Warwickshire Police and Crime Panel

26 September 2014

Agenda

A meeting of the Warwickshire Police and Crime Panel will be held in the **Council Chamber, North Warwickshire Borough Council, Atherstone, on 26th September 2014, commencing 10.00 a.m.**

1. **General**

   (1) **Apologies**

   (2) **Members' Disclosures of Pecuniary and Non-Pecuniary Interests**

   Members are required to register their disclosable pecuniary interests within 28 days of their election of appointment to the Council. A member attending a meeting where a matter arises in which s/he has a disclosable pecuniary interest must (unless s/he has a dispensation):

   - Declare the interest if s/he has not already registered it
   - Not participate in any discussion or vote
   - Must leave the meeting room until the matter has been dealt with (Standing Order 43).
   - Give written notice of any unregistered interest to the Monitoring Officer within 28 days of the meeting

   Non-pecuniary interests must still be declared in accordance with the new Code of Conduct. These should be declared at the commencement of the meeting.

   (3) **Minutes of the meeting held on 18th July 2014**

2.   Public Question Time

Up to 30 minutes of the meeting is available for members of the public to ask questions on any matters relevant to the business of the Police and Crime Panel or the Police and Crime Commissioner. Questioners may ask two questions and can speak for up to three minutes each. To be sure of receiving an answer to an appropriate question, please contact Georgina Atkinson at least 3 working days before the meeting. Otherwise, please arrive at least 15 minutes before the start of the meeting and ensure that Council representatives are aware of the matter on which you wish to speak.

3.   Independent Custody Visiting

To receive a brief presentation from the Chairs of the North and South Independent Custody Visiting (ICV) service regarding their experiences of the role.

4.   Report of the Budget Working Group

To consider the report and minutes of the last meeting of the Working Group.

5.   Report of the Police and Crime Commissioner

To receive an update on the Commissioner's recent progress, activity and decisions taken.

6.   Community Safety Ambassadors

To consider a progress report on the Community Safety Ambassadors scheme.

7.   Accountability of the Chief Constable

To receive a verbal update on the Commissioner's approach to holding the Chief Constable to account.

8.   Operation Devonport

To consider the outcome of the Chief Constable's review of Operation Devonport and the Commissioner's view.

9.   Community Engagement and Delivery Plan

To receive an outline of the Delivery Plan and the Commissioner's approach to community engagement.

10.   Work Programme 2014/15

To consider the updated Work Programme and future areas of activity.

11.   Any Urgent Items

At the discretion of the Chair, items may be raised which are considered urgent (please notify Democratic Services in advance of the meeting).

12.   Date of Next Meeting

The next meeting has been scheduled for 21st November 2014, commencing 11.00 a.m. at Elizabeth House, Stratford-upon-Avon.

13.   Report Containing Confidential or Exempt Information

To consider passing the following resolution: *"That members of the public be excluded from the meeting for the item below on the grounds that their presence would involve the disclosure of confidential or exempt information as defined in Paragraph 2 of the Local Government Act 1972."*

Complaints

To consider a verbal update on any complaints received and considered regarding the conduct of the Police and Crime Commissioner or the Deputy Police and Crime Commissioner.

<u>Warwickshire Police and Crime Panel Membership</u>

Councillors:

Councillor Michael Coker	Warwick District Council
Councillor Nicola Davies	Warwickshire County Council
Councillor Peter Fowler	Warwickshire County Council
Councillor Dennis Harvey (Chair)	Nuneaton and Bedworth Borough Council
Councillor Phillip Morris-Jones	Warwickshire County Council
Councillor Peter Morson	North Warwickshire Borough Council
Councillor Derek Poole	Rugby Borough Council
Councillor Gillian Roache	Stratford-upon-Avon District Council
Councillor Jenny Fradgley	Warwickshire County Council
Councillor June Tandy	Warwickshire County Council

Co-opted Independent Members:

Bob Malloy
Robin Verso (Vice-Chair)

Webcasting Notice

Please note that this meeting will be filmed for live or subsequent broadcast on the internet – at the start of the meeting the Chairman will confirm that the meeting is to be filmed. Generally, the public gallery is not filmed; however, by entering the meeting room and using the public seating area you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes.

The webcast will be available via the following link: http://www.ustream.tv/

Contact Details

For queries regarding this agenda, please contact:
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JIM GRAHAM
Chief Executive
Shire Hall
Warwick

Minutes of the Warwickshire Police and Crime Panel
held on 18th July 2014

Webcast

A webcast of this meeting is also available at:
https://www.youtube.com/watch?v=kWKSUNmlcwc

Present:

Members of the Panel

Councillors:

Richard Chattaway	Warwickshire County Council (replacing Councillor June Tandy for this meeting)
Michael Coker	Warwick District Council
Nicola Davies	Warwickshire County Council
Peter Fowler	Warwickshire County Council
Phillip Morris-Jones	Warwickshire County Council
Dave Parsons	North Warwickshire Borough Council (replacing Councillor Peter Morson for this meeting)
Derek Poole	Rugby Borough Council

Co-opted Independent members

Bob Malloy
Robin Verso (Vice-Chair)

Office of the Police and Crime Commissioner

Ron Ball	Police and Crime Commissioner
Eric Wood	Deputy Police and Crime Commissioner
Neil Hewison	Chief Executive
Robert Phillips	Deputy Treasurer

Warwickshire and West Mercia Strategic Alliance

Richard Elkin	Director of Enabling Services

Warwickshire County Council Officers

Georgina Atkinson	Democratic Services Team Leader
John Betts	Head of Finance
Phil Evans	Head of Localities and Community Safety
Sarah Duxbury	Head of Law and Governance

Members of the public

Chris Cade	Community Safety Ambassador
Julie A'Barrow	Community Safety Ambassador

Minutes of the Warwickshire Police and Crime Panel
held on 18th July 2014

1.   **General**

        (1)   Apologies for absence

        Apologies for absence were submitted on behalf of Councillor Jenny
        Fradgley (Warwickshire County Council), Councillor Dennis Harvey
        (Nuneaton and Bedworth Borough Council), Councillor Peter Morson
        (North Warwickshire Borough Council), Councillor Gillian Roache
        (Stratford upon Avon District Council), and Councillor June Tandy
        (Warwickshire County Council).

        (2) Members' Disclosures of Pecuniary and Non-Pecuniary Interests

        Sarah Duxbury, Head of Law and Governance, declared a non-pecuniary
        interest with regard to Item 3, 'Police and Crime Commissioner's Annual
        Report 2014'; the nature of the interest being that Warwickshire County
        Council had provided legal services to the Office of the Police and Crime
        Commissioner (OPCC).

        (3) Minutes of the meeting held on 20th June 2014

        The Police and Crime Panel agreed that the minutes of the previous
        meeting held on 20th June 2014 be signed by the Chair as a true and
        accurate record.

        With regard to Item 6, 'Terms of Reference and Rules of Procedure',
        Sarah Duxbury advised that the Terms of Reference remained as drafted,
        in accordance with the legislation.

2.   **Public Question Time**

        There were no questions from the public on this occasion. The Police and
        Crime Panel requested that its meetings were promoted as widely as possible
        to encourage public participation.

3.   **Police and Crime Commissioner's Annual Report 2014**

        Ron Ball, Police and Crime Commissioner, provided the Police and Crime
        Panel with an outline of the key highlights and achievements included in his
        draft Annual Report 2014. In summary, the Commissioner reported that the
        performance of Warwickshire Police was positive, with a 9 to 12 per cent
        reduction in traditional crime types, and that the Strategic Alliance was in a
        strong financial position to mitigate forthcoming increased budget pressures.
        He explained that the report was for both key bodies and members of the
        public; therefore, it was important to strike the right balance with the content.
        He welcomed the Police and Crime Panel to comment and make suggestions
        in respect of the draft document.

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The Panel commented that the report would benefit from an outcomes-focused approach and include reference to tangible achievements. There was also some concern expressed that as the report was long and detailed, it may have little public appeal.

Members of the Police and Crime Panel asked a number of questions as set out below.

1) Councillor Chattaway requested detail on the outcomes of the extensive range of meetings that had been undertaken by the Commissioner throughout the year, as outlined in Appendix 2 of the report.

   Neil Hewison, Chief Executive, explained that the meetings demonstrated one opportunity for public communication with the Commissioner and that significant letters, emails and phone calls were also made to the OPCC. The outcome of meetings and correspondence was reflected in the body of the report, in terms of decisions made and priorities.

2) The Chair asked the Commissioner to explain his role in addressing the 25 per cent increase in the number of people killed or seriously injured (KSI) in Road Traffic Collisions.

   The Commissioner explained that an increase in the number of cyclists on the road was thought to be a key factor and that the Chief Constable would be tasked to investigate the increase in KSI in greater depth and advise what approach Warwickshire Police will take to address the issue. He added that to date, there had not been a statistically significant link identified between increased incidents and the Council Council's Part-Night Street Lighting Policy.

3) The Chair referred to the revision of the Alliance's performance framework and asked whether this would be shared with the Police and Crime Panel.

   In response, the Commissioner explained that Warwickshire Police was currently identifying methods to measure performance, without a heavy reliance on target-setting and that the new framework would be shared with the Panel, once finalised. It was noted that the Panel's Planning and Performance Working Group would, with assistance from the OPCC, develop a performance framework for the Panel to hold the Commissioner to account, which may need to draw on the police performance framework.

4) With regard to the Priority Policing Area teams, Bob Malloy requested clarification on how the resourcing of these teams had been affected by the new policing model.

   The Commissioner advised that the deployment of officers was a responsibility of the Chief Constable; however, it was his understanding that there had not been a reduction in provision to priority areas. Neil Hewison added that Operation X was subject to a review by the Chief Constable, which would include whether the current approach was

achieving all of the required outcomes. The Police and Crime Panel requested that a report on the outcome of the Operation X review be presented at a future meeting.

5) Bob Malloy queried the 'End of Year Finance Report 2013/14' section which demonstrated a 2014/15 decrease by 6.28 per cent in Protective Services, compared to a 4.81 per cent increase in Enabling Services.

Rob Phillips, Deputy Treasurer explained that a number of budgets had been centralised into Enabling Services from 2014/15 and therefore the year-on-year comparison was not accurate. He agreed that the way the information had been presented in the report could be misinterpreted by the public and agreed to amend the table.

6) Councillor Parsons queried the divisional disparity in the allocation of grants to the Community Safety Partnerships in 2013/14, particularly between North and South Warwickshire.

Members were advised that all bids were subject to a rigorous assessment process and were awarded on the strength of the application and supporting evidence. The Deputy Police and Crime Commissioner explained that the allocation of grants was a two-stage process: the first stage involved the evaluation of bids from community organisations which were locally driven and were required to demonstrate evidence against the Strategic Assessment; and the second stage involved the assessment of bids submitted by the Community Safety Partnerships against the priorities in the Police and Crime Plan. Together, these formed the Commissioner's Community Safety Grants Scheme. He added that a total £1.2 million had been allocated for 2014/15, of which North Warwickshire had received a further £28,500.

7) Councillor Morris-Jones requested confirmation of the Commissioner's approach to addressing the apparent under-reporting of business crime.

In response, the Commissioner explained that police discretion regarding crime recording was becoming increasingly restrictive and that he was confident that, given that business crime was one of his key priorities, it was now being accurately recorded in Warwickshire. The Commissioner regularly attended meetings of the Federation of Small Businesses to seek the views of the business community.

8) Councillor Fowler asked the Commissioner to clarify what measures were being addressed to tackle rural crime on a long-term basis.

Members were advised that the Commissioner was a member of the Rural Crime Network that had been established by a number of Commissioner's to identify methods and best practice approach to tackle rural crime. He would also explore the possibility of recruiting volunteers within the rural community to be his 'eyes and ears' and report information to the Commissioner regarding local issues.

9) Councillor Fowler asked a question regarding the key messages that had been reported by the Community Safety Ambassadors (CSAs) and whether the Commissioner had identified anything unanticipated.

The Commissioner said that he had received a set of reports from the CSAs which he felt confident were both independent and accurate and also provided necessary additional information to complement police intelligence and reports. He had accepted criticism regarding the launch of the CSAs and agreed that greater clarity regarding their role was required. The Chair requested that the issues raised by the Panel, in respect of the role of CSAs, be included in the report regarding the outcome of the CSA scheme review, which was due to be presented to the Panel on 26th September 2014.

10) Councillor Davies requested clarification regarding the role of the Alliance Governance Group and whether it was fit-for-purpose and delivered the right decisions for Warwickshire residents.

In response, the Commissioner stated that he was confident that the Alliance Governance Group was adequate and that he was able to successfully influence and represent Warwickshire needs at that level. He provided members with an example of a recent decision that had been taken by the Group, that had resulted in Leek Wootton retaining its control centre. In response to a further question from the Panel, the Commissioner advised that Warwickshire Police was an independent body in a collaboration arrangement and that the success of the Alliance did not signal an intention of a merger. Although resources were proportionately allocated with a 69:31 (West Mercia:Warwickshire) split, the decision making was 50:50, which had ensured that Warwickshire was in a strong position in the Alliance.

11) Councillor Morris-Jones asked a question regarding the provision of medical care equipment in custody suites.

The Panel was informed that the Life Signs monitoring equipment was not currently in use at the Leamington site; however, the OPCC received regular reports from the Independent Custody Visiting (ICVs) which were followed up rigorously and any issues identified were raised with the police. The Panel requested that the Chairs of the ICVs be invited to a future meeting to share their views and experiences with the Panel.

12) Councillor Coker pointed out that there was a reported low conversion rate for persons arrested for domestic abuse being subsequently prosecuted by the Crown Prosecution Service (CPS).

The Panel was advised that the HMIC (Her Majesty's Inspectorate of Constabulary) report had judged Warwickshire to be in a positive position with regard to dealing with domestic abuse; however, further work was required and a detailed report with recommendations was being developed. The Chief Executive added that addressing Domestic Violence

was included in the Commissioner's Police and Crime Plan 2013-17, with a focus on improving police performance. The Panel requested that the report and recommendations be presented at a future meeting.

13) Councillor Davies pointed out that in Warwickshire, only 6 per cent of rapes resulted in a charge or caution and that the national average was 18 per cent. She asked the Commissioner to explain the reasons for the underperformance. She also asked how officers were trained to deal with rape incidents and what confidence and support they provided to the victims to progress the prosecution process.

The Commissioner explained that he had a good working relationship with Warwickshire County Council's Sexual Violence liaison officer, who had not reported any particular issues that were unique to Warwickshire; however, he agreed that Warwickshire's performance against the 18 per cent national average was a concern and that the Chief Constable would be tasked to examine the key issues and reasons for the level of performance. The Panel requested information on this, once available.

The Chair thanked the Police and Crime Commissioner for the Annual Report 2014.

The Police and Crime Panel agreed to:

1) Note the report and make the following recommendations to the Police and Crime Commissioner, in respect of the draft Annual Report 2014:

   i)   That the 'Warwickshire Police Performance' section include greater detail regarding performance and crime statistics; and

   ii) That the 'End of Year Finance Report 2013/14' section provides greater clarity to avoid the misinterpretation of year-on-year budget comparisons.

2) Request that a report on the outcome of the review of Operation X be presented at a future meeting;

3) Request that the issues raised by the Panel, in respect of the role of CSAs, be included in the report regarding the outcome of the CSA scheme review, on 26th September 2014;

4) Request that the Chairs of the ICVs be invited to a future meeting to share their views and experiences with the Panel;

5) Request that the report and recommendations to improve police performance and increase prosecutions in respect of Domestic Abuse be presented at a future meeting; and

6) Request that a report on the reasons for Warwickshire's apparent low performance, when compared to the national average, in the number of reported rapes resulting in a charge or caution be presented at a future meeting.

4. **Joint Property Vehicle**

Richard Elkin, Director of Enabling Services (Warwickshire and West Mercia Strategic Alliance), provided the Panel with an outline of the development of the Joint Property Vehicle (JPV), a single property unit that would take on all property and estate management responsibilities for a number of public sector bodies in the Warwickshire and West Mercia areas. The JPV would be a Publicly Owned Company, owned by its member bodies, which would deliver anticipated benefits to the public by enhanced service provision and to the public bodies through reduced costs.

It was reported that the Police and Crime Commissioners for both areas, supported by the two Chief Constables, had recently agreed to participate in the production of a Full Business Case (FBC) for the establishment of the JPV. Richard Elkin provided a summary of the three key workstreams that had been identified to address issues and potential complications that had been raised by the police. The FBC was on track for completion by October 2014 and, if successful, it was anticipated that the JPV would be launched in April 2015.

In response a question raised, the Panel was advised that Warwickshire Police and West Mercia Police already had shared property management arrangements in place and that the JPV would be an extension of this to include local authorities, health bodies and other public sector organisations. Each partner in the JPV would retain ownership of its properties and full sovereignty in terms of decision-making regarding the use of those properties. Warwickshire County Council was not currently a proposed partner in the JPV.

The Panel raised a number of issues regarding sovereignty of the partners and service delivery. Richard Elkin provided assurance that the issues raised by members were those that had been identified and were being addressed via the three workstreams as part of the FBC process.

With regard to potential vested interests, members were advised that future governance and decision-making of the JPV would be via a representative body comprised of all of the partners; therefore, priorities for the JPV, in terms of estate management, would be set by the partners.

The Chair pointed out that the Ministry of Justice had a similar approach to estate management at present which had delivered a questionable service in terms of quality and responsiveness. Richard Elkin advised that it was his understanding that the Ministry of Justice arrangement was through a privately owned company, whereas the JPV would be publicly owned and

governed by each of the public sector partners; therefore, it would have different priorities in terms of estate management.

The Police and Crime Panel agreed to note the report and asked the Commissioner to explore whether the Full Business Case could be shared with the Panel prior to final decisions being made.

5.   **Work Programme 2014/15**

The Police and Crime Panel considered the Work Programme 2014/15 and updated Recommendations and Actions document.

Georgina Atkinson, Democratic Services Team Leader, reported that the first meeting of the Planning and Performance Working Group had been scheduled for 27th August 2014. The purpose of the meeting was to develop a framework for monitoring the performance of the Police and Crime Commissioner and the delivery of priorities in the Police and Crime Plan 2013-17.

The Police and Crime Panel:

1) Agreed the updated Work Programme for 2014/15;

2) Noted the update on recommendations and actions previously requested by the Panel;

3) Agreed to seek representation at the rescheduled conference event on 17th October 2014;

4) Noted the update on its Task and Finish / Working Groups; and

5) Request that information and data regarding Road Traffic Collisions involving cyclists, and extenuating factors, be presented at a future meeting.

6.   **Urgent Items**

Councillor Morris-Jones requested information on how the Police complaints system is currently working with data on volume and outcomes of complaints. The Commissioner undertook to provide this to future meeting of the Panel.

7.   **Date of Next Meeting**

The Police and Crime Panel noted that the date of the next meeting had been scheduled for 26th September 2014, commencing 10.00 a.m. at North Warwickshire Borough Council, Atherstone.

8.   Report Containing Confidential or Exempt Information

The Police and Crime Panel noted that as there had not been any complaints for its attention since the last meeting, there was nothing to discuss for this item and therefore there was no need to exclude the press and public.

The meeting rose at 12:40 pm

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Chairman

Warwickshire Police and Crime Panel

26th September 2014

Independent Custody Visitors

Recommendations

That the Warwickshire Police and Crime Panel receive a brief presentation from the Chairs of the North and South Independent Custody Visitors (ICVs) regarding their experience of the role.

1.0   Summary

1.1   Independent Custody Visitors (ICVs) are members of the community who have been selected through an interview and induction process. They must have no direct involvement in the criminal justice system; for example, as serving police officers or special constables. Their main duty is to visit police stations unannounced to check on the welfare of people in police custody. Visits are always undertaken in pairs.

1.2   As stipulated in the Home Office Code of Practice, 2003:

"Independent Custody Visiting is the well-established system whereby volunteers attend police stations to check on the treatment of detainees and the conditions in which they are held and that their rights and entitlements are being observed. It offers protections to both detainees and the police and reassurance to the community at large."

1.3   Further information on the role of the ICV is available on the Police and Crime Commissioner's website: http://www.warwickshire-pcc.gov.uk/information/plans-and-performance/Independent%20Custody%20Visitors%20Information.pdf

1.4   The Chairs of the North and South Independent Custody Visitors (ICVs) will be in attendance at the meeting to share their experience of the role. This will then be followed by a brief Question and Answer session, where the Panel is welcome to put relevant questions to the Chairs.

Warwickshire Police and Crime Panel

26th September 2014

Report of the Budget Working Group

Recommendations

That the Warwickshire Police and Crime Panel:

1) Considers the minutes Budget Working Group meeting in respect of Quarter 1 2014/15 information; and

2) Appoints additional members to the Budget Working Group.

1.0   Background

1.1   At its meeting on 20th June 2014, the Warwickshire Police and Crime Panel agreed to undertake quarterly budget monitoring in respect of the Police and Crime Commissioner's budget and to delegate this to the Panel's Budget Working Group

1.2   The first quarterly meeting of the Budget Working Group was held on 19th August 2014 to consider the following information:

- Quarter 1 (2014/15) Budget Monitoring
- Strategic Alliance – Quarter 1 Outturn Report
- Strategic Alliance Change Programme

2.0   Key Findings

2.1   The minutes of the Budget Working Group meeting are attached at **Appendix A.**

3.0   Future Meetings and Membership

3.1   The future meetings of the Budget Working Group have been scheduled as follows:

- Quarter 2 – 12th November 2014, 2.00 p.m.
- Quarter 3 and Precept – 13th January 2015, 2.00 pm.
- Quarter 4 – TBC (May 2015).

3.2   The current membership of the Working Group is Cllr Peter Morson, Cllr Gillian Roache and Mr Robin Verso. To widen the Panel's engagement with the quarterly budget monitoring, it is suggested that the membership of the Working Group be increased to 5-6 members.

Appendices:

Appendix A – Minutes of the Budget Working Group, 19th August 2014

	Name	Contact details
Report Author	Georgina Atkinson	georginaatkinson@warwikshire.gov.uk
Head of Service	Sarah Duxbury	sarahduxbury@warwickshire.gov.uk
Strategic Director	David Carter	davidcarter@warwickshire.gov.uk

**Minutes of the Police and Crime Panel – Budget Working Group
held on 19th August 2014**

Present:

Members of the Panel

Councillor Gillian Roache (Stratford-upon-Avon District Council)
Robin Verso (Co-opted independent member)

Warwickshire County Council

Georgina Atkinson, Democratic Services Team Leader
Virginia Rennie, Group Accountant

Office of the Police and Crime Commissioner

Ron Ball, Police and Crime Commissioner
Dave Clarke, Treasurer
Rob Phillips, Deputy Chief Finance Officer

1. General

Robin Verso was appointed as Chair for the meeting.

(1) Apologies

Apologies for absence were received from Councillor Peter Morson (North Warwickshire Borough Council).

(2) Members' Disclosures of Pecuniary and Non-Pecuniary Interests

There were no disclosures of interests on this occasion.

2. Q4 End of Year (2013/14) Report

The Budget Working Group noted the issues raised at the meeting of the Police and Crime Panel meeting on 20th June 2014, as follows:

- the differences between the outturn and the forecast at the time the precept was set;
- an explanation for the capital programme underspend;
- the use of revenue for capital purposes, the reserves position and current thinking on the Reserves Strategy.

Members noted that these issues would be considered with the presentation of the budget reports at the meeting.

**Minutes of the Police and Crime Panel – Budget Working Group
held on 19th August 2014**

3. Q1 (2014/15) Budget Monitoring

The Budget Working Group considered the report including Base Budget information, the Medium Term Financial Plan and Reserves. Dave Clarke reported that there was a projected underspend of £8.25 million across the Strategic Alliance. This figure included the projected £2.31 million expenditure for Operation X. The majority of the underspend related to officer pay as a result of a higher turnover in police officers than anticipated. For example, the staffing model had predicted that 53 officers would leave between January 2014 and the end of Q1; however, 100 had left. Both Police and Crime Commissioners had requested that this be addressed as a matter of urgency and a major recruitment campaign was due to start in the near future which would increase officer numbers and reduce the underspend. The money would also be utilised to modernise the forces and the Chief Constables had been asked to come forward with proposals. The Commissioner added that the aim was to recruit 240 police officers across the Alliance in order to avoid a shortfall in future.

A discussion took place with regard to the Safer Neighbourhood Teams and the frequency and length of vacant posts. Additional resources would be allocated to ensure that replacement officers were identified in advance to fill vacancy posts immediately and therefore ensure that the teams were adequately resourced on a constant basis. The Budget Working Group was reassured that the resourcing of the Safer Neighbourhood Teams was being addressed.

The significant underspend in the Capital Programme was attributed to a weak planning process which had resulted in projects been added to the Programme without insufficient assessment and consideration of timescales. As a result, the Programme experienced slippage which presented as an underspend. Henceforth, it was intended to revise the whole capital planning process. The Working Group requested a copy of the revised Capital Programme process when finalised.
The level of underspend was also attributed to cultural differences in the approach to the delegation of budgets, particularly in West Mercia, where it had taken time to adapt to the decentralisation of budgets and decision-making. This had resulted in delayed authorisation of a number of projects where expenditure should have already been made, hence the underspend. The Working Group was assured that the devolvement of financial management across the Alliance was improving.

The Working Group asked the Commissioner whether he felt that he could continue to justify the 2014/15 precept increase of 1.99% in light of the projected underspend and the level of reserves. Dave Clarke advised that the level of underspend was, at present, common among many public sector organisations given that expenditure was on a downward trajectory; for example, vacant posts were not being filled, resulting in significant savings in advance of budget reductions. In addition, the probability of recouping foregone income in future years (through higher precept increases) was unlikely as it was anticipated that future governments would continue to cap the precept at around the rate of inflation. In this situation, any decision not to increase the precept would result in a reduction in the overall base budget and subsequently a reduction in expenditure.

**Minutes of the Police and Crime Panel – Budget Working Group
held on 19th August 2014**

The Commissioner added that with the current level of underspend, he recognised that it was difficult to justify further precept increases to the public; however, he gave assurances that the level of underspends would be addressed.
Members noted that the balance of reserves at the end of the Medium Term Financial Plan period would be £10.5 million, reduced from a projected £33.2 million at 1st April 2014 (in addition to £6 million earmarked to offset risks facing the Alliance). The £10.5 million would be held as uncommitted reserves to fund operations such as Operation X. With regard to the use of reserves, Dave Clarke advised that the Commissioners had the choice to either: a) use reserves to offset the shortfall for a 0% precept increase; b) maintain the existing level of reserves; or c) identify alternative proposals for the use of reserves (this was the current decision of the Warwickshire PCC).

Following further questioning from the Working Group regarding the Medium Term Financial Plan, the following points were noted:

1) The Base Budget would be revised each year due to changes arising from the integration of teams;
2) The Rural Crime programme of activity was being developed and was likely to result in an underspend for 2014/15;
3) The non-pay related services would also be subject to zero-based budgeting in order to identify unnecessary underspends; and
4) The grant assumptions were still reliable.

Members were advised that the StraDA (Strengthen and Deepen the Alliance) Programme would deliver further changes to maximise the use of resources, in addition to savings arising from the integration of back office systems, the Command and Control centres and the streamlining of criminal justice processes. Further savings opportunities which had been identified in the HMIC report would also be fed into the StraDA Programme.

The Budget Working Group:

1) Noted the report;
2) Requested that a copy of the revised Capital Programme process, when finalised, and the Medium Term Financial Plan, be presented alongside the 2014/15 Q2 Budgetary Control report to the November meeting;
3) Stressed the urgency of recruiting police officers to the existing vacant posts in order to address the underspend; and
4) Requested information on existing staffing levels for the Safer Neighbourhood Teams, including the number and length of time of vacant posts.

**Minutes of the Police and Crime Panel – Budget Working Group
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4. Strategic Alliance – Quarter 1 Outturn Report

Members considered the report and were advised that all projects in the Capital Programme were subject to approval by the Police and Crime Commissioners before expenditure could be made. The Commissioners also considered the Full Business Cases for significant projects.

With regard to the headline summary 2014/15, a question was raised regarding the low forecast actual of £324,600 for vehicles, plant and equipment in Warwickshire. In response, Dave Clarke advised that the underspend would be fully utilised by the end of the year and that multiple purchases in this area were usually made at one time, rather than as individual purchases over a period of time.

A discussion took place with regard to the Capital Programme and the need to ensure rigorous planning and timescales being agreed prior to inclusion on the Programme. The funding of Capital spending was yet to be determined and would depend on the availability of revenue underspend and reserves against borrowing costs.

The Budget Working Group noted the report and requested that the existing underspend for vehicles, plant and equipment in Warwickshire be revised in future.

5. Strategic Alliance Change Programme

Members considered the revised Change Programme report and noted that the original Blueprint savings had increased from £30.2 million to £34.2 million. A high proportion of the £24 million savings achieved to date had been generated from the restructuring of the two forces and the implementation of a single operating model, with a further £5 million of post reductions anticipated. Savings in respect of the Command and Control Centres and the streamlining of Criminal Justice processes were currently at risk. With regard to the non-pay savings, the Working Group was advised that as the budgets had already been reduced, any slippage would need to be funded in year.

