

# Suffolk Local Policing Model

## Evaluation

Joint Performance and Analysis Department

Version 7: 18.04.2017



## Executive Summary

1. Suffolk Constabulary was graded as 'Good' by Her Majesty's Inspectorate of Constabulary (HMIC) in 2016 and continues to deliver an excellent service to the public. The force costs 20% less per head of population than the national average cost of policing and has reduced its workforce by 11% since 2010 yet the rate of recorded crime is 16% below the national average.
2. The Suffolk Local Policing Model was introduced in two Phases during 2015 and 2016 in order for the constabulary to adapt to operational and organisational challenges. Police demand had been changing from 'traditional' crime and anti-social behaviour to increased focus on vulnerability related issues. The constabulary also needed to considerably reduce its expenditure as part of its medium term financial plan. In 2016 the organisation introduced a new vision, mission and values strategy of which the new policing model was a central component.
3. The new policing model resulted in £5.54million of savings by removing over 200 officer and staff posts from the organisation. The model reconfigured the geographic structure of the County Policing Command and defined new responsibilities for response and neighbourhood teams. A new desk-based investigation department was created and a new process for deploying police response teams adopted. The new model reduced the number of police front counters open to the public to three, amended the working hours of Police Community Support Officers and led to the recruitment of new police officers for the first time in several years.
4. During the implementation of the new model, 999 calls and reported crimes rose. The constabulary also implemented two major new IT systems. The constabulary was able to recruit a higher number of staff due to the revised budgetary position resulting from the Chancellor's Autumn Statement in 2015. Some teams operated below their 'established' level while these posts were recruited and trained, other teams required more staff to cope with the additional demands placed on them. Despite these challenges, the constabulary has maintained performance standards including the third largest reduction in anti-social behaviour in the country, an increased level of emergency response as well as the 'good' grading from HMIC.
5. Consultation with the public, partner agencies and staff has identified no significant concerns with the new model. Staff and managers support the principles of the model and the recruitment of new probationer police officers will increase the constabulary's ability to maintain and improve services in future.
6. Taking the findings of this evaluation into account, the constabulary will now undertake to refine its policing model further. A continuous improvement unit, headed by a Detective Superintendent will co-ordinate the following action points:

- a) An ongoing programme of work into monitoring CCR demand, resourcing and the impact of the new telephony system, aimed specifically at maximising the effectiveness and efficiency of the constabulary's first response to callers.
- b) A specific project to reviewing and refining the THRIVE model in order to maximise the use of front line resources and improve the 'flow' of the local policing model.
- c) Development of a new demand modelling programme to ensure the effective use of the ICMH.
- d) Implementation of the 'Augustus' release of Athena, which will offer additional functions for monitoring compliance with the victim's code, problem solving with partner agencies and more.
- e) Implementation of mobile technologies including phones, tablets and body worn cameras to increase officer capabilities and time available for front line duties.
- f) Introduction of 'sounding boards' to proactively receive, assess and act on ideas and feedback from officers and police staff.
- g) Explore options for further workforce modernisation particularly within specialist skills areas. Options include use of special constabulary in investigative capacities and direct entry.
- h) The formation of a new sickness and absence working group to co-ordinate activities aimed at workforce welfare, morale and capability.
- i) The introduction of an Employee Assistance Programme (EAP) for all employees to provide confidential support to assist with personal or work-related problems affecting health, well-being or performance.
- j) Continuation of reviews of supervisor to staff ratios in the County Policing Command, working hours for PCSOs and the management of property.

## Introduction

1. Suffolk Constabulary has consistently demonstrated value for money and delivered a high standard of service to its communities. Policing in Suffolk costs 20% less per head of population than the national average and the constabulary has reduced its workforce by 11% since 2010, yet the rate of recorded crime remains 16% below the national average. While over three quarters of Suffolk's workforce is 'front line', the force has the third lowest spend in the country on police officers.
2. All police forces in England and Wales have faced a number of challenges in recent years. While budgets have decreased since 2010, the nature of day-to-day policing has fundamentally changed from focus on 'traditional' demand like burglary, anti-social behaviour and theft, to 'vulnerability' matters such as online crime, adult and child protection, domestic abuse and responding to mental health and missing persons related concerns for safety. Consequently the service has had to adapt, focusing on efficiency at the same time as effectiveness in vulnerability areas.
3. HMIC has noted that the police service is good overall at keeping people safe and preventing crime but also identified the inherent challenges in shifting emphasis to vulnerability while maintaining focus on neighbourhood policing at the same time as budgets reduce. In some forces the changes in operating context have led to issues with the level of arrests and general quality of investigations. But HMIC has been clear that this has not been the case in Suffolk, which was graded as 'Good' overall in the recent 'effectiveness' inspection. While the county is not immune to national challenges it has made much progress which was reflected particularly in recent HMIC reports on vulnerability and efficiency.
4. The broad range of challenging circumstances in which the constabulary operates provides an important context to this evaluation. This report sets out the progress made so far in respect of the significant redesign of Suffolk's policing model. These changes have been implemented at the same time as several other important events such as changes to how calls are assessed and the roll out of new computer systems which significantly altered force working practices. As such it is not possible to precisely determine what has occurred as a direct impact of the SLPM and what may have been influenced by other factors.
5. The SLPM is a key component of the force's 'Vision, Mission and Values' strategy. The policing vision ('to make Suffolk a safer place to live, work, travel and invest') is underpinned by a mission in four parts: to improve satisfaction, to protect the vulnerable, to build confidence and to prevent crime and anti-social behaviour. The SLPM was designed to support the delivery of this strategy and therefore the objectives set out in the Police and Crime Plan.
6. This document summarises the findings of an evaluation of the second phase of the Suffolk Local Policing Model (SLPM) implementation, which began in April 2016. It begins by setting out details of the SLPM and the context in which it was implemented. It then presents key findings in respect of each area of the model and their effects on performance and the views

of the public, partners and staff of Suffolk Constabulary. The paper finishes with a summary of actions that are being taken by the constabulary to address these findings.

