

PEEL

Police effectiveness, efficiency and legitimacy 2018/19

An inspection of Surrey Police



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What this report contains

This report is structured in four parts:

1. Our overall assessment of the force's 2018/19 performance.
2. Our judgments and summaries of how effectively, efficiently and legitimately the force keeps people safe and reduces crime.
3. Our judgments and any areas for improvement and causes of concern for each component of our inspection.
4. Our detailed findings for each component.

Our inspection approach

In 2018/19, we adopted an [integrated PEEL assessment](#) (IPA) approach to our existing PEEL (police effectiveness, efficiency and legitimacy) inspections. IPA combines into a single inspection the effectiveness, efficiency and legitimacy areas of PEEL. These areas had previously been inspected separately each year.

As well as our inspection findings, our assessment is informed by our analysis of:

- force data and management statements;
- risks to the public;
- progress since previous inspections;
- findings from our non-PEEL inspections;
- how forces tackle serious and organised crime locally and regionally; and
- our regular monitoring work.

We inspected all forces in four areas:

- protecting vulnerable people;
- firearms capability;
- planning for the future; and
- ethical and lawful workforce behaviour.

We consider the risk to the public in these areas important enough to inspect all forces every year.

We extended the risk-based approach that we used in our 2017 effectiveness inspection to the efficiency and legitimacy parts of our IPA inspections. This means that in 2018/19 we didn't inspect all forces against all areas. The table below shows the areas we inspected Surrey Police against.

| IPA area | Inspected in 2018/19? |
|--|------------------------------|
| Preventing crime and anti-social behaviour | Yes |
| Investigating crime | No |
| Protecting vulnerable people | Yes |
| Tackling serious and organised crime | No |
| Firearms capability | Yes |
| Meeting current demands | Yes |
| Planning for the future | Yes |
| Treating the public fairly | No |
| Ethical and lawful workforce behaviour | Yes |
| Treating the workforce fairly | Yes |

Our 2017 judgments are still in place for the areas we didn't inspect in 2018/19.

Force in context

| | Surrey rate | England and Wales rate |
|---|-------------|------------------------|
| 999 calls per 1,000 population 12 months ending 31 March 2019 | 116 | 175 |











| | Surrey rate | Most Similar Forces rate |
|--|-------------|--------------------------|
| Recorded crime per 1,000 population 12 months ending 30 September 2018 | 62 | 67 |

Surrey workforce

| | FTE in post on 31 March 2019 | FTE in post on 31 March 2014 | Percentage change |
|----------------------------------|------------------------------|------------------------------|-------------------|
| Police Officer | 1,882 | 1,938 | -3% |
| Police Community Support Officer | 126 | 153 | -17% |
| Police Staff | 1,424 | 1,592 | -11% |

| | Surrey spend | England and Wales spend |
|---|--------------|-------------------------|
| Spend per head of population 2018/19 projection | £178 | £192 |

Overall summary

|  | Effectiveness |  | Last inspected |
|---|--|--|-----------------------|
| Preventing crime and tackling anti-social behaviour |  | Outstanding | 2018/19 |
| Investigating crime |  | Good | 2017 |
| Protecting vulnerable people |  | Good | 2018/19 |
| Tackling serious and organised crime |  | Good | 2017 |
| Armed response capability | Ungraded | 2018/19 | |
|  | Efficiency |  | Last inspected |
| Meeting current demands and using resources |  | Requires improvement | 2018/19 |
| Planning for the future |  | Requires improvement | 2018/19 |

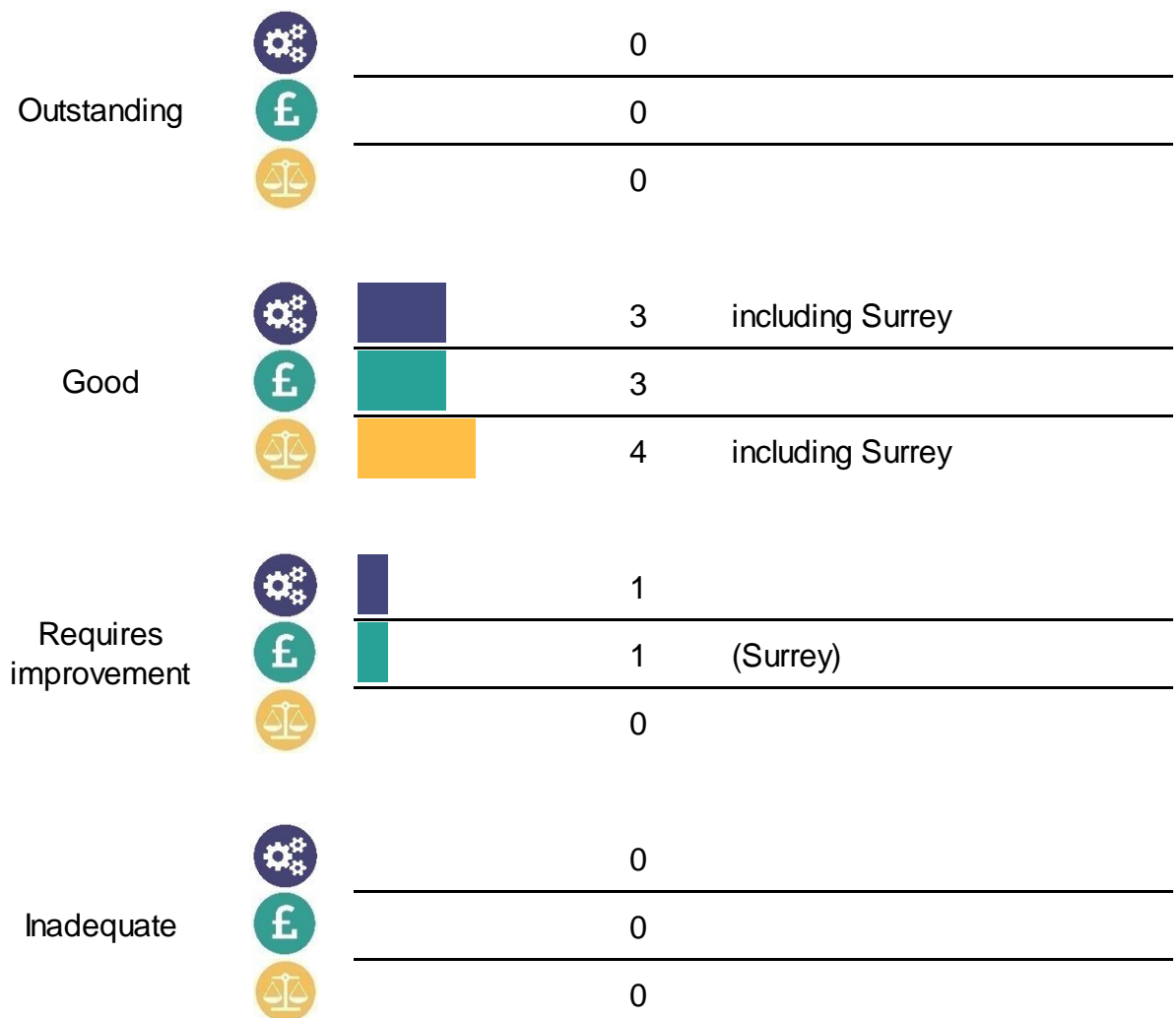
|  | Legitimacy |  | Last inspected |
|---|---|--|-----------------------|
| Fair treatment of the public |  Good | 2017 | |
| Ethical and lawful workforce behaviour |  Good | 2018/19 | |
| Fair treatment of the workforce |  Good | 2018/19 | |

How does the force compare with similar forces?

We compare Surrey Police's performance with the forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors. [For more information about MSGs, see our website.](#)

Surrey Police's MSG forces are Dorset Police, Thames Valley Police and Cambridgeshire Constabulary. We haven't yet inspected Cambridgeshire Constabulary as part of IPA 2018/19, so use its graded judgments from our previous PEEL assessment for comparison.

Figure 1: Pillar judgments for Surrey Police, compared with forces in its MSG



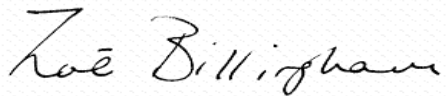
HM Inspector's observations

I am pleased with most aspects of Surrey Police's performance. But the force needs to make improvements in its efficiency to provide a consistently good service.

The force is outstanding at preventing crime and [anti-social behaviour](#). It engages well with its communities and partner organisations to understand and solve neighbourhood problems. It also works effectively with partners to identify and protect [vulnerable people](#).

The force is struggling to meet demand for its services. It should gain a better understanding of current demand and how it uses and prioritises resources to meet it. This knowledge, along with a more detailed assessment of its workforce capabilities, should help it to develop strong and sustainable plans for the future.

The force continues to uphold an ethical culture and promote standards of professional behaviour well and it treats its workforce fairly.



Zoë Billingham

HM Inspector of Constabulary

Effectiveness



Force in context

| | Surrey proportion | England and Wales proportion |
|---|-------------------|------------------------------|
| Proportion of officers in a neighbourhood or response function in post on 31 March 2019 | 46% | 40% |

Victim-based crime per 1,000 population

12 months ending 30 September 2018

| | Surrey rate | Most Similar Forces rate |
|------------------------------------|-------------|--------------------------|
| Violence against the person | 19 | 19 |
| Sexual offences | 2 | 2 |
| Theft Offences / Robbery | 23 | 30 |
| Criminal damage and arson | 8 | 8 |

Crime Outcomes

12 months ending 30 September 2018

| | Surrey proportion | England and Wales proportion |
|--|----------------------|---------------------------------|
| Proportion of crimes where action was taken | 15% | 13% |
| Proportion of crimes where suspect was identified | 47% | 46% |
| Proportion of crimes where victim did not support police action | 17% | 23% |

Outcomes for crimes flagged as domestic abuse

12 months ending 31 March 2018

| | Surrey proportion | England and Wales proportion |
|---|----------------------|---------------------------------|
| Charge/summonsed | 15% | 16% |
| Evidential difficulties: suspect identified; victim does not support | 44% | 49% |

How effectively does the force reduce crime and keep people safe?