Members considered Appendix B which outlined the structural change that had been achieved through the deletion of former posts and creation of Blueprint posts. This was monitored on a regular basis by the Change Programme Board in order to identify slippage. The current position indicated that 82% of the final Blueprint posts had been created.

The Budget Working Group:

1) Noted the report;
2) Requested that an update on the savings areas, as outlined at 3.4 in the report, be presented to the November meeting; and
3) Requested an update on the E-CINS system.

**Minutes of the Police and Crime Panel – Budget Working Group
held on 19th August 2014**

6.   Date of Meetings

The Budget Working Group agreed to meet quarterly as follows: August (Q1), November (Q2), January (Q3 and Precept) and May (Q4) (dates to be confirmed by email).

Members considered the benefits of increasing membership to the Budget Working Group, particularly when reviewing the proposed precept. It was agreed that the date for future meetings be shared with the Police and Crime Panel and additional members welcomed to join.

Item 5

Report to the Police and Crime Panel

Report on the work of the Office of the Police and Crime Commissioner

26th September 2014

1) Purpose:

The purpose of this report is to provide members of the Panel with an update on the key activities that have taken place since the Panel last met on 18th July when the Panel considered my Annual Report for 2014.

2) Annual Report:

The Panel's comments concerning my report were noted and the following recommendations made by the panel have been included in the report:-

- that the 'Warwickshire Police Performance' section includes greater detail regarding performance and crime statistics; and

- that the 'End of year Finance report 2013/14' section provides greater clarity to avoid the misinterpretation of year on year budget comparisons.

The amended annual report has been circulated to Panel members and published on the Office of the Police and Crime Commissioner (OPCC) website, together with the Police and Crime Panel's formal response to the Annual Report.

Progress on other issues raised by the Panel during the last meeting is outlined below:

Road Traffic Collisions Including Cyclists:

A report from Warwickshire Police on the upturn (25% increase) in the number of people killed or seriously injured in Warwickshire during 2013/14 is in the final stages of preparation by the Head of the Warwickshire and West Mercia Road Safety Partnerships and will be circulated to Panel in due course.

Domestic Abuse and Sexual Violence:

The Panel expressed two concerns:-

1. The low conversion rates for persons arrested for domestic abuse being subsequently prosecuted by the Crown Prosecution Service.

2. That only 6% of reported rapes in Warwickshire result in a charge or caution, compared to 18% nationally.

The Panel was also seeking information on how officers are trained to deal with rape incidents and the support they provide to victims during the investigation and prosecution process. A report on these concerns from the Head of Protecting Vulnerable People for Warwickshire and West Mercia Police will be forwarded to members once it has been completed.

<u>Police Complaints:</u>

The Panel was seeking assurance that complaints made against the police were being effectively managed and dealt with in a timely fashion. A report from DCI Patterson, Warwickshire and West Mercia Professional Standards Department is attached as **Appendix A.**

An internal review of the Alliance Professional Standards Department is ongoing with a report expected during the Autumn. In addition, the outcome of a recent HMIC inspection into PSD is expected to be published late September, early October.

<u>Business and Rural Crime:</u>

An update on progress in this area will be provided to the Police and Crime Panel during the meeting of the Panel on 21st November 2014, in line with the Panel's work programme.

<u>Community Safety Ambassadors:</u>

This is a specific agenda item (Item 6) for the Panel meeting being held on 26th September 2014.

3) Force Performance:

The meeting will be provided with an up to date performance summary on the date of the Panel meeting. The report will be in a new format to ones previously circulated to the Panel. I will talk through the performance figures during the meeting and take questions.

4) Commissioner's Engagement Strategy:

This is a specific agenda item (Item 9) and a separate report has been compiled, for consideration by the Panel.

5) Operation Devonport:

A report on the outcome of the Operation to date, together with proposals for the future direction of this initiative, will be presented to the Panel by Chief Superintendent Martin McNevin, together with an accompanying report for consideration by the Panel (see Item 8 on the agenda).

6) Victims Commissioning Update:

Positive changes in the status and position of victims within the criminal justice system began in 2008. Research, commissioned by the government, led to changes in thinking and practices. In 2012 the government clearly stated that it would end its annual national grant to Victim Support and devolve the money to Police and Crime Commissioners. The requirement would be for PCCs to commission support services for victims of crime locally. A target date of 1st April 2015 has been set for new arrangements to be put in place.

The move from a centralised monopoly between the Ministry of Justice and Victim Support to locally commissioned arrangements is not without particular challenges. Commissioning practices and cultures generally, it seems, are not well established within PCC working practices. The transition to becoming a commissioning body is challenging. In addition, the competitive market place that might provide best service providers for this 'specialist business' is immature and under developed. That means Victim Support remains as a potential monopoly supplier of services to many victims of crime within PCC jurisdictions. It means PCC tendering options are potentially extremely limited in the short to medium term. In the longer term development needs to be brought to the market place that could secure better value for money services for victims.

The situation in Warwickshire is exacerbated by the victim demand and needs profile being small compared to many other PCCs. This further limits potential supplier availability – Warwickshire economies of scale it might be suggested do not stimulate the market place and encourage suppliers. Current Victim Support data suggests approximately 7,000 cases are referred annually. The referrals are made principally by the police. Currently Warwickshire Police record about 28,000 crimes annually.

In order to provide resilience and strength to the commissioning process Warwickshire OPCC is working very closely with West Mercia OPCC to develop a victim's strategy and commissioning model that utilises economies of scale and delivers the best value for money. In the first instance, Warwickshire and West Mercia are working with a tendering process led by Surrey, Sussex and Thames Valley PCCs (SSTV). In its simplest terms this is a framework approach comprising of over 20 PCCs who have collectively gone to the market place, led by SSTV, in order to find the best bidder. Received bids are currently under evaluation. This process is hoped to be completed by the end of September 2014. However, if the tenders received do not produce a supplier suitable for Warwickshire and West Mercia's needs an alternative solution will have to be found.

In the short to medium term that will likely mean that Warwickshire and West Mercia will seek to establish a continued working relationship with Victim Support.

In terms of the position of Victim Support, there is a general consensus across the PCC world that indicates the immediate future should not be one without Victim Support. There are some PCC exceptions to this view. But whilst there maybe concerns about historical efficiency, scope of role and value for money there is also a desire to work with Victim Support, improve local services to victims and performance manage better the issues alluded to. Victim Support has a 40 year track record of experience and organisational

culture of supporting victims of crime. It has significant brand and reputational status, but perhaps most of all it has a very well established victim care model of supporting victims locally, regionally and nationally. The model utilises an extensive network of trained and dedicated volunteers. This is supported by quality assured case and data management systems. To dismiss this experience and practice in the short to medium term would not be advisable in my view. Vulnerable victims would be let down. The coping and recovery process would be put at risk. That is not to say that proper development of the market in the longer term may produce viable competitors to Victim Support and offer better value for money services.

7) HMIC Review Responding to Austerity:

A copy of this document has been circulated to all Panel members for consideration. The inspection asked the following three questions and graded the force accordingly:

- To what extent is the force taking the necessary steps to ensure a secure financial position for the short and long term?   Grade: Outstanding
- To what extent is the force efficient?   Grade: Good
- To what extent is the force effective?   Grade: Good

Overall the force was judged by HIMC to be 'Good' in providing value for money.

In my response to the Home Secretary I welcomed the report and its very positive remarks but I did query why the overall grade had not been outstanding. My response addressed the key points that were highlighted in the report and a copy of my letter is attached at **Appendix B**, for consideration by the Panel.

In my view there are three contributory factors as to why we have been graded 'Good':

- The strong financial position I inherited together with ongoing sound financial management.
- The impact of the Alliance with West Mercia.
- My own insistence on responsible spending.

Having said that, I am not complacent. There remain many challenges ahead to deliver the savings required by 2018/19, but in my view we have the necessary drive and momentum to achieve what is required.

8) Police Foundation Independent Review of the Warwickshire and West Mercia Strategic Alliance:

A copy of this report is attached at **Appendix C.** When Bill Longmore and I commissioned this review of the Strategic Alliance it was on the clear understanding on my part that we would get a frank, thorough, warts and all report from them and they have not disappointed. The Police Foundation was allowed unfettered access to whoever they

wanted to talk to and that is evident from the final product. My response to the report I will split into three parts.

Firstly, it is very gratifying to note the comments about the remarkable success of the Alliance and it is probably true that we could and should do more to herald that success. What has been achieved is unique and is a tribute to those who have led and managed this complex project with no discernable impact on performance.

Secondly, the authors have identified a number of areas where we can do things better. The report has triggered work in some areas and added impetus in others, that will be of significant benefit to the Alliance overall. We are grateful for that.

Thirdly, the authors and I are unlikely to agree over some issues for example single leadership. It is clear that their view is that both forces should merge. The report lists a number of what they see as advantages in doing that. It is a pity that the balancing arguments of what Warwickshire would lose by that arrangement have not been addressed. Equally, it is a shame that the report as originally commissioned does not suggest any innovative proposals to improve the leadership of the Alliance and merely focuses on leadership in a traditional merger between two forces.

I am delighted that the report was commissioned and generally I am pleased with the content. I view this whole exercise as an example of me doing my job in an open and transparent way.

9) Trust, Integrity and Ethics Committee:

As referred to in my Annual Report the Alliance Governance Group has formally approved a statement of purpose and formal terms of reference for the Committee (see **Appendix D)**. Interviews to select the five committee members took place on 1st September and the first committee meeting took place on 22nd September. The agenda for the meeting principally focussed on providing members with a clear understanding of their role and the purpose of the Committee. Briefings on key issues such as an overview of police conduct, complaints and the code of ethics were provided bringing the members quickly up to date with the key issues in these areas.

The work of the Committee will develop over time as it begins to address the requirements of the terms of reference. It is intended that the Committee will meet quarterly with appropriate task and finish groups being appointed when the needed arises. In my view the Committee should not be chaired by a PCC, it should be independent and the Chief Constable agrees with this view.

Progress will be reported in future Police and Crime Panel updates.

10) OPCC Staffing:

During August two new members of staff joined my team.

Policy and Research Officer Rebecca Parsons who will lead on Performance and Scrutiny and be the formal liaison point for Nuneaton and Bedworth Community Safety Partnership and the Police in that area. Rebecca joins us on secondment for 6 months from Warwickshire County Council. Her previous experience as a child protection social worker will complement the skills and experience of other members of the OPCC team.

Mina Sharma, our new Media and Communications Officer, joins the team, having formerly worked for Westminster City Council, the British Institute of Architects and the Department of Health in London. Mina's appointment will enable me to communicate more effectively with the public. Recruitment to both posts has previously been reported to the Panel.

11) Public Scrutiny Meeting:

On 25th June a Public Scrutiny Meeting took place at Lawrence Sheriff School.

During the first part of the meeting several members of the public including a pupil from the school asked questions of the Chief Constable and myself. The meeting was webcast and was followed on line by 170 people.

During the second formal part of the meeting, as well as standard agenda items such as force performance, finance and an update regarding the Strategic Alliance, ACC Lewis Benjamin presented a report on the forces response to domestic abuse and answered questions posed by Dr Wood and myself.

The latest Public Scrutiny Meeting has just taken place at King's High School, Warwick on Monday 15th September.

Following a lively public question time the meeting focussed on the issue of Child Sexual Exploitation. I was delighted that County Councillor Bob Stevens, WCC Cabinet Member and David Peplow, Chair of the LCSB were present and after outlining their respective roles answered questions about safeguarding. The meeting was webcast and attracted about 175 followers.

12) Child Sexual Exploitation (CSE):

Following the publication of the report into the failures of South Yorkshire Police and the local council in Rotherham to protect victims of child sexual exploitation and the lack of prosecutions as a consequence, on 27th August I convened a summit with senior partners from the Police and Warwickshire County Council to discuss the report and assess the historic and current level of CSE in the County.

From a police perspective there is a well-developed CSE plan. Two officers are currently working with the Youth Justice Service investigating CSE complaints/issues.

Work is in progress to establish a more comprehensive current intelligence picture with regards to CSE perpetrators in the County and the National Crime Agency are assisting in the production of this profile. Currently there is no crime category of CSE although recently markers have been used on force systems to flag such reports. The group felt it would be very useful to carry out research of police crime and incident data to try and give a sense of the scale of the problem in the county in terms of number of offences reported since 2006. This work has been commissioned.

In my view the CSE plan may be currently under resourced by the Police and I will be taking steps to ensure that an appropriate number of resources are provided in support of the plan, should that be required.

I have recently agreed to fund for 18 months two support workers for victims of CSE and their families who will work closely with the Youth Justice Service to ensure that victims, or potential victims of CSE, are properly supported.

From a County Council perspective I am advised that a strategic CSE plan is in place.

The meeting agreed that both this plan and that of the Police should be shared to ensure that a co-ordinated response to CSE in the county is achieved.

A system of Multiagency Sexual Exploitation (MASE) meetings exists. Vulnerable victims identified using a number of risk factors are referred to a MASE meeting for discussion.

During the meeting it was decided to write to all schools in the county to reiterate the MASE process and to encourage appropriate referrals.

A further meeting of this group took place on 15th September (see **Appendix E**). An update will be circulated to Panel members ahead of the meeting on 26th September.

13) Anti-social Behaviour – Community Remedy:

The Anti-Social Behaviour, Crime and Policing Act received Royal Assent on 13th March 2014. The Act places a duty on all PCCs to consult with their local communities in compiling a list of actions that once agreed with the Chief Constable can be used by officers when applying a conditional caution or community resolution as a criminal justice outcome for offenders.

The intention being that victims get justice quickly and offenders face an immediate victim focused sanction as a consequence of the crime they have committed. When such an outcome is deemed by the Police to be the most appropriate disposal, the new list of actions, will be offered to a victim so that a meaningful punishment can be chosen.

The Act required PCCs to publish the list of actions in a Community Remedy Document. The Home Office requires the Community Remedy Document to be in place by 20th October 2014 with consultation and publication processes completed.

Consultation in in progress and ends on 19th September. A meeting is scheduled between Police and PCC on 3rd October, 2014 and the implementation of the CRD on 20th October, 2014.

14) Decisions of the PCC:

The Police and Crime Commissioner has made the following decisions since the last Police and Crime Panel meeting:-

WPCC 0037 – Independent Assessment of the Strategic Alliance
WPCC 0038 – Commissioner's Grant 2014/15
WPCC 0039 – Media and Communications Officer
WPCC 0040 - Sale of the former Police Station, Birmingham Rd, Coleshill, B46 1DJ
WPCC 0041 - Creation of Dashboard for new OPCC website
WPCC 0042 - Memorandum of Understanding between the PCC and CC
WPCC 0043 - Settlement of the Protected Pension Age (PPA) Claim

A copy of the completed decision forms will be published on the PCC website together with any relevant documents in due course.

Appendices:

Appendix A – Update from the Professional Standards Department regarding Police Complaints
Appendix B – PCC Letter to the Home Secretary, 20th August 2014
Appendix C – Police Foundation Report, September 2014
Appendix D – Joint Independent Ethics Committee and Terms of Reference
Appendix E – Child Sexual Exploitation, Briefing Note for Key Stakeholders, 15th September

<u>Update from Professional Standards Department</u>

From: Patterson,David 0314
Sent: 18 August 2014 17:35
To: Benjamin,Lewis 1845
Subject: PSD - PCC Update

Sir,

Apologies for the delay in responding, unfortunately other urgent matters got in the way of my best intentions.

I took the trouble some weeks ago to meet at length with Neil Hewison to discuss PSD, in terms of the complexity of challenges we'd experienced in the past and the measures that we were introducing to improve performance for both now and in the future. As such, the OPCC should already be reasonably sighted on where we are as a department. However, in direct answer to your specific question regarding timeliness for Warwickshire complaints: -

In Spring the alliance experienced a five week backlog for the recording of complaints, largely brought about as a consequence of insufficient capacity and resilience in the resources that managed this front end process. This has now been addressed through the addition of a full time 'Complaints Assistant' and adjustments to streamline the processes involved. As such, the majority of complaints are now received, assessed and allocated with 72 hrs of receipt and well within the statutory requirements of 10 working days. A noticeable improvement should be evident in the Q2 performance data.

In terms of the speed of resolution, Warwickshire Police have never historically performed particularly well in comparison with other forces. This is largely due to the PSD model where the majority of minor complaints are allocated to local managers to investigate. The advantages of this model are that the managers are directly responsible for resolving issues involving their officers and staff. The disadvantages are that with shift patterns and other commitments delays in progressing the investigation are inevitable. To improve this position, a recent bid has been accepted for six PSI's to temporarily supplement PSD across the alliance. Three of these positions will be in Warwickshire (2 x Rugby & 1 x L/Wootton). These posts are currently in the process of being recruited with an anticipated start date of 01.10.14. The intention is that they will 'mop up' some of the stale enquiries allowing the permanent staff the time to deal with the 'here and now'.

Some additional measures that have also been introduced to improve performance are: -

- The extension of my position for a further six months

- Improved capacity for PSD systems audits to enable 'clean' management information to be available - a recent audit found some two hundred cases still open that should have been closed.
- Improved capacity for regular liaison between PSD and LPA management to identify emerging issues and improve accountability.
- Improved guidance from PSD to investigating officers on the requirements for the investigation and required timescales for completion.
- Improved processes for the timely allocation of complaints and initial contact with complainants.

As you're aware there are a number of strategic issues that may yet change the PSD landscape: -

- Home Office review -.C.I. Reakes-Williams meeting with Chair next week.
- HMIC Inspection - Report awaited.
- C.Supt Mason review of PSD.
- IPCC growth in finance and capacity.

I've gone on longer than I intended, but hopefully this will assist in providing some reassurance that we're alive to the issues and taking appropriate steps to significantly improve the situation.

Many thanks,

Dave

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**Police and Crime
Commissioner
Warwickshire**

20 August, 2014

Warwickshire Office of the PCC
3 Northgate Street
Warwick
CV34 4SP

Rt Hon Theresa May, MP
Home Secretary
2 Marsham Street
LONDON
SW1P 4DF

Ron Ball
Police and Crime Commissioner

Tel: 01926 412322
E-mail: OPCC@warwickshire.gov.uk

Dear Home Secretary

HMIC Review Responding to Austerity – Warwickshire Police

I welcome the very reassuring report from HMIC into responding to austerity for both ourselves in Warwickshire and for our alliance partners in West Mercia.

Operating in an alliance is complex but both forces have managed to deliver a good service to the public whilst achieving the savings required, as demonstrated in the report.

For Warwickshire this challenge was greater than for most forces, representing a savings requirement of 28 per cent for the period March 2011 – March 2012 compared to the 18 per cent savings figure for other forces in England and Wales.

Added to that the budget the force receives is comparatively low making the level of savings required even more challenging.

Despite these facts as a consequence of our alliance with West Mercia the force has been judged overall by the HMIC to be 'Good' in providing value for money.

"HMIC commends Warwickshire Police for making excellent progress in achieving what has been a very challenging savings target. Through the innovative and ambitious alliance with West Mercia Police, the force has demonstrated some excellent efficiency savings at the same time as continuing to provide good performance in policing Warwickshire".

Taking the whole of the report into consideration I am somewhat surprised that a grade of outstanding was not forthcoming from the HMIC.

Turning to the three questions considered during the inspection.

'To what extent is the force taking the necessary steps to ensure a secure financial position for the short and long term?'

Grade: Outstanding

As outlined above the savings required up until March 2015 were significant but despite that over the first three years of the spending review 86 per cent of the savings needed have been achieved and the force is on track to overachieve its savings target by the end of 2014/15.

I have noted that Warwickshire has higher non staff costs than most other forces and I will work with the force and our alliance partners to maximise savings in this area. Compare that with the fact that in Warwickshire the force has the lowest number of police officers per head of population in England and Wales, and the lowest police officer costs. Given these facts, the successful delivery of the savings whilst maintaining performance is an even more impressive achievement.

A joint strategy to manage reserves is being written and that will be used to support operational policing activity and enable the force budget to be balanced whilst the next force change programme from now until 2018/19 is implemented.

This programme called StraDA 'Strengthening and Deepening the Alliance' will be centrally managed and will focus on aligning resources to demand, streamlining processes and reducing bureaucracy, collaborating with others in the public sector, improving the use of information technology and improving call management.

Due to the outstanding progress made so far with our alliance partners I have no plans to move to a single force, thereby keeping intact the local democratic accountability and leadership of policing in the county.

'To what extent has the force an affordable way of providing policing?'

Grade: Good

During October 2013 a new alliance policing model was implemented. This has enabled the well-established Safer Neighbourhood Team policing style to continue in Warwickshire.

The concept of borderless policing ensures that Warwickshire and West Mercia share resources to address demand. In addition, the creation of Specialist teams across the alliance, for example the Major Investigation Unit has provided a greater resilience in specialist policing services for the public of Warwickshire.

The new model has not only delivered significant savings, but large reductions in overtime have been achieved, together with better access to pools of specialist staff as outlined, without there being any discernible impact from the public's perspective in terms of the policing services being delivered. During this period crime has continued to fall by 12 per cent. The collaboration with West Mercia is described in the report as being ground breaking and indeed during 2014/15 Warwickshire Police will spend 98 per cent of its net revenue expenditure on collaboration. which is considerably higher than the 11 per cent figure for England and Wales.

Collaboration will contribute to 32 per cent of the force's savings, which is also much higher than in other areas.

The report highlights the fact that 77 per cent of the spending review savings will be delivered from the pay budget and that this is high compared to other areas.

This is balanced by the fact that over this period the percentage of police officers remaining on the front line has increased from 87 per cent to 94 per cent, compared to an overall increase in England and Wales from 89 per cent to 92 per cent. This shows that Warwickshire Police is successfully prioritising front line crime fighting roles as it makes the cuts required.

'To what extent is the force efficient?'

Grade: Good

A project led by a Senior Police officer has commenced to conduct a more in depth and up to date assessment of current demand which will underpin the StraDA change programme referred to earlier.

This combined approach will reduce unnecessary demand and align resources to need going forward.

I am very supportive of the government's move away from traditional performance targets and in Warwickshire and across the alliance the daily focus is now on reducing harm and improving the service delivered. A performance framework with this in mind is currently under development, led by the Deputy Chief Constable for West Mercia on behalf of the alliance.

The reduction in the force response to emergency calls was highlighted in an interim review of the new policing model which was conducted earlier this year. A full post implementation review is planned later this year and I will in the meantime be making sure that improvements in this area take place during my meetings with the Chief Constable.

In terms of visibility I note that Warwickshire Police allocated 63 per cent of its police officers to visible roles. This being 7 per cent higher than that for England and Wales. When PCSO's are included this figure rises to 66 per cent, compared to 60 per cent for England and Wales.

Measures of police visibility in Warwickshire have remained broadly the same since 2010, demonstrating the force's commitment to provide a visible policing service throughout a time of financial constraint.

Overall in conclusion I am very encouraged by the report. I believe that the force is extremely well placed to meet the future financial challenges. This has not happened by accident. In my view there are three contributory factors as to why this is the case:

- 4 -

1. The strong financial position I inherited, together with ongoing sound financial management.

2. The impact of the alliance with West Mercia.

3. My own insistence on responsible spending.

Having said that, I am not complacent. There remain many challenges ahead to deliver the savings required by 2018/19, but in my view we have the necessary drive and momentum to achieve what is required.

Yours sincerely

Ron Ball
Police and Crime Commissioner

Warwickshire and West Mercia Strategic Alliance

An independent review by the Police Foundation

Final report – September 2014

Taking stock: progress to date

Celebrate success

1. The achievements of the Strategic Alliance (SA) to date are significant and should be trumpeted as a model that others could follow, albeit with an acknowledgement that the process of forging the Alliance was not perfect and lessons have had to be learned. In particular, the SA has provided the citizens and communities of Warwickshire and West Mercia with greater protection from harm and more visible policing, alongside evidence that value for money is being secured. Many of those interviewed paid testament to the influence of Keith Bristow, whose foresight and vision have left an indelible legacy not just on Warwickshire Police but in laying the foundations for the success of the Alliance.

2. It was a brave move to go down this path and the implementation of the original blueprint has been swift and effective. Other forces look with envy at the harmonisation of terms and conditions, an issue that has blighted many other collaborative ventures[1] The People Movement Plan deserves particular mention, as it was a large-scale redistribution of human assets that could have failed spectacularly but in fact worked well, as all staff association representatives concurred. In terms of operational policing, the Alliance can now more effectively 'surge' resources to deal with unexpected demand, 24-hour cover is available across more policing functions, more officers and PCSOs are based in Safer Neighbourhood Teams than in pre-Alliance days and a wider pool of expertise and experience can be tapped to respond effectively to policing challenges. Chief officers are reluctant to blow the trumpet too loudly because they recognise some limitations with the model, but from an independent perspective the Alliance offers invaluable learning to other forces on successful collaboration.

3. Managing a major change programme is difficult enough without having to find significant financial savings and to do this with little adverse impact on performance is quite remarkable, albeit helped by a decline in crime levels in recent years. The Alliance has clearly benefited both forces, though at this stage not necessarily equally. Staff in both forces feel they have been taken over by the other, and benefits differ in different places – ie, they are situation specific. Undoubtedly, Warwickshire's situation would by now have been perilous without the Alliance – swingeing cuts in police numbers would have been necessary and neighbourhood policing would have been decimated. West Mercia could, on its own, have provided effective policing while securing the first phase of cuts, but with each passing year this would become

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[1] The forthcoming HMIC report, *Valuing the Police* (July 2014), will criticise the current state of collaboration as sub-optimal, with stalling or backwards movement in some areas and particular weaknesses in joining up HR and Finance.

more and more difficult to achieve outside collaboration such as the SA. It is thus quite evidently a symbiotic arrangement that offers a platform for success rather than simply economic survival. Perhaps the key measure of the Alliance's achievement is that any future attempt to unravel this model of integrated police provision would fail all serious tests of cost-effectiveness and practicability. There is no going back to two stand-alone forces.

4. Warwickshire and West Mercia have arrived at a critical juncture in their work to bring policing services together. Neighbourhood/local policing and the great majority of specialist operations have in effect been merged under unified processes and leadership. Similarly, strategic policy-setting such as annual policing plans covers both force areas consistently while support services – principally finance, HR, estate management and IT – are increasingly close to being fully integrated. The question thus arises –where next'? At first blush the two forces have merged in all but name but closer examination reveals that this is not an accurate picture. At the apex of the management and governance structures sit two PCCs, two chief constables and two deputies, with some attendant complications around clarities of roles, responsibilities and accountability mechanisms. Two distinct organisational cultures remain evident, while some structural anomalies persist. The route map to move the Alliance forward in the face of increasingly serious financial challenges is therefore a work in progress, hence the invitation to the Police Foundation to cast a critical and independent eye on what has been achieved and, more particularly, what remains to be done.

5. Our findings are set out under five headings, outlining current problems/anomalies and then later in the report positing possible solutions under the same headings, viz:

    • Leadership and the executive team
    • Accountability and governance
    • Culture and local identity
    • Managing the change process
    • Structural issues

Leadership and the executive team

6. Both Warwickshire and West Mercia benefit enormously from a cadre of chief officers and senior police staff who possess not only a wealth of experience and expertise but who demonstrate high degrees of trust in each other, and a willingness to 'give and take' on key decisions that is unusual at this level. Personal relationships have been a bedrock for the success of the Alliance to date, as both PCCs acknowledge. But it would be a mistake to take this good fortune for granted.

7. One threat to the growing credibility and success of the Alliance is what can only be described as sub-optimal leadership arrangements, with two Chief Constables (CCs) and two Deputy Chief Constables (DCCs) overseeing an increasingly unified policing organisation. For an organisation with an overarching principle of *only doing things*

once the duplication of roles and responsibilities in the executive team is a glaring contradiction. It will become increasingly difficult to defend as the next round of cuts begins to bite deep, with a real prospect of job losses. Nationally, a police organisation of around 3,000 sworn officers and 2,500 staff would typically be managed by a six-person executive team of one chief, one deputy and four assistant chief officers. The Alliance has eight people working at this level, which is hard to justify and invites challenge as to whether this is a good use of public money.

8. Both PCCs acknowledge that the current arrangements can at times slow down decision-making and entail varying degrees of compromise. But it is easy to underestimate how much resource, effort and creative energy is required for this dual leadership to function. The current post-holders strive to make the arrangement work but strong personal relationships between the incumbents cannot be guaranteed in future as personnel change. In addition, the willingness to compromise on operational and other decisions may become ever more difficult without some clarity on how the leadership dilemma will be resolved. The majority of those spoken to believe that a leadership team of one CC, a DCC, two Assistant Chief Constables (ACCs) and one or two assistant chief officers would work well. While there would be some difficulties in one CC reporting to two PCCs these are not insurmountable, and to a limited extent the two CCs each have dual reporting already.

9. The ACCs carry major portfolios and have been heavily involved in designing and implementing the unified structure while the DCCs and CCs seem relatively less weighed down. (And perhaps as a consequence involve themselves in tactical issues such as equipment changes that should be delegated to others.) The impending retirement of Neil Brunton, Warwickshire DCC, presents an opportunity to review roles and responsibilities, and the decision not to fill the vacancy on a substantive basis pending longer-term decisions about leadership is a sensible move.

