finalise their own investigations without supervision – this is now known as ‘operational competence’. How will the effectiveness of this revised process be monitored and supervised?**

*GY confirmed that he does not have any plans to introduce a crime allocation policy in Sussex to formalise the process of allocating crimes to investigators. The Chief Constable provided strong assurances that the Crime Management Strategy that already exists within the Force provides clear direction and ensures that investigations are dealt with by the most appropriate person. It was also emphasised that the range of factors used to allocate a crime through the existing Strategy made this approach more flexible, in comparison to a more restrictive crime allocation policy.*

*KB agreed to ask HMICFRS where the failings are within the existing processes used in Sussex, and to request further clarification regarding the reasons why the current Strategy is not sufficient.*

*GY explained that the Investigations and Resolution Centre (IRC) was introduced to deal with non-time critical incidents (grade three calls) which have no immediate threat, risk or harm. The IRC responds to approximately 40,000 incidents each year, and reduces the demand for any further deployment by frontline police officers.*

*It was emphasised that incidents are allocated to the IRC based on information that is made available to the call handler at the time of allocation. This position could change if, and when, any new information is made available. It was also highlighted that there are some clear safeguards in place before any incident is allocated to the IRC. This includes using a Threat, Harm, Risk, Investigation, Vulnerability and Engagement (THRIVE) model to assess the initial response as low-risk. Once allocated to the IRC, the incident is then reviewed by a supervisor to ensure that it is appropriate to be responded to in this way. If this is not the case, the incident can be reallocated to another team for police officer deployment.*

*It was highlighted that operational competence, which allows officers assessed as competent to finalise their own investigations without supervision, has been revised by the Force to improve the governance arrangements in place. There is now a clear process by which supervisors are able to award operational competence to those individuals who are able to demonstrate achievement against set criteria, and remains subject to review annually. GY provided KB with assurances that serious and vulnerable crimes will never be dealt with through operational competence, and will always be subject to a review by a supervisor. In addition, operational competence cannot be awarded to those police officers still in their two-year probationary period.*

**ACTION: KB to ask HMICFRS where the failings are within the existing process used in Sussex, and to request further clarification regarding the reasons why the current Strategy is not sufficient.**

## **PEEL: EFFECTIVENESS – PROTECTING VULNERABLE PEOPLE AND SUPPORTING VICTIMS**

The inspection report confirmed that Sussex Police is good at protecting vulnerable people and supporting victims.

**A. The report highlighted that “staff shortages” in the Safeguarding and Investigation Unit mean that some detectives are dealing with “an excessive number of complex investigations”, which has compromised the quality of some investigations. The Force has since invested in an additional 75 posts within the Unit to meet the increasing demand. Have all of these posts now been filled?**

**B. How is Sussex Police addressing the “high-level of stress-related sickness absence among staff in these units” which is adding further pressures to “already high workloads”?**

**C. The number of domestic abuse suspects who are given bail is considerably higher in Sussex compared to the average for England and Wales. The number of suspects charged with domestic abuse has also declined by 31% in comparison to last year too. What action is being taken to address performance in each of these areas?**

**D. The report highlighted that whilst numbers of overdue visits to registered sex offenders have reduced from the 2016 inspection, HMICFRS remain “concerned” that the risks posed by these individuals are not being managed as effectively as they should be by Sussex Police. How do you respond to this?**

*LT explained that in 2017/18 investment was made in an additional 75 posts within the Safeguarding and Investigation Unit to meet the increasing demand as a consequence of the public’s increased confidence in how reports of rape, serious sexual offences and offences against children are managed.*

*It was highlighted that this Unit deals with a number of very complex investigations and part of this review was to look at existing processes and to create additional capacity. LT explained that each of these posts has now been filled, with the exception of 8 who are recruited to and currently going through the vetting processes.*

*It was also acknowledged that the Safeguarding and Investigation Unit is a very challenging environment to work in with the complex needs of the victims and the unpleasant details of the offences they are subjected to. LT explained that ongoing workloads are continuously monitored and that there is close scrutiny of stress-related sickness absence among staff in these units on a monthly basis. This includes supervisors looking in-depth at individuals to ensure that workloads are shared equally and that robust return to work processes are in place to support those individuals in getting back to work.*

*LT explained that the changes to pre-charge bail, as part of the Policing and Crime Act 2017, means that there is now a presumption of release without bail, unless necessity and proportionality criteria are met. Reassurance was provided to KB that, despite the apparent high number of domestic abuse suspects given bail in Sussex, the Force is still ensuring that appropriate conditions are imposed to safeguard victims.*