Good

Summary

Surrey Police is outstanding at preventing crime and prioritising crime prevention. There is a whole-force approach to problem solving and crime prevention. For example, the force has successfully used [anti-social behaviour](#) (ASB) powers to disrupt organised crime, including drug dealing across [county lines](#).

The force is very effective at protecting the public from harm. It has police community support officers (PCSOs) specialising in areas such as domestic abuse, hate crime and disability. Police officers of any rank can consult them and use their expertise.

The force successfully collaborates to protect the public. It holds many well established partnership meetings to jointly tackle and prevent crime. Prevention staff know their allocated areas inside out and work very well together in a positive and enthusiastic way.

Overall, Surrey Police supports vulnerable victims well. But the force doesn't always respond to incidents involving [vulnerable people](#) fast enough. It should make sure incidents aren't downgraded inappropriately in the control room, which may put the public at risk.

The force is good at identifying people who can't take care of or protect themselves or others from harm or exploitation.

The force has a positive approach to domestic abuse. The PCSOs' domestic abuse car provides extra support and [safeguarding](#) advice to victims of domestic abuse from an early stage.

Surrey Police has combined the sex offender management team and the [integrated offender management](#) (IOM) team to manage the risk posed by dangerous and sexual offenders in a new way. It is also very good at managing offenders who share indecent images of children (IIOC) online.

Preventing crime and tackling anti-social behaviour



Outstanding

The force is very effective at making crime prevention a priority. The whole force works together to prevent crime and protect the public. This includes teams dedicated to missing people, safeguarding victims and restorative justice.

The force's overall approach to neighbourhood policing is excellent. Police are local experts in the boroughs where they work. They know who the local criminals are, where vulnerable people live and what resources are available. As a result, the public has more confidence in Surrey Police than any other force in the country.¹

Despite having to cut the number of officers to save money, the force has managed to keep a team of neighbourhood specialist officers (NSOs) and PCSOs in each of its nine boroughs and two districts.

The force uses innovative initiatives to protect the public. One example is a knife crime initiative where police work with ex-offenders who mentor and educate schoolchildren on the consequences of carrying knives.

The force plans to use some of the money raised from a council tax increase to double the number of NSOs and introduce a specialist problem-solving team. By rebranding area policing teams as neighbourhood policing teams, the force encourages staff to think about crime prevention when responding to emergency calls. This promotes unity between different teams working together in the community.

The force's ASB team has been nationally recognised for solving ASB problems in innovative ways. For example, the team has trained ASB coaches who support ASB victims and help them to be more resilient, so they are targeted less.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Prioritising crime prevention

The force is very effective at prioritising crime prevention. The chief constable has made it clear that his priority is a whole-force approach to prevention.

We are impressed that proactive prevention isn't limited to specialist neighbourhood teams (SNTs) and is firmly rooted across many departments. These include teams responsible for missing people, safeguarding victims and restorative justice. The force is looking at the whole picture to prevent crime, protect the public and reduce demand.

For example, the force has used ASB powers to prevent organised crime. The force gave two young men believed to be involved in county lines drug dealing a [Criminal Behaviour Order](#) restricting them to carrying just one telephone and no cash.

¹ British Crime Survey 2018.

This makes drug dealing more difficult and the men less attractive to the organised crime group (OCG) trying to recruit them.

The force's overall approach to neighbourhood policing is excellent. The public has more confidence in Surrey Police than in any other force in the country (84 percent). The force has significantly cut the number of specialist neighbourhood officers and [staff](#). But despite this, it has managed to maintain a team of NSOs and PCSOs in each of the nine boroughs and two districts across Surrey.

We were particularly impressed with the enthusiasm and dedication of a focus group of NSOs and PCSOs from across the county. They shared knowledge about many innovative protection initiatives. This included a knife crime initiative in which police work with ex-offenders who mentor and educate schoolchildren on their experiences and the consequences of carrying knives.

The focus group gave us many examples of how they were involved in their local community. They all agreed that, despite fewer resources across prevention teams, they could still effectively prevent crime. The group clearly knew a lot about the boroughs they worked in. This included who the local criminals are, where vulnerable people live and which resources to use to help people or solve local problems with partner organisations.

Staff are only taken away from prevention teams in exceptional cases, so they have time to focus on local issues. The force plans to use some of the money raised from a council tax increase to double the number of NSOs. It also plans to introduce a specialist problem-solving team, highlighting its commitment to prevention.

Surrey's local policing model separates specialist neighbourhood policing from response policing. The force encouraged area policing (response) teams to think about prevention when responding to emergency calls by rebranding them as neighbourhood policing teams. This promotes unity between different teams working together in the community.

We were impressed how teams worked well together towards solving local problems and they received the support needed to prevent crime through training. The force holds routine [continued professional development](#) days for prevention staff and partners.

Staff of any rank can get advice from specialist PCSOs in each borough. They have expert knowledge in areas such as domestic abuse, hate crime and disability, as well as about people who need police attention regularly (for example, children who often go missing). They can also assist at relevant incidents, helping spread expertise across the force.

The force's ASB team is nationally recognised for solving ASB problems in innovative ways. For example, the team has trained ASB coaches who support ASB victims and help them to be more resilient, so they are targeted less.

They also hold an annual ASB awards ceremony recognising police and partners who have helped tackle crime and ASB. The force makes very good use of risk assessment for ASB victims. For example, the force used a risk assessment on a local housing estate to reduce the harm and disruption caused by one family to around

50 households. It helped police prioritise its response to victims, putting the worst affected first and offering immediate support.

Protecting the public from crime

Surrey Police is very effective at protecting the public from harm. The force understands the threats facing its communities and has developed community profiles and [serious and organised crime \(SOC\) profiles](#) for each of the 11 boroughs and districts.

Neighbourhood police staff understand current and emerging threats well and take pride in knowing what is going on locally.

The force uses the [OSARA](#) (objective, scanning, analysis, response, assessment) problem-solving model. Prevention teams use it consistently with regular supervisory oversight. The chief constable aims to make sure OSARA is considered in every future investigation. The force has started by extending problem-solving training to all senior leaders as well as to partner organisations.

The force is strongly committed to working in partnership. It has many well established groups. For example, it has a central [SOC](#) partnership group with 38 partners focusing on crimes such as modern slavery and county lines. There are local SOC partnership groups in each division and this approach is being expanded to all boroughs.

Each borough also has joint action groups (JAGs), which are partnership groups that concentrate on problem solving for certain places. The force has community harm and risk management meetings (CHARMMs) for people at risk of becoming a victim or offender.

The force holds bi-monthly mapping offender location and trends (MOLT) meetings. At each meeting, police and partner agencies (for example, education, children's services and licensing) consider data and offenders before identifying trends and hotspots where children may be sexually or criminally exploited. They can then decide how to tackle the problem.

There are many positive results of the force's collaborative approach to problem solving and intervention, such as the work of joint child sexual exploitation and missing children teams across the force and with partner organisations. Their work resulted in 969 fewer episodes of children and adults reported missing between April 2018 and February 2019.

The force has helped remove 117 children from the list of those most at risk of exploitation. The force achieved this through interventions with partners, such as the buddy tag. Courts usually order offenders to wear these tags so they don't leave their house during curfew. Now children can volunteer to wear one. This makes them harder to exploit because they can tell others they have to be home in the evening.

Another example is Checkpoint, a new restorative justice initiative building on the success of the youth intervention team and women's justice intervention team. The women's justice intervention team has cut reoffending rates to less than 21 percent.

The staff behind Checkpoint work with male offenders over 18 to stop reoffending. Staff recognise and tackle possible causes of their behaviour, while respecting the wishes and needs of the victim.

The force uses a wide range of tactics to prevent crime. For example, they used ASB legislation to stop an urban climber who climbed tall buildings, including roller-coasters at Thorpe Park. He posted videos on YouTube, gained followers and earned a lot of money.

Surrey Police successfully applied for a Criminal Behaviour Order against the offender; the first time a force had used this legislation in this way in the country. The force successfully banned him from any urban climbing. This includes being on any structure or bridge, building or building site not open to the public without the landowner's consent. He is also banned from uploading any film or video of him trespassing onto any social media platform across England, Northern Ireland and Wales.

The force also effectively helped someone living with mental illness and drug use whose home was taken over by drug dealers (a situation called [cuckooing](#)). The local CHARMM discussed the case, and council housing officers used ASB powers to complete a partial closure order on the house, so no-one but the occupier could enter.

Officers put a notice on the door spelling out that anyone who tried to enter would be arrested, apart from the occupier. Specialist staff from a non-profit organisation working with the police then stepped in to offer support for the victim's drug use and he eventually received help to move away from the area.

The force evaluates its prevention work in many ways, both internally and using outside experts such as academics from Surrey University. For example, all borough commanders attend a bi-monthly meeting where they discuss neighbourhood policing. At each meeting, two are selected to make a presentation to the rest of the group about an operation or initiative they led so they can share ideas and promote good practice. The force also holds regular meetings with partner organisations where they talk about what works.