## Description of SLPM

7. In 2014 the Constabulary was required to find savings of between £10million and £16million<sup>1</sup> by 31<sup>st</sup> March 2018 in order to balance its budget. Significant savings had already been achieved through collaborative work with Norfolk Constabulary, which had achieved £9.5million savings for Suffolk of While some savings were identified from collaboration with Norfolk Constabulary and other partners, a considerable portion of this amount needed to be found from local policing resources. Consequently the SLPM project was devised. The initial terms of reference for the SLPM included a complete review of County Policing Command (CPC) resources alongside forecasted demand and reviews of structures, shift patterns, supervisory levels and partnership working arrangements<sup>2</sup>. These terms of reference were further developed throughout 2014 into two phases:

Table 1: Phases of Suffolk Local Policing Model Project (January 2015<sup>3</sup>)

<b>Phase 1</b>	Transactional business cases to achieve savings over two year period ending in March 2016. Savings of: 2013/14: £0.645million 2014/15: £3.234million
<b>Phase 2</b>	Transformational change to achieve £10.549million in years 2016/17 and 2017/18

8. In Phase 1 business cases for the Contact and Control Room (CCR), Safer Neighbourhood Teams (SNT), Neighbourhood Response Teams (NRT), Crime Investigation Department (CID), Proactive Teams and Protecting Vulnerable People department (PVP), the following changes were proposed and approved:

Table 2: Recommended Options for Phase 1 of SLPM

Business Case	Changes	Saving/Cost
<b>CCR</b>	Remove 4 sergeant posts	Saving: £238,864
<b>SNT</b>	Remove 25 constables and 3 sergeants	Saving: £1.509million
<b>NRT</b>	Remove 10 constables	Saving: £531,990
<b>CID and Proactive</b>	Remove 26 constables and 3 sergeants	Saving: £1.562million
<b>PVP</b>	Add 8 constables	Cost: £425,592

9. The planned net saving for Phase 1 was £3.417 million and a total of 63 posts were removed from the CPC establishment on 31<sup>st</sup> March 2015. Subsequently the Phase 2 savings

<sup>1</sup> Retrospectively identifying precise savings figures is difficult as different documents refer to differing amounts. The Phase 1 CCR Business Case prepared in January 2015 refers to an overall savings requirement of £16.4 million, of which Suffolk only contributions were to be £12.9m. A covering report to business cases to Chief Officers prepared at the same time refers to £14.4 million within the scope of the SLPM.

<sup>2</sup> Suffolk Policing Review (SPR) Review Document, March 2014

<sup>3</sup> Suffolk Local Policing Review: Transactional Business Cases, C/Supt Martin Ransome, January 2015

requirement of £10.549 million was revised to £5 million and divided into two sub phases as shown in *Table 3*<sup>4</sup>, leaving £5.5 million to be identified at a later date prior to April 2020<sup>5</sup>.

*Table 3: Sub-Phases of Phase 2 of Suffolk Local Policing Review (February 2015<sup>6</sup>)*

<b>Phase 2a</b>	Develop transformational plans to achieve £2.1 million by April 2016
<b>Phase 2b</b>	Develop transformational plans to achieve £2.9 million by April 2017

10. Following a period of demand analysis and consultation with staff, public and partners Phase 2a culminated in the presentation of four business cases in October 2015. Given the scale of the savings requirement, particular emphasis was placed on changes designed to reduce demand. These changes amounted to gross savings of £4.075 million<sup>7</sup> which were offset by remaining requirements set out in the Medium Term Financial Plan (MTFP) which revised the amount to £3.282 million.
11. In April 2016 the end of project report indicated that Phase 2b workstreams had been brought into Phase 2a and no further savings from NRT, SNT, Public Access, Community Safety or Investigations were planned at that time.

### Scope of this Evaluation

12. The primary aim of this evaluation is to determine the effectiveness of the SLPM after 10 months of operation. Consequently, this work is divided into sections that assess different parts of the model. These sections are:
  - An assessment of the implementation of each business case<sup>8</sup> from structural, procedural and financial perspectives
  - An assessment of any impacts within performance and demand.
  - An assessment of views of the public, partners and workforce.
13. The SLPM was managed in two distinct phases in order to meet savings requirements while maintaining standards. Phase 1 involved just the removal of officer and staff posts; Phase 2 involved the removal of posts, structural and procedural changes. The focus of this review is the impact of the changes made in April 2016 as part of Phase 2. To establish effects we have compared the 10 complete months (April 2016 to Feb 2017) since the model was implemented to preceding periods. In order to have like for like comparisons we have separated periods in to April to September for 2014 (pre Phase 1), 2015 (Phase 1) and 2016 (Phase 2 part 1). The final period of October 2016 to February 2017 (Phase 2 part 2) has been added to give more recent perspective.

<sup>4</sup> Local operational policing model review: Project Initiation Document v4, February 2015

<sup>5</sup> Suffolk Local Policing Review PCC Decision Paper, Supt Jenny Powell, October 2015

<sup>6</sup> Suffolk Local Policing Review: Transactional Business Cases, C/Supt Martin Ransome, January 2015

<sup>7</sup> Suffolk Local Policing Review PCC Decision Paper, Supt Jenny Powell, October 2015

<sup>8</sup> Neighbourhood Response Teams has been separated from Investigations – both were included in the same business case in October 2015.

14. This review also makes reference to other notable organisational changes that occurred during the lifespan of SLPM implementation. Most notable among these were the introduction of the THRIVE<sup>9</sup> triage model into the Contact and Control Room in April 2015, the introduction of a new business support system in the same month and the introduction of the 'Athena' crime, intelligence, case and custody system in October 2015.

## Methodology

15. There were four main methods of information gathering for this evaluation. Firstly, an extensive review of project documents was undertaken. This included all documentation from Phases 1 and 2 and other key documents prepared between 2014 and 2016. Over 50 of these documents have been used to reference key findings within this report and these are denoted by footnote references where applicable.
16. Secondly, a number of face to face and telephone and email interviews were held with key constabulary personnel, mostly at management grades. These included staff involved from the SLPM project team, operational commanders, heads of support department and members of staff associations.
17. Thirdly, a large array of data was collated and analysed. This was gathered from the command & control system, Athena, victim satisfaction surveys, the call logging system and other sources and is referenced throughout the report where relevant. Data analysis is presented in accordance with the four comparator periods – Pre Phase 1 (April to October 2014), Phase 1 (April to October 2015) and Phase 2 (April to September 2016 and October 2016 to February 2016). These labels indicate these periods unless specified.
18. Fourthly, the Constabulary invited open responses from 567 community and statutory partners including 323 parish and town councils and over 200 contacts within other agencies between November and December 2016. 31 responses were received – a response rate of just over 5% meaning that these findings should be treated with caution. These were collated alongside feedback from 18 public meetings held by the PCC and Chief Constable in the 18 new Safer Neighbourhood Team jurisdictions which were set up as part of the SLPM.
19. Findings from each of these four methods of collection were cross referenced with finding from external scrutiny by HMIC and by a peer review from another force.