Accountability and governance issues

10. The governance and accountability framework for policing changed radically in 2012 when the Police Reform & Social Responsibility Act created elected Police & Crime Commissioners (PCCs) to replace police authorities. (The same act strengthened the duty upon policing bodies to collaborate where it is in the interests of the efficiency or effectiveness of their own and other police force areas.) The PCC role is not yet embedded; there have been some high profile problems and disputes and it is fair to say that 'the jury is still out' as to whether PCCs have met the expectations set by Government[2]. The key relationship is that between the PCC and his/her chief constable (CC), with PCCs having the ultimate power to hire and fire.

11. Accountability in Warwickshire and West Mercia is complicated by the fact that the Alliance – which is effectively one policing organisation at the level of ACC and below

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[2] See the Home Affairs Select Committee Report, May 2014; it concluded that "It is too early to say whether the introduction of PCCs has been a success" and highlighted the need for more intensive training for new commissioners.

– requires its personnel to report up to two PCCs, two Chiefs and two Deputies. This complexity is reflected in a framework that currently falls short of good governance principles. At the apex of the governance structure is the Alliance Governance Group, which meets monthly and is chaired by the PCCs in rotation; all chief officers attend. A weekly Executive Board is chaired by the two CCs in rotation, informed by a weekly Operational Board. The two chiefs meet with their respective PCCs, approximately weekly. The Police and Crime Panels meet in public approximately once a quarter, with a focus on the Policing Plans and budgets.

Problems with governance and accountability

12. Our overall finding is that governance is over-engineered, with lots of duplication - both CCs and both DCCs often attend meetings in tandem and frequent referrals to several boards are required before decisions can be confirmed. The main reason for this cumbersome approach seems to be a perceived need on the part of each force to check what is being done so that it is not disadvantaged. This need should abate as trust strengthens, but there is an enduring vulnerability in that trust is based heavily on personal relationships, which will of necessity change over time. But at the same time that the governance and accountability framework is over-engineered, cumbersome and bureaucratic, important gaps exist – in particular, there is too little holding to account for VFM. Also, a vulnerability exists in that the Alliance may not have adequately future proofed its commendable approach of joint ownership of governance responsibilities alongside a 69:31 division of resources.

13. Accountability for operational and financial matters is not well integrated, especially now that external audit has been weakened by the abolition of the Audit Commission and the use nationally of an opaque accounting framework that few people understand. Overall, value for money (VFM) is not assessed in a sufficiently robust way, although with a Joint Treasurer and single Director of Finance for the two forces there should be many opportunities to address key VFM issues. Both PCCs praised the work of the Joint Audit Committee (one committee serves both PCCs) which has a role in holding both chiefs and PCCs to account, giving it a pivotal role in the governance arrangements. But across the country Joint Audit Committees are wrestling with the challenge of providing assurance to chief constables and PCCs even though one of those bodies is charged with holding the other to account.

14. Accountability is weakened by the *ad hoc* nature of meetings between PCCs and chief officers. Not all meetings between the two PCCs and two chief constables occur on a regular formal, minuted basis, with consequent risks that decisions may be made on the basis of informal understanding and will lack transparency. The two PCC and Deputy PCCs would benefit from meeting more regularly with their respective Chief Executives present, enabling the latter in bringing coherence to the work of the two offices and ensuring effective delivery of PCC decisions.

15. The two Police & Crime Panels are not effective in attracting and engaging members of the public; their task of holding PCCs to account is undermined by constant churn in membership, with attendant problems of poor understanding of the Panel's

role[3]. Surprisingly, the Chair of the West Mercia Police & Crime Panel has never met his counterpart in Warwickshire (despite months of trying to set up such a meeting). Public accountability is very limited – meetings are typically attended by only a handful of individuals. The West Mercia PCC has created the role of 'community ambassador' to extend his network of 'eyes and ears' on the ground but the role seems neither well defined or understood. They are described as having a 'roving brief' with the attendant risks that they confuse answerability and accountability – SNT managers are not answerable to the ambassadors but are accountable only up the policing chain. On occasions the ambassadors' enthusiasm has led them to interfere in local policing matters, or attempt to explain publicly about an operational incident but get the explanation wrong.

16. The Alliance seems unbalanced in respect of transparency and devolvement, partly because Warwickshire was a highly devolved force and West Mercia was gripped from the centre, especially on finance and staffing issues. The Alliance exhibits both characteristics but not necessarily in the right ways – ie, sometimes it is 'loose' when it should be 'tight' and vice-versa. If ground rules do exist on what should be delegated and how it is accounted for then they are not well known or understood. Staff associations are involved at key stages of debate and decisions but without clear ground rules on confidentiality – eg, on the decision about where to site the merged Witness Care function, the unions set lots of hares running about the various options in advance of any decisions and before the ACC was ready to put specific proposals up for consultation. This caused unnecessary alarm and distress among staff, who were looking for clarity and certainty.

Performance monitoring

17. In line with a changed emphasis from the Home Secretary, both Warwickshire and West Mercia have moved away from a prescriptive targets regime. This has proved beneficial in creating more space for a focus on protection from harm but work is still required to embed a full understanding of how this principle affects policing on a daily basis. How should it influence decisions made about how officers spend their time and how managers direct resources? The answers to these and related questions need to be set within a fuller and more accurate analysis of demand – *where and how do the communities and citizens of Warwickshire and West Mercia need protection from harm?* – that has yet to be elaborated. A comprehensive understanding of demand will become increasingly important as the policing environment changes rapidly, and thus its absence is a glaring gap.

18. The absence of national or force targets does not in any way eliminate the need for appropriate performance information. PCCs cannot know whether service standards are rising or falling without relevant data, presented in an accessible and timely

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[3] These problems are not by any means specific to Warwickshire and West Mercia – the Home Affairs Select Committee report in May 2014 noted that "many panels have to date struggled to understand their powers and define their role". It repeated one former panel member's description of it as a "crocodile with rubber teeth".

manner. Currently, PCCs lack both independent performance information and the capability to analyse what data is available, though they recognise the need to improve in this area. Both forces have stopped the regular performance forums which existed in the 'old' era of targets, league tables, sanctions for poor performance etc. In the absence of robust performance monitoring PCCs may too often resort to 'analysis by anecdote' - feeding back comments or complaints picked up on their travels around farmers' markets, parish councils, neighbourhood forums etc. It is also difficult, when discussing police performance with a lay audience, to avoid defaulting to simple metrics such as police numbers, response times and crime rates rather than preventative measures – less quantifiable but more valuable.

19. Questions put to chief officers too often relate to detailed management matters rather than governance. There is some evidence that at times the responsibility to pose challenging questions to the CC is subjugated to the importance of maintaining good working relationships. Risk registers exist but little evidence exists that they are used properly. Did the PCCs know, for example, that HMIC was likely to report critically about both forces' poor record on rape investigation? While it may not always be easy to maintain a healthy balance between challenge and support, such balance is essential if PCCs are to maximise beneficial outcomes for their policing areas.

Culture and local identity

20. Three key elements permeate the organisational vision/values of the Alliance:
    • everything should be done just once;
    • protecting the public from harm is at the heart of all police actions; and
    • prescriptive targets are not appropriate.

21. Moving forward the task is to ensure that structures, processes and functions are all aligned to these three principles Two potential additional elements relate to the practicalities of how things get done, namely the principles of 'give and take' and 'going where the work is'. (The latter in particular builds on doing everything just once.) More work is still needed to embed vision/values, especially on the centrality of protection from harm among West Mercian officers and staff. Any decision to move to a single OCC base may also be a determining factor in how culture change will be managed.

22. A consensus is apparent about the main differences in organisational culture that came to the surface as the two forces joined services together. The West Mercia culture is characterised as more traditional, hierarchical and deferential with a tendency towards risk aversion, but also with a strong 'one family' ethos. Warwickshire's small size is reflected in short lines of communication, a sense that everyone knows everyone and feels able to approach chief officers directly, and decisions are devolved as far as practicable. But at times devolvement went too far and decisions had to be recalled to the centre.

23. As work progressed to unify policies and processes a deliberate decision was made not to push for reconciliation of these cultural traits – rather, to let a new culture emerge organically over time. In recognising that some aspects of the old cultures may not work in the new set-up it is important not to 'throw babies out with the bathwater'. A culture audit has been undertaken to assist with this stock-take of what needs to be preserved and where change is required, which is commendable.

24. A central motif of the emerging new culture is 'one workforce' but some clarification would be helpful to ensure that this very worthy principle can be embraced. For some people the phrase means an end to traditional barriers between police officers and police staff – the latter often feeling that they are treated as second class citizens. Warwickshire's leadership has worked hard to create a sense of 'we're all in this together' and achieved a commendable degree of success. However, some West Mercia officers and staff perceive the 'one workforce' adage to mean that Warwickshire and West Mercia forces are now a unified grouping. Both interpretations are helpful in moving the Alliance forward but should not be used interchangeably.

25. Differences between towns within force boundaries can be more marked than variances across county borders; for example, Worcester and Stratford-upon-Avon have more commonalities than Telford and Hereford. It is important therefore not to overstate the significance of artificial constructs such as West Mercia, which means little or nothing to most citizens. It may be more helpful to consider simply that the Alliance provides policing services to four counties, each with a proud history and all requiring similar – but not identical - levels and types of policing.

26. The issue of logos – notably the traditional bear and ragged staff in Warwickshire, which is the county logo as well as the force's – and wording on lanyards, vehicles etc has been vexing at times but securing a consensus here on core principles could be extremely helpful. While there is clearly some attachment on the part of some officers and staff to logos and existing wording, it is highly debatable whether the public notice – or care about - much other than the word 'police'. Logos and badging do not in themselves contribute anything to quality of service and there is no evidence that they affect trust and confidence. Consequently, decisions on these matters should be driven by business interests – eg, saving money by standardising uniforms – rather than subjective attachments.

27. Numerous interviewees referred to the use of social media to communicate with local people, particularly on aspects of neighbourhood policing. Unlike traditional, unilateral communication channels such as television and advertising, social media provides an opportunity to establish a two-way dialogue with audiences, actively engaging people in conversations rather than simply providing them with information. In practice, however, the police often use social media platforms simply to give or ask for information rather than engage in a dialogue with the public. It will become increasingly important for the police to understand and exploit different forms of social media, developing better ways of accessing and interpreting the information that is available through it. In the absence of a national social media strategy the Strategic Alliance should consider developing its own.

Managing the change process

28. As the Strategic Alliance enters its third year the PCCs and chief officers are keen to examine how it can be 'strengthened and deepened'. A pre-requisite is to review the first phase of amalgamating services, which has been described bluntly as 'crashing the two organisations together'. The early change management programme was conducted in silos, with only a co-ordinating role for the centre and with the two DCCs acting jointly as Senior Responsible Officers (SROs). Most of the work was directorate-led and inevitably some differences emerged. For example, in some instances staff were relieved from their ordinary duties to implement changes but more typically people delivered the required changes on top of their day jobs.

29. Effective communication is a fundamental underpinning of a well-managed change programme, aligned with a consultative approach that helps ensure a degree of 'ownership' on the part of those affected by changes. Clearly, a lot of effort went into communicating to the workforce what had to change and why, but some improvement can be made in future by adopting some good practice approaches. In particular, the style of communication matters almost as much as content and, on occasions, staff were dismayed by the length of e-mails and memos and/or the amount of jargon used to convey information. They switched off and did not feel impelled to take responsibility for finding things out because they feared that the information being made available was not accessible.

30. One issue cited frequently by interviewees was the inadequacy of HR support for the change process. Too many staff with the necessary experience and expertise left the organisation at the very point when that experience was most needed. Consequently, delays occurred in important transactional processes such as new contracts, changed terms and conditions, redeployment and so on. Promises made to managers that "we won't start with gaps" could not be kept and resilience was sacrificed in favour of savings. That problems persist with HR support is evidenced in particular by vacancy levels in Occupational Health, which at the time of the review were said to be at around 50%. Occupational Health is a vital resource to help the organisation adjust to new structures and processes, providing support to new working practices and an outlet for dealing with workplace stress. If it is not fully staffed this may jeopardise further progress and the difficulties arising from vacancies (which may relate to 'rate for the job' issues) need to be addressed.

31. The existing level of reserves – some £87 million – represents both a threat and an opportunity. The opportunities are obvious, especially in financing some of the costs of change, funding capital investment and supporting the PCCs' policing priorities. But the reserve levels may tempt the Home Office to reduce the degree of financial support provided through the grant regime. They may also help a new PCC bankroll a decision to dismantle elements of the amalgamation of policing provision. It is therefore vital that the PCCs and chief constables agree a detailed proposal for application of the reserves and make whatever commitments are appropriate in this respect as they reduce the projected level of combined reserves to approximately £20m by 2018.

32. The PCCs should prepare for different electoral scenarios and formulate contingency plan for likely changes in the external and internal environments, notably the general election scheduled for 2015 and PCC elections in 2016. (It is also possible that the referendum on independence for Scotland, to be held in September 2014, may have implications for English and Welsh forces.)

Structural issues

33. The next phase is not about 'crashing' two organisations together and gradually assessing what works and what needs amendment, but systematically preparing for the next CSR, which will demand much more painful cost reductions. Warwickshire has previously peered over a financial precipice and had embarked upon radical change prior to the Alliance, whereas West Mercia has achieved substantial gains by 'plucking the low hanging fruit'. As everyone acknowledges, future savings will be considerably harder to secure. Structural change alone cannot deliver cost savings or real benefits - streamlining units and systems will bring gains only at the margins of what is required. Primarily, structural changes should reflect the need for greater efficiency and effectiveness and enable decision-making to be more timely and less risk-averse. But, as mentioned earlier, the work to date has been hampered by the lack of a comprehensive and robust analysis of demand across the four counties, both explicit (eg, calls for service) and unmet demand in fields such as human trafficking and cyber-enabled crime, which often fail to come to light in conventional ways. Under the heading of structural issues to address we highlight:

- Regional arrangements
- Protective Services
- Threats to partnership work
- Internal structure – anomalies

Regional arrangements

34. Regional arrangements function effectively – ROCU, confidential units etc – but the Alliance lacks traction in the collective 'grab' for resources. Tasking is chaired by an ACC from West Midlands Police and, because resources are allocated according to risk and priorities, the West Midlands area - and in particular Birmingham - gets the 'lion's share'. (This is not a criticism, simply a statement of fact.) Governance is very weak. The Central Motorways Policing Group (CMPG) almost certainly represents poor value – around one-third of its cost is consumed by overheads (it has its own performance, finance, HR resource etc) and it focuses too much on motoring offences or ANPR tasking for the NCA. In the past it has been criticised for its weak performance framework and inadequate prioritisation; it struggles to demonstrate value for money. In addition, some concerns have been expressed that forces are 'hiding' some of their own costs in CMPG.

Protective Services

35. Across the range of protective services – major crime, PVP, specialist operations etc – West Mercia had built up its service levels to a gold standard and was almost certainly over-provisioned in relation to demand, whereas Warwickshire had stripped provision right back to an inappropriately low level and relied heavily on officers wearing two or three hats to meet demand. Bringing the two functions together under one ACC has allowed some rebalancing and offers both an appropriate general level of resourcing and value for money. But three areas merit review, namely:

- pressures on key aspects of Protective Services – for example, the anticipated steep increase in demands upon PVP, while the high-tech units are under-resourced and cannot cope with demand (eg, for forensic examination of computers) such that enormous backlogs build up which pose major risks to public safety and reputation;

- the management structure of the Operations department, where one superintendent has around 600 people under his command; and

- whether there is a continuing need for two surveillance teams.

36. Both PCCs articulate a clear vision about 'protecting the front line' and preserving local identities. But despite the adoption of *protecting people from harm* as a principal aim, a worrying chasm exists around how protective services operate and why their work will rarely be mentioned by members of the public, who tend to see only visible, accessible policing (ie, bobbies on beats) as important. Without a strong local narrative on some of the critical issues that sit below the public radar – and which carry the greatest reputational risk - it is possible that choices about priorities and allocation of scare resources may not be as well informed as they should be.

Threats to partnership work

37. The austerity regime applies across much of the public sector, with local authorities being especially challenged to reduce expenditure. Whenever councils need to impose cuts they focus, for obvious reasons, on discretionary services rather than those underpinned by statutory requirements. This will have implications for policing if - or more likely when - councils seek to 'shunt' some of the costs incurred onto their partners and/or simply stop doing certain work. Examples of police-related vulnerable services include whole swathes of community safety partnership work, CCTV monitoring, youth services, some aspects of road safety/traffic management, support for victims of domestic abuse and trading standards enforcement. The PCCs are alert to this vulnerability but the determination to respond effectively is hindered by the patchwork quilt of community safety partnerships at county, unitary and district level across four counties.

Internal structure - anomalies

38. Finally, we have identified two internal structure issues that may be viewed as anomalous. First, the Professional Standards Department (PSD) does not sit comfortably in the Enabling Services Directorate, as the arrangement requires the Head of PSD to report to two bosses. This breaches a core principle of single lines of accountability and should be resolved by putting PSD within the bailiwick of a DCC. The argument that much of PSD's work generates learning and intelligence on policies and processes that Enabling Services can best feed back into the organisation is not persuasive. Second, Finance and Enabling Services are separate directorates whereas in many similar-sized forces they would more typically operate as one.

Going forward – strengthening and deepening the Alliance

Leadership and the executive team

39. As noted earlier, the Alliance benefits enormously from a chief officer team with significant experience and expertise gained in diverse policing environments, balancing urban and rural settings and with a good mix of major crime and other specialisms. However, the workload across the executive team is not equitable and it is vital that roles and responsibilities are reviewed to bring a better balance. At the same time an investment in team-building would be beneficial. Some appetite evidently exists for a greater degree of visibility of the forces' leadership and the PCCs. While geography is a constraining factor, efforts should be made to adopt more 'management by walkabout'. But of greater concern going forward is the unresolved dilemma about the number of posts and the degree of duplication among the four chief and deputy chief constables.

40. When the current PCCs were elected the two forces had embarked upon extensive collaboration and indeed were moving cautiously in the direction of a merger, but this is now described as being 'off the table'. West Mercia would be content to unify the Alliance under one chief constable but Warwickshire's PCC is committed to retaining a chief constable for his county for the foreseeable future. Both PCCs are strongly committed to independence and express a wish to 'take politics out of policing'. While it is of course possible to be non-partisan – steering clear of party political standpoints – the key decisions which fall to PCCs entail choices about the allocation of scarce public resources and are thus intrinsically political. In the absence of party political influences, decisions can be driven solely by the 'best interests' test, doing what is right for local communities.

41. It is argued that neither PCC has a democratic mandate to unify the leadership under one Chief Constable and a Deputy CC. (And not just because the percentage of West Mercia and Warwickshire residents who actually cast their vote for the respective PCCs is in single figures.) Some decisions needed to progress the Strategic Alliance – for example, the location of the single control room – could become highly contentious if opened up to public debate and/or a referendum. The role of both PCC and chief constable would quickly become impossible if a mandate was seen as necessary to underpin every major decision. Perhaps the closest thing to a democratic mandate for the shape of policing in Warwickshire was the general approval secured during consultation in 2006 for merger with neighbouring forces, in the face of overwhelming evidence that the force would no longer be viable as a self-sustaining police entity.

42. What then are the options for the PCCs as they look ahead to an electoral platform in 2016? Going into the campaign with a status quo position of two PCCs, two chief constables and two DCCs is of course one option, but likely to be criticised in some quarters as an expensive fudge. An election manifesto that pledges streamlining leadership – with limited public debate or understanding of the issues – would be a gift to opponents. So if a more streamlined leadership model is to be pursued that stops short of merger[4] it needs to be settled prior to the election, perhaps following a public consultation exercise that states the benefits accrued by the Alliance to date and makes the business case for and against a single chief constable to lead both Warwickshire and West Mercia. The level of public support can undoubtedly be influenced by the strength of the business case and the way that the issues are framed.

Accountability and governance

43. Interview evidence collected for this review highlighted some key weaknesses and gaps in the governance framework and work is under way to address these. A reliable body of evidence exists on good governance principles for public bodies suggesting that a revamped framework should help the PCCs:

- Be clear about the organisation's purpose and ensure the provision of high quality, cost-effective services
- Clarify the responsibilities of those charged with governance roles
- Put organisational values into practice
- Ensure rigorous and transparent decision-making and effective risk management
- Take an active, planned approach to dialogue with, and accountability to, the public and institutional stakeholders/partners.

44. The PCC and Deputy PCC for Warwickshire have expressed a wish to see more 'embedded governance', reflecting the old police authority technique of posting a PA member on key management and policy groups and setting up committees/working groups etc which mirror force structures. This may or may not be desirable – it increases the risk that those tasked initially with a governance role get drawn into operations and management, becoming so complicit in decision-making that the scope for objective oversight is seriously compromised. But even if it were possible to embed governance it is almost certainly not feasible, because the PCCs do not have the resources to post themselves and/or their staff across the myriad structure of policy- and decision-making *fora* that exist in the Alliance. To maximise the delivery of effective policing all four key players – the two PCCs and the chief constables – must know exactly what is going on and that all key matters are minuted and

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[4] Interestingly, the Home Affairs Select Committee report on PCCs (May 2014) expressed support for the Alliance and concluded that "Where such alliances prove successful and supported by the public, we believe there is a case for facilitating the full merger of forces under a single PCC and chief constable."

recorded for defensive purposes. The PCCs must grasp the importance of governance at this level – it cannot be delegated.

45. Accountability across the Alliance is weakened by the current *ad hoc* nature of meetings between PCCs and chief officers. Meetings between the two PCCs and two chief constables should be placed on a regular formal, minuted basis to avoid any suggestion that business is being conducted on the basis of a 'gentleman's agreement' approach, and to ensure transparency. It would also be helpful if the two PCCs and Deputy PCCs met regularly as a foursome with their respective Chief Executives present. This could facilitate the intention to make the operation of the two offices more coherent and streamlined and increase the effectiveness of translating policy into practice. Overall, governance and accountability would benefit from a re-statement of key principles and a re-design of decision-making architecture, spelling out where key decisions will be made and formalising through protocols the bases of delegated powers. Such protocols could also encompass guidance on consultation and confidentiality so that parties to policy formulation and options for decisions are clear about what can be communicated and when.

46. However the governance arrangements are enhanced and streamlined, the PCCs should address head on the issue of how to reconcile the 69:31 resource split with 50:50 division of governance responsibilities. If the rationale is not clear now the Alliance becomes vulnerable to future challenges.

47. Accountability for operational and financial matters should be better integrated, exploiting the benefit of the Joint Treasurer and Director of Finance roles - which, unusually, span both forces - and that of the Joint Audit Committee. Together these structures present many opportunities to scrutinise key VFM issues. Consideration should be given to the creation of a 'star chamber' or equivalent – a high level forum with a sharp focus on the 'big ticket' items in the budget. It would probe in a structured way questions such as '*Why do we undertake this activity? Could we get the same or better results for less? How should this activity/function change in coming years?*'

48. PCCs need to understand whether or not service standards are rising or falling and should therefore require from chief officers relevant performance information presented in an accessible and timely manner. The PCC role needs to home in on the big issues – *Are we delivering what we set out to deliver? Are we getting good value from our resources? Are our officers and staff deployed according to threat and risk?* etc. In other words, PCCs need to be more intrusive and proactive, and the two newly appointed chief executives clearly understand their role in supporting PCCs here. While a good working relationship between PCC and the chief constable is important this should not be allowed to become too cosy – a degree of bite and challenge is essential if the chief is to be held to account.

49. The move away from a prescriptive targets regime was a welcome one and PCCs should continue to encourage the focus on protection from harm and the application of officer discretion. In conveying to local communities what has been achieved by

the Strategic Alliance, chief officers and PCCs have commendably tried to home in upon outcomes rather than inputs. A mature evaluation should judge policing on the absence of crime rather than the response to it, but this requires a shift in both professional and public attitudes. PCCs can play a vital role in re-orienting the assessment of police performance by holding chief constables to account for prevention rather than reaction.

50. The introduction of community ambassadors has been an interesting and innovative approach to outreach and can claim a degree of success. It can be built upon but there needs to be greater clarity about the role and some scrutiny of how it is being discharged. In particular, ambassadors need to be very careful not to conflate answerability and accountability.

51. Efforts should be made to strengthen the work of the Police & Crime Panels. Legislation (the Police Reform & Social Responsibility Act 2011) points to a dual role of 'light touch' scrutiny of, and support to, PCCs, and as noted earlier it can be hard to strike an appropriate balance between challenge and support. The churn in membership is problematic and panels have very limited resources at their disposal to train members and exercise an effective scrutiny role. It is unclear how amenable these issues are to improvement without changes in legislation, but some obvious steps could be taken. PCCs could facilitate regular meeting with both Panel chairs and provide a forward plan of key decisions and supporting information. PCCs could also exploit the potential leverage of Panels in developing strategies for effective partnership work around crime reduction and prevention. The PCCs might also consider how they can strengthen the Panels' ability to exercise scrutiny, perhaps through funding for training programmes.

52. A linked issue is the need for PCCs to delineate more fully what they hope to achieve over and above police-specific goals. It is evident that both PCCs have thrown themselves wholeheartedly into their police commissioner role, representing their diverse communities and seeking to hold chief constables to account. But by their own admission there is much of the ' *..and Crime'* element of the PCC role which has yet to receive the same attention. Victim care and commissioning strategies are still in their relative infancy but are now clearly on the agenda, and Police & Crime Panels could play a useful role in fleshing these out and helping in their delivery.

Culture and local identity

53. As work progressed to unify policies and processes a deliberate decision was made not to push culture change and try to reconcile these and other differences – rather, to let a new culture emerge organically over time. Given the amount of change that had to be absorbed in the first two years of the Alliance this may well have been the right approach, but it is evident now that moving forward will require more explicit consideration of key elements of organisational culture, such as:

- our vision – what is policing about?
- leadership styles;

- degrees of empowerment – getting the 'loose/tight' balance right; and
- inclusivity – breaking down barriers between sworn officers and police staff.

54. Chief officers and others have expressed a strong interest in pushing a more radical approach to culture change, moving on from the basic *developmental* model – small incremental steps to improve, and the *transitional* approach of rebuilding in a series of transitions, replacing 'what is' with new approaches. The desired model is *transformational,* a brave and challenging approach that is often prompted by major changes in the external environment. In the policing context these pressures include the financial strictures of the CSR, implications of the Winsor report, problems with the working of the criminal justice system and potential political changes that may flow from the General Election in 2015. A transformational change programme does not have a specified end point but is more akin to a leap into the unknown, and cannot be managed solely within linear, time-bound programme. Change occurs in four key areas:

- organisational vision
- people – what skill sets are needed, how they relate to each other
- the nature of the services delivered
- processes involved in the delivery of services

55. It would without doubt be a major undertaking to embark upon a transformational change programme and it is understandable that a degree of trepidation accompanies these discussions. But it would reflect the need to think very differently about the nature of the policing demand confronting the Alliance and how it shapes its response. An opportunity exists in the shape of the single OCC to make a major impression on culture and mindset across the organisation. The significance for the Alliance moving forward of a single command and control facility covering all four counties cannot be overstated. In terms of technological capability it has long been possible for one facility to serve two or more forces; the stumbling block has been the strong cultural tradition that gave pre-eminence to a chief constable's command and control of resources. The OCC decision marks a break with this tradition and reflects the maturity of the dialogue between PCCs and chief officers about how to progress the Alliance.

56. Local identity is clearly seen as a key element of culture change, but does not seem to be under threat. Local policing is the building block, the platform on which everything else is built and the SNTs are largely unaffected by the Alliance (other than positively by being better supported). It is vital that PCCs in particular are clear on what is meant by 'local' and 'front-line' policing in the context of a rapidly changing environment; crime is increasingly not rooted in a physical place - streets, homes, parks etc - but in cyberspace. (Which also casts further doubt upon the relevance to the public of branding and logos.)

57. At the same time methods of communication are changing – increasingly people obtain news and views via mechanisms such as the internet, Facebook, Twitter etc rather than newspapers or meetings. In a consent-based policing system

engagement is crucial in building public trust and confidence. Social media enables the police to engage better and to build relationships as well as to gather information and intelligence. It allows officers to respond in real time to incidents and can help forces demonstrate greater accountability and transparency. An online presence which is interactive, rather than one which simply provides information, can create a personal connection with users and promote positive attitudes. It is particularly useful for engaging with 'hard to reach' groups, reaching a different demographic from those (very few!) who traditionally attend public meetings, such as young people, who are much more likely to contact the police online. These issues could usefully be captured in a social media strategy specific to the Alliance.

Managing the change process

58. The success achieved in ensuring a 'business as usual' approach throughout the first phase of amalgamation is testament to the dedication, diligence and quality of the staff involved, but came at a cost. 'Change fatigue' is evident and some problems/mistakes are still being worked through. What lessons can be learned for the next phase of change, especially if the nature of change migrates from developmental/transitional to a fully transformational model?