The force gives prevention teams some support with analysing data. But it recognises it would benefit from more support to review problem-solving profiles and assess data from partner organisations more regularly. The force plans to achieve this through new staff funded by the council tax increase.

The force will create a chief inspector post dedicated to problem solving for everyone. The chief inspector will be able to deploy specialist tactical advisers who are experts in problem solving. In the meantime, the force held a workshop on analysing information for all prevention staff. The workshop encouraged them to be more analytical and told them about the data available for them to use.

Investigating crime



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over.

Protecting vulnerable people



Good

Surrey Police is good at identifying vulnerable people and clear about its responsibility to protect them from harm. The force analyses information from different areas, such as the sexual assault referral centre, to get an accurate picture of vulnerable people in the area. This helps them identify hidden harm, such as people trafficking.

The force is good at identifying vulnerable and repeat victims when they first get in touch. However, it doesn't always respond to incidents involving vulnerable people quickly enough to keep them safe. This is because control room staff sometimes inappropriately downgrade risk.

The force responds to domestic abuse victims in an innovative way. Specialist PCSOs attend many domestic abuse incidents. They give extra support and signposting for victims. Some act as mentors to Surrey Police officers and staff.

Sometimes, officers manipulate risk assessments so investigations are handed over to other teams. To stop this, the force will carry out a formal review.

The force has worked to improve its domestic abuse arrest rate considerably since its last inspection. In the 12 months to September 2018 the force arrest rate was 46 percent against the England and Wales arrest rate of 32 percent.

The force is good at managing offenders who share indecent images of children online. It has combined the sex offender management team and the IOM team to manage the risk from dangerous and sexual offenders in a new way.

Areas for improvement

- The force should review its processes for assessing risk in the control room. This is to make sure risk is not being reassessed inappropriately, incidents are not downgraded too early and opportunities to safeguard vulnerable victims are not missed.
- The force should improve how it monitors the allocation of crime to ensure that DASH risk assessment processes are used appropriately, and investigations are allocated to the most appropriately trained officers.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Understanding and identifying vulnerability

Surrey Police is good at identifying people who can't take care of or protect themselves or others from harm or exploitation.

The force uses the [College of Policing](#) definition to identify vulnerable people and has an effective vulnerability strategy in place to protect them. Officers and staff consistently show a good understanding of vulnerability and their responsibility to protect people from harm.

The force understands the nature and scale of vulnerability by analysing data across all areas that investigate crimes or incidents linked to vulnerable people. That includes data from probation, the sexual assault referral centre and other partner organisations. This data informs a range of force governance meetings, to give a clearer idea of the scale of vulnerability in the county.

Partnerships help the force identify hidden harm, such as vulnerable people being trafficked. For example, Operation Makesafe is an initiative encouraging business owners (such as hotel owners) to report concerns about customers or relevant conversations they overhear to Surrey Police. In one case, hotel staff told police of their concern for a young girl checking in with a much older man. He was later arrested for human trafficking.

The force is good at identifying vulnerable and repeat victims when they first get in touch. Staff in the contact centre (the first point of contact for public calls to the police) use the [THRIVE](#) risk assessment consistently and effectively to assess initial risk, with well established quality assurance processes in place.

Responding to incidents

The force doesn't always respond to incidents involving vulnerable people quickly enough to keep them safe.

Staff in the control room (where calls are sent from the contact centre to dispatch resources) are sometimes too quick to 're-THRIVE' (complete the risk assessment again) and downgrade the risk. This helps the force meet required response times but has consequences for the public.

For example, the contact centre might correctly assess a requirement for immediate response after a serious assault. But just a few minutes later the control room reassesses the risk and downgrades the response because the suspect has run away. This might be because it makes the incident easier to manage when officers are busy on other calls. But this response fails to take into account the impact on the victim or the threat to the wider public.

The force generally tells the caller about delays. But it doesn't always get to incidents within the response time targets: 15 minutes for a Grade 1 (urgent) response and 1 hour for a Grade 2 (prompt) response. This can cause significant delays for the victim, and sometimes police don't appear at all.

The force responds to victims of domestic abuse in an innovative way. Officers carry out the primary risk assessment. But since our last inspection in 2017, the role of PCSOs assigned to domestic abuse victims has been well established. They attend many domestic abuse incidents, either with an officer or after they have attended. They are all [DASH](#)-accredited so they can identify risk, although they don't carry out DASH risk assessments themselves.

The PCSOs give extra support and signposting for victims. Some are trained to act as mentors to Surrey Police officers and staff. The force recognises in some areas that sometimes, officers manipulate the DASH risk assessment, increasing or decreasing risk so that the investigation is handed over to a different team. The force plans to address this by carrying out a formal review of investigations, from initial response and investigation to safeguarding and criminal proceedings. The review will include partner agencies and consider the launch of a dedicated domestic abuse taskforce.

The force has improved its domestic abuse arrest rate considerably since our last inspection, when it stood at 39.3 arrests per 100 domestic abuse-related offences. At our last inspection in 2017, the force had just started to reverse falling arrest and charge rates for domestic abuse through a new domestic abuse framework. This included best practice, holding divisional commanders to account for improved performance, and providing officer and staff training.

We are pleased to see this positive response has continued. In the 12 months to September 2018, the force arrest rate was 46 percent against the England and Wales arrest rate of 32 percent. [Voluntary interview attendance](#) rates have continued to fall (361 down to 191 in the year to July 2018).

Local mental health teams have limited capacity and capability to support the ambitions of Surrey Police. There used to be a mental health nurse in the control room giving advice and help to officers and staff, but funding for this has been removed.

Instead, officers can now call a mental health professional for advice through a 24-hour helpline. The helpline isn't used as much as it could be. This means opportunities to reduce the force's use of [section 136 of the Mental Health Act 1983](#) are more limited.

The force doesn't have an established [mental health street triage](#) scheme. But it is piloting a joint venture with South East Coast Ambulance Service (SECAMB). Through the scheme, a police officer and a senior paramedic are given a vehicle and carry out joint patrols. They respond to calls about mental health, domestic abuse, drug and alcohol misuse, and homelessness.

Results show that this has reduced demand for both services, but the force hasn't fully evaluated it yet.

Supporting vulnerable victims

Surrey Police supports vulnerable victims well. As well as the examples we have mentioned, neighbourhood staff work with the charity Purple Angels to support people with dementia. The charity, supported by the local council, gives out GPS (global positioning system) tags, which help find dementia sufferers if they get confused and wander.

The PCSO domestic abuse car makes sure local staff are involved in safeguarding victims of domestic abuse from an early stage. Neighbourhood patrol teams are responsible for monitoring and safeguarding victims through specific patrol plans. The force makes good use of legal powers, such as [domestic violence protection notices](#) (DVPNs), to protect victims of domestic abuse. It has a robust process for applications, including a checklist for officers and line manager authorisation.

The force has handed the entire court side of the process to the legal team to improve consistency. The force has a relatively high number of orders in place compared with other forces. But it acknowledges they are inconsistently managed across the divisions. The force could do more to make sure it identifies and enforces breaches of the orders.

Surrey Police uses pre-charge [bail](#) appropriately to keep victims of domestic abuse safe. The force can improve its understanding of how it can use pre-charge bail and how it [releases suspects under investigation](#) to the greatest effect. The force has only recently started routinely surveying domestic abuse victims to capture their experience of reporting to the police. It is too early yet for the survey findings to change how the force works.

The force has to move from a co-located [multi-agency safeguarding hub](#) (MASH) in Guildford Police Station to a family safeguarding hub and a referral and request team at Surrey County Council (SCC) children's services. This is the result of an SCC review after Ofsted graded its children's services as inadequate. The new structure will split the current MASH arrangements, separating adult and children's care into two places. Surrey Police is working closely with SCC to make sure it maintains an effective partnership arrangement and supports the new structure with sufficient police resources.

Surrey Police has effective [multi-agency risk assessment conferences](#) (MARACs) in place. The force has invested in MARAC training for first line supervisors in the safeguarding investigation units, with the charity SafeLives. This makes sure the force has a consistent approach across all MARAC meetings.

The force acknowledges that although the MARAC is well supported, with all 13 partner agencies attending, the police makes most of the referrals. The force is optimistic that introducing a new partnership computer system called Modus will increase the referrals partner organisations make. SafeLives recommended that the number of cases discussed at MARAC meetings in Surrey in 2017/18 should be 1,880. The actual number of cases discussed was 1,006. The force refers all high-risk cases to the MARAC.

The way the force manages offenders who share IIOC online is considered good practice. The police online investigation team (POLIT) identifies and apprehends offenders in an innovative and proactive way. The force has also invested in more staff for the unit to make sure there are no backlogs of work. This allows the force to appropriately manage risk, protect the vulnerable, and pursue rather than reactively support investigations, including those that go beyond the force boundary. The force plans to continue investing in new technology for the team and become the national lead in this area.

The force is well prepared to manage the risk posed by dangerous and sexual offenders. The force created the high harm perpetrator unit (HHPU) by combining the sex offender management team and the IOM team. The HHPU uses an algorithm designed by the force to identify offenders in Surrey most at risk of reoffending. It then uses a multi-agency panel to select the top ten most harmful perpetrators. This means the force can target its work with partner organisations more effectively. The HHPU is now well established in North Surrey and is being replicated across the force. It will be evaluated by Birmingham University.

Surrey Police doesn't have any backlogs of un-assessed registered sex offenders (RSOs). The force has a high success rate of securing sexual prevention orders. Seventy-eight percent of the RSOs the force is currently dealing with have preventative orders in place. Neighbourhood teams are fully aware of RSOs in their area, including those about to be released from prison. When officers and staff become aware of an RSO in their area, they visit them and ensure that there is an increase in police awareness.

