

Her Majesty's Inspectorate of Constabulary



**HMIC Inspection Report**  
**Sussex Police**  
**Neighbourhood Policing**  
**Developing Citizen Focus Policing**

**September 2008**



*Sussex Police – HMIC Inspection*

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## Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent of both the Home Office and the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectors.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005, and thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking more probing inspections of fewer topics. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence is gathered, verified and then assessed against specific grading criteria (SGC) drawn from an agreed set of national (ACPO-developed) standards. However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

## HMIC Business Plan for 2008/09

HMIC's business plan (available at <http://inspectors.homeoffice.gov.uk/hmic/our-work/business-plan/>) reflects our continued focus on:

- protective services – including the management of public order, civil contingencies and critical incidents as phase 3 of the programme in autumn 2008/spring 2009;
- counter-terrorism – including all elements of the national CONTEST strategy;

- strategic services – such as information management and professional standards; and
- the embedding of Neighbourhood Policing.

HMIC's priorities for the coming year are set in the context of the wide range of strategic challenges that face both the police service and HMIC, including the need to increase service delivery against a backdrop of reduced resources. With this in mind, the business plan for 2008/09 includes for the first time a 'value for money' plan that relates to the current Comprehensive Spending Review period (2008–11).

Our intention is to move to a default position where we do not routinely carry out all-force inspections, except in exceptional circumstances; we expect to use a greater degree of risk assessment to target activity on those issues and areas where the most severe vulnerabilities exist, where most improvement is required or where the greatest benefit to the service can be gained through the identification of best practice.

The recent Green Paper on policing – *From the Neighbourhood to the National: Policing our Communities Together* – proposes major changes to the role of HMIC. We are currently working through the implications to chart a way forward, and it will not be until the late Autumn when we are able to communicate how this will impact on the future approach and inspection plans. In the meantime, we have now commenced work covering the areas of critical incident management, public order and civil contingencies/emergency planning – which will conclude in early 2009. In consultation with ACPO portfolio holders and a range of relevant bodies (such as the Cabinet Office in respect of civil contingency work) we have conducted an assessment of risk, threat and demand and, based on this, we will focus on those forces where we can add most value. We will also commence a series of police authority inspections in April 2009, which will follow a pilot process from November 2008 through to January 2009.

## Programmed Frameworks

During phase 2 of HMIC's inspection programme, we examined force responses to major crime, serious and organised crime, Neighbourhood Policing and Developing Citizen Focus Policing in each of the 43 forces of England and Wales.

This document includes the full graded report for the Neighbourhood Policing inspection and Developing Citizen Focus Policing inspection.

## Neighbourhood Policing

The public expect and require a safe and secure society, and it is the role of the police, in partnership, to ensure provision of such a society. The HMIC inspection of Neighbourhood Policing implementation assesses the impact on neighbourhoods together with identified developments for the future.

The piloting of the National Reassurance Policing Programme (NRPP) between April 2003 and 2005 led to the Neighbourhood Policing programme launch by ACPO in April 2005.

There has been considerable commitment and dedication from key partners, from those in neighbourhood teams and across communities to deliver Neighbourhood Policing in every area. This includes over £1,000 million of government investment (2003–09), although funding provision beyond 2009 is unclear.

The NRPP evaluation highlighted three key activities for successful Neighbourhood Policing, namely:

- the consistent presence of dedicated neighbourhood teams capable of working in the community to establish and maintain control;
- intelligence-led identification of community concerns with prompt, effective, targeted action against those concerns; and
- joint action and problem solving with the community and other local partners, improving the local environment and quality of life.

To date, the Neighbourhood Policing programme has recruited over 16,000 police community support officers (PCSOs), who, together with 13,000 constables and sergeants, are dedicated by forces to 3,600 neighbourhood teams across England and Wales.

This report further supports Sir Ronnie Flanagan's *Review of Policing* (2008), which considers that community safety must be at the heart of local partnership working, bringing together different agencies in a wider neighbourhood management approach.

### **Developing Citizen Focus Policing**

Citizen Focus policing is about developing a culture where the needs and priorities of the citizen are understood by staff and are always taken into account when designing and delivering policing services.

Sir Ronnie Flanagan's *Review of Policing* emphasised the importance of focusing on the treatment of individuals during existing processes: this is one of the key determinants of satisfaction.

A sustained commitment to quality and customer need is essential to enhance satisfaction and confidence in policing, and to build trust and further opportunities for active engagement with individuals, thereby building safer and more secure communities.

This HMIC inspection of Developing Citizen Focus Policing is the first overall inspection of this agenda and provides a baseline for future progress. One of the key aims of the inspection was to identify those forces that are showing innovation in their approach, to share effective practice and emerging learning. A key challenge for the service is to drive effective practice more widely and consistently, thereby improving the experience for people in different areas.

Latest data reveals that, nationally, there have been improvements in satisfaction with the overall service provided. However, the potential exists to further enhance customer experience and the prospect of victims and other users of the policing service reporting consistently higher satisfaction levels. All the indications show that sustained effort is required over a period of years to deliver the highest levels of satisfaction; this inspection provides an insight into the key aspects to be addressed. It is published in the context of the recent Green Paper *From the Neighbourhood to the National – Policing our Communities Together* and other reports, which all highlight the priorities of being accountable and responsive to local people. The longer-term investment in Neighbourhood Policing and the benefits of Neighbourhood Management have provided an evidence base for the broad Citizen Focus agenda.

## Statutory Performance Indicators and Key Diagnostic Indicators

In addition to the inspection of forces, HMIC has drawn on published data in the Policing Performance Assessment Frameworks (PPAFs) published between March 2005 and March 2008 as an indicator of outcomes for both Neighbourhood Policing and Developing Citizen Focus Policing.

The statutory performance indicators (SPIs) and key diagnostic indicator (KDI) that are most appropriate to indicate outcomes for the public and are used to inform this inspection are set out below:

### Neighbourhood Policing

- SPI 2a – the percentage of people who think that their local police do a good or excellent job.
- KDI – the percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.
- SPI 10b – the percentage of people who think there is a high level of anti-social behaviour in their area.

### Developing Citizen Focus Policing

- SPI 1e – satisfaction of victims of domestic burglary, violent crime, vehicle crime and road traffic collisions with the overall service provided by the police.
- SPI 3b – a comparison of satisfaction rates for white users with those for users from minority ethnic groups with the overall service provided.

Forces are assessed in terms of their performance compared with the average for their most similar forces (MSF) and whether any difference is statistically significant. Statistical significance can be explained in lay terms as follows: ‘The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.’ A more detailed description of how statistical significance has been used is included in Appendix 3 at the end of this report.

## Developing Practice

In addition to assessing force performance, one of HMIC’s key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected (described as a ‘strength’) in the body of the report. In addition, each force is given the opportunity to submit more detailed examples of its good practice. HMIC has therefore, in some reports, selected suitable examples and included them in the report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces; each force has provided a contact name and telephone number or email address, should further information be required. HMIC has not conducted any independent evaluation of the examples of good practice provided.

## The Grading Process

HMIC has moved to a new grading system based on the national standards; forces will be deemed to be meeting the standard, exceeding the standard or failing to meet the standard.

### Meeting the standard

HMIC uses the standards agreed with key stakeholders including ACPO, the National Policing Improvement Agency (NPIA) and the Home Office as the basis for SGC. The standards for Neighbourhood Policing and Developing Citizen Focus Policing are set out in those sections of this report, together with definitions for exceeding the standard and failing to meet the standard.

## Force Overview and Context

Sussex Police has:

- 4 basic command units (BCUs);
- 77 Neighbourhood Policing teams (NPTs);
- 187 officers dedicated to Neighbourhood Policing; and
- 379 PCSOs dedicated to Neighbourhood Policing.

The force is a member of 13 crime and disorder reduction partnerships (CDRPs) that cover the force area.

### Geographical description of force area

Sussex Police is responsible for policing the two counties of East and West Sussex, including Gatwick Airport, and the unitary authority of Brighton and Hove, an area of 4,779 square kilometres. Gatwick Airport Limited pays for the policing operation on its property, one of the UK's busiest international airports. There are sea ports at Littlehampton, Newhaven, Shoreham, Eastbourne, Brighton Marina and Rye. The counties are demographically diverse, covering both urban conurbations and rural communities.

Sussex Police is made up of 4 Divisions comprising of West Downs, North Downs, Brighton & Hove and East Sussex. Each of these Divisions is commanded by an officer of Chief Superintendent Rank, with a total of 77 neighbourhoods identified across Sussex. Within the two tier authorities of East and West Sussex policing districts are aligned with local council areas, each commanded by a chief inspector.

### Demographic description of force area

The force area has a resident population (based on the 2001 census) of approximately 1.5 million, which is significantly supplemented by the seasonal influx of visitors to the south coast holiday resorts, particularly Brighton and Eastbourne. More than 35 million passengers pass through Gatwick Airport each year.

### Strategic priorities

**The force's strategic priorities for 2008–11 include the following:**

The Sussex Local Policing Plan for 2008 – 2011 sets out the strategic vision for Sussex Police over the coming three years. The Force and Authority has agreed a broad range of

performance measures for 2008/9, testing delivery in the key strategic areas of 'Neighbourhood Policing', 'Keeping People Safe' and 'Making Best Use of Resources'.

Six service priorities will underpin the Force's delivery;

- Deliver a quality service that is visible and reassures.
- Reduce and detect crime (with emphasis on serious and organised crime).
- Respond to calls for assistance.
- Deliver local policing.
- Improve ease of contact and accessibility.
- Develop our organisational capability.

### **1. Neighbourhood Policing.**

Neighbourhood policing provides the foundation upon which Sussex Police delivers many of its services to local communities. Since introducing dedicated neighbourhood policing teams in 2006 the force has sought to embed them to ensure that its staff and services are responsive and accessible to the needs of local people.

To meet the aim of being accessible, visible and responsive to local people the force uses surveys to track levels of public satisfaction with its services at district and neighbourhood level. This enables it to make changes to the way it provides policing, ensuring the needs of communities are at the heart of decision making and service delivery.

Sussex Police will be focusing on the following areas over the coming year;

- Delivering a quality service that is visible and reassures.
- Delivering local policing.
- Improving public satisfaction with its service.
- Improving ease of contact and accessibility.
- Responding to calls for assistance.
- Working with partners to tackle alcohol-fuelled violent crime.
- Working with partners to prevent and tackle anti-social behaviour.
- Designing out crime.

### **2. Keeping People Safe**

Sussex Protective Services work closely with neighbourhood policing teams and partners to ensure that the residents of, and visitors to Sussex can feel safe to go about their daily business and be assured that in times of need the force has the capacity, capability and flexibility to respond to exceptional events and demands.