59. Any organisation going through a change programme can benefit from the use of a tried and tested model to help navigate from A to B. One potentially helpful public sector management model identifies six structural concepts or elements which can be the building blocks of reform, sometimes known as the three 'Ss' and three 'Ps', namely:

- Strategy
- Structure
- Systems – operational, HR, finance etc
- People
- Performance
- Politics

This model is designed on principles of clarity and simplicity and its strengths lie in the unity of vision, coherence and its all-encompassing nature. The concept of strategy is the key component of the model as it 'drives' the other concepts including financial management. Another well-known approach is the McKinsey 7S model. This identifies the 'hard' components of strategy, structure and systems which can be directly influenced by management, and the 'soft', less tangible elements of shared values, staff, skills and style which are more influenced by culture. Each element must be aligned to achieve mutual reinforcement and the model helps in understanding how the various elements inter-relate as the organisation is transformed.

60. It may seem a statement of the obvious but managing a major business change programme that encompasses complex IT and other projects is not the core business of police forces, and they are thus most unlikely to possess the relevant skills, knowledge and experience needed to be successful in such endeavours. This fact must be at the forefront of decisions about how to resource the work and how to ensure effective governance that contains the necessary checks and balances. A robust programme management approach must be adhered to throughout, including techniques such as critical gateway reviews, alongside a financial reporting system with an appropriate level of granularity to keep costs on track. It would be a good investment to provide formal training in change management to some senior officers and staff.

61. One of the cultural features of successful change management is honest reporting of progress that avoids optimistic, 'rose-tinted' briefings, lulling chief officers and PCCs into a false sense of security until disaster strikes. (One characteristic of traditional police culture has been that bad news does not travel upwards.) Staff can be encouraged to air doubts and concerns in a safe environment through techniques such as 'pre-mortems', which ask people "*If this new project/programme were to fail, what do you think would be the most likely causes of failure?*".

62. Going forward there should be just one SRO – with one of the DCCs an obvious choice for this role. The SRO needs to be supported by a central programme team to drive the process on a 'whole organisation' basis, supported by new appointments - either temporary contracts or specialist consultants - with relevant experience and expertise. Such expenditure would be a good use of the reserves. A new Blueprint is needed in the shape of a detailed programme plan encompassing structure, governance, milestones, risk assessments and so on.

63. Officer and staff morale must remain a key consideration, given the change fatigue referred to above. This can be mitigated through more bottom-up engagement (we note that the recent HMIC report on achievement of savings was critical on this point), acknowledging feedback from staff, recognising good ideas and formulating a comprehensive plan for consulting the workforce and partners as to how the Alliance will develop. Rather than telling the workforce what decisions have been made, managers can seek their buy in, minimising the resistance to change and providing a platform for success. Essential points for effective communication are keep it simple, do not promise what cannot be delivered and avoid leakages about decisions before they have been confirmed and explained. It may be worth securing some expert support on developing and implementing a communications strategy to support transformational change.

64. A factor in bringing services together was the decision that for key processes one force's approach would be adopted – IT, finance, HR, duties management etc – across the Alliance. Inevitably, there was often an imperfect fit for practical or cultural reasons and some adaptation is needed. Such process evolution should be planned and prioritised to extract maximum benefit, and not allowed to happen organically on an ad hoc basis.

65. Going forward there should be an absolute commitment to anticipate vacancies and avoid, as far as is practicable, delays in filling them. Again, this is a legitimate use of reserves in support of the change process. A linked issue is business continuity, which ensures that major changes such as the move to a single command & control are conducted without disruption to services. For major, complex projects such as the OCC business continuity will require considerable investment in the shape of back-up systems, experienced staff and a degree of 'doubling up' of posts. While the resources are available to support business continuity, the need for it to be carefully planned and managed should feature prominently in the overall change programme strategy.

66. In order to maintain momentum the PCCs should consider an initiative or gesture to help 'kick start' the next phase. An example would be agreement that the two offices of the PCCs – led by the chief executives - to share resources or merge particular functions such as communications/PR. This would have the advantage of unifying the key messages of the two PCCs as well as sending a clear message to officers, staff and the public that the two PCCs are integrating some of their resources too. Publication of a single Police and Crime Plan (underpinned by a single strategic assessment) would also go some way towards 'strengthening and deepening' the Alliance.

67. As noted earlier, the Alliance would benefit from a strategic plan on how best to exploit the very favourable position afforded by the scale of the combined reserves. While absolutely _not_ advocating a 'blank cheque' approach, a very strong case can be made to draw upon reserves specifically to support the change management programme – in particular, buying in expertise and backfilling to avoid gaps in service as changes are made to structures and processes.

Structural issues – form follows function

68. Before considering any element of structural change the first priority is to undertake a thorough, robust assessment of demand (risk, harm, threat) to identify where mismatches exist in relation to resource usage. This exercise, if conducted in a comprehensive and disciplined way, will highlight some areas/functions from which resources can be trimmed or withdrawn altogether (including the rising number of non-crime incidents to which the police respond) as well as pinpointing unmet need. Most forces have undertaken exercises of this kind in recent years but with varying degrees of robustness – Staffordshire is cited as an example of one of the most intensive approaches. The best possible understanding of demand is needed to plan structures for the future and optimise resource allocation, and this needs to be treated as a standalone project, not a task grafted onto someone's day job. Staffordshire Police used external consultants to support the work and this may be a route to follow. Warwick Business School is currently conducting a major analysis on the factors driving police service delivery which may also be useful. The key players in the Alliance must identify and tackle weaknesses jointly – for example, in

Protecting Vulnerable People – wherever they exist either functionally or geographically. This may require more flexibility and fluidity in how resources are brigaded.

69. A robust demand analysis may also identify scope for managing down the expectations of partners and the wider public by promoting prevention and self-policing. This could apply particularly in the field of cyber crime, where businesses and individuals must take more responsibility for protection against hacking by keeping security up to date, changing passwords regularly and so on. Prevention remains the poor relation of police work, with resources channelled into reaction and investigation after the fact. PCCs and chief officers could derive very substantial benefits for their communities if they more effectively championed prevention and self-help, through campaigns and public education programmes as well as more training for public-facing officers.

70. Earlier we highlighted some problems and options under a heading of structural change, covering:

- Regional arrangements
- Protective Services
- Threats to partnership work
- Internal structure - anomalies

Regional arrangements

71. Regional collaboration is seen nationally as the appropriate response to major cross-border crime and some elements of protective services, and there is little appetite for a large-scale withdrawal from regional work, much of which functions very effectively. But this general satisfaction should not blinker the Alliance from looking critically at certain aspects of current collaboration. Everyone accepts that governance arrangements are weak. Is this simply to be tolerated, or are there ways of challenging it? One or two aspects of collaboration offer less value for money than others, with roads policing being the prime example and the ROCU coming under some scrutiny.

72. If there is little prospect of improvement in terms of both governance and operational returns on investment in the ROCU, it may be prudent to consider the Kent/Essex model on tackling serious and organised crime (these forces are currently in talks with the Home Office to see whether they can withdraw from ROCU arrangements). The Alliance should give serious thought to withdrawing from CMPG as the investment (well over £1m annually) in the view of the authors could be much better spent – for example, by deploying 'mini task forces' to crime/harm hot spots. An alternative might be adopting a version of the West Yorkshire approach, whereby a specialist roads policing team (Odyssey) targets major criminals operating across the area, to good effect. The business case for staying in the CMPG must be made convincingly in the face of strong counter-arguments for withdrawal on both financial

and policing grounds - other areas of Protective Services have a strong argument for additional resources.

Protective Services

73. Everyone in West Mercia and Warwickshire is acutely aware that enduring financial pressures will make it ever more difficult to maintain current service levels, irrespective of improvements in efficiency and effectiveness. It is vital that, despite these pressures, PCCs and other public figures do not pander to populism by promising at all costs to 'protect the front line' or 'preserve visible policing'. Effective policing - protecting people and communities from harm - requires a balance between the work of neighbourhood teams and the range of specialist operations and investigation. Much vital policing is completely hidden from public view and in many instances must remain so. Internet-enabled crime in all its facets cannot be dealt with by uniformed officers on the beat – at least not presently - and a high level of visible, reassurance patrol will not maintain confidence if levels of serious crime and offences such as on-line paedophilia, ID theft and computer hacking go unchecked because Protective Services have been denuded.

74. A worrying aspect of the way that the public agenda across the four counties is conducted is an imbalance in this area – the importance of Protective Services is not being well promoted, even though this aspect of policing carries the bulk of reputational risk. PCCs should strive to create and promote a compelling local narrative on serious and organised crime, and help raise public awareness of how citizens can best protect themselves against new crime threats such as cyber-crime and internet-enabled fraud. In relation to protecting the public from harm, further work could be done to give victims a stronger voice and improve their experience.

75. As resources contract the need to review their allocation between different elements of policing becomes ever more critical, and there is an awareness of particular pressures upon PVP that must be addressed. Everyone acknowledges that PVP almost certainly will require more resources so there is an urgent need for a rapid consensus on where these resources will come from, and a plan to implement these decisions. Our attention was also drawn to the need for the management of the specialist operations department to be strengthened to create greater resilience at superintending and inspector ranks.

76. In looking for ways to strengthen elements of Protective Services in difficult financial circumstances, the Alliance should consider the viability of its two surveillance teams. Conventional surveillance is very people-intensive and thus a highly expensive resource. While it does still have a place in investigative work, much tracking of criminals' movements can now be done through computers and mobile phone tracking, or through open source information such as credit card transactions, ATM withdrawals - even the use of Ocado orders or Nectar cards. Calls for surveillance are often a stock request from SIOs but there needs to be more challenge to them – asking "*what is your intelligence requirement*?" then responding to that in the most cost-efficient way.

77. Another potential source of additional funds for Protective Services is Project Athena, a major national network (although currently without 100% sign-up) which will create a substantial, consolidated and accessible database of criminal and other CJS records drawn from all of the constituent forces. It will speed up the process of investigation by making links between offences and offenders and should, over time, allow a reduction in IT staffing. It may be worth reviewing whether the spend on this project can be speeded up to release the benefits more quickly. And there are also analytical software programmes for improving data-sharing on organised crime groups, such as 'click-tech', and a crime group mapping tool called PAM being developed in GMP, which merit exploration.

Partnership work

78. The PCCs are very conscious of the pressures that their partners in community safety work are experiencing, which will only increase as financial cutbacks intensify. It may become necessary to establish criteria for joint work so that the Alliance can hold partners to account for retrenchment – the more willingness shown to take up any slack, the greater will be the temptation for councils and others to cost shunt.

Internal structure - anomalies

79. Professional Standards does not sit comfortably in the Enabling Services Directorate, primarily because this location requires the Head of PSD to report to two bosses. (The Director of Enabling Services can handle day-to-day management but not issues of professional corruption and the like.) This breaches a core principle of single lines of accountability and should be resolved by putting PSD within the bailiwick of a DCC. While there is merit currently in keeping Finance and Enabling Services as separate directorates because of the workload generated by merging processes and establishing new ways of working, a migration plan to a single directorate should be formulated once new processes and structures have bedded down. It is also worth noting that much of the Finance Directorate workload flows from the need to account for two organisations rather than one. Finance and accounting for a single organisation would be markedly simpler.

80. While sympathetic to the reality that estate strategies tend to work on the basis of decades rather than annual cycles, some further thought needs to be given to how 'surplus' properties are managed. Adhering to the adage that 'form follows function' means that sometimes decisions must be made to either leave properties empty or sell at a loss rather than shoehorning units into locations that do not meet the optimal operational requirement – an example being the move of intelligence teams to Rugby which caused significant operational problems. The Joint Property Vehicle looks extremely promising and could provide a model for future provision of support services, but until it is up and running any decisions to replicate the approach would be premature.

81. Throughout interviews we invited views on whether the Alliance approach could be extended beyond Warwickshire and West Mercia. Most respondents agreed that,

while in theory it would be possible to bring a third force into the Alliance, practical and other difficulties make it an unattractive option that is best taken off the agenda completely for the foreseeable future. More benefit might be secured from taking on functions for non-police organisations, the obvious example being the dispatch function for a fire service. More calls for service to fire brigades emanate from road traffic accidents than from fires, so the learning curve for OCC operators would not be steep and the workload is relatively very small. Northamptonshire has gone some way down this road and may merit contact from PCCs to explore further.

82. A final point on structure relates to the possibility that some services may in future be outsourced, in line with the patterns followed by an increasing number of forces to create 'mixed economies'[5]. But whenever the question was posed in Warwickshire and West Mercia the stock response was 'not until we've squeezed every last efficiency from current arrangements'. The Alliance needs to be more proactive in exploring opportunities for contracting out – waiting until 'all existing pips have been squeezed' is a recipe for inaction, as this counsel of perfection is rarely achieved.

83. Dealing with private contractors requires both time and specialist expertise, otherwise the likelihood is that resulting arrangements are more likely to favour contractors rather than the public purse. It is vital that preparatory work starts now, to identify options for outsourcing and if necessary to bring in relevant specialists in contract specification, tendering etc. Contract flexibility is critical - outsourcing must deliver significant operational cost savings and ideally contracts should be let for short but renewable periods. This would allow the contracting body to alter the contract as appropriate at the completion of each contracted period. A major problem with outsourcing is that, while it may offer a reduction in overhead costs, the agency may become a 'captured consumer', totally reliant on the services provided by the outsource contractor or supplier. The power imbalance could then potentially grow over time in the supplier's favour, or even create a monopoly situation.

84. The most obvious areas for outsourcing include the transactional elements of HR and finance, such as payroll, recruitment and records management but too often efforts to combine with other forces in pursuit of economies of scale are stymied by a collective unwillingness to compromise over the lead role. In other words, forces see the benefits of grouping these functions in one contract but each wants the system adopted to be theirs, rather than cede ownership. The other potentially fruitful area for a degree of outsourcing/privatising is IT but a major stumbling block here is a lack of commonality in operating platforms and inadequate national directives to exploit economies of scale. Any pressure that PCCs and chief officers can exert to create a more beneficial environment for national IT solutions would be very worthwhile.

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[5] After much debate and resistance the near monopoly role of the Forensic Science Service was broken up in favour of competitive contracts and, without any loss of service quality, the police service bill for forensics dropped from £200m to £130m, with expectations of significant further reductions.

A new model of policing?

85. The economic recession, which began in late 2007, changed the fiscal landscape for policing and other public services, and ushered in an era of tight financial settlements that is expected to last up to a decade. (Some pessimistic predictions point to a halving of current spending power by 2020.) Forces are being pressed both to maintain officer numbers – for fear of a public backlash if swingeing cuts are made – and continue to deliver high quality services, including special programmes such as community policing, while budgets are reducing. To pull off this tricky balancing act, police managers are examining new and alternative approaches from a menu of options that include collaboration, regionalisation of some services, outsourcing, civilianisation and restructuring. Some see the task as a relentless, grinding search for efficiencies but others are keen to seize the opportunity presented by a changing climate to innovate, breaking away from conventional models of police service delivery. Difficult decisions about saying 'no' to certain non-priority demands on resources have more legitimacy when, metaphorically, backs are up against the wall. And extreme external pressures may help to overcome traditional, rather bureaucratic policing cultures characterised by inflexibility, lack of innovation and creativity and resistance to change.

86. The Strategic Alliance has, to some extent, a foot in both camps. It has delivered a raft of savings and efficiency gains through traditional methods but is not shying away from asking radical questions about how policing must change to meet the challenges of 'new' crimes, rising demand and shrinking resources. It is vital that the Alliance avoids an incremental approach to securing savings, resorting to historical strategies of fine-tuning, streamlining, staffing cuts and 'salami slicing' the current structures and processes, which are too cemented in traditional silos. Instead, PCCs and chief officers should consider what shape the organisation needs to be in five years' time and beyond. Along with other forces, the Alliance will need to adapt its problem-oriented approach to policing in a world where geographic borders matter less and less, while a rapid and intelligent response to different patterns of criminality matters more and more. Supporting this more innovative thinking is a realisation of the limitations of the current measures of crime and police agency performance; a comprehensive, dynamic and flexible management and performance framework is required to adapt to any further changes in the operating environment.

87. A whole raft of work is now related to cyber-enabled crime – fraud, ID theft, hacking, child sex exploitation and so on, which often crosses borders (force and national) or ignores them altogether. An informed view is that the police service cannot simply enforce its way out of this problem because the threat is often not geographically based nor responsive to conventional policing tactics. Increasingly, the response is through regional or national resources such as confidential units, the ROCU, the NCA and even GCHQ. Forces need to invest in skilled people who understand the cyber-crime business and how it can be tackled; these are not likely to be career detectives although, with a modicum of training, generalist officers (in CID and SNTs)

can do much of the work. Indeed, the Government's cyber-security strategy requires forces to mainstream cyber awareness, capacity and capability and improve their understanding of its scale and nature as well as their skills in dealing with it. The HASC report on e-crime recommends that forces set benchmarks to gauge whether such skills are improving. The Alliance could review current crime report forms to flag (if not already included) any digital connection/evidence relating to a crime, and thus enhance understanding of the scale and nature of the e-crime problem. Obviously there is a resource implication here so the Alliance must determine what it can reasonably deliver. Although the Government has provided additional funding, to do this work properly the Alliance would benefit from investment in a dedicated team to help shape thinking. (It may be worth exploring some important work conducted on high-tech policing by Ernst & Young for the Home Office.)

88. With a paucity of enforcement options available, prevention becomes ever more important but most police officers are ill-equipped to offer appropriate advice. Crime prevention is still stuck in 'bolts and locks' type of advice rather than protecting people's computers from botnets and other malware attacks, for example. A new policing model will almost certainly represent a huge cultural shift and require a very different and more diverse workforce. We will increasingly need not the '50-year old sweaty detective' but 20-plus year olds who have grown up using computers on a daily basis. In addition to cyber, the other marked change in criminal activity concerns fraud, which since the banking crisis has grown alarmingly and is now probably more damaging and costly than drugs[6]. Using conventional CJS responses to combat fraud is untenable – it is both too expensive and often unsuccessful – so we need to gear up for a future where the police take much more responsibility, with PCCs, for developing new approaches to prevent and tackle fraud (including cyber-enabled fraud).

89. Across England and Wales forces have embarked upon a range of change programmes which could be described as 'new policing models' but commonalities are difficult to discern other than the acknowledgement that there is no 'silver bullet' that magically transforms the core business. Design and implementation of new approaches is part trial and error, part act of faith and a huge dose of hard work. But one factor that does feature in some of the more successful developments concerns integration with other agencies to tackle a small number of highly chaotic and costly problem families which consume a significant degree of resources for all the agencies involved. This phenomenon is not by any means a new revelation but, over the last decade or more, the responses have continued to be isolated and atomised with a principal goal of referring the problems on. But success can come only from integrated multi-agency and multi-disciplinary teams that share information about, and co-ordinate triaged responses to, troubled families. Leading edge practice here emphasises the need to create a public sector ethos in which relationships, trust, integrity and a holistic approach to the family can flourish. Typically, each troubled family is allocated a key worker who engages with the whole family to generate sustainable changes in behaviour. In working closely with the local authority and other agencies addressing troubled families, effective policing focuses in particular

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[6] Lancashire Police estimate an increase in reported fraud of almost 200% since the onset of the recession.

on preventive strategies around domestic abuse.

90. Consideration about changing models of policing can be informed by asking three basic questions, not dissimilar to the 'must/should/could' tests applied in the early Blueprint:

- **What are the activities we must always undertake?** These would include Protective Services, some crime investigation and a degree of neighbourhood policing.

- **Which areas of policing demand are diminishing?** Examples include burglary and motor vehicle crime. Violent crime in the conventional sense of public disorder and assault is also falling,[7] but the police are increasingly drawn into the more opaque world of internet-related bullying and harassment such as trolls. The police may also benefit from criteria to assist decision-making on how best to respond to non-crime incidents, especially around nuisance and anti-social behaviour which stops short of the criminal threshold, where demand is rising as other agencies react predictably to budget pressures by cutting back on services.

- **Where do we need to invest to meet rising demand?** Cyber-crime in all its manifestations and fraud are the most obvious examples, along with elements of the PVP agenda, especially around sexual offences and child and domestic abuse. Vulnerability may merit explicit inclusion in the threat/risk/harm matrix.

91. PCCs and forces can and often do conduct robust analyses of this kind but may struggle to balance them against public concerns, which may be ill-informed (ie, lacking an evidence base or expecting the police to respond to matters which are not within their locus). This poses a dilemma when it comes to allocating resources to national security threats, which is why the Government publishes the annual Strategic Policing Requirement. Does the SA conduct an annual evidence-based assessment of national threats as part of its Strategic Threat and Risk Assessment?

92. It is important to ensure clarity of purpose going forward - what is the Alliance's shared vision/purpose? The Alliance could become a beacon of best practice in delivering cutting edge, fleet-of-foot policing services that places harm reduction at the core of its business, whoever it affects and wherever it occurs. But PCCs need to convey confidence that this is the direction they wish to pursue, and communicate it effectively. The question *'what is the end game*?' has to be answered convincingly, given that many officers and staff consider that the two forces have effectively merged already. Key questions posed in this context include '*What does fair policing look like*?' This will assume increasing importance following HMIC's recent announcement that it will conduct annual inspections of every force based around three criteria – efficiency, effectiveness and legitimacy. All forces will need to consider how they measure and improve police trust and legitimacy with 'fair policing'

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[7] Although considerable resources are now absorbed by alcohol-related offending, especially where a thriving night-time economy exists, and it is fair to ask whether more of these costs should be borne by pubs, clubs and drinks manufacturers.

being a core component here.

93. PCCs should prepare for different electoral scenarios and formulate a contingency plan for likely changes in the external and internal environments, notably the General Election scheduled for 2015 and PCC elections in 2016. (It is also possible that the referendum on independence for Scotland, to be held in September 2014, may require a response from English and Welsh forces.) The most radical structural change would of course be a full merger of the two forces. The current Home Office position is understood to be to support and facilitate voluntary mergers but not to impose them; this may change if the 2015 general election produced a Labour government as the party now favours fewer, larger forces[8].

94. Warwickshire's PCC has expressed strong opposition to merger, believing that the county's population values its force and the role that the force and chief constable play in local identity. In addition, his preference is for small rather than large-scale entities and he worries that merger would impact negatively on force morale. But whatever the strength of feeling against merger there is an argument for some objective analysis – what is the business case for and against merger? What would be the financial implications of a full merger, bearing in mind that the framework for the current collaboration (notably, the 69:31 split) is quite complex? Talk of merger will not go away, with some considerations either bubbling up from forces on the brink of non-viability or filtering down from government recognition that 43 forces cannot be sustained going forward. It is surely better to anticipate the continuing debate and secure a position for Warwickshire and West Mercia that meets all relevant criteria for VFM and resilient, effective policing.

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[8] At the ACPO conference in June 2014 various speakers predicted that in some areas the required budgetary cuts can only be managed through a merger process.

Police and Crime Commissioners

Briefing Note

Joint Report of the Chief Executives

Proposals for Establishment of a Joint Independent Ethics Committee for the West Mercia and Warwickshire Police areas

1. **Report Purpose and Recommendations**

1.1 This note sets out a number of proposals in relation to the establishment of an independent Ethics Committee for the Police and Crime Commissioners and Chief Constables, for both Warwickshire and West Mercia.

1.2 The Commissioners are recommended to agree the following:

a) The Ethics Committee should be established as soon as possible

b) The Committee will comprise of the two Police and Crime Commissioners and three or five independent members with a quorum of three (or four). Ideally, two (or three) independent members will come from the West Mercia area and one (or two) from Warwickshire, but the Commissioners will have the option of varying this proportion to secure the best candidates.

c) The period of office of independent members should be two years initially and four years thereafter. Independent members should be appointed on merit following open and transparent recruitment.

d) Chairing arrangements will be determined by the Committee itself at its first meeting.

e) The Committee purpose, terms of reference and frequency of meetings will be based on good practice identified from the pilot areas across the country, with detailed proposals included for consideration at appendix A to this report.

f) Committee independent members will be paid an allowance of £1,500 per annum. Expenses will be reimbursed at the same rates as Police staff.

g) Attendance at the Committee will be dependent upon the agenda, but will normally include representatives of the Chief Constables and relevant Directorates from across the two Forces.

h) The Committee, which will have an advisory role in relation to the ethical behaviour and culture of the Forces, will normally conduct its business in public, but may on occasion hold private sessions to deal with specific topics. This will also be at the discretion of the Committee as advised by the Chief Executives and Chief Constables on a risk basis taking into account operational sensitivity and public reassurance.

i) That PCCs determine the number of independent members.

j) A referral mechanism and work programmes are developed.

2. Key Information

2.1 The College of Policing's Code of Ethics (the Code) sets out the principles and standards of behaviour that will promote, reinforce and support the highest standards from everyone who works in policing in England and Wales. The code is being issued under s39A Police Act 1996 as amended and, following approval by Parliament, Commissioners and Chief Constables must have regard to the code when carrying out their functions.

2.2 It is suggested that to have the right balance of independence, authority and oversight, the Commissioner should establish an independent Ethics Committee. For Warwickshire and West Mercia it is recommended that this be a combined body across both areas. This committee will advise the Commissioners and Chief Constables according to the principles set out in the Code in relation to questions of integrity, values and ethical behaviour.

2.3 The Ethics Committee should have a statement of purpose, with formal terms of reference covering its core functions. In order to be effective, an Ethics Committee needs a chair and membership that has knowledge, experience and interest in the field. The committee will also benefit from members with ethical awareness, independence of thinking and a balanced approach to significant issues.

2.4 In preparing this report learning from the various pilots around the country and from the College of Policing itself has been taken into account.

3. Proposals

3.1 As set out in the proposed statement of purpose and terms of reference at **Appendix A**, the Committee will act in an advisory capacity to the Commissioners and Chief Constables.

3.2 The terms of reference are not intended to be a prescriptive list of objectives. They include greater detail concerning conduct issues which

are key drivers behind the formation of such a Committee. The Committee is intended to have a wider scope, but these conduct issues can be addressed as a priority. It may be appropriate for the committee to adopt a flexible approach to the level of support and challenge undertaken and the breadth of responsibility to meet the fluid policing environment.

3.3   In order to ensure adequate scrutiny and resilience, a membership of five (or seven) is proposed with a quorum of three (or four), the chairing of membership to be determined by the Committee itself at its first meeting. The larger number will give greater resilience and flexibility.

3.4   It is suggested that initially the Committee will meet four times a year, with the possibility of extra meetings being called if required. It is envisaged that the majority of the business of the Committee will be open to the public, although there may be occasions where there is a need for informal private debate.

3.5   The Committee may set up task and finish scrutiny working groups to look at specific operational issues. Possible issues could include the use of stop and search, the use of force in policing (firearms, taser, restraint, etc), or covert authorities; and the application of the Code of Ethics and organisational values to those issues. If this approach is adopted a phased work plan should be developed.

3.6   It is proposed that Committee independent members will be paid an allowance of £1,500 per annum. Expenses will be reimbursed at the same rates as Police staff. These members would need to be vetted to enable them to deal with operationally sensitive matters.

3.7   In the interests of efficiency, representation from the OPCCs and Forces should be determined based on the agenda for each meeting, to ensure that it is appropriate.

3.8   It is not envisaged that all relevant matters will be referred to the committee, there should however be a mechanism by which referrals can be made.

3.9   The Police and Crime Commissioners will be responsible for determining the agenda. Submission of agenda items will be either through the Forces' corporate meeting framework, from either Police and Crime Commissioner, or an individual from within either Force may identify or request potential agenda items. Where possible requests will be supported by a written submission, which will include reference to the Code of Ethics, the national decision making model and any other supporting material. The confidential reporting system may also be used to raise concerns regarding the ethical conduct of others. In such cases the Head of Professional Standards will refer the matter to the Chair for consideration.

3.10   The Committee meetings will be administered by the OPCC. Depending on the work programme and referral mechanism adopted, consideration will need to be given to the source and nature of support provided to the Committee.

3.11   Consideration can be given to extending the remit of the Ethics Committee to include the OPCC. It is acknowledged that as a minimum the two OPCCs have to set an example and exhibit the highest standards of ethical behaviour.

Ethics Committee - Terms Of Reference

Purpose

Policing in this country is by consent of the public. Police integrity is critical if the public are to trust the police to use their powers wisely and above all fairly.

The Ethics Committee is responsible for enhancing trust and confidence in the ethical governance and actions of West Mercia Police and Warwickshire Police, and consequently will consider issues both internal and external to the Forces.

In so doing, this will help ensure that the two Forces have clear ethical standards and aspires to, and achieves, the highest levels of integrity and standards of service delivery.

