



**Police and Crime  
Commissioner  
Warwickshire**

**Item 5**

# Report to the Police and Crime Panel

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

*26<sup>th</sup> September 2014*

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## **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 18<sup>th</sup> 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.

### Police Complaints:

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.

### Business and Rural Crime:

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

### Community Safety Ambassadors:

This is a specific agenda item (Item 6) for the Panel meeting being held on 26<sup>th</sup> 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 1<sup>st</sup> 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 HMIC 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 1<sup>st</sup> September and the first committee meeting took place on 22<sup>nd</sup> 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 25<sup>th</sup> 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 15<sup>th</sup> 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 27<sup>th</sup> 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 15<sup>th</sup> September (see **Appendix E**). An update will be circulated to Panel members ahead of the meeting on 26<sup>th</sup> September.

### **13) Anti-social Behaviour – Community Remedy:**

The Anti-Social Behaviour, Crime and Policing Act received Royal Assent on 13<sup>th</sup> 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 20<sup>th</sup> October 2014 with consultation and publication processes completed.

Consultation is in progress and ends on 19<sup>th</sup> September. A meeting is scheduled between Police and PCC on 3<sup>rd</sup> October, 2014 and the implementation of the CRD on 20<sup>th</sup> 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, 20<sup>th</sup> 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, 15<sup>th</sup> September

**Update from Professional Standards Department**

**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

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## Appendix A

- 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

David Patterson  
T/Chief Inspector 0314  
Professional Standards Department  
Leek Wootton  
Warwickshire Police & West Mercia Police  
Ext 5080  
Mob - 07771 958878  
E-mail - [david.patterson@warwickshire.pnn.police.uk](mailto:david.patterson@warwickshire.pnn.police.uk)



20 August, 2014

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

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

**Ron Ball**  
Police and Crime Commissioner  
Tel: 01926 412322  
E-mail: [OPCC@warwickshire.gov.uk](mailto: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

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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.

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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:

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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

A handwritten signature in black ink that reads "Ron".

**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<sup>1</sup> 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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<sup>1</sup> 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<sup>2</sup>. 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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<sup>2</sup> 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<sup>3</sup>. 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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<sup>3</sup> 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 scarce 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<sup>4</sup> 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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<sup>4</sup> 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'<sup>5</sup>. 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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<sup>5</sup> 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<sup>6</sup>. 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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<sup>6</sup> 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,<sup>7</sup> 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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<sup>7</sup> 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<sup>8</sup>.
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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<sup>8</sup> 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) Charing 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.

APPENDIX A

## 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<sup>th</sup> 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**