The force's long term vision is to build on its very effective teams of crime and operational support police officers and staff, ensuring that they possess the necessary skills, abilities and experience to deal with existing and emerging threats to Sussex's communities.

The force continues to work closely with colleagues in Surrey and in other police forces in the region to improve collaboration in protective services.

Sussex Police will be focusing on the following areas over the coming year;

- Tackling serious and organised crime.
- Reducing the harm caused by drugs and tackling their supply
- Protecting vulnerable people.
- Safeguarding children.

- Working with partners to tackle domestic violence.
- Protecting the public from the most dangerous offenders.
- Tackling terrorism and violent extremism.
- Policing Gatwick.
- Reducing road casualties and enforcing speed limits.
- Managing information.
- Collaborating with neighbouring and regional forces.
- Delivering against 'offences brought to justice' targets.

### **3. Best Use of Resources**

The force will continue to make best use of its workforce to ensure that it has the right people, in the right place, with the right skills to meet the challenge of policing Sussex over the next three years.

The next three years represents a far tougher financial settlement for the force compared to previous years. Compared to other parts of the country, Sussex levels of funding are already low.

In common with other parts of the public sector, the police service needs to ensure efficiency savings are released each year and reinvested in service delivery. It will also need to act in a sustainable manner and champion diversity.

Sussex Police will be focusing on the following areas over the coming year;

- Developing our organisational capability.
- The extended police family.
- Diversity.
- Risk management.
- Management of human resources.
- HR strategy.
- Learning and development plan.
- Workforce modernisation.
- Business change programme.
- Environmental strategy.
- Information Systems.
- Efficiency and productivity planning.
- Physical resources and investment plans.

## **Force Performance Overview**

### **Force development since the 2007 inspections**

Crime in Sussex fell by 10.3% in 2007/8, representing more than 13,500 fewer victims than in 2006/7.

Burglary of people's homes has halved in the past seven years, with Sussex residents having the lowest risk of burglary of any in the South East (and with the force ninth safest in England and Wales).

The force achieved its targets for detecting domestic abuse, preventing its recurrence, and call handling. Sussex also hit its target to improve victim updates on the progress of their investigation – making them more satisfied with that element of the police service.

In February 2008 Sussex Police Authority supported a bid for a further 47 neighbourhood officers to enhance further the delivery of local policing. The force is increasing the number of defined neighbourhoods in order to achieve an increased local level of engagement. This is being supported by growth in its consultation team that will enable an enhanced level of local surveying to identify and clarify local concerns.

In February the Police Authority also approved further investment to increase Sussex Police's capacity and capability to deal with protective services. This uplift puts the force in a good position to achieve compliance with the new and challenging requirements in this area.

The Chief Officer with responsibility for NHP has implemented an ongoing regime of district level inspection which they visibly lead. This has resulted in comprehensive action plans being developed that are cognisant and responsive to previous HMIC and NPIA assessments. In particular, Neighbourhood Policing policies and guidance have been and continue to be reviewed with a view to simplification and reduction of bureaucracy.

The Police Authorities community engagement steering group meets quarterly to review the development of Neighbourhood Policing across Sussex. Each member of the Police Authority is aligned to a district and holds a monthly meeting with the district commander where NP is reviewed.

Victim and witness care units have been established across the force area. The trials unit at Brighton received a nomination for an award in the 'Going the Extra Mile' category of the National 'Inside Justice' awards in November 2007 for their enhanced care of victims and witnesses which reduced the number of 'cracked' trials resulting in a 97% witness attendance at court.

The force has identified a number of less traditional techniques to engage with 'hard to reach' members of the community. This included assisting the traveller community with literacy skills and together with partners providing advice and support to the LGBT community. The force commitment to allow officers to participate in the Gay Pride rally has directly resulted in recruitment from this sector of the community.

Sussex utilises a 'victims' contract' which defines the agreed frequency and contact arrangements with victims of crime. This process is managed electronically and provides prompts to supervisors. Satisfaction survey data has provided an unequivocal link between the use of the contract and victim satisfaction levels.

The force won a national RADAR People of the Year Human Rights award for its Disability Equality Scheme in 2007. RADAR noted that "the approach taken to engage with disabled people has produced considerable improvements in the service disabled people can expect from the Sussex force"

Sussex Police continues to make best use of its physical and financial resources. The 2007-08 year-end position showed a total efficiency gain of over £20m (comprising efficiency gains of £6.950m achieved in the 2007-08 year and £13.366m of gains carried forward from 2006-07). Of this £12m is related to cashable efficiency gains.

The force and the Police Authority achieved strong grades in the Audit Commission's Use of Resources Evaluation published in October 2007, achieving an overall auditor's judgement of level 4 (defined as well above minimum requirements – performing strongly). The auditors commented that Sussex Police costs were below average when compared to other similar authorities when adjusted for local factors (such as the impact of Gatwick Airport and higher costs in the south east of England) and stated that the Authority "demonstrates that it shifts both revenue and capital resources to its priority areas."

## Neighbourhood Policing

<b>2007/08 Neighbourhood Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

During this inspection the force was assessed against SGC in a number of key areas of Neighbourhood Policing. To discern between forces, a moderation process has been applied to determine the grading of the force.

Following the moderation process, Sussex Police was assessed as meeting the standard. Neighbourhood policing has been implemented to a consistent standard across the force.

### Neighbourhoods are appropriately staffed (coverage).

#### Summary statement

**The force is deploying across all its BCUs the right people in the right place at the right time to ensure that its neighbourhoods are appropriately staffed.**

#### Strengths

Neighbourhoods and their boundaries have been clearly defined. In most cases they comprise a number of wards, with perimeters that generally follow the political map. This structure aligns well with the service delivery model of other partners. The process of defining neighbourhoods was fundamentally police led; however, it did consider the needs of partners. There are currently 77 neighbourhoods covering 259 Wards (see work in progress (WIP)).

All neighbourhood specialist team areas (NSTs – neighbourhoods) have a team of named dedicated PCs and PCSOs responsible for that area. An NST area is comprised of one or more neighbourhoods and has a designated named contact. The person responsible for a particular neighbourhood is readily found through the use of the force website which has a postcode search facility (see areas for improvement (AFI)).

Focus group PCs and PCSOs indicated that they were rarely if ever abstracted from their NST areas or core role (see WIP and AFI).

The force has established a community safety accreditation scheme (CSAS). Neighbourhood warden schemes were accredited in Crawley and Horsham at the beginning of 2008. The force is currently working with a number of other public sector organisations that are seeking accreditation, including Trading Standards and Eastbourne Borough Council. The CSAS is to be reviewed in April 2008, with findings to be reported to the Neighbourhood Policing and Citizen Focus board (NPCFB). Formal evaluation of the existing schemes is to take place after they have been established for a minimum of six months.

Staff had all received some training in problem solving; however, this appeared to have taken place some 12 to 18 months earlier and over one day. Although little was found in the way of centrally prescribed training beyond this, it was evident that considerable local-level

training with partners was being undertaken. This had been acknowledged by the NPCFB as a delivery model and was well regarded by staff. Examples included:

- training in Anti-Social Behaviour Order (ASBO) and injunction case preparation at West Downs and East Sussex;
- Youth Matters training and training to integrate with parents and children at North Downs;
- joint training with Crime Reduction Initiatives for street communities and rough sleepers in Brighton and Hove;
- training in engaging with young people and youth issues provided by the force's youth safety department in conjunction with local youth development services; and,
- problem solving training at Eastbourne district including inputs on intelligence and scene preservation.

The force uses a problem solving database which the majority of staff spoken to found useful.

At West Downs there was a clear ethos of working together. Examples were provided of positive relationships where anti-social behaviour (ASB) co-ordinators were co-located at police stations and, as described, local training had taken place with local authority staff to improve ASBO and injunction preparation. A similar model of co-location is in place at Brighton and Hove and also at East Sussex.

NP resources occupying customer-facing roles comprise of 379 police community support officers (PCSOs), 136 constables, 44 NST sergeants, and 7 inspectors. Having invested heavily in the development of the PCSO role within NSTs the force recognises that the number of constables and sergeants needs to be increased in order to provide a more equitable balance. A successful budget growth bid will enable a further 43 constables and 4 sergeants to be recruited. This will be achieved incrementally by the end of the business year. Supervision levels are considered satisfactory.

Quality of service awards are regularly made at both Chief Constable and BCU commander level. NST staff have been nominated for and received these awards. Staff have also been nominated for the Neighbourhood Constable of the Year awards, sponsored by Jane's Police Review, and for the High Sheriff's community policing awards.

### **Work in progress**

The force is in the process of reviewing the boundaries of neighbourhoods for the first time since the development of its NP model. This is being led by BCU commanders under the direction of the NPCFB. Written clarification of the task was circulated to BCU commanders in late March 2008. This document established the premise that the new neighbourhoods should be as small as possible, aspirationally set at the district council ward level to allow natural linkages with partner service delivery models. No partner consultation exercises have yet taken place; however, BCU commanders have been required to consult with partners including the Sussex Police Authority and communities. BCU commanders are to report on their proposals by the end of April 2008, with an agenda for implementation by the end of the business year. Early indications suggest the likely creation of as many as 245 neighbourhoods, some of which, particularly in Brighton and Hove, may emerge at a sub-ward level in response to and driven by community views.

September 2008

The force is in the process of reviewing its arrangements for NP. Historically, staff were allocated to NST areas based largely upon professional judgement of local managers. Growth posts arising throughout 2008/09 will now be allocated using the vulnerable localities index to assist in prioritisation.

The force is developing the employer supported scheme to recruit special constables. The first tranche of 4 volunteers is undergoing training, which takes place every Tuesday for a 16-week period. The officers will be ready for deployment in April 2008. Brighton and Hove bus company is fully supportive and a number of drivers have been recruited. The force has set a recruitment target to increase the numbers of special constables to 300 (current number 209) by April 2009.

The force has recently produced a policy in draft format covering the recruitment and use of volunteers. The force advertised for and selected a volunteer manager to commence work in April 2008, however the post had to be re-advertised and the role will not now be filled until August. The force's volunteer policy has only just been written despite the fact that the force already has a number of volunteers in place.

Arising from the visits of the Association of Chief Police Officers' (ACPO) lead to all Districts during 2007, actions were generated to ensure that the training needs of NSTs were identified for inclusion in 2008/09 training plans.

PCSOs currently receive no scheduled training within their work rota. This is to be remedied in April 2008 when a training slot will be created within a new 10-week roster.