## Future savings

20. In addition to the substantial savings already made, Suffolk Constabulary needs to find £6.757m by 2020/21, based on current forecasts<sup>10</sup>. In the short term the force needs to find £1.592million by March 2018. This is an important contextual point when considering the recommendations of this evaluation. The force is forming a 'Suffolk 2025' project team to

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<sup>9</sup> THRIVE stands for Threat, Harm, Risk, Investigation, Vulnerability, Engagement. It is a framework that call operators use to determine what response the police should give to a call for service.

<sup>10</sup> Suffolk Constabulary Medium Term Financial Plan - <http://www.suffolk-pcc.gov.uk/wp-content/uploads/2017/01/MTFP-17-18-to-20-21-Suffolk-Appendices-final-A-to-G.pdf>

oversee future changes to the policing model. This work will focus on maximising efficiency through workforce modernisation, process improvement and technology.

## Key findings

### Neighbourhood Response Teams (NRT)

Table 4: SLPM planned changes for NRT

	Staff & Structure	Financial	Procedural
<b>Phase 1</b>	10 constable posts removed	Save £0.53m	Introduction of THRIVE
<b>Phase 2</b>	50 constable posts removed (40 redeployed to Investigations)	Save £1.44m	Refocus on emergency response with fewer investigations and attendance at non emergencies.

21. As at month end January 2017, the establishment (including sergeants) was 360 full time equivalents (FTE). However, the strength (the number of FTE actually posted to NRT) averaged 365 since October 2016. Despite this though, the 'effective strength' (the FTE actually available for front line deployment) averaged 306 in the same period and did not rise above 306 in any month. The implication is that over this period NRT was 1% over-establishment but only operating at 85% of capacity.
22. The reasons for 'ineffective' strength include student officers, project work and secondments, staff with a status of 'non-effective in role'<sup>11</sup>, maternity leave. Sickness is not included in effective strength figures. Since Phase 2 was implemented the overall rate of sickness NRT declined from an average of 50 reports per month to an average of 30 which is likely to be due to the redeployment of a number of staff on restricted and adjusted duties to the Incident and Crime Management Hub (ICMH). There was an upward trend in psychological sicknesses among NRT officers. Between Phase 1 and Phase 2 reports of these forms of sickness (which include stress and anxiety) rose almost threefold as a proportion of the NRT establishment. There is no evidence that SLPM Phase 2 changes are the direct cause of this rise, however.
23. The Phase 2 business cases identified a low risk that NRT officers may not be able to manage demand. This risk has materialised into an issue which has had consequences for other business areas. Increasingly the Resource Management Unit (RMU) utilised overtime and redeployments to achieve minimum staffing numbers on NRT shifts, although this requirement receded after peaking in October 2016. The number of officer vacancies had a large impact in this area and the constabulary now has an active recruitment plan to address this.

<sup>11</sup> Non-effective in role means fit to attend work, but unable to perform the full range of duties.



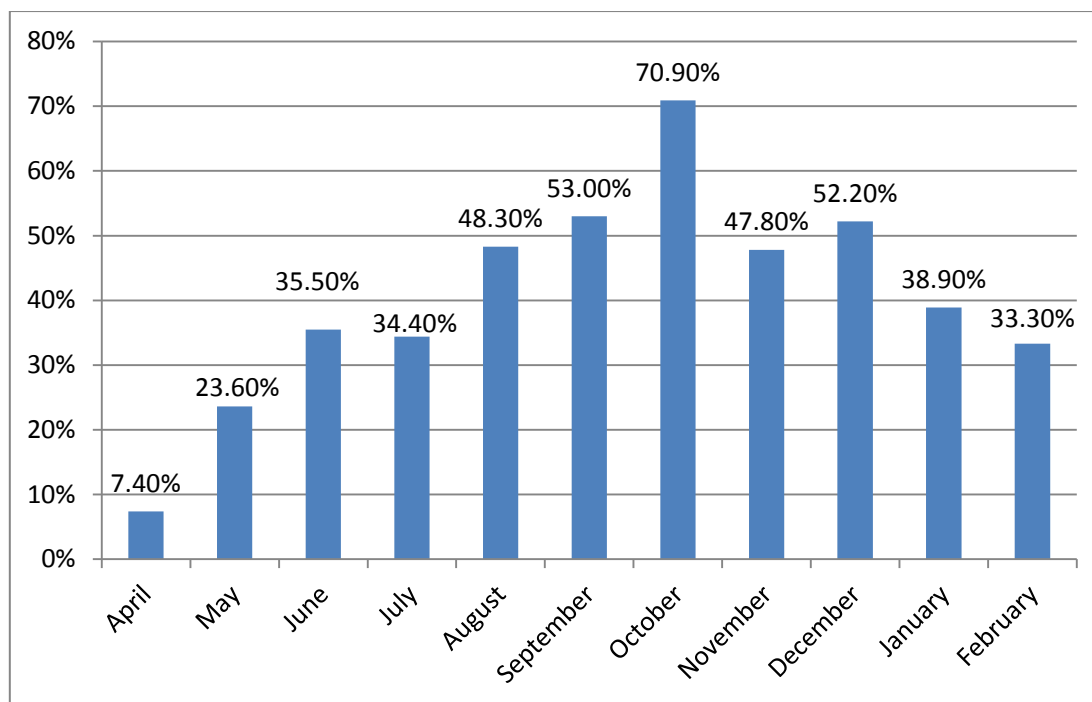


Figure 1: Percentage of NRT shifts below minimum cover since April 2016<sup>12</sup>

24. Abstractions have been compounded by a higher than usual number of student officers, who are not counted in effective strength figures as they cannot be deployed independently until after their initial training. During the period of development of Phase 2 there was a recruitment freeze in anticipation of further savings at the time. This meant that at the point of implementation the Constabulary had a higher than normal number of vacancies and as is usual these were absorbed by the NRT. These vacancies will decline in coming months and the effective strength of NRTs will improve.

25. NRTs were subject of three significant procedural changes during the SLPM period although only two were as a direct result of the SLPM. The first, introduced in Phase 1, was the introduction of THRIVE. This was a key dependency of the business cases in both Phases 1 and 2 as one of the purposes of THRIVE was to reduce demand on emergency response units, by directing more calls for service either to desk-based investigators, 'scheduled' appointments or no police attendance at all. It was predicted that THRIVE would lead to a slight rise in grade A (emergency) events but a 'significant' reduction in grade Bs (prompt response) that would more than offset this<sup>13 14</sup>.

