

SUSSEX POLICE AND CRIME PANEL

Members are hereby requested to attend the meeting of the Police and Crime Panel, to be held at 10.30 a.m. on Friday 22 January 2016 at County Hall, Lewes.

Tony Kershaw

Clerk to the Police and Crime Panel

14 January 2016

Webcasting Notice

Please note: This meeting will be filmed for live or subsequent broadcast via East Sussex County Council's website on the internet – at the start of the meeting the Chairman will confirm that the meeting is to be filmed. Generally the public gallery is not filmed. However, by entering the meeting room and using the public seating area you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes. The webcast will be available via the link below: <http://www.eastsussex.public-i.tv/core/>,

Indicative timetable

Item 1	10:30 – 10:40	Declarations of Interests
Item 2		Minutes of previous meeting
Item 3		Urgent Matters
Item 4	10:40 – 10.45	Police & Crime Plan and Precept Working Group
Item 5	10:45 – 11:35	a) Revenue and Capital Budget 2015/16 b) Proposed Precept
Item 6	11:35 – 12:10	Police & Crime Plan Refresh
Item 7	12:10 – 12:30	Progress on the Local Policing Model
Item 8	12:30 – 12:50	HMIC's Police Effectiveness, Efficiency and Legitimacy (PEEL) programme
Item 9	12:50 – 12:55	Quarterly Report of Complaints
Item 10	12:55 – 13:05	Written Questions
Item 11	13:05 – 13:15	Questions for the Commissioner
Item 12	13:15 – 13:20	Date of next meeting

Agenda

1 Declarations of Interest

Members and officers must declare any pecuniary or personal interest in any business on the agenda. They should also make declarations at any stage

such an interest becomes apparent during the meeting. Consideration should be given to leaving the meeting if the nature of the interest warrants it. If in doubt contact Democratic Services, West Sussex County Council before the meeting.

2 **Minutes of previous meeting**

To confirm the minutes of the previous meeting on 9 October 2015

3 **Urgent Matters**

Items not on the agenda which the Chairman of the meeting is of the opinion should be considered as a matter of urgency.

4 **Police and Crime Plan Working Group - Final Report**

The attached report sets out detail of the work of the Police and Crime Plan working group and recommendations arising from the two meetings of the group.

The Panel is asked to consider the report and the endorsement of the Group's recommendations.

5a **Revenue and Capital Budget 2016/17**

Report by the Police and Crime Commissioner – [attached](#).

The draft budget is attached for information, to inform the discussion on the proposed precept.

The Panel is asked to note:

- the draft revenue budget for 2016/17;
- the latest Medium Term Financial Forecast;
- the latest savings schedule to 2018/19; and
- the draft capital budget for 2016/17 and capital and investment programme to 2018/19.

5b **Police and Crime Commissioner Proposed Precept**

The Police and Crime Commissioner will update the Panel on the proposed precept and draft budget for 2016/17. The Panel is asked to consider the proposed precept of **3.4%** and make recommendations.

Under Schedule 5 of The Police Reform and Social Responsibility Act 2011 the Panel is responsible for reviewing the Commissioner's proposed precept and making reports and recommendations. If the Panel does not accept the proposed precept the power of veto is provided under this Schedule. The power of veto can only be exercised with a two thirds majority, at least, of the current Panel membership, i.e. 14 members or more, voting in favour of a veto.

In the event of a veto the Commissioner must produce a revised precept by 15 February. A provisional meeting date of Thursday 18 February 2016 has been arranged for the Panel to meet to consider a revised precept and make reports to the Commissioner if required. The Panel does not have the power of veto over the revised precept.

6 **Police and Crime Plan 2014 - 2017 Refresh**

Under Section 28, paragraph 3 of the Act, a police and crime panel must

review the draft police and crime plan, or draft variation, given to the panel by the Police and Crime Commissioner and make a report or recommendations on the draft plan or variation to the Commissioner, to which the Commissioner must have regard.

Report by the Police and Crime Commissioner – [attached](#).

The Police and Crime Commissioner will present an updated version of the Police and Crime Plan.

In 2016 a new 4-year Plan will be required and the Working Group will help develop the Plan with the incoming Commissioner.

The Panel is asked to review and make reports or recommendations on the refresh of the Police and Crime Plan, informed by any recommendations of the Working Group agreed under item 4

7 **Progress on the Local Policing Model**

Report by the Police and Crime Commissioner – [attached](#).

The attached report provides an update on the implementation of the new Local Policing Model. The Panel is asked to consider and comment on the report.

8 **Her Majesty's Inspectorate of Constabulary's (HMIC's) Police Effectiveness, Efficiency and Legitimacy (PEEL) programme**

Report by the Police and Crime Commissioner – [attached](#).

The Efficiency inspection is an annual inspection of Sussex Police as part of HMIC's Police Effectiveness, Efficiency and Legitimacy (PEEL) programme. The attached report provides the outcome of the annual inspection published at the end of October 2015 and the response of the Commissioner. Links to the *PEEL: Efficiency* and *PEEL: Effectiveness (Vulnerability)* publications are provided attached:

- [PEEL: Efficiency](#)
- [PEEL: Effectiveness \(Vulnerability\)](#)

The Panel is asked to scrutinise and comment on the Commissioner's response.

9 **Quarterly Report of Complaints**

Report by the Clerk to the Police and Crime Panel – [attached](#).

Four pieces of correspondence have been received since the last meeting of the Panel. The report provides details of the complaints received and the action taken.

There is currently no complaints on-hand awaiting final determination by the Panel or the Clerk to the Panel.

The Panel is asked to consider the report and raise any issues or concerns regarding the complaints received.

10 **Written Questions**

Report by the Clerk to the Police and Crime Panel – [attached](#).

Written questions may be submitted by members of the public up to two weeks in advance of a meeting. The Chairman of the Panel or the Commissioner will be invited to provide a response by noon of the day before the meeting.

Questions have been received from **two** correspondents prior to this meeting of the Panel. The questions to the Commissioner and the responses are attached for the Panel to note.

Please can members ensure that any supplementary questions relate specifically to the subject matter of the initial question.

11 **Commissioner's Question Time**

The Panel is asked to raise any issues or queries concerning crime and policing in Sussex with the Commissioner

12 **Date of Next Meeting and Future Meeting Dates**

The next meeting of the Panel will take place on Friday 22 April 2016, 10.30 a.m. at County Hall, Lewes. **Please note:** there is currently no substantive business for this meeting; if no business is forthcoming the meeting will be cancelled.

Future meeting dates below:

Friday 1 July 2016

Friday 23 September 2016 – *please note this date has changed from the previously advertised date of 7 October*

Friday 20 January 2017

To: all members of the Sussex Police and Crime Panel

Sussex Police and Crime Panel

9 October 2015 – at a meeting of the Panel held at 10.30 a.m. at County Hall, Lewes.

Present:

David Simmons	Adur DC
Paul Wotherspoon	Arun DC
Emma Daniel	Brighton and Hove CC
Dee Simson	Brighton and Hove CC
Eileen Lintill	Chichester DC
Michael Jones	Crawley BC
John Ungar	Eastbourne BC
Bill Bentley	East Sussex CC
Rosalyn St Pierre	East Sussex CC
Warren Davies	Hastings BC
Kate Rowbottom	Horsham DC
Tony Nicholson	Lewes DC
Norman Webster	Mid Sussex DC
Eleanor Kirby-Green	Rother DC
Claire Dowling	Wealden DC
Brad Watson OBE	West Sussex CC
Graham Jones	West Sussex CC
Val Turner*	Worthing BC
Graham Hill	Independent
Sandra Prail	Independent

*Please see minute 41 below.

In attendance: Katy Bourne, Sussex Police and Crime Commissioner; Mark Streater, Chief Executive and Monitoring Officer of the Office of the Sussex Police and Crime Commissioner (OSPCC); Carl Rushbridge, Chief Finance Officer of the OSPCC; and Ninesh Edwards and Matthew Evans (Host Authority - West Sussex CC).

Declarations of Interest

37. In accordance with the code of conduct members of the Panel declared the personal interests contained in the table below.

Panel Member	Personal Interest
Brad Watson	Member of Horsham Safety Partnership
Graham Hill	Senior Service Delivery Manager for Victim Support charity Member of Crawley Community Safety Partnership Board
Dave Simmons	Chairman of Safer Communities Partnership, Adur and Worthing Chairman of Safer West Sussex Partnership
Bill Bentley	Chairman of East Sussex Safer Community Board
Paul Wotherspoon	Member of Safer Arun Partnership
Claire Dowling	Chairman of Safer Wealden Partnership
Emma Daniel	Member of Brighton and Hove Safe in the City Partnership Board
Eleanor Kirby-Green	Member of Safer Rother Partnership

Eileen Lintill	Member of Chichester Community Safety Partnership
Tony Nicholson	Chairman of Lewes Community Safety Partnership
Val Turner	Member of Safer Communities Partnership, Adur and Worthing
Michael Jones	Chairman of Safer Crawley Partnership
Kate Rowbottom	Chairman of the Community Safety Partnership at Horsham
Warren Davies	Chairman of the Safer Community Partnership at Hastings

Minutes

38. The Panel noted a correction to the minutes of the last meeting. Claire Dowling's declaration of a personal interest as Chairman of the Safer Wealden Partnership required inclusion in the record.

39. Resolved – That subject to the inclusion of the correction in minute 38 above the minutes of the meeting of the Sussex Police and Crime Panel held on 3 July 2015 be confirmed as a correct record.

Road Safety

40. The Panel received a report from the Commissioner regarding road safety (copy appended to the signed version of the minutes) which outlined the role of Sussex Police in relation to road safety and how the Force was held to account for the reduction of Killed and Seriously Injured (KSIs) statistics on the roads of Sussex. The report was introduced by the Commissioner's Office and the Panel was informed that: a recent increase in the level of KSIs was attributable to the increase in cycling rates; the road safety performance of the Police was scrutinised by the Commissioner during Performance and Accountability Meetings (PAMs) with the Chief Constable; and the Sussex Safer Roads Partnership (SSRP) was the local oversight body for road safety in Sussex and its membership included the Commissioner and Local Authorities including highways authorities.

41. Val Turner joined the meeting at 10.43 a.m.

42. The Panel raised the following issues with the Commissioner:

- In a number of communities across Sussex there was a desire to see the introduction of 20mph zones however such zones were often not supported by Sussex Police as the speed limits were felt to be unenforceable. Although 20mph limits were considered unenforceable in some areas the Police should take account of the wishes of local communities. *The Commissioner confirmed that local views were taken into account by the Police and the SSRP could consider consistent enforcement within 20mph zones. The Commissioner would be prepared to raise this issue at a forthcoming meeting of the SSRP. Where 20mph zones were introduced there was an assumption that the local highway network would ensure that the speed limit was self-enforcing; Operation Crackdown and Speedwatch groups could assist with enforcement. Speeding issues in 20mph zones could be raised with the*

district commander and enforcement in these zones was a decision for local policing.

- *The involvement of local residents in speed safety. Speedwatch groups across Sussex could operate where an assessment of suitable enforcement areas had occurred and after appropriate training had been provided.*
- *How the Commissioner would monitor the effectiveness of the £24,090 passported from the Safer in Sussex Community Fund to the SSRP to support road safety initiatives? The SSRP would decide how to allocate the funding and monitor its use. The Partnership had recently been subject to an audit.*
- *In Kent speed cameras were introduced in areas where there were persistent reports of speeding issues, the Commissioner was asked if she supported the introduction of cameras in problem areas. The siting of speed cameras was part of the responsibilities of the SSRP and the Commissioner did support the siting of cameras in problem areas.*
- *Concern regarding the increase in KSIs relating to cyclists. The enforcement of the use of cycle lanes by cyclists and if statistics were available for the occurrence of accidents involving cyclists in areas where they was infrastructure provision. There was no provision to enforce the use of cycle lanes. A Cycle Safety Campaign would be taking place in November to educate local cyclists around safety issues. The SSRP would have statistics relating to accidents involving cyclists.*
- *It was queried whether the police had sufficient capacity to undertake effective roads policing particularly at night. The issue could be raised with the Chief Constable; the allocation of funding for road policing was the decision of the Chief Constable.*
- *Previous concerns regarding the operation of the SSRP in the Commissioner's Annual Report considered at the previous Panel meeting on 31 July. Had the Commissioner been reassured about the performance of the Partnership since the meeting? An audit report had been conducted on the SSRP which focused on Governance arrangements; the report had produced an opinion of satisfactory assurance on the control environment of the Partnership.*
- *Some members of the Panel expressed concern regarding the emphasis placed upon the SSRP which was an unaccountable body; it was suggested that a member of the Partnership attend a forthcoming meeting of the Panel which would include discussions relating to road safety. It was the responsibility of the constituent local authorities to the SSRP to hold the body to account. Further scrutiny of the Partnership would be conducted by the CSPs and three Strategic Boards.*
- *The increase in the use of mini-motorbikes was raised as a concern. The incidence of anti-social driving of mini motorbikes should be reported to Operation Crackdown.*
- *The suitability of sites for speed cameras was raised and the importance of using local intelligence to target problem areas effectively. The SSRP would be able to provide advice on the policy for the location of speed cameras in Sussex.*
- *It was noted that a balance was necessary between education and enforcement in relation to road safety. Enforcement was only a small*

element of road safety; of greater importance was education and road engineering.

- Facilities to report dangerous and anti-social driving needed to be made easier to use.

43. Resolved – That the Panel notes the Commissioner's Road Safety report.

Medium Term Financial Forecast and Budget Timetable 2016/17

44. The Panel received a report from the Commissioner regarding the medium term financial forecast and budget timetable 2016/17 (copy appended to the signed version of the minutes) which outlined the latest budget planning assumptions in 2016/17 and included the Medium Term Financial Forecast (MTFF) up to 2020. The report was introduced by the Commissioner's Office and the Panel was informed that a further report would be presented to the Panel in January with further information and a proposed precept for 2016/17. Currently the Commissioner's Office was awaiting the outcome of the Treasury's spending review and an announcement on how the Police Fund would be allocated in the future which would impact upon future funding levels.

45. The Panel raised the following issues with the Commissioner:

- Further detail regarding the operational and corporate risk posed by the proposed savings was required. This needed to be provided in accordance with detail relating to the financial robustness of proposed savings. *The working group of the Panel had been engaged in the consideration of savings proposals and budget and precept options.*
- The financial modelling of 25-40% reductions was queried. The impact of these levels of reductions would be significant and there was concern regarding the effect on operational policing in Sussex. *All unprotected government departments had been asked to model 25-40% reductions as part of budget planning for 2016/17 and a 25% reduction had been modelled as part of planning for the next financial year. Confirmation was awaited in the Autumn Financial statement of the grant from the Home Office in 2016/17 and changes to the police funding formula. Reductions in the Home Office grant were anticipated and it was currently unclear what effect the changes to the formula would have upon funding but it was predicted that the changes could result in an increase or decrease in funding of 5%. The fundamental nature of policing was changing within an era of increasing costs (e.g. cybercrime and historical abuse cases) and reducing funding. The Panel requested an update on the development of the new policing model to the next meeting in January.*
- The lack of clarity from the Home Office concerning the police funding formula was felt to be unhelpful and the impact on reserves of a decrease in the level of funding in 2016/17 was queried. Further information regarding the identified risk, in the report, that reserves were adequate to meet unplanned demand was requested. *Before the use of reserves was contemplated clarification regarding funding for 2016/17 was required. The*

use of reserves was not a preferred solution to funding reductions but if necessary they could be used. The use of reserves was a balancing act and there was a need to highlight the risk involved in the allocation of reserves to meet funding shortfalls. A recent audit of the reserves had concluded that good practice was being followed with regard to the level of reserves. Greater clarity regarding the financial context for 2016/17 would be available at the next meeting in January. The Commission had lobbied the Home Secretary on decreasing budgets and the need for adequate funding to ensure the effective operation of the Force.

- It was recognised that local policing was under great strain with significant savings identified within this element of the Police budget over the next three years. It was requested that the report brought to the January meeting provide an assessment of the impact of funding reductions on local policing. It was felt that in light of savings and reductions in local authority services there was a continuing and pressing need for local policing. *The proposed savings outlined in the report were subject to the completion of comprehensive business cases. An updated savings table would be presented to the January meeting which set out finalised savings priorities.*
- Concern was expressed regarding the impact on morale of the changes included in the Target Operating Model, the proposed savings and the limit of a 1% pay rise. *There was an awareness of the importance of morale in the force and the Commissioner worked closely with the Chief Constable to understand the impact of current circumstances on the force.*
- An update was requested on when information regarding the future operating model would be published and what the proposed intentions were. *The Target Operating Model was a five year rolling programme and consultation was currently taking place with local authorities, CSPs, local residents and departments of the police force.*
- The proposed savings resulting from the reduction of the number of PCSOs was a significant concern for the Panel. Greater detail on the proposals was required. *Work was on-going with the Sussex Association of Local Councils (SALC) on a project to allow Parish and Town Councils to ensure the continuation of a community presence in the form of a warden or village agent.*

46. Resolved – That the Panel notes the content of the report.

Police Complaints Working Group

47. The Panel considered a report by the Clerk to the Panel regarding a proposal to establish a Police Complaints Working Group to assist the Commissioner in the development of a response to the current consultation regarding Police Complaints (copy appended to the signed version of the minutes).

48. The Panel agreed the establishment of the working group, the terms of reference in appendix A and the membership. Dave Simmons volunteered to attend the working group as the representative of the District and Borough Councils in

West Sussex. Graham Hill would act as the Independent Member on the Working Group and Sandra Prail would act as his substitute as appropriate.

49. Resolved- that the Panel agrees:

- The establishment of the Police Complaints Working Group;
- The terms of reference in the Appendix to the report; and
- That Dave Simmons joins the membership of the Working Group as the representative of West Sussex District and Borough Councils and Graham Hill as the Independent member.

Quarterly Report of Complaints

50. The Panel received and noted a report providing an update on complaints received in the last quarter and progress made on live complaints (copy appended to the signed copy of the minutes). No new complaints received by the Panel over the last quarter pertained to issues within the remit of the Panel.

Written Questions

51. The Panel received and noted the schedule of written questions submitted prior to the meeting and the responses from the Commissioner's Office (copy appended to the signed copy of the minutes). The Panel requested a written response to item 3 of the first question in the report submitted by Mr Nixon.

Members' Feedback

52. The Members of the Panel provided feedback on recent visits to Victim Support in Shoreham and to the Youth Commission event. Members were impressed by the proactive approach taken by Victim Support and the quality of service provided under the high level of demand-led pressure. Members who attended the Youth Commission event spoke of the energy and professionalism of the members of the Commission.

Commissioner's Question Time

53. The Panel raised the following questions of the Commissioner:

- The Commissioner was asked whether she was in support of the proposal to bring Fire and Rescue Services in Sussex under the authority of the Office of the Police and Crime Commissioner. *The Commissioner welcomed the debate on the proposals and stated that the decision would not be taken unilaterally and would only be implemented if it was shown to be in the public interest.*
- A recent news report in Crawley claimed that charges only resulted from 1 in 10 burglaries in the Borough; the Commissioner was asked if this was reflected across the rest of Sussex and whether there were sufficient resources committed to the detection and prosecution of burglaries? *The Commissioner regularly challenged the Chief Constable over the performance of the force in relation to burglaries. Operation Magpie was in effect in Sussex which was in the top quartile for the detection and solving of burglary cases.*
- The Commissioner was asked about concerns expressed by the Police Federation regarding the low level of morale in the force. *The Commissioner*

met regularly with the Police Federation and staff across Sussex to gauge morale in the force. Morale had improved as a result of the introduction of mobile technology. Enabling police with technology including handheld devices and body worn videos has positively influenced morale.

- The Commissioner was asked about seemingly conflicting statistics regarding the reduction of crime in Sussex and the increase in the reporting of crime. Such statistics provided mixed messages and were confusing. *The crime survey across East and West Sussex had established that there had been no increase in the level of crime and a decrease in crime in West Sussex. There had been an increase in the accuracy of the recording of crime.*
- The need for greater detail regarding the benefits of the Target Operating Model was raised with the Commissioner. It was explained that local meetings were being updated on the project but the information provided was lacking in detail.

The meeting ended at 1.10 p.m.

Chairman

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Report from the Police and Crime Panel Working Group

22 January 2016

Police and Crime Plan Working Group – Final Report

Report by the Chairman of the Working Group

Summary

This report is intended to inform scrutiny of proposed amendments to the Police and Crime Plan presented under agenda item 6, and the proposed policing precept for 2016/17, presented under agenda item 5b.

The Group made recommendations related to the Plan and proposed precept, which the Panel is asked to consider.

Recommendations

The Plan

1. That the incoming Commissioner involves the Group as the performance measures for the new Plan's objectives are developed, to help ensure these are valid, reliable, and not in conflict with one another.

Proposed Precept

2. That the Commissioner continues to work with Sussex Police to explain to residents the evidence underlying the challenge of maintaining a visible policing presence throughout Sussex, given the changing nature of crime in the UK.
3. That the Commissioner encourages the concept of local communities funding their own community warden, where residents consider there to be a need.

1. Background and Methodology

- 1.1 This Working Group (WG) was established by Sussex Police and Crime Panel (PCP) at its meeting of 28 June 2013, to act as critical friend to the development of the Police and Crime Plan 2014/17, and report its findings back to the Panel. At the January 2014 meeting, it was agreed that the Group would meet at the appropriate point during each year's cycle (while always reporting back to the January Panel meeting), and that the Group's terms of reference would expand to include consideration of budget and precept development.
- 1.2 During the preparation cycle for 2016/17 the Group met twice, on 28 September and 21 December 2015. The Group heard evidence from the Commissioner's Chief Executive and Chief Finance Officer.