### **Area(s) for improvement**

The force has chosen not to routinely publish the identities of its neighbourhood staff within printed literature, instead focusing on pointing members of the public either to make contact with the force or to access the force's website. While this approach does ensure that identity information remains contemporary, many people still do not have regular internet access. Although there are some isolated examples of good practice where photographs and contact details have been published at a local level (e.g. Lewes), the force should be more proactive in systematically identifying its neighbourhood staff within their communities.

Focus group evidence suggested that succession planning into NST roles was not well advanced. Where vacancies were anticipated, a gap often appeared before a new staff member was selected. In some part this was mitigated in that PCSOs' neighbourhood areas often overlap one another.

The force currently has an abstraction protocol, rather than a policy. This provides relatively loosely couched guidance in respect of acceptable and unacceptable use of neighbourhood specialist constables. Although the protocol refers to the nationally recognised premise that an abstraction is work other than on the neighbourhood specialist constable's ward or neighbourhood, the protocol does not specifically prohibit this from taking place provided that the abstraction is not outside the district (crime and disorder reduction partnership (CDRP) linked area). Moreover, an abstraction into non-core NP work is not currently treated as an abstraction. The protocol fails to give guidance on the abstraction of sergeants or PCSOs.

Without the protection of an abstraction policy, it was clear that sergeants were abstracted, at times routinely, on some BCUs, in order to cover the responsibilities of other areas of policing.

The force has drafted a formal abstraction policy which far more tightly defines the term abstraction. It is expected to be ratified by the force policy process in August 2008. The force should expedite the development and implementation of a formal abstraction policy.

Monitoring of force abstraction levels takes place quarterly over a defined one week period which is known to staff in advance. This process does not appear robust, given the loose wording of the abstraction protocol, the frequency of abstraction and the advance notice of monitoring. Although the capture of data will migrate to an electronic process in the near future, there are no plans to move from the current practice of announced quarterly monitoring. Reported abstraction levels at the time of the inspection were less than 10%. Focus group evidence suggested that on at least one BCU, NST sergeants were regularly abstracted from role to cover the responsibilities of other areas of policing.

The force acknowledges that the quality of neighbourhood profiles currently varies considerably and recognises the need to develop a quality standard. As a result of shortcomings, neighbourhood profiles are not routinely used to drive engagement activity. This was further evidenced through focus groups where some staff had no awareness of the existence of profiles, while others regularly used and updated them. Profiles were completed across the force in September 2007. The force has determined that neighbourhood profiles should be refreshed at least every six months. A future aspiration is the development of web-based profiles which will enable central distillation of priorities and other attributes.

There were only limited examples to suggest that NST staff had been selected to reflect the communities in which they served. One example was provided where three staff had received funding to learn Polish; however, only one has continued with these studies. Attempts are now being made to recruit Polish speaking PCSOs and this has been achieved in Brighton and Hove.

During the course of inspection activity it became evident that a number of NST staff saw the problem solving database as bureaucratic, opting to solve problems without ever recording them within the system. Although it is acknowledged that the ACPO lead had identified and acted upon this issue in at least one district through the course of his inspection visits, there remained the need to address the matter universally. The force should encourage all staff to properly use the agreed database while also ensuring that any shortcomings of the system are identified and, where possible, eradicated.

It was noted during the documentary review stage of inspection activity that the definition of community intelligence contained within an important contemporary document, namely the developing *Community Intelligence Protocol*, was inconsistent with that contained within established documents such as the *Neighbourhood Policing Teams Guide to Community Consultation and Engagement* and the *Force Community Engagement Strategy*.

Although the value of its staff is clearly recognised through regular quality of service award ceremonies, Sussex Police does not make specific awards dedicated to either Neighbourhood Policing or Citizen Focus. The Challenge programme is the force's re-profiling exercise to: '*review and make the very best of available resources to develop neighbourhood policing and invest in protecting people*'. Staff identified that as a result of financial constraints implemented as a result of the programme, bonus payments for quality work had been suspended. The force should review its processes for rewarding and recognising staff to ensure that they remain commensurate with its objectives for neighbourhood policing and the delivery of a citizen focussed service.

## **Recommendation 1**

**Her Majesty's Inspector recommends that the force broaden its approach to publishing the identities and contact details of neighbourhood staff beyond the force's web site.**

**Effective community engagement is taking place. Representative communities are being routinely consulted and are identifying local priorities and receiving feedback.**

### **Summary statement**

**All neighbourhoods in the force area are actively engaging with their local police force and its partners.**

### **Strengths**

The force has a fully developed engagement strategy, augmented by local engagement plans at district level. It is intended that these should link down to a neighbourhood level through the use of neighbourhood profiles; however, as mentioned earlier, these are not yet sufficiently developed (see WIP).

A number of conventional engagement techniques are currently in use including leaflet drops, attendance at public meetings and street briefings. Each BCU within Sussex has access to an independent advisory group (IAG) which meets regularly. These are consulted on wide-ranging issues affecting local people from critical incidents to matters of policing policy.

Examples were provided of engagement with a variety of 'watch' organisations across the force area, including business watches, night watches (night clubs, pubs etc. with radio links) and shop watch (radio-linked businesses with shared exclusion policy etc).

There was evidence that a number of less traditional engagement techniques were in place across the force area. These included:

- a PCSOs involvement with the Traveller community through assisting in literacy skills at an internet café once per week;
- a taxi forum at Brighton and Hove, which largely engaged the Somalian community;
- engagement with the Eastbourne Gay community in a public house known as a lesbian, gay, bisexual and transgender (LGBT) venue together with partners which include 'Safe UK', offering support to those who self injure, and 'Rethink', providing advice to those engaging in self harm or having thoughts about suicide;
- Brighton and Hove community safety team racial harassment forum with a membership of 150 and the refugee forum of 100 members;
- the force commitment to allow officers to participate in the Gay Pride rally, which has directly resulted in recruitment from this sector of society;
- a programme of regular visits by staff and particularly new recruits to a mosque at North Downs.

The force has invested in developing relationships with young people and has 21 constables and 10 partnership-funded dedicated PCSOs directly aligned to the county's schools.

The force has promoted the concept of local action teams (LATs) as a means of engaging 'active citizenship' in joint problem solving. While most LATs have come together to participate in the resolution of a singular problem, a number have endured as a mechanism for the identification and resolution of problems on a continuing basis. The force has identified the potential that at least some LATs may provide the nucleus of more permanent and emerging neighbourhood management arrangements.

The force has a vibrant, interactive website which is easy to navigate intuitively. It has map links to NST areas and staff, together with a useful postcode search facility which provides ready identification of neighbourhood staff and a photograph in all but a very few cases. Each NST member has the facility to post regular web log (blog) bulletins, with the expectation that these will be updated at least on a monthly basis. In some cases, the blogs were being used very well, providing: an insight into problems which had been raised and how these had been dealt with; dates of meetings; crime prevention advice; and encouragement for the public to engage and share information through the site or other means (see AFI).

In keeping with the training afforded to NST staff, those persons employed within the police contact centre (PCC) had received no training to identify community intelligence. However, where community intelligence was contained within calls from the public, it was clear that PCC staff were readily able to identify its value and action it appropriately.

An example of good practice was identified within the Brighton and Hove community safety partnership team, where a common database exists, populated by information from statutory partners and, at present, ten voluntary sector partners, to enable accurate data to be collected for analysis and to assist in the identification of community priorities for the team.

NP staff routinely engage in face-to-face contact with members of the public through formal meetings and their regular surgeries, through other engagement activities such as street briefings and fetes, and through daily contact with the communities they serve. Community intelligence is clearly generated as a result.

### **Work in progress**

The force is at a relatively early stage in the development of 13 external 'reference groups' framed around the ACPO Race and Diversity Business Area Portfolios and reflecting the six strands of diversity. At present a Gypsy and Traveller Advisory Group has been newly established, with a Muslim consultative forum expected to be established by the end of March 2008. The force is staging a substantial consultative event on Friday 18 April 2008 in Brighton. Entitled 'Equality 2008' it is hoped that it will attract up to 350 community delegates representing all strands of diversity. Quite apart from demonstrating the force's commitment to diversity it is anticipated that this will provide the recruiting ground for further reference groups. The force has appointed 13 equality champions, drawn from senior officers and staff on each BCU. These equality champions will provide a direct link to the external reference groups and the internal reference groups which are expected to be developed to reflect the same strands.

In December 2007, the East Sussex Strategic Partnership set up an economic migration research group to ensure that the division and partners have an increased knowledge and understanding of the emerging communities within East Sussex.

A communication toolkit has been developed on the force intranet to assist district commanders in engaging with hard-to-reach groups. It is acknowledged that this needs to be fully implemented, in particular the development of corporate products and templates, to support neighbourhood staff when providing feedback to communities. No examples could be provided to demonstrate how the toolkit had assisted staff in practice to date.

The police authority acknowledges that its current consultation methodology fails to adequately engage with minority and other hard to reach groups and is actively seeking new mechanisms.

A total of £30,000 has been made available from the force's Challenge programme (financial re-profiling exercise) which is to be invested in community messaging technology in the 2008/09 financial year. This will initially provide email, text short message service (SMS) and fax messaging to recipients with the potential for voice functionality to be added at a later date should this be required. An options paper was considered by the NPCFB in March 2008 and a provider selected to work with the force in developing a bespoke solution.

### **Area(s) for improvement**

While it is evident that considerable preparation and varied advertising takes place in preparation for street briefings, it is clear that attendances have been consistently poor in some NST areas. In a number of cases evidenced, public attendance was less than two. Although it is clear that in some areas, such as at Brighton and Hove, engagement activity has evolved away from street briefings, elsewhere these continue to be held at around a monthly interval, attracting low levels of attendance, despite the lack of a central requirement for these to take place. The force should undertake a review of its engagement techniques including thorough public consultation to better understand what works, to improve the effectiveness of preferred techniques and to strike the right balance between pure cost versus output and the needs of the community.

A substantial number of NST web pages were visited and blogs from across the force area examined. The quality of updates was often poor or very poor, including a number which appeared to be merely performance lists drawn from pocket books, including the use of police jargon. A large percentage of staff had updated at the minimum frequency, with a few below this or having failed to update at all. Staff sampled had received no guidance into what should be included in an interesting and meaningful update, and a number of examples demonstrated a lack of affinity with the basic expectations of the public. More concerning was the fact that these shortcomings had not been identified by first-line supervision, BCU commanders or at a force level. Notwithstanding these shortcomings, the basic premise of the blogs is a very good one.