26. There is conflicting evidence about the extent to which THRIVE has reduced demand on NRT resources. Interviews with operational commanders identified a view from outside the Contact and Control Room that THRIVE is not yet being used to its full extent resulting in more Grade As and Bs than may be required. This view is not shared by CCR management

<sup>12</sup> Minimum cover = 50 officers per shift on response duty

<sup>13</sup> Business Case for Establishment Changes in Neighbourhood Response Teams, January 2015

<sup>14</sup> THRIVE – 2 month update, June 2015

and a review of the use of THRIVE in 100 domestic abuse cases found no significant issues in that particular crime type<sup>15</sup>.

27. Call and event data partially supports the CCR management view. The proportion of calls to the CCR which were converted into any kind of event fell from 52.9% in the 12 months prior to THRIVE implementation, to 36.2% in the months after, and the number of incidents that any officer had to attend in the 12 months to the end of October 2016 had fallen by almost 16% compared to the year to the end of October 2015 – a positive sign that THRIVE was having an effect and that resources were being prioritised in accordance with threat and risk. The average duration of 999 calls also increased from 2 minutes 45 seconds to 3:31. This rise is commonly associated with the extra time taken required to conduct a full THRIVE assessment.
28. The most recent assessment of THRIVE in Suffolk, conducted by the Better Policing Collaborative found that there may yet be further potential improvements<sup>16</sup>. Officers interviewed supported the view that THRIVE is complex and that the types of decisions required probably merit more crime training than is typically given to a call handler.
29. Comparison with Norfolk, which also introduced THRIVE in 2015, also suggests there may be scope for incrementally extended use of THRIVE to the benefit of NRTs. Notably Norfolk has reduced call-to-event conversion to 30% (from a lower pre THRIVE base than Suffolk). This may be linked to additional time spent on the phone. Norfolk call handlers spend an average of six minutes on 999 calls. While this is probably linked to the relative capacity of both CCRs it does suggest there may be further room to reduce the need for officer attendance.
30. The impact of THRIVE was realised primarily before the introduction of Phase 2, when the majority of the 60 NRT officers were removed. As Table 5 indicates, of the 15.5% fall in officer attendance, 9.9% came prior to Phase 2. The implication is that the reduced number of NRT officers did not feel a corresponding impact in reduced calls for service.

Table 5: THRIVE key indicators

<b>12 months to beginning of</b>	<b>Average Duration of 999</b>	<b>% of calls resulting in an event</b>	<b># Events attended</b>
<b>April 2015</b>	02:45	52.9	8,832
<b>April 2016</b>	03:20	37.1	7,960
<b>October 2016</b>	03:31	36.2	7,464
<b>March 2017</b>	03:41	36.9	6,967

31. The Phase 2 business cases emphasised two other key changes to the NRT operating model; that attendance at Grade Cs would be reduced and that the ownership of investigations would decline. Both changes were dependent on the successful operation of the ICMH.

<sup>15</sup> Domestic Abuse – THRIVE, D/Supt David Cutler, undated.

<sup>16</sup> THRIVE Formative Evaluation: Suffolk Final Report, Better Policing Collaborative, November 2016

32. Comparisons of Grade C attendance data with the pre-THRIVE period were not possible for this review due to how the data was recorded, but we were able to determine that NRT is currently attending 50% of all grade Cs that require attendance (for context around 50% require attendance, so NRT attends a quarter of all grade Cs). This equates to around 22 attendances per day. Stakeholder interviews suggested that there are some issues with the definition of what type of grade C requires an NRT attendance and indeed the review could find no such definition documented. It is also likely that the impact of abstractions from Safer Neighbourhood and proactive teams to backfill NRT and Incident and Crime Management Hub staff have meant the availability of other units to attend Cs has been limited.

33. Overall, the event data strongly suggests that NRT response workloads have substantially increased since Phase 2 was introduced. As Table 6 shows, the level of response demand increased by 82% compared to the same six months post Phase 1. Note that falls in March are linked to seasonal trends. This rise was anticipated by the business models but was offset by falls in Grade C attendance and crime investigation workload for response staff.

Table 6: Average events attended by NRT per day<sup>17</sup>

	Grade A	Grade B	Total
<b>Pre Phase 1</b>	24.6	50.2	74.8
<b>Phase 1</b>	32.4	32.5	64.9
<b>Phase 2 part 1</b>	33.8	84.6	118.4
<b>Phase 2 part 2</b>	29.3	76.0	105.3

34. Consideration of the changing patterns of event grading helps to explain these changes better. Table 7 shows clearly that although the post THRIVE period saw a reduction in the proportion of grade Bs and Cs and increases in As and Ds, the extent to which Grade Bs reduced did not match that anticipated. The refocusing of NRTs (and indeed SNTs away from grade Bs and Cs), is the probable cause of the sharp rise in the average number of Grade Bs attended by NRT shown in Table 6.

Table 7: Proportion of EVENTS by grade<sup>1819</sup>

	Grade A	Grade B	Grade C	Grade D
<b>Pre Phase 1</b>	10%	40%	28%	22%
<b>THRIVE projection</b>	12%	19%	21%	47%
<b>Phase 1</b>	12%	30%	20%	38%
<b>Phase 2 part 1</b>	12%	31%	37%	20%
<b>Phase 2 part 2</b>	12%	31%	20%	37%

35. This alteration from projected changes in workload could have been offset by changes to the investigative workload of NRTs. The investigations business case for Phase 2 clearly stated that the NRT would carry a smaller crime investigation workload but this review has found no evidence of this. In fact data suggest NRTs crime workload may have increased. The

<sup>17</sup> STORM

<sup>18</sup> THRIVE – 2 month update, June 2015

<sup>19</sup> STORM

methodology for determining workloads by departments indicates that the NRT share of force crime investigation workload has remained steady at 39%.

## Safer Neighbourhood Teams (SNT)

Table 8: SLPM planned changes for SNT

	Staff & Structure	Financial	Procedural
<b>Phase 1</b>	25 constable posts and 3 sergeant posts removed.	Save £1.51m	
<b>Phase 2</b>	2 inspector posts, 8 sergeant posts, 15 constable posts and 74 PCSO posts removed.  Change to 3 SPCs, 9 Localities and 18 SNTs.	Save £4.51m	Refocus on partnership work, problem-solving, community engagement, crime & ASB prion and protecting vulnerable members of the community. Changes to PCSO working hours.