1.3 The Panel has a statutory duty to:

- Review and make a report or recommendations on the draft Plan, or variation, to the Commissioner.
- Review the proposed precept and make a report to the Commissioner on the proposed precept. The report may include recommendations.

The Group acted as a critical friend to the Commissioner as a variation to the Plan was drafted and the medium term financial forecast was developed. The Group's recommendations are intended to inform the Panel's statutory scrutiny of the proposed Plan variation, and the proposed policing precept, at its formal meeting on 22 January 2016.

2. Discussion and Recommendations

2.1 The Group agreed that a light-touch "refresh" of the Plan was appropriate, given that the Commissioner elected on 5 May 2016 would have to publish a new Plan as soon as practicable, but, in any case, within the 2016/17 financial year. The Group made syntax and stylistic comments on the draft amended Plan, which the Commissioner's officers will have addressed in the draft formally presented to the Panel.

2.1.1 The Group identified some generic issues and themes which the incoming Commissioner should consider while drafting the new Plan.

Plan - Performance and Measures

2.2 The Group identified an inherent tension between the Crime and Community Safety measure (reduce the number of recorded crimes 1,000 population) and the Public Confidence measure (Increase the reporting of domestic abuse, serious sexual offences anti-social behaviour and hate crime) – success in achieving the latter had caused the failure to achieve the former.

2.3 There should be signposting in the report to direct people to detailed performance information relating to the objectives in the Plan, and to allow this information to be regularly updated, without requiring an update to the Plan.

2.4 The performance measures intended to demonstrate achievement of the Plan's objectives had been an ongoing source of concern for the Group, and the wider Panel. The Group accepted that the current Plan (including the measures) had been published very quickly after the Commissioner's election in November 2012, in order to meet the statutory deadline. However, it was noted that the incoming Commissioner elected in May 2016 would have until spring 2017 to publish their Plan.

Recommendation 1

That the incoming Commissioner involves the Group as the performance measures for the new Plan's objectives are developed, to help ensure these are valid, reliable, and not in conflict with one another.

Precept

- 2.5 The second meeting of the Working Group was held following the announcement on 17 December of the capping arrangements for policing precepts, together with final details of the Grant Settlement.
- 2.6 Under the Police Grant Settlement for 2016/17, no force will face a cash reduction so long as their precept is maximised (capped at a £5 increase for the ten lowest precept force areas, of which Sussex is one). This had come as a significant relief, as a 40% funding reduction had been one of the scenarios modelled by Sussex Police and the Commissioner's officers.
- 2.7 The Group considered that, in the light of this relatively improved financial picture (with a lower attendant savings target), the public might struggle to understand why their visible/community policing presence was still set to be scaled back, with funding instead being directed towards areas having no community presence.

Recommendation 2

That the Commissioner continues to work with Sussex Police to explain to residents the evidence underlying the challenge of maintaining a visible policing presence throughout Sussex, given the changing nature of crime in the UK.

- 2.8 Where communities felt that a local visible presence was a particular priority for their area, the Group felt more needed could be done to encourage communities to employ community wardens, a practice which had been widely praised but so far only patchily adopted across Sussex.

Recommendation 3

That the Commissioner encourages the concept of local communities funding their own community warden, where residents consider there to be a need.

- 2.9 The Group did not have the opportunity to discuss the Commissioner's proposed precept, since the Grant Settlement had only just been announced by the time of its second meeting, and the Commissioner's public consultation had in any case not yet closed. There was, however, discussion of the precept options presented to residents as part of the Commissioner's consultation (which was launched prior to the Grant Settlement announcement).
- 2.10 Having learned about the financial pressures Sussex Police still faces (despite the better-than-expected Grant Settlement), the Group emphasised the importance of the Commissioner clearly setting out the priority areas on which any funding raised through an increased precept would be spent, and hoped that any funding so raised would not be used to mitigate savings targets.

3. Working Group Resource Implications and Value for Money

- 3.1 The cost associated with the Working Group has been met from within the funding received by Sussex Police and Crime Panel from the Home Office.

4. Risk Management Implications

- 4.1 Scrutinising the Annual Police and Crime Plan and its variations, and reviewing the proposed policing precept are core aspects of the Panel's role. A failure to adequately undertake these duties risks breaching the applicable sections of the Police Reform and Social Responsibility Act 2011.

5. Other Considerations – Equality – Crime Reduction – Human Rights

- 5.1 The Police and Crime Plan sets out the strategic direction for policing in Sussex. As such, there are clear implications for local authorities' duty to avoid or to reduce crime or anti-social behaviour, or to assist partners to do so.
- 5.2 There are no implications which compromise human rights. The recommendations treat all members of the community equally.

TFG membership

Bill Bentley, East Sussex County Council
Sandra Prail, Independent Member
Dave Simmons, Adur District Council
Brad Watson OBE, West Sussex County Council (Chairman)
Tony Nicholson, Lewes District Council

Contact:

Ninesh Edwards - 0330 222 2542



Agenda item no. 5a

To:	The Police & Crime Panel for Sussex
From:	The Police & Crime Commissioner for Sussex
Subject:	Revenue and Capital Budget 2016/17
Date:	22 January 2016
Recommendation:	<p>That the Police & Crime Panel note –</p> <p>a) the draft revenue budget for 2016/17; b) the latest Medium Term Financial Forecast; c) the latest savings schedule to 2019/20; and d) the draft capital budget for 2016/17 and capital and investment programme to 2019/20</p>

1.0 Introduction

1.1 This report sets out the latest draft revenue and capital budget proposals for 2016/17, taking into account the impact of the provisional finance settlement. This includes:

- the overall funding position and draft budget for 2016/17;
- spending and saving proposals within the draft revenue budget 2016/17;
- draft capital budget for 2016/17 and capital programme to 2020;
- Medium Term Financial Forecast (MTFF) and savings projections up to 2020.

1.2 The Panel are provided with this information as background to support the reasoning behind the recommended precept increase.

2.0 Grant Settlement

2.1 The Chancellor presented his Autumn Statement on 25 November 2015, including the outcomes of the Government's Comprehensive Spending Review (CSR) up to 2020. The provisional police finance settlement was subsequently announced on 17 December 2015 with the final settlement due to be confirmed in February 2016.

2.2 In his Autumn Statement the Chancellor announced a protection of police funding over the CSR period. This level of protection has been clarified in letters from the Home Secretary and Home Office officials to mean that total cash funding for policing will be maintained over the next four years, taking into account both Home Office grants and maximum allowable increases to the policing element of the precept.

2.3 Despite the protection of police funding there is a continuing need for a significant programme of savings in order to deliver a balanced budget. This is due to the level of additional costs, mainly pay related, which are expected to increase by 4% in 2016/17, outstripping any increases in income.

- 2.4 The precept limits for the CSR period were announced and, as in previous years, any proposed increase of 2% or more will require a referendum for most police areas. An exception has been granted to the ten force areas with the lowest level of precept in England, limiting these areas to a £5 cash increase per annum on a Band D property. The CSR also included an assumption that the Council Tax base would grow by 0.5% in each of the next four years.
- 2.5 The CSR announcement made national commitments over the next four years in a number of areas, including;
- investment in new mobile digital technology, through the Emergency Services Mobile Communications Programme
 - an expectation of improved police procurement, encouraging greater collaboration between police forces and other public/emergency services.
 - transformational funding for forces which have “strong proposals to support efficiency and reform”
 - increase capacity for firearms/Counter Terrorism
 - protecting the National Crime Agency’s budget plus £200m of capital investment to fund new digital and investigative capabilities
 - a reduction in the Home Office administration budget of 30% by 2019/20
 - an apprentice levy of 0.5% of the pay bill.
- 2.6 A provisional police finance settlement has been issued for the first year of the CSR period. This has been used to produce the draft 2016/17 budget, although uncertainty remains in some areas, included those highlighted in the paragraph above.
- 2.7 It was expected that a Funding Formula review would result in a change to the grant allocation for Sussex in 2016/17 and beyond. This has been postponed and will not be implemented until 2017/18. Due to the uncertainty it is not included in the Medium Term Financial Forecast (MTFF).
- 2.8 The current arrangements for ‘damping’ individual allocations continue in 2016. This means that every individual police force area will face the same percentage reduction in core grant funding in 2016/17.
- 2.9 A summary of the provisional grant settlement for Sussex is set out in Table 1 below.

TABLE 1: Provisional Grant Settlement 2015/2016

	2015/16 £'000	2016/17 £'000	Difference £'000	Difference %
Police Core Grant	98,390	97,828	(562)	(0.6%)
Formula Funding	54,201	53,892	(309)	(0.6%)
Total Core Grant Funding	152,591	151,720	(871)	(0.6%)
Council Tax Support Grants	13,202	13,202	-	-
Total Revenue Funding	165,792	164,922	(871)	(0.5%)
Capital Grant	1,766	t.b.c.		

- 2.10 The settlement reduces the core revenue grant funding for Sussex by £0.9m (0.6%) on a like for like basis compared to 2015/16. This level of grant reduction is significantly lower than assumed prior to the CSR announcement in November. The impact of the provisional finance settlement announcement is

that funding reductions for 2016/17 are £7.4m lower than anticipated in the current MTFF.

- 2.11 Legacy grants relating to Council Tax Freeze for 2011/12 and 2013/14, together with the Council Tax Support grant, continue to be included in the baseline Home Office settlement. These are now allocated as specific grants alongside Home Office core funding. These grant amounts remain unchanged but their allocation in future years is subject to outcomes of the Funding Formula review.
- 2.12 Whilst the overall grant figures covering PFI and Counter Terrorism funding were announced within the Home Office settlement, individual allocations to forces have not been announced yet. These along with funding for victims and restorative justice are expected to be announced in January 2016.
- 2.13 Other funding may be made available to individual forces in relation to the Emergency Services Network programme; for firearms capability and other transformation programmes in 2016/17 or within the period up to 2020 but no detailed announcements have been made yet.
- 2.14 The total Home Office capital grant has reduced by 40% but no individual force allocations have been announced and there is the potential for further top slicing of this grant for the Communications Capabilities Development Programme and the replacement for Airwave. Overall this is likely to mean a reduction in the current capital grant to approximately £1m per annum.
- 2.15 No announcements have been made on revenue or capital individual force allocation for future years. We are planning on the basis of a cash reduction in police core grant funding of 1% per annum up to 2019/20. This is based on an assessment of four year funding for policing and actual force settlements in 2016-17 and potential for further reallocation or top slicing of funding within the overall Home Office budget.

3.0 Precept Funding

- 3.1 Draft Council Tax base and collection fund estimates have been received from billing authorities and show a small growth across Sussex, marginally higher than expected. The deadline for billing authorities to provide the final position is 31 January 2016. The latest estimates have been included in the draft revenue budget 2016/17.

4.0 Draft Revenue Budget 2016/17

- 4.1 The draft revenue budget has been updated based on the provisional settlement, estimated Council Tax base position, outcomes from the budget reviews, and other new cost pressures and commitments identified from the budget setting process.
- 4.2 The core grant funding and estimated precept income (based on a 0% precept increase) would provide resources for a draft revenue budget of £250.5m. A summary of the draft revenue budget is attached at Appendix A and summarised in the table below:

TABLE 2: Draft Total Police Fund Revenue Budget 2016/17

	£'000
Base Budget 2015/16	250,645
Base Budget Adjustments	224
Pay Related Costs	10,127
Price Inflation and Other Additional Costs	1,236
Savings Requirement	(11,753)
Draft Revenue Budget 2016/17	250,479

**Assumes no change to current Band D precept (£143.91 per year)*

- 4.3 There is a continuing need for a significant programme of savings in order to deliver a balanced budget. This is due to the level of additional costs, mainly pay related, which are expected to increase by 4% in 2016/17, outstripping any increases in income. The most significant single item for next year is the increase in employer's national insurance contributions as a result of changes to single tier pensions and removal of contracted out arrangements. The estimated cost to Sussex Police of this change is £5.6m per year.
- 4.4 In addition to the grant changes notified in the provisional settlement, a number of changes identified since the last report to the Panel are included in the draft revenue budget. These relate to estimated impact of changes to police officer pay scales and allowances, employment tribunal rulings with respect to holiday pay, the full year impact of increases to national IT charges in 2015, other IT contract changes and other contract inflation.
- 4.5 The draft budget does not include the cost of implementing various change programmes in 2016/17 (project, redundancy and other one off costs associated with Local Policing and Policing Together programmes). These are one off and estimated to cost circa £4m in 2016/17. Funding for these has been earmarked from specific reserves to be drawn down as required in year.
- 4.6 The draft budget only includes unavoidable cost pressures and commitments identified and assessed as part of the budget setting process, i.e. a standstill budget requires the delivery of cashable savings of nearly £12m and the management of new and increasing policing demands and risks within the current level of resources. The separate precept report to Panel outlines proposals for additional investment to meet the most significant policing demands and risks to be funded from an increase in precept in 2016/17. This additional funding and cost is not included in the current forecast.

5.0 Medium Term Financial Forecast (MTFF)

- 5.1 The impact of the latest MTFF assumptions is a savings requirement of £35m for the next four years as set out in table 3 below.

TABLE 3: Estimated Annual Savings to 2019/20

	2016/17 £'000	2017/18 £'000	2018/19 £'000	2019/20 £'000	Total £'000
Savings Requirement	11,753	8,481	7,418	7,527	35,179

- 5.2 The Chief Constable is planning on delivering the current programmes of change, including the Local Policing and Policing Together programmes, to modernise policing in Sussex, deliver on the savings requirement over the next four years and enable maximum allocation of resources to national and local policing priorities.
- 5.3 In preparing the draft budget for 2016/17 the Chief Constable, Chief Executive, and Chief Financial Officers consider the implications for future years of the commitments set out in the budget, on-going levels of grant funding and potential new commitments and cost pressures. The latest MTFF and planning assumptions are set out at Appendix B.
- 5.4 The grant settlement for 2016/17 was significantly better than anticipated but there remains some uncertainty on the level of funding for future years and what additional funding and/or operational requirements may be provided or mandated. The MTFF assumptions represent a mid case scenario based on the all the available information at this time.
- 5.5 Funding for 2017/18 onwards is subject to the Funding Formula review, which is likely to have some impact for all forces over the period 2017 to 2020. Based on the Home Office consultation last year there is the potential for significant changes to individual force allocations by as much as 20% of core police grant funding.
- 5.6 The implication of the Chancellor's announcement on protection of police funding for Sussex is predicated on a £5 increase per annum for a Band D household in each of the next four years. The MTFF adopts a prudent approach and does not assume a Council Tax increase for 2017/18 or beyond. This is consistent with the continuation of the approach adopted in the last three years where precept decisions are made on an annual basis against the need for new investment in policing priorities.

6.0 Risks and Issues

- 6.1 New and significant risks emerging for the medium term are set out below.
- 6.2 A 1% pay cap per annum has been set for public sector pay over the CSR period and is reflected in our planning assumptions. There remains specific pay pressures for certain specialist job roles for both police officers and staff. It will be difficult to manage pay pressures for a further four years. In addition there remains other pay pressures and changes arising from employment tribunal cases and reforms being considered by both police officer and police staff pay bodies.
- 6.3 In his Autumn statement the Chancellor announced a new apprentice scheme including new funding arrangements and an apprentice levy. We expect new

arrangements to be implemented from 2017/18 but do not yet know details of the scheme but have included a financial provision for this within the MTFF.

- 6.4 There are continuing risks surrounding **Police IT systems** nationally. The Home Office has made police forces and other law enforcement agencies aware that they will now be required to individually purchase particular products in the future. These are products that were previously funded by the Home Office.
- 6.5 Emergency services mobile communications programme (ESMCP) is replacing the current **Airwave system** with a new Network to run over commercial 4G networks. ESMCP is a cross government departmental programme, including all three emergency services and a wide range of other users. Funding has been announced for the programme as part of the CSR but it is not yet clear on how much of this is new funding and how much will be allocated to individual forces for implementation and transition costs. It is clear that forces will be required to fund a significant portion of their implementation costs.
- 6.6 The programme of change remains complex with operational and organisational risk to delivering the range and volume of change including:
- design work for new operating models for Joint Surrey and Sussex Operations Command and Specialist Crime Command, including scope for regional collaboration, are due to complete in January 2016;
 - regional and national programmes of changes re firearms capability and capacity plus other specialist functions.
 - implementation of a new core finance and HR system for Surrey, Sussex and Thames Valley is due by March 2017.
 - work underway to assess opportunities for collaboration on ICT infrastructure across four south east forces over a five year period.
 - new national and local transformation projects for digitalisation of policing and bluelight collaboration are expected to commence over the next three years.

7.0 Saving Proposals

- 7.1 The Chief Constable's saving plans are based on the programmes of change (Local Policing and Policing Programmes) to deliver improvements in policing and realise cashable savings. A summary of the savings planned up to 2019/20 are set out in Table 4 below.

TABLE 4: Latest Savings Proposals

Work streams	2016/17 £'m	2017/18 £'m	2018/19 £'m	2019/20 £'m	Total £'m
Support Services	1.4	1.3	1.0		3.7
Specialist Crime	1.6	1.7	1.5		4.8
Operations	2.0	1.0	1.0		4.0
Local Policing	8.2	9.6	9.6		27.4
Other	(0.5)	0.2			(0.3)
Contact & Deployment	0.8	0.8	0.8		2.4
Corporate Services	0.6	0.4	0.2		1.2
Total Savings	14.1	15.0	14.1		43.2
Savings Requirement	11.8	8.5	7.4	7.5	35.2
Savings Gap/(Surplus)	(2.3)	(6.5)	(6.7)	7.5	(8.0)
Savings Risk Rating					
Red	3.6	4.4	4.4		12.4
Amber/Green	10.5	10.6	9.7		30.8

7.2 Nearly £65m of savings will have been delivered over the five year period up to March 2016.

7.3 The planned new savings for 2016/17 are based on

- first phase of the Local Policing Programme including elements of neighbourhood policing and criminal justice
- next phase of the Policing Together Programme (collaboration with Surrey Police) including Operations; Specialist Crime; HR, and Finance
- next phase of Estates and Future Workplace programme including rationalisation of accommodation and estates cost reduction
- smaller savings from non-pay budgets and contracts

7.4 Based on all the savings plans for 2016/17 and their risk status there is a high level of confidence in achieving the savings requirement in year with some scope to exceed the target.

7.5 There is still a significant savings requirement up to 2020, currently estimated to be in the region of £35m. This is subject to further change as a result of any grant reductions and the outcome of the Funding Formula review.

7.6 The current level of planned savings, if delivered in full, would meet this requirement, although these plans include nearly £13m of saving targets where detailed proposals or business cases have yet to be developed (represented as red risks in Table 4). If all saving plans and targets are delivered this will provide some headroom and contingency for funding implementation costs. Plans are currently scheduled to be delivered by 2019 but following CSR announcements we know that the savings requirement is over four years to

2020, this provides the opportunity to phase delivery of saving plans over a longer period if needed.

8.0 Capital Programme

8.1 The draft capital and investment programme totals £64m of expenditure over the next four years. The proposed funding is summarised in Table 5 below:

TABLE 5: Draft Capital and Investment Programme Financing

	2016/17 £'000	2017/18 £'000	2018/19 £'000	2019/20 £'000	Total £'000
Home Office Capital Grant	1,000	1,000	1,000	1,000	4,000
Revenue Contribution	2,891	2,290	2,025	2,025	9,231
Reserves and Receipts	26,344	14,484	8,850	1,048	50,725
Total Capital and Investment Programme	30,235	17,774	11,875	4,073	63,956

8.2 The draft capital budget of £30.2m for 2016/17 includes provision for the revised estates and fleet investment plans plus new investments in in-car technology and development of mobile policing. The detailed IT Strategy for 2016 to 2020 is still being developed and the latest draft estimate is included. It includes the latest proposed transfer of funding for specific capital schemes from 2015/16 to 2016/17 following capital reviews throughout the year.

8.3 The capital and investment plans to 2020 require no additional borrowing but subject to assumptions on the profile of delivery of the programme and achievement of capital receipts, the capital and investment reserves will be exhausted by 2020 and provides no headroom for further new investment requirements. These could be significant in relation to Emergency Services Network, ICT Infrastructure, Digitalisation of Policing Services and Criminal Justice. The reducing level of investment reserves over the four year period means prioritisation of capital schemes may have to be reviewed, the current approach of not borrowing may have to be revisited before 2020 and/or provision made in revenue budget for financing of capital investment.