The force does not have any specific tools routinely in place to test and benchmark engagement within individual neighbourhoods; instead it is reliant on the generally positive and improving force-level satisfaction survey data. Neighbourhood reassurance forms of a closed question format and capable of being electronically read have been available since 2005. These are currently used inconsistently across the force area on an ad hoc basis. At present, were greater use made of this technique, it would outstrip the available processing capacity within the force's survey team. An increase in the size of the survey team has been agreed for the 2008/09 financial year and, once in place, more structured use of reassurance and public confidence surveying will commence.

With the exception of one constable and one PCSO who attended a local NST training session in late 2006, focus group staff had largely received no training or briefing in respect of organised crime groups and vulnerable communities.

## **Recommendation 2**

**Her Majesty’s Inspector recommends that the force should undertake a review of its engagement techniques including thorough public consultation to better understand what works, to improve the effectiveness of preferred techniques and to strike the right balance between pure cost versus output and the needs of the community.**

## **Recommendation 3**

**Her Majesty’s Inspector recommends that the force takes urgent action to implement quality control of ‘Blog’ pages on the force’s internet site, and provides training for staff to ensure that the potential of this powerful community engagement and intelligence tool is maximised.**

## **Recommendation 4**

**Her Majesty’s Inspector recommends that the force develop mechanisms to qualitatively test and monitor engagement levels within Sussex at a neighbourhood level, thereby ensuring opportunities to improve access to more challenging communities are identified and consistently acted upon.**

**Joint problem solving is established and included within performance regimes.**

### **Summary statement**

**Joint problem solving involves the police working with partners and communities across all neighbourhoods. Joint problem-solving activity is routinely evaluated and demonstrates ongoing problem resolution at neighbourhood level.**

### **Strengths**

Joint problem solving monitoring and evaluation is in the main embedded at a neighbourhood level. The force has a problem solving database for the use of its neighbourhood teams which is structured in line with the scanning, analysis, response, assessment (SARA) model. The database specifically has a facility which allows a supervisory evaluation of the activity to be added to the record and this is well used (see AFI).

Numerous practical examples of joint problem solving at a local level were provided. Operation Synergy, to target criminal damage, arose through the Whitehawk monthly crime prevention meeting. The rise in damage was attributed to debris from building works on the estate. Residents organised 180 people on a ‘challenge’ day and, assisted by partners, they cleaned up the estate. Police assisted in co-ordinating and managing the event. Analysis showed a 72% reduction in recorded criminal damage offences afterwards. This operation has also been successfully employed in Eastbourne district where up to thirty partners have been involved in tackling issues identified through environmental audits, including graffiti removal and abandoned vehicles.

Joint action groups (JAGs) meet regularly across all districts. Drawing a wide range of partners together at a tactical level these meetings accommodate effective information and intelligence sharing in a timely fashion. Partnership-funded analysts from the Crime And Disorder Data Information Exchange (CADDIE) have been operating within local authorities for some time. Processing crime, incident, fire, ambulance and other partnership data down to a neighbourhood level, CADDIE analyst presentations are used to inform JAG tasking processes. The Haywards Heath JAG meeting was attended during the course of Inspection field work. The meeting was found to be well attended, well structured and clearly dynamic in driving business.

On a number of Sussex BCUs, local authority ASB co-ordinators are co-located within police stations at a district level. Where these arrangements exist, they are highly regarded by staff, bringing significant benefits in information sharing and joint activity.

Three local strategic partnerships (LSPs) exist within Sussex – East Sussex, West Sussex and the Unitary Authority Area of Brighton and Hove. In the case of the former and latter LSP, the like-named BCUs are entirely co-terminous. The local area agreements (LAAs) for each of these areas are managed by public service boards. Given the local nature of the business which is being managed, chief officers have determined that BCU commanders represent the force in driving business.

Chief officers are engaged with partners at a strategic level. Regular strategic-level meetings take place and participants include: the three local authority chief executives; district and county councils; the National Farmers Union; the Crown Prosecution Service, Bench and Magistrates; and the NHS Partnership chief executive. Strategic partnership meetings attended by chief officers include the Alcohol Harm Reduction meeting, Alcohol Strategy meeting, Sussex Resilience Forum, Sussex Safer Roads Partnership leaders' meeting and the Sussex Children's Trust management board.

Multi-agency strategic tasking and co-ordination meetings were first established in East Sussex Division in April 2007. Informed by a multi-agency strategic intelligence assessment, the purpose of these meetings is:

- to identify key strategic issues for the following six months relating to crime and disorder;
- to identify key risks and threats related to crime, public safety and confidence;
- to drive strategic planning and resource allocation;
- to assist in the formulation of the BCU's control strategy; and
- to assist in focusing attention on crime and disorder issues that require a longer term multi-agency problem solving approach.

During the HMIC field visit a multi-agency strategic tasking and co-ordinating meeting was observed. This was chaired by the BCU's chief superintendent and was attended by more partners than police officers. The meeting determined a list of 11 local priorities which had been fed through the community consultation mechanisms. (See WIP)

JAGs are evident and operational across all districts of the force. These multi-agency meetings enable the coordination and tasking of tactical assets. Level 1 tasking and coordination processes routinely consider community priorities (see WIP).

### **Work in progress**

The force and police authority are actively engaged in restructuring neighbourhood watch (NHW) arrangements to align more effectively with the force's NP model and to make the

relationship with NHW more productive. The work has led to a framework of engagement support, linking the tiers of the NHW organisation, from the pan-Sussex Federation through to the district level, with reciprocal points of contact within the force's structure. A force-level NHW post is to be created by July 2008 to address strategic engagement, while at a tactical level NSTs will engage with local NHW co-ordinators, a role previously fulfilled by crime prevention co-ordinators. The change is being driven by a specific performance development review (PDR) objective for district commanders.

Partnership strategic assessments (SAs) reflecting LAA/LSP priorities have recently been introduced, with CDRPs across the force being at different stages of progress. East Sussex BCU now has in place fully developed partnership SAs, while Brighton and Hove will not produce their first document until the next force SA in November. As of April 2008, the mid Sussex JAG will task in line with priorities arising from the new assessment for the first time.

The force is moving towards the development of neighbourhood management panels. This concept is not yet well developed and may in some cases subsume the membership of LATs where they exist. Although common principles have been agreed by the NPCFB, at present there is no consistent tangible mechanism for the establishment of local priorities. As a consequence priorities have in many cases been set by the police. Once these panels are in place, they will provide the mechanism for signing off completed actions. The ACPO lead is to commence a second inspection of NP arrangements in September 2008. This process will verify that panels have been established within all neighbourhoods, or, where they do not exist, that either explicit time-limited plans are in place for their introduction or that an alternative mechanism is in place to fulfil that function.

Beyond PCSO initial training and the one day introduction to NP training (including problem solving), the delivery of joint problem solving is district and BCU led with no evidence that there is any corporate-level co-ordination or oversight of this activity. This has the potential to lead to the emergence of unforeseen capability gaps. The force has now recognised this to be an issue and is to establish an oversight group for NP training which will convene for the first time in July 2008.

### **Area(s) for improvement**

Inspection activity identified that the problem solving database was not being used consistently across the whole force. While it was clear that the majority of teams had embraced its use, some teams engaged in problem solving activity had specifically chosen to avoid its use.

The problem solving database has a facility which allows a supervisory evaluation of the activity to be added to the record. This facility is not sufficiently developed to enable effective searching of a large number of similar problems using efficiency and effectiveness as search-screening criteria. As a consequence the database cannot be used effectively to readily identify the most effective solutions to common problems.

**The outcomes of Neighbourhood policing are being realised by the surveyed public.**

	<b>SPI 2a</b> Percentage of people who think that their local police do a good or excellent job		<b>KDI</b> Percentage of people who 'agree local police are dealing with anti-social behaviour and crime that matter in this area'		<b>SPI 10b</b> Percentage of people who think there is a high level of anti-social behaviour	
	Difference from MSF (percentage point pp)	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change	Difference from MSF	2005/06 to 2007/08 change
<b>Sussex Police</b>	- 1.6 pp	2.8 pp	- 2.0 pp	4.0 pp	1.6 pp	-1.0 pp

### Summary statement

**The SPI/KDI data shows that force performance is not significantly different to the average for the MSF.**

**The SPI/KDI data also shows that force performance is unchanged compared with two years ago.**

### Context

The SPI and KDI statistics are obtained from the PPAFs to March 2008. These figures are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'The difference in force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of how statistical significance is used at Appendix 3 at the end of this report.

As part of the BCS, approximately 1,000 interviews are undertaken in each force area in England and Wales. Included in the survey is the individual's assessment of whether the local police are doing a good job, whether the police are dealing with anti-social behaviour and crime that matter in their area, and whether anti-social behaviour in their area is a problem.

### Strengths

**SPI 2a – percentage of people who think that their local police do a good or excellent job.**

Some 52% of people surveyed in the year ending March 2008 think that their local police do a good or excellent job, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 52% of people surveyed think that their local police do a good or excellent job, compared with 49.1% in the year ending March 2006.

**KDI – percentage of people who ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’.**

48.3% of people surveyed in the year ending March 2008 ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 48.3% of people surveyed ‘agree local police are dealing with anti-social behaviour and crime that matter in this area’, compared with 44.3% in the year ending March 2006.

**SPI 10b – percentage of people who think there is a high level of anti-social behaviour.**

13.4% of people surveyed in the year ending March 2008 think there is a high level of anti-social behaviour, which is not significantly different to the average for the MSF.

Force performance was unchanged in the year ending March 2008; 13.4% of people surveyed think there is a high level of anti-social behaviour, compared with 14.4% in the year ending March 2006.

**Work in progress**

None identified.

**Area(s) for improvement**

None identified.

**Force-level and local satisfaction/confidence measures are used to inform service delivery.**

**Summary statement**

**The force shows some understanding of the needs of its communities. Identified service improvements are frequently made to improve local service delivery.**

**Strengths**

The force’s survey team in the corporate development department systematically monitors satisfaction and confidence measures and can account for changes in the data over time. For example, it was through this mechanism that early indications of the value of creating a notional contract between the investigating officer and a victim of crime was first identified.

The force has developed a local survey form, described as a neighbourhood reassurance form. This is of a closed question format and capable of being electronically read. Operation Beat Sweep is an operation which is being rotated through the North Downs BCU. It involves multi-agency activity in a designated neighbourhood over the course of a week and is preceded by a range of engagement techniques, including the use of flyers to identify

concerns. Three further operations are planned in April and May 2008 and these will involve the use of surveying before and after the activity to gauge their impact (see WIP).

Formal and informal community feedback informs service delivery. A number of BCUs have engaged youth panels and the force has collaborated with Brighton and Hove City Council in the development of a citizens' panel through which the opinions of a wide representative sample of that conurbation's diverse population may be surveyed.