*It was also highlighted that Sussex Police has demonstrated increases in both the recorded number of domestic abuse crimes and the subsequent number of offenders charged. The reason for the perceived overall percentage reduction, however, is because of a higher proportion of recorded crimes, than the volume of charges. KB agreed that the percentage figures highlighted in the report were, therefore, not as helpful as they could have been in this regard and confirmed that she would ask HMICFRS whether it would be more representative if the actual numbers, as well as percentage changes, were included in future inspection reports.*

*It was also highlighted that all frontline police officers and staff have now received the 'Domestic Abuse Matters' training and that a workshop for senior leaders across the organisation had taken place to ensure that this approach remains sustainable. LT confirmed that Sussex Police now has 250 Domestic Abuse Mentors in place across the Force to share best practice. The arrest rate for domestic abuse offences has also increased significantly and is now approximately 50%. The oversight of all of this activity is monitored by LT through the Vulnerability Board.*

*LT confirmed that the number of overdue visits to registered sex offenders in Sussex is five. These individuals are all categorised as low and medium-risk and none are categorised as high-risk. It was reported that strong and effective Multi-Agency Public Protection Arrangements (MAPPA) are in place to manage sex offenders through three different levels of risk. LT remains confident that Sussex Police continues to prioritise the most-high risk offenders, and reiterated that the level of risk identified dictates the scale and timeliness of the Force response. It was highlighted that this area was scrutinised in greater detail at the PAM on **23 March 2018**.*

**ACTION: KB to ask HMICFRS whether it would be more representative if the actual numbers, as well as percentage changes, were included in future inspection reports.**

### **PEEL: EFFECTIVNESS – TACKLING SERIOUS AND ORGANISED CRIME**

**The inspection report confirmed that Sussex Police is good at preventing and tackling serious and organised crime.**

**A. HMICFRS “commended” the Force for its “ground-breaking work” to tackle county lines crime to disrupt, respond and safeguard vulnerable individuals against cuckooing. How are you developing and improving this local response?**

**B. How has the recent introduction of a ‘threat desk’ within the Intelligence Bureau assisted the Force in its collection and development of intelligence, and its ability to address new and emerging threats?**

**C. The report highlighted that the number of Organised Crime Groups in Sussex is high compared to most other police forces in England and Wales. What do you attribute this to?**

*GY confirmed that Sussex Police is continuing to develop and improve the local response to disrupting and investigating serious and organised crime. KB read a paragraph from the report which stated that HMICFRS “commend the Force for its ground-breaking work to tackle county lines crime. It uses sensitive innovative tactics to disrupt the lines, together with a response plan and partnership arrangements to safeguard vulnerable people against cuckooing, which the National Crime Agency is considering sharing this nationally as best practice”. KB agreed to ask HMICFRS what a police force has to do, in order to receive a grading of outstanding.*

*It was highlighted that a joint Specialist Crime Command has been established between Sussex and Surrey Police which provides consistency and resilience in command, together with the ability to flex operational resources at times of need in support of the public. GY explained that the threat desk has been in place within the Force Intelligence Bureau for six months now to look into reports of intelligence and the nature of threats to work out whether a link to an Organised Crime Group (OCG) exists. Sussex Police is visiting Hampshire Constabulary (where the threat desk is more established) to understand better how they are using this desk most effectively and to identify best practice. KB read another quote from the HMICFRS report which stated, “the way that the Force analyses information in relation to serious and organised crime has been put forward for consideration to be included in the college of Policing Authorised Professional Practice”.*

It was highlighted that the number of OCGs in Sussex is high compared to most other police forces in England and Wales because Sussex Police understands more about OCGs than most other police force areas. It was emphasised that this knowledge and intelligence has been generated through the LPM by the scale of covert policing tactics used in Sussex. The professional, ethical and legal use of these tactics was commended by the Chief Constable.

It was also emphasised that the Force has been able to obtain and deploy resources from the South East Region and the National Crime Agency to support local policing and keep people safe in Sussex.

The national overview 'PEEL: Effectiveness' report made four specific recommendations in respect of neighbourhood policing, shortage of investigators, peer review and use of bail. Three of these recommendations relate to police force areas.

LT confirmed that each of these recommendations is being progressed by Sussex Police through the Local Policing Accountability Board, as follows:

**Recommendation 1 – By October 2018, all forces should review their own approach to neighbourhood policing to check whether the service they provide to local communities meets these guidelines. As soon as possible, they should make any changes they need to implement the guidelines.**

The National Police Chiefs' Council (NPCC) guidelines have now been issued in draft format. Sussex Police is one of 16 police force areas in England and Wales that is currently piloting the delivery of these, in line with the post-implementation review of the LPM.