8.4 The draft capital and investment budget for 2016/17 and programme to 2019/20 are set out in Appendix C.

9.0 Reserves

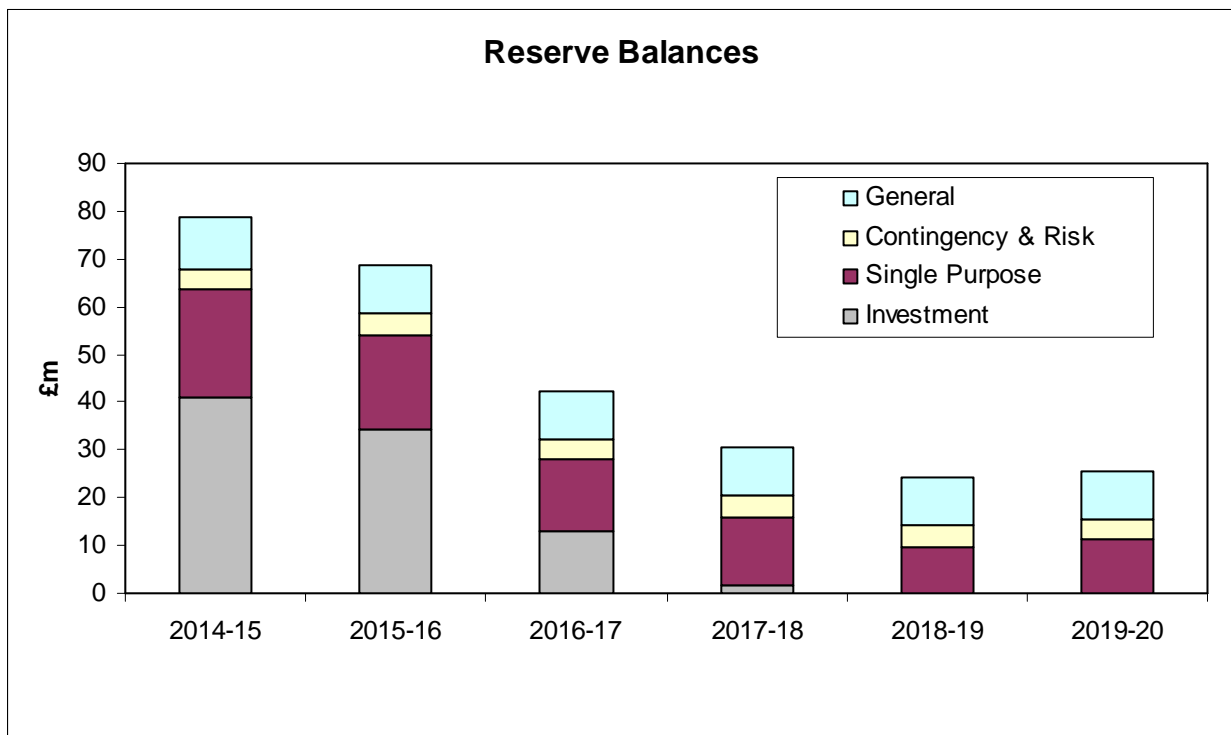
9.1 Reserves are a key part of budget setting and financial planning. The forecast level of reserves up to 2020 is set out in Appendix D.

9.2 The following proposed movements in reserves are included in the draft revenue and capital budgets for 2016/17:

- funding from capital and investment reserves and capital receipts to fund the draft capital budget (£26m);

- funding from the Safer Sussex Roads Partnership (SSRP) reserve to fund specific partnership capital investments (£0.3m);
- funding from the Delegated Budget Holder reserve for the annual subscription for Microsoft Enterprise Agreement payment (£0.45m) and one off implementation costs for implementing Local Policing and Policing Together Programmes (£4m).

9.3 The graph below shows the total forecast level of reserves at 31 March 2020 as £25.6m. This includes general balances of £10m (4.0% of net budget requirement, in line with the PCC’s Reserves Policy of 4% of Net Revenue Expenditure).



9.4 The forecast level of uncommitted investment reserves by 2020 is nil. The actual level of investment reserves remaining at 31 March 2020 will depend on achievement of capital receipts in line with Estates Strategy and any revenue budget surplus in 2015/16 and future years which may be transferred to investment reserves.

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Appendices

- A. Draft Revenue Budget 2016/17
- B (i). Total Police Fund Medium Term Financial Forecast
- B (ii). Medium Term Financial Forecast Planning Assumptions
- C. Draft Capital Programme 2015-20
- D. Forecast Use of Reserves 2015-20

Spend Area	£'000
Employees	
Police Officer pay	125,222
Overtime	4,706
Pension Employers Contribution	26,288
Total Police Pay	156,216
Police Staff Pay	67,267
Police Staff Pension Deficit	1,233
PCSO Pay	9,668
Total Police Staff Pay	77,168
Other Employee Costs	1,533
Ill Health Pensions	2,855
Total Pay Costs	4,388
Buildings And Premises	9,508
Transport Costs	5,375
Supplies and Services	38,327
Total Non Pay	53,210
Gross Operational Delivery Budget	290,982
Fees, Charges & Specific Grants Income	(33,720)
Net Operational Delivery Budget (before savings)	257,262
Savings Requirement	(11,753)
Net Operational Delivery Budget	245,509

Office of PCC Budget	1,243
Community, Victims & Restorative Justice	3,132
Grant Income (Victims & Restorative Justice)	(1,498)
Financial Provisions & Reserve Transfers	2,093
Total PCC retained Budget	4,970
Total Police Fund	250,479

Financed by :

Police Grant	97,828
Ex DCLG Grant	53,892
Council Tax Support Grants	13,202
Collection Fund Surplus/(Deficit)	0
Precept	85,557
Total Financing	250,479

Draft Police Fund Medium Term Financial Forecast

Appendix B (i)

	2016/17	2017/18	2018/19	2019/20
	£000	£000	£000	£000
Base Budget	250,645	250,479	249,685	248,916
Pay Costs	10,127	6,056	5,415,	5,512
Price Inflation	394	1,182	1,234	1,270
Cost Pressures	842	450		
Base Budget Changes	224			
Total Cost Increases	11,587	7,688	6,649	6,783
Gross Budget Requirement	262,232	258,167	256,334	255,699
Annual Savings Requirement	(11,753)	(8,482)	(7,418)	(7,526)
Net Budget Requirement	250,479	249,685	248,916	248,173
Home Office Grant	151,720	150,203	148,701	147,214
Council Tax Support Grants	13,202	13,070	12,939	12,810
Collection fund surplus/(deficit)	-	-	-	-
Base Precept	85,557	86,412	87,277	88,149
Total Funding	250,479	249,685	248,916	248,173

Medium Term Financial Forecast Planning Assumptions Appendix B (ii)

Assumption	2015/16	2016/17	2017/18	2018/19	2019/20
Core funding changes	(4.8%)	(0.6%)	(1%)	(1%)	(1%)
Specific Grants change	No Change	No Change	No Change	No Change	No Change
Council Tax Support Grant	£10.14m	No Change	(1%)	(1%)	(1%)
Legacy Council Tax Freeze Grants	£3.06m	No Change	(1%)	(1%)	(1%)
Council Tax base increase	1.21%	2.0%	(1%)	(1%)	(1%)
Collection Surplus/(Deficit)	£0.68m	-	-	-	-
Pay award (Sept average)	1.0%- 1.25%	1.0%- 1.25%	1.0%- 1.25%	1.0%- 1.25%	1.0%- 1.25%
Pay increments	0.5%	0.5%	0.5%	0.5%	0.5%
Police staff pension contributions	1%	1%	1%	1%	1%
Precept	1.95%	0%	0%	0%	0%
General Price inflation	2.0%	2.0%	2.0%	2.0%	2.0%
Fuel and Utilities Inflation	5.0%	2.0%	5.0%	5.0%	5.0%
Investment Interest Returns	0.4%	0.4%	0.4%	0.4%	0.4%
NI Increase	N/A	£5.6m	No further increase	No further increase	No further increase

	2016/ 17	2017/ 18	2018/ 19	2019/ 20	Total 2016-20
	£'000	£'000	£'000	£'000	£'000
Core Capital Programme					
Networks	274	55	11	2	341
End User Computing	117	23	5	1	146
Core Infrastructure	465	93	19	4	580
Application Platforms	386	77	15	3	482
Joint Surrey/Sussex IT Strategy	6,372	3,970	2,623	2,222	15,187
Joint SERIC IT Strategy	264	397	79	16	756
Total Information Technology Strategy	7,877	4,615	2,752	2,248	17,493
Fleet Strategy	2,991	3,463	3,207	641	10,303
Specialist Crime	791	370	74	15	1,250
Criminal Justice	22	4	1		27
Operations Department	303	283	98	20	704
Communications	128	66	53	11	257
HR Shared Business Services	7	1			8
Core Capital Programme	4,243	4,188	3,433	687	12,551
Total Core Capital Programme incl. IT Strategy	12,120	8,804	6,185	2,935	30,043
Major Change Initiatives	3,758	752	150	30	4,690
Total Estates Strategy	14,054	8,158	5,528	1,106	28,845
Total Asset Replacement Programme	303	61	12	2	378
Total Investment Programme	30,235	17,774	11,875	4,073	63,956

Forecast Use of Reserves

Appendix D

USABLE RESERVES	Capital and Investment Reserve	Capital Receipts	Asset Seizures	Delegated Budget Holder Reserve	Sussex Safer Roads Partnership	PFI	Insurance	Operation	General Reserve	Total Reserves	% NBR
	£	£	£	£	£	£	£	£	£	£	
Audited Balance at 31/3/15	33,141	7,896	262	7,350	2,003	12,794	1,874	2,450	10,807	78,577	4.2%
2015/16											
Approved Contributions			44	2,000					109	2,153	
Estimated Contributions	834	2,895								3,729	
Estimated Commitments	(625)	(10,791)			(315)					(16,004)	
Approved Commitments				(3,445)						(3,445)	
Transfers Between Reserves	1,067			(1,067)				56	(890)	(834)	
Estimated Balance at 31/3/16	34,416	0	306	4,838	1,688	12,794	1,874	2,506	10,026	68,448	4.0%
2016/17											
Estimated Contributions		4,800								4,800	
Estimated Commitments	(21,255)	(4,800)		(4,000)	(289)					(29,630)	
Approved Commitments				(450)						(450)	
Estimated Balance at 31/3/17	13,162	0	306	388	1,399	12,794	1,874	2,506	10,026	42,455	4.0%
2017/18											
Estimated Contributions		2,550								2,550	
Estimated Commitments	(11,655)	(2,550)			(279)					(2,829)	
Estimated Balance at 31/3/18	1,507	0	306	388	1,120	12,794	1,874	2,506	10,026	30,521	4.0%
2018/19											
Estimated Contributions		2,500								2,500	
Estimated Commitments	(6,299)	(2,500)			(52)					(2,552)	
Transfers Between Reserves	4,792					(4,792)				0	
Estimated Balance at 31/3/19	(0)	0	306	388	1,068	8,002	1,874	2,506	10,026	24,170	4.0%
2019/20											
Estimated Contributions		2,500								2,500	
Estimated Commitments	1,452	(2,500)								(2,500)	
Transfers Between Reserves	(1,452)					1,452				0	
Estimated Balance at 31/3/20	0	0	306	388	1,068	9,454	1,874	2,506	10,026	25,622	4.0%

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To:	The Police & Crime Panel for Sussex
From:	The Police & Crime Commissioner for Sussex
Subject:	Precept Option 2016/17
Date:	22 January 2016
Recommendation:	That the Police & Crime Panel – <div style="margin-left: 40px;"> i) review the proposed precept; and ii) report to the Commissioner on the proposed precept. </div>

1.0 Introduction

- 1.1 The Police Reform and Social Responsibility Act 2011 requires the Police & Crime Commissioner to notify the Police & Crime Panel of the proposed precept for the coming financial year. The Panel in response is required to provide a report to the Commissioner on the proposed precept, including if appropriate, recommendations as to the precept that should be issued for the financial year.
- 1.2 The Commissioner has sought public opinion on the precept options and the results are set out in this report. The Panel is asked to review the proposed precept increase and to note the investment areas identified by the Chief Constable.
- 1.3 The provisional police finance settlement for 2016/17 was announced on 17 December 2015. It confirmed that the Chancellors commitment of a protection to police funding over the Comprehensive Spending Review (CSR) period is predicated on all Police and Crime Commissioners' increasing council tax by the maximum limits permitted in each of the next four financial years.
- 1.4 The precept limits for the CSR period have been announced and, as in previous years, any proposed increase of 2% or more will require a referendum for most police areas. An exception has been granted to the ten force areas with the lowest level of precept in England limiting these areas to a £5 cash increase on a Band D property per annum.
- 1.5 Sussex has the fourth lowest Band D council tax in England and is therefore able to increase the annual Band D rate by £5 (3.4%) per household, per annum in 2016/17 without triggering a referendum.

2.0 Background

- 2.1 The HMIC 2014/15 Value for Money profiles show that nationally, Sussex has the 4th lowest Band D council tax and has the 5th lowest net expenditure per head of population of all police force areas in England and Wales. The current

Band D council tax police precept is £143.91.

- 2.2 The draft budget for 2016/17 is based on a 0% precept increase and does not include any increase in investment for operational policing, over and above on-going investment funded from the precept increases in 2014/15 and 2015/16. The draft budget includes nearly £12m of savings through efficiencies and improvements. It is based on Police & Crime Plan priorities with any new demands and risks being managed within existing resources.

3.0 Investment proposal

- 3.1 The new investment proposals for 2016/17 are based on the Police and Crime Plan priorities. The most immediate priority areas identified by the Chief Constable are investments in digital forensics and protecting vulnerable people. The proposal is detailed in Appendix A and outlined below.

- 3.2 **Digital Forensics:** To provide one off and on-going investment in equipment and training to enable fast time retrieval of evidence from digital sources plus greater capability and resources to deal with larger and more complex digital evidence investigations. This is a rapidly changing and growing area of evidence and investigation and the investment will enable Sussex Police to respond to this, manage the demand for digital evidence based investigations and ensure these investigations are completed quickly to deliver better criminal justice outcomes for victims.

- 3.3 Total new investment required for 2016/17 is £1.8m; the on-going annual investment required is £0.9m.

- 3.4 **Protecting Vulnerable People:** to fund an increase in the level of resourcing and skills to deal with the increase in the volume and range of reporting of crimes and incidents of sexual offences and domestic and other abuse of vulnerable adults and children. This investment provides additional police officers and investigative skills and capacity to manage and respond to the current and predicted workload. This is in addition to previous investments in safeguarding hubs and dedicated sexual liaison officers and reflects the continuing significant level of increases in reported crime and complexity of cases.

- 3.5 Total new investment required for 2016/17 is £1.3m; the on-going annual investment required is £2.1m.

3.6 Investment

	2016/17 £'m	2017/18 £'m	2018/19 £'m
Digital Forensics	1.8	1.2	0.9
Protecting Vulnerable People	1.3	2.1	2.1
Total	3.1	3.3	3.0

- 3.7 Other priorities for investment will be considered over the four year period to 2020. These include investments in Counter Terrorism and prevention, neighbourhood policing, firearms, cyber-crime, and further digitisation of policing services and criminal justice plus implementation of new emergency

services network infrastructure. These will be considered as part of the current Local Policing and Policing Together Programmes and national initiatives and changes programmes as they are developed.

4.0 Precept Proposal

- 4.1 The Police & Crime Commissioner is proposing a precept increase of 3.4% in order to fund the investment proposal. A public consultation has been carried out, as detailed in section 5 of this report, and shows public support with 65.8% of respondents in favour of an increase.
- 4.2 The current medium term financial forecast (MTFF) is modelled on a 0% precept increase for 2015/16 and beyond. A precept increase of 3.4% (£5 per Band D Household per annum), provides £3m per annum of additional funding over and above the current draft budget proposal. This is sufficient to fund the one off and on-going costs of investment in digital forensics and protecting vulnerable people in 2016/17 and subsequent years.

5.0 Public Consultation

- 5.1 The Police & Crime Commissioner has a statutory obligation to set the police budget and has sought the views of Sussex taxpayers regarding a potential increase in the budget precept. The consultation was open from 28 October 2015 to 9 January 2016.
- 5.2 A total of 3,738 Sussex residents completed the survey and 65.8% of the respondents said that they would support an increase. The level of support is similar to previous years and this year there has been a significant increase in the number of respondents.
- 5.3 The breakdown of the consultation results are attached at Appendix B.

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Appendices

- A. Detailed Investment Commentary
- B. Public Consultation Results – Sussex Police Budget Precept

Digital Forensics**1.0 Introduction**

- 1.1 The investment proposal for digital forensics is based on transforming the service and implementing a new model of delivery which will be jointly managed across Surrey and Sussex Police to meet the growing volume and complexity of managing digital evidence.
- 1.2 This investment will enable this service to become properly funded and capable of supporting all necessary examinations of digital devices across the whole spectrum of investigations. It will be delivered both locally and by specialists and within timescales that meet the requirements of the criminal justice systems putting victim needs first. The impact of not transforming digital forensics could result in criminal justice failures where some of the most serious offenders are not brought to justice.

2.0 Business Need

- 2.1 The core business of digital forensics is to examine the contents of computers, mobile phones and other digital storage devices. This service supports some of the highest risk, priority investigations and the work done impacts on some of the most vulnerable within our communities.
- 2.2 The requirement for digital forensic services has grown with the increased use of digital devices. The rapid growth and development of digital technology creates unique challenges. This, along with the national focus on child sexual exploitation and force level focus on protecting vulnerable people, means the service provided must evolve to meet these changes.
- 2.3 HMIC inspections in both Surrey and Sussex forces have highlighted the need to address the existing backlogs. In addition, recent HMIC thematic reports on safeguarding children make it clear that the police service must focus on developing the skills, capabilities and application needed to improve in this area. Delays in the examination of digital devices pose a significant risk to delivering this improvement.
- 2.4 Both Surrey and Sussex Police are seeing backlogs and long turn round times even in higher risk, high priority cases. The immediate impact of this is extended bail times and some high risk offenders remain uncharged resulting in a loss of confidence from victims and witnesses. The longer term impact is that this isn't the ability to service a wider spectrum of crime types.
- 2.5 Sussex Police has seen a significant increase in demand for digital forensics services in the last 4 years. The current demand is at approximately 3,060 phones and 1,092 computer exhibits; an increase of 27% and 21% respectively. As at November 2015 there are 154 phones and 213 computers awaiting examination.
- 2.6 Even if robust demand response strategies are applied to manage this increase, everyday data usage is evolving from gigabytes to terabytes. A recent case identified over a million indecent images on one device and

another where 56,000 emails had to be analysed. These cases can take weeks of a specialist's time. This is a significant step change in the number of images and the amount of data required. Everyday computers are now capable of storing up to 2 terabytes of data as standard.

2.7 The other factors influencing the need to make change are:

- to ensure that service delivery is victim focussed, lengthy backlogs deprive victims and witness of their personal devices for too long and in some cases they are reluctant to hand over items and evidence.
- a reliance upon outsourcing; this is not cost effective or sustainable as outsourcing costs are on average £350 per phone and £1,000 per computer exhibit; to fully outsource current demand would cost in the region of £2.5m, compared to in house delivery of £1.2m.

3.0 Proposal

3.1 The proposed model has a minimum of three local hubs to support low risk, high volume cases and to manage technical issues at a local level and a central specialist resource.

3.2 A summary of the main features of the proposed model are:

- **Locally** delivered digital forensic service using self-assist kiosk technology to deliver real time forensics, including the availability of enhanced technology.
- **Locally** delivered digital forensic technical support hub designed to offer turn round times of 24-48 hours for lower risk, simple examinations and designed to support quick criminal justice outcomes, reduce bail times, elicit early guilty pleas and support the ongoing transformation of summary justice with real time forensics.
- **Central** Hub based on the existing model in Surrey and Sussex to process complex and high risk cases and deliver a specialist digital forensic analysis service.

3.3 Investment is required initially in new equipment, training and implementation of new operating model and on-going in additional resources. The investment requirement and profile is set out below:

	2016/17	2017/18	2018/19
	£'000	£'000	£'000
Equipment	492		
Training	375	265	
Staff Resources	885	885	885
Total	1,752	1,150	885

Protecting Vulnerable People

4.0 Introduction

- 4.1 The investment proposal for protecting vulnerable people is based on providing additional resources and capability into the new model of service delivery. This has been implemented to meet significant increasing demand and reporting of serious sexual offences and domestic and other abuse.
- 4.2 Further investment is required to deliver these services, recognising the complexities within them and the level of risk to victims and the communities of Sussex and ensure safeguarding investigations are delivered to a consistently high standard.

5.0 Business Need

- 5.1 Sussex Police has implemented changes to the way it provides services to protect vulnerable people. The first phase in August 2014 brought the existing Child Protection Teams (CPT) and Adult Protection Teams (APT) under central line management, the second phase in October 2015 increased the resources of these teams and expanded their investigative remit. The model is acknowledged by the HMIC, partners and support services as being best practice.
- 5.2 During that time the national landscape changed with increases in reporting of Child Abuse, Rape and Domestic Abuse. The level of understanding around Child Sexual Exploitation has grown significantly over the last 2 years. In 2013/14 there was a 41% increase in Rape and Serious Sexual Assaults, 38% in Domestic Abuse and 18% in Child Protection Referrals.
- 5.3 In September 2015 a demand report was published articulating the increases in demand and outlining the complexities that have grown as the demand has increased. The conclusion of that report acknowledged that the traditional APT and CPT teams had not increased their investigative resources since 2009 in line with the demand. The demand profile highlighted the increase in demand and for the first time outlined the complexities and hidden demand within SIU.

6.0 Proposal

- 6.1 The proposal is to increase resources to meet the following demands:

Safeguarding Investigation Units (SIUs): investment in new resources of up to 20 FTE to reflect the appropriate caseload for each investigating officer for rape and serious sexual offences of 11-12 cases, against current levels of 14-18.

Multi Agency Safeguarding Hubs (MASH): investment in 12 police officer posts across the 3 divisions for the MASH and 3 case conference attendees to enable fully resourced hubs across each Division and manage child protection, missing children and increase in children presenting through immigration.

Child Sexual Exploitation (CSE): investment in dedicated analyst post to support new service model and new SOLO resources.

Complex Abuse Investigations: investment in 4 additional posts to manage the increase in complex investigations and historic investigations, this will enable the team to manage two Organised Crime investigations at any one time in addition to their existing remit and ensure large scale investigations do not limit SIU's capacity.