The Gypsy and Traveller Advisory Group was able to raise an issue about the use of intelligence-led stop and search, which was disproportionately affecting the whole of that community. Working with the community, a solution which met both the needs of policing and of the community was identified. As a result, enhanced briefings were provided to staff and a force level order was issued. The position remains under review through the Group.

### **Work in progress**

The force is in the process of reviewing its performance meeting structures. Confidence and satisfaction measures were reported to the force performance meeting until around December 2007. It is envisaged that these will be reported to the NPCFB under the new arrangements. During the transitional period, only if trend analysis identifies a matter of exception would this be reported at force level.

The neighbourhood reassurance survey forms are currently used inconsistently across the force area; however, were greater use made of this technique it would outstrip available processing capacity. The force is currently in the process of recruiting three additional staff and a manager to its internal survey team. This will enable wider in-house survey work to be completed and consistent use of the neighbourhood reassurance survey form.

Sussex Police acknowledges that although local interventions are made in respect of quality of service complaints, strategic opportunities are not necessarily identified at present. The force has identified the need to recruit a customer services improvement manager. As part of their role the post-holder will bring together survey data and information from quality of service complaints, etc, into an intelligence product for the NPCFB. The individual will also be expected to scan and identify best practice elsewhere, both within and outside the service. It is anticipated that the post will be filled from early May 2008.

### **Area(s) for improvement**

Confidence and satisfaction measures are not routinely reported within BCU performance meetings force-wide, although it is noted that this is taking place at Brighton and Hove, and has more recently commenced at East Sussex. The force should promote the wide use of confidence and satisfaction data in performance meetings to encourage staff at all levels to take an interest in further improving performance in this business area.

## **The force demonstrates sustainable plans for Neighbourhood Policing.**

### **Summary statement**

**The force and the police authority have shown how they have ensured that Neighbourhood policing will be sustained beyond April 2008.**

### **Strengths**

The force has 379 PCSOs of which 354 are Home Office funded. Strategic plans including the Revenue and Capital Budget Guide 2008/09 demonstrate the sustainability of NP beyond April 2008. The Policing Plan 2008–11 contains just three priorities, the first of which is the delivery of NP. In addition, a successful budget bid to the Sussex Police Authority in February 2008 will see growth in both constable and sergeant posts specifically for NSTs during 2008/09.

The Chief Officer with responsibility for NP has implemented an ongoing regime of district level inspection which he visibly leads. These include not only quantitative measures but also use qualitative approaches including the use of focus groups. As a result of the first cycle of inspections, action plans have been raised which are tracked through the corporate development department. These action plans are cognisant of and responsive to the AFIs of HMIC's 2007 inspection and National Policing Improvement Agency (NPIA) assessments.

The police authority has a community engagement steering group which meets quarterly and is chaired by the NP lead member. Its role is to review the development of NP across Sussex. The NP lead member has regular meetings with the force lead for NP and Citizen Focus. Each member of the police authority is aligned to a district and holds monthly meetings with the district commander where NP is a standing agenda item. The police authority holds statutory annual consultation events in each district in the autumn. Attendance is described as variable, ranging from 7 to 60 dependent on the district. A number of examples were provided of attendance at street briefings and of canvassing the public in shopping centres. The police authority's planning and performance steering group is the accountability structure for NP and Citizen Focus performance. The police authority has standing membership of the NPCFB.

### **Work in progress**

None identified.

### **Area(s) for improvement**

None identified.

### **Developing practice**

See Appendix 2.

## Developing Citizen Focus Policing

<b>2007/08 Developing Citizen Focus Policing Summary of judgement</b>	<b>Meeting the standard</b>
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### Meeting the standard

During this inspection the force was assessed against SGC in a number of key areas of Developing Citizen Focus Policing. To discern between forces, a moderation process has been applied to determine the grading of the force.

Following the moderation process, Sussex Police was assessed as meeting the standard.

**A Citizen Focus ethos is embedded across the force, establishing an initial baseline.**

### Summary statement

**The force shows some understanding of the needs of its communities. Identified service improvements are frequently made to improve local service delivery. The force comprehensively communicates the National Quality of Service Commitment standards, the Code of Practice for Victims of Crime standards and the force corporate/accessibility standards to its communities.**

**Service users' views are sought and used to improve service delivery, however the process would benefit from greater strategic co-ordination.**

### Strengths

Quality of service commitment (QoSC) checks are undertaken on an ongoing basis by inspectors and sergeants with an expectation that they will meet a quarterly quota. These checks are live-time telephone interviews with callers selected from the operational information system (OIS) (The force's command and control system). Interviews follow a structured path on the QUEST (QoS) database. Inspectors must complete seven checks per quarter and sergeants one per NST/Neighbourhood Policing team (NPT) officer. Feedback is routinely provided by way of managerial interventions with staff.

Victims of crime are engaged in a 'victim's contract', which defines the agreed frequency and mechanisms for contact and update. The process is embedded within the force crime system and provides electronic prompts to supervisors periodically. Satisfaction survey data has provided an unequivocal link between the use of the contract and victim satisfaction levels. The principle of a contract has been extended to non-crime incidents with details of the agreement being recorded in pocket books and contacts scheduled through the use of outlook calendars.

The force website provides access to a range of self-help tools, including details of overt helicopter flights, crime prevention advice and a range of forms.

Victim and witness care units have been established across the force area. The Brighton trials unit was nominated for an award in the 'Going the Extra Mile' category of the national 'Inside Justice' awards of November 2007. The unit delivered substantially improved performance in reducing 'cracked' trials (where no evidence is offered by the prosecution),

with a 97% attendance of witnesses evidenced through the 'No witness – no justice' tracker. A number of examples were provided of the enhanced care given to victims and witnesses which contributed to this improvement. The unit received recognition as runner-up to the eventual winner.

Since January 2007, members of the public have been able to leave a message for their local officer or PCSO using individual extension numbers via Sussex Police's non-emergency number which links to their airwave radio. When an answerphone message is left, an email notification is automatically generated.

In December 2007, the force won RADAR's (the Disability Network) national People of the Year Human Rights Awards in the Disability Equality Scheme category. Survey work and focus groups led to the development of a range of approaches which provide greater accessibility to the service. These include:

- an emergency text service to augment the pre-existing non-emergency service;
- a three-year programme of website improvements to reach Disability Discrimination Act compliance, including the use of British Sign Language video clips;
- an information booklet for new recruits entitled *Serving with Disability*; and,
- the creation of a new disabled officers' network.

The police authority has a community engagement steering group which meets quarterly and is chaired by the NP lead member. Its role is to review the development of NP across Sussex. The NP lead member has regular meetings with the force lead for NP and Citizen Focus. Each member of the police authority is aligned to a district and holds monthly meetings with the district commander where NP is a standing agenda item. The police authority's planning performance steering group is the accountability structure for NP and Citizen Focus performance. The police authority has standing membership of the NPCFB.

### **Work in progress**

Sussex Police acknowledges that although it can identify examples of where improvements to service delivery have been implemented in response to external drivers, this has not been strategically co-ordinated to date. The force will address this through the appointment of a customer services improvement manager. As part of their role the post-holder will bring together survey data, themes from media scanning, and information from quality of service complaints, etc, into an intelligence product for the NPCFB. The individual will also be expected to scan and identify best practice elsewhere both within and outside the service. It is anticipated that the post will be filled from early May 2008.

The force is at a relatively early stage in the development of 13 external reference groups framed around the ACPO Race and Diversity Business Area Portfolios and reflecting the six strands of diversity. At present a Gypsy and Traveller Advisory Group has been newly established, with a Muslim consultative forum expected to be established by the end of March 2008. The force is staging a substantial consultative event on Friday 18 April 2008 in Brighton. Entitled 'Equality 2008' it is hoped that it will attract up to 350 community delegates representing all strands of diversity. Quite apart from demonstrating the force's commitment to diversity it is anticipated that this will provide the recruiting ground for further reference groups.

Sussex improvement partnership, of which Sussex Police is a lead member, successfully bid through Government Office South East for sponsorship supporting the development of shared consultation resources among partners, shared access to reports and shared mechanisms for providing community feedback. The project was initiated by the force in

April 2007 and its consultant's report is expected at the end of March 2008. Sussex police led the steering group for this work.

The force has trialled the use of 'Listening to You' postcards which are left with victims of crime. The intention is that the cards will be returned indicating the level of the respondent's satisfaction. In early evaluations, the force has recognised a number of potential mechanisms by which the survey outcomes could be influenced by staff, such as their being handed to just those members of the public who are expected to comment favourably. Nonetheless, the initiative remains a worthy one. The cards undoubtedly provide a subliminal message to staff regarding their accountability in delivering a quality service, and enable the public to have their say.

Where Police Performance Assessment Framework-related surveying activity identifies any elements of dissatisfaction, provided the respondent is in agreement, a data service recovery report is produced. This results in the original crime report being identified and direct feedback given to the staff member concerned and their supervisor.

The force marketing manager has developed a communication toolkit on the force intranet to assist district commanders in engaging with hard-to-reach groups. It is acknowledged that this requires further work which will lead to the development of corporate products and templates to support neighbourhood staff when providing feedback to communities. No examples could be provided to demonstrate how the toolkit had assisted staff in practice to date.

The force has recently developed an automated direct access crime system (DACS) which is intended to enable NPT and NST officers to report a range of crimes over the telephone and without the need to return to the station. The DACS system enables the PCC to balance all types of caller demand in order to provide a more accessible service to the public callers. Prior to its introduction, staff often had to wait long periods for their call to be answered. The DACS is one of the approaches which have been adopted enabling the PCC to achieve its non-emergency call-handling targets for the first time. It is true that the introduction of DACS has been met with a mixed response by staff; however, it is evident that the force is responding to and addressing those criticisms which have merit, while supporting and developing staff who have found it more challenging to adapt to the new system.

Sussex Police has engaged with the Home Office-funded QUEST process in engaging external consultancy to streamline business processes with the intention of improving service delivery to the public. Started in February 2008, the exercise will focus on improving demand management within Brighton and Hove BCU and in improving force-level meeting structures and governance.

The force is developing the concept of bespoke neighbourhood service level agreements with communities. Described as Neighbourhood Charters, the first agreement of its kind nationally is to be trialled in the Eastern Road area of Brighton and Hove. Here, every caller to the police will be notified of the result of that contact. The scheme began informally in February with the formal agreement expected to be signed in May.

As a local initiative at Adur district, a training day for all sergeants and Inspectors with a focus on improving service delivery is to be held in June 2008. It will focus on understanding drivers of satisfaction, including timeliness in respect of victim updates. Following evaluation, initiatives of this nature should be considered for adoption across the force.