Tackling serious and organised crime



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 effectiveness inspection has been carried over.

Armed policing

We have previously inspected how well forces provide armed policing. This formed part of our 2016 and 2017 effectiveness inspections. Subsequent terrorist attacks in the UK and Europe have meant that the police service maintains a focus on armed capability in England and Wales.

It is not just terrorist attacks that place operational demands on armed officers. The threat can include the activity of OCGs or armed street gangs and all other crime involving guns. The [Code of Practice on the Police Use of Firearms and Less Lethal Weapons](#) makes forces responsible for implementing national standards of armed policing. The code stipulates that a [chief officer](#) be designated to oversee these standards. This requires the chief officer to set out the firearms threat in an [armed policing strategic threat and risk assessment](#) (APSTRA). The chief officer must also set out clear rationales for the number of armed officers (armed capacity) and the level to which they are trained (armed capability).

Understanding the threat and responding to it

Surrey Police operates joint arrangements with Sussex Police to provide armed policing. This means that the standards of training, armed deployments and command of armed operations are assured in both forces.

The force has a good understanding of the potential harm facing the public. Its APSTRA conforms to the requirements of the code and the [College of Policing guidance](#). The APSTRA is published annually, it prioritises the threats to communities in Surrey and Sussex, and it ensures professional standards of armed policing. The [designated chief officer](#) reviews the register frequently to maintain the right levels of armed capability and capacity.

All armed officers in England and Wales are trained to national standards. There are different standards for each role that armed officers perform. The majority of armed incidents in Surrey are attended by officers trained to an [armed response vehicle \(ARV\)](#) standard. However, incidents sometimes occur that require the skills and specialist capabilities of more highly trained officers.

The availability of specialist officers in Surrey is guaranteed by excellent working relationships with the regional counter-terrorism unit (CTU). Tried and tested arrangements mean the force can immediately call upon specialist officers should it need their skills. We also recognise how effectively both Surrey Police and Sussex Police have worked with the CTU to determine where best to situate operational bases in the south east of England. This means that armed officers from a number of forces have access to them and choose to develop their careers with the CTU. This includes a number of Surrey officers. As well as providing benefits to the individual, it also helps ensure the CTU can maintain its cohort of highly skilled armed officers.

Working with others

It is important that effective joint working arrangements are in place between neighbouring forces. Armed criminals and terrorists have no respect for county boundaries. So armed officers must be prepared to deploy flexibly in the knowledge they can work seamlessly with officers in other forces. It is also important that any one force can call on support from surrounding forces in times of heightened threat.

This is an area where Surrey Police performs well. Close working with Sussex Police means armed officers can deploy quickly and efficiently in the two counties. Effective plans are also in place with other forces in the south east of England, should additional support be needed.

We also examined how well prepared forces are to respond to threats and risks. Armed officers in Surrey are trained in tactics that take account of the types of recent terrorist attacks. However, we consider that the force could do more, alongside other organisations, to plan exercises that simulate these types of attack. In other forces we visit, the involvement of ARV officers in these exercises has uncovered useful learning points and led to improvements.

We found that Surrey Police regularly carries out a debriefing of the incidents armed officers attend. This helps ensure that best practice or areas for improvement are identified. We also found that the force uses this knowledge to improve training and operational procedures.

Efficiency



Force in context

| | Surrey spend | England and Wales spend |
|---|--------------|-------------------------|
| Spend per head of population 2018/19 projection | £178 | £192 |

Spend per head of population by category

2018/19 projection

| | Surrey spend | England and Wales spend |
|------------------------------|--------------|-------------------------|
| Visible frontline | £61 | £65 |
| Non-visible frontline | £57 | £62 |
| Frontline Support | £14 | £17 |
| Business support | £43 | £41 |
| Other | £3 | £8 |

How efficiently does the force operate and how sustainable are its services?



Requires improvement

Summary

Surrey Police has less understanding of the demand for its services than in 2017. The force knows it needs to analyse data more effectively to understand demand (including hidden demand) to better serve the public. However, it tends to rely on professional judgment instead.

In 2017, the force hired more staff. During the time of our inspection most workloads appeared to be manageable. Despite this, staff still felt they didn't have enough resources to manage their work properly. The force sometimes inappropriately re-grades calls for its services. This could be to justify a slower response time. This may be happening because the force doesn't have enough resources to deal with demand.

Sometimes, the force is inefficient because it avoids the risk of doing anything wrong. The force has collaborated with Sussex Police to find more efficient ways of working. It has also set up a new efficiency board to combat these problems by finding new ways of working.

Meeting current demands and using resources



Requires improvement

Surrey Police is struggling to meet demand for its services. For example, the force's average response time for a Grade 2 call is 2 hours and 26 minutes. It only meets the target time of 1 hour for 50 percent of Grade 2 calls.

The force has no overview of the internal and external demand on its services to help it address this. It has a limited understanding of the costs of its services. It is currently more reliant on professional judgment.

The force knows it needs to invest in more analysts and analytical software, but it is unclear when this will happen. The force continues to avoid risks, and this creates unnecessary internal demand.

However, the force has an established collaboration with Sussex Police to identify more efficient ways of working and sharing resources. It also works closely with Thames Valley, Kent and Hampshire forces – plus other outside partner organisations. The force also recently set up a new efficiency board to improve efficiency.

Surrey Police needs to understand the skills it requires to meet demand. It currently has a good understanding of the skills managers have. It plans to do the same for the rest of the workforce.

The force has an innovative technology strategy, forming a new digital division with Sussex Police.

Areas for improvement

- The force should do further work to gain a better overview of current demand for its services, including hidden demand. This is so it can make best use of its resources to meet the needs of the public.
- The force should ensure the way it prioritises and allocates demand takes full account of the risks of inadvertently suppressing demand.
- The force should ensure its aversion to risk is not constraining ideas and creating unnecessary bureaucracy and internal demand.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Assessing current demand

Surrey Police has some understanding of its current demand. But the force's performance in this area has dropped since our last inspection in 2017.

This may be due to a combination of changes in the analytical team, a need for updated analytical software and because the force has focused on other priorities.

The force gathers, analyses and uses data from its crime reporting and recording systems to create a performance dashboard that is updated daily. This provides some analysis of the current position. But in-depth analysis is more limited than it was in 2017, with no overview of all the internal and external demands on the force.

The force uncovers hidden demand (such as modern slavery) through the proactive prevention activity discussed earlier. But the force doesn't capture this data to better understand demand and has no comprehensive understanding of hidden demand. This means the force can't fully assess and understand the demand on its services.

Surrey Police recognises that it needs to improve its analytical capability. The analytical team is separate from intelligence in the force and detached from operational policing teams. Senior leaders in the analytical team are not invited to meetings where officers discuss demand, so they are not aware of how the force

prioritises demand. As a result, the team doesn't offer analytical support unless specifically requested.

Surrey Police is struggling to meet current demand and there is limited evidence of plans to change this. The force monitors attendance times for Grade 1 and Grade 2 calls for service. Its target time for a Grade 1 incident is attendance within 15 minutes and the average time taken is 17 minutes. But the average response time for a Grade 2 call is 2 hours and 26 minutes, with only 50 percent attendance within the target time of 1 hour. There is limited evidence of the force using resources differently to reduce operational pressures.

Understanding factors that influence demand

The force is getting better at understanding how efficient working practices can reduce demand.

The force collaborated with Sussex Police to identify more efficient ways of working in procurement processes and information technology (IT). The force also expects that the upgrade to its crime and intelligence system will make it more efficient.

The joint change programme has identified inefficient practice, such as staff using the 101 number to get through to outside extensions rather than dialling them direct using an online directory. The force is now addressing this.

Staff agreed there are too many meetings and they find approval processes a burden. As in 2017, the force continues to avoid risks. This creates unnecessary internal demand.

We are pleased to see the force recently set up a new efficiency board to combat these problems. The force has also recently established a team to carry out its own reality testing, gathering information from officers and [staff](#) to improve how it works.

The force sometimes suppresses demand. As mentioned earlier, the force is inappropriately re-grading and reprioritising calls for service, possibly to justify a slower response time. This may be because the force doesn't have the resources to allocate calls.

Demand on the neighbourhood policing (response) teams is also increasing, with officers investigating increasingly complex crimes. In some cases, the investigations that were part of the neighbourhood policing teams' workloads included more serious crimes such as robbery and fraud, and that takes up more of their time.

We were concerned to hear that some officers may be manipulating [DASH](#) risk assessments to pass domestic abuse investigations on to other teams. The [safeguarding](#) investigation units (SIUs) should investigate higher risk cases and response officers should be responsible for lower risk cases. By slightly changing the risk assessment to make it higher or lower, the investigation can legitimately be passed on to the other team. This means the force is not always resourcing to demand. The force would benefit from a clear investigation allocation policy to make sure the right people, with the right skills, are investigating the correct number and types of crime.

Working with others to meet demand

Surrey Police shows it is willing to work with other organisations to reduce demand and give a better service to the public.

It has a good record of well established joint working across a range of partnerships and collaborations with other police forces and local partner organisations.

For example, the Surrey High Intensity Partnership Programme (SHIPP) is a joint National Health Service (NHS) and police initiative supporting people who demand a lot of police and other agency resources.

Early analysis suggests a non-cashable saving of £117,000 to the police and an estimated £380,000 non-cashable saving to partner agencies for the pilot period to February 2019. The force achieved this through fewer detentions under [section 136 of the Mental Health Act 1983](#) and fewer inpatient admissions, ambulance call outs and attendance in Accident and Emergency. The force is now considering extending the pilot or making the team permanent.