POLIT: investment in capacity to meet the growing threat of on line child abuse, the targeted use of resources to those most at risk can be better managed through the development of a researcher/analyst.

VISOR: investment in additional resources of 4 Full Time Equivalents (FTE) to meet new requirements for management of sex offenders.

6.2 Investment is required in new resources and implementation costs. The following investment is proposed for each of the areas identified above.

	FTE	£'000
SIU	20	974
MASH	12	585
MASH Case Conference	3	79
CSE Analyst	1	32
POLIT Research Analyst	1	29
Complex Abuse Unit	4	195
VISOR	4	195
TOTAL	45	2,089

6.3 The implementation of changes will be undertaken in phases during 2016. Taking into account lead times for recruitment and training it is estimated that the new model can be fully implemented in the second quarter of the financial year such that investment of £1.3m is required in 2016/17 increasing to the full £2.1m in 2017/18.

1.0 Introduction

- 1.1 The Police & Crime Commissioner ran a public consultation from 28 October 2015 to 8 January 2016 on a potential precept increase. The consultation asked the residents of Sussex “Would you be prepared to pay an additional amount for policing?”.
- 1.2 Information about the consultation and a link to the online survey was shared with residents in a number of ways to maximise the response rate. Dedicated communications were issued via the OPCC website (+10,000 visitors), social media (+3,000 followers on Twitter and Facebook), and weekly email newsletter (+4,500 subscribers).
- 1.3 An alert was sent to all residents signed up to receive Sussex Police community messaging (+40,000 subscribers and NHW coordinators) and the consultation was also highlighted on the front page of the Sussex Police public-facing website and social media channels (+100,000 followers on Twitter and Facebook).
- 1.4 A proactive media relations campaign was delivered by the OPCC to ensure that news of the consultation and a link to the survey was communicated to residents through the print press and broadcast media.
- 1.5 Stakeholders with an interest in crime and community safety were engaged and encouraged to share a link to the survey with their professional and residential networks. This involved Sussex MPs, Council Leaders, Community Safety Partnerships, SSALC members, Neighbourhood Watch, voluntary and community sector organisations, the Sussex Youth and Elders’ Commissions, as well as numerous community groups located county-wide.
- 1.6 Paper copies of the survey were made available on request by Office of the Police & Crime Commissioner and distributed at selected public engagement events across the county. Locations were chosen based on district response rates to the online survey to ensure a representative sample.

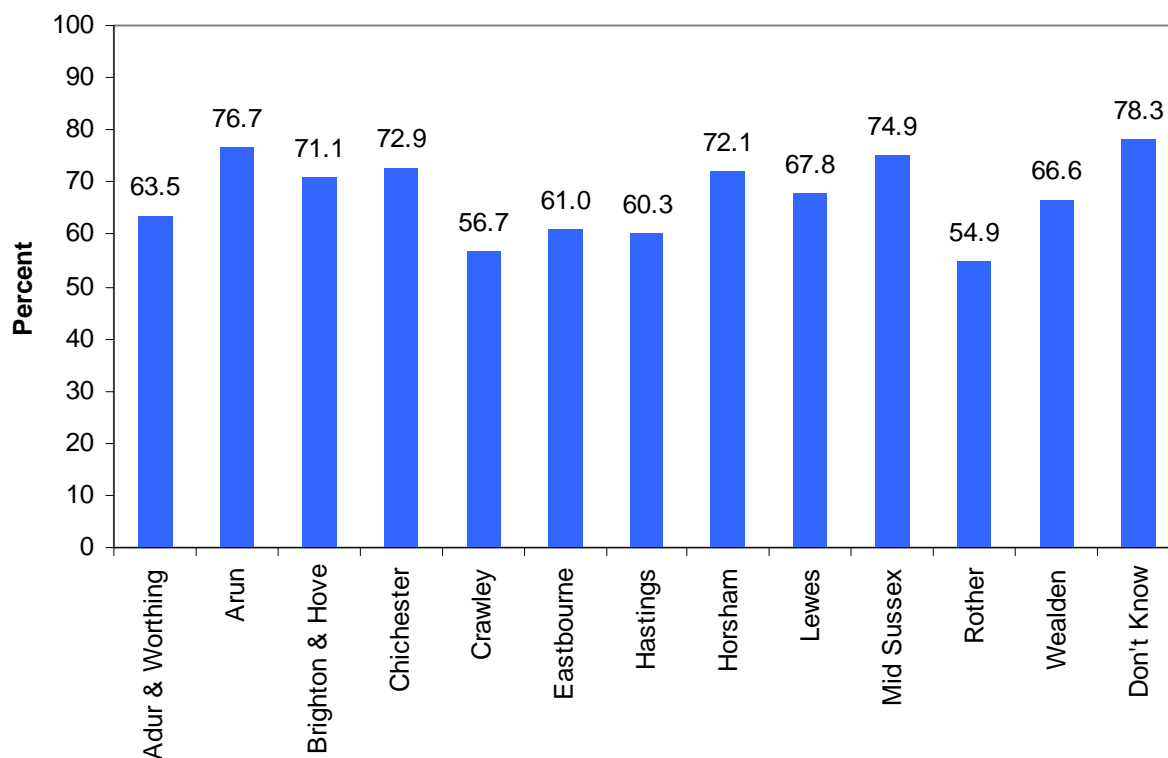
2.0 Consultation Results

- 2.1 The survey responses were monitored for unusual patterns of response but none were observed. This included monitoring the impact of two key Government announcements; the Chancellor’s Autumn Statement on 25 November 2015 and the Home Secretary’s draft Police Grant settlement on 17 December 2015. There was no significant change in responses as a result of these announcements.

2.2 A total of 3,738 Sussex residents completed the survey and a summary of responses is provided in the table below:

District	Respondents		'Yes' to increase	
	Number	% of total	Number	% of respondents
Adur & Worthing	282	7.5%	179	63.5%
Arun	339	9.1%	260	76.7%
Brighton & Hove	266	7.1%	189	71.1%
Chichester	221	5.9%	161	72.9%
Crawley	141	3.8%	80	56.7%
Eastbourne	210	5.6%	128	61.0%
Hastings	174	4.7%	105	60.3%
Horsham	201	5.4%	145	72.1%
Lewes	214	5.7%	145	67.8%
Mid Sussex	267	7.1%	200	74.9%
Rother	697	18.6%	382	54.9%
Wealden	703	18.8%	468	66.6%
Don't know	23	0.6%	18	78.3%
Total	3,738	100.0%	2,460	65.8%

2.3 The following chart shows the proportion of respondents in each Sussex Police District that supported an increase in their precept:



2.4 Residents who supported an increase were asked what amount of additional precept they would be prepared to pay per annum. The majority supported a £10 increase, as summarised in the table below:

	£5.00 a year		£10.00 a year		Other amount	
	Number	%	Number	%	Number	%
Brighton & Hove	32	12.0%	124	46.6%	33	12.4%
East Sussex	220	11.0%	851	42.6%	158	7.9%
West Sussex	185	12.7%	686	47.3%	154	10.6%
Don't Know	6	26.1%	10	43.5%	2	8.7%
Total	443	11.9%	1,670	44.7%	347	9.2%

2.5 The most common responses to 'other amount' were £50 a year (17%), £20 a year (15%) and £100 a year (13%).

2.6 Those not willing to pay an additional amount for policing were given the opportunity to explain their reasoning behind this. There were 782 comments.

2.7 The first one hundred responses were analysed for common themes and a further dip check was conducted on additional responses. The themes that appeared from most common to least common were;

- Different priorities - people who do not agree with the suggested allocation of funds.
- Opposing taxation - people who do not want to pay extra council tax, cannot afford to or suggest that this should come from central government/income tax.
- Current police service not efficient - people suggesting that the Police already have a budget and they need to stick to it and/or manage it better.
- Not content with the service- people who are not happy with the way policing operates in Sussex



To:	The Police & Crime Panel for Sussex
From:	The Police & Crime Commissioner for Sussex
Subject:	Police & Crime Plan Refresh for 2016/17
Date:	22 January 2016
Recommendation:	That the Police & Crime Panel – i) note the report; and ii) comment on the refreshed Police & Crime Plan.

1.0 Police & Crime Plan 2013/2017

- 1.1 The Police & Crime Commissioner (PCC) has a statutory duty to set the police and crime objectives for their area through a Police & Crime Plan.
- 1.2 The Plan is intended to cover the four-year term of office of a PCC. The current Plan is scheduled to cover 2013 to 2017 and was approved by the Police & Crime Panel on 11 January 2013.
- 1.3 Section 5(9) of the Police Reform and Social Responsibility Act 2011 requires the PCC to keep the Plan under review, and in particular to review the Plan in the light of any report or recommendations made to the Commissioner by the relevant Police & Crime Panel under section 28(4).
- 1.4 Consequently, the Panel has been asked to comment annually on the Commissioner's refreshed Plan. This has taken place on 24 January 2014 and 23 January 2015.
- 1.5 The purpose of this report is to outline the work that has taken place to refresh the current Plan for 2016/17 and to outline the context for the Police & Crime Plan from 2017 to 2021.

2.0 Police & Crime Plan Refresh for 2016/17

- 2.1 This will be the last refresh to the current Police & Crime Plan.
- 2.2 A reference group comprising of representative members of the Police & Crime Panel was again established and met twice in September and December 2015 to consider areas where the Plan should be refreshed.
- 2.3 As in previous years, the remit of the Working Group was to consider whether the Plan still accurately reflected the expectations of the public and to comment on any proposed changes. The Terms of Reference for the Working Group are detailed in Appendix A for information.
- 2.4 The refreshed Plan in Appendix B reflects the recommendations made by the Working Group. It should be noted that the Plan appears in draft form and is still to be finalised by the graphic designers.
- 2.5 The refreshed Plan will be relaunched as soon as is practicable following the Panel meeting.

3.0 New Police & Crime Plan 2017/21

- 3.1 The PCC election for England and Wales is on 5 May 2016.
- 3.2 The elected PCC is required to issue a Police & Crime Plan as soon as practicable after taking office and, in any case, before the end of the financial year in which the Commissioner is elected (31 March 2017).
- 3.3 Work on a new Plan will begin once the PCC has been elected and formally appointed in office. This development of the Plan will involve a complete review of the priority areas, police and crime objectives, measures and supporting information.
- 3.4 It is anticipated that a Police & Crime Panel Working Group will again be established to assist in the development of the new Plan.

Mark Streater

Chief Executive, Office of the Police & Crime Commissioner

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To:	The Police & Crime Panel for Sussex
From:	The Police & Crime Commissioner for Sussex
Subject:	Progress on the Local Policing Model
Date:	22 January 2016
Recommendation:	That the Police & Crime Panel note and comment on the report.

1.0 Introduction

- 1.1 This report outlines the progress made towards the implementation of the Local Policing Programme. The Local Policing Programme was established in April 2015 by the Chief Constable of Sussex to transform the way that policing is delivered to the residents of Sussex which would meet the challenges of the future.
- 1.2 The Programme has designed a Local Delivery Model to support the delivery of the Police & Crime Plan. The Police & Crime Commissioner maintains oversight and scrutiny of the implementation of the Model and ensures that it meets the requirements of the Police & Crime Plan. The attached appendix is a report from Sussex Police setting out current progress of the Local Policing Model.
- 1.3 The Commissioner and Chief Constable hold weekly meetings and progress and implementation of the Model is regularly discussed. In addition, the Commissioner scrutinises aspects of the Local Policing Programme at the Performance Accountability meetings with the Chief Constable. For example, at the November meeting, questions were specifically raised about the implementation of the Resolution Centre and stakeholder engagement. These meetings are available to view on-line at <http://www.sussex-pcc.gov.uk/the-pcc/transparency/accountability/>

Mark Streater

Chief Executive, Office of the Police & Crime Commissioner

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To:	The Police & Crime Panel for Sussex
From:	The Police & Crime Commissioner for Sussex
Subject:	HMIC PEEL Publications
Date:	22 January 2016
Recommendation:	That the Police & Crime Panel note and comment on the report.

1.0 Introduction

- 1.1 This report outlines the recent publications by Her Majesty's Inspectorate of Constabulary (HMIC) in respect of their annual inspections into the Police Effectiveness, Efficiency and Legitimacy (PEEL) of Sussex Police.
- 1.2 Each police force area is measured against four categories based on inspection findings, analysis and HMIC's professional judgement across the year. The four categories are: outstanding, good, requires improvement and inadequate.
- 1.3 At the end of the PEEL year (in February 2016), HMIC bring together all the judgments made throughout the year together with other findings and information to produce a rounded annual assessment of each police force area in England and Wales.

2.0 HMIC PEEL Publications

- 2.1 The two PEEL inspections that have been conducted by HMIC since the Police & Crime Panel meeting on 9 October 2015 are; PEEL: Efficiency and PEEL: Effectiveness (Vulnerability).
- 2.2 PEEL: Efficiency – Examined three areas:
 - How well does the force use its resources to meet its demand?
 - How sustainable and affordable is the workforce model?
 - How sustainable is the force's financial position for the short and long term?
- 2.3 PEEL: Effectiveness (Vulnerability) – Examined four areas:
 - How well does the force identify those who are vulnerable and assess their level of risk and need?
 - How well does the force respond to vulnerable victims?
 - How well does the subsequent police action and work with partners keep victims safe?
 - How well does the force respond to and safeguard specific vulnerable groups (missing and absent children and victims of domestic abuse); and how well prepared is it to tackle child sexual exploitation?
- 2.4 Sussex Police was judged to be 'good' in respect of both inspection reports.

2.5 Both of these reports are available on the HMIC website and can be viewed through the links in the background documents.

3.0 Police & Crime Commissioner Responses to HMIC

3.1 Police & Crime Commissioner's (PCCs) have a statutory duty to comment on any HMIC report which includes information on their police force area, and to publish these along with any comments submitted by their Chief Officer. PCCs must also send a copy of their published comments to the Home Secretary.

3.2 The Commissioner has responded to HMIC regarding the above publications. Both of these responses are included as Appendices to this report.

4.0 PEEL: Legitimacy

4.1 The PEEL: Legitimacy report is due to be published by HMIC on 15 February 2016.

4.2 The content of this publication and the rounded annual assessment can be discussed at a future Panel meeting.

Mark Streater

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Background Documents:

Appendices

Appendix A – PCC's response to HMIC's PEEL: Efficiency report

Appendix B – PCC's response to HMIC's PEEL: Effectiveness (Vulnerability) report

Links to HMIC Reports

PEEL: Efficiency

www.justiceinspectorates.gov.uk/hmic/publications/peel-police-efficiency-2015/

PEEL: Effectiveness (Vulnerability)

www.justiceinspectorates.gov.uk/hmic/publications/police-effectiveness-vulnerability-2015-sussex/



PEEL: Police effectiveness 2015 (Vulnerability)

An inspection of Sussex Police



December 2015

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www.justiceinspectorates.gov.uk/hmic

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Vulnerability in numbers



Calls for assistance

Calls for assistance per 1,000 population 12 months to 31 March 2015

Sussex Police

England and Wales

330

350

Domestic abuse calls for assistance per 1,000 population 12 months to 31 March 2015

Sussex Police

England and Wales

15.1

15.8



Crime

Crimes recorded per 1,000 population 12 months to 31 March 2015

Sussex Police

England and Wales

54.4

61.6

Change in recorded crimes (excluding fraud) 12 months to 31 March 2015 against 12 months to 31 March 2014

Sussex Police

England and Wales

+7.5%

+2.2%

Percentage of total crimes recorded (excluding fraud) as having a vulnerable victim 12 months to 31 March 2015

Sussex Police

England and Wales

5.7%

10.7%

Percentage of total crimes recorded as domestic abuse 12 months to 31 March 2015

Sussex Police

England and Wales

10.2%

10.0%

Change in domestic abuse recorded crime 12 months to 31 March 2015 against 12 months to 31 March 2014

Sussex Police

England and Wales

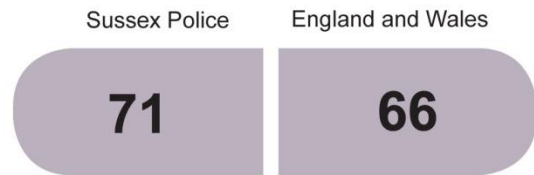
+37%

+20.8%



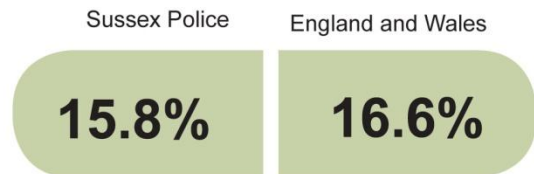
Domestic abuse arrest rate

Number of domestic abuse arrests per 100 domestic abuse crimes recorded 12 months to 31 March 2015

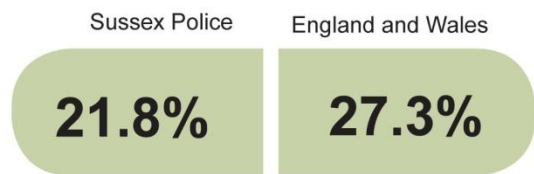


Charge rate

Charge rate as a percentage of all crimes recorded (excluding fraud) 12 months to 31 March 2015

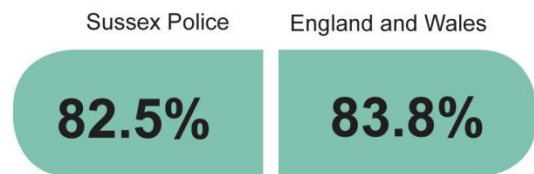


Domestic abuse charge rate as a percentage of all domestic abuse crimes recorded 12 months to 31 March 2015



Victim satisfaction rate

Victim satisfaction rate 12 months to 31 March 2015



Data: for full details on the data used in this graphic see annex A in the vulnerability national report.

Introduction

The public expects their local police force to support victims of crime by responding to calls for help, putting in place the right support and keeping them informed. It is particularly important that vulnerable people, whether or not they have been a victim of crime, are identified early and receive the support they need.

As part of its annual inspections into police effectiveness, efficiency and legitimacy (PEEL), HMIC's effectiveness programme assessed how well forces keep people safe and reduce crime. Within this programme, HMIC's vulnerability inspection examined the overall question, 'How effective are forces at protecting from harm those who are vulnerable, and supporting victims?' We have considered in depth how forces respond to and support missing and absent children and victims of domestic abuse, and assessed how well prepared forces are to respond to and safeguard children at risk of sexual exploitation.

We have looked at four areas:

- How well does the force identify those who are vulnerable and assess their level of risk and need?
- How well does the force respond to vulnerable victims?
- How well does the subsequent police action and work with partners keep victims safe?
- How well does the force respond to and safeguard specific vulnerable groups (missing and absent children & victims of domestic abuse); and how well prepared is it to tackle child sexual exploitation?

At the heart of this inspection is the protection of people who are vulnerable. A force may therefore be judged as requiring improvement by HMIC where it exhibits shortcomings in one of these areas, even if its performance in other areas is strong, and even if there are many elements of its service that HMIC considers to be good.

This inspection follows up our 2014 domestic abuse inspection and reviews forces' progress on implementation of their action plans following that inspection. A national domestic abuse report summarising the findings across 43 forces is being published at the same time as this report.

During our inspection we collected data and plans from forces, conducted a review of case files and observed multi-agency meetings. We heard from victims of domestic abuse through a number of focus groups across England and Wales and conducted an online survey with practitioners, including Independent Domestic Violence Advocates, outreach and refuge workers, to gauge views on what has changed since the 2014 inspection and inform local practitioner focus groups.

During the in-force inspection, we interviewed chief officers in each force and held focus groups with officers, staff and partners, and made unannounced visits to police stations, force control rooms and specialist teams. We also worked with the force missing person coordinator (or equivalent) to review cases of missing and absent children, including children considered to be 'repeat absent' and 'repeat missing' and children shown to be at risk of child sexual exploitation.

All forces are subject to significant cost reductions and these issues have been reflected in our efficiency reports published in October 2015. The judgments we are making in this vulnerability report are made understanding the financial challenges forces are facing.

This report sets out the findings from this wide-ranging inspection of Sussex Police.

How effective is the force at protecting from harm those who are vulnerable, and supporting victims?

Summary



Good

Sussex Police provides a good service in identifying vulnerable people and responds well to them. HMIC found a strong commitment to protecting vulnerable people from both the force and the police and crime commissioner (PCC) and this is one of the strategic objectives in the PCC's police and crime plan. The force has sound processes in place to ensure that it identifies those who are vulnerable as soon as possible, it consistently assesses the risks posed to vulnerable victims well and responds well to those at high risk of harm. The force has invested in more staff and resources in its safeguarding investigation units to ensure high-quality investigations and continued improvement of support for vulnerable people. The force has continued to build strong partnerships with other organisations. In respect of protecting vulnerable people from harm and supporting victims, HMIC judges that its performance is good.

Officers attending incidents involving vulnerable people have a good understanding of how to assess risk and keep victims safe. Officers see safeguarding as a priority and understand the importance of their role in properly assessing and managing the risks posed to victims.

Sussex Police takes effective action, and works well with partner organisations, to keep victims safe. The force's investigations of crimes against vulnerable people are well-run, with a strong focus on making sure the risks are properly managed to ensure victims are kept safe. HMIC recognises that the force has committed extra resources and effort through a variety of communications to improve staff awareness and response to missing and absent children and child sexual exploitation. Staff understand well the need for effective and timely risk assessment and response.

The force's commitment to dealing with domestic abuse ensures it responds positively to victims who need safeguarding and continues to use opportunities such as victims' surveys and feedback from agencies to improve its response from initial contact through to investigation and final outcome. The force has made a good start in ensuring it is well-prepared to tackle child sexual exploitation and must now build on this initial approach. This inspection considered how well prepared the force is to tackle child sexual exploitation.