36. The total proposed reductions across Phases 1 and 2a were for 127 police officer and staff roles to be removed from SNTs. This would have represented 43% of the pre Phase 1 establishment. However, a small number of match funded PCSO posts which were originally intended to be moved into the main baseline budget, were reinstated into the business case and the actual staff reduction was lower.

37. In January 2017, the SNT establishment was 211.26 FTE, which is primarily driven by increases in the police community support officer establishment. The strength of SNTs was 183 FTE, largely due to vacancies.

38. Like response teams, SNTs also have a rising pattern of general and psychological based sicknesses. Figure 2 shows an increase in the rates of total sickness and the rate of psychological sickness (the rates accommodate for the falling numbers of staff).

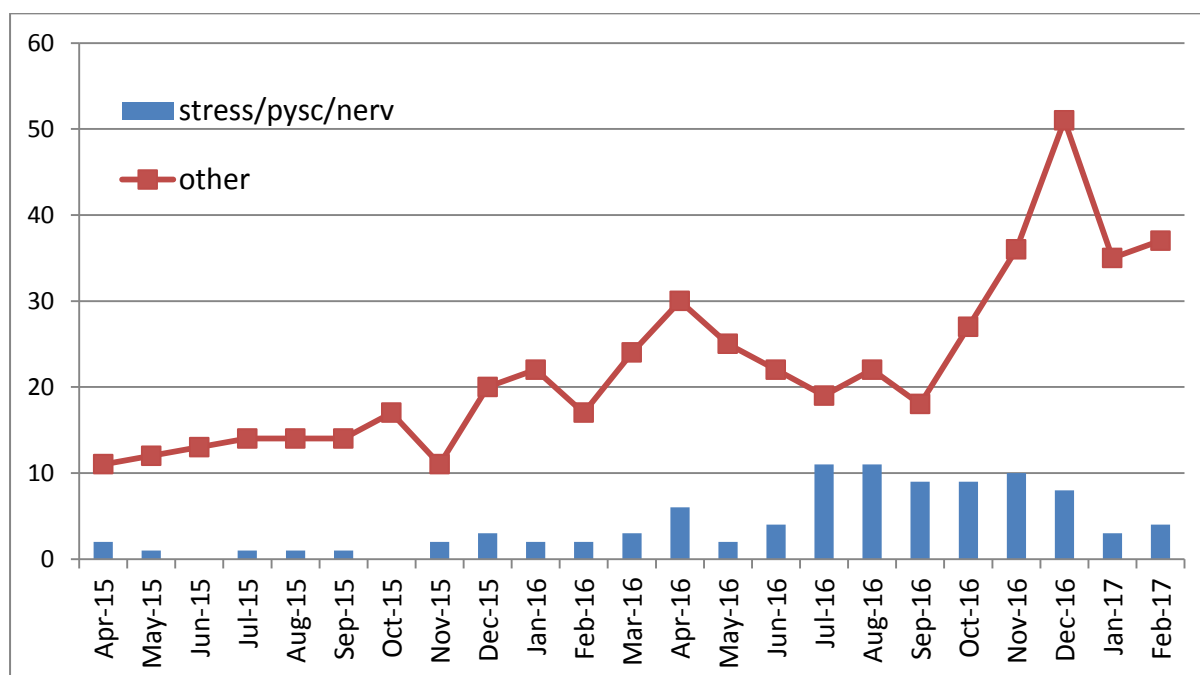


Figure 2: Number of sickness and psychological sickness reports among SNT staff and officers

39. Overall senior managers were positive about the set-up of the SNT Phase 2 changes and the notion of refocusing attention of SNT staff and reported in the first months of the model that the intended refocus was taking effect. However, abstractions to fill gaps in response policing shifts were a repeated concern of operational commanders and it was noted that SNT officers were continuing to undertake some duties which the SLPM business case had indicated would be removed.

## Public Access

Table 9: SLPM planned changes for Public Access

	Staff & Structure	Financial	Procedural
<b>Phase 1</b>	No changes		
<b>Phase 2</b>	Closure of 15 public access points (leaving 3).	Save £0.76m	No longer deal with lost and found property.
	26.25 police staff posts removed.		To provide an alternative approach to enquiries on behalf of the immigration service.

40. The SLPM team conducted analyses of footfall at police front counters and public opinion in forming a business case on public access. They found a decreasing level of traffic at most police stations and that only 7% of the public indicated that they used this method of accessing the police. In the context of changing demography and technology, the business case put forward three options for changes, reducing by nine, seven and 15 access points respectively. A Phased approach was recommended but the decision taken was for the third option; the closure of all tier two and three front counters.

41. Before Phase 2, the Constabulary had an establishment of 35.75 FTE members of police staff operating front counters. This was reduced to 9.5 FTE after April 2016 but offset by the recruitment of two temporary staff as roving property officers to deal with lost and found property.

42. Both the public access and neighbourhood policing business cases identified management of lost and found property as key area for reducing demand. Staff consultation undertaken by the SLPM team identified that this function was one of the main responsibilities of staff in tier two and three police stations. The business case clearly highlighted the dependency of removing lost and found property in implementing front counter closures. Property as a business area is owned by Criminal Justice Services (CJS), which is currently conducting a review of this issue.

43. Once the decision to close all tier two and three stations was taken, the SLPM implementation board authorised the recruitment of two Mobile Property Officers to manage lost and found property. These police staff spend a large proportion of their time travelling to police stations and this has resulted in a substantial backlog of property. A review undertaken in July 2016 found over 6,000 items ready for return or disposal. While it

is generally understood that a low proportion of property is returned to its owner, this does present a logistical problem for police premises.