### **Area(s) for improvement**

A number of line managers were clearly unsupportive of the QoSC checks, providing evidence that they singled out cases where they anticipated a positive response. Sergeants completed the checks as a matter of obligation rather than seeing this as part of their role. While HMIC accept that this is not indicative of the perspective of all supervisors, the force needs to do more to encourage all their leaders to understand the importance of their role in promoting a citizen-focused ethos. The process of the QoSC check does not extend so far as to cover the work of PCSOs. The force should consider how the important contribution that these staff make in delivering a quality service could be constructively sampled.

Victims of crime are able to input their crime number into the externally-facing website with the expectation that they will be able to track the progress of their investigation. In reality, however, the updates are limited to a small range of very bland pre-formatted responses which would provide limited comfort. The most useful feature of the site is the name and contact details of the investigator; however, compliance with the Code of Practice for Victims of Crime should already have resulted in these details being furnished.

### **Quality of service complaints are dealt with effectively.**

#### **Strengths**

Citizen Focus standards are clearly communicated to the public. The force has developed corporate standards for the way in which everyone should be treated. These standards have been made accessible to the public through the force website and in a more traditional brochure format entitled *Our Service Standards*. Additionally they have been publicised to all Sussex households through the annual newspaper *Policing Sussex* which carries the statutory local policing plan summaries. The *Our Service Standards* document encapsulates the NQoSC and summarises key commitments from the Code of Practice for Victims of Crime.

The corporate NP communication strategy was originally produced in 2005 and has been regularly refreshed since then. The communication strategy has both internal and external focus, and is a standing agenda item at NPCFB, where action is reported and reviewed.

In November 2005, the force developed a quality of service communication plan including actions, time frames and measurements. Performance against the plan was tracked through the NPCFB and continues to remain active.

#### **Work in progress**

The NQoSC and Code of Practice for Victims of Crime are to be further published in the new Single Equality Scheme during 2008.

Sussex Police acknowledges that although local interventions are made in respect of quality of service complaints, strategic opportunities are not necessarily identified at present. The force has identified the need to recruit a customer services improvement manager. As part of their role the post-holder will bring together survey data and information from quality of service complaints, etc, into an intelligence product for the NPCFB. The individual will also be expected to scan and identify best practice elsewhere, both within and outside the service. It is anticipated that the post will be filled from early May 2008.

During March 2008, the force established a strategic 'victims and witnesses' group in order to drive service delivery improvements in this area of business. Until the formation of this group, there was no central co-ordination or monitoring of compliance with the Code of

Practice for Victims of crime. Currently, compliance checking takes place through a variety of mechanisms which have emerged across the BCUs and performance is similarly variable. Involving staff from each BCU and from a number of HQ departments, the group has commissioned changes to the crime recording system which will enable centralised monitoring of code timeliness and compliance, and in particular the force-led 'victim's contract'. Upon logging on to the system, an investigating officer will immediately see a red/amber/green indication of the status of their own investigations in order to prompt immediate remedial action. This system is expected to go live in July 2008.

### **Area(s) for improvement**

None identified.

## **The force is not systematically monitoring its compliance with the National Quality of Service Commitment.**

### **Strengths**

None noted.

### **Work in progress**

The force is not monitoring compliance with the NQoSC standards corporately. Notwithstanding this, some discrete work is being carried out, e.g. the new victim and witness group routinely monitors the service provided to victims and, as described elsewhere, has begun to co-ordinate and track BCU-level dip checking of the timeliness of victim updates. During March 2008 the force developed a matrix designed to enable the tracking of compliance. It is envisaged that this will be monitored through the NPCFB and actions generated accordingly. At this stage it is too early to gauge how effective this process is likely to be.

The communications department routinely monitors the quality of service which it provides to callers. This is achieved through survey data and dip sampling of recorded calls. The data features within a monthly performance pack for managerial discussion. Evidence was provided to demonstrate how this data was used to promote service improvement through a dedicated presentation catalysing discussions with those staff taking part in training sessions.

The force is developing arrangements to enable 'mystery shopping' exercises to be carried out to test the quality of services provided by public-facing functions. A pilot exercise has been carried out at all front counters across one BCU and a policy paper is to be presented to the NPCFB in June 2008.

### **Area(s) for improvement**

The force has acknowledged difficulty in maintaining the published opening hours of all its front offices. Evidence clearly indicated that unscheduled closures regularly occurred as a result of the absence of police neighbourhood support officers or even in some cases to enable a lunch break to be taken. Although reported closures are recorded within the PCC, at the time of the HMIC inspection field visit this was not being actively tracked as an issue of concern by the force. The force should explore what alternatives exist to ensure that those service commitments made to the public by way of station opening hours can be routinely honoured, save in the most exceptional of circumstances.

The force does not have a standing internal inspection capability and as a consequence compliance checking is often at BCU level as was the case with the timeliness of victim updates until recently. The force should commission a piece of work to map staff and organisational interactions against the NQoSC and other linked standards in order to identify critical areas and the available tools or lack thereof to continually assess performance.

Arrangements must be set in place to monitor and identify failures in meeting the NQoSC standards at a corporate level, alongside formalised, tracked and enforced action plans to drive improvement.

### **Recommendation 5**

**Her Majesty’s Inspector recommends that the force review the published opening hours of its front offices to confirm that these meet the identified need. Mechanisms should be established to ensure that those realistic expectations of the public established through the publication of opening hours are always consistently met.**

### **Recommendation 6**

**Her Majesty’s Inspector recommends that the force develop corporate mechanisms to monitor compliance with the National Quality of Service Commitment and drive strategic action to improve longer term performance.**

**The force has integrated Citizen Focus and operational activity, such as contact management, response, Neighbourhood Policing, investigation and through the criminal justice process.**

### **Summary statement**

**The force has fully embedded corporate service standards expected of all staff when dealing with the public. Satisfaction and confidence performance is partially integrated into BCU and force performance management processes.**

**The Force is striving to ensure it provides a positive experience to every person with whom it has contact.**

### **Strengths**

The force has introduced corporate standards for the way in which staff are expected to deal with everyone with whom they have contact. These corporate standards have been made accessible to the public through the force website and in more traditional brochure format entitled *Our Service Standards*. Additionally they have been publicised to all Sussex households through the annual newspaper *Policing Sussex* which carries the statutory local policing plan summaries.

Within the NST officers’ profile published on the force intranet there are individual extension numbers that the public can use to leave a message for their local officer or PCSO via Sussex Police’s non-emergency number, which links to their airwave radio. When an

answerphone message is left an email notification is automatically generated. A number of email enquiries were made to neighbourhood staff at random immediately prior to the inspection. These were responded to promptly, either by the individual or by another member of their team in the individual's absence.

Public-facing staff have received training in how to deliver the corporate standards and the LISTEN principles (listen, inspire confidence, support with information, take ownership, explain, notify people) which underpin the published service standards. A DVD was produced by the force and used throughout training. Although not all staff could specifically recall the LISTEN training, it was clear that the majority were unconsciously embodying the learning.

Student officers receive inputs on good citizenship, victim care, the Code of Practice for Victims of Crime and force service standards, during their 40-week program of training. It also includes a 2-week placement in the community in which they will serve.

In November 2005, the force developed a quality of service communication plan including actions, time frames and measurements. Performance against the plan was tracked through the NPCFB and continues to remain active.

Included within the quality of service communication plan, the LISTEN principles form part of the corporate service standards for how staff should deal with all people with whom they have contact. These standards have been disseminated force-wide in order to promote a citizen-focused policing style. A DVD has been produced and was used during staff training. This has been reinforced through the use of corporate branding and the wide distribution of promotional mouse mats, phone and computer stickers, coasters and posters, etc, which remain visibly in use across the organisation to date. Staff clearly identified with an ethos of quality of service and recognised this as a tenet of the Chief Constable's vision for the force. A staff survey completed in May 2007 demonstrated that over 70% of staff identified their role with quality of service and the LISTEN principles.

Focus group evidence demonstrated that the new Chief Constable has been successful in communicating a message to staff focusing on his priority to deliver a citizen-focused service.

All staff have PDR objectives including Citizen Focus within the Integrated Competency Framework (ICF) competency area of 'working with others' and progress is monitored quarterly.

Regular reward ceremonies are held at both BCU level and force level, reflecting performance worthy of the recognition of BCU commanders and the Chief Constable. Awards are presented to both police employees and members of the public, reflecting quality of service. Staff have also been nominated for national awards such as the Neighbourhood Constable of the Year sponsored by Police Review.

### **Work in progress**

The force, under the leadership of the Chief Constable, is currently in the process of developing a new vision and values for the force. The process involved a consultation event with senior officers (BCU commanders and departmental heads) from across the organisation with the expectation that those leaders carried out prior consultation with their staff. It is anticipated that the final product will be formally launched by the middle of 2008, though the headlines have already begun to be seen in documents such as the local policing plan: They include: *'Local policing – keeping Sussex Safe; We serve the people of Sussex with pride, courage, fairness and honesty; We work with them to uphold the law and protect the vulnerable.'*

### **Area(s) for improvement**

Some standards have been established for staff accessibility, including out of office, voicemail management and publication of contact details, and have been in place for some time; however, they are not well promulgated to staff. As a result the experience of members of the public when attempting to contact the organisation remains inconsistent. The force should refresh and promote these standards to staff.

The force corporate service standards are not currently separately branded, instead being linked to the corporate NP branding. The force should take the opportunity presented by the development and promotion of a new vision for the force to consider whether its corporate branding remains contemporary.

While the force provides quality of service through its awards process, there is no specific award recognising excellence in either NP or Citizen Focus.

### **Performance processes do not include local satisfaction measures.**

### **Strengths**

The force has developed a local survey form, described as a neighbourhood reassurance form. This is of a closed question format and capable of being electronically read. The survey itself is designed to capture satisfaction and confidence information at the neighbourhood level. Although use of the reassurance survey form has been inconsistent to date, the force is able to provide a number of operational examples to evidence how communities have responded to partnership operations, e.g. Operation Beat Sweep.

### **Work in progress**

The force is currently in the process of recruiting three additional staff plus a manager to its internal survey team. This will enable wider in-house survey work to be completed and consistent use of the neighbourhood reassurance survey form.

### **Area(s) for improvement**

BCU performance processes do not routinely consider sub-BCU satisfaction and confidence measures. As part of the review of NP arrangements, the force should engage with partners in developing a mechanism for aggregating a suite of suitable information from the neighbourhood level for use in BCU performance management processes. This would enable command teams to make tactical interventions to ensure that community confidence and satisfaction is maximised and that local priorities are continuously met.