How well does the force identify those who are vulnerable and assess their level of risk and need?

Sussex Police identifies vulnerable people well and responds appropriately to them. HMIC found a clear commitment to protecting vulnerable people from both the force and the police and crime commissioner (PCC), which is one of the strategic objectives in the PCC's police and crime plan. Sussex has effective processes to ensure that it identifies vulnerable people as soon as possible and consistently assesses well the risks posed to vulnerable victims.

Identifying those who are vulnerable

Staff in the control room are the first point of contact for 999 and 101 calls. They are very knowledgeable and have a clear understanding of vulnerable people and the need to tailor the police response to meet the needs of vulnerable victims.

Forces define vulnerability in different ways. The majority of forces use either the definition from the government's Code of Practice for Victims of Crime¹ or that referred to in ACPO guidance.² Nine forces use their own definition or a combination of these definitions.

Sussex uses the definition from the ACPO guidance and defines a vulnerable adult as:

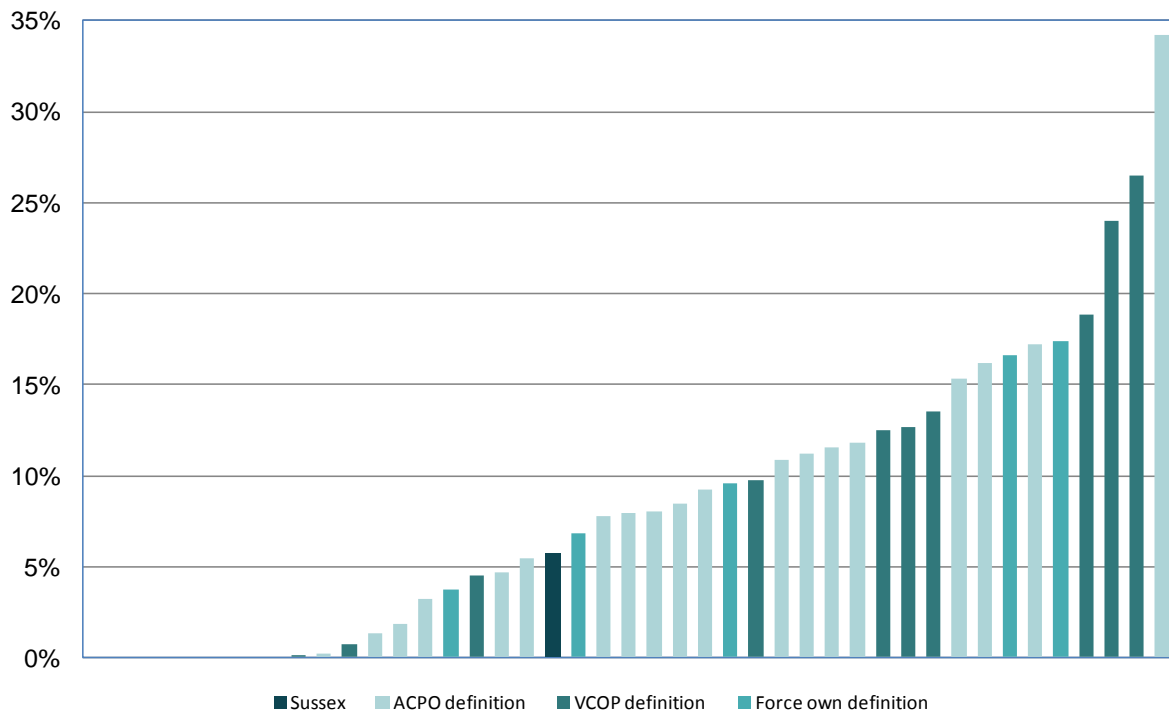
“Any person aged 18 years or over who is or may be in need of community care services by reason of mental, physical, or learning disability, age or illness AND is or may be unable to take care of him or herself or unable to protect him or herself against significant harm or exploitation.”

The proportion of crime recorded which involves a vulnerable victim varies considerably between forces, from 0.03 percent to 34.3 percent. For the 12 months to 31 March 2015, 5.7 percent of all recorded crimes in Sussex Police were identified as involving a vulnerable victim. Eight forces were unable to provide this data at the time of data collection. There is no standard way in which forces are required to record on crime recording systems whether a victim is vulnerable and forces do this differently.

¹ *Code of Practice for Victims of Crime*, Ministry of Justice, 2013. Available from www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practice-victims-of-crime.pdf

² The Association of Chief Police Officers (ACPO) is now the National Police Chiefs' Council (NPCC). *ACPO Guidance on Safeguarding and Investigating the Abuse of Vulnerable Adults*, NPIA, 2012, is available from www.app.college.police.uk/app-content/major-investigation-and-public-protection/vulnerable-adults/

Figure 1: The proportion of police recorded crime with a vulnerable victim identified, by force, for the 12 months to 31 March 2015.



Source: HMIC data return

The computer system used by call-handlers in the force control room automatically provides prepared question sets designed to elicit the right information from callers to properly assess risks and needs. We found that these question sets are routinely completed. The force regularly reviews the question sets to ensure they are effective and appropriate in length. Call-handlers and the controllers who deploy the police response, receive regular training which includes identifying vulnerable people and is a mix of computer-based self-learning and classroom sessions.

The force makes good use of shift overlaps in the control room to give regular short updates to staff to maintain awareness and knowledge. We found a strong level of supervision in the control room. Supervisors are knowledgeable and clearly understand their roles, especially overseeing high-risk incidents. There are processes in place for supervisors to check the quality of call-handling, although HMIC found there has been some recent inconsistency in carrying out these checks.

Assessing levels of risk and need

The force’s IT systems support effective and consistent processes to identify repeat callers and victims. The systems readily identify all previous incidents associated with an address and have the facility to search and easily identify repeat incidents by the name of either the victim or caller. Staff also cross-reference these details with the records management system, which enables the attending officer to be fully aware of any background information so that they can make appropriate risk assessments.

Understanding the risk to victims and ensuring they are protected and supported

HMIC found that Sussex Police understands the requirements of some vulnerable groups better than other vulnerable groups.

The force has carried out a comprehensive analysis of the problems of child sexual exploitation in Sussex, taking into account information from partner organisations as well as police data.

Although Sussex Police has done some work to understand the scale and nature of domestic abuse it has not carried out a force-wide analysis. The force is experiencing very high levels of missing and absent children but has not analysed this problem across the whole force. A better understanding would enable the force to ensure the right resources are in the right place to tackle the problems.

In order to deal with increased demand and provide the most appropriate support to vulnerable victims, the force and the PCC have invested more resources in the certain areas. For example, extra staff have been placed in the safeguarding and investigating units across the force area, with standardised approaches and service levels in each team. In addition, the PCC has funded an extra 36 sexual offender liaison officers.

How well does the force initially respond to vulnerable victims?³

Sussex Police responds well to vulnerable victims. Those attending incidents involving vulnerable people have a good understanding of how to assess risk and keep victims safe. Officers see safeguarding as a priority and understand the importance of their role in properly assessing and managing the risks posed to victims.

Response officers

Staff who respond to vulnerable victims are sympathetic and knowledgeable. HMIC found a good level of understanding among staff of the importance of providing the right response to victims who are vulnerable. Officers nominated as force domestic abuse champions in each division offer support and guidance to colleagues. Staff who provide the initial response are aware of the immediate safeguarding options available to them for victims and the availability of safety kits purchased by the force.

³ The question within the PEEL inspection methodology asks “How well does the force respond to vulnerable victims?” HMIC has amended the heading in this report to make it clear to the reader that this section focuses on the initial police response to vulnerable victims, rather than the overall police response to vulnerable victims.

These include installation of panic alarms, allocation of quick response mobile phones, and the facility to immediately relocate vulnerable victims.

Supervision of the response to vulnerable victims

Supervisors actively monitor and review the response to vulnerable victims. Supervision of risk assessments is robust ensuring greater consistency and accuracy, giving HMIC confidence that victims receive the right support at the right time to keep them safe. Following the initial risk assessment carried out when the call is first received by police, the attending officer carries out a formal risk assessment. Duty sergeants check the risk assessment conducted by the officer and undertake a further assessment for accuracy and to confirm the level of risk. The forms are then submitted to the local Safeguarding Investigation Unit for further review and for high risk cases, investigation. The risk assessment is then shared with relevant partner agencies such as the multi-agency safeguarding hub (MASH)⁴ for further review.

In the case of missing children and child sexual exploitation, the force's specialist staff oversee the assessment of risk, with access to the full range of partner organisations' information, and have the authority either to escalate or decrease the risk assessment.

How well does the force investigate offences involving vulnerable victims and work with partners to keep victims safe?⁵

Sussex Police takes effective action, and works well with partner organisations, to keep victims safe. The force investigates and responds well to crimes committed against vulnerable people with a strong focus on making sure the risks are properly managed to ensure victims are kept safe.

⁴ A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

⁵ The question within the PEEL inspection methodology asks "How well does the subsequent police action and work with partners keep victims safe?" HMIC has amended the heading in this report to make it clear to the reader that this section focuses on the investigation of offences involving vulnerable victims, rather than the police's initial response to vulnerable victims.

Investigation of crimes involving vulnerable people

Force investigations are of a good standard with clear direction and oversight provided by supervisors. Prior to the field work inspection HMIC undertook a file review⁶ of 40 files to inform its inspections and over half identified victims who were vulnerable. The force is aware that its officers could make greater use of body-worn video cameras to capture evidence at the initial attendance at a crime scene and intends to promote the use of video evidence.

The force has five safeguarding investigating units (SIUs) covering the force area. Each unit has specialist detectives who have received training in investigating child abuse, achieving best evidence and multi-agency working. Daily public protection management meetings are held within the SIU to review continuing investigations. The teams undertake specialist investigations and respond to medium and high-risk safeguarding requirements.

In October 2015, the force plans to standardise the SIUs across the force and take on responsibility to provide a comprehensive service to vulnerable people across the county.

Compliance with the code of practice for victims of crime

All police forces have a statutory duty to comply with the code of practice for victims of crime, which sets out the service victims of crime can expect from all parts of the criminal justice system. The code states that all victims of crime should be able to make a victim personal statement,⁷ which they can use to explain how the crime has affected them. We found in Sussex that victim personal statements are not always being taken at the earliest opportunity. The force needs to make sure that officers understand the importance of offering the opportunity to make a victim personal statement as soon as possible after the incident.

Victims should also be kept updated about the progress of their case. Sussex Police has put in place an improved system to ensure that this happens more consistently, by putting an electronic marker on the case to remind officers when updates are due. These are emphasised by being coloured red or amber depending on the number of outstanding days to contact being due. Victim contracts are agreed between the

⁶ HMIC reviewed a sample of rape, burglary, offences of serious violence and actual bodily harm cases. In most forces the review consisted of 10 cases from each crime category but in some larger forces the sample was increased to 15. The file review was designed to provide a broad overview of the identification of vulnerability and the effectiveness of the investigation.

⁷ The victim personal statement (VPS) gives victims an opportunity to describe the wider effects of the crime upon them, express their concerns and indicate whether or not they require any support. Provisions relating to the making of a VPS and its use in criminal proceedings are included in the Code of Practice for Victims of Crime (Victims' Code), which was published on 29 October 2013 and came into force on 10 December 2013.

officer in charge of the case and the victim. It formally sets out how the victim will be contacted and the frequency of updates they require. The force monitors closely how well officers comply with the code of practice. This monitoring shows that in 92 percent of cases officers fulfil their responsibilities to keep victims updated and in 72 percent of cases victim's personal statements are taken.

Working with partners

Sussex Police works constructively with a number of partner organisations in order to protect those who are vulnerable and support victims. This includes local authority services, including children's services, and also the voluntary sector, including independent domestic violence advocates and Victim Support. This enables information to be shared about vulnerable people, so that risks can be fully understood and comprehensive and co-ordinated plans put in place to keep vulnerable victims and their families safe.

Specific joint working arrangements have been set up across the force area to enable a co-ordinated multi-agency response, to provide high-level oversight of missing and absent children and to tackle child sexual exploitation. These groups have developed action plans and provide regular updates on progress to the local safeguarding children's board.⁸ The force itself has robust systems in place to audit and review activities in relation to missing and absent children and child sexual exploitation. HMIC is encouraged that progress is being made and there is evidence of positive action being taken to protect children, for example through Operation Kite, the Sussex Police response to child sexual exploitation and the establishment of a dedicated child sexual exploitation SOLO (sexual offence liaison officer)

Sussex Police has worked in consultation with partners to design and introduce a comprehensive risk assessment tool to better understand and manage the risks faced by victims. The single continuous assessment of risk form (SCARF) enables the use of a single form and provides a tool to undertake a more detailed risk assessment and is used extensively by police staff and partner organisations.

⁸ Local safeguarding children boards have a statutory duty to co-ordinate how agencies work together to safeguard and promote the welfare of children to ensure that safeguarding arrangements are effective.

Multi-agency safeguarding hub (MASH)

A separate MASH has been established within each geographical policing division, although they are currently at different stages of development with varying involvement from partner organisations. The force works effectively through the MASH structures to share information and safeguard victims. It has effective information-sharing protocols with partner organisations which are regularly reviewed. Referrals are received from various organisations, members of the public and police utilising the SCARFs. The process is consistently used to ensure that relevant information is shared in a timely way between organisations, so that those who are vulnerable receive the right support, quickly enough.

However, the exception to this is in the cases of missing children; the staff in the MASH do not assess the information on the police system about missing children reports and therefore the information is not shared with children's services or other organisations who might need to be involved in safeguarding.

Sussex provides a good service for victims of domestic abuse and actively contributes to multi-agency risk assessment conferences (MARACs)⁹ along with professionals from other bodies in order to safeguard those considered to be at the highest risk of harm. There are currently seven separate MARACs, meeting weekly covering the county with work underway to develop a consistent approach for Sussex.

HMIC observed a so-called MARAC-plus conference which deals with complex and repeated domestic abuse cases, involving the whole family (victim, children and perpetrator). We saw good participation by those present with clear evidence that the process is effective in safeguarding victims and children, through information-sharing and joint action-planning.

A multi-agency child sexual exploitation group has been established in all three force divisions. Referrals are made by police and partner organisations using a specially-designed sexual exploitation risk assessment form. The group collectively reviews the risk and allocates lead responsibility, agreeing actions to reduce risk.

⁹ MARACs (multi-agency risk assessment conferences) are local meetings at which information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between police and partner organisations.

How well does the force respond to and safeguard specific vulnerable groups (missing and absent & victims of domestic abuse), and how well prepared is it to tackle child sexual exploitation?

The first three questions have explained how the force identifies those that are vulnerable, the response that is provided to them and what action the force takes to investigate crimes and work with partners to keep victims safe. This question looks specifically at how the force deals with three specific areas of vulnerability: domestic abuse, missing and absent children and its preparedness to deal with child sexual exploitation.

Missing and absent children

When the force receives a call reporting a missing child in the contact and control centre, it undertakes a robust risk assessment and initiates an appropriate response. Risk assessment of missing children is consistent, reviewed frequently and handovers between officers or departments is clear and well-documented. HMIC found a good level of knowledge among frontline staff with rigorous, well thought-out risk assessment and investigations. We found that staff understand their roles and responsibilities with investigations subject of an appropriate level of review by supervisors.

Continuing cases are routinely and thoroughly scrutinised at the divisional daily management meetings. At these meetings staff take care to discuss the details, understand the cases and ensure that the risks are fully understood. We found effective continuous reviews and that the investigation is appropriately stepped-up if the levels of risk are assessed as increasing to ensure that necessary steps can be taken to locate and protect the child.

Sussex Police applies the definitions contained in the national policy on missing and absent persons.¹⁰ A child, who is not in a place where they are expected to be, but which is not out of character or poses a risk of harm, can be categorised as absent. However, this will not trigger an immediate police investigation and no other record is kept of the incident. The force system for recording and monitoring children who go absent does not include any further analysis or assessment of the risk or support that individuals might need. The force does not have a full understanding of information about children that are repeatedly recorded as absent. Children and young people who are repeatedly missing or absent may be at risk of sexual exploitation.

¹⁰ A person is classified as absent if they are not where they are expected to be but they are not considered at risk. Whereas, if they are classified as missing the police are obliged to take steps to locate them, as the level of perceived risk is higher.

Without the full intelligence picture, the risks may not be routinely recognised and the child may not be properly safeguarded. The force should take steps to ensure that repeatedly absent children are routinely identifiable and the risks they face properly assessed.

As a force, Sussex Police receives a comparatively high number of missing children reports.¹¹ West Sussex has a large number of children's homes based within the area and the force established a dedicated missing person and child sexual exploitation team for West Sussex in early 2014 with dedicated police resources to respond to the increase in demand. The service provided to safeguard missing children is effective and the unit is well-regarded. The force is currently reviewing the unit before making a decision on the future force structure for responding to missing and absent people.

HMIC found that the force's investigations of missing children are thorough and well-supervised with a strong focus on assessing and managing risks. The emphasis given to missing and absent people as part of the handover and allocation of tasks is good, with routine scrutiny being provided at the daily management meetings.

The force recognises the risks of sexual exploitation faced by children who go missing. Each division has a missing person's coordinator co-located within safeguarding investigation units who undertake multi-agency work in relation to missing children and those at risk of sexual exploitation, providing safeguarding support and guidance.

When a missing child is found and returned home, the police carry out safe and well checks. Local authority children's services also visit to assess the situation and identify if there are any safeguarding needs. Currently there is no such interview service commissioned by Brighton and Hove City Council, although this has now been commissioned by the local authority to commence in April 2016. In East and West Sussex local authorities there is a service, but HMIC found inconsistencies in the force receiving or recording the feedback from these visits, which means that important information that may help in any future occurrences, may not be captured. The force is aware of this and has provided additional training to officers along with bringing in a pan-Sussex commissioned service, for return home interviews, to commence in April 2016.

¹¹ Missing Persons Bureau annual data, 2013

Preparedness to tackle child sexual exploitation

Sussex Police has made a good start in ensuring that it is well-prepared to tackle child sexual exploitation. This inspection has focused on actions and activities the force has taken to understand and identify the extent to which children are at risk of child sexual exploitation and the policies and practices it is putting in place to tackle this. It did not test the quality of how the force conducted these complex investigations with other agencies such as children's services, as these issues are covered in HMIC's rolling programme of child protection inspections.

The force has demonstrated strong leadership in developing its response to child sexual exploitation and has undertaken preventive and investigative activity under Operation Kite (the force's internal and external communications plan to raise awareness of child sexual exploitation). This was well-received across the force and has made a positive impact, leading to the development of a multi-agency approach to tackling child sexual exploitation, agreed by external partners.

Sussex Police has provided training for staff and produced a comprehensive guide for senior and frontline officers as part of the programme of work to improve the response to child sexual exploitation with a dedicated intranet page under Operation Kite. This is designed to provide staff with the information they need to make informed decisions in recognising and dealing with vulnerable people and to support them in accessing specialist advice if needed. While training has been limited in some areas, frontline staff demonstrated a good awareness of child sexual exploitation and the links to missing children.

The force has actively developed its relationship with partner organisations in order to prevent child sexual exploitation and identify and support those who may be vulnerable. The governance and accountability under the multi-agency child sexual exploitation¹² meetings is positive. This means through divisional action plans, targeting under operation kite and communication, the force has raised staff awareness and has resulted in a large increase in intelligence reports from officers throughout the force area.

The force has analysed comprehensively the scale and nature of child sexual exploitation across Sussex. This information is being used to inform the development of the force's response. It is a developing area of work and the force needs to continue to build on this good work. HMIC acknowledges the investment in a dedicated child sexual exploitation analyst within public protection. This will help the force to close gaps in intelligence in respect of children that are missing or absent and the identification of those who are vulnerable to sexual exploitation.

¹² Multi-agency child sexual exploitation partnerships (MACSEs) safeguard children and young people from sexual exploitation in accordance with the policies, procedures and guidance of the Safeguarding Children Board (SCB) and the Sussex Child Protection & Safeguarding Procedures.

Domestic abuse

The force's response to victims of domestic abuse is improving. It is clear and well understood by officers and staff across the force that effectively tackling domestic abuse is a force priority. There is a good level of supervision and staff have a clear understanding of what is expected of them in relation to supporting victims and investigating incidents of domestic abuse.