## Investigations

Table 10: SLPM planned changes for Investigations

	Staff & Structure	Financial	Procedural
<b>Phase 1</b>	Remove 3 sergeants and 26 constables.  8 of these posts were transferred to PVP.	Save £1.56m	
<b>Phase 2</b>	Redeploy all investigation management unit and incident resolution team staff, 40 constables from NRT, 15 constables from SNT and 5 constables from CID.	Cost £2.96m	Create a central unit for desk based investigations and non-urgent calls supported by three area based NSTs to conduct enquiries and scheduled appointments

44. The Incident and Crime Management Hub (ICMH) was a new team created as a pivotal part of the SLPM. The ICMH increased the capacity of desk-based investigations with a view to freeing up capacity for response and neighbourhood officers. The ICMH takes investigations directly from the CCR and either investigates them to resolution without an officer physically attending or in conjunction with area based Neighbourhood Support Teams (NSTs) who undertake enquiries 'on the ground'.
45. The ICMH was created with an FTE establishment of 36 based on five teams of seven people and a detective inspector. In January 2017, the ICMH had strength of 46.9 FTE, (30% over establishment). This was due to the creation of a sixth team in order to meet demand. The business case for Phase 2 set out the NST structure as 63 FTE posts. At the time of writing, effective strength was 79 FTE (25% over establishment).
46. Both ICMH and NST sections lost over 9% of their capacity to mainly short and medium term staff absences during the first six months of operation. Adjusted duties, whereby officers are unable to perform particular duties for limited periods of time, are also understood to have proven problematic and contributed to the need for over-establishment of staffing.
47. The Crime Investigation Department (CID) had a proposed establishment of 88 FTE in the investigations business case but has been consistently lower than this on ERP for the duration of Phase 2a. The average strength of CID throughout this time was 74.5 FTE (around 15% lower than its proposed capacity). As at January 2017, the establishment stood at 83 FTE (including 4 FTE inspectors), with a strength of 69.42 FTE (17% under establishment).
48. The concept behind the ICMH process, a unit accepting non-urgent calls for service and desk based investigations, is acknowledged by managers and staff as the right model. The

concept is also strongly endorsed by the HMIC. However, in practice ICMH (and the Neighbourhood Support Teams they work closely with) faced a number of procedural challenges in the first six months of Phase 2 which had significant implications on other areas, most notably on the CCR and NRT and it is apparent that the smooth operation of the ICMH is one of the critical dependencies of other parts of the Suffolk policing model. Despite this, the constabulary has taken a number of positive actions to overcome issues.

49. The primary challenge ICMH faced was the level of demand. Modelling of volumes was approximately correct in practice but process modelling was based on the previous crime recording system. The new Athena system, implemented in October 2015, introduced additional requirements for investigating officers. This extra demand was the cause for high queues of unprocessed investigations which caused risks from delays in both recording and investigating some crimes.
50. When queues were high, ICMH was unable to take on some events requiring scheduled or no officer attendance. This pushed scheduled attendances in particular onto other units, notably NRTs and meant that resources have to be abstracted from other departments to manage the queue down to a workable level. This in turn had impacts on proactivity, investigation and neighbourhood policing. It also means that skilled detectives working in ICMH were not working to full effectiveness but instead, trying to remove workloads rather than applying their specialist investigative training.
51. Table 11 shows that NRT was carrying almost twice the investigative workload that was forecast while both ICMH and NST were below their forecasts. This indicates some distance between what was designed and what happened and further emphasises the importance of maintaining the ICMH queue at a manageable level.

Table 11: Crime Workloads – forecasted and actual

	% of crimes forecast <sup>20</sup>	% of crimes actual
<b>Incident and Crime Management Hub</b>	25%	9%
<b>Neighbourhood Response Teams</b>	22%	39%
<b>Neighbourhood Support Teams</b>	22%	12%
<b>Protecting Vulnerable People Dept</b>	10%	18%

<sup>20</sup> Based on crimes from ‘event’ demand (i.e. not from safeguarding referrals) and does not include other investigative departments such as CIU, SNT etc. Therefore SLPM team forecast has been adjusted to include equal proportions of other departments workload based on the actual situation.

## Community Safety

Table 12: SLPM planned changes for Community Safety

	Staff & Structure	Financial	Procedural
<b>Phase 1</b>		No changes	
<b>Phase 2a</b>	Remove 7.59 FTE police staff posts.	Save £0.31m	Remove responsibilities for Police Events, nighttime economy policing.
	Remove 2 sergeant and 2 inspector posts.		Redefine remits of roles focussed on hate crime and partnerships
	Add 2 police staff roles for mental health and rural crime.		
	Add 1 constable role for Prevent - Counter Terrorism.		

52. The community safety business case changes were introduced after the implementation of Phase 2 in April 2016. These included the change of crime reduction officers and community watch liaison officers to design out crime officers and safer communities officers respectively.

53. The overall establishment of community safety was reduced by 9.59 FTE; a 30% reduction on its pre Phase 2 establishment. The force human resources system did not reflect this until August 2016 but strength figures indicated that the department operated at 89% capacity on average from April to October 2016.

## Financial Savings

Table 13: Summary of planned and realised SLPM finances

	Planned	Realised	Difference
<b>Phase 1</b>			
CCR	- £0.24m	- £0.23m	-£0.01m
SNT	- £1.51m	- £1.41m	-£0.10m
NRT	- £0.53m	- £0.41m	-£0.08m
CID and Proactive	- £1.56m	- £1.26m	-£0.30m
PVP	+ £0.43m	+ £0.43m	-
<b>Total</b>	<b>- £3.41m</b>	<b>- £2.88m</b>	<b>-£0.53m</b>
<b>Phase 2</b>			
NRT	- £1.44m	-£1.44m	-
SNT	-£4.51m	-£4.45m	-£0.06m
Public Access	-£0.76m	-£0.82m	+£0.06m
Investigations	+£2.96m	+£2.96m	-
Community Safety	-£0.31m	-£0.28m	-£0.28m
MTFP additional	+£0.79m	+£0.79m	-
Other additional	+£0.56m	+£0.56m	-
<b>Total</b>	<b>-£2.72m</b>	<b>-£2.66m</b>	<b>-£0.06m</b>



54. Table 13 shows the aggregate savings from SLPM Phases 1 and 2. In total SLPM changes forecast £6.13m in savings and realised £5.54m between April 2015 and April 2016. As the required financial savings changed considerably in November 2015, the medium term financial plan amended the required Phase 2 savings from £5m to £3.15m by the end of 2016/17.

## Performance

### Call Handling

Table 14: Call Handling Statistics

	Pre Phase 1	Phase 1	Phase 2 part 1	Phase 2 part 2
<b>Total number of calls (monthly ave)</b>	22,795	22,986	24,589	23,135
<b>Number of 999 calls (monthly ave)</b>	7,096	6,738	8,100	7,754
<b>% 999 calls answered within target</b>	90.3%	90.2%	89.8%	90.4%
<b>Number of 101 calls (monthly ave)</b>	15,699	16,248	16,489	15,381

55. Overall call demand to the CCR increased since the Phase 1 implementation of SLPM Phase 1 by 7.8%. The majority of this increase occurred after the Phase 2 implementation date and the rise was proportionately more within 999 calls (which increased by around five per day compared to pre-THRIVE) than 101s (which increased by around four per day). Monthly average volumes of calls lowered by February 2017, with a corresponding improvement seen in percentage of 999s answered within target.