The force should provide guidance to staff on the circumstances where it is appropriate to make use of local surveying and actively promote this tactic in appropriate cases.

**The force can demonstrate that the relevant SPIs remain stable as a minimum.**

	SPI 1e Satisfaction with the overall service provided		SPI 3b Satisfaction of users from minority ethnic groups with the overall service provided	SPI 3b Gap – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided
	Difference from MSF	2005/06 to 2007/08 change	2005/06 to 2007/08 change	+/-pp
<b>Sussex Police</b>	- 0.2 pp	4.7 pp	0.8 pp	5.9 pp

### **Summary statement**

**The SPI data shows that force performance is not significantly different to the average for the MSF.**

**The SPI data also shows that force performance has significantly improved compared with two years ago.**

**Satisfaction of users from minority ethnic groups with the overall service provided is unchanged.**

**There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 5.9 percentage points less satisfied.**

**Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.**

### **Context**

The SPI statistics are obtained from the PPAFs to March 2008. These statistics are survey based and have been analysed for statistical significance, which can be explained in lay terms as follows: 'The difference in performance between the force and the average for its MSF is unlikely to have occurred by chance.'

Note: When comparing the force's performance with previous years, year-on-year statistical significance is explained as follows: 'the difference in the force performance between the years compared is unlikely to have occurred by chance.'

There is a summary of the statistical analysis methodology at Appendix 3 at the end of this report.

Victims of crime and users of police services are surveyed using Sussex Police's own user satisfaction surveys, which comply with national standards and thus allow comparison with other forces. Surveys are based on a sample size of 600 interviews per BCU.

## **Strengths**

### **SPI 1e – satisfaction with the overall service provided.**

82.4% of people surveyed in the year ending March 2008 were satisfied with the overall service provided, which is not significantly different to the average for the MSF.

Force performance significantly improved in the year ending March 2008; 82.4% of people surveyed were satisfied with the overall service provided, compared with 77.8% in the year ending March 2006.

### **SPI 3b – comparison of satisfaction for white users and users from minority ethnic groups with the overall service provided.**

Force performance was unchanged in the year ending March 2008; 76% of users from minority ethnic groups were satisfied with the overall service provided, compared with 75.2% in the year ending March 2006.

There is a satisfaction gap between white users and users from minority ethnic groups with the overall service provided. Users from minority ethnic groups are 5.9% less satisfied.

Where there is a gap in satisfaction with service delivery between white users and users from minority ethnic groups, the force has evidenced that it is taking action to understand and narrow the gap.

The force tracks white and BME satisfaction levels to ensure that there is no statistically significant difference. The sample size is roughly only 100 respondents per year which has an impact on the stability of the indicator. Recognising this issue, in 2006/07 the force commissioned a substantially larger bespoke survey to be conducted which provided the necessary reassurance.

## **Work in progress**

The force is one of a number that is participating in national pathfinder work to identify a suitable range of indicators to better compare the satisfaction levels between white and BME communities. The indicators must be in place by March 2009.

The establishment of 13 external reference groups framed around the ACPO Race and Diversity Business Area Portfolios and reflecting the six acknowledged strands of diversity will provide a mechanism for improving better understanding of the drivers of confidence and satisfaction within those communities.

The force has identified that due to the nature of data sampling which focuses on its resident population, its large Traveller population is probably ill-represented. It is working closely with the Gypsy and Traveller Advisory Group to improve the picture.

## **Area(s) for improvement**

None identified

## **Developing practice**

See Appendix 2.

## **Recommendations**

### **Recommendation 1**

**Her Majesty’s Inspector recommends that the force broaden its approach to publishing the identities and contact details of neighbourhood staff beyond the force’s web site.**

### **Recommendation 2**

**Her Majesty’s Inspector recommends that the force should undertake a review of its engagement techniques including thorough public consultation to better understand what works, to improve the effectiveness of preferred techniques and to strike the right balance between pure cost versus output and the needs of the community.**

### **Recommendation 3**

**Her Majesty’s Inspector recommends that the force takes urgent action to implement quality control of ‘Blog’ pages on the force’s internet site, and provides training for staff to ensure that the potential of this powerful community engagement and intelligence tool is maximised.**

### **Recommendation 4**

**Her Majesty’s Inspector recommends that the force develop mechanisms to qualitatively test and monitor engagement levels within Sussex at a neighbourhood level, thereby ensuring opportunities to improve access to more challenging communities are identified and consistently acted upon.**

### **Recommendation 5**

**Her Majesty’s Inspector recommends that the force review the published opening hours of its front offices to confirm that these meet the identified need. Mechanisms should be established to ensure that those realistic expectations of the public established through the publication of opening hours are always consistently met.**

### **Recommendation 6**

**Her Majesty’s Inspector recommends that the force develop corporate mechanisms to monitor compliance with the National Quality of Service Commitment and drive strategic action to improve longer term performance.**

## Appendix 1: Glossary of Terms and Abbreviations

### A

ACPO	Association of Chief Police Officers
AFI	areas for improvement
ASB	anti-social behaviour
ASBO	Anti-Social Behaviour Order

### B

BCU	basic command unit
BME	black and minority ethnic

### C

CADDIE	Crime and Disorder Data Information Exchange
CDRP	crime and disorder reduction partnership
CIMS	Crime and Intelligence Management System
CSAS	community safety accreditation scheme
CT	counter-terrorism

### D

DACS	direct access crime system
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### H

HMI	Her Majesty's Inspector
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HMIC Her Majesty's Inspectorate of Constabulary

**I**

IAG independent advisory group

**J**

JAG joint action group

**K**

KDI key diagnostic indicator

KIN key individual network

**L**

LAA local area agreement

LAT local action team

LSP local strategic partnership

**M**

MSF most similar force

**N**

NHW neighbourhood watch

NP Neighbourhood Policing

NPCFB Neighbourhood Policing and Citizen Focus board

NPIA	National Policing Improvement Agency
NQoSC	National Quality of Service Commitment
NST	neighbourhood specialist team

**P**

PCC	police contact centre
PCSO	police community support officer
PDR	performance development review

**Q**

QoSC	quality of service commitment
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**S**

SA	strategic assessment
SARA	scanning, analysis, response, assessment
SB	special branch
SPI	statutory performance indicator

**W**

WIP	work in progress
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## Appendix 2: Developing Practice

**INSPECTION AREA :** Sussex Police: Neighbourhood Policing

**TITLE:** Schools Policing Plan

**PROBLEM:**

The Force wished to address the high number of young people (under 18's) becoming either an offender or victim of crime. Nationally it is known that:

- 32% of all recorded crime is committed by young people aged 10 to 17
- 60% of anti-social behaviour is attributed to young people aged 10 to 17
- 50% of all victims are under the age of 18
- 90% of young people with a lack of respect for the police blame a lack of or poor contact with police officers

There are approximately 238,500 school pupils residing in Sussex, representing a significant sized community who, based on the above, are potentially at risk.

**SOLUTION:**

Sussex has deployed School Liaison Officers (SLOs) in its schools for over 30 years. These officers have delivered the Sussex Education Programme as well as assisting schools in dealing with incidents of crime and anti-social behaviour, however it was felt that there was potential to extend this further with younger pupils. Additionally there was benefit to be gained in explicitly aligning SLOs with Neighbourhood Policing officers (called Neighbourhood Specialist Teams in Sussex).

In September 2007, the Force agreed a Schools Policing Plan in order to formalise its engagement with schools and young people. The plan included the following elements:

1. The Youth Safety & Intervention Team (YSIT), having undertaken a complete update of the INSPIRE Education Programme (the law and consequences of offending, keeping safe including drugs and alcohol misuse, anti-social behaviour and citizenship), are to ensure that all SLOs are fully trained in its use.
2. As part of a trial, selected PCSOs from each policing District (40 to 50 PCSOs in total) received training in the INSPIRE package to deliver Key Stage 1 inputs to Infant and Lower Primary School children. These inputs were non law related and included 'People Who Help Us', 'Keeping Safe' and basic Citizenship. This Trial is due to be 'rolled out' in the Spring and Summer term 2008 and evaluated in July 2008.
3. The title SLO has been changed to Neighbourhood Schools Officer (NSO) to reflect their inclusion within Neighbourhood Policing Teams and a change in role as described below.
4. NSOs will start their inputs to schools at Key Stage 2 (upper Primary School) which coincides with the age of criminal responsibility and the transition to Secondary School.
5. NSOs will undertake targeted inputs from the INSPIRE package in Secondary Schools to combat local issues amongst young people. These issues will be agreed by schools and the police using local intelligence gathered under the

September 2008

National Intelligence Model.

6. Sussex Police will continue joint partnership projects to place police officers (currently 5) and PCSOs (currently 12) in selected Secondary Schools in the Safer Schools Partnership role to carry out intervention work in support of NSOs.

**EVALUATION:**

The INSPIRE education package was fully evaluated in 2007 and copies of the Personal Safety package have been distributed nationally to Secondary Schools and Police Forces.

The Schools Policing Plan will be evaluated later this year, following the trial referred to above.

**EXTERNAL VALIDATION:**

Not applicable at this stage.

**OUTCOME(S) :**

The intended outcomes of the initiative were to reduce the number of young people becoming offenders or victims of crime. This was to be achieved by delivering a first class education package to schools using fully trained PCSOs (Key Stage 1) and NSOs (Key Stages 2,3 and 4). By providing young people with key messages about the law and the consequences of offending, keeping safe and citizenship as well as maintaining SSPOs undertaking their intervention work in selected Secondary Schools, it is hoped that the outcomes will be achieved.

**FORCE CONTACT:**

Inspector Russell Ternent and PC. Caroline Adams, YSIT. 01273 404864.

**INSPECTION AREA:** Sussex Police: Neighbourhood Policing

**TITLE:** Gypsy & Travellers.

**PROBLEM:**

The Gypsy and Traveller communities' relationship with the Criminal Justice System and the police in particular continues to be strained. The community perceives that laws are there to be enforced against them rather than for them.

This together with Gypsies and Travellers' perception that the police view them as disproportionately responsible for crime, has often brought the policing and Gypsy community into conflict.

**SOLUTION:**

Sussex Police has sought to begin the process of improving relations through development of a Gypsy and Traveller Action Plan, developed in conjunction with Gypsy and Traveller advocates and a Gypsy and Traveller Advisory Group.

Following a formal tendering process, a local Gypsy communication consultant was appointed to conduct a series of 25 qualitative interviews (each up to 4 hours) with informal community spokespeople and elders in order to consult upon Sussex Police's Gypsy and Traveller Action Plan. These were spread across the county, and included Gypsies, Irish Travellers, Show people and New Travellers in approximate proportion to their population size.