The force understands the effect of increased demand, financial pressures and reduced resources on other organisations. The significant reduction in resources across SCC's children's services has had a considerable impact on Surrey Police. At the same time, it aims to continue to offer the same level of partnership working to support children and young people.

This is most evident in the [MASH](#), which will move to two separate units. Senior leaders have worked closely with the council to make sure their relationship continues and services are maintained. They have agreed to rotate police resources between the two locations to achieve this.

The force also plans to introduce an extra assessment for referrals to children's services to assess risk based on people's needs. This means that the number of referrals will fall, to help them manage their workload.

Surrey Police has a strong partnership with Sussex Police and collaborates fully, sharing resources across operations command, specialist crime command, IT and people services. The force continues to look for opportunities for further cost savings through collaborations with Sussex, Thames Valley, Kent and Hampshire forces. Surrey Police also works with the fire and ambulance services to identify opportunities to collaborate on estate and fleet provision. For example, the force and fire service have combined fleet workshops.

Innovation and new opportunities

The force looks for new opportunities to improve the service and promotes a culture of support.

For example, the Darzi Fellowship is an NHS initiative where a high-potential person is given the opportunity to work in other areas of the NHS. This expands their perspective and helps them apply their skills and ideas to new areas. This scheme is now happening outside the NHS for the first time, with Surrey Police. It has helped

develop innovative partnership working to give a better response to the most [vulnerable people](#) in Surrey.

Senior leaders pride themselves on being approachable and welcome challenges and debate. The [chief officer](#) team holds regular Leading from the Middle events where they can speak directly to frontline leaders, such as sergeants, and hear feedback.

Chief officers and support teams also spend a day each quarter supporting frontline officers in activities related to an area such as high harm, [ASB](#) and rural crime, in a scheme called Operation Dragnet. Each day has a command structure, clear objectives and is heavily publicised by the media team. This promotes closer working between senior leaders and frontline staff. It also makes sure senior leaders keep in touch with the reality and pressures of day-to-day policing in the force.

The force uses 'Innovate' with Sussex Police, which is a staff forum to share ideas. Currently, Sussex Police uses it more.

Investment and benefits

Surrey Police has improved its governance of change programmes since our last inspection in 2017. The force collaborates with Sussex Police, holding a joint change board that reviews and prioritises change projects across both forces.

Investment decisions can be taken to either the change board or a joint chief finance officer board with Sussex. The latter is for decisions on investment outside the change programme, such as the capital programme. The force carefully scrutinises every decision.

Both forces demonstrate a good track record for making savings. When they see savings, they remove them from budgets. The force sees non-cashable savings, but there is limited evidence that it can demonstrate what it has achieved.

For example, both Surrey and Sussex Police introduced handheld mobile devices to be more efficient. But neither has measured the benefit, so there is limited evidence of success. The force should make sure that identifying non-cashable efficiencies improves performance and outcomes.

Prioritising different types of demand

Surrey Police has no broad overview of all the inside and outside demands on the force. This means it is more challenging to match resources and prioritise demand.

In our 2015–2017 efficiency reports, we described the force as “running hot”. That means it didn't have enough resources to meet demand. In 2017, the force worked hard to recruit more officers. But the workforce was young and inexperienced, and the force had not reached the ideal number of staff.

Despite more demand, we were pleased to see that the force was no longer “running hot”. Most workloads looked manageable, but staff still felt they didn't have enough resources to manage their work. The force is struggling to meet its emergency response targets. It needs to understand demand better, so staff work to their maximum capacity while meeting the public's expectations.

Assigning resources to demand and understanding their costs

The force has a limited understanding of the cost of its services. It doesn't fully appreciate the consequences of investing in or cutting resources. The force predicts that demand will increase in most areas. The [police and crime commissioner](#) (PCC) has agreed the maximum council tax increase for policing, and the force will invest it in extra resources.

However, the force decided on how many officers to employ and where to place them based on discussion and not by analysing data. Its decision could be correct, but without evidence it is difficult to demonstrate it is using resources effectively.

The force is good at reacting to sudden increases in demand. But the Policing in Your Neighbourhood (PiYN) resourcing model is being undermined. The force set up small teams to meet specific challenges, but once their objectives were achieved, these teams were not disbanded.

These teams are taking resources from the front line. So, it is perhaps unsurprising that staff feel under pressure. The force would benefit from a more structured approach to managing resources.

Workforce capabilities

In our 2017 inspection, we said the force should carry out activities to fully understand its workforce's capabilities, to identify any gaps and put plans in place to address them. It has made progress, but there is still room for improvement.

The force has a limited but improving understanding of the skills it needs. The force recognises that this is a knowledge gap across the workforce. It has now carried out a skills audit for most managers. The force is now confident that it has a good understanding of the skills managers have. But it is unclear how it intends to address any skills gaps or use the information to plan for the future when staff leave.

The force has not yet done the same for the wider workforce. But it plans to do so to inform Equip, its new human resources software launching later in 2019.

The force doesn't understand how the skills needed will change in the future. This means the force can't fully identify the skills gaps it needs to fill, through either recruitment or training. The force would benefit from a workforce plan more linked to demand and future operational needs.

More efficient ways of working

The force could do more to find more efficient ways of working. The force is being inefficient because staff try to avoid the risk of things going wrong. In the past, the force was working towards empowering staff and having processes to prevent mistakes.

It was disappointing to find a similar picture in this inspection. Some officers and staff were frustrated that the force appeared to avoid risk. However, we were encouraged to see that the force has set up an efficiency board to review inefficiency and identify improvements. The board's first meeting was just before our inspection, so it is too early to judge how effective it will be.

Surrey Police has a good track record of making savings and getting measurable results from savings plans. The force continues to work with Sussex Police to achieve savings.

The force has a capital programme focused on technology. It has recently bought land in Leatherhead for a new headquarters.

The force needs to save £10m over the next four years. There is no evidence of how it will do this.

Working with others

The force is committed to working with others to offer a better service to the public.

The force has collaborated widely with Sussex Police, and achieved considerable savings as a result. Since the forces have already joined departments where possible, there is limited opportunity for further collaboration. But the forces continue to save money through joint approaches to finance and technology.

Surrey and Sussex forces use the same governance structures to oversee the forces' change programmes. Surrey Police considers whether any proposal can be applied to both forces.

The forces have evaluated completed change programmes for savings. But it is unclear if they have carried out a more comprehensive analysis of the wider benefits of their joint departments to inform future decision making.

Using technology

The force has an innovative technology strategy. In collaboration with Sussex Police, it is forming a new digital division. This will create a new set of foundations to simplify commercial contracts and create savings. The team will feature both officers and staff. They will review digital transformation across the whole organisation, such as digital forensics, POLIT and [body-worn video](#), to make sure staff using the technology get the maximum benefit.

The force has a capital programme for IT investment. This includes network infrastructure as well as investing in specific systems such as Equip, which it believes will create further efficiencies.

Planning for the future



Requires improvement

Surrey Police regularly consults the public and carries out customer and victim satisfaction surveys. The force believes it is the first force in the country to use text messaging to get feedback from victims of crime. However, the force isn't asking for detailed information from its partner organisations to fully understand future demand for its services.

The force needs to improve how it prioritises resources to meet demand. It currently has 31 priority areas to tackle. This needs to be more focused.

Surrey Police is also taking steps to make sure it has the staff skills it needs to meet future demand. The number of detectives it has is gradually falling (in line with a national trend). The force is considering recruiting more staff directly into these roles.

The force's new digital division will look at how the technology the police and criminals use will shape demand for the future. The force sometimes suppresses demand by inappropriately reprioritising calls for service. This may be because the force doesn't have enough staff available to take calls.

Senior leaders are committed to improving the force. But Surrey Police doesn't have a clear strategy to map out how this will happen.

Areas for improvement

- The force should develop clearer longer-term plans which are shared with the workforce and consider projected future demand, resourcing requirements and changing public expectations. The force should use these plans to define distinct priorities.
- The force should develop financial plans to cover all future budgeting scenarios and show how it intends to mitigate any reduction in service provision because of a financial shortfall.
- The force should undertake appropriate activities to understand fully its workforce's capacity and capability to identify any gaps in meeting future requirements, put plans in place to address these, and carry these out.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Assessing future demand for services

The force analyses data to predict demand for the next 12–18 months. But this isn't creating change.

Other than the first version of its [force management statement](#) (FMS), there is limited evidence of a future business plan. The force is investing new money into priority areas using professional judgment over analysis.

The force isn't asking for information from partner organisations to help analyse issues and understand future demand. The force understands new analytical software is needed, but it is unclear when it will get it.

Its plan to improve and spread analytical skills across the force was also unclear. The new digital division will start to look at risks and opportunities from technology used by the police and criminals. But it is too early to say if it will consider how technology may help reduce or increase future demand.

The force considers demand from less obvious types of crime, such as modern slavery and human trafficking. It is looking to understand the severity and complexity of these crimes. However, without enough data to understand hidden demand, it is unclear how comprehensive this analysis will be, or how it will inform future planning.

Understanding public expectations

The force regularly consults the public. But it hasn't done work to understand changing public expectations.

The force carries out customer and victim satisfaction surveys. The PCC says it is the first force in the country to use text messaging to survey crime victims. This will provide feedback on the service the victim received.

The force also carries out local surveys about crime and ASB. The force then uses the results to address concerns. For example, one survey revealed concerns about an increase in burglaries in an area. The force used social media to reassure people.