56. However, call durations do indicate that CCR operators were spending longer on telephone calls, likely due to the impact of seeking additional information required by the THRIVE process. In the 12 months prior to the implementation of Phase 1 the average call took 2:45. By October 2016, this had risen to 3:31, and by February 2017, to 3:41. The implication of this, combined with the increased volume of calls, is that CCR operators are now required to spend 13% more time on the telephone than before the implementation of Phase 1.

57. It is likely that increased demand in volume and call duration were the principle causes of the drops in answer time performance shown in Table 14 up to Phase 2 part 2. Again the largest proportion of performance decreases occurred since Phase 2 was implemented, coinciding with the increase in overall call demand. It should be noted that the rise in 999 demand, while considerably higher than the previous year was in fact a return to more traditional levels as Figure 3 indicates.

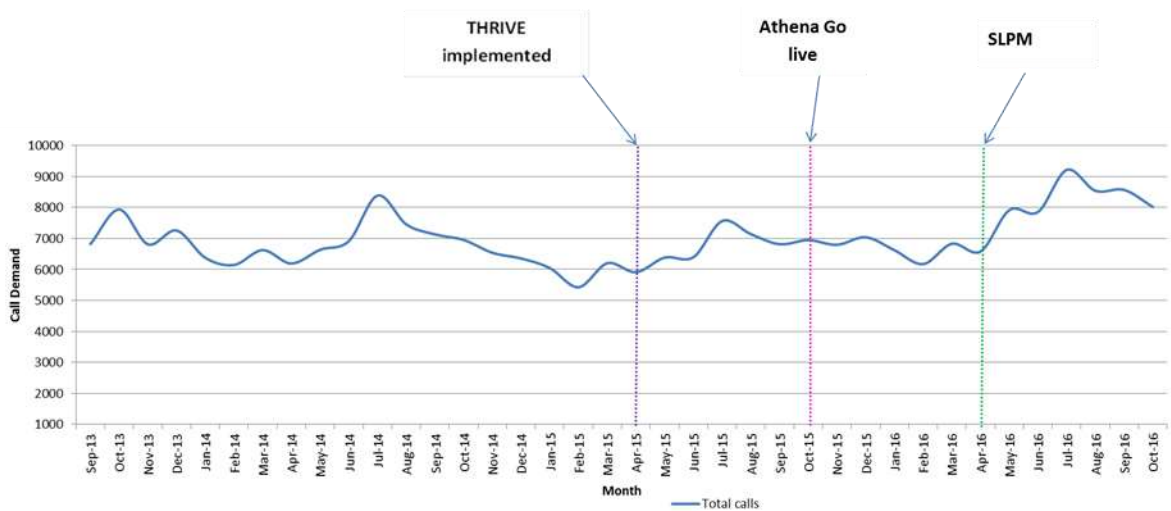


Figure 3: Number of 999 Calls Received by Suffolk Constabulary April 2006 to October 2016

## Emergency Response

Table 15: Emergency Response Statistics

	Pre Phase 1	Phase 1	Phase 2 part 1	Phase 2 part 2
<b>Number of grade As (monthly ave)</b>	1,291	1,655	1,692	1,632
<b>% attended in target (monthly ave)</b>	93.8	90.8	88.9	87.7
<b>Number attended in target (monthly ave)</b>	1,211	1,503	1,510	1,431
<b>Number of grade Bs (monthly ave)</b>	6,443	4,367	4,501	4,219
<b>% attended in target (monthly ave)</b>	80.0	84.2	76.3	79.1

58. Despite the increase in the number of emergency incidents, response teams have attended over 200 more incidents within target than previously. Grade As, which require a response within 15 minutes in urban areas and 20 minutes in rural areas, rose as expected, in response to the introduction of THRIVE. Correspondingly, the percentage responded to within time has declined.

59. By contrast attendance at grade Bs (within one hour) initially improved by 4.2% in correlation with the significant reduction in demand associated with THRIVE's implementation in Phase 1. However, this was not sustained in Phase 2 and with the reduction of NRT officers and refocus of SNT officers, performance was almost 4% below pre-THRIVE levels during the peak demand period of Phase 2.

## Crime and Anti-social Behaviour

Table 16: Overall Crime and Anti-social Behaviour Statistics

	Pre Phase 1	Phase 1	Phase 2a	March 2017
<b>Total number of all crimes (monthly ave)</b>	3,096	3,529	3,596	3,621
<b>Total number of all solved crimes (monthly ave)</b>	1,041	1,033	847	775
<b>% solved crimes (monthly ave)</b>	33.7%	29.5%	23.6%	21.4%
<b>Anti-social Behaviour</b>	12,280	8,626	7,888	4,423

60. Overall recorded crime rose by 14% between Pre-Phase 1 and Phase 2a, which was partly influenced by the impact of improved compliance with 'Crime Data Integrity' standards which began to take effect in 2015. Volumes of all crime have stabilised in Phase 2, with only a slight increase of 1.9% over Phase 1 but some individual types of crime have seen reductions, notably burglary which reduced by 6%. Reports of anti-social behaviour have continued to fall since the model was implemented and were 36% lower in Phase 2 than before SLPM Phase 1 was introduced.

61. Both numbers of offences solved and solved rates have declined over this period. The reduction is particularly apparent between Phase 1 and Phase 2a where the number of offences solved has reduced by 18%, and the corresponding solved rate has dropped by almost six percentage points.

62. In respect of both crimes recorded and solved, Suffolk is comparable with national trends. 42 of the 43 forces in England and Wales recorded rising crime last year. Suffolk's rate was just higher than the national average and 21 forces recorded higher rises. In terms of solved rates, the national average is a 6.2% fall. All but one force recorded as decline in solved rate.

## Victim Satisfaction

Table 17: Victim Satisfaction Statistics

	Pre Phase 1	Phase 1	Phase 2 part 1	Phase 2 part 2
<b>% Satisfied with Ease of Contact (monthly ave)</b>	95%	94%	89%	90%
<b>% Satisfied with Actions Taken (monthly ave)</b>	87%	83%	78%	78%
<b>% Satisfied with Kept Informed (monthly ave)</b>	79%	74%	78%	74%
<b>% Satisfied with Treatment (monthly ave)</b>	96%	95%	91%	92%
<b>% Satisfied Overall (monthly ave)</b>	84%	82%	83%	81%

63. 'Victim Satisfaction' surveying is based on a sample of victims of four types of crime: Vehicle Crime, Violent Crime, Domestic Burglary and Hate Crime. In general satisfaction has seen a slight decline from pre-SLPM levels. However, it should be noted that during this time other

types of crime have come to the fore of policing priorities. These measures will be amended to reflect this as part of future accountability and performance panels held by the PCC.