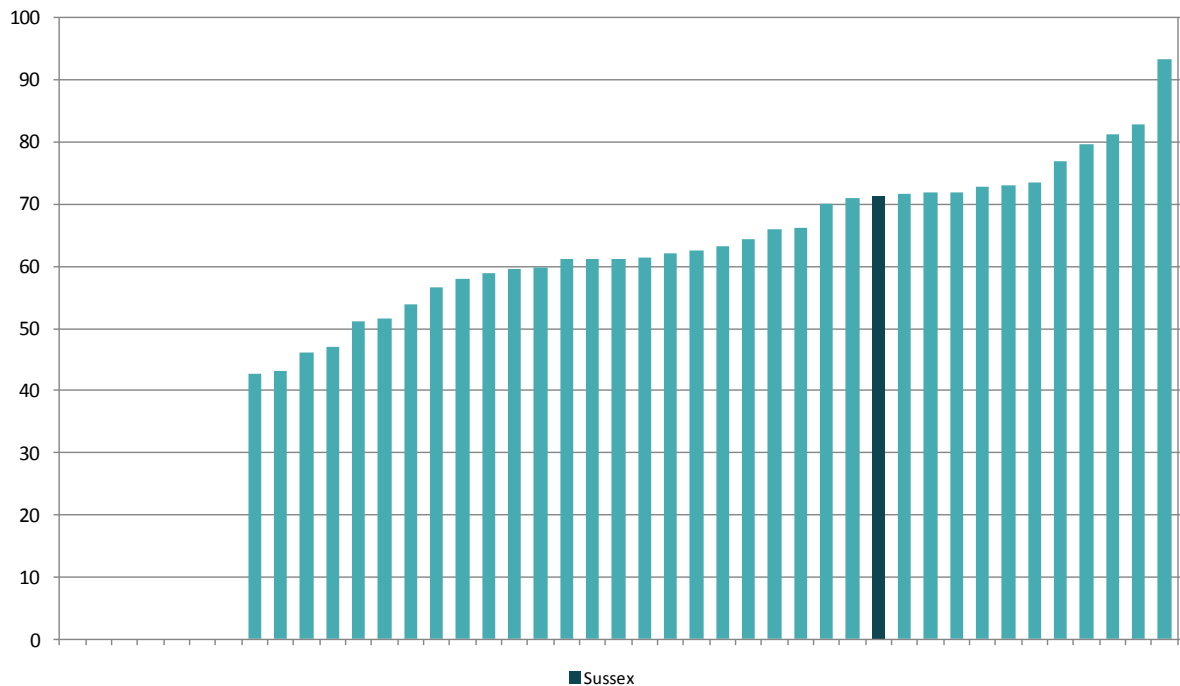
In the 12 months to 31 March 2015, recorded domestic abuse increased by 37 percent against the previous 12 months and accounted for 10 percent of all police recorded crime. Across England and Wales during the same period there was a 21 percent increase, with domestic abuse accounting for 10 percent of all police recorded crime.

We found positive progress since HMIC's domestic abuse inspection in 2014 and the force is implementing all the recommendations arising from the inspection. There is investment to ensure that all opportunities to safeguard victims of domestic abuse are taken. Sussex has seen a greater increase in reports of domestic abuse than the average for England and Wales. The force believes this to be as a result of its response to domestic abuse through Operation Ribbon, which encourages victims to report domestic abuse, as well as new ways of recording crime.

Sussex Police has a policy of taking positive action to deal with domestic abuse incidents. Officers are clear that it is their responsibility to manage the immediate risk to the victim by taking effective steps to safeguard the victim and to deal with the offender appropriately, including a positive approach to arrest where possible.

As shown in figure 2, for every 100 domestic abuse crimes recorded Sussex Police made 71 arrests.

Figure 2: The number of arrests per 100 domestic abuse crimes by force, for the 12 months to 31 March 2015.

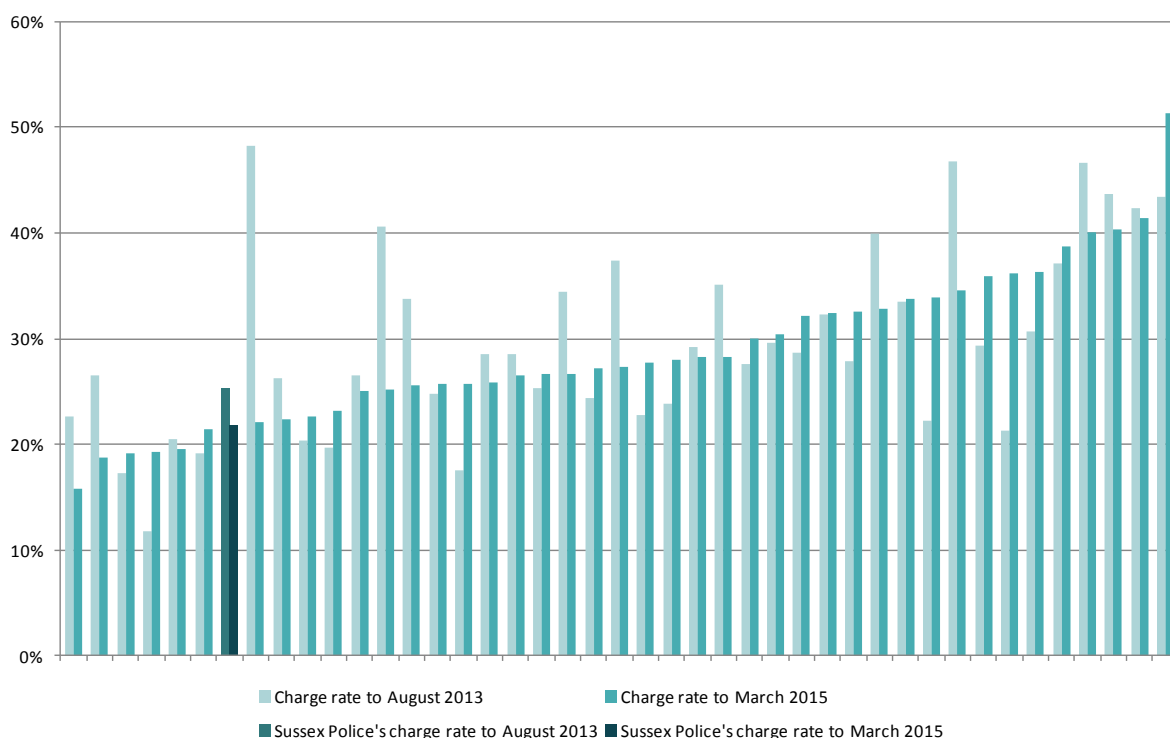


Source: HMIC data return

HMIC is encouraged that the force’s actions taken since the inspection last year have continued to improve the service to vulnerable victims. This includes additional training for staff, more consistent completion of accurate risk assessments, the robust supervision of domestic abuse incidents and the progress in developing multi-agency safeguarding hubs.

The force’s charge rate for domestic abuse recorded crimes for the 12 months to 31 March 2015 was 22 percent, compared with 27 percent for England and Wales. This is a decrease since the last HMIC domestic abuse inspection when the force rate was 25 percent for the 12 months to 31 August 2013, compared with 30 percent for England and Wales.

Figure 3: Domestic abuse charge rate for the 12 months to 31 March 2015 compared to the 12 months to 31 August 2013



Source: HMIC data return

HMIC also examined the force's use of new legal powers to protect victims. Domestic violence protection orders (DVPOs) were introduced in England and Wales in 2014 to prevent a suspected offender from returning to a victim's home or contacting the victim.

The force began using DVPOs in June 2014; it made 50 applications to magistrates' courts for their use, of which all were granted. Eleven¹³ DVPOs have been breached. Breaches occur when the offender fails to comply with the condition of the order and is taken back before the magistrates' court. This represents a DVPO breach rate of 22 percent compared with the England and Wales rate of 17 percent.¹⁴

However, HMIC found that the force's use of domestic violence protection orders and domestic violence protection notices reduced over the latter part of 2014 but has seen some improvements through the beginning of 2015. The force recognises that it is not always taking opportunities to obtain orders and notices.

In addition, the proportion of charges for domestic abuse related offences has reduced, but the proportion of offenders that are cautioned has increased.

¹³ This figure may also contain breaches of DVPNs.

¹⁴ The England and Wales figure is based on data provided by 35 forces.

The force needs to understand the reasons for the reduction in charge rates and increase in caution rates, so that it can be confident that it is dealing appropriately with domestic abuse offenders.

Frontline staff have a good knowledge of safeguarding actions. The handover process to other officers or specialist teams is robust and investigations are of a good standard with effective supervision. Standard and medium-risk domestic abuse cases are dealt with by the response investigation teams (RITs). HMIC found that some staff do not understand the less obvious forms of domestic abuse such as controlling and coercive behaviour which could create a gap in the service the force provides to vulnerable victims. The introduction of domestic abuse champions within the RITs is promoting better understanding and processes.

HMIC acknowledges the proactive and challenging work the force has undertaken with partner organisations to better understand the service given to victims of domestic abuse. The exit interview carried out by the independent domestic violence advisors service identified that just over half of victims surveyed stated the service provided was good.

Summary of findings



Good

HMIC found that Sussex Police provides a good service in identifying vulnerable people and responds well to them, so the public can be confident that the police in Sussex provide good services that protect and support many victims. We found a clear commitment to protecting vulnerable people from both the force and the police and crime commissioner. The force has effective processes in place to ensure that it identifies vulnerable people as soon as possible and consistently assesses the risks posed to vulnerable victims well.

Sussex Police has invested in more staff and resources in its safeguarding investigation units to ensure high-quality investigations and continued improvement of support to vulnerable people. The force has continued to build strong partnerships with other organisations, and works constructively with them to ensure victims get the services they need to protect and support them.

Officers see keeping people safe as a priority and understand the importance of their role in properly assessing and managing the risks posed to victims, especially with those who are particularly vulnerable such as victims of domestic abuse and children. This inspection has only considered how well-prepared the force is to tackle child sexual exploitation. The force has made a good start in ensuring it is well prepared to tackle child sexual exploitation and must now build on this initial approach.



PEEL: Police efficiency 2015

An inspection of Sussex Police



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Overview – How efficient is the force at keeping people safe and reducing crime?

Overall judgment¹



Good

HMIC found that Sussex Police is well prepared to face its future financial challenges. The force has a thorough understanding of its current demand, its finances and its plans for change. Its direction of travel is one of improvement from an already strong base. The preparatory work in designing the new operating model is robust and gives the force a good understanding of demand. In last year's value for money inspection, which considered how forces had met the challenge of the first spending review period, Sussex Police was judged to be good.

Summary

HMIC judges Sussex Police to be good. The force has a good understanding of its current and future demand for local policing services and has sufficient resources to respond to calls for service and meet that demand. For example, the force has identified the top generators of demand such as those families identified through the 'troubled families'² programme and those incidents relating to mental health issues. It has put in place intervention measures with other public sector organisations to reduce that demand. That level of understanding of demand is not yet evident in other policing areas of specialist crime. The force has started work to further develop that understanding but it is not yet a mature product. The force plans to further improve its understanding of demand to bring radical changes in working practices and a reduction of workforce numbers in principal areas of police activity. However, implementation of the new policing model is only just beginning and it is therefore too early to judge the programme's success.




The force has a robust change programme and has undertaken strong preparatory analysis and design to deliver a comprehensive business case that underpins the new local policing model.

The force has a good track record of financial management, achieving the savings required and a balanced budget. Having achieved savings of £56.9m during the

¹ Outstanding, Good, Requires Improvement or Inadequate – see Annex A.

² The 'troubled families' programme initially intends to change the repeating generational patterns of poor parenting, abuse, violence, drug use, anti-social behaviour and crime in the most troubled families in the UK.

spending review period, the force forecast that a further £57m needs to be saved up to 2020. The force has clear plans as to how it will achieve the budget savings and the large reduction in workforce numbers that it needs to make over the next five years, while still delivering high quality policing services.

<p>How well does the force use its resources to meet its demand?</p>	<p>How sustainable and affordable is the workforce model?</p>	<p>How sustainable is the force's financial position for the short and long term?</p>
<p> Good</p>	<p> Good</p>	<p> Good</p>
<p>The force has a good understanding of current and future demand for local policing services. The force is using the same approach to develop its understanding for specialist police services and those services that it provides in collaboration with Surrey Police, such as serious and organised crime investigation and deployment of armed officers. This provides the force with a firm platform to redesign future policing services within the financial constraints it is facing.</p> <p>While the current operating model meets existing demand, the force has embarked on an ambitious programme to reform how it delivers local policing services. A fundamental</p>	<p>The force's current operating model matches existing demand, organisational and financial requirements. The force has designed a future model that enables it to deliver policing in 2020 within a budget which will be subject to continuous constraints.</p> <p>A large percentage of the force budget is tied to paying salaries. Previous budget reductions have been focused heavily on reducing non-pay costs. While the force does have plans to make further efficiencies, it is inevitable that a large percentage of the future reductions may have an impact on workforce numbers. This could include reducing the size of the workforce by up</p>	<p>The force has effective measures in place to control expenditure and has a secure financial position for the short and long term. The force has achieved all of the savings required over the last spending review period and has plans in place to deliver savings through to 2018/19.</p> <p>The medium-term financial plan identifies required savings of £57m between 2015 and 2018/19. All elements of the change programme have business cases that identify associated savings and are quality assured through robust governance and accountability procedures.</p> <p>The financial plans are developed in conjunction with the OPCC and reflect the police and crime plan.</p>

<p>aspect of this is the introduction of a 'demand reduction' programme and the roll-out of new mobile technology.</p> <p>There is a performance management framework within the force with clear guidelines of how local managers are expected to hold their staff responsible for outcomes.</p> <p>The force has undertaken a comprehensive programme to involve staff and explain the changes that will take place over the next five years. The force and the PCC has communicated with the workforce and the public so both understand the significant changes to how policing will be delivered in the future.</p>	<p>to a thousand. However, the future workforce has been carefully modelled on projected demand and more efficient ways of working to ensure that these reductions are manageable.</p> <p>The force recognises that its workforce needs to be more representative of the communities it serves. However, austerity has resulted in restrictions on recruitment and opportunities for advancement and this may inevitably constrain improvement in this area in the immediate future.</p>	<p>Any increase in the council tax element of the force's revenue budget is used to directly fund priority areas identified by the PCC, for example safeguarding vulnerable victims and cyber-crime.</p> <p>Budget assumptions, both affecting the revenue grant and the precept, are shared between the PCC and the chief finance officer. Budget performance reports are presented monthly by the force to the PCC and this forum is also used to address major finance and contractual decisions requiring the PCC's approval.</p>
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Force in numbers



Financial position

Forecasted change in expenditure 2015/16 to 2018/19

£m

-£47.4m

% of Gross Revenue Expenditure

17%

It is important to note that some forces only provided figures for savings they had formally signed off at that point, while others provided estimates for the whole period. As a result, the savings figure above might not reflect the full saving which the force might have to make. 2014/15 GRE has been used here as a baseline.



Providing policing

Planned change in police officer numbers 31 March 2015 - 31 March 2018

Sussex Police

-18%

England and Wales

-6%

Planned change in total workforce numbers 31 March 2015 - 31 March 2018

Sussex Police

-15%

England and Wales

-6%

Proportion of police officers on the operational frontline 31 March 2010

Sussex Police

89%

England and Wales

89%

Proportion of police officers on the operational frontline 31 March 2015

Sussex Police

93%

England and Wales

92%

Planned proportion of police officers on the operational frontline 31 March 2018

Sussex Police

93%

England and Wales

92%



Organisation

Police officer cost per head of population compared to England & Wales (2014/15)



Workforce cost per head of population compared to England & Wales (2014/15)

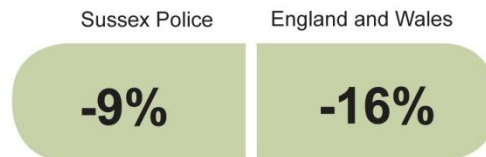


Key statistics

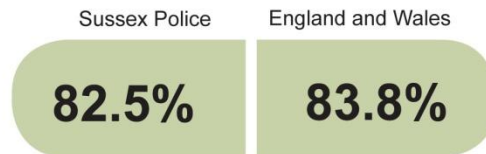
Changes in recorded crime (excluding fraud) 12 months to 31 March 2014 to 12 months to 31 March 2015



Changes in recorded crime (excluding fraud) 12 months to 31 March 2010 to 12 months to 31 March 2015



Victim satisfaction 12 months to 31 March 2015



Changes in victim satisfaction 12 months to 31 March 2011 to 12 months to 31 March 2015



Victim satisfaction: Sussex confidence interval +/- 1.1 percent. England and Wales confidence interval +/- 0.2 percent.

For full details on the data used in this graphic see annex A in the efficiency national report.

Introduction

In October 2010, the Government announced that central funding to the police service in England and Wales would reduce by 20 percent in the four years between March 2011 and March 2015. Now, in a period of sustained budget reductions, forces need to continue to make efficiencies while focusing on reducing crime and keeping communities safe.

As part of its annual inspections into police effectiveness, efficiency and legitimacy (PEEL), HMIC's efficiency programme assessed how a force maximises the outcomes from its available resources. We reviewed both the financial and workforce planning of police forces while examining wider questions of cost, capability and productivity. HMIC's inspection focused on the overall question, 'How efficient is the force at keeping people safe and reducing crime?'

To answer this question we looked at three areas:

- How well does the force use its resources to meet demand?
- How sustainable and affordable is the workforce model?
- How sustainable is the force's financial position for the short and long term?

During our inspection we collected data and plans from forces, surveyed the public to see if they had noticed any changes in the service they received and conducted in-force inspections. HMIC interviewed chief constables and the chief officers responsible for finance, organisational change, human resources and performance in each force and held focus groups of officers and staff at different grades and ranks, and made unannounced visits to police stations.

This report sets out the findings from this wide-ranging inspection of Sussex Police.

How well does the force use its resources to meet its demand?

HMIC examined how the force understands the demands for its service, and how it allocates its staff and financial resources to meet that demand. We then assessed whether these decisions are leading to good results for the public – that the police are visible and that they attend promptly when called, that they are fighting crime and keeping communities safe, and that victims are satisfied with the service they receive.

How well does the force understand its demand?

In the HMIC Sussex Police report *Responding to Austerity 2014*, it reported that the force "had not carried out a recent comprehensive analysis of the total demand it faces". Considerable effort has been put in place to develop this understanding which now forms the foundations of the future direction of the force. both in regard to a new local policing model (LPM) which is to be phased-in incrementally between now and 2020, and the savings identified in the medium-term financial plan (MTFP). The force has compared major areas of service provision including response policing, investigations, custody and criminal justice with peer forces. Using the standard comparators of the average number of police officers/staff per head of population and the level of crime per head of population, the force has been able to identify areas where other forces are providing services more efficiently than in Sussex.

Through this work, more has to be done to arrive at a comprehensive understanding of demand in its entirety. The demands generated by the investigation of public protection offences such as rape, child abuse and serious incidences of domestic abuse are under current review. A similar review is underway into the demands on services that the force provides in collaboration with Surrey Police. These include both serious crime and specialist areas of policing activity for example roads policing, firearms units and dog support. The conclusion of this work is crucial to future resourcing decisions.

How well does the force match resources to demand?

At present, the force is able to allocate resources to meet demand from calls for service from the public including increased demand linked to the night-time economy and seasonal trends. With a large reduction in resources anticipated over the next five years, the force understands that current arrangements are not sustainable and it is working to make local policing services more efficient. Analysis comparing Sussex Police to other forces has been carried out, focusing on the principal areas of prevention activity, 999 emergency response, investigations, custody and criminal

justice. In each area the force produced a preliminary picture of how resourcing could be more efficiently delivered, and from this, new resourcing levels have been proposed. These were then further examined against the following three factors before final resourcing levels were agreed:

1. Services and channels – this identifies how services to the public could be adjusted, terminated or provided through different medium. For example; closing certain investigations where victims are not willing to support them, such as offences of damage to property where the value was negligible; and providing investigation updates to victims online.
2. Processes – this includes the introduction of modern ways of working into established processes to make them less labour intensive. For example, by providing mobile data terminals to staff on the front line to enable remote data entry, or enabling officers to give evidence in court by video-link rather than personal attendance.
3. People and organisation – this involves improving the skills of the workforce to take on additional responsibilities. For example, more involvement of PCSOs in the investigation of crime and a broader remit of supervisory responsibility for first and second line supervisors.

Subject matter experts checked and challenged these proposals before final acceptance at the force's change board. This led to adjustments in some areas where additional officers have been aligned to certain functions. For example, the projected numbers of officers to be deployed as 999 emergency responders was increased as a result of this process.

The force plans to use rigorous analysis of demand, streamlining resources, removal of wastage and is equipping its staff to operate in a digital age to make the future workforce that is reduced in number more efficient and able to deliver professional services.

How well are the force's services meeting the demand from the public?

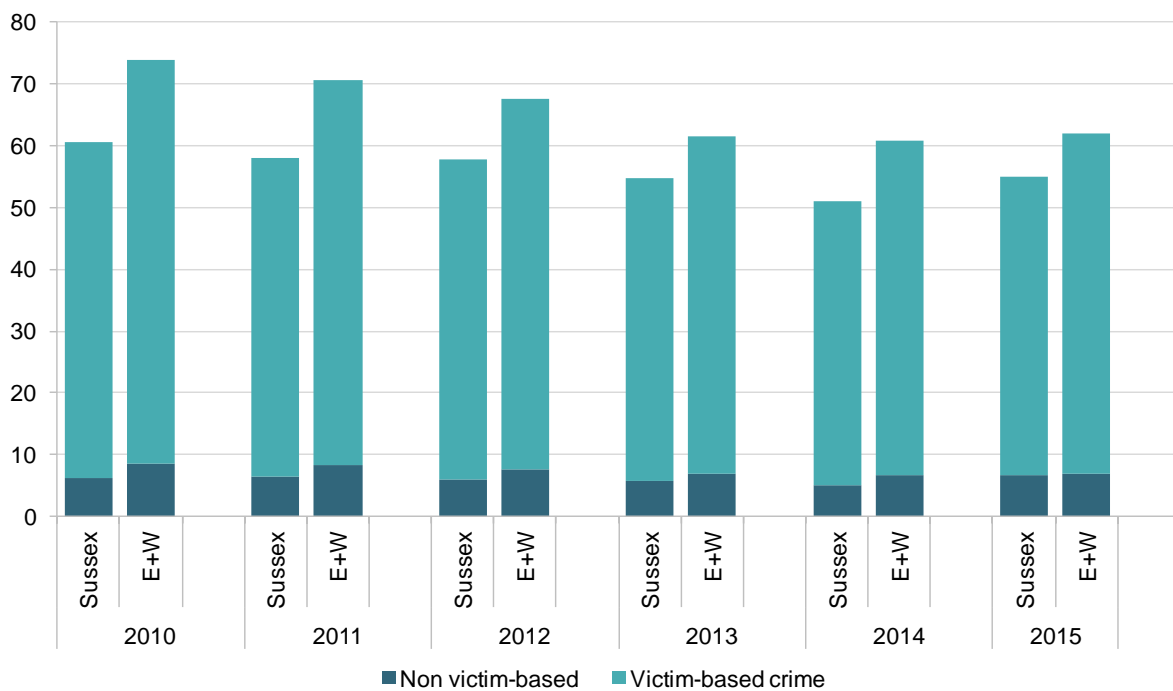
To assess the force's response to public demand, HMIC considered crime figures and rates in Sussex; victim satisfaction levels; and whether the force is using different ways to communicate and engage with the public.