The Joint Neighbourhood Survey (JNS) is a joint Surrey Police and SCC survey providing quarterly results about public confidence, local issues, crime prevention and contacting the police. The force uses it to evaluate campaigns and get in-depth feedback on specific issues. Public confidence in Surrey Police is the highest in the country at 84 percent. The force is confident that visibility and local engagement remain the public's priority. But even though the force is consulting the public, there is little evidence the information is informing its plans.

Prioritising

The force needs to improve how it prioritises resources. The FMS has replaced a core strategic plan and detailed business plans. The statement identifies 31 priority areas across the force. We would like to see the force narrow this down to a more manageable number so that it drives change throughout the organisation.

The joint change programme with Sussex is currently working on around 100 projects. Without clear direction from senior leaders, these projects may not be prioritised to the areas of greatest need.

The force's plan to use some of the recent council tax increase to boost prevention resources is in line with the PCC's vision and objectives to build confident communities.

Supporting victims is another PCC priority. The force has recently taken over responsibility for victim care from outside agencies, creating a joint victim and witness care unit. This means victims will get a single contact while they are involved in the criminal justice process. Every member of the newly formed team has been trained to assess a victim's needs. They can offer practical and emotional support to help them cope with the crime's impact and recover from harm.

Future workforce

In our 2017 inspection, we said the force should undertake appropriate activities to fully understand its workforce's capabilities, to identify any gaps and put plans in place to address them. The force has made some progress but could do more. The force has a workforce plan, but there is limited evidence that this is based on changing demand. The force has taken steps to understand the skills and capabilities of its leaders, but not those of the wider workforce. So the force does not have the full picture of the workforce's skills and capabilities, and this means the plan cannot be comprehensive.

As for recruitment, the force has used [direct entry](#) and [fast-track](#) schemes and has some impressive [Police Now](#) candidates. The force also has an active volunteer programme and is tackling areas of key skill shortage such as detectives.

The force is working hard to increase the number of detectives it has. It is currently 35 below establishment (the number budgeted for). This is an improvement from 55 below establishment in October 2018. The force is considering direct recruitment into the role.

Finance plans

The 2017 inspection showed Surrey Police had good governance arrangements to understand its current financial position and any risks to the budget. This has not changed.

But the inspection said that future financial plans could be regulated better and that they may benefit from switching to [priority-based budgeting](#) for more financial control. This still applies.

The force needs to save £14m by 2022/23. So far, it has identified £4m of savings. The force has a savings plan for this year and next. But there is a £10m gap beyond that. There are no plans to show how this gap will be met. The force has a good record of making savings. However, we would like to see comprehensive plans on how the money will be found and how the force will deal with the impact on providing a service.

The force assumes that the 2019/20 pension grant will continue in the future. But there is no guarantee that will happen. This could increase the force's financial challenges. The force should create alternative plans for this outcome.

Apart from this, the force's financial assumptions are reasonable and have received outside scrutiny. The public's views have been gathered through public engagement events.

Leadership and workforce development

The force has a good understanding of its workforce and leaders at first line (sergeant and equivalent) level. But it needs to develop this more.

The force has a clear and comprehensive First Line Leaders Development Pathway to identify, select and promote people to first line leadership. The force developed it following an essential skills audit of first line officers and staff in early 2018. The audit, which achieved an 85 percent response rate, collected and recognised existing knowledge. It saved £350,000 in unnecessary training for officers and staff.

The force has used the data to see capability gaps and risks at a force, division and individual level. But it is unclear how the force intends to fill those gaps. The force is in the process of replicating the audit for middle managers.

Succession planning allows a force to make sure skills don't disappear when staff leave. The force currently has no formal succession planning process. However, it has identified plans for 30 critical roles. There doesn't appear to be any succession planning for senior leaders.

The force is taking positive steps to monitor workforce information to identify and understand gaps in recruitment, retention and progression across different [protected characteristics](#), such as disability and age. Staff felt that the force was missing an opportunity to take advantage of the skills new recruits brought from previous jobs, such as a language or technological skills.

Ambition to improve

There is no doubt senior leaders are committed to improving the force. But it is not obvious that there is a clear strategy covering direction, priorities, finance, workforce and change. The FMS replaced the force business plan, but this does not give sufficient detail of the force's future direction.

The newly appointed chief constable wants to focus on prevention, partnerships, culture and technology transformation. We look forward to seeing how this will translate into specific plans showing the force's ambition to improve and how it intends to achieve that.

The force has an extensive change programme covering around 100 projects. It is set to review almost every part of the business.

The change programme is well governed and documented, and adequately resourced. The force identifies savings and removes them from budgets. There is good co-ordination between HR, finance and the change programme.

The force reviews changes after they are put in place. But, over time, local staff change the new models and this affects resources and service. The force should make sure it is aware of this and accepts or rejects the changes.

Surrey Police has a clear commitment to collaborative working with Sussex and other police forces, and with local partner organisations. This is creating cashable savings (releasing money to spend) and improving services.

Legitimacy



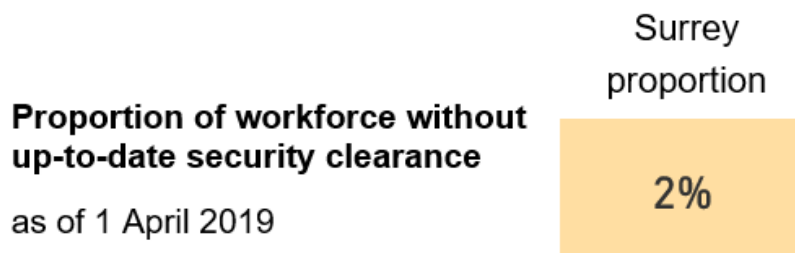
Force in context

Comparison of Surrey workforce ethnicity with local population

as of 31 March 2019

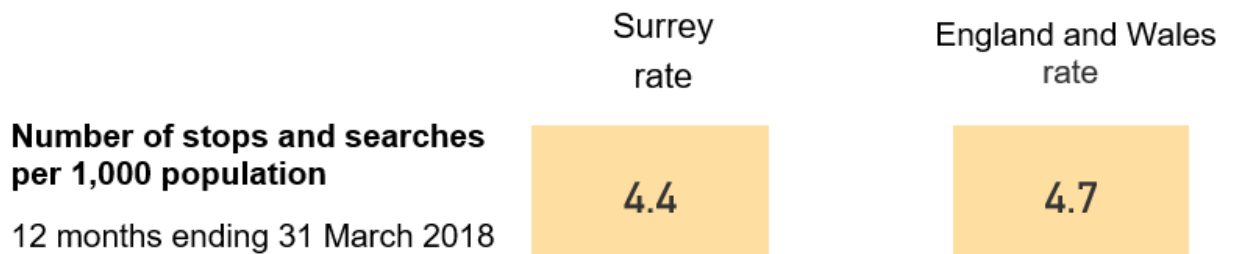
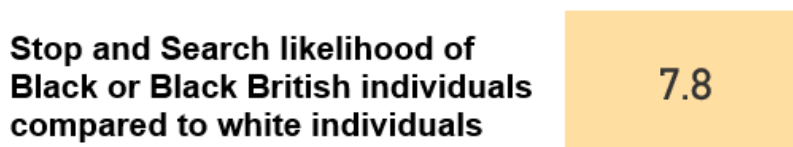
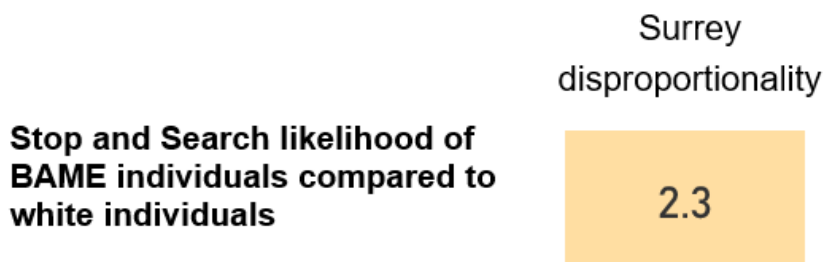
| | Surrey proportion | Local population proportion |
|--|----------------------|--------------------------------|
| Black, Asian and minority ethnic as % of those with stated ethnicity | 5.3% | 9.6% |
| White as % of those with stated ethnicity | 94.7% | 90.4% |
| Not Stated as % of total | 5.0% | |

| | Surrey proportion | England and Wales proportion |
|---|----------------------|---------------------------------|
| Proportion of female officers in post as of 31st March 2019 | 32% | 30% |



Stop and search by ethnicity

12 months ending 31 March 2018



How legitimately does the force treat the public and its workforce?



Good

Summary

Surrey Police works hard to promote a no-blame, ethical, learning culture. It has set up an [ethics committee](#), overseen by someone completely independent of the force. Not all staff fully understand regulations about notifiable associations (people in their lives who might compromise their position). The force needs to make sure everyone knows what a notifiable association is – and what to do about them.

Also, not all staff fully understand regulations on [abusing a position for sexual purpose](#). The force is remedying this by giving supervisors clearer information and providing online training. On diversity, the Surrey Police Association of Culture and Ethnicity (SPACE) offers a mentoring scheme for black, Asian and minority ethnic (BAME) staff. It has won several awards including the Excellence Award for Diversity and Inclusion at the 2018 HR Excellence Awards.

There are many innovative ways the force is supporting staff wellbeing. For example, wellbeing events show staff where they can get help and support. The force has also worked to reduce stress by making sure regular overtime isn't seen as 'business as usual'.

Service from the [occupational health unit](#) (OHU) needs to improve. Waiting times for staff needing help have reduced since 2017. But staff are still waiting up to a month for an appointment.

The force now uses informal 'Focus' discussions between staff and managers covering wellbeing, performance management and more. Staff like them, but they are informal and not recorded. That means the force can't capture the results.