64. Overall satisfaction levels have remained stable with some small declines in individual question types but victim satisfaction in Suffolk remains higher than 23 other police forces in England and Wales. The percentage of satisfied with 'Actions Taken' has dropped by nine percentage points between the months before Phase 1 and implementation of Phase 2. This had stabilised by the end of February 2017, standing at 90%. The drop during Phase 1 corresponded with the implementation of THRIVE, and the introduction of addition of additional scrutiny on crime recording standards which resulted in a step change in the numbers of crimes recorded. These events have resulted in less attendance by officers, which may have had a knock on effect on victims' perceptions of actions taken.
65. The percentage of respondents satisfied with being kept informed dropped from 79% before Phase 1 to 74% in Phase 2. It has previously been inferred that the call demand and 101 answer times may lead to victims being less successful at contacting police for updates on their crimes. It has also been inferred that process changes linked to Athena, and resourcing of ICMH have resulted in delays to crimes being recorded, allocated and closed, all of which might prevent updates to victims taking place in a timely fashion.

## Consultation

66. The most frequently observed view of community representatives asked about the effects of the new policing model was that the frequency and scope of local visible patrols had reduced (eight respondents). However, while this theme was reported more often than any other, the majority of respondents (23) did not express this view.
67. The second most common observation (six respondents) was that the volume or quality of feedback on the implementation and results of the SLPM was not adequate. Again the majority (25) of respondents did not express this view.
68. Five community representatives or statutory partners indicated the following three items applied. Firstly that they had some difficulty now in accessing local crime statistics, secondly that they perceived the priorities of hidden harm and online crime to be inconsistent with the policing priorities of their local area and thirdly, they perceived that the changes to PCSO working times had meant some adverse impact in their area.
69. Staff feedback was in the main, specific to the respondent's working area so fewer consistent themes emerged. All of the technical issues are covered in the preceding sections. There was general support for the working principles of the SLPM and some staff reported that workloads had either reduced or had the potential to reduce.
70. The three most commonly reported themes were firstly, less capacity since the implementation of the model, secondly that abstractions of staff from their core role was having some impact on their effectiveness and thirdly that internal communications about the working of the SLPM could be improved.

71. The Police and Crime Commissioner and Chief Constable conducted public meetings within each Safer Neighbourhood area throughout Suffolk as part of their ongoing community consultation. These took place through the later summer and into the autumn of 2016 and several points were highlighted that are relevant to this review. The following provides a summary of these issues.

#### Community Contact

72. During some meetings some community representatives expressed concern at the lack of a nominated individual member of staff for identified geographic areas. They felt such a nominated person would provide a point of contact.

#### Newsletter

73. In response to concerns from parish councils and other community groups a newsletter was designed to communicate key issues to each SNT area. Whilst some of these newsletters have shown significant improvements over the past year there are occasional newsletters that are still inadequate. Chief Superintendent Jennifer Eves is redesigning the newsletter to continue to address observations and comments made by communities on how to improve them.

#### 101

74. Some concern was expressed with regard to the length some people had experienced in waiting for an answer to 101 calls. Whilst there were examples of extended waits, the average time to answer a 101 non-emergency call was around three minutes. However, data showed there had been a significant increase in call waiting in the summer period and this is now being resolved through a structured project addressing resourcing, process, and technology issues within the control room, and improvements are being seen.

#### Front Counters

75. There were only a handful of occasions in the 18 visits where front counter closures were highlighted as having caused an issue and it is recognised that improvements in 101 will help mitigate these concerns.

#### Visibility

76. This issue was raised at a majority of meetings where communities expressed the desire to see more officers and PCSOs on foot patrol within their geographic area. The constabulary recognises the role high visibility patrols has in making people feel safe and each SNT has a visibility plan to maximise the opportunities of being visible in key areas at key times.

#### Illegal Parking

77. Illegal parking was highlighted as a key concern in a majority of meetings. The PCC along with the Chief Constable have worked with politicians and officers from county and district councils and agreed the transference of civil parking enforcement to districts with a

projected implementation date of April 2019. In the meantime, clear guidance has been given to constabulary staff to ensure a proportionate response and effective publicity to issues causing community concern.

### Speeding

78. This was also raised at a majority of meetings and the PCC highlighted the increase in resource within Roads Policing including casualty reduction. There were some occasions where the contact between SNTs and community speed watch was of concern and the Chief Constable assured those raising such issues that speeding as one of the fatal four is a key priority for the organisation, and that where poor communication was highlighted action would be undertaken.

### PCSO working hours

79. Some areas expressed concern at the limiting of PCSO working days to 18:00. Further work is being conducted to establish whether there is an evidence base of increased demand to support an alteration to the hours for some PCSOs at certain times in specific locations.

## Next Steps

80. Taking the findings of this evaluation into account, the constabulary will now undertake to refine its policing model further. A continuous improvement unit, headed by a Detective Superintendent will co-ordinate the following actions points:

- a) An ongoing programme of work into monitoring CCR demand, resourcing and the impact of the new telephony system aimed specifically at maximising the effectiveness and efficiency of the constabulary's first response to callers.
- b) A specific project to review and refine the THRIVE model in order to maximise the use of front line resources and improve the 'flow' of the local policing model.
- c) Development of a new demand modelling programme to ensure the effective use of the ICMH.
- d) Implementation of the 'Augustus' release of Athena, which will offer additional functions for monitoring compliance with the victim's code, problem solving with partner agencies and more.
- e) Implementation of mobile technologies including phones, tablets and body worn cameras to increase officer capabilities and time available for front line duties.
- f) Introduction of 'sounding boards' to proactively receive, assess and act on ideas and feedback from officers and police staff.

- g) Explore options for further workforce modernisation particularly within specialist skills areas. Options include use of special constabulary in investigative capacities and direct entry.
- h) The formation of a new sickness and absence working group to co-ordinate activities aimed at workforce welfare, morale and capability.
- i) The introduction of an Employee Assistance Programme (EAP) for all employees to provide confidential support to assist with personal or work-related problems affecting health, well-being or performance.
- j) Continuation into reviews of supervisor to staff ratios in the County Policing Command, working hours for PCSOs, and the management of property.