

SURREY POLICE AND CRIME PANEL

POLICING RESOURCES

5 April 2019

INTRODUCTION

In December 2018, the Government gave Police & Crime Commissioners (PCCs) the flexibility to increase the police element of council tax by up to the equivalent of £2 per month per Band D household – equating to a 10.1% increase for Surrey taxpayers. In determining the right level of precept increase, the PCC worked with the Chief Constable to consider current policing threats to Surrey, examined the current budgetary position of Surrey Police and took into account the impact on workforce resources of various precept scenarios. He then proposed to increase the police precept by 10% and consulted with Surrey residents on this proposal.

This increase allows Surrey Police to meet budgetary pressures, such as inflation and pay increases and, together with savings plans, to be able to provide around £3.8m of investment. This will enable an additional 100 front-line officers or staff for Surrey. Seventy-five posts of this 100 would be new posts. Twenty-five would be protecting officer posts that were due to be cut (that is, not replaced when officers left the force).

Of the 5,800 people who responded to the precept survey, 75% supported the 10% increase. The PCC presented his proposed precept to the panel, who agreed the increase but wished to have more information on: where the extra resources would be targeted; how the effect of the increase would be measured; and CCTV provision. This report provides more detail.

DETAILED REPORT

1. Strategic Assessment of Need

A major input into where any extra resources should be placed is the professional policing view of the threats to Surrey. This is informed by strategic crime analysis and intelligence, national threat profiles and HMICFRS (Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services) future demand assessments, as well as Chief Officers' professional judgements.

In terms of the national policing context, the main changes in policing in the last few years can be summarised as:

- an increase in reported crime levels in certain types of crime, most noticeably those against vulnerable people with increases in recorded child sexual abuse, exploitation of children, human trafficking, modern slavery, cyber-crime and domestic abuse.

- an increase in the complexity of reported crime and therefore increased complexities of investigations
- a growing terrorist threat – incidents affecting Surrey and other parts of the country have shown the need for all police services to work on preventing terrorism and to be prepared for wherever an attack is committed
- increasing calls to policing as a service of last resort as other agencies lack the capacity to meet demand - particularly on dealing with vulnerable people, supporting mental health incidents and assisting other emergency services

The table below shows a comparison of demand on policing for Surrey between 2012 and 2018.

Category	2012		Category	2018
TNO	61757	+18%	TNO	72853
TNO DA	4550	+99%	TNO DA	9059
RASSO Adult	238	+302%	RASSO Adult	957
RASSO Child	206	+248%	RASSO Child	717
Burglary	7908	-18%	Burglary	6472
Missing Adult	606	+306%	Missing Adult	2464
Missing Child	597	+380%	Missing Child	2866
S136	700	-19%	S136	561
Calls	542655	-15%	Calls	460726
Recorded	224334	-4%	Recorded	214716
Deployed	116457	-27%	Deployed	84321

Key:

TNO – total notifiable offences

DA – domestic abuse

RASSO – Rape and serious sexual offences

S136 – mental health

In order to assess proposed areas of investment in terms of the additional officer and staff posts, Surrey Police has considered:

- Public expectations
- Views from Surrey Police staff on where investment should be made
- Demand and business requirements
- Policing priorities
- The Force Management Statement and priorities – this was a statement recently introduced by HMICFRS
- Partnership working and feedback
- Emerging risks and issues

The PCC has also stressed that a significant amount of public feedback focused on the public's desire to see more **visible policing**. This has been factored into considerations.

From this assessment, 3 areas of focus for investment have been identified.

- **Preventative policing** – making a difference to people's lives and reducing harm/demand
- **Partnerships** – working internally to maximise efficiency and impact. Seeing the connection between frontline uniform local intervention into local specialist investigators responding to intelligence to tackle perpetrators of exploitation and serious violence that is fuelled by organised criminality that will be tackled by Serious Organised Crime (SOC) specialist teams. Working externally with partners and communities to strengthen their resilience and support for the vulnerable
- **Potential** – maximising the opportunity provided by precept investment to put officers and staff in the places that will make the biggest difference to communities and the vulnerable by ensuring clarity of purpose and providing the time and skills to make that difference

Current investment plans in terms of staffing are:

- Increased Neighbourhood Support Officers (NSOs), distributed across Surrey's borough and districts to drive local problem solving, reduce harm and reduce repeat offences (some of these posts may be Police Community Support Officers, which could increase overall numbers slightly) supported by a tactical lead and advisors. This could be in the order of around 22 NSOs or 36 PCSOs (or a mix)
- Youth Intervention Police Constables - tackling the increasing threat of knife crime, county lines and being drawn into criminal exploitation. This would be in partnership with Community Safety Partnerships/Public Health plans to tackle knife crime. 1 per borough and district
- Divisional safeguarding Detective Constables – focusing on tackling exploitation, missing people and reactive investigation – 1 or 2 per borough
- Small team of officers (e.g. 3) to carry on the Surrey High Intensity Partnership Programme, SHIPP. SHIPP is a partnership programme which works with people who cause the greatest demand on services e.g. through substance abuse or mental health issues
- Extra detectives and intelligence officers focusing on tackling Serious Organised Crime, in particular County Lines
- Extra Sexual Assault Liaison Officers supporting victims of rape and serious sexual violence

Exact numbers are still to be developed and are subject to internal consultation and by public engagement. It should be noted that any increase in staffing will take time to implement due to timescales for recruitment and training. The difference is likely to be noticed in communities after a year to 18 months.

2. Public Engagement

The Police and Crime Commissioner and Chief Constable made a commitment to hold engagement events with Surrey residents to present the plans for an uplift and allow residents to comment on where extra police resources would be directed. These events needed to be organised soon after the precept was agreed in order to inform workforce planning. The events have been arranged and are being publicised by Surrey Police, on the OPCC website and through OPCC and Surrey Police media channels. Panel members and local councils were also advised of the dates to promote the events to residents.

The dates of the engagement meetings at the time of writing this report are as follows:

- 21st March, 7-9pm – Waverley – Rodborough School, Milford
- 2nd April, 7-9pm - Surrey Heath – Gordon’s School, West End
- 3rd April, 7-9pm – Mole Valley – Dorking Halls, Dorking
- 8th April, 7-9pm – Runnymede – Chertsey Hall, Chertsey
- 11th April, 7-9pm – Spelthorne – Greeno Centre, Shepperton
- 24th April, 7-9pm –Reigate – Warwick School, Redhill
- 1st May, 7-9pm – Epsom – Blenheim High School, Epsom
- 8th May, 7-9pm - Guildford – The Ash Centre, Ash
- 9th May, 7-9pm – Elmbridge – Xcel Leisure Centre, Walton
- 14th May, 6.30-8.30pm – Woking – Bishop David Brown School, Woking
- Tandridge – TBC
- Virtual online event – TBC

The PCC, the Chief Constable and Surrey Police Borough Commanders will speak at the events. They will explain where they feel resources should be put to keep Surrey safe, as outlined above. Once all of the events have been held, Surrey Police will consider what people have said and feed this into their workforce plans. To date three events have been held. The PCC can provide a verbal update at the panel meeting on the feedback received.

3. Outcomes and Performance Management

Panel members have asked how the PCC will monitor the impact of the additional resources and what performance measures will be put in place to assist with this. It is widely recognised that a small number of specific targets can be unhelpful in policing. They can lead to perverse incentives and actions and can risk a lack of focus on other areas of the business. It is not always desirable to shift resources into one specific area of the business to meet a particular target, if this will be at the expense of another. It may also generate undesirable behaviours such as rushing to or between incidents in order to meet response time targets.

Therefore, rather than setting targets, the PCC and Chief Constable take a wider range of performance indicators into account when carrying out performance management.

The PCC scrutinises the Chief Constable at 6 weekly performance meetings. Every other meeting is held in private and a 'Scorecard' of performance is scrutinised which has a total of 42 performance indicators, shown at Appendix A. Even then, this does not cover the totality of available performance information and other indicators and trends are brought to the meeting on an exception basis. Examples of indicators covered are:

- Timeliness of answering 999 and 101 calls
- Response times
- Crime volumes and detections
- Quality of internal crime reporting and updating victims
- Victim satisfaction
- Attrition of cases at court
- Employee satisfaction
- Officer and staff leaving rates
- Financial expenditure and savings
- Complaints
- Public confidence and satisfaction

In the public meetings, the information contained in the scorecard of interest to the public is reported upon, with more context and examples given. These reports are put onto the OPCC website and discussions on force performance are webcast.

The Police and Crime Panel can access the public reports at any time. Twice a year the panel requests an update on the police and crime plan and this includes a set of indicators on performance. At the panel's request, a sub-set of crime data is also provided.

In addition, HMICFRS inspections provide a more professional qualitative assessment of force performance and provides gradings against key areas of policing.