It will discharge responsibilities by:
- Promoting the highest standards of ethical conduct
- Providing a focus for education into ethical issues
- Being a source of support to others
- Ensuring compliance with organisational values
- Identifying good practices, behaviour and demonstration of values, and opportunities for improvement

Terms of Reference

The Ethics Committee will consider and may make recommendations regarding the following:

Policy and Procedure
- Providing advice to those engaged in the development or review of force policy and procedure;
- Ensuring policy and procedure reflects the stated values of the force and police service

Decision Making
- Reviewing the decision making of others
- Providing 'live' support to decision makers

Leadership
- Reviewing the ethical standards expected of all leaders
- Supporting and if necessary challenging the ethical conduct of leaders

Culture
- Reviewing organisational values
- Promoting the purpose and adoption of value based action and decision making throughout the force
- Ensuring the Code of Ethics and force values are applied consistently across all activities of the forces

People
- Reviewing staff performance in upholding the values of the force and police service
- Scrutinising inter-personal relations, such as behaviour that may fall short of the conduct threshold but indicate a failure to afford an individual dignity or equality in treatment

Conduct
- Supporting those engaged in or affected by misconduct investigation, especially those who challenge conduct (whistleblowers)
- Ensuring investigations are conducted ethically and in compliance with relevant process and force values.
- Consider potential ethical conflict in relation to matters such as procurement, hospitality, allowances/expenses and personal association.
- Regular reviewing a selection of complaints files to satisfy itself that the Forces' procedures, investigations and outcomes have addressed statutory requirements
- Monitoring of Force and PCC systems for recording and monitoring complaints
- Monitoring of performance data regarding complaints to ensure that the Force has an effective complaints reporting system in place and is identifying and learning from any recurring patterns or themes
- Reviewing the progress of live complaint cases or misconduct investigations, including appeals, that cause or are likely to cause particular community concern or raise reputational issues
- Monitoring the proportionality of decision making around complaints and misconduct allegations, including the potential discriminatory impact on the community and the officers and staff of the Force
- Reviewing registers and policies maintained by the Force and the Office of the PCC (e.g. Gifts and Hospitality Register)

Warwickshire Police

Child Sexual Exploitation

Briefing Note for Key Stakeholders

PCC Scrutiny Panel 15<u>th</u> September 2014

Introduction

Warwickshire Police have a vision of 'Protection from Harm'

Warwickshire's Police and Crime Plan 2013 -17, objective 2 states

"Protecting people from harm is a central principle which underpins the work of Warwickshire Police. The police have rightly focused on 'high harm causers' in order to reduce their impact on individuals and communities"

A priority in terms of delivering on this vision is tackling Child Sexual Exploitation.

Child Sexual Exploitation is horrific. It damages lives, it damages communities and unless Police, partners, the third sector and our communities (inc the private sector) collectively tackle the issue it damages public confidence.

There is a huge political imperative to tackle CSE following high profile critical cases in Rochdale, Oxford and more recently in Rotherham. The massive media interest in the events in Rotherham is a reflection of the increased scrutiny and accountability in this area of business.

The Home Office have stated tackling CSE is a government priority.

In line with our vision of 'Protection from harm' Warwickshire Police recognises the legal and moral imperative to tackle CSE.

CSE happens everywhere. It is happening now in Warwickshire. We are aware that there are young people potentially at risk of CSE* across the County. There will be many more that we do not know about.

* This is based on a crude limited assessment of the number of potential CSE victims identified via a Partnership Joint Strategic Needs Analysis (JSNA). It should not be relied upon but is a useful starting point in terms of seeking to understand the scale of CSE across the county.

CSE is wide ranging. The term 'at risk of being sexually exploited' represents a wide spectrum of potential victims and degree of risk.

Victims can be boys and young men as well as girls and young women. CSE can involve a single victim and a single offender or multiple victims and multiple offenders. Victims and offenders can be from any age group, ethnic origin, faith or background. CSE can range from international trafficking to on street grooming, from the so called seemingly consensual 'boyfriend' method of offending to 'on line' exploitation. CSE has no boundaries.

Tackling CSE is emotive, complex and challenging. If it not tackled effectively it can create enormous demand on all agencies. From children going missing to abusing drugs and alcohol to committing crime the consequences of CSE are significant. CSE can only be tackled effectively in collaboration with partners working closely together with one common aim, to protect our most vulnerable from harm.

Tackling CSE – A Policing Perspective

Whilst it is accepted that tackling CSE is 'everybody's' business, in the light of Rotherham, it was felt timely and appropriate to inform key stakeholders of what is happening from a policing perspective nationally, across the Alliance and more locally in Warwickshire to combat CSE.

CSE – The National Policing Position

The national ACPO Lead for CSE is Chief Constable Simon Bailey (Norfolk) who holds the broader Child Protection portfolio.

The National Crime Agency (NCA) has stated tackling CSE is a stated priority.

In February 2014 the NCA produced a strategic national assessment of CSE. This was supported by a West Midlands regional threat assessment in August 2014.

These assessments highlighted the scale, complexity and national, regional and local dimension to CSE.

There is a refreshed national policing CSE Delivery Plan in place which Warwickshire Police are 'benchmarked' against.

There is a national CSE co-ordinator and support in place from the College of Policing.

The ACPO CSE National Working Group has produced a series of recommendations based on a raft of reviews and findings over time.

HMIC are currently engaged in a series of Child Protection Reviews with an Inspection of Warwickshire an imminent. DCI Richard Long is the lead. This Inspection will include inevitably a focus on CSE.

CSE - The Strategic Alliance (with West Mercia Police)

The Protecting Vulnerable People Department have strategic responsibility for CSE across both Warwickshire and West Mercia, as part of the broader Child Protection responsibility.

ACC Manners is the strategic lead for Protective Services. Det Supt Steve Cullen is the senior lead for CSE.

There is an Alliance Wide CSE Delivery Plan in place and mirrors the National CSE Action Plan.

The delivery plan is wide ranging and inclusive, and is built around the '4 PS' of Prevent, Pursue, Prepare and Protect.

Effective practice is shared across the 5 separate LCSBs and 7 policing areas to inform the Alliance delivery plan.

The plan is under constant review and is 'RAG' rated accordingly.

An experienced Detective Sergeant is currently seconded to support the delivery of this plan and a monthly CSE Tactical Meeting chaired by the Head of PVP takes place in order to review progress.

CSE - Warwickshire Police and Partners

It is widely recognised that over the last 2 to 3 years Police, partner agencies and the third sector have been on a journey around CSE and have made significant progress.

In a relatively short space of time we have moved from a position where the concept of CSE was barely recognised or understood to one where there is a real determination to tackle the issue and ensure the partnership response is effective.

In terms of background and context focused work around CSE began within Warwickshire in 2012 following escalation of the national picture and a recognition that at that time little was known or understood about the problem of CSE locally.

Warwickshire Police convened a partnership Task Group and since then a good deal of progress has been made to improve both awareness and working practice in relation to CSE.

A CSE Strategy has been developed and multi-agency procedures implemented to guide the local approach.

CSE Pathways are in place and Multi-Agency Sexual Exploitation (MASE) meetings are convened where a concern about a child(ren) being at risk is identified.

A sub group of the Warwickshire Safeguarding Children's Board (WSCB) was established in 2013 and this now drives the partnership activity through a multi agency action plan.

In October 2013, CSE was the topic of WSCB's Annual Conference with the aim of further raising awareness and opening up discussions about the way forward.

CSE – 'The Intelligence Gap'

It is widely acknowledged there are significant intelligence gaps around CSE.

This is due to a range of reasons including reluctance of victims to provide information around perpetrators for fear of harm and a lack of awareness and understanding amongst professionals and within the community.

From a partnership perspective in order to more accurately identify prevalence, a scoping exercise was conducted across the partnership in January/February 2014 under the auspices of the Joint Strategic Needs Analysis (JSNA). This survey went to professionals working with children across the county asking for information on every child known to their service who from the information gathered is, or may be, recognised as being exposed to CSE.

We know that Warwickshire children and young people were classified as exposed to this risk. However, there were others identified by partners but not submitted through the data collection exercise for various reasons. It has also been ascertained that there was low partner engagement overall.

The children and young people identified are therefore known to be an under representation of the prevalence of CSE in Warwickshire due to continued lack of understanding and awareness and a decision has been taken to run the JSNA study again as soon as possible in September 2014.

From a policing perspective the last Alliance wide CSE Problem Profile under the National Intelligence Model was published in mid 2013.

A more up to date current CSE Problem Profile has been commissioned via Force Intelligence. This is a challenging piece of work given the current intelligence gaps and inconsistencies in terms of identifying CSE across all agencies. However in order to provide a richer picture, the intelligence product is aiming to include information from key partner agencies and is scheduled for dissemination in late September 2014.

In order to help address this Intelligence gap Warwickshire are implementing a wide ranging training and support plan to bring officers and staff 'up to speed'. This involves the dissemination of E Learning, ICards and a

programme of briefings.

Recognising that CSE remains under reported both Forces have recently embraced the national 'say something if you see something' campaign which seeks to raise awareness of CSE with the public, partners and Safer Neighbourhood Teams. One of the objectives of this campaign is to increase intelligence around CSE.

With the support of partners the 'say something if you see something' campaign will be broadened in the autumn of 2014 with a specific focus on vulnerable locations within our communities.

There is a clear link between children being reported missing and sexual exploitation. Approximately 33% of CSE Incidents involve children who are reported missing. The recent appointment of a Missing Person co-ordinator offers rich potential and is likely to identify further opportunities to protect children from harm and identify perpetrators.

Internet Related Child Sexual Exploitation

The term online child sexual exploitation is used to describe a genre of internet offending which includes, but is not defined, by traditional notions of grooming by an adult and a child for sexual exploitation.

The internet has no boundaries and has offered rich opportunities for sexual offence perpetrators to abuse and exploit children via the 'dark web'. This use of the Internet to download and share illegal images of children being subject to horrific abuse is described by some as being on an 'epidemic' scale.

The National Crime Agency (formerly CEOPS) has openly stated that tackling Child Sexual Exploitation in its many forms is a clear priority.

Since January 2014 the National Crime Agency has disseminated in excess of 55 intelligence Packages to Warwickshire and West Mercia Police as part of two national Operations, namely Spade and Notarise. 20 of these Intelligence packages related to perpetrators in the County. These packages have all been executed with children safeguarded and the perpetrators appropriately investigated.

Over and above this, the NCA continue to regularly 'drip feed' Internet related CSE packages for Local Officers to execute.

From 1st January 2014 to date Warwickshire have received 21 Intelligence packages.

For the period 01/01/13 to 31/12/2013 Warwickshire received 40 Intelligence packages.

Whilst hugely successful, Operations Spade and Operation Notarise created significant additional demand for Warwickshire Police and partner agencies.

This demand is not only in terms of the enforcement phase of the activity but the longer term management of convicted sex offenders via MAPPA.

This increase mirrors an overall rise in reports of sexual offences and in turn the requirement for Police and partner agencies to manage registered sex offenders. Indeed across Warwickshire there is a rise of around 8% year on year over a 5 year period of registered sex offenders.

There is every indication that the NCA will continue to launch CSE related Operations on this scale and have an expectation that Forces will deliver the required response.

CSE Resources

Recognising that tackling CSE is a partnership responsibility the Warwickshire LCSB have an aspiration to have a co-located multi-agency team. Multi agency teams are frequently cited as good practice.

In Warwickshire, steady progress has been made towards implementing such a model. A Social Work Manager, Police Missing Persons Coordinator, Missing Children Independent Practitioner, Barnardo's Support Worker and a temporarily assigned Police CSE Coordinator work together to identify CSE concerns and focus on prevention and intervention, as well as identifying opportunities to disrupt and prosecute perpetrators. Negotiations are currently on going to include Health and further Social Care representation.

Significant success has been achieved, none more so than a vulnerable young girl who was repeatedly running from home and being sexually exploited to the extent of being raped, now safe and extracted from those dangers. However, a number of CSE cases are being managed by this service at any one time, which is already bringing significant demand and likely to further increase as awareness rises.

There are currently ongoing discussions at Chief Officer level, led by ACC Manners, around the merits or otherwise of investing additional resources across the Alliance to tackle CSE.

Submitted for your consideration.

Detective Supt Steve Cullen

Head of Protecting Vulnerable People

Warwickshire & West Mercia Police

Report to the Warwickshire Police and Crime Panel

Community Safety Ambassadors – Annual Report

1.0   General Overview

1.1   The Police and Crime Commissioner (PCC) has developed a network of 30 Community Safety Ambassadors (CSAs) who are appointed to be his eyes and ears in communities throughout Warwickshire.

1.2   Community Safety Ambassadors are required to attend their local community forum and formally report back to the PCC in regards to:

- policing priorities;
- community concerns;
- community tensions; and
- good news in relation to policing and community safety issues in their localities.

1.3   In addition to attending the community forums the CSAs were expected to develop their Key Individual Networks (KINs). By developing their KINs this will assist them in alerting the PCC to arising / emerging issues in a locality which the PCC can then act on to address with the most appropriate partner agencies.

1.4   In September 2013, 26 independent individuals were appointed to 29 of the positions, three of the individuals held appointments for two localities. Unfortunately, in one Community Forum area the Office of the Police and Crime Commissioner was unable to appoint an appropriate individual. Work is underway to rectify this.

1.5   Since September 2013 the CSAs for 3 locality areas have resigned for personal reasons. Currently there are 4 vacancies which are being advertised in the following Community Forum areas:

- Camp Hill
- North Warwickshire- West
- North Warwickshire- South
- Warwick Rural East

1.6 Since the appointment of the Policy and Research Officer for Engagement the CSAs have had a single point of contact in the office to both help develop their roles, facilitate in developing their KINs and action their reports appropriately. This work is ongoing and will assist the CSAs to develop their roles within their communities ensuring residents are aware of them and how they feedback to the PCC.

2.0 Identification of Community Priorities and Issues

2.1 Since January 2014, the CSAs have formally reported to the PCC on a range of priorities nominated by the locality forums as detailed in Table 1 below.

Priority	Number of areas it is a priority Jan- 1st April 14	Number of areas it is a priority April- Aug 14
ASB	11	18
Speeding	17	9
Vehicle crime	3	5
Parking	11	4
Burglary domestic and other	9	3 + 1
Nuisance vehicles	0	4
Off road Motorcycles	1	3
Cyclists abuse of highway code	3	1
Rural crime	0	1
Beggars	0	1
None	2	1
Retail crime	1	1
Graffiti/ Criminal damage	1	1
Fly tipping	1	1
Local enforcement of no right turn	1	0
Defective Vehicles and Drink Driving	1	0
Drugs use and supply	1	0
Occupying a local area	1	0
Incident reporting	1	0
School Patrols	2	0

Table 1 Policing priorities identified at Community Forums

2.2 CSAs also report to the PCC on issues and concerns to residents, partner agencies and the police raise with them directly. These issues can be wide ranging but provide important local intelligence which enables the PCC to develop a more detailed understanding of the issues and concerns affecting specific local communities. Action taken by the PCC as a direct result of these reports can be anywhere on the spectrum from "noted and the situation is monitored" to "direct intervention and action on the ground". A range of issues and concerns that have been identified, some of these are listed below in Table 2, with details in regards to what action the PCC took.

Issue / concern / good news	Action Taken.
Concerns regarding 101.	CSAs have been requested to always seek clarification as to the specifics of the complaint including date, day time, any reference numbers that were provided. This will then enable the office to investigate the concerns appropriately. This has been actioned by a CSA who provided specific information about the call, which enabled the Police to go back and listen to call and how it was handled. On this occasion the call was handled appropriately but could be enhanced by ensuring the resident was aware of exactly what action was going to be taken, providing the feedback loop. The call hander was to receive a briefing. All CSAs have been offered the opportunity to attend the operational command centre to develop their understanding of how the operational command centre operates so they are able to answer some residents' questions when they arise. The Chief Inspector for the command centre is also looking at the potential to develop an online reporting system and a web chat facility to ensure residents are able to report crime and disorder in a manner suitable for them.
The use of Safer Neighbourhood Teams (SNT) answer phone messages.	The local SNT use their answer machine facilities as per policy. The local team is going to investigate to ensure they are responding to calls as per guidelines and investigate other options available to them to ensure the public are responded to in a timely manner.
The lack of mobile technology to ensure efficient delivery of service.	Through discussions with a specific SNT, a CSA identified that the technology the team had been provided was not fit for purpose in this specific locality, due to reception. The PCC was able to raise the issue at a suitable level to ensure the correct sim card with coverage was trailed in this area enabling the SNT to efficiently and effectively police their rural community using mobile technology.
Sharing of local community intelligence regarding drug use/ dealing.	Through developing a good working relationship with the local SNT the CSA has been able to share local community intelligence in regards to drug dealing / using in specific locations. This has resulted in positive police action to address the issue in that locality.
Raising residents' awareness about topical issues and local support services.	Following the national media coverage on "plebgate" and the low number of rape cases going to court in Warwickshire, CSAs have proactively assisted with the sharing of information. This has occurred via formal responses being taken back to the chair of a specific forum to be read to the attendees and articles being published in parish magazines and websites on these topics.
Parking issues.	A specific emerging issue of parking in one locality resulted in the CSAs directly raising the issue with the SNT. This enabled the SNT to speak directly with the appropriate business thus preventing the issue escalating, resolving the parking issue for the local residents.
Ongoing escalating issues of boy racers, lighting and CCTV in a locality.	The CSA has raised the issue on two reports which has enabled the PCC to approach the Community Safety Partnership who had developed an action plan around the issue and they are now scheduled to feedback to residents at the next community forum.

Issue / concern / good news	Action Taken.
Engagement with key partner agencies	CSAs across the county have been actively involved in a range of partner agencies activities including local police surgeries, neighbourhood watch engagement days, parish council meetings, neighbourhood watch board meetings, independent advisory groups, local coffee morning groups, local parent and toddler groups. These engagement opportunities enable wider sectors of the communities to engage with the CSAs raise their issues/ concerns or good news if they have any and raise the profile of the PCC and his CSAs. It is through these engagement opportunities that community intelligence has been learnt including how effective and well received the police are in communities, concerns regarding 101, a funding issue / concern with a partner agency.
The Number of Police on the ground in communities.	General concerns were expressed by CSAs about residents feeling there were not enough police on the ground. This added to the picture the PCC was developing in relation to where the Police were in relation to the blueprint for Policing. This was raised at the Alliance Governance Group and it has become clear that although the budget for recruitment has been made available the process of recruitment and succession planning has not been effectively delivered and a programme of work has been put in place to address this now and for the future.

Table 2: Community concerns/ issues and action taken

2.3   The CSAs are in an ideal position not just to find out what is not going well but also find out what is going well and how the community receive and value the service the police provide. During the last quarter numerous good news stories were presented to the public including:

- Updates on current operations to address crime and disorder including scrap metal dealers, drug associated operations, illegal vehicles.
- The issuing of numerous drugs warrants.
- New neighbourhood watch schemes becoming active.
- The issuing of section 59 notices.
- Arrests made in preceding quarter.

2.4   This resulted in many forums expressing their thanks to the Police for the work they have completed for the local residents and that in a significant number of locations the residents were very happy with their local policing teams.

3.0   Development of CSAs

3.1   Local and countywide meetings have been held with the CSs and key partners to develop links and understanding of what the partner agencies deliver and how they can assist CSAs. The meetings have helped the CSAs to understand the nature of the community safety field, develop their KINs and provide advice and guidance on issues they have encountered. Part of the process has included the development of a performance management framework to ensure all the CSAs are delivering actions as required by the PCC. Please see the current reporting form which has been adjusted to include the performance measures for the coming six months, see **Appendix A** below.

Community Forums

Name of Forum	
Date of meeting	
No of people at the meeting (approx)	Elected Members: Residents:
Police Attendance	
Were three priorities identified and agreed?	
What are the three priorities?	
What progress was reported since last meeting?	
Actions / issues for the OPCC: Please include a date they are required by and who raised the issue.	
Please note any issues/ good news stories in space below.	

06 Community Safety Ambassadors – 26th September 2014

Please list all community events / engagement opportunities you have attend as a CSA in the last 3 months (since the last report) and the outcomes of these meetings.

06 Community Safety Ambassadors – 26th September 2014

Objectives for the next 6 months.

1. Inform the OPCC via e-mail of any groups who work in your community who provide services for victims of Crime and Disorder, what service they provide and their contact details.

2. Encourage at least 4 community residents or organisations to respond to the community remedy consultation found on the homepage of our website www.surveymonkey.com/s/ CommunityRemedyDocument

3. To make contact with all Parish Councils in your area- to be repeated every 6 months.

4. Complete and return electronically, the PCC proforma "Current status of CSA" by the 15th October 2014.

5. Complete and return electronically the locality forum report sheet within two weeks of the locality forum.

6. Engage with 6 community organisations in your locality to seek their views on community safety (Please list and detail in section above).

7. Develop your Key Individual Networks - KINS, list organisations engaging with, frequency, method.

06 Community Safety Ambassadors – 26th September 2014

Warwickshire Police and Crime Panel

26th September 2014

Accountability of the Chief Constable

Recommendations

That the Warwickshire Police and Crime Panel considers a verbal update from the Police and Crime Commissioner regarding methods to hold the Chief Constable to account.

Please note, this will be a verbal report.

Warwickshire POLICE

Protecting our communities together

**Operation Devonport
Situation Report
For PCC Ron Ball**

DI Jason Downes
September 2014 (V1.4)

Contents

1.0   Introduction

1.1   The purpose of this review and report is to outline the current position of Operation Devonport after the significant force changes in October 2013.

1.2   The investment of £6.2 million provided a significant opportunity to impact on protection and in particular, achieving the challenging targets set by Warwickshire Police Authority and subsequently the Police and Crime Commissioner.

1.3   Phase 1 of the operation involved the creation of an Operational Support Unit (OSU), Priority Policing Area Team (PPA) and Acquisitive Crime Team (ACT). All three teams had distinct operational objectives but worked together in support of the operations strategic intentions. The OSU and PPA team consisted of police officers, with the ACT having a mixed economy of police officers and Police Staff Investigators (PSI).

1.4   Included in this phase was the launch of 'Operation X' the public facing brand of the additional activity.

1.5   Phase 2 of the operation evolved as a result of organisational changes as part of the strategic alliance. This resulted in the realignment of the majority of warranted officers, away from the operation to mainstream policing, and a repositioning of police staff resources within the new blueprint model.

2.0   Operation Devonport Strategic Intention

2.1   The strategic intentions and expected outcomes of this investment were set as:
   • Significant reduction in recorded crime, building on our recent performance success
   • Increase in overall arrest rates
   • Improved performance in achieving/exceeding Police Authority / Police and Crime Commissioner targets
   • Positive impact on Public Confidence

   Operational Strategy:
   • Targeting Prolific Offenders
   • Additional activity in Priority Policing Areas
   • Tackling Cross Border Criminality

3.0 Executive Summary

3.1 Operation Devonport is the investment of £6.2 million to provide additionality to Warwickshire Police.

3.2 This investment has been during a time of extreme change, with the reduction of resources and operational challenges. The additional resources have provided stability and flexibility to the force.

3.3 There have been two distinct phases of activity. Phase 1 with dedicated teams of officers tackling performance challenges, and the current phase 2 with Police Staff resources providing additional support to priority policing issues and the operation's strategic intentions.

3.4 To maintain this additional resource further investment will be required. The current financial breakdown has been reviewed, with a balance of £1,814,701. Further funding of £5 million is requested, to provide stability and the capability to respond to threat, risk and harm during the next 2 financial years. This recommendation should be considered with the emerging requirement of further savings of £30 million from the budget, and the overall alliance redesign that will be required to achieve these savings.

3.5 Phase 3 of the operation requires a step change within the design, focusing on emerging risk and harm, enhanced cross border capability and embedding an innovative partnership strategy, mitigating risks caused by reduced capability and funding of partners such as the probation service.

3.6 There is a threat if the additional resources are removed, reducing the flexibility of the force to respond during times of increasing risk and demand. Continued funding will future proof the force during the change process, providing additional protection through proactive activity.

3.7 Performance has been successful with a large number of arrests (1526) and positive outcomes. There has been a significant increase in detection rates across the Priority Policing Areas.
A number of additional resources have provided positive results including increased capacity to manage offenders through the Integrated Offender Management (IOM) process. The additional capability has allowed a clear focus on offender management and catching criminals.

4.0 Recommendations

1. That the PCC formally endorses the request that Operation Devonport continues until 2017 and that the £5 million funding is allocated from identified reserves

2. To implement the new operational strategy

3. Close the identified gap in cross border criminality through enforcement, using the flexibility of mobile ANPR

4. Future proof the operation with a new flexible partnership strategy

5.0 Structural Changes since 30th September 2013

Command Structure
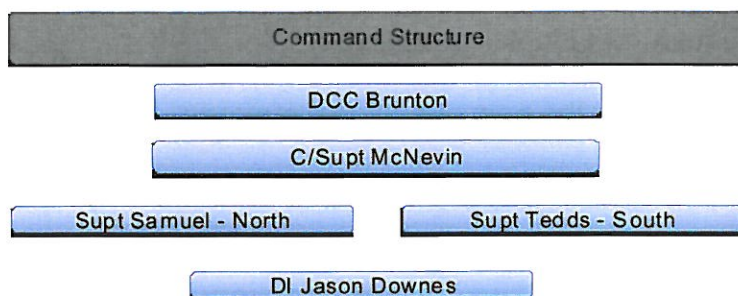
5.1 Contracted Staff

Devonport staff are employed on temporary contracts and the current breakdown of staff is shown below:-

Police Staff Investigators	51.6
5 Field Intelligence staff	3.59
Victim Support	2
Corporate Communication - Agency	1
Performance Analyst	1
Total Agency Staff	60.19

The corporate communication officer and performance analyst post (shown in italics) are currently vacant, so there are 58.19 currently employed in Full Time Equivalent (FTE) posts.

The following structure charts show the locations and current roles of staff. In essence within North Warwickshire the majority of Devonport resources are held as part of the proactive CID.

Within South Warwickshire the percentage of staff are split with a bias towards reactive CID. An enhanced intelligence function sits above both to support the extra staff and their objectives.

Blueprint posts are shown in blue and additional resources provided by Operation Devonport are in brown.

5.2 Proactive CID Additional Support

Proactive CID in Warwickshire

- DI Jason Downes
  - DS North x 2 1 Devonport funded
  - DS Rugby
  - DC x 6 North
  - DCx 4 Rugby
  - PSI Devonport x12
  - PSI Devonport x7
- DI Zaid Khan
  - DS South x2
  - DC South x7
  - PSI Devonport x5
  - PSI Devonport x1
  - PSI DCIS x5

5.3 Reactive CID Additional Support

Reactive CID Warwickshire

- DI North x3
  - DS North x5
  - DC North x40
  - PSI x13 North
  - PSI Devonport North x 5
- DI South x2
  - DS South x6
  - DC South x25
  - PSI Devonport South x13
  - PSI DCIS South x5
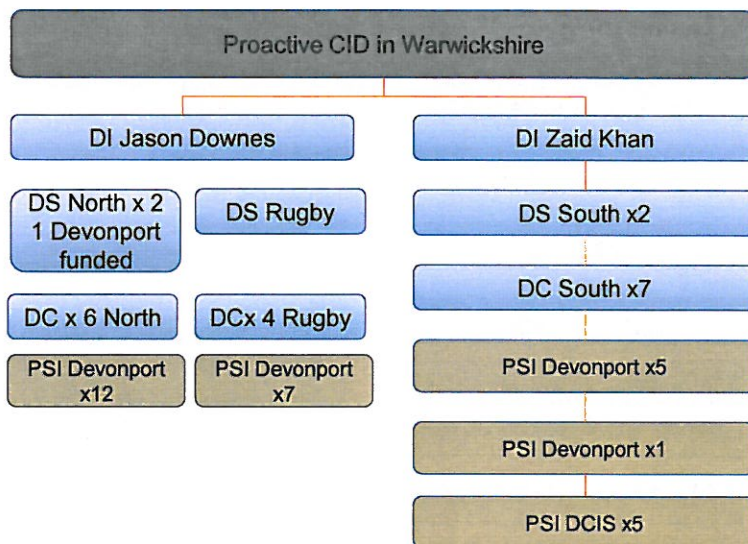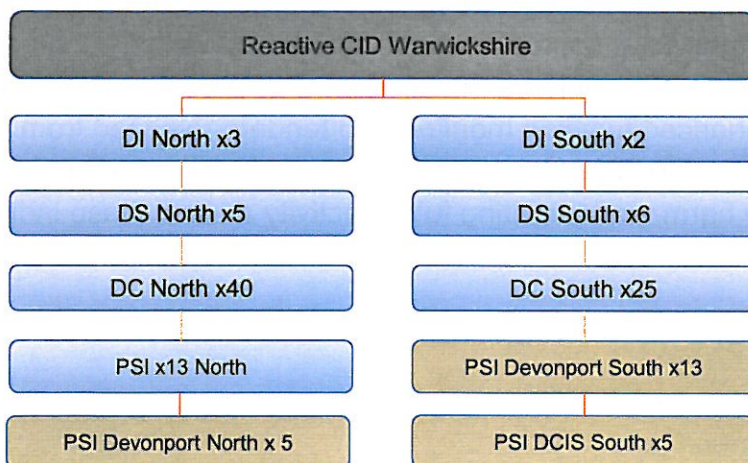
5.4   **Intelligence Function**

A number of Operation Devonport resources (as detailed below) provide an enhanced intelligence function that supports the strategic objectives -

PS Intelligence Non-Sensitive

DI Kate Tomkinson

DS North	DS South
DC x4 North	DC x3 South
PSI Blueprint x2	PSI Blueprint x1
FIO Devonport Vacancy x1 TBC	

PSI Devonport x 5 inc 1 Job share
PSI Devonport x2 Cell Block Intervention
PSI Researcher - Prison Releases
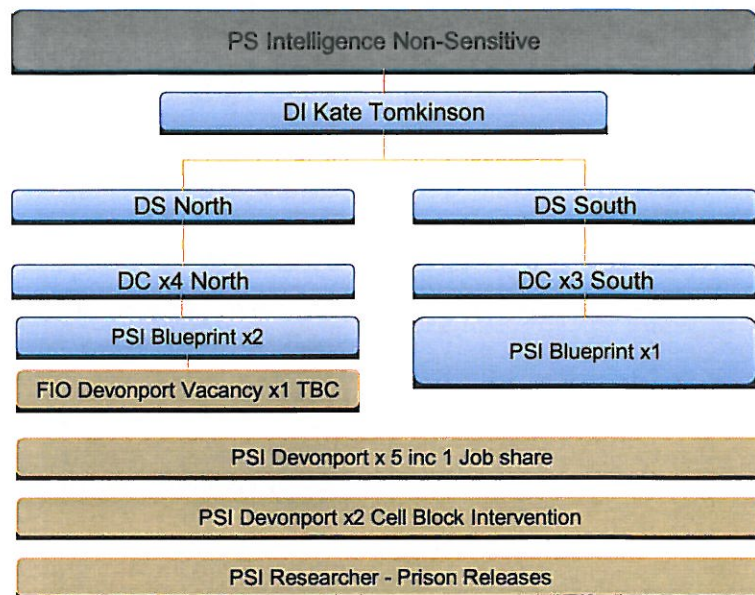
This enhanced intelligence function allows development of intelligence opportunities at source from cell block interventions, increased research and development capability to support proactive operations. An enhanced function monitoring offenders released from prison is also supplied; identifying non IOM offenders due to be released that will cause harm, and targeting future activity around these individuals.