**Recommendation 2 – By September 2018, all forces with a shortage in qualified detectives and/or other investigators should develop an action plan. The plan should set out in detail what the force will do to address the shortage in the short, medium and long term. It should be in line with the national plan to develop investigative capacity and capability that all chief constables in England and Wales have agreed.**

LT explained that, aside from the Metropolitan Police Service, Sussex Police had the highest pass rate in the recent National Investigators Examination. As such, the Force is in a good position in respect of qualified detectives and other investigators. KB was also reassured to note that a bespoke action plan is in place in Crawley to improve the investigative capacity and capability.

**Recommendation 4 – By September 2018, all forces should review how they are implementing changes to pre-charge police bail, working with the National Police Chiefs' Council lead.**

As referenced under the Protecting Vulnerable People and Supporting Victims section on page 5, Sussex Police is working collaboratively with Surrey Police, through the Vulnerability Board, to ensure that both forces are using pre-charge bail in the most appropriate circumstances.

**ACTION: KB to ask HMICFRS what a police force has to do, in order to receive a grading of outstanding.**

## **USE OF COMMUNITY REMEDY**

**The Anti-Social Behaviour, Crime & Policing Act 2014 introduced new powers to ensure that the most vulnerable victims of low level anti-social behaviour and hate crimes are better protected and to provide victims with a say in how offenders should make amends for their actions through Community Remedy.**

**A. For the benefit of the viewers, can you explain what Community Remedy is and what options are available in Sussex?**

**B. What does the process look like for Community Remedy from start-to-finish?**

**C. What scrutiny, review and accountability measures are in place to ensure that the use of Community Remedy in Sussex is reasonable, effective and appropriate?**

**D. Prison Reform Trust recently published a report – ‘Domestic abuse as a driver to women’s offending’ – which set out a number of recommendations. One of these was for Police & Crime Commissioners to ensure that they place clear expectations on the police to improve their response to women offenders affected by domestic abuse, including through out-of-court-disposals, and should monitor performance. Are you confident that out-of-court-disposals, in relation to women offenders in domestic abuse cases, are considered in all appropriate cases in Sussex, as opposed to charges which may result in custodial sentences?**

*GY confirmed that Community Remedy gives victims and communities the option to have a say in how offenders should face up to their actions and make amends. It provides victims of anti-social behaviour and low-level crimes with a route for swifter justice, and ensures offenders have to face immediate consequences for their actions, which could make them less likely to reoffend in the future.*

*The Community Remedy provides a locally developed framework which enhances existing Community Resolution and Conditional Caution routes, often referred to as ‘out-of-court disposals’, and reduces the burden and expense placed on the criminal justice system.*

*The process for Community Remedy is as follows: anti-social behaviour or low-level crime takes place; the matter is reported to the police and, after investigation and an admission of guilt from the offender, the officer considers an out-of-court-disposal may be an appropriate action; the criterion for the matter to be resolved by Community Resolution or Conditional caution is met; the officer liaises with the victim/s who then selects an option from the Community Remedy document; offender agrees to the option and provides proof that the option assigned to them has been completed, which resolves the matter; the victim/s and systems are updated.*

*There are five options available to victims in Sussex through the Community Remedy:*

- 1. Personal/community reparation;*
- 2. Restorative justice;*
- 3. Receiving a written or oral apology;*
- 4. A local rehabilitative or diversionary activity; and*
- 5. Another agreed and proportionate activity specified by the victim.*

*It was highlighted that since Community Remedy was introduced in October 2014, it has been used approximately 8,200 times by the Force across a range of different offences and outcomes. The effectiveness of Community Remedy was highlighted because most individuals do not go on to reoffend as a result of this experience.*

*Assurances were provided to KB in respect of the transparency of this process. A multi-agency Out-Of-Court-Disposal Scrutiny Panel independently assesses and monitors the use of out-of-court-disposals in Sussex, including the use of Community Remedy. The Panel consists of representatives from Sussex Police, Magistrates' Courts, Defence Solicitors, Probation Service, Youth Offending Service and Victim Support. The Panel has access to all of the Community Remedy files and seek assurances regarding processes, quality and satisfaction and identify potential areas for development. The findings of this Panel are reported into the Force's Organisational Reassurance Board.*

*LT explained that he was confident that out-of-court-disposals, in relation to women offenders in domestic abuse cases, are considered in all appropriate cases in Sussex. The Force has an Inspire Women's Project which looks at all offences involving female offenders and the referrals made to specialist support services. From the 14 May 2018, Sussex Police will also be introducing a whole-system approach to assist with the response and support provided to female offenders. This will include looking at all female offenders from their first point of entry into the criminal justice system, identifying any issues, and referring them to the most appropriate support services.*

**ACTION: KB would like to know how many times the use of Community Remedy is deemed to be inappropriate each year following a review.**