Organisations providing services to the community were also consulted and asked to nominate representatives.

The process culminated with a number of community members willing to become part of a new network of community contacts prepared to help monitor and improve policing.

Community leaders were also asked to act as contact points within the community. 13 consented, representing all of Sussex's diverse Gypsy and Traveller communities.

**EVALUATION:**

**EXTERNAL VALIDATION:**

The approach, action plan and advisory group have been supported throughout by organisations providing services to the community such as Friends, Family and Travellers and NOVAS.

The force Gypsy Traveller Policy Champion presented the consultation document and supporting action plan to the Home Office on 25/7/07, where it received recognition from Gypsy and Traveller representatives and other police leads in that area. Cliff Kadona, a national Gypsy spokesperson, requested a copy and highlighted this work as good practice.

**OUTCOME(S) :**

We now operate a Gypsy and Traveller Advisory Group that is helping change the relationship between Sussex Police and the community and is beginning to build trust.

**FORCE CONTACT:**

Supt. Tony Blaker (01273) 404661

**INSPECTION AREA:** Sussex Police: Citizen Focus

**TITLE:** Joint Consultation and Partnerships

**PROBLEM:**

All local authorities and public agencies have a plethora of statutory obligations to consult, communicate and engage with their users and the diverse communities they serve. At present, although officers responsible for consultation within local authorities are beginning to build better links with partners, there is no automatic mechanism to link these resources so that partners can share the learning of existing research, gain access to communities via known contacts or maximise opportunities to make co-ordinated approaches to communities. This is leading to missed opportunities, gaps in engagement, and the use of research and consultation methods that may not be appropriate for specific circumstances. There is also a perception that consultation is often unnecessary and a wasteful duplication of effort leading to the risk of “consultation fatigue”, particularly amongst minority groups.

**SOLUTION:**

A project was initiated by the Force’s Consultation Co-ordinator with assistance from colleagues in the Corporate Development Department. The Consultation Co-ordinator then arranged meetings with representatives of the Police Authority, East Sussex County Council, Brighton and Hove City Council, West Sussex County Council and others to discuss a more co-ordinated and coherent approach to public consultation in Sussex.

This steering group was made aware that the scope of the project was appropriate for a bid to the Sussex Improvement Partnership (SIP). The Partnership’s aim is to build the capacity of member authorities so they are better able to meet the twin challenges of improving both the quality and the efficiency of the services they deliver to local communities. In 2007/08 the programme will be focusing on sharing services and developing partnership working arrangements. Approximately £1million is available to fund pilot programmes looking at service innovation and shared service delivery.

(Details available at <http://www.sece.gov.uk/ip.asp?pageref=137>).

The steering group, chaired by the Consultation Co-ordinator, successfully bid for funds from this programme. The funding (£30K) will allow the steering group to procure external consultancy in order to identify and evaluate what is currently available or in development within each partner agency and to advise on the best options to achieve the desired outcome of a sustainable resource that would allow partner authorities, and communities, to share the benefits of their respective consultation systems and databases and subsequently deliver a partnership approach to consultation. The consultant has been contracted and the initial work is to be completed by April 2008, with the expectation that the steering group will bid for further funding in 2008/9 in order to implement the preferred solution.

September 2008

**EVALUATION:**

Sussex Improvement Partnership projects are assessed and evaluated by the Chief Executives of the various principal local authorities of Sussex, and the steering group has provided a Project Initiation Document as well as full Terms of Reference and minutes of all meetings. The project has attracted the interest of a wider number of district and borough councils as well as the East Sussex Fire and Rescue Service. Representatives of these interested parties have been invited to form an information sharing group who are kept informed of the progress of the project and advise on the progress and scope of the project.

**EXTERNAL VALIDATION:**

The first phase of the project is facilitated by an external consultant, and the successful contractor is a management consultant with much experience of regional and local government, and community, initiatives. The project has also attracted the interest of the School of Applied Social Sciences – University of Brighton and other external agencies. Our strategic Independent Advisory Group have also been made aware of the project and have advised on its scope.

**OUTCOME(S):**

The project has been successful to date in bringing together a coalition of the key consultation leads for the Force and all the major local and unitary authorities in Sussex, and then securing significant funds from the Sussex Improvement Partnership. This has not only allowed us to procure the services of the expert consultant but has already built effective relationships between key contacts. We are confident this will inevitably lead to more efficient and effective consultation in Sussex, regardless of the actual solution recommended and secured.

**FORCE CONTACT:**

Paul Price, Consultation Co-ordinator, CDD [paul.price@sussex.pnn.police.uk](mailto:paul.price@sussex.pnn.police.uk)

01273 404739

<b>INSPECTION AREA :</b> Sussex Police: Citizen Focus
<b>TITLE:</b> Developing the Sussex Police Disability Equality Scheme
<p><b>PROBLEM:</b></p> <p>The specific duties (Disability Equality Duty) requires the force to “involve disabled people who appear to them to have an interest in the way they carry out their functions in developing the scheme”.</p> <p>The force recognised that to develop a Disability Equality Scheme that met the needs of the public and officers/staff it would be essential to involve disabled people in producing the Scheme and the action plan.</p>
<p><b>SOLUTION:</b></p> <p>Sussex Police worked in partnership with the East Sussex Disability Association and with disability groups covering West Sussex and Brighton and Hove to engage with disabled people and hear their views on policing.</p> <p>The force utilised a four pronged engagement strategy; an online and postal survey was devised, and three conferences were convened along with focus groups and one to one interviews. The results were then analysed and formed part of a full report on disabled people’s views.</p> <p>Further focus groups and surveys were conducted to gain information from disabled police officers and staff. A report was also produced from a staff perspective.</p> <p>By the end of the process, hundreds of disabled people had contributed to the scheme’s three year action plan</p> <p>Both reports and their recommendations informed the scheme and action plan.</p>
<p><b>EVALUATION:</b></p> <p><b>EXTERNAL VALIDATION:</b></p> <p>The Sussex Police Disability Equality Scheme won the Royal Association for Disability and Rehabilitation (RADAR) People of the Year Awards 2007. In presenting the award, the force was praised for its proven commitment to implementing the disability equality duty and the way it involved disabled people fully in the scheme’s development and implementation.</p> <p>The force has also been cited by the Employers' Forum on Disability.</p> <p>The Government’s Office for Disability Issues has also contacted the force, keen to use the scheme as an example of good practice in a promotions campaign to raise awareness of what can be achieved when the Disability Equality Duty is used to its full effect.</p>
<p><b>OUTCOME(S) :</b></p> <p>The approach taken to engage with disabled people has produced considerable improvements in the service disabled people can expect from the Sussex force;</p> <ul style="list-style-type: none"> <li>• An emergency text service is being introduced to supplement the existing non-emergency text service</li> </ul>

- A three-year programme has been initiated, aimed at making the web site fully compliant with the Disability Discrimination Act (DDA), and including British Sign Language video clips for key information and a 'Talklets' application (this application makes the website far more accessible for visually impaired people, by offering 'zoom' facilities, and the ability for users to listen to any text from the website as speech through their computer speakers)
- Access to police services are being improved across all fronts
- An information booklet – Serving with Disabilities – has been distributed to all officers and staff and is given to all new recruits
- A new disabled officer/staff network has been created.

The creation of an external reference group of disabled people was a key action within this scheme, and will help ensure we develop services that meet the needs of disabled people. This approach is felt to be critical, and is now being adopted across the diversity spectrum, with the Force nominating senior staff as 'Equality Champions' for specific groups, tasked with developing external reference groups for that diversity strand. This will be an important element of the Force's current work to develop a single equality scheme.

**FORCE CONTACT:**

David Tonkin (01273) 404754

## Appendix 3: Assessment of Outcomes Using Statutory Performance Indicator Data

### Context

The HMIC grading of Neighbourhood Policing and Citizen Focus for each force takes performance on the key SPIs as a starting point. These are derived from the PPAF and are survey based.

The survey results come from two different sources:

- **Neighbourhood Policing**  
Results come from the BCS, which questions the general population. The annual sample size for the BCS is usually 1,000 interviews per force.
- **Developing Citizen Focus Policing**  
Results come from forces' own user satisfaction surveys. The annual sample size for these user satisfaction surveys is 600 interviews per BCU.

### Understanding survey results

The percentage shown for each force represents an estimate of the result if the whole relevant population had been surveyed. Around the estimate there is a margin of error based on the size of the sample surveyed (not on the size of the population).

This margin is known as a **confidence interval** and it will narrow or widen depending on how confident we want to be that the estimate reflects the views of the whole population (a common standard is 95% confident) and therefore how many people have to be interviewed. For example, if we have a survey estimate of 81% from a sample of approximately 1,000 people, the confidence interval would be plus or minus 3 and the appropriate statement would be that we can be 95% confident that the real figure in the population lies between 78% and 84%.

Having more interviewees – a larger sample – means that the estimate will be more precise and the confidence interval will be correspondingly narrower. Generally, user satisfaction surveys will provide a greater degree of precision in their answers than the BCS because the sample size is greater (1,000 for the **whole force** for the BCS, as opposed to 600 **for each BCU** for user satisfaction).

### HMIC grading using survey results

In order to **meet the standard**, forces need to show no 'significant' difference between their score and the average for their MSF or against their own data from previous years. Consequently, force performance could be considered to be 'exceeding the standard' or 'failing to meet the standard' if it shows a 'significant' difference from the MSF average or from previous years' data.

HMIC would not consider force performance as 'exceeding the standard' if SPI data were travelling in the wrong direction, i.e. deteriorating. Likewise, credit has been given for an upward direction in SPI data even if performance falls below the MSF average.

## Understanding significant difference

The calculation that determines whether a difference is statistically significant takes into account the force's confidence interval and the confidence interval of its MSF.<sup>1</sup> The results of the calculation indicate, with a specified degree of certainty, whether the result shows a real difference or could have been achieved by chance.

This greater level of precision is the reason why a difference of approximately two percentage points is statistically significant<sup>2</sup> in the case of the user satisfaction indicator, whereas a difference of around four percentage points is required for the BCS indicators. If the sample size is small, the calculation is still able to show a statistically significant difference but the gap will have to be larger.

[Produced by HMIC based on guidance from the NPIA Research, Analysis and Information Unit, Victoria Street, London.]

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<sup>1</sup> The BCS results are also corrected to take account of intentional 'under-sampling' or 'over-sampling' of different groups in the force area.

<sup>2</sup> It is likely that there is a real, underlying difference between data taken at two different times or between two populations. If sufficient data is collected, the difference may not have to be large to be statistically significant.