Although police recorded crime is by no means a complete measure of the totality of demand a force faces, it does provide a comparable performance indicator across all forces. Crime rates are reported as a number of crimes per 1,000 population in each force area to enable comparison between areas. Total police recorded crime is made up of victim-based crime (e.g. theft) and non victim-based crime (e.g. drug offences). Two thirds of forces showed an annual increase in total police recorded crime in the

year ending 31 March 2015. This increase in police recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC carried out a national inspection of crime data integrity in 2014.

In the 12 months to 31 March 2015 Sussex had a victim-based crime rate of 48.3 and a non-victim-based crime rate of 6.6 per 1,000 population. This represents a decrease (11 percent) in the victim-based crime rate and an increase (5 percent) in the non-victim based crime rate since the start of the spending review in 2010. During the same time period England and Wales had a victim-based and non victim-based crime rate of 55.2 and 6.9 per 1,000 population respectively. This represents a decrease in both crime rates by 15 per cent and 19 percent respectively since the start of the spending review. The scale of the change in crime rate can be seen in Figure 1.

Figure 1: Police recorded crimes per 1,000 population in Sussex in the 12 months to 31 March 2010 to the 12 months to 31 March 2015, compared to England and Wales



Source: Home Office crime statistics and ONS mid-2013 population estimates (2013 population data are used across multiple years to reveal actual change in police recorded crimes, rather than changes due to population change)

Of those who have been the victim of a crime in Sussex, 82.5 percent were satisfied with their whole experience with the police in the 12 months to 31 March 2015.³ This is lower than the national victim satisfaction rate of 83.8 percent over the same time period.⁴ There has been no significant change in victim satisfaction between the 12 months to 31 March 2011 and the 12 months to 31 March 2015 in Sussex.

HMIC monitored how a force engages with the public as part of the inspection. Figure 2 below shows Sussex Police uses a range of methods (including Facebook, Twitter and email) to engage with the public.

Figure 2: Methods of public engagement used by Sussex Police in the 12 months to 31 December 2014

<u>Are the following communication channels being used by the Force?</u>	
Facebook	Yes
Twitter	Yes
Email	Yes
Text message	Yes
Web forum	No
Instagram	No
Local phone (not 999 or 101)	No

Source: HMIC Efficiency data collection

The force has successfully reduced its budget by £57m since 2011. Over that period it has seen modest reductions in crime, although it has seen an upturn over the last year, which the force attributes to changes it has made to ensure more robust recording of crimes.

While the main focus of the force is to ensure that it can meet demand moving forward, the force is also ensuring public expectations are met. Within the force control room, good use is being made of technology to increase the tracking of all of its resources. This is providing a more complete picture of the total resources available for deployment and enables a quicker despatch to areas of demand. A new improved online crime reporting process is being introduced with plans to increase online crime reporting.

The force has carried out in-depth studies into the top generators of demand in the area. It identified that people suffering from dementia and mental health issues were making high numbers of calls on the 999 emergency and 101 non emergency systems. Successful intervention plans have been devised with NHS Mental Health

³ Sussex, confidence interval +/- 1.1 percent.

⁴ England and Wales, confidence interval +/- 0.2 percent.

Trusts and West Sussex's 'Think Family' initiative, which has reduced demand for repeated attendance by officers.

Force safeguarding investigation units (SIUs) are experiencing considerable pressure from recent increases in demand in relation to serious sexual offences and child abuse investigations. While some staff have already been identified to increase the department's establishment numbers, until the force has the results of the current demand profiling work, optimal staffing levels may not be fully understood. This should be considered as a priority.

How well is the force managing demand?

The force has resources available to meet current demand and is able to deploy its workforce to deal with calls for service, but it recognises that it needs to develop more efficient methods of managing demand if it is to continue to meet future demand with reduced workforce numbers.

Work is underway with partner agencies both to harmonise service delivery and eliminate areas where service deployments could be duplicated, for example, where the police and social services independently visit the elderly if there is a concern about their wellbeing.

The force plans to use this improved understanding of demand to bring radical changes in working practices and a reduction of workforce numbers in key areas of police activity.

Principal features to be introduced over a five-year period will include:

- the restructure of local policing with a reduction in the number of police officers and PCSOs in neighbourhood policing;
- a reduced number of attendances at calls for service, with an increased number of calls dealt with by call triaging and telephone-based interventions;
- investigations of crimes which are triaged on threat, harm and risk; and
- restricting the number of prosecution files produced by case-workers to the most complex cases and training investigators to manage the remainder.

The force recognises that none of these new initiatives can be put in place without an understanding of dependencies between different areas being developed in advance of these changes. The force is investing in a 'resolution centre' which will aim to resolve a caller's needs at the first point of contact, officers and staff will only be deployed to attend calls for service where necessity is proven on the grounds of threat, risk and harm or the opportunity exists to arrest offenders. The force is assessing the training needs of all frontline staff in new roles or those who will carry

additional responsibilities. In addition, a workforce deployment plan has identified options to ensure the right distribution of skills.

How well does the force monitor and understand outputs, outcomes and costs?

The force has robust arrangements for budget monitoring and has a good understanding of how its costs compare to other forces. The force is ranked the fifth lowest in terms of expenditure per head of population and collects the fourth lowest amount of council tax of all forces in England and Wales.

The deputy chief constable is responsible for performance management. The force has a clear performance management framework which is managed through a cascade system from the force level to the individual level. This includes clear guidelines of how local managers are expected to hold their staff responsible for outcomes.

In order to compare and challenge the way it performs and provides its services, the force compares itself to other forces and uses HMIC's value for money profiles. In remodelling resourcing levels, particular measures were taken to address those areas where the force was identified as an outlier in the profiles statistics. These included adjusting supervision ratios to reduce comparatively high expenditure on first and second line supervision and reducing the level of administrative support for case file preparation.

How well is the force using new working methods to improve services?

The force fully recognises the impact that substantial reductions in workforce numbers may have on how it provides policing in the future. It has developed a clear programme for major changes which includes measures to modernise and improve services provided. The main features will be: demand reduction, process improvement, digital policing, workforce modernisation and broadening collaborative working arrangements.

The phased implementation of the new local policing model has identified the interdependencies between all of these features. For example, reducing the demand on those responding to 999 emergency calls for service will be dependent not only on the resolution centre resolving incidents without the need for deployment, but also on staff having the ability to enter data on mobile tablets to make the most of officer availability. The force is designing new applications for these mobile data devices to avoid the need for duplicate entries across systems. In a similar way, reorganised teams will have a reduced caseload based on an assessment of the crime on threat, harm and risk. The force is planning to make prosecutions more efficient through

introducing digitised case file preparation and video facilities within courts to save time.

The force has an ongoing communication programme to inform and include staff in change. Workshops have been undertaken with staff to help design the new local policing model; this has included discussion and feedback forums on the intranet. The chief officer team have led over 50 road-shows to introduce the new local policing model and assist staff to better understand how it will affect them.

It has communicated the new policing model to the public of Sussex in a direct and open way pointing out the challenges that the force faces. But it also seeks to reassure communities that policing will still be provided in an effective manner. The communication "Sussex Police in 2020" outlined in a clear and succinct manner the changes over the medium term, and was clear about the necessity for the force to prioritise areas of its service moving forward.

Summary of findings



Good

The force has a good understanding of current and future demand for local policing services. The force is using the same approach to develop its understanding for specialist police services and those services that it provides in collaboration with Surrey Police, such as serious and organised crime investigation and deployment of armed officers. This provides the force with a firm platform to redesign future policing services within the financial constraints it is facing.

While the current operating model meets existing demand, the force has embarked on an ambitious programme to reform how it delivers local policing services. A fundamental aspect of this is the introduction of a 'demand reduction' programme and the roll-out of new mobile technology.

There is a performance management framework within the force with clear guidelines of how local managers are expected to hold their staff responsible for outcomes.

The force has undertaken a comprehensive programme to involve staff and explain the changes that will take place over the next five years. The force and the PCC has communicated with the workforce and the public so both understand the significant changes to how policing will be delivered in the future.

How sustainable and affordable is the workforce model?

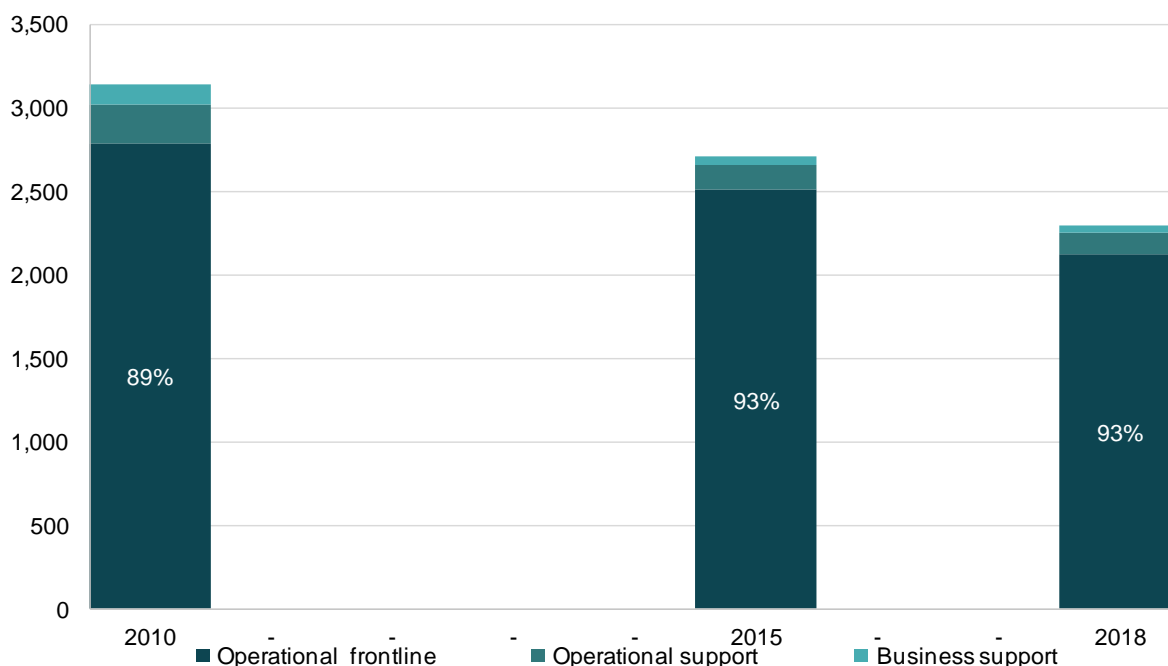
HMIC examined how Sussex Police has structured its workforce (i.e. its mix of police officers, staff and PCSOs, and the proportion of all these groups working in frontline positions), and assessed whether this was affordable and sustainable as the force responds to its financial challenge. HMIC also considered what the force is doing to ensure the workforce has the right skills and capacity to fight crime and keep communities safe now and in the future.

How well does the force's current workforce model match demand, organisational and financial requirements?

Sussex Police forecasted a total savings requirement over the first four years of the spending review as part of the value for money inspection (2011/12 to 2014/15) of £56.9m. This is the equivalent of 18 percent of the 2010/11 gross revenue expenditure for the force. Since 2010, Sussex Police has seen a reduction of 404 police officers, 318 staff and 52 PCSOs, full-time equivalent (FTE).

In Sussex, there have been falls in the total number of police officers (FTE) over the period 2010 to 2015, as shown in figure 3. During this time period the proportion in frontline roles has increased from 89 percent in 2010 to 93 percent in 2015. The force expects to maintain this proportion looking ahead to 2018.

Figure 3: Actual and planned changes to police officer full time equivalents (FTE) in operational frontline, operational support and business support roles in Sussex Police, from 31 March 2010 to 31 March 2018



Source: Home Office annual data return and HMIC efficiency data collection

For further information about the data for figure 3 please see Annex B

In the main, the force's operating model matches current demand, organisational and financial requirements.

The force has now mapped its workforce through to 2020 and the workforce plans are well aligned with financial and change plans. The rigour with which the force has developed the local policing model brings with it assurances that future staffing arrangements will both maintain services and realise savings. In the areas of collaboration – ‘Policing Together’⁵ and public protection, future modelling is less well developed.

The change programme plans to provide structural and functional change incrementally between now and 2020. The force’s future will be characterised by preventive activity,⁶ response policing and local investigations continuing to be provided in operational hubs based in East Sussex, West Sussex and Brighton and

⁵ Policing Together is the "brand" which describes collaboration functions delivered jointly with Surrey Police.

⁶ A technique or practice in policing which is designed to prevent crime rather than react to crime after it has been committed.

Hove. Within this, there may be greater flexibility to deploy officers across the force area when demand dictates.

The force plans to use centrally-controlled specialist teams to manage public protection involving investigations and safeguarding the most vulnerable including victims of rape and child abuse. These teams are to continue working alongside the unitary authority and district councils.

An increasing number of specialist operational and support services will become shared with Surrey Police within the 'Policing Together' collaboration. This will build on the successful collaborations which have seen homicide investigation and the deployment of armed officers being provided through joint ventures for a number of years.

Not all elements of change are at the same state of preparedness. Understanding managing demand through the rationalisation of processes and the modernisation of the workforce, which characterises the local policing model, are less evident elsewhere. The advantages of the rigorous preparatory work that precedes the implementation of the local policing model are threefold: current and anticipated demand is firmly established, the required levels of resourcing to sustain services can be accurately forecast and thereafter a direct line can then be drawn between the new resourcing levels and the savings required in the medium-term financial forecast (MTFF).

HMIC is encouraged that the same methodology used for the redesign of local policing is being extended to public protection and services that will be provided in collaboration with Surrey Police. Only when this work is complete, can the force have the same level of assurance that the savings the force intends to realise from these functions are as secure as those highlighted in the local policing model.

How well does the force's projected workforce model match demand, organisational and financial requirements?

Figure 4: Actual and planned changes in workforce FTE from 31 March 2010 to 31 March 2018 for Sussex Police compared to England and Wales

	March 2010	Difference between 2010 and 2015		March 2015	Difference between 2015 and 2018		March 2018
		Force	England and Wales		Force	England and Wales	
Police Officers	3,213	-13%	-12%	2,810	-18%	-6%	2,293
Police Staff	2,155	-15%	-19%	1,837	-8%	-6%	1,692
PCSOs	377	-14%	-27%	325	-30%	-11%	228
Workforce total	5,745	-13%	-15%	4,971	-15%	-6%	4,213

Source: HMIC Efficiency inspection data collection and Home Office workforce statistics

For further information about the data for figure 4 please see Annex B

In order to achieve the further budget reduction of £57m, the force anticipates reductions of 500 police officers and 200 staff from the workforce currently providing local policing, as well as an additional 300 posts from elsewhere in the force, which have yet to be identified. The areas from where the 700 posts will be removed have been examined rigorously by the force; the risks associated with such large-scale reductions are recognised. The force has a workforce planning strategy that it is using alongside the phased implementation of changes to the way it will provide policing services between now and 2020. The workforce planning strategy aims to allocate the right numbers of staff to the redesigned areas of work, ensuring that skills and experience are balanced and training is provided where new roles require different levels of accreditation.

The force anticipates that opportunities to recruit may be limited if it is to meet its workforce reductions. Recognising the negative impact this may have on the potential to bring new talent into the organisation, the force is considering options to ease this situation. These include a programme to second Sussex officers into Surrey Police, making career breaks more flexible and the use of a voluntary exit scheme.

Summary of findings



Good

The force's current operating model matches existing demand, organisational and financial requirements. The force has designed a future model that enables it to deliver policing in 2020 within a budget which will be subject to continuous constraints.

A large percentage of the force budget is tied to paying salaries. Previous budget reductions have been focused heavily on reducing non-pay costs. While the force does have plans to make further efficiencies, it is inevitable that a large percentage of the future reductions may have an impact on workforce numbers. This could include reducing the size of the workforce by up to a thousand. However, the future workforce has been carefully modelled on projected demand and more efficient ways of working to ensure that these reductions are manageable.

The force recognises that its workforce needs to be more representative of the communities it serves. However, austerity has resulted in restrictions on recruitment and opportunities for advancement and this may inevitably constrain improvement in this area in the immediate future.

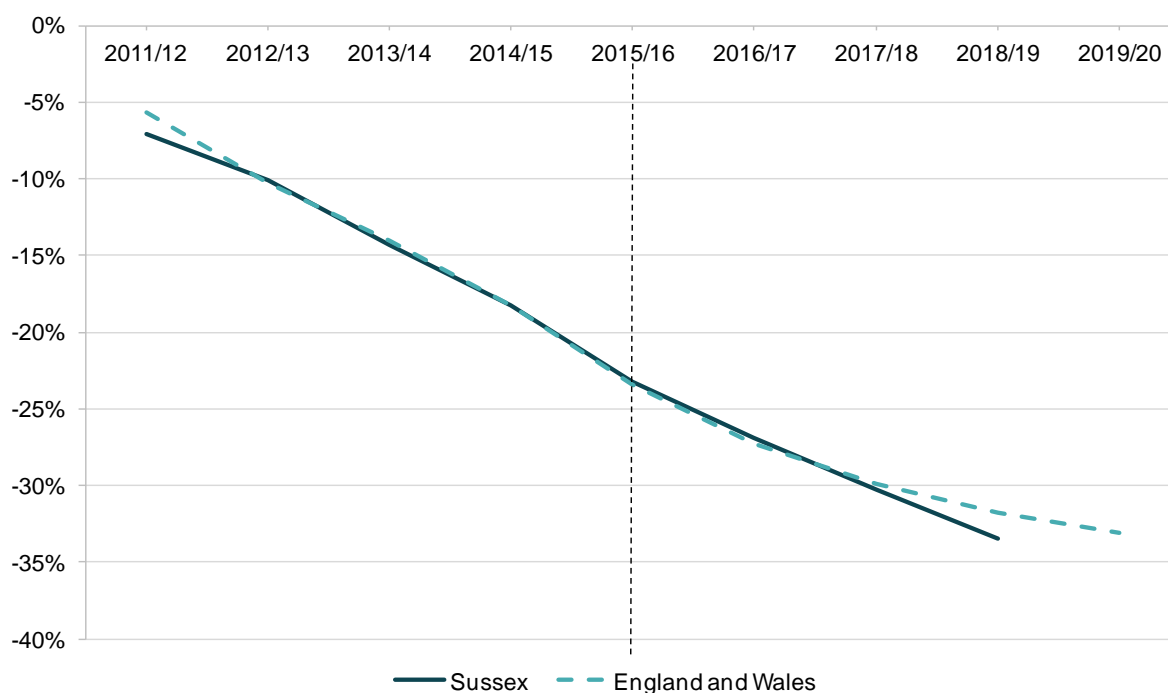
How sustainable is the force's financial position for the short and long term?

HMIC examined how forces have achieved savings over the spending review period, the saving plans that forces have developed for the future, and the assumptions forces have made in the understanding of the financial challenges ahead. HMIC also assessed whether forces have good financial controls and governance, and if spending reflects the priorities outlined in the police and crime plan.

Has the force achieved its saving requirements and balanced the budget for the spending review period and 2014/15?

Sussex Police forecasted savings of £57m over the first four years of the spending review (2011/12 to 2014/15), the equivalent of 18 percent of the 2010/11 gross revenue expenditure for the force. Over the period, savings were made in both the pay and non-pay budgets, so as to balance budgets by 2014/15. Over the same period all forces across England and Wales forecasted a total savings requirement of £2.53bn, the equivalent of 18.2 per cent of the 2010/11 gross revenue expenditure for England and Wales.

Figure 5: Estimated change in expenditure from 2011/12 to 2014/15, and forecast planned savings for 2015/16 to 2018/19, against the 2010 gross revenue expenditure baseline for Sussex Police and England and Wales



Source: HMIC policing in austerity data, HMIC efficiency data collection and The Chartered Institute of Public Finance & Accountancy (CIPFA) Police Objective Analysis data

For further information about the data for figure 5 please see Annex B

The force has successfully reduced its spending by £57m since 2010 and has balanced the budget for the spending review period. The force over achieved on its savings requirement for 2014/15 by £3m which it has brought forward to the current year.

Has the force achieved a balanced budget for 2015/16?

Sussex Police has planned a balanced budget of £278m for 2015/16, which includes a cut in spending of £15.5m. It is forecast that the reduction will be split between £12.2m from the pay budget (79 percent) and £3.3m (21 percent) from the non-pay budget in this year's savings. Since the 2010 baseline, at the start of the spending review, this represents savings of 23 percent.

The force has achieved a balanced budget for 2015/16, based on prudent assumptions on price and salary rises.

To balance the budget for 2015/16, £15.5m of savings have been identified with no use of reserves. The savings originate from local policing and from services which the force provides in collaboration with Surrey Police. The force plans to realise £1.3m of savings from the reduction and redeployment of PCSOs. With an overall

reduction in PCSO numbers, the force plans to upskill this role to take on wider responsibilities. Increasingly they will be assigned to neighbourhoods which are identified as being in most need of a permanent police presence.