Overall, it is not proposed to change this process of performance management in light of the additional resources. In general, performance in Surrey Police is good. HMICFRS assessments are good across the board. There are some challenges however, for example in performance in the areas of positive outcome rates for high harm crimes (sexual offences, child sexual exploitation and domestic violence).

In order to satisfy himself that the additional resource has been put to good use, the PCC would like to see an improved performance in:

- Positive outcome rate for high harm offences + reporting on better approaches to safeguarding and working in partnership
- Improved public perception of police dealing with crime and anti-social behaviour in their area
- Levels of victim satisfaction (both % levels through surveying and qualitative feedback for victims of high harm offences)¹

¹ Victims of some crimes (burglary, violent crime) are surveyed about their level of satisfaction. This is not a suitable approach for victims of rape and sexual offences. Instead the OPCC attends group counselling sessions to receive feedback.

- Continued improvement in HMICFRS assessments - moving towards outstanding or receiving less areas for improvement
- Levels of local problem solving activity
- Development and implementation of strategies to tackle Serious Organised Crime, Violent Crime and Vulnerability

The PCC would like to see continued good performance in:

- 999 and 101 call handling
- Positive feedback from staff survey results and levels of leavers reducing
- Burglary levels
- Overall public confidence
- Achievement of efficiency savings

These areas of performance will be reported through to the panel in the twice yearly reports on progress against the Police and Crime Plan.

As it will take time to recruit and train staff, differences may take a year or two to feed into performance improvements, although short term actions are also being taken to improve performance – such as the new Victim and Witness Care Unit, development of partnership strategies and improved local community engagement.

4. CCTV

In addition to the extra policing resources, the PCC pledged to protect policing Closed Circuit Television (CCTV) provision during 2019/2020.

CCTV provision in Surrey is currently fragmented. There is no overall strategy or agreement on which systems to use, with each borough and district council taking their own approach. Surrey Police do not own any of the public CCTV systems in Surrey. Surrey Police monitor the cameras in the West and East of the county. In the North all the monitoring is done by the local councils.

In July 2017, Surrey Police's responsibilities for CCTV were centralised within the contact and deployment command. The initial objective following the decision by Chief Officers to centralise the governance of CCTV, was to produce a clear police strategy, standardise working practices across the force in relation to CCTV viewing, and start to scope options with key stakeholders around the future provision of CCTV in the county.

In September 2017 Surrey Police hosted a CCTV summit with stakeholders. Options were discussed with stakeholders around the feasibility of forming a central CCTV partnership similar to Sussex, together with the possibility of some borough councils taking over the monitoring of their CCTV systems. However, it was clear that some stakeholders are in very different positions in relation to CCTV, and there are a number of conflicting views and priorities.

Given the strong desire by several key stakeholders to takeover or maintain their own CCTV systems, it is highly unlikely that the possibility of a central Surrey CCTV partnership is achievable. Taking into consideration the significant challenges

associated with public space CCTV within Surrey, Surrey Police produced a CCTV strategy. This strategy sought to maximise police access to CCTV, minimising the risk to the organisation in the form of financial liabilities while maintaining partnership working with stakeholders.

At the same time, Surrey Police have been developing ways to make use of more modern technology providing digital images. This has included officer body worn video, the public regularly using their mobile phones to capture crime and anti-social behaviour events and increased public use of vehicle cameras. Surrey Police has now joined the national new Single On-line Home system for police websites and interaction with the public. This system allows uploading of images and video. This often provides more targeted and relevant information than can be gained from CCTV.

Given this background, and faced with the need to make savings before the government proposals for increased precept were announced, Surrey Police were planning on reducing some spending on CCTV. Whilst CCTV could still be used to investigate crime after the event, provision of some live monitoring of systems was due to be cut. However, the PCC recognises that partners, particularly groups such as the Street Angels, value the reassurance of live police CCTV monitoring.

As a result of the raised precept in 2019/2020, Surrey Police will not be making any savings in relation to CCTV monitoring, and will maintain existing staffing dedicated to CCTV monitoring and local funding at existing levels.

The force is still proceeding with its 5 year CCTV strategy agreed last year:



Surrey Police are currently in discussions with local authorities in West and East Surrey around them taking over the CCTV monitoring from police in exchange for a revenue contribution each year from Surrey Police. During any transition period to local authority monitoring Surrey Police will continue to provide staff to monitor the CCTV cameras at an appropriate level to service demand.

RECOMMENDATION:

That the Police and Crime Panel note this report.

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