

Warwickshire Police and Crime Panel

21 November 2014

Agenda

A meeting of the Warwickshire Police and Crime Panel will be held in the **Council Chamber, Elizabeth House, Stratford-upon-Avon District Council on 21st November 2014, commencing 11.00 a.m.**

1. General

(1) Apologies

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

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

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

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

(3) Minutes of the meeting held on 26th September 2014

2. Public Question Time

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

3. Child Sexual Exploitation

To receive a verbal update from the Police and Crime Commissioner.

4. Domestic Abuse and Sexual Violence

To consider how the Police and Crime Commissioner will address the low conversion rate for persons arrested for domestic abuse and rape being subsequently prosecuted by the Crown Prosecution Service.

The Committee to then adjourn for a lunch break from 12.15 p.m. to 12.45 p.m.

5. Report of the Budget Working Group

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

6. Report of the Planning and Performance Working Group

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

7. Report of the Victims' Services Task and Finish Group

To receive the final report and recommendations of the Task and Finish Group.

8. Reimbursement to Independent Members

To consider the principle of reimbursing the independent members for their role on the Police and Crime Panel.

9. Report of the Police and Crime Commissioner

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

10. Cyber, Rural and Business Crime

To receive an update report on the Police and Crime Commissioner's progress in these three priority areas.

11. Work Programme 2014/15

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

12. Any Urgent Items

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

13. Date of Next Meeting

An extraordinary meeting to undertake a Confirmation Hearing for the appointment of a Chief Constable for Warwickshire Constabulary has been scheduled for 19th December 2014, commencing 2.00 p.m. at Shire Hall, Warwick.

The next ordinary meeting has been scheduled for 3rd February 2015, commencing 10.00 a.m. at Shire Hall, Warwick.

14. Report Containing Confidential or Exempt Information

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

Complaints

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

Warwickshire Police and Crime Panel Membership

Councillors:

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

Co-opted Independent Members:

Bob Malloy
Robin Verso (Vice-Chair)

Webcasting Notice

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

The webcast will be available via the following link:
<http://www.ustream.tv/channel/police-and-crime-panel>

Contact Details

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

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Webcast

A webcast of this meeting is also available at:

<http://www.ustream.tv/channel/police-and-crime-panel>

Present:

Members of the Panel

Councillors:

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

Co-opted Independent members

Bob Malloy
Robin Verso (Vice-Chair)

Office of the Police and Crime Commissioner

Ron Ball	Police and Crime Commissioner
Cheryl Bridges	Policy and Research Officer
David Clarke	Treasurer
Neil Hewison	Chief Executive
Rebecca Parsons	Performance and Scrutiny Officer
Robert Phillips	Deputy Treasurer
Mina Sharma	Media and Communications Officer
Eric Wood	Deputy Police and Crime Commissioner

Warwickshire and West Mercia Strategic Alliance

Detective Inspector Jason Downes
Chief Superintendent Martin McNevin

Warwickshire County Council Officers

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

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Members of the public

Jerry Pritchard, Chair of the North Independent Custody Visitors
Diane Taulbut, Chair of the South Independent Custody Visitors

One member of the public (observing)

1. General

(1) Apologies for absence

Apologies for absence were submitted on behalf of Councillor Jenny Fradgley (Warwickshire County Council).

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

There were no declarations of interest on this occasion.

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

The Police and Crime Panel agreed that the minutes of the previous meeting held on 18th July 2014 be signed by the Chair as a true and accurate record, subject to the following amendment:

Item 3 - Police and Crime Commissioner's Annual Report 2014 (Page 5):

That the question raised by Councillor Morris-Jones had also referred to the provision of medical professionals at custody suites.

2. Public Question Time

There were no questions from the public on this occasion.

3. Independent Custody Visitors

The Police and Crime Panel received a presentation from the Chairs of the North and South Independent Custody Visitors (ICVs). Jerry Pritchard, Chair of the North ICVs referred to the report which summarised the role as undertaking unannounced visits to police stations to check on the welfare of people in police custody. Visits would be undertaken in pairs on a quarterly basis. He explained that there were 22 ICVs appointed – nine in the north and 13 in the south – who met on a monthly basis as an ICV Panel to discuss the requirements of the role, identify best practice and discuss learning opportunities. The Panel was informed that in addition to welfare checks, the ICVs could identify and report maintenance issues, which were mostly rectified within 24 hours.

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Jerry Pritchard explained that although the role was largely unknown, it was a critical part in ensuring that detainees were treated humanely, with respect and dignity. The detainee would be asked questions by the ICVs about their experience and how they had been dealt with. He reported that he had not encountered any problems in Warwickshire.

In response to a question raised, Jerry Pritchard informed the Panel that self-introduction was now being used but it was difficult to determine whether this had had an impact on the number of detainees seeking visits from ICVs. The contract which had been awarded to Prime Care for the provision of medical facilities and professionals at the custody suites stipulated that, if requested, a doctor must be in attendance within one hour of the request being made. To date, this had always been achieved.

Diane Taulbut, Chair of the South ICV, provided the Panel with an outline of the recruitment and training process for ICVs. This involved an interview and