6.0 **Assets**

Additional equipment purchased, to support the increased staffing and the roles being performed.

6.1 Vehicles

- 16 vehicles are currently deployed to support the policing operation, mainly to allow effective deployment of the extra police staff. These vehicles are end of life vehicles; they were retained for this use to reduce capital expenditure, and will be removed from service at the end of the operation. They have attracted servicing and fuel costs to date of £31,000

- Six high performance vehicles were purchased for the OSU at the start of the operation. The specialist vehicles were purchased to provide a mix of enforcement capability, to conduct ANPR operations and proactive policing within the PPA's. The total cost of the vehicles and associated equipment was £96,197.00

- Ford Focus ST ANPR Vehicle £16,202.25

As a result of the recent change in the policing model the vehicles were moved across the fleet from local policing to the Operational Policing Unit (OPU) and Tasking Team (Protective Services), including West Mercia sites. High performance vehicles were not part of the new local policing model, so none of the remaining proactive CID teams had the required driving skills to use them.

6.2 **Equipment**

- 12 Airwave radios for additional staff, £14,336.16

- Desktop computers for the additional staff, £10,152.74

- Method of entry equipment was purchased for the PPA team, this has now been reallocated to Proactive CID, £13,000.00

- Material for 'Operation X' including promotional activity, £17,000.00

6.3 **Automatic Number Plate Recognition (ANPR)**

6.4 Mobile ANPR

- The six vehicles procured for the OSU are equipped with mobile data and ANPR equipment that has cost £83,609.00. This, on board ANPR capability was very effective when joined with improved static ANPR assets along with the dedicated teams

Due to the movement of the vehicles to the OPU and Tasking Team, the ANPR provision was diluted across a larger geographical area in accordance with the staff postings. This operational tactic remains available to Warwickshire, but is delivered according to harm, threat and risk on a priority basis.

As a result it is hard to monitor and manage the performance of these assets that are now not solely attributable to the operation.

6.5 Fixed ANPR

- Investment in fixed ANPR assets was made as a result of this operation; this was done at a time when the OSU and PPA teams were available to support this investment. The cost of this permanent improvement to the forces ANPR infrastructure has cost £139,560.24

This has included an increase in strategic cameras, located in Nuneaton, Bedworth and Rugby and additional cameras installed on the A5/A444 corridor.

These fixed assets linked to the overall ANPR system and proved very successful prior to the 30/9/2013, as additional resources were available to respond to these activations.

- This is a total capital investment in ANPR of £223,169.24

The current process for ANPR deployment is assessment of ANPR hits by I24 (Intelligence function), and deployment of the most appropriate resource by the Operations Control Centre (OCC).

7.0 Financial Breakdown

The table below shows the current financial position including the current projected spend for 2013-2014. It is likely this will be less as a result of a number of staff leaving the organisation and changes in structures.

Devonport funding for 2014-15

	£
Approved budget 2012-13	6,165,116
Spend 2012-13	1,512,415
Balance at 1.4.2013	4,652,701
Projected spend 2013-14	2,838,000
Estimated balance for 2014-15	**1,814,701**

This currently includes (31/01/2014):

- £53,000 spend in police overtime
- £27,000 under spend in promotional activity

If the current Devonport structure is maintained an investment will be required to maintain the current staffing level and structure, using current data, this could be in the region of £841,299.

8.0 Performance

8.1 All Arrest data from 1st October 2012 – 31st January 2014

There have been 1526 arrests, with 1224 separate offenders arrested.

- 346 (22.7%) of all arrests were for Theft & Handling stolen goods

- 226 (14.8%) were for Burglary

- 208 (13.6%) were for Drug Offences

- 227 (14.9%) of arrests were on a Warrant

- 190 (13.6%) were nominal identified as 'Priority Offenders' (see appendix)

The following table (A) details the offence type for all arrests – where the offence type was not a recordable offence, the first arrest offence is listed in table (B) below.

Table A - Offence Type	Total
Not Recordable – see below	395
Burglary	226
Criminal Damage	22
Drug Offences	208
Fraud and Forgery	28
Other Notifiable	120
Robbery	48
Sexual Offences	19
Theft and Handling Stolen Goods	346
Violence Against The Person	114
Grand Total	1526

Table B - First Arrest Offence	Total
Breach of Bail	17
Breach of the Peace	7
Disqualified Driving	8
Drunk & Disorderly	14
Drunk & Incapable	1
Other	85
Positive Breath Test	32
S. 136 Mental Health Act	3

Violent Disorder	1
Warrant - Committal	2
Warrant - Failed to Appear	89
Warrant - Non-Payment	70
Warrant - Other	66

8.2 **Detections**

The following tables show the detection rates for key crime types during Operation Devonport (1st October 2012 – 30th September 2013), compared to the same period the previous year.

Detection rates are shown for crimes recorded in the following geographic areas:
1) The 3 Priority Policing Area (PPA) in Leamington, Nuneaton and Rugby
2) The 10 High Demand Safer Neighbourhood Team (SNT) Areas, excluding the areas that fall within the PPA's
3) The rest of Warwickshire, excluding the High Demand Areas (HDA) and PPA's.
4) Warwickshire, including the 10 High Demand Areas, but excluding the PPA areas.

All Crime

All Crime	Pre Devonport	Devonport	Difference
	Oct 11 - Sep 12	Oct 12 - Sep 13	Percentage Points
PPAs	30.3%	34.8%	4.5%
Rest of HDAs	20.8%	24.4%	3.6%
Force Excl HDAs	15.2%	20.2%	5.0%
Force Excl PPAs	17.6%	22.0%	4.4%

- The percentage point difference is the clear change in the detection rate, and is the difference between 30.3% and 34.8%; 4.5 percentage points

- The table shows the detection rate for total crime in the PPA's increased by 14.9% (4.5 percentage points)

Burglary Dwelling

Burglary Dwelling	Pre Devonport Oct 11 - Sep 12	Devonport Oct 12 - Sep 13	Difference Percentage Points
PPAs	15.3%	22.2%	6.9%
Rest of HDAs	14.2%	18.0%	3.7%
Force Excl HDAs	10.3%	18.2%	7.9%
Force Excl PPAs	11.7%	18.1%	6.3%

- The above table shows the detection rate for burglary dwelling increased by 45.3% (6.9 percentage points) from 15.3% to 22.2%

- This is a larger increase than in the rest of the High Demand Areas (26.3%; 3.7 percentage points)

Robbery

Robbery	Pre Devonport Oct 11 - Sep 12	Devonport Oct 12 - Sep 13	Difference Percentage Points
PPAs	28.3%	35.3%	7.0%
Rest of HDAs	18.1%	20.5%	2.5%
Force Excl HDAs	26.9%	16.2%	-10.7%
Force Excl PPAs	23.0%	18.0%	-5.0%

- The detection rate for Robbery increased by 24.7% (7 percentage points), from 28.3% to 35.3% in PPA's

- This is improved compared against the rest of the Force outside of the HDA's and PPA's

Violence with Injury

Violence with Injury	Pre Devonport Oct 11 - Sep 12	Devonport Oct 12 - Sep 13	Difference Percentage Points
PPAs	43.3%	47.5%	4.2%
Rest of HDAs	42.3%	41.2%	-1.0%
Force Excl HDAs	39.2%	43.4%	4.2%
Force Excl PPAs	40.6%	42.4%	1.8%

- The detection rate for Violence with Injury in the PPA's increased by 9.6% (4.2 percentage points) from 43.3% to 47.5%

- This is a larger percentage change than the rest of the Force (excluding PPA's) which saw a 4.4% increase in the Violence with Injury detection rate

Vehicle Crime

Vehicle Crime	Pre Devonport Oct 11 - Sep 12	Devonport Oct 12 - Sep 13	Difference Percentage Points
PPAs	3.5%	10.9%	7.5%
Rest of HDAs	4.7%	13.8%	9.1%
Force Excl HDAs	3.8%	9.6%	5.8%
Force Excl PPAs	4.2%	11.0%	6.9%

- There were considerable improvements in the detection rate for Vehicle Crime offences during this period

- Prior to Operation Devonport the detection rate for Vehicle Crime was lower in the PPA's than in other areas of the force, at 3.5%. During this period this increased to 10.9%, which was a 216.5% increase (7.5 percentage points)

Conclusion

There has been an improvement in detection rates for burglary, robbery and violence with Injury. Detected vehicle crime offences have increased more significantly in the PPA's during Operation Devonport than in the rest of the Force.

8.3 **Number of referrals to the Dedicated Source Unit (DSU)**

Cell Intervention

This additional role became effective in December 2012 with staff having responsibility for the North and South.

- Between December 2012 and September 2013, 147 intelligence logs were submitted for North Warwickshire

- In the same period, 37 prison visits, concentrating on key offenders in the North as a result 9 individuals were directed to the DSU

Since the 1st October 2013 (three month period):

- Conducted 44 intelligence debriefs with persons in police custody and prison visits
- Completed and submitted 54 intelligence reports
- Referred 7 persons to the force DSU
- Preparation of one Court Text (pending)

8.4 **Integrated Offender Management (IOM)**

Warwickshire Police have a well-developed offender management scheme, which has been operational since 2008. The scheme has developed to reflect organisational changes and differences in demand across the force.

Offender management operates on a three strand model, designed to incorporate staff across the organisation, and partner agencies to reduce offenders.

The three strands are:
⇒ PPO Manager - Main point of contact for Offender
⇒ Police Owner - Police lead for prevent / catch and convict
⇒ Beat Manager - General monitoring and awareness

Allocation of Police Owner role post 30/9/2013

There are some local differences across the county regarding the delivery of offender management and how it is undertaken on an operational basis, however the aims and objectives are met, but delivered differently.

The additional resources provided by Operation Devonport have made a difference in the management of offenders and reduced and controlled offending of scheme members. The following narrative highlights examples of outcomes due to the additional resources:

North

Since 30/9/2013 there have been some fundamental changes to the delivery of offender management. Since the introduction of the additional Devonport resources offender management has become a mainstream policing task throughout proactive CID.

In practical terms, PSI's have in the main taken ownership for the offenders with support from Detective Constable's (DC). Offenders whose main offending behaviour is not serious acquisitive crime (SAC) have been allocated to SNT.

Due to the offending behaviour in the Northern cohort, proactive CID manages the majority of offenders.

Engagements levels are of a high level due to additional resources and are increasing, becoming more proactive.

North Warwickshire (Coleshill / Atherstone)

- Small cohort of offenders, offending behaviour that has been tackled included assault and possession of Class A

- PPO arrested, charged and convicted of theft from shops, carrying bladed item and failure to surrender, convicted to 26 weeks custody. Meaningful arrest post 30/9/2013 due to the prior impact this offender was having on the community

- PPO arrested, charged and remanded for section 20 assaults and possession of heroin. This individual had been causing a significant impact on the local community due to substance and alcohol misuse. (Through heightening his profile through IOM post 30/9/2013 he has been charged and remanded)

Nuneaton and Bedworth

- The busiest area for IOM, there has been a number of high profile arrests and subsequent convictions since the 30/9/2013
- 5 years for burglary dwelling – 24 offences taken into consideration
- 2 x 19 month sentences for burglary

- 48 months custody for burglary & aggravated vehicle taking
  Rugby

- Engagement levels with offenders are at their highest in this area of the county
- Since 30/9/2013 there has being significant impact on Rugby offenders, there have been efforts to reduce reoffending through proactive policing, resulting in significant court results
- Conspiracy to steal motor vehicles 2 x 28 month sentences
- Arrested, remanded and convicted of attempted burglary dwelling and received 12 months

South

The southern proactive CID does not carry as many IOM nominal's under their ownership as other parts of the county. The southern team has five Devonport PSI's who are engaged with offender management, with increasing engagement levels.

- There are fewer SAC offenders within the cohort in the South; however there has been some very good reactive work which has resulted in positive custodial sentences
- Convicted of 2 x burglary dwelling who received 2 years and 3 months
- Convicted of 21 months for 2 x burglary dwelling

The chart below represents the distribution of offenders per area, and their police owners.
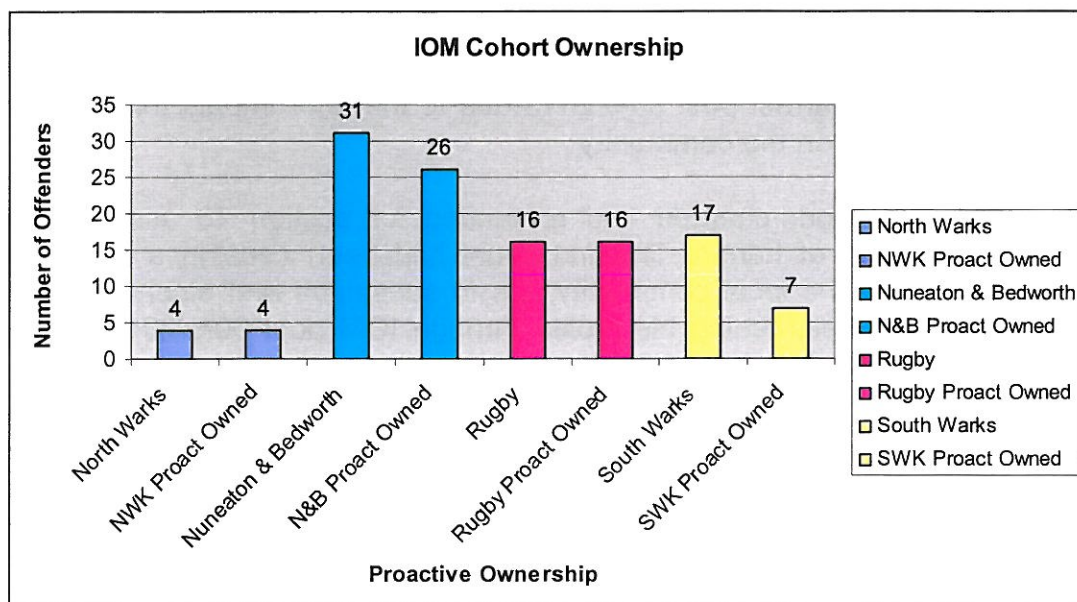
The additional resources have developed methods of management towards innovative and creative preventative work, in hand with enforcement and coordination of other resources to reduce offending.

Referrals to IOM

The additional resources have not only engaged in current offender management, but have played a vital role in referring emerging offenders to the scheme.

Since 30/9/2013 this has increased, with more activity to identify and select future nominal's for the scheme. Representation and engagement at partnership meetings is high across the county.

.

Referals to Scheme Since October

Value	Category
8, 13%	CID
4, 7%	Probation
9, 15%	Intelligence
3, 5%	IOM
5, 8%	YJS
1, 2%	SNT
30, 50%	Total
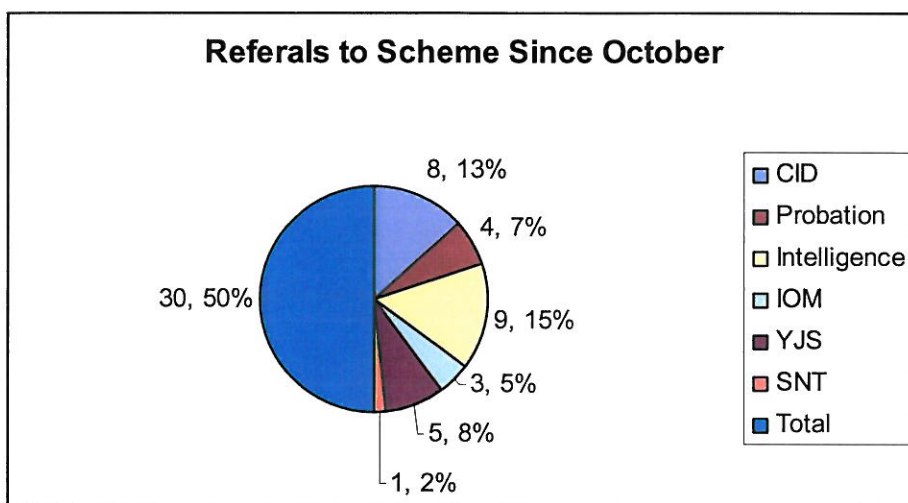
9.0   Additional Initiatives

9.1   Investment into 'Safer Warwickshire' Project;

An investment of £20,000 has been made into a proactive
Crimestoppers campaign within Warwickshire and surrounding cross
border areas (Coventry). Intended to build confidence in vulnerable
communities, help build trust in the charity and increase actionable
intelligence.

9.2   Investment into "Get it logged Get it back" pilot;

'This pilot is currently being launched in North Warwickshire to reduce
acquisitive crime offences, and increase property recovery/detection. It
has used £10,000 investment to provide additional new technology to
register identifiable property, engage with communities and reduce
victims of crime.

10.0 Recommendations

10.1 The strategic objectives for Operation Devonport have been reviewed, assessing the current threat, risk and harm.

The proposed new strategic objectives for phase 3 take into account current and emerging threats:

Strategic Objectives

- Significant reduction in recorded crime

- Addressing high harm types and risk incidents within Warwickshire

- Apprehending and managing offenders causing harm

- Positive impact on public trust and confidence

Operational Strategy

- Target prolific offenders

- Focus on the communities that suffer the most harm

- Tackle emerging cross border threats causing harm in Warwickshire

Continued funding is required to allow the following emerging and current threats to be targeted:

10.2 Child Sexual Exploitation (CSE) / Historic Sexual Offences

Tackling the sexual exploitation of children and young people in our communities is a key priority for Warwickshire Police. It is an horrific form of child abuse known to be prevalent across our urban and rural areas and has been subject of much recent public attention and political scrutiny. High profile CSE investigations and adverse inquiries, such as those conducted by the Office of the Children's Commissioner and the Home Affairs Select Committee and Case Reviews, have highlighted the devastating effects of CSE and the urgent need for

Police, partners, the third sector and our communities to work together in order to collectively tackle the issue.

In order to more accurately identify prevalence, a scoping exercise was conducted across the partnership in January/February 2014 under the auspices of the Joint Strategic Needs Analysis (JSNA). This survey went to professionals working with children across the county asking for information on every child known to their service who from the information gathered is, or may be, recognised as being exposed to CSE.

99 Warwickshire children and young people were classified as exposed to this risk. However, there were a further 74 identified by partners but not submitted through the data collection exercise for various reasons. It has also been ascertained that there was low partner engagement overall.

The 173 children and young people identified is therefore known to be an under representation of the prevalence of CSE in Warwickshire due to continued lack of understanding and awareness.

It is proposed that additional resources are allocated to tackle this emerging threat, a Detective Sergeant and 6 staff (2 Detective constables and 4 PSI'S).
In addition a researcher and analyst will develop actionable intelligence to develop proactive investigations.

These resources will sit as part of the multi agency professionals, providing an integrated approach to target offenders and support vulnerable victims.

As detailed above this form of criminality and its victims are often hidden, performance management will be based on the 'Outcomes framework for sexual exploitation', shown in detail in Appendix B, but will focus on:

- The number of victims identified

- The number of proactive investigations commenced

- The number of successful prosecutions/outcomes

- Intelligence gathered regarding organised sexual criminality

10.3 Organised Criminality

Organised crime takes many forms within Warwickshire and the surrounding areas, including acquisitive crime such as burglary, robbery and drugs supply. These offences cause the greatest risk and harm to the community.

These offences involve offenders living within Warwickshire and more often outside the area, but increasingly within our communities, just undetected.

Recently this organised criminality has resulted in serious violence and injury, and increased the fear of crime within the community.

The recommendation is to re focus the current resources to provide a flexible response to organised criminality, in the many forms it takes. Focusing the intelligence assets at cross border working and intelligence gathering, it will build on the additional integrated offender management model that has already proved successful within the force.

The new structure will build on the success of phase 2, reducing acquisitive crime and providing enhanced offender management, but will be more flexible to tackle emerging threats.

Performance in this area will be measured as follows:

- Number of proactive investigations conducted

- Number of investigations supported

- Reduction in crime/victims

10.4 Proposed Governance

The below show the proposed governance for staff:

```
┌─────────────────────────────────────────────────────────────┐
│              C/Supt  McNevin   (Silver)                      │
└─────────────────────────────────────────────────────────────┘

┌──────────────────────────┐        ┌──────────────────────────┐
│ DI Jason  Downes (Bronze)│        │      DI Nigel Jones       │
└──────────────────────────┘        └──────────────────────────┘

┌─────────────────────────────────────────────────────────────┐
│                  Child Sexual Exploitation                   │
└─────────────────────────────────────────────────────────────┘

┌─────────────────────────────────────────────────────────────┐
│          Devonport Intelligence       Function               │
└─────────────────────────────────────────────────────────────┘

┌─────────────────────────────────────────────────────────────┐
│    Resources directed according to Threat and Risk by DCI    │
└─────────────────────────────────────────────────────────────┘

┌──────────────────────────┐        ┌──────────────────────────┐
│     PSI Devonport (N)     │        │     PSI Devonport(S)      │
└──────────────────────────┘        └──────────────────────────┘
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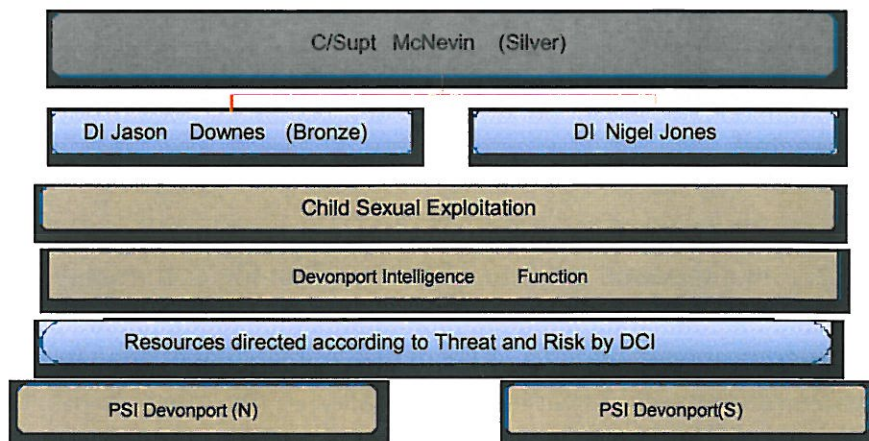
NB: Devonport resources are Brown

The below will be a force resource tackling specific threats, but will link into DI Downes for if required:

```
┌─────────────────────────────────────────────────┐
│            Child Sexual Exploitation             │
└─────────────────────────────────────────────────┘