Some [senior officers](#) identify staff with potential and offer mentoring and coaching. However, this is inconsistent and only open to a few people. The force would benefit from a talent programme open to everyone.

Treating the public fairly



Good

This question was not subject to inspection in 2018/19, and our judgment from the 2017 legitimacy inspection has been carried over.

However, we reviewed a representative sample of 122 stop and search records to assess if the recorded grounds were reasonable. Eighty-seven percent contained reasonable grounds. Our assessment is based on the grounds the searching officer recorded, not the grounds that existed at the time of the search.

In our [2017 legitimacy report](#), we recommended that all forces should:

- monitor and analyse comprehensive stop and search data to understand reasons for disparities;
- take action on those; and
- publish the analysis and the action by July 2018.

The force has met some of this recommendation. The force analyses comprehensive data. This includes how far rates are different across different types of searches. However, it doesn't do that by ethnicity or separately identify [find rates](#) for drug possession and supply-type offences. It also doesn't identify how often possession-only drug searches take place or how far they are in line with local or force-level priorities.

There is no obvious mention of analysis on the force's website to understand and explain the reasons for disparities or any action taken.

Ethical and lawful workforce behaviour



Good

Surrey Police works hard to promote a no-blame, ethical, learning culture guided by the [Code of Ethics](#). The force has recently set up an ethics committee with a chair who is completely independent of Surrey Police, to improve transparency.

The force tells staff the standards they are expected to meet in several different ways. These include live webchats by the [professional standards department](#) (PSD) to answer questions. There are also discussion forums on the force intranet, video blogs and a PSD website that people use often.

Staff have different levels of knowledge about declaring business interests and notifiable associations (people in their lives who might compromise their position). The force needs to make sure that all officers, [staff](#) and volunteers know what a notifiable association is – and the steps they need to take when they find one.

The force is good at dealing with abuse of position for a sexual purpose and refers all cases to the [Independent Office for Police Conduct](#) (IOPC). It has an effective counter-corruption strategic assessment and control strategy to combat any corruption.

Areas for improvement

- The force should ensure that information and intelligence on its staff is used more effectively, sharing appropriately to highlight corruption risks earlier.
- The force should improve its workforce's knowledge and understanding of the abuse of position for a sexual purpose, and integrity policies involving business interests and notifiable associations.
- The force should ensure it has full information technology (IT) monitoring to effectively protect the information contained within its systems.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Maintaining an ethical culture

Surrey Police works hard to promote a no-blame, ethical, learning culture. The Code of Ethics has been an important part of the force's culture for several years. Ethics and ethical behaviour are a vital part of the force's leadership programmes and promotion processes.

To promote ethical decision making, the force has recently set up an ethics committee with representatives from across the force. The panel's chair, a local businessman who is also a member of the force's professional reference group, is completely independent of Surrey Police. This adds impartial oversight, greater transparency and scrutiny to discussion. Early signs are that the committee has been well received and the ethical dilemmas discussed will be an important part of the force's future learning.

Surrey Police has achieved the 2016 vetting recommendation that all staff should have at least the lowest level of vetting clearance for their roles. This meets the national vetting [code of practice](#) and [Authorised Professional Practice](#). Surrey Police's vetting unit has worked with Sussex Police for some time. It has now digitised its paper records to provide a more accurate picture. The force currently has 50–70 vetting renewals to complete a month. It considers this to be business as usual.

Surrey Police tells staff what standards are expected of them in several ways. These include live PSD webchats to answer questions about standards, ethics and handling complaints. There are also discussion forums on the force intranet, video blogs and a PSD website that people use often. The force also publishes the outcomes of misconduct investigations to encourage learning across the workforce.

Tackling corruption

The force has an effective counter-corruption strategic assessment and control strategy. Both are subject to governance and review processes.

Staff have different levels of knowledge about declaring business interests and notifiable associations. Those with existing business interests were clear about their responsibilities and described how annual follow-ups take place. People were less consistently aware of notifiable associations.

The force needs to make sure that all officers, staff and volunteers know what a notifiable association is, along with the steps they need to take when they find one.

The force goes through a risk assessment process with officers at risk of corruption. But there isn't a wider 'people intelligence' process where information is shared to identify staff at risk of becoming a corruption threat. This means that the force may not identify people who could be a risk to the organisation as early as it could.

The force can't yet monitor all its IT systems. If it could it would be easier to check that officers and staff aren't misusing them. The force is fully aware of this and is working to solve this problem. The specialist teams that look for and tackle corruption have enough staff and resources.

In our 2016 inspection, we said that the force didn't actively seek intelligence from as wide a range of sources as it could. For instance, it didn't gather information from women's refuges, sex worker support groups, gyms or websites. The force has now developed effective links with outside agencies who support [vulnerable](#) victims of crime. We look forward to seeing how this develops. The force also has an effective anonymous online reporting system for all staff. When staff contact the [anti-corruption unit](#) (ACU), it is mainly by email or personal contact. This shows a high level of confidence in the team.

The force recognises abuse of position for a sexual purpose as serious corruption. This is reflected in the force's ACU strategic threat assessment. The force is good at dealing with abuse of position for a sexual purpose and refers all cases to the IOPC.

However, the workforce has different levels of understanding about it. Some fail to distinguish between abuse of authority for sexual gain and sexual harassment at work. The force has given supervisors guidance about warning signs and most staff have completed an online training package. The force shares the results of misconduct to increase awareness of the problem.

For example, the force became aware of inappropriate behaviour by a traffic officer to the young victim of a road traffic accident. The force fast-tracked its processes and, despite the victim not wanting to be involved, the officer was quickly dismissed.

Treating the workforce fairly



Good

The force has made lots of progress towards creating a more positive workforce by improving wellbeing. For example, it has reduced staff stress by making sure routine overtime isn't considered a normal part of the job.

The force holds regular wellbeing events, including wellbeing weeks and wellbeing fairs. Through them, the force aims to support all staff and direct them to help if they need it. All new supervisors are trained in wellbeing to identify if staff have any problems.

The OHU's service needs to improve. Staff are still waiting for a month to discuss their health and wellbeing concerns with a specialist. The service can also be inconsistent. This needs to be reviewed so staff get the right help.

The force appoints a welfare officer for staff facing misconduct allegations. However, the welfare support for officers and staff absent through maternity leave or sickness is variable.

It is positive that the workforce likes the more informal [performance development reviews](#). The force needs to make sure it records them in some way to capture trends and make sure concerns are addressed.

Surrey Police's promotion process is seen as fair and open for both officers and staff. The force also gets candidates' views after each promotion process so it can get feedback.

Areas for improvement

- The force should complete a review of its occupational health unit (OHU), to streamline processes and ensure a consistent and timely service is provided for staff.
- The force should improve how it records and monitors its 'Focus' discussions to ensure they are consistently applied across the force, and effectively capture issues such as wellbeing and counter-corruption.
- The force should ensure that it has a talent programme that is open to everyone and consistently applied.

We set out our detailed findings below. These are the basis for our judgment of the force's performance in this area.

Improving fairness at work

The force continues to make progress on how it identifies and improves potential unfairness at work.

The 2017 inspection showed that the force used a range of effective methods for leaders to get feedback. But it didn't widely share that feedback.

This year was similar. Leaders look for feedback in different ways, such as the Leading from the Middle events mentioned earlier and intranet discussion forums. The force also seeks the views of candidates following each promotion process to understand their perspective.

We were particularly impressed by the new in-house reality testing. This makes a team responsible for gathering information directly from officers and staff to find out what is working and what isn't. Early signs show that this should provide invaluable feedback to senior officers on a wide range of issues. But even though the force has already considered some changes based on the feedback, there was limited evidence they had been shared with the wider workforce. The force should ensure that staff are made aware of changes made as a result of the feedback.

The force has taken a healthy approach to learning lessons from grievances. There are many examples of lessons identified in the files we reviewed. But there was less evidence of these lessons inspiring action so the force can learn from its mistakes.

Some of the grievance files highlighted repeat complaints against the same person, but no-one had realised this. The force didn't routinely consider misconduct in grievance cases. It could have avoided this risk if the relationship between the PSD and people services were closer.

We hope the new grievance policy established at the end of 2018 will address many of the issues. We also hope it will improve staff confidence, which is lacking in some areas of the force. The force carries out staff surveys and uses the results to monitor how fairly staff feel they have been treated.

Most staff felt that the force's promotion processes were fair. We noted the force's efforts to reduce gaps in workforce representation.

The diversity board, whose chair is the deputy chief constable, makes sure diversity data is captured from every stage of the promotion process to ensure fairness. The force also holds a quarterly equality, diversity and human rights board to discuss recruitment, retention and progression issues, and take action.

For example, SPACE is responsible for a mentoring scheme for BAME staff. SPACE also works with colleges and universities to support BAME candidates in recruitment. SPACE has been recognised nationally and has won several awards, including the Excellence Award for Diversity and Inclusion at the 2018 HR Excellence Awards.

Supporting workforce wellbeing

Our 2017 inspection showed that Surrey Police needed to prioritise workforce wellbeing and improve how it identifies and understands workforce concerns, using a range of data, information and analysis.

The force has made lots of progress. There is now a well established wellbeing board with Sussex Police. This board looks at a wide range of data. For example, attendees at a recent meeting discussed data from the employee assistance programme.

This included the amount, types and reasons for contact, the number of counselling referrals and other interventions such as debt and legal services. Surrey Police now has its own wellbeing strategy. The force is currently developing it to include subjects identified by staff, such as mental and physical wellbeing and resilience. The force also has wellbeing single points of contact (SPOCs) across the workforce, reporting to a chief superintendent.