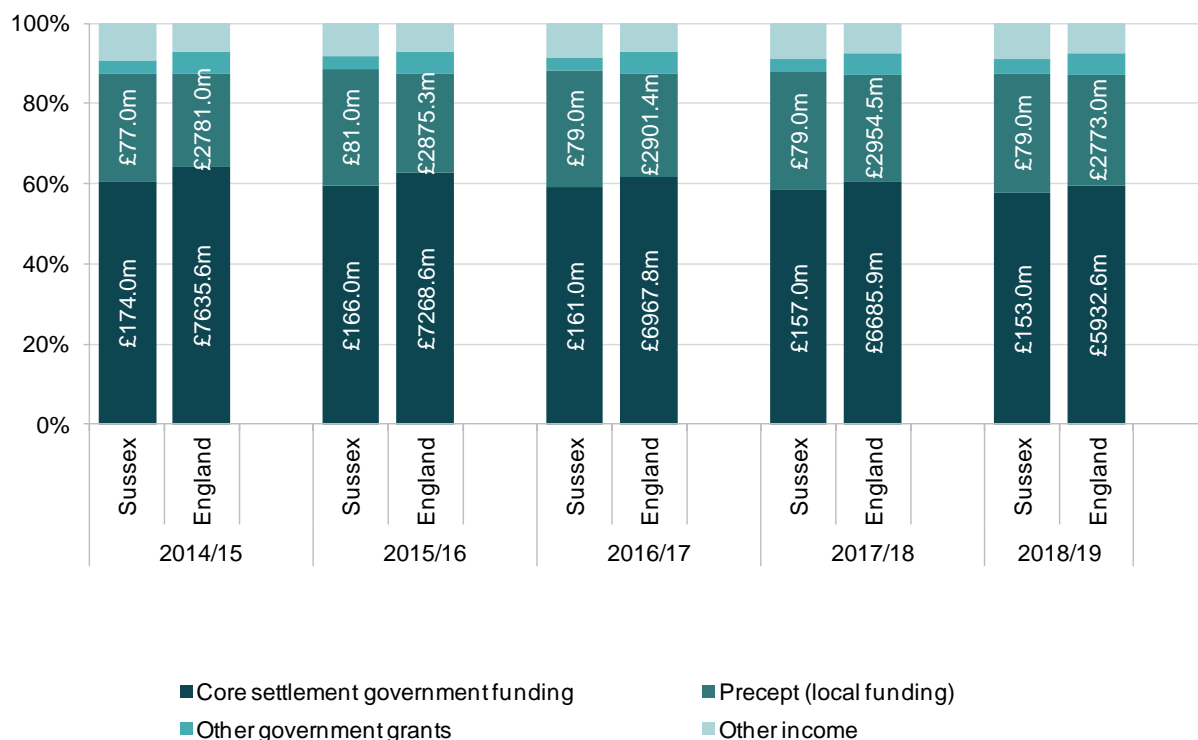
In the 'Policing Together' collaboration, further joint working will bring together the roads policing function across Surrey and Sussex. The force expects this to contribute to the £2.5m in-year savings. Another example is the bi-lateral agreement to streamline the service provided by finance departments in both forces and the rationalisation of ICT contracts. Together these are expected to contribute to over £3m planned savings in support services.

Underlying these savings is a further measure to manage vacant police officer posts at a level of one percent under the overall establishment. This is in preparation for the incremental implementation of the local policing model, a principal factor of which will see a significant reduction in workforce levels.

How well has the force maximised other funding opportunities?

Figure 6 demonstrates the amount of funding that the force received from a central government grant, as precept from local councils through council tax, and from other sources, such as Home Office special grants. Sussex Police is expecting the proportion of its funding that comes from core settlement government funding to decline over the coming years, while anticipating the proportion of its funding that comes from precept (council tax funding) to increase over the same time period. It should be noted that the core settlement government funding, both monetary values and proportions of total funding, detailed in figure 6, are from force estimates collected as part of HMIC's efficiency inspection data collection. This data should not be considered as an official projection. The Home Office is currently consulting on changes to the forces' funding formula and therefore any current projections may change over the time period highlighted.

Figure 6: Forecast mix of funding for Sussex Police in the 12 months to 31 March 2015 to 12 months to 31 March 2019, compared to English forces



Source: HMIC efficiency data collection

The force has an established track record of exploiting other sources of funding. These have included securing police innovation funding to enable the force to prepare digitised prosecution files and to establish video links with courts. Commercially, the force is in receipt of funds from the Sussex Retail Crime Partnership to tackle store theft. The force is also working with Surrey Police to appoint a commercial planning officer to standardise applications for community levies from building developers when commercial developments have an impact on policing.

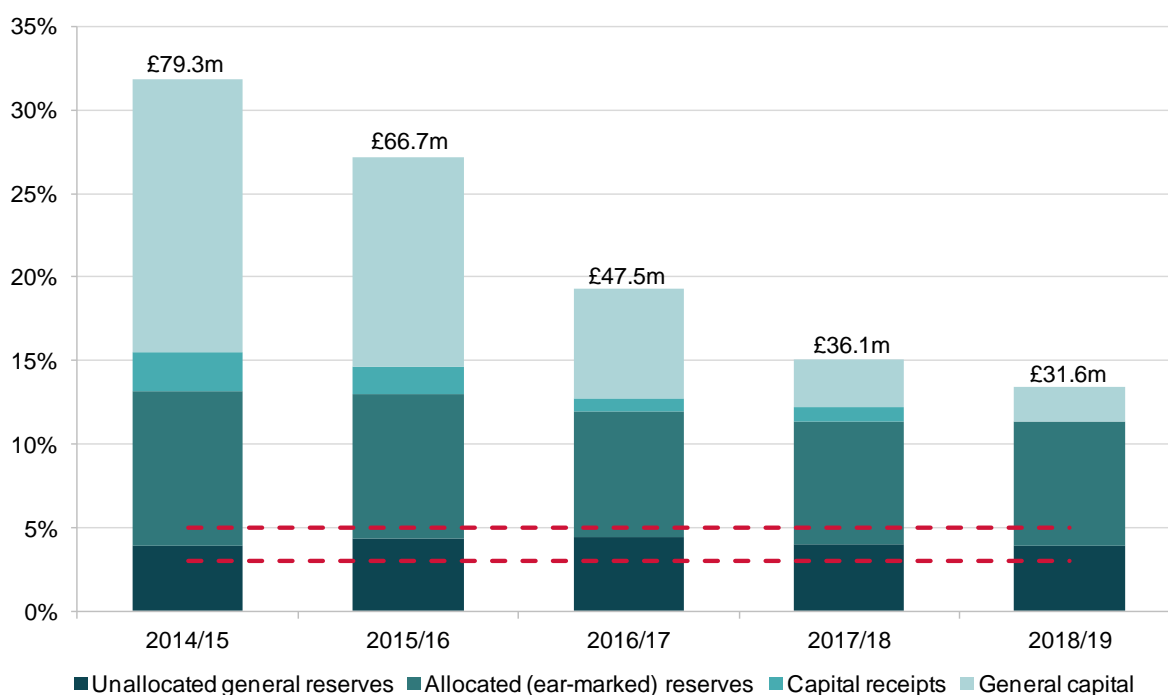
The force provides policing for Gatwick airport for which total policing costs are recovered in the sum of £12.6m per annum. Additionally, the force is the lead organisation in the Sussex Safer Roads Partnership funded by central government grants from fixed penalty notices used to fund road safety initiatives in schools and parish councils.

How well does the force control expenditure?

The force's level of reserves and how these are forecast to change over time is shown in figure 7. Sussex Police reported that its total reserves were £79.3m in 2014/15. These are broken down into several categories:

- unallocated general reserves – a sum to cushion the impact of unexpected events or smooth uneven cash flows;
- allocated (ear-marked) reserves – these are reserves set aside for specific capital purposes;
- capital receipts reserves – these are proceeds from the sale of assets which can only be used for specific capital purposes; and
- general capital to support future planned capital expenditure.

Figure 7: Breakdown of reserves remaining as a proportion of in-year net revenue expenditure, and total reserves remaining (£), for 2014/15 to 2018/19



Source: HMIC efficiency data collection

For further information about the data for figure 7 please see Annex B

The force has effective measures in place to control expenditure. Pay budgets are centralised with workforce target levels and vacancy retention now subject to central establishment control.

The force's external auditor has approved the 2015/16 budget as balanced. Internal audit is outsourced to West Sussex County Council with whom the force works closely to identify and probe the areas of highest risk on a cyclical basis.

The new local policing model has been scrutinised by the office of the police and crime commissioner (OPCC), questioning the theory and whether it was sustainable in its delivery and financially robust in its assumptions.

How well do the force's financial plans reflect the objectives set out in the PCC's police and crime plan?

The financial plans are developed in conjunction with the OPCC and are designed to reflect the policing and crime plan. Furthermore, any increase in the council tax element of the force's revenue budget is used to directly fund priority areas identified by the PCC, for example the safeguarding of vulnerable victims and cyber-crime.

How well does the force provide timely and relevant financial information to the office of police and crime commissioner (OPCC), and are shared assumptions used to develop current and future plans?

Budget assumptions, both affecting the revenue grant and the council tax element, and their implications for the medium-term financial plan (MTFP) are shared between the PCC and the chief finance officer. Budget performance reports are presented monthly by the force to the police and crime commissioner and this forum is also used to address principal finance and contractual decisions requiring the commissioner's approval.

How well developed are the force's plans for possible further savings?

The force has a sustainable short and medium term financial position through to 2018/19. The MTFP models grant reductions and cost increases from the current financial year to 2018/19. The force has taken a prudent approach in the calculation of future savings requirements; for example, no assumption is made that there will be increases in council tax revenue from 2016/17 onwards.

The force's approach to savings also sits within a strong accountability and governance framework. A series of governance boards brings business cases to a joint investment board for final approval. It is only at this point that operational adjustments are made and the savings are entered into financial plans.

To complement this detailed approach to savings, each business case for savings is risk assessed and subjected to rigorous assurance testing before anticipated savings are entered into the MTFP. A 'sensitivity analysis' conducted annually identifies potential areas where anticipated savings may not be made and contingencies are drawn up to cover any shortfalls. For example, should there be concerns that in-year savings anticipated for 2015/16 are at risk of not being achieved, the force will fall back onto contingencies to accelerate the implementation of the first phase of the local policing model or operate with an increased number of vacant posts.

The force intends to use reserves to support the change programme. General reserves will be held at 4 percent of the amount of net revenue expenditure as a financial safeguard.

In the face of the magnitude of anticipated savings, HMIC is encouraged by a change programme maintained through strong governance, a constant reappraisal of the certainty of savings and contingency plans being available to cover any shortfalls.

Summary of findings



Good

The force has effective measures in place to control expenditure and has a secure financial position for the short and long term. The force has achieved all of the savings required over the last spending review period and has plans in place to deliver savings through to 2018/19

The medium-term financial plan identifies required savings of £57m between 2015 and 2018/19. All elements of the change programme have business cases that identify associated savings and are quality assured through robust governance and accountability procedures.

The financial plans are developed in conjunction with the OPCC and reflect the police and crime plan. Any increase in the council tax element of the force's revenue budget is used to directly fund priority areas identified by the PCC, for example safeguarding vulnerable victims and cyber-crime.

Budget assumptions, both affecting the revenue grant and the precept, are shared between the PCC and the chief finance officer. Budget performance reports are presented monthly by the force to the PCC and this forum is also used to address major finance and contractual decisions requiring the PCC's approval.

Annex A – HMIC judgments

The categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how efficient the force is at keeping people safe and reducing crime. In applying the categories HMIC considers whether:

- the efficiency of the force is good, or exceeds this standard sufficiently to be judged as outstanding;
- the efficiency of the force requires improvement because it is not yet performing at a good level, and/or there are some weaknesses in the organisation; or
- the efficiency of the force is inadequate because it is considerably lower than might reasonably be expected.

Annex B – Further information about the data

Figure 3

Planned changes to police officer full time equivalents (FTE) in operational frontline, operational support and business support roles in the force/constabulary, 31 March 2010 to 31 March 2018.

The data used in figure 3, for March 2010 and March 2015 is taken from the Home Office annual data return 601 and does not include workforce allocated under category '62 other' whereas the data used in figure 4 for March 2010 and March 2015 is taken from the Home Office annual data return 502 and is inclusive of this category. Therefore totals data may not match exactly.

Figure 4

Planned changes in workforce FTE from 31 March 2010 to 31 March 2018 for the force/constabulary compared to England and Wales. The figures in table 4 are rounded to the nearest whole person, full time equivalents (FTEs), and therefore may differ slightly to the exact figures quoted within the report.

For data as at 31 March 2010 and 31 March 2015 we have used Home Office annual data return data which is an 'actual' FTE, whereas for projections for March 2018 are budget based projections and therefore are likely to take into account a vacancy rate depending on a force's/constabulary's planning strategy. In some instances therefore an increase in budgeted posts may not actually indicate the force/constabulary is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Due to the complex and continually evolving picture of workforce collaboration between neighbouring forces, not all changes in workforce figures are real in terms of the workforce available. Involvement in strategic alliances and/or regional organised crime units (ROCU) would be an example of where changes over time are likely to be skewed. Therefore sharp increases or decreases over time need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces, not real changes in staffing levels.

At the time of the inspection, the future financial climate was uncertain. Several forces were in a position where they did not have confirmed/signed-off plans for workforce projections. It is important to note that figures provided are in many instances unconfirmed estimates provided to assist HMIC in its inspection programme and should not be seen as a concrete plan for the future landscape of policing. These comments apply to figure 3 and figure 4.

Figure 5

Estimated change in expenditure from 2011/12 to 2014/15, and forecast change in expenditure for 2015/16 to 2019/20, against the 2010 GRE baseline for the force and England and Wales

Figure 5 shows how force expenditure has changed over the period of the spending review, relative to the total change in expenditure for all forces across England and Wales. For 2015/16 onwards there has been a change in methodology in comparison to the value for money inspection. The savings requirement is no longer inflated gross revenue expenditure (GRE) minus expenditure but the sum of planned savings and use of reserves to bridge an in-year funding gap. This change is indicated by the vertical dashed line on the chart. The chart shows planned savings (including use of reserves to bridge an in-year funding gap) in future years, calculated using the planned savings for pay and non-pay budgets provided to HMIC at the time of the data collection (February 2015). Some forces only provided figures for savings they had formally signed off at that point, while others provided estimates for the whole period. Therefore small savings requirements do not necessarily equate to a small savings challenge for the future.

Figure 7

Breakdown of reserves remaining as a proportion of in-year net revenue expenditure, and total reserves remaining (£), for 2014/15 to 2018/19

According to a survey of financial directors conducted by the Audit Commission,⁷ it is commonly considered that three percent to five percent of net revenue expenditure is a prudent level of unallocated general reserves for risk-based planning purposes. This range is shown on the graph by the two horizontal red dotted lines.

Please note that all categories of reserves for the force/constabulary are held by the PCC apart from City of London and the Metropolitan police service where reserves are held by the City of London Corporation and MOPAC respectively.

⁷*Striking a balance: Improving councils' decision making on reserves*, Audit Commission, December 2012. Available from <http://webarchive.nationalarchives.gov.uk>

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Sussex Police and Crime Panel

22 January 2016

Complaints about the Police and Crime Commissioner

Report by The Clerk to Sussex Police and Crime Panel

Recommendations

That the Panel considers the complaints against the Commissioner since the last meeting, and any action that the Panel might take in respect of these.

1. Background

- 1.1 In accordance with the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2011, the Sussex Police & Crime Panel (PCP) is responsible for the initial handling of complaints against Sussex Police and Crime Commissioner (PCC).
- 1.2 At its meeting of 26 November 2012 the Panel decided to delegate its initial handling duties to the Clerk to Sussex Police and Crime Panel, and to consider a report of the complaints received, quarterly.
- 1.3 Serious complaints (those alleging criminal conduct) are referred automatically to the Independent Police Complaints Commission (IPCC). A sub-committee meets to consider complaints against the PCC requiring informal resolution (those considered "non-serious").

2. Correspondence Received from 30 September 2015 to 8 January 2016

- 2.1 The Panel takes the view that all correspondence raising issues with policing in Sussex should be recorded, whether or not the issues fall within the Panel's statutory remit.
- 2.2 During the subject period, four people contacted the Panel to raise issues, and all were recorded. The Clerk to the Panel considered this correspondence to determine if any matters raised fell within the remit of the Panel.

Complaints

- 2.3 During the subject period no correspondent raised issues which constituted a serious complaint, as defined by the Regulations (see 1.3).
- 2.4 No correspondent raised issues which constituted a non-serious complaint, as defined by the Regulations (see 1.3).

Correspondence Recorded, but not Considered by the Clerk to be a Complaint within the Panel's Remit:

2.5 Concerning correspondence received and determined by the Clerk to the Panel not to be (within the terms of the Regulations) a complaint within the Panel's remit:

- One individual copied the Panel into a complaint addressed to Sussex Police, relating to operational issues. The Clerk confirmed that Sussex Police had received and recorded the complaint, and were following their internal procedures.
- One individual contacted the Panel to raise issues about operational policing matters, which are the responsibility of the Chief Constable, and not the Commissioner. The Clerk wrote to the correspondent, setting out this determination, and signposting Sussex Police's complaints channels.
- One individual contacted the Panel in relation to the theft of a charity collection box. The Clerk was able to signpost them to Sussex Police's non-emergency reporting system.
- One individual contacted the Panel to make complaints about operational policing issues and the Police and Crime Commissioner, in Hertfordshire. The Clerk signposted the correspondent to the appropriate channels within Hertfordshire Constabulary and Hertfordshire Police and Crime Panel.

3. Resource Implications and Value for Money

3.1 The cost of handling complaints is met from the funds provided by the Home Office for the operation and administration of Sussex Police and Crime Panel.

4. Risk Management Implications

4.1 It is important that residents can have confidence in the integrity of the system for handling complaints against Sussex Police and Crime Commissioner and her Deputy (where one has been appointed).

5. Other Considerations – Equality – Crime Reduction – Human Rights

5.1 Not applicable

Tony Kershaw

Clerk to Sussex Police and Crime Panel

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Sussex Police and Crime Panel

22 January 2016

Written Questions

Report by the Clerk to the Police and Crime Panel

The table below provides a schedule of the written questions received prior to this meeting and where possible responses have been included. Responses will be tabled at the meeting that were not available at the time of despatch. Written Questions must be received 2 weeks before a meeting of the Panel and the Commissioner or Panel Chairman is invited to provide a response by noon of the day before the meeting.

Questions that relate to operational matters of Sussex Police will be passed to a relevant officer at Sussex Police for a response and a brief summary of the question will be provided below. For the current meeting two questions have been received for a response by the Commissioner.

Question	Response
<p>With regard to cuts in neighbourhood and community policing, why such a significant change in policy is being implemented without consultation and against the clear wishes and needs of local citizens, particularly in light of the revelation that the funding estimates upon which the decision was based were incorrect due to mistakes by the Home Office?</p> <p>Steve Parry of Brighton</p>	<p>The Local Policing Programme led by the Chief Constable aims to transform the way that policing is delivered to the residents of Sussex to meet the challenges of the future. In doing so it will ensure the Police Force makes the most effective use of available resources to provide Sussex with local policing, emergency response and successful investigations.</p> <p>The delivery and structure of neighbourhood policing and the roles of PCSOs has been largely unchanged for more than a decade. The new model will ensure that local Prevention teams are focused on targeted problem solving activity based on vulnerability, threat and risk by more multi skilled officers and PCSO's, making the role more responsive to solve local problems.</p> <p>The LPP has a comprehensive strategy to engage and listen to the views of partners and stakeholders. A series of roadshows led by Assistant Chief Constable Robin Smith were held following the launch event last year, participants included MPs, local authorities, district councils and crime prevention groups. Six workshops have been held over a</p>

	<p>two month period with partners to focus on the efficiency of the processes and the approach to customers and services. In addition, five meetings have been held with community safety partners to get their views on the development of the Police Community Support Officer role. There will also be a series of follow up roadshows with stakeholders to report on the progress of the plan and to feedback on what has been learnt and put into practice.</p> <p>As PCC I am closely monitoring the roll out of the LPP with the Chief Constable and his senior team and continuously engaging with the many communities I meet as to how best this will support the policing requirements the public of Sussex want and need.</p>
<p>In your last newsletter of 2015 you reported a 37% increase in the reporting of domestic violence in Sussex from 1st April 2014 to 31st March 2015 which she attributed to victims being more empowered to report domestic violence. In March 2014 Crawley MP Henry Smith received a parliamentary reply during justice questions & subsequent FOI requests have shows there has been a 76% increase in the granting of non-molestations orders in Sussex Family Court from 2011 to 2014 (Brighton 44.2%, Chichester 380%, Eastbourne 48.6%, Hastings 90.4%, Horsham 110.0% & Worthing 16.0%) as some people are using these injunction orders for non-meritorious application for legal aid for divorce and family matters. Can the Sussex PCC liaise with Henry Smith MP and ask the chief constable about setting up a criminal investigation into those people who have obtained legal aid in Sussex since 1st April 2013 by fraud by the false reporting of domestic violence to police, social services or courts.</p> <p>Richard Nixon of Crawley</p>	<p>If the questioner has evidence that he wishes to report in respect of a criminal matter, I would encourage this to be directed to Sussex Police. My office is able to assist if required.</p>