┌──────────────────────┐    ┌──────────────────────┐
│   DI Jason Downes     │    │    DI Nigel Jones     │
└──────────────────────┘    └──────────────────────┘
                             ┌──────────────────────┐
                             │   DS x1 Devonport     │
                             └──────────────────────┘
                             ┌──────────────────────┐
                             │        DC x2          │
                             └──────────────────────┘
                             ┌──────────────────────┐
                             │   PSI Devonport x4    │
                             └──────────────────────┘
                             ┌──────────────────────┐
                             │     Researcher x1     │
                             └──────────────────────┘
                             ┌──────────────────────┐
                             │      Analyst x1       │
                             └──────────────────────┘
```
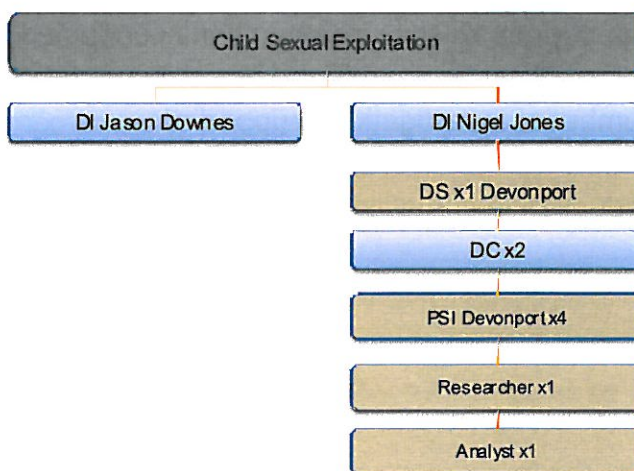
10.5   Proposed Financial Expenditure

The table below outlines future expenditure for the next two years:

	No.	Cost per Year £	Full Year Cost £	2015/16 Cost £	2016/17 Cost £	Total Spend for Two Years £
Police Staff Investigators	55	43,000	2,365,000	2,365,000	2,388,650	4,753,650
2 Sergeants (acting element)	2	2,688	5,376	5,376	5,430	10,806
Additional Vehicle Hire		10,500	10,500	10,500	10,500	21,000
Vehicle Fuel		15,200	15,200	15,200	15,200	30,400
Vehicle Maintenance etc		12,400	12,400	12,400	12,400	24,800
Police Overtime		55,000	55,000	55,000	55,000	110,000
						4,950,656

10.5   Proposal

1   <u>That the PCC formally endorses the recommendation that Operation Devonport continues until 2017 and that the funding is allocated from identified reserves</u>

Consideration for further funding of £5 million, to extend activity into 2015-2017. To provide stability during future changes, and increased risk that will require a redesign of the force structure. This extended additional resource will provide continued operational flexibility to respond to demand and tackle the operational objectives.

2   <u>To implement the new Operational Strategy</u>

The current operational strategy has been reviewed, and has been updated taking into account current and emerging threat, risk and harm.

3   <u>Close the identified gap in Cross Border criminality through enforcement, using the flexibility of mobile ANPR</u>

Repositioning of vehicle based ANPR assets and further investment to tackle this identified risk, by making them available to local policing resources.

Since the 30/9/2013 166 fewer vehicles have been recovered, compared to the previous year, a 49% reduction in seizures.

The ANPR assets must continue to be measured as a benefit until the funding ceases. The wider question remains over the way these assets are deployed, given that the structure has changed. At this time it appears there is limited return on the ANPR capital investment.

4   <u>Future proof the operation with a new flexible partnership strategy</u>

Offender management has shown some early signs of success, there are identifiable benefits brought about by the enhanced capacity of Devonport resources, which should be developed further.

Opportunities for local and county wide partnerships should be identified and developed, especially with the reduction in funding of the Probation Service and other agencies within offender management.

Operation Devonport should encompass all agencies that can impact on the operational objectives, utilising combined resources and funding to increase protection.

Reflecting on the strategic objectives set:

- Currently overall crime is down within the force and is likely to remain until the end of the performance year

- Performance data gathered shows that there has been a increase in overall arrests during the initial phase of this operation up until October 2013

- Current force performance for relevant crime types is down and in line with the Police and Crime Commissioner's targets

- Public confidence levels are good. With overall satisfaction rate of 84.1% to date and reduction of Anti Social Behaviour across the force of -10.4% (17/9/14)

Delivery Outcomes

A Effective management of 'Priority Offenders' - Prolific Priority Offender (PPO), Highest Harm Causer (HHC), Emerging Prolific Offender (EPO)

B **Outcomes Framework for Child Sexual Exploitation**

The outcomes framework consists of two areas:

- Long-term outcomes for children and young people
- Criminal Justice outcomes

Long-Term outcomes for children and young people

The following is a list taken from Barnardo's outcome framework. Barnardo`s direct work with sexually exploited children demonstrates that focusing on the following factors contributes most effectively to their safety and recovery in the long-term. However, this list should not be viewed as an exhaustive list:

- Reducing episodes of going missing
- Improving school attendance
- Reducing alcohol and drug consumption
- Enhancing relationships with parent/carer
- Providing stable and secure accommodation
- Assisting the child to recognize abusive / exploitative behaviour
- Encouraging the child to remain in regular contact with the service
- Improving knowledge of sexual health strategies
- Reducing association with risky peers/adults
- Improving ability to express feelings
- Improving knowledge of safety strategies
- Providing the family with access to support services
- Ensuring child becomes aware of own rights and those of others

Each outcome has a set of specific guidance to help practitioners measure distance traveled by individual children. Interventions are normally between six months and a year with weekly sessions. The impact of the services provided should be evaluated at regular intervals. This evaluation will assist in providing an accurate assessment as to weather the action plan has been successful or not.

Criminal Justice Outcomes

These criminal justice outcomes aim to support victims and bring individuals and organized criminal networks involved in CSE to justice. They measure how the police and CPS deal with these offenders. Data of these outcomes should be routinely gathered and monitored, including the attrition rates for cases referred to the CPS to ensure learning captured. These measures ensure positive interventions for victims and where suspects are identified, they are prosecuted or appropriate disruptions at put in place. These measures are key in establishing an accurate picture for tackling CSE across Warwickshire. They will be included on police performance frameworks and the Warwickshire Safeguarding Board (WSCB) performance measures, in order to focus police priorities on these often unseen and hard to reach out-to victims.

We seek to achieve an increase in:

- Reported CSE
- Interventions delivered to safeguard vulnerable children
- Arrest of individuals involved in CSE
- Charging of offenders for CSE related offences
- Convictions of offenders for CSE related offences
- Intelligence regarding CSE perpetrators
- Identification and disruption of individuals and organised criminal networks (OCN) engaged in CSE

Warwickshire Police and Crime Commissioner's Engagement Strategy

Draft August 2014

Contents

Foreward by Ron Ball Police and Crime Commissioner

DRAFT

Alternative formats

A summary of the draft Community engagement strategy can be made available in alternative formats. For more information please contact The Office of the Police and Crime Commissioner 01926 412322 or email us at OPCC@warwickshire.gov.uk

Foreward by Ron Ball, Police and Crime

Commissioner for Warwickshire.

The Police and Crime agenda involves many residents, volunteers and organisations working together to ensure Warwickshire is a safe place to live, work and visit. Through this engagement strategy I will set out how I intend to meaningfully engage with the:

Picture of Ron Ball consulting with residents.

- Public,
- Specific interest groups including victims, witnesses and young people,
- Community safety partners,
- The Police service.

I will ensure I have an advertised programme of engagement opportunities. It is my hope that anyone living, working or visiting Warwickshire will have the opportunity to express their views / concerns to me either in person, via written communication with my office, or through my network of Community Safety Ambassadors.

As the Warwickshire elected representative, who is responsible for holding the Chief Constable to account, I firmly believe that listening and responding to the views and experiences of the community and partner organisations is key to ensuring we have an efficient and effective Police force.

Over the years the Police and public sector have experienced significant funding cuts. It is my responsibility to ensure these cuts have minimal impact on front line policing and services. In order to understand if this is the case it is essential that I am able to effectively engage with residents, seek their views and opinions to inform and influence decisions which could ultimately effect or impact on residents and the services they receive.

Empowered local communities are key to addressing crime and disorder in their community. There are many people who volunteer their time to make Warwickshire a safer place. They provide residents with knowledge of how to protect themselves and their property, providing services to vulnerable and isolated residents and inform me of national and local issues which impact on them.

Working together to address crime and disorder is essential. By ensuring I have mechanisms in place to inform, consult and involve residents, partner agencies and business, I will ensure that the feedback I receive will help inform, influence and shape our future policies and service provision.

I welcome your views, thoughts and observations on this engagement strategy. These can be e-mailed to me at opcc@warwickshire.gov.uk.

Ron Ball
Police and Crime Commissioner

Warwickshire.

1. Context.

The Police Reform and Social Responsibility Act 2011 places a statutory duty on Police and Crime Commissioners to listen and have regard to the views of local people about policing in their area.

Warwickshire's Police and Crime Plan 2013 – 2017 sets out five priorities:-

- To reduce crime and disorder
- To protect the public from harm
- To empower local communities to prevent crime and disorder
- To deliver an efficient and effective police force for Warwickshire
- To meet the requirements of the Strategic Policing Requirement

This Engagement Strategy underpins the delivery of these key priorities, in particular the focus on empowering local communities to prevent crime and disorder.

The Plan reflects the part everyone can play in reducing crime and disorder. It highlights the importance of volunteers in this work, whether as special constables, police staff volunteers, independent custody visitors, street pastors, mentors or as members of Neighbourhood Watch.

Listening to the views of local people, including special interest groups, provides valuable information about what works, what does not work and how we can do better.

In a policing area the size of Warwickshire with more than half a million people and a range of diverse communities, effective engagement represents a challenge.

This strategy outlines how we will work together to inform, consult and involve local people to improve the services which Warwickshire's Police and Crime Commissioner is responsible for. It is for everybody who wants to get involved in influencing current and future service provision and enhancing the quality of life for people across Warwickshire.

Warwickshire is a safe place to live and that in itself is an important message to send but there is much more we can do together to reduce crime and anti-social behaviour in the county so that people are safe and feel safe in their communities.

2.   What is Engagement?

Essentially, engagement is about making sure that people can get involved and take part in a range of ways in the planning, development and delivery of services. It goes further than informing and consulting local people by seeking to enable communities to take an active part in influencing decision-making and service delivery. The main levels of community engagement are:

| **Informing you**	Providing up to date, appropriate information about services, policies and decisions that might affect or interest you.
Consulting you	Providing opportunities for you to have your say about decisions, services and plans through consultations, surveys and conversations. Acting on the feedback we receive and showing how it has influenced the decisions made.
Involving you	Providing opportunities to get involved, over and above informing and consulting, to give you a greater influence over decisions and delivery.

Everyone should be involved in making Warwickshire a great place to live, and work. If you live, are part of a local group or business in Warwickshire, you will know what community safety issues there are in your community. You may have a view on how issues can be addressed or services improved in the future. By taking part you can help influence decisions that are being made about policing and community safety in Warwickshire.

3.   Who is this strategy for?

This strategy is for anyone who is interested in playing a part in improving the policing service in Warwickshire. This includes public and private organisations, voluntary and community groups, residents, workers and students.

4.   Our Vision - "To protect the public from harm".

The vision is based on communities that are informed and empowered to engage. We aim to be responsive to the feedback from communities and involve you in decision-making and shaping the services that affect you. To achieve this information, consultation and involvement must be provided on

the right issues, targeted at the right people, at the right time, in an accessible way. The Police and Crime Commissioner is committed to involve and empower Warwickshire residents and communities and we will follow the principles below.

Be honest and open	• Make clear the purpose of any engagement activity and use the right methods (proportionate to the significance of the issues) to engage local people • Be clear about what can be influenced. • Use honest, accurate and unbiased information
Listen to each other's views	• Listen and respond to individuals and communities, enabling and empowering residents to play an effective role in setting priorities, designing services and influencing decisions to shape their local area.
To be inclusive	• Undertake fair and impartial engagement to ensure individuals are offered equal opportunities to participate in issues that may affect them and make a difference. • No one section of the community is disadvantaged in terms of the policing service they receive.
Work together	• Share knowledge and information openly with residents and partners, whilst respecting confidentiality. Use what we have learnt to better understand and engage with our communities, and to improve the services we deliver.
Keep in touch	• Provide feedback and demonstrate the changes that are made as a result of engagement.

Engagement Principles.

5.   Types of Engagement.

Each type of engagement is important and different methods will be used depending on the aim, activity and circumstances. People will be engaged in a way that considers their needs and takes account of local circumstances. The approach and resources required will be proportionate to the issue and likely benefits. Engagement will take place as early as possible to ensure that services are shaped around the needs and aspirations of local communities.

The principal ways that we will inform and consult with you (dependant upon the type of decision being made) are set out in table 1. The detail around the actions and types of activities we plan to deliver over the term of office are detailed in the three action / delivery plans, see appendix 5.1, 5.2 and 5.3.

Informing You.	Consulting You.	Involving You.
Providing information to keep you informed about what is happening, and help you understand an issue, service or a planned action.	Asking you for feedback, advice or opinion on a particular issue – stating what can and cannot be changed.	Working together throughout the process to ensure that concerns and aspirations are understood and considered, encouraging people to put forward ideas, options, initiatives and actions.
Posters, fliers, banners and publications.	Questionnaires and surveys, structure feedback form, surveys.	Public or specific targeted discussion meetings with interested parties.
Local newspaper press releases, publications, radio and TV interviews.	Online surveys and e-consultation (via the internet).	Public or stakeholder workshops to identify issues and shape options.
Newsletters, letters, leaflets or summaries, websites.	Public, neighbourhood or specific meetings or surgeries.	Participatory budgeting.
Email, Twitter, web alerts, Facebook, podcast.	Residents, citizens, user panels, discussion groups and community groups.	Interaction with Members of Parliament, elected Warwickshire Councillors, Parish Councillors, employees.
Information stalls / open days/ roadshows / exhibitions.	Consultation events/ workshops / roadshows.	Comments and complaints.
Public and specific meetings, presentations, briefings.	Written consultation through letter or email.	Providing opportunities for community run services.

Table 1: The types of communication the Warwickshire Police and Crime Commissioner may use to engage the public.

6.   Who should be involved?

Good engagement needs a defined audience. It is important to engage with those who are most likely to be affected by services, policies and decisions. This may be residents, people who work in the county, visitors, voluntary organisations, businesses, parish councils or residents' associations.

There are many groups, organisations and individuals that represent different interests. The contacts to be considered depend upon the subject matter.

Before undertaking an engagement exercise we will consider the following:

- Who should be involved?
- Why are people / groups being involved?
- Timing of involvement. (Consultation should be open for 12 weeks unless there are clear reasons such as statutory guidelines that say otherwise (e.g. there are shorter statutory time periods for planning consultations)).
- How people will be involved

We support strong, active and inclusive communities, who are informed and involved in decision-making. To enable people to get involved, groups, communities and individuals need to have the opportunity to learn about the relevant processes, and develop skills and knowledge on how to influence decisions. This is called building capacity. This can have added benefits, as organisations learn more about communities' needs as well as communities learning more about the decision making process. Over time this helps to improve relationships and the quality of involvement that takes place.

Opportunities to do this should be provided at appropriate times to ensure people can prepare for their involvement. This is particularly important for people representing community groups who often have very limited time and resources.

There are some people that very rarely get involved with what is happening in their local area. These may be people who do not know about what's happening, are not confident or able to get involved, may not wish or have the time to be involved or may be happy with the decisions being made. These people are sometimes called 'hard to reach' or 'seldom heard' or 'hard to hear' groups.

Hard to reach groups are groups of people that may be or feel excluded from engagement due to their personal circumstances or previous experiences. Disadvantaged groups may find it more difficult than normal to get involved.

The involvement of people whose voices may not be heard or who can be marginalised must be given particular consideration. These groups include age, gender, disability, race, religion/belief, pregnancy, marital / partnership status and sexual orientation.

We are keen to involve under-represented groups and specific interest groups such as, but not exclusive to, those detailed below in diagram 1.

Considering different ways to engage and communicate helps hard to reach groups but also benefits everyone and is good practice.
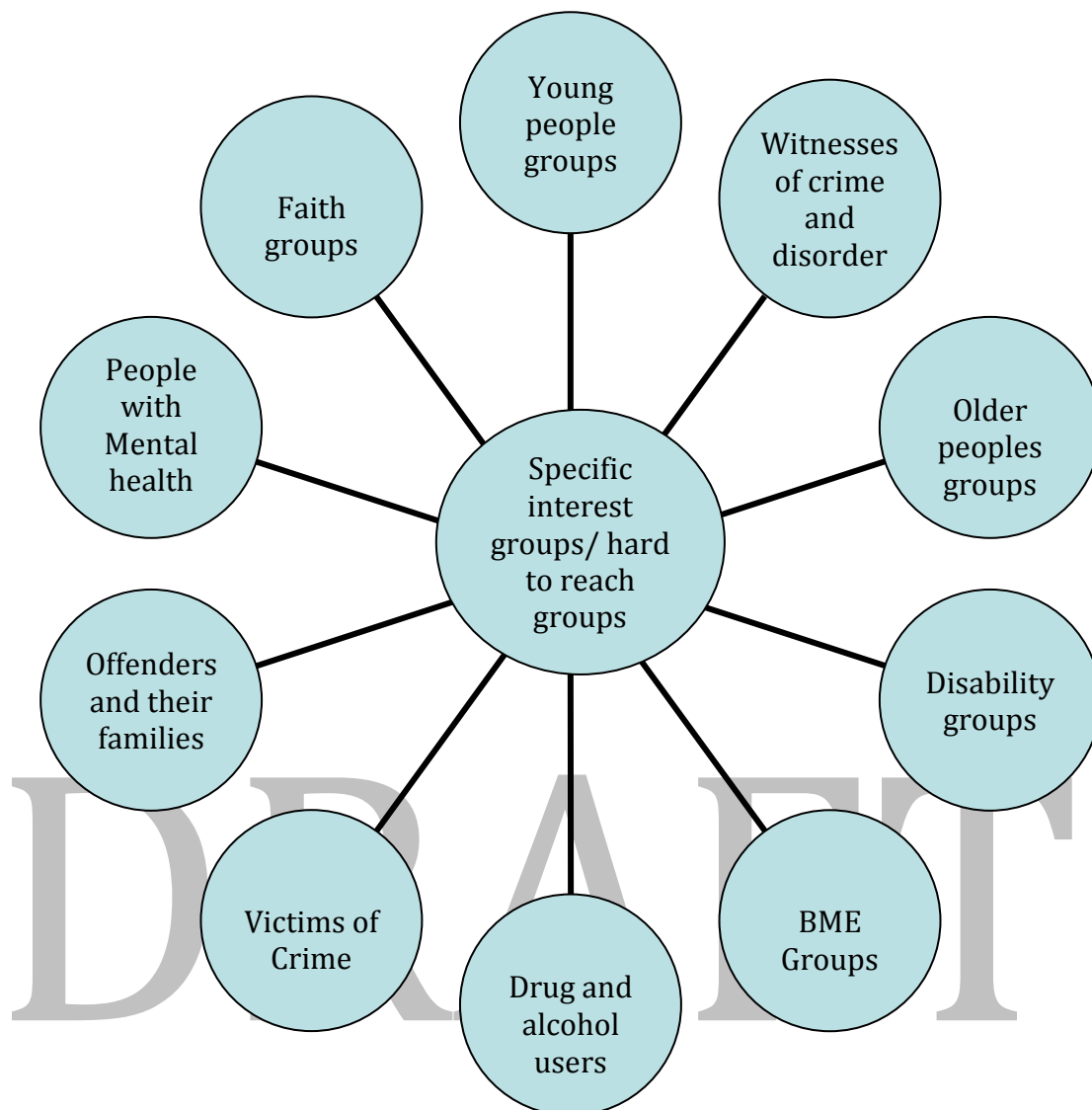
Diagram 1: Specific interest groups / hard to reach groups which the Police and Crime Commissioner may wish to specifically engage with.

7.   What happens to the results?

Effective community engagement will help us to understand local communities' concerns, needs and issues, which will help us deliver good quality services and better outcomes.

On a daily basis the office receives feedback, suggestions, Freedom of Information requests, general correspondence and complaints. The office aims to acknowledge all correspondence with the office in 3 working days and provide a formal written response within 28 working days. The staff of the OPCC will consult where appropriate with partner agencies to ensure a full response is provided to the correspondent. The exception to this aim is Freedom of Information requests, which will be respond to as per the statutory requirements.

To demonstrate that we have listened after a formal consultation we will:

- Publish on the website a summary of formal consultation feedback received and our response to it.
- Where possible show how the results have been used to influence final decisions.
- Feedback the results and the decision to those who took the time to get involved.

Data protection – your details

When we deal with your feedback we will keep to relevant data protection laws. Your details will be entered onto a consultation database but we will not disclose personal information to third parties for marketing purposes. In all our dealings with the public, we are committed to following the Human Rights Act 1998.

DRAFT

Warwickshire PCC Police engagement action plan 2014-16

Police and Crime Plan Objective 3 • Deliver an efficient and effective police service

Action number	Aim	Action	Type of Engagement	Details	Outcome	Measure	Owner	Timescale	Update	Status
Police officers and police staff.										
PO1	To raise awareness of the Police and Crime Commissioner.	Produce and distribute literature about the role and responsibilities of the PCC.	Inform	Produce web based information about the PCC for all employees to access	Increased public awareness of the PCC.		Publicity and Media officer	First leaflet to be produced and distributed by 01/11/2014		
PO2			Inform	Produce regular updates/ Newsletters in regards to the work of the PCC and his office for staff on the website.	Staff feel informed about action taken and delivered by the PCC, especially when that action impacts on them.	Online, via email updates, annual survey of staff ??	Publicity and Media officer and all PRO's	First update to be produced and distributed by 01/11/2014 quarterly update there after.		
PO4		Develop and release regular press releases regarding the work of the PCC.	Inform	Press releases to be circulated to staff where appropriate.	Increased staff awareness of the PCC and activities he is involved with.	Number of press release circulated.	Publicity and Media officer	First press release by 16/09/14. weekly there after.		
PO6	To provide a range of engagement opportunities for the staff to engage with the PCC and share their views, concerns or ask questions.	To promote social media engagement opportunities.	Inform	All correspondence to include links to Facebook, Twitter, the PCC website and blog site.	To provide staff with a range of engagement opportunities to suit them.	Number of new followers, tweets, friends and website visitors.	All staff	30/09/2014		
PO7		To develop, promote and deliver Police engagement days in each district/ borough. See police eng days plan tab.	Inform and involve	To develop a programme of Police engagement days in each district/ borough providing the staff with meaningful opportunities to address the PCC.	To provide all staff with a range of opportunities to meet the PCC and ask questions.	Number of Police engagement days delivered. Number of staff engaged with. Number of questions answered or feedback given. Number of actions taken away and their outcomes.	PRO for each locality.	Programme developed by 30/09/2014. First Police engagement days delivered by July 14. 1 a month thereafter.		
PO8		To promote and deliver public scrutiny meetings.	Inform and involve	To promote and deliver bi-monthly webcast public scrutiny meetings in rotation around the borough/ districts. To encourage staff to attend or to view online.	To provide the public and staff with the opportunity to ask the PCC and Chief Constable questions. To provide informative information about a range of work areas of relevance to them.	Number of staff attending the meetings. Number of people viewing the webcast, number of tweets associated with the webcast. Number of public asking questions, number of tweets asking questions to the PCC/ CC. Feedback received in regards to the meeting.	Admin Staff and Publicity and Media officer	Ongoing		
PO9		To provide a dedicated e-mail address for staff to ask the PCC a question.	Involve	Promote, monitor and answer all questions via yourpcc@warwickshire.gov. uk	All staff understand how to ask the PCC any question even if they have not been able to attend one of the engagement days.	Number of e-mail questions received, number answered and number of staff satisfied with the answer.	Duty PRO			
Engagement with Police Volunteer programmes.										
PO10	To recognise support the wide range of volunteers who work with the police	To proactively support, assist with the development and fund of the specials constabulary.	Inform and involve	To attend and participate in meetings and activities as required by the Specials Steering group	to achieve an efficient and effective Specials constabulary and to ensure the PCC's desired uplift in Specials is achieved.	Number of specials, annual staff survey, PDR's.	PRO engagement			
PO11		To proactively support, assist with the development and fund of the Police Support Volunteers.	Inform and involve	To attend and participate in meetings and activity as required by the Police Support Volunteers Steering group	To ensure the PSV programme is resourced appropriately, that PSV are receiving the support they require to succeed and PSV are providing value add to the organisation.	Providing opportunities for you to have your say about decisions, services and plans through consultations, surveys	PRO engagement			
PO12		To proactively support, assist with the development and fund of the Citizens academy.	Inform and involve	To attend and participate in meetings and activity as required by the Citizens Academies Steering group	To oversee the development of a successful Citizens academy scheme in Warwickshire.	number of Academies delivered, Number of attendees and number who graduate, attendees evaluation.	PRO engagement			
PO13		To proactively support, assist with the development and fund of the Cadets scheme.	Inform and involve	To attend and participate in meetings and activity as required by the Cadets Steering group	To oversee the development of a successful cadet scheme in Warwickshire.	Number of Cadets, percentage who successfully complete the course, number who go into Police volunteers roles, cadets evaluation individuals and project report.	PRO engagement			
Engagement with the Police Family.										
PO14	Celebrate and thank officers staff and volunteers for their commitment and activity.	To deliver 2 PCC garden parties for Officers, Staff and volunteers plus a guest.	Inform and involve	An event to be held at Leek Wotton and another in the North to thanks the Police family for their work. To co-inside with Andy's retirement.	A work force that is engaged and positive. A workforce that feels valued and respected.	Number of events held, Number of Police family who attend, attendees evaluation.	PRO engagement and Anya Ward.??			

Warwickshire PCC Community engagement action plan 2014-16

Police and Crime Plan Objective 4 • To empower local communities to prevent crime and disorder

Action number	Aim	Action	Type of Engagement	Details	Outcome	Measure	Owner	Timescale	Update	Status
General Public Engagement										
ce1	To raise awareness of the Police and Crime Commissioner.	Produce and distribute literature about the role and responsibilities of the PCC.	Inform	Produce leaflets for use at community engagement events, GP surgeries, council front desks etc.	Increased public awareness of the PCC.		Publicity and Media officer	First leaflet to be produced and distributed by 01/11/2014		
ce2			Inform	Produce regular updates and articles for district/ borough magazines, school newsletters, older peoples forums, Parish Council newsletters/ websites, website, neighbourhood watch newsletters and e-mails, community safety ambassadors and ICV's, members of the public who sign up to community messages on the website.	Members of the public feel informed about action taken and delivered by the PCC.	Online bi annual survey of residents who receive community messages.	Publicity and Media officer	First update to be produced and distributed by 01/11/2014 quarterly update there after.		
ce3			Inform	Produce roller banners and posters for community engagement events.	To provide a centre piece to attract members of the public to engage with the PCC	Roller banners produced. Number of members of the public who engage with PCC at public events where the roller banners are present.	Publicity and Media officer	Roller Banners produced by 1/11/14		
ce4		Develop and release regular press releases regarding the work of the PCC.	Inform	Press releases to be circulated to the Media, OPCC, CSA's, ICV's, Parish Councils, funded groups, CSP's, elected members and via community messages where appropriate.	Increased public awareness of the PCC and activities he is involved with.	Number of press release circulated. Number of press releases published or reported on by the media.	Publicity and Media officer	First press release by 16/09/14. weekly there after.		
ce5			Inform	Develop a community database to distribute appropriate media releases to.	Increased public awareness of the PCC and activities he is involved with.	Number of community groups and individuals receiving up to date media releases.	Publicity and Media officer	30/09/2014		
ce6	To provide a range of engagement opportunities for the public to engage with the PCC and share their view, concerns or answer their questions.	To promote social media engagement opportunities.	Inform	All correspondence to include links to Facebook, Twitter, the PCC website and blog site.	To provide residents with a range of engagement opportunities to suit them.	Number of new followers, tweets, friends and website visitors.	All staff	30/09/2014		
ce7		To develop, promote and deliver community out and about days in each district/ borough. See out and about days plan tab.	Inform and involve	To develop a programme of Out and about days (inc public surgeries) in each district/ borough providing the public with meaningful opportunities to address the PCC.	To provide the public with a range of opportunities to meet the PCC and ask questions.	Number of out and about days delivered. Number of residents engaged with. Number of questions answered or feedback given. Number of quick surveys completed.	PRO engagement	Programme developed by 30/09/2014. First out and about days delivered by 20/12/14.		
ce8		To promote and deliver public scrutiny meetings.	Inform and Involve	To promote and deliver bi-monthly webcast public scrutiny meetings in rotation around the borough districts.	To provide the public with the opportunity to ask the PCC and Chief Constable questions. To provide the public with informative information about a range of work areas of relevance to them.	Number of public attending the meetings. Number of people viewing the webcast, number of tweets associated with the webcast. Number of public asking questions, number of tweets asking questions to the PCC/ CC. Feedback received in regards to the meeting.	Admin Staff and Publicity and Media officer	Ongoing		
ce9		To seek the publics views on a range of current topics.	Consult	To actively seek the public for feedback on specific topics through WCC annual survey, the websites online survey, public questionnaire and local publications. Could include Police and crime plan refresh, precept, victim services, experiences when dealing with the Police etc.	To develop informed policies and practices which are reflective of public opinion.	Number of respondents. Policies / practices that are influenced/ reinforced by public responses.	All staff	Ongoing		
ce10		To deliver informal chats with the public.	Consult	On an informal basis discuss issues relevant to the PCC with randomly selected members of the community.	To develop informed policies and practices which are reflective of public opinion.	Number of residents "chatted" with. Policies / practices that are influenced/ reinforced by public responses.	PCC	Ongoing- informal basis.		
ce11		To develop and deliver a programme of webcasts.	Inform and Consult	To develop and deliver a programme of webcasts for the public to view and engage with on current and relevant topics. The programme could involve a range of the following: discussion forums, audiences with…, press conferences,.	To engage, challenge and seek the views of the public on a wide range of topics.	Number of webcasts delivered. Number of residents actively interacting with the webcast. Number of residents viewing webcasts at a later date. How the public rate the webcast.	Publicity and Media officer, PRO Engagement and C.Ex.	Programme of webcasts developed and agreed for the next 3 months by 31/10/14. First webcast delivered by 30/11/14. Monthly delivery there after.		
ce12		To develop, deliver and support Community Safety Ambassadors across the County. See CSA action plan.	Inform and involve	To recruit, develop and support 30 local Community Safety Ambassadors who are the PCC's eyes and ears in the community, ensuring the PCC is kept informed of local community safety concerns, issues or tensions within their designated locality forum.	The PCC is informed of relevant Policing and Community Safety issues, concerns and developments in their Locality forum area.	The receipt of 30 CSA reports quarterly. The number of issues or concerns which are identified by CSA's and what action was taken to address them. The reinforcement that Police and partners are working effectively in the locality.	PRO engagement	Quarterly report updates. 31/10/14.		
ce13	Empowering the local residents to take responsibility for their property and personal safety and to reduce their risk of becoming a victim of crime.	To provide crime prevention advice in a range of mediums and through a range of partner agencies.	Involve	Provide an up to date website with links to relevant partner agencies websites with crime prevention advice.	More residents take preventative measures and thus reducing their risk of becoming a victim of crime.	Number of residents re-directed to crime prevention websites via the PCC website??	PRO Criminal Justice	Quarterly update.		
ce14 also see pts ??		To financially support partner agencies to provide relevant crime prevention advice and products through the PCC grants scheme.	Involve	Financially supporting a range of partners who actively engage Warwickshire's residents and Businesses in crime prevention advice and activities. Partners may include WCC, Neighbourhood watch, Horse Watch Rural watch, Community Safety Partnerships.	Increased public awareness about how to secure their property and safe . Reduction in overall crime.	Anecdotal information. The number of residents provided with crime prevention advice. The number of residents purchasing crime prevention equipment. The number of website visits on crime prevention pages??	ALL PRO for their area.	Monitoring reports quarterly. Year end report 31/5/14.		
ce15	To financially support services in the community which impact on Crime and Disorder in Warwickshire.	To develop, deliver and evaluate the PCC grants scheme across Warwickshire.	Inform and Involve	To annually promote, deliver and evaluate a wide range of projects across Warwickshire which evidence their impact on Crime and Disorder in Warwickshire and support the delivery of the Police and Crime plan.	To impact on crime and disorder as detailed in each application.		ALL PRO for their area.	Initial visits to each project by 1/11/14. Monitoring reports quarterly. Year end report 31/5/14.		
Young People Engagement										

Action number	Aim	Action	Type of Engagement	Details	Outcome	Measure	Owner	Timescale	Update	Status
ce16	To raise young peoples awareness of the Police and Crime Commissioner and Crime and Disorder.	Positively engage with young people.	Inform and consult	To visit all PCC funded youth activities and speak with participants about the impact of the project on them.	To promote the PCC grants scheme. To seek views and opinions of young people actively engaged in the projects. To develop an awareness about how impactive the project is on young peoples behaviours and their communities.	Number of schemes visits. Quarterly monitoring reports				
ce17		To develop, deliver, evaluate and financially support a programme of youth engagement with TS4YP (Targeted Support for young people). See TS4YP action plan.	Inform and Involve	Commissioning targeted youth support to work with the OPCC to deliver a range of meaningful youth engagement opportunities for the young people and the PCC.	Young people are provided with an opportunity to engage with the PCC, ask questions and challenge/ influence policies.	Number of engagement sessions delivered. Number of issues raised. Number of polices/ practices influenced as a result of youth engagement.	PRO engagement	Report after each event annual overview.		
ce18		To visit local schools as invited/ as arranged to speak about the role of the PCC	Inform	To visit local schools to deliver awareness presentations about the role of the PCC.	Increased awareness and interest in the role of the PCC.	??	PRO engagement			
ce19			Inform	To engage with Safer schools officers and the Police youth engagement teams to engage in relevant activities at local schools i.e. Prison me no way.	Increased awareness and interest in the role of the PCC.	??	PRO engagement	Initial discussions with schools PCSO's and youth engagement teams by 31/10/14. Programme of events developed by 30/11/14.		
ce20	To engage young people in developing/ discussing crime and disorder topics, issues, policies and procedures.	To formally consult with an interested group of young people on Crime and Disorder topics. See TS4YP action plan.	Consult and Involve	Commissioning targeted youth support to work with the OPCC to develop a crime and disorder sub group which the PCC can use to formally consult elected young people on their views in regards to policies, practices and current issues affecting crime and disorder.	The formal group will help the PCC to seek the views of young people on current and new policies, procedures and areas of interest/ concern.	Number of meetings held. Number of topics discussed. Number of Policies, procedures and topics influenced as a result of the consultation.	PRO engagement	Minutes/ actions of each meeting held. Timescale TBC.		
ce21		To promote and hold an annual Crime and disorder debating completion for young people across Warwickshire.	Involve	To hold and annual competition to enable young people to engage in active debates on specific crime and disorder topics. All schools and colleges to be made aware of the event.	Young people awareness around specific Crime and Disorder topics developed.	how many schools take part in the debate. Attendees questionnaires.	PRO engagement	TBC		
Older Peoples Engagement.										
ce22		TBC								
Perpetrators of crime engagement.										
ce23	Adult Offenders	TBC								
ce24	Youth offenders	TBC								
Engagement with other specified groups.										
ce24	BME	TBC								
ce25	Faith groups	TBC								
ce26	Disability groups	TBC								
ce27	Business groups	TBC								
ce28	Rural Crime groups	TBC								
ce29	Gypsies and travellers	TBC								
ce30	Eastern European communities	TBC								
ce31	Mental health groups	TBC								
ce32	Drug and alcohol users	TBC								

Police and Crime Plan Objective 2 • To protect the public from harm

Action number	Aim	Action	Type of Engagement	Details	Outcome	Measure	Owner	Timescale	Update	Status
Victims of crime Engagement- CHRIS										
ce33		TBC								
Witnesses of crime engagement. CHRIS										
ce34		TBC								

Warwickshire PCC Partners engagement action plan 2014-16

Police and Crime Plan Objective 1 • Reduce Crime and Disorder

Action number	Aim	Action	Type of Engagement	Details	Outcome	Measure	Owner	Timescale	Update	Status
Partner agencies inc voluntary and 3rd Sector.										
PrtsO1	To raise awareness of the Police and Crime Commissioner.	Produce and distribute literature about the role and responsibilities of the PCC.	Inform	Produce web based information about the PCC for all partner agencies to access and promote where appropriate.	Increased public awareness of the PCC.		Publicity and Media officer	First leaflet to be produced and distributed by 01/11/2014		
PrtsO2			Inform	Produce regular updates/ Newsletters in regards to the work of the PCC and his office for Partners and for them to include on their website.	Partners feel informed about action taken and delivered by PCC.	Number of Partners who provide the information to their clients/ service users.	Publicity and Media officer and all PRO's	First update to be produced and distributed by 01/11/2014 quarterly update there after.		
PrtsO3		Develop and release regular press releases regarding the work of the PCC.	Inform	Press releases to be circulated to partners where appropriate.	Increased partner awareness of the PCC and activities he is involved with.	Number of press release circulated.	Publicity and Media officer	First press release by 16/09/14. weekly there after.		
PrtsO4	To provide a range of engagement opportunities for the partners to engage with the PCC and share their views, concerns or ask questions.	To promote social media engagement opportunities.	Inform	All correspondence to include links to Facebook, Twitter, the PCC website and blog site.	To provide partners with a range of engagement opportunities to suit them.	Number of new followers, tweets, friends and website visitors.	All staff	30/09/2014		
PrtsO5		To work with partners develop, promote and deliver out and about days in each district/ borough. See com eng days plan tab.	Inform and Consult	To develop a programme of out and about days (inc public surgeries) in each district/ borough providing the partners with meaningful opportunities to address the PCC.	To provide partners with a range of opportunities to meet the PCC and ask questions.	Number of out and about days delivered. Number of partners engaged with. Number of questions answered or feedback given. Number of actions taken away and their outcomes.	PRO engagement	Programme developed by 30/09/2014. First Police engagement days delivered by July 14. 1 a month thereafter.		
PrtsO6		Deliver elected members seminars/ briefings.	Inform	Elected members briefing will be delivered as part of the Out and about days and a programme of events will be held at Shire hall.	To Raise elected members awareness of the role and engagement opportunities with the PCC	Number of sessions held, Number of members attending, number of members who have a good awareness of the role and actions of the PCC. Member survey??	PRO engagement	local events as per Out and about days. Shire hall events bi annually.		
PrtsO7		To promote and deliver public scrutiny meetings.	Inform and involve	To promote and deliver bi-monthly webcast public scrutiny meetings in rotation around the borough/ districts. To encourage partners to promote the meeting, attend or to view online.	To provide the public and partners with the opportunity to ask the PCC and Chief Constable questions. To provide informative information about a range of work areas of relevance to them.	Number of public attending the meetings. Number of people viewing the webcast, number of tweets associated with the meeting. Number of public asking questions, number of tweets asking questions to the PCC/ CC. Feedback received in regards to the meeting.	Admin Staff and Publicity and Media officer	Ongoing		

Police and Crime Plan Objective 4 • To empower local communities to prevent crime and disorder

Action number	Aim	Action	Type of Engagement	Details	Outcome	Measure	Owner	Timescale	Update	Status
PrtsO8	Empowering the local residents to take responsibility for their property and personal safety and to reduce their risk of becoming a victim of crime.	To provide crime prevention advice in a range of mediums and through a range of partner agencies.	Involve	Provide an up to date website with links to relevant partner agencies websites with crime prevention advice.	More residents take preventative measures and thus reducing their risk of becoming a victim of crime.	Number of residents re-directed to crime prevention websites via the PCC website??	PRO Criminal Justice	Quarterly update.		
PrtsO9		To financially support partner agencies to provide relevant crime prevention advice and products through the PCC grants scheme.	Involve	Financially support a range of partners who actively engage Warwickshire's residents and businesses in crime prevention advice and activities. Partners may include WCC, Neighbourhood watch, Horse Watch, Rural watch, Community Safety Partnerships, crimestoppers, street pastors, WREP and CAVA.	Increased public awareness about how to secure their property and safe . Reduction in overall crime.	Anecdotal information. The number of residents provided with crime prevention advice. The number of residents purchasing crime prevention equipment. The number of website visits on crime prevention pages??	ALL PRO for their area.	Monitoring reports quarterly. Year end report 31/5/14.		
Prts10	To support the Community Safety Partnerships and 3rd sector & voluntary services to deliver projects to address/ impact on Crime and Disorder in Warwickshire.	To develop, deliver and evaluate the PCC grants scheme across Warwickshire.	Inform and Involve	To annually promote, deliver and evaluate a wide range of projects across Warwickshire which evidence their impact on Crime and Disorder in Warwickshire and support the delivery of the Police and Crime plan.	To impact on crime and disorder as detailed in each application.	.	ALL PRO for their area.	Initial visits to each project by 1/11/14. Monitoring reports quarterly. Year end report 31/5/14.		
Prts11		To attend and actively participate in relevant meetings which drive action to address crime and disorder in Warwickshire	Inform	Attend all CSP's quarterly meetings	Develop a good understanding of strategic issues affecting CSP's		PCC/ DPCC	Quarterly update.		
Prts12			Inform	Engage at an operational level with CSP's in each locality	Develop a Good understanding of current, emerging and future operational issues facing the CSP's and brief the PCC and DPCC appropriately.		ALL PRO for their area.	Quarterly update.		
Prts13	To recognise support the wide range of volunteers who work with the police	To proactively support and assist with the development of the Warwickshire Neighbourhood watch scheme.	Inform and involve	To attend and participate in meetings and activity as required by the Warwickshire Neighbourhood watch scheme.	To assist with an efficient and effective Warwickshire Neighbourhood watch scheme.	Support provided.	PRO engagement		Policy writing.	
Prts14		To proactively support and assist as appropriate the development of street pastor schemes.	Inform and involve	To attend and participate in meetings and activity as required by the Street Pastor scheme.	To assist with an efficient and effective Street Pastor scheme.	Support provided.	PRO engagement			
Prts15		To proactively support and assist as appropriate with crimestoppers and their targeted projects.	Inform and involve	To attend and participate in meetings and activity as required by crimestoppers.	To assist with an efficient and effective Street Pastor scheme.	Support provided.	PRO engagement			

Warwickshire Police and Crime Panel

26th September 2014

Work Programme 2014/15

Recommendations

That the Warwickshire Police and Crime Panel:

1) Agrees the updated Work Programme for 2014/15;

2) Reviews the update on recommendations and actions previously requested by the Panel;

3) Notes the update on the Victims' Services Task and Finish Group;

4) Approves the Terms of Reference of the Planning and Performance Working Group; and

5) Notes the meeting dates and arrangements for 2015/16.

1.0 Work Programme

1.1 The Work Programme is a live document which will be updated following each meeting. Items may also be deferred or added to the Work Programme as considered necessary and agreed by the Chair of the Panel. A copy of the updated document is attached at **Appendix A.**

1.2 The Panel is asked to consider the Work Programme and the inclusion of additional areas of scrutiny activity or review.

2.0 Recommendations and Actions Plan

2.1 Attached at **Appendix B** is a document which will help the Panel to keep track of recommendations and requests that it has made either to the County Council or to the Office of the Police and Crime Commissioner. The document will be regularly updated and presented to each Panel meeting, so that members can track progress and determine whether any further action is required.

3.0   Victims' Services Task and Finish Group

3.1   The Task and Finish Group has made positive progress since the last meeting of the Panel and has considered evidence from a wide range of representatives and organisations who support victims of the following categories of crime: anti-social behaviour, hate crime, domestic violence, sexual violence, young victims of crime and bereaved victims.

3.2   With the assistance of the Warwickshire County Council's Consultation Officer, the Task and Finish Group has circulated a questionnaire to victims of crime (via the support organisations), to welcome their views and suggestions regarding existing support services. The findings of the survey will form part of the overall evidence base, which will be analysed at the next meeting, scheduled for 30th September.

3.3   The detailed findings of the review, together with a series of recommendations, will be presented to the Police and Crime Panel for approval on 21st November 2014. The Panel will be asked to consider the report and to submit the recommendations to the Police and Crime Panel for implementation.

4.0   Planning and Performance Working Group

4.1   The first meeting of the Working Group was held on 27th August 2014, at which members discussed the role and purpose of the Working Group. It is proposed that four key roles are:

1) To develop the Police and Crime Plan 2013-17 Delivery Plan in partnership with the Office of the Police and Crime Commissioner.

2) To monitor the Commissioner's performance against the outcomes outlined in the Delivery Plan, on a quarterly basis.

3) To undertake a regular review of the Work Programme of the Police and Crime Panel and makes recommendations to the Panel regarding areas of business for future meetings and Task and Finish Group review.

4) To ensure that the activities of the Police and Crime Panel are aligned to the statutory functions of the Police and Crime Commissioner and the objectives of the Police and Crime Plan 2013-17.

4.2   A copy of the proposed Terms of Reference is attached at **Appendix C**, which the Panel is asked to approve.

5.0   Dates of Future Meetings

5.1   Future meetings of the Police and Crime Panel have been scheduled for the following dates:

- 21st November 2014 – Elizabeth House, Stratford-upon-Avon (there will be an informal Budget Briefing for all members of the Panel scheduled for 10.00 a.m., followed by the scheduled Panel meeting at 11.00 a.m.)
- 3rd February 2015 – Shire Hall, Warwick
- 24th April – venue to be arranged
- 26th June – venue to be arranged
- 18th September – venue to be arranged
- 20th November – venue to be arranged
- 3rd February 2016 – Shire Hall, Warwick
- 22nd April – venue to be arranged

5.2   The Panel holds all of its formal meetings across the county at each of the six authority's Town/Civic Halls on a rotation basis. It is proposed that this approach continues for the meetings listed above. If the Panel is in agreement of this, venue availability on each of the above dates will be identified and the full list of dates and venues will be published and circulated to members.

Appendices:

Appendix A – Work Programme 2014/15
Appendix B – Recommendations and Actions Plan 2014/15
Appendix C – Planning and Performance Working Group, Terms of Reference

Background Papers:

None.

	Name	Contact details
Report Author	Georgina Atkinson	georginaatkinson@warwickshire.gov.uk
Head of Service	Sarah Duxbury	sarahduxbury@warwickshire.gov.uk
Strategic Director	David Carter	davidcarter@warwickshire.gov.uk

Police and Crime Panel
Work Programme 2014/15

Item	Report detail	Date of last report	Date of next report
Police and Crime Plan 2013-17	To hold the PCC to account for the delivering of the Police and Crime Plan and to: • Review progress updates in the implementation of the Police and Crime Plan. • Review performance measures against objectives and scrutinise any areas of underperformance. • Consider the recent work of the PCC, including any activities / decisions taken since the last meeting of the Panel and engagement with national and regional policing initiatives (and how the PCC's national work is of benefit to Warwickshire and local priorities) • Review the Plan and determine matters for in-depth scrutiny; how and when. (Neil Hewison)	N/a	*Standing item to every meeting.
Complaints	The Panel to considering any complaints made personally against the PCC or the DPCC, taking into account the Complaints Protocol. (Verbal update)	N/a	*Standing item to every meeting
Report of the Budget Working Group	The Panel has delegated quarterly budget monitoring to the Budget Working Group, which will report its findings and minutes to each relevant PCP meeting. Next report due 26th September (Georgina Atkinson)	20th June 2014	* Following each BWG meeting – next due 26th Sept
Independent Custody Visiting (ICV)	To receive a brief presentation from the Chairs of the North and South ICVs regarding their experiences of the role, key issues/challenges, etc. (Caroline Ryder to support)	N/a	26th September 2014
Community Safety Ambassadors	Progress report on the Community Safety Ambassador scheme, to include a response to the issues raised by the Police and Crime Panel. (Cheryl Bridges)	N/a	26th September 2014

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**Police and Crime Panel
Work Programme 2014/15**

Item	Report detail	Date of last report	Date of next report
PCC Role in Holding the Chief Constable to Account	The Panel to consider a verbal report: • How does the PCC hold the Chief Constable to account, what are his conclusions and why? What evidence is there that practical changes and improvements have been made by the Commissioner holding the Chief Constable to account? • How does the PCC measure efficiency and effectiveness of Warwickshire Police? What are results and conclusions? Review and determine whether the PCP has anything of value to add. How is the Force relative to other authorities? Information/ view of HMIC. (Neil Hewison)	N/a	26th September 2014
Operation X / Devonport	To consider the outcome of the Chief Constable's review of Operation X and future proposals regarding the deployment of officers in the three Policing Priority Areas.	N/a	26th September 2014
Community Engagement and Delivery Plan	The Panel to consider: • How public engagement has been used to inform and shape the Police and Crime Plan? • How will the outcome of public/partner meetings be reported back to PCP? • The role of the PCC in responding to issues/requests raised via engagement. • Key issues raised and actions taken, to measure the impact of the Engagement Strategy, how well it has been undertaken, how it will be improved in future and whether the objectives have been achieved.	20th June 2014	26th September 2014
Home Office Grant	To receive information on the Home Office Grant and options for the allocation of allowances to the Panel. (Georgina Atkinson / Sarah Duxbury)	N/a	21st November 2014

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Police and Crime Panel
Work Programme 2014/15

Item	Report detail	Date of last report	Date of next report
Cyber, Rural and Business Crime	The Panel to receive an update on the PCC's progress in these three priority areas. (Neil Hewison)	20th June 2014	21st November 2014
Strategic Policing Requirement	The Panel to consider: • Information about the SPR and budget. • How the SPR affects the services delivered in Warwickshire, including the resources committed to meet the SPR. • Outcome of the HMIC inspection (due 2014).	N/a	21st November 2014
Domestic Abuse	To consider the detail and delivery plan regarding the HMIC six recommendations regarding Domestic Abuse and how the Police and Crime Commissioner will address the low conversion rate for persons arrested for domestic abuse being subsequently prosecuted by the Crown Prosecution Service (CPS).	N/a	21st November 2014
Sexual Violence	To consider a report outlining the reasons for the 6% rate of reported sexual violence cases resulting in a charge or caution, and what measures will be taken by the Police and Crime Commissioner. Report to also include information on how officers are trained to deal with rape incidents and what confidence and support they provide to the victims to progress the prosecution process.	N/a	21st November 2014
Victims' Services Commissioning Task and Finish Group	To receive the final report and recommendations of the Task and Finish Group. (Georgina Atkinson)	N/a	21st November 2014

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Police and Crime Panel
Work Programme 2014/15

Item	Report detail	Date of last report	Date of next report
Budget Precept 2014/15	This is a statutory role for the Panel in approving precept and needs to be supported by information to help the Panel understand how the budget is put together and its development, what assumptions are used and changes from previous years. (Dave Clarke)	3rd February 2014	3rd February 2015
Joint Property Vehicle Policy	To consider the Full Business Case for the Joint Property Vehicle (Dave Clarke / Richard Elkin)	18th July 2014	TBC
Election of Chair/Vice Chair	The Panel to elect a Chair and Vice-Chair for the 2015/16 Municipal Year. (Georgina Atkinson)	20th June 2014	First meeting in new municipal year
Police and Crime Panel Annual Report 2014/15	To consider and comment on the Panel's Annual Report for 2014/15. (Georgina Atkinson)	20th June 2014	TBC
Feedback from Statutory Bodies	The Police and Crime Panel to canvass the Chairs of the Warwickshire Community Safety Partnerships, Third Sector, CAVA, Police, Criminal Justice and other statutory partners on the following: • What changes are you seeing on the ground as a result of the Commissioner's actions? • Do you have a clear understanding about what your Partnership needs to do to help achieve the outcomes in the Police and Crime Plan? • Is there anything that the bodies want the PCP to focus on re: the PCC's activity and priorities? (Georgina Atkinson)	N/a	Review to be undertaken in autumn and report back to Panel 21st November? Discuss at Planning & Performance WG

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Police and Crime Panel
Work Programme 2014/15

Item	Report detail	Date of last report	Date of next report
Criminal Justice Bodies	Report to outline how the PCC works with criminal justice bodies to make arrangements for efficient transaction of criminal justice policy and the PCC's role and progress in leading on Restorative Justice. (Neil Hewison) Does the Panel wish to canvass the Criminal Justice Bodies to assess this?	N/a	TBC - Discuss at Planning & Performance WG
PCC Annual Report 2015	The Panel to review the PCC Annual Report and provide a written response (to be published on the web site). (Neil Hewison)	18th July 2014	June /July 2015

Briefing Notes

Item	Briefing Note detail	Date requested	Date scheduled / circulated
Rural and Business Crime	To receive statistical information / data regarding rural and business crime.	18th March 2014	29th April 2014
Budget Briefing	Informal briefing be provided for Panel members regarding the formation of the policing budget, which will also pick up on the previous requests/points raised by the Budget Working Group: • Detailed breakdown of the Alliance Savings Plans • Capital Programme management and monitoring procedures	3rd February 2014	To be scheduled every November. **21st November at 10am**

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Police and Crime Panel
Work Programme 2014/15

	• Clarification on the Police and Crime Commissioner's thoughts on the Capital Programme and how he challenged and monitored the Programme. (Dave Clarke)		
Office of the Police and Crime Commissioner	To consider the rationale, funding sources and budget implications and any future proposed expansions of the OPCC, include comparative information to other Offices. (Neil Hewison / Georgina Atkinson)	To be produced for October / November	
Road Traffic Collisions	Information and data regarding Road Traffic Collisions involving cyclists, and extenuating factors, particularly in light of the 25% increase in KSIs and how this will be addressed. (Neil Hewison)	18th July 2014	
Police Complaints	Request information on the police complaints system, with data on volume and outcomes of complaints. (Neil Hewison)	18th July 2014	See Agenda Item 5 (Appendix A) – 26th September 2014

Last updated – 18th September 2014

Recommendations and Actions raised by
Police and Crime Panel 2014/15

Date raised by the Panel	Recommendation / Action	Lead Member / Officer	Panel Update	Progress Notes
27th September 2013	Request confirmation on how the PCC will communicate to people who do not have internet access with a suggestion that the budget letter issued with the precept letter may be an opportunity to reach every household. PCC to consider ways of communicating with citizens.	PCC	20th June 2014	**COMPLETED –** Information was tagged onto the supplementary information for Stratford DC. The other authorities did not send out supplementary information as a matter of course, though did signpost to the information through their own websites. Other options to disseminate information, such as through 'Newsbeat' are currently being considered. Adverts will be placed in the local media to publicise the Public Scrutiny meetings and the webcasting is proving popular (270 views at the last meeting).
27th September 2013	Eric Wood referred to the College of Policing consultation on Child Abuse and Child Sexual Exploitation that follows on from the findings of the serious case review into the death of Daniel Pelka. A common finding in this and previous reviews, has been that the Police are 'not child centred'. EW offered to report back on the work and the national guidelines that will emerge following consultation.	Eric Wood	20th June 2014	**COMPLETED** The creation of a MASH does feature in the refresh of the Police and Crime Plan 2013-17 and this piece of work has been allocated to a Policy Officer.
27th September 2013	Ron Ball and Eric Wood undertook to find out what criteria are used for the deployment of PCSOs to schools and why some schools have had their PCSO removed.	PCC / DPCC	20th June 2014	**COMPLETED** Briefing note circulated to the Panel – 28th March 2014.

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Recommendations and Actions raised by
Police and Crime Panel 2014/15

22nd November 2013	To request that a mapping structure of the Safer Neighbourhood Teams be provided to elected members to share with the public. To request that the SNT structure and contact details be published in existing District, Borough and/or Parish Council publications and the Neighbourhood Watch publication, 'Newsbeat'.	Chief Inspector Slemensek	20th June 2014	**COMPLETED** SNT charts have been circulated with the Police and Crime Panel agenda for 3rd February 2014.Once photos have been received, theses will be circulated to the Panel.
22nd November 2013	Councillor Gillian Roache requested that the Commissioner explore the provision of funding support to the CCTV service. The Commissioner agreed to consider this proposal.	PCC	20th June 2014	**COMPLETED** – The PCC grant scheme has been completed and there were no requests from the CSPS for funding support for the CCTV service.
3rd February 2014	Informal briefing be provided for Panel members regarding the formation of the policing budget, which will also pick up on the previous requests/points raised by the Budget Working Group: • Detailed breakdown of the Alliance Savings Plans • Capital Programme management and monitoring procedures • Clarification on the Police and Crime Commissioner's thoughts on the Capital Programme and how he challenged and monitored the Programme.	Dave Clarke / Georgina Atkinson	20th June 2014	**COMPLETED** – Will be held every November – Georgina Atkinson and Dave Clarke to plan arrangements in August. Has been added to Work Programme 2014/15.
3rd February 2014	Request statistical information regarding business and rural crime.	Georgina Atkinson / Jemma Bull	20th June 2014	**COMPLETED** – information circulated to the Panel 29th April.

Last updated 18th September 2014

Recommendations and Actions raised by
Police and Crime Panel 2014/15

18[th] March 2014	Request that an assessment of the benefits, risks and costs for webcasting meetings of the Panel be undertaken.	Georgina Atkinson	20[th] June 2014	**COMPLETED** – included in Work Programme report, to be presented at 20[th] June meeting.
18[th] March 2014	Request that the scoping document for the Victim Services Commissioning Task and Finish Group be prepared and presented to the next meeting.	Georgina Atkinson	20[th] June 2014	**COMPLETED** – report due for 20[th] June meeting.
20[th] June 2014	The Chair referred to the Panel's previous decision to invite Neighbourhood Watch representatives to Panel meetings and it was agreed that every effort be made to encourage attendance for future meetings.	Georgina Atkinson	18[th] July 2014	**COMPLETED** – an email was sent to the Chair of NW on 23[rd] March 2014 with details of future meetings, the public QT and encouragement to attend in future.
20[th] June 2014	The increase in cycle collisions may indicate a need for increased education of road users. Members requested that more detail be provided on the nature of the collisions e.g. was it happening on particular roads or in particular environments.	Georgina Atkinson to liaise with Road Safety Team	18[th] July 2014	**COMPLETED** Briefing note from WCC Road Safety Team circulated 16[th] September.
20[th] June 2014	The Panel requested a list of the CSAs so that they could be sure they had the name of their local CSA.	Neil Hewison / Cheryl Bridges	18[th] July 2014	**COMPLETED** – list of CSAs and contact details circulated to the Panel, 24[th] June.

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Recommendations and Actions raised by
Police and Crime Panel 2014/15

20[th] June 2014	Blueprint Model – it was agreed that the report be recirculated with the four work streams listed as these appear to be missing from the text on page 5, along with a chart of the governance arrangements.	Neil Hewison	18[th] July 2014	**COMPELTED** – The workstreams are yet to be allocated; there is a senior leaders workshop this week to allocate programmes and projects under these five workstream leads. A definition about the subject titles within each element of the PAG workstream was circulated to the Panel on 24[th] June 2014.
20[th] June 2014	It was agreed that the Medium Term Financial Plan and position on reserves be put to the next meeting of the Budget Working Group to look at in more detail. Dave Clarke advised that he would include the risk assessment he undertook each year. It was agreed that the Panel look at this again at its meeting in July.	Georgina Atkinson / Dave Clarke	18[th] July 2014	Agreed that Working Group will meet in August – awaiting date proposals from Dave Clarke, will be picked up in the action below.
20[th] June 2014	The Panel agreed to delegate quarterly budget monitoring to the Budget Working Group.	Georgina Atkinson / Dave Clarke	18[th] July 2014	**COMPLETED** – Meetings to be arranged for early August (Q1), early November (Q2), early February (Q3) and early May (Q4).
20[th] June 2014	That future meetings are webcast, subject to monitor of the effectiveness of their operation.	Georgina Atkinson to liaise with Communications team	18[th] July 2014	**COMPLETED** – first webcast meeting, 18[th] July 2014.

Last updated 18[th] September 2014

Recommendations and Actions raised by
Police and Crime Panel 2014/15

18th July 2014	Recommendations to the Police and Crime Commissioner, in respect of the draft Annual Report 2014: 1) That the 'Warwickshire Police Performance' section include greater detail regarding performance and crime statistics; and 2) That the 'End of Year Finance Report 2013/14' section provides greater clarity to avoid the misinterpretation of year-on-year budget comparisons.	Neil Hewison	26th September 2014	**COMPLETED** 1) The End of Year performance report will be included as an appendix to the Annual Report. 2) This section now has greater clarity and information.
Road Traffic Collisions	Information and data regarding Road Traffic Collisions involving cyclists, and extenuating factors, particularly in light of the 25% increase in KSIs and how this will be addressed.	Neil Hewison	26th September 2014	To be provided to the Panel as a briefing note – agreed with NH, 1st August.
Police Complaints	Request information on the police complaints system, with data on volume and outcomes of complaints.	Neil Hewison	26th September 2014	**COMPLETED** See Agenda Item 5 (Appendix A) – 26th September 2014

Last updated 18th September 2014

Warwickshire Police and Crime Panel
Planning and Performance Working Group
Terms of Reference

Working Group	Planning and Performance
Working Group Members	2014/15: Cllr Dennis Harvey Cllr Peter Fowler Cllr June Tandy Bob Malloy Robin Verso
Key Officers / Departments	Office of the Police and Crime Commissioner: Neil Hewison, Chief Executive Rebecca Parsons, Scrutiny and Performance Officer Warwickshire County Council: Georgina Atkinson
Frequency	To meet on a quarterly basis.
Rationale (Key issues and/or reason for the Working Group)	To review performance and the delivery of the Police and Crime Commissioner's priorities, as outlined in the Police and Crime Plan 2013-17 and Delivery Plan.
Role and Objectives of the Working Group	1) To develop the Police and Crime Plan 2013-17 Delivery Plan in partnership with the Office of the Police and Crime Commissioner. 2) To monitor the Commissioner's performance against the outcomes outlined in the Delivery Plan, on a quarterly basis. 3) To undertake a regular review of the Work Programme of the Police and Crime Panel and makes recommendations to the Panel regarding areas of business for future meetings and Task and Finish Group review. 4) To ensure that the activities of the Police and Crime Panel are aligned to the statutory functions of the Police and Crime Commissioner and the objectives of the Police and Crime Plan 2013-17.

Warwickshire County Council

Warwickshire Police and Crime Panel
Planning and Performance Working Group
Terms of Reference

What information is needed?	- Police and Crime Plan 2013-17 and the Delivery Plan - Warwickshire Police performance data - Police and Crime Panel Work Programme - Information from other Police and Crime Panels, as necessary. - Information, including performance figures where appropriate, from agencies overseen or funded by the OPCC.
Indicators of Success	To effectively and constructively hold the Police and Crime Commissioner to account through the development of a robust and coherent a) Police and Crime Plan 2013-17 Delivery Plan and b) Police and Crime Panel Work Programme.

Last updated – 28th August 2014

Warwickshire County Council