The force is aiming to create a more positive workplace by changing attitudes to health and wellbeing through many initiatives. For example, the force has done work to reduce stress by promoting the clear message that routine overtime isn't simply accepted as part of the job.

There are lots of ways the force supports wellbeing. These include wellbeing days, wellbeing weeks and wellbeing fairs. These activities all support staff and signpost them towards other support and help. The force is much better at noticing the early signs of problems and taking action. All newly promoted supervisors are trained in wellbeing.

In 2017, the service provided by the OHU was declining (following its merger with Sussex Police). There has been some improvement, but more could be done to meet demand.

The OHU now works with Surrey Fire and Rescue Service and has a new manager. Waiting times have reduced. But staff told us they were still waiting up to a month for an appointment. The service can also be inconsistent. Some people get appointments for telephone calls, others are seen face-to-face. Staff feel there is no obvious reason for the different approaches.

The IT system in the OHU is difficult for staff to use. That makes it difficult to refer to the OHU or to get a referral. There should be a wider OHU review to make processes easier and create a consistent and timely service for staff.

The force's approach to absent officers is inconsistent. In East Surrey, officers who are on restricted duties (for example, through injury or pregnancy) are posted to the response support team. This allows those officers to take on a meaningful role, following a risk assessment, to support their colleagues. We hope this approach is replicated in other areas of the force.

For misconduct-related matters, the force appoints a welfare officer to support the person facing the allegation, and any victim or witness to it. However, the support for officers and staff absent through maternity leave or sickness was variable, and return-to-work interviews were not regularly recorded.

Managing performance and development of officers and staff

The force's approach to performance management has changed since our last inspection in 2017. The early signs are positive.

The force has moved from formal performance development reviews, to more informal 'Focus' discussions between staff and their line managers. These discussions were regularly taking place and have been well received by staff. They cover the person's wellbeing, integrity and performance issues and managing talent.

However, the discussions are informal and not recorded. This means the force can't show they are applied in the same way across the force. It also means it can't show the force is developing talent, or supervisors are recording and dealing with issues such as wellbeing and counter-corruption. Despite this, the relatively high number of staff subject to unsatisfactory performance procedures in Surrey Police (at 3 percent, it is the third highest in the country) shows performance continues to be managed.

The force identifies and supports talented people in some areas. Some senior officers identify officers and staff with potential, and offer opportunities including mentoring and coaching. However, this is inconsistent and only open to a few people. The force would benefit from a consistently applied talent programme that is open to everyone.

The promotion process in Surrey Police is seen as fair and open for both officers and staff. The force has a joint promotion process with Sussex Police for police officers up to the rank of chief superintendent.

Surrey Police publishes its promotions calendar to staff, so they can plan for promotion processes in advance. The force consults the Police Federation on the process. The Police Federation also forms part of the selection process, providing independent oversight and scrutiny.

There is an appeals process for people who may feel that a promotion has been unfairly awarded, offering an impartial review. The force also seeks the views of candidates following each promotion process to get feedback on the process.

This allows the force to identify any themes. For example, unsuccessful candidates were finding that honest feedback was generally difficult to achieve in the most recent selection process. Staff support the force's promotion processes.

Annex A – About the data

Data in this report is from a range of sources, including:

- Home Office;
- Office for National Statistics (ONS);
- our inspection fieldwork; and
- data we collected directly from all 43 police forces in England and Wales.

When we collected data directly from police forces, we took reasonable steps to agree the design of the data collection with forces and with other interested parties such as the Home Office. We gave forces several opportunities to quality assure and validate the data they gave us, to make sure it was accurate. For instance:

- We shared the submitted data with forces, so they could review their own and other forces' data. This allowed them to analyse where data was notably different from other forces or internally inconsistent.
- We asked all forces to check the final data used in the report and correct any errors.

We set out the source of this report's data below.

Methodology

Data in the report

British Transport Police was outside the scope of inspection. Any aggregated totals for England and Wales exclude British Transport Police data, so will differ from those published by the Home Office.

When other forces were unable to supply data, we mention this under the relevant sections below.

Most similar groups

We compare each force's crime rate with the average rate for forces in its most similar group (MSG). MSGs are groups of similar police forces, based on analysis of demographic, social and economic factors which relate to crime. We could not identify any forces similar to City of London Police. Every other force has its own group of up to seven other forces which it is most similar to.

An MSG's crime rate is the sum of the recorded crimes in all the group's forces divided by its total population. All of the most similar forces (including the force being compared) are included in calculating the MSG average.

[More information about MSGs can be found on our website.](#)

Population

For all uses of population as a denominator in our calculations, unless otherwise noted, we use ONS mid-2018 population estimates.

Survey of police workforce

We surveyed the police workforce across England and Wales, to understand their views on workloads, redeployment and how suitable their assigned tasks were. This survey was a non-statistical, voluntary sample so the results may not be representative of the workforce population. The number of responses per force varied between 0 and 920. So we treated results with caution and didn't use them to assess individual force performance. Instead, we identified themes that we could explore further during fieldwork.

BMG survey of public attitudes towards policing (2018)

We commissioned BMG to survey public attitudes towards policing in 2018. Ipsos MORI conducted a similar version of the survey in 2015–2017.

The survey consisted of about 400 respondents for each of the 43 forces. Most surveys were completed online, by members of online research panels. However, a minority of the surveys (around 750) were conducted face-to-face. These face-to-face surveys were specifically targeted to groups that are traditionally under-represented on online panels. This aimed to make sure the survey respondents were as representative as possible of the total adult population of England and Wales. A small number of respondents were also surveyed online via postal invites to the survey.

Results were weighted by age, gender, ethnicity and indices of multiple deprivation to match population profiles. The sampling method used is not a statistical random sample and the sample size was small, which may be more problematic for larger force areas compared to small ones. So any results provided are only an indication of satisfaction rather than an absolute.

[The findings of this survey, and previous surveys, are available on our website.](#)

Review of crime files

We reviewed police case files for these crime types:

- theft from person;
- rape (including attempts);
- stalking;
- harassment;
- common assault;
- grievous bodily harm (wounding); and
- actual bodily harm.

Our file review was designed to provide a broad overview of how well the police:

- identify vulnerability;
- conduct investigations; and
- treat victims.

We randomly selected files from crimes recorded between 1 May and 31 July 2018 and assessed them against several criteria. We reviewed 60 case files in each force, except for the Metropolitan Police Service where we reviewed 90.

For our file review, we only selected a small sample size of cases per force. So we didn't use results from as the only basis for assessing individual force performance, but alongside other evidence.

Force in context

999 calls

We collected this data directly from all 43 police forces in England and Wales.

Recorded crime and crime outcomes

We took this data from the July 2019 release of the Home Office [police recorded crime and outcomes data tables](#).

Total police-recorded crime includes all crime (except fraud) recorded by all forces in England and Wales (except BTP). Home Office publications on the overall volumes and rates of recorded crime and outcomes include British Transport Police, which is outside the scope of this HMICFRS inspection. Therefore, England and Wales rates in this report will differ from those published by the Home Office.

Police-recorded crime data should be treated with care. Recent increases may be due to forces' renewed focus on accurate crime recording since our 2014 national crime data inspection.

Other notable points to consider when interpreting outcomes data are listed below.

- Crime outcome proportions show the percentage of crimes recorded in the 12 months ending 30 September 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.
- Under the new framework, 37 police forces in England and Wales provide outcomes data through the HODH every month. All other forces provide this data via a monthly manual return.
- Leicestershire, Staffordshire and West Yorkshire forces participated in the Ministry of Justice's out of court disposals pilot. As part of the pilot, they stopped issuing simple cautions or cannabis/khat warnings and restricted their use of penalty notices for disorder for adult offenders. These three forces continued to follow these procedures since the pilot ended in November 2015. Later, other forces also limited their use of some out of court disposals. So the outcomes data should be viewed with this in mind.

For a full commentary and explanation of outcome types please see the Home Office statistics, [Crime outcomes in England and Wales: year ending March 2019](#).

Domestic abuse outcomes

In England and Wales, 29 police forces provide domestic abuse outcomes data through the Home Office data hub (HODH) every month. We collected this data directly from the remaining 14 forces.

Domestic abuse outcome proportions show the percentage of crimes recorded in the 12 months ending 31 March 2018 that have been assigned each outcome. This means that each crime is tracked or linked to its outcome. So this data is subject to change, as more crimes are assigned outcomes over time.

Workforce figures (including ethnicity and gender)

This data was obtained from the Home Office annual data return 502. The data is available from the Home Office's published [police workforce England and Wales statistics](#) or the [police workforce open data tables](#). The Home Office may have updated these figures since we obtained them for this report.

The data gives the full-time equivalent workforce figures as at 31 March. The figures include section 38-designated investigation, detention or escort officers, but not section 39-designated detention or escort staff. They include officers on career breaks and other types of long-term absence but exclude those seconded to other forces.

Spend per head of population

We took this data from the [HMICFRS value for money profiles](#).

These profiles are based on data collected by the Chartered Institute of Public Finance and Accountancy, through the Police Objective Analysis. The spend over time figures are adjusted for inflation. The population figures are ONS mid-year estimates, with the 2018/19 value calculated by assessing the trend for the last five years. [More details on this data can be found on our website](#).

Stop and search

We took this data from the Home Office publication, [Police powers and procedures, England and Wales, year ending 31 March 2018](#). Stop and search totals exclude vehicle only searches and searches where the subject's ethnicity was not stated.

Vetting data (workforce without up-to-date security clearance)

We collected this data directly from all 43 police forces in England and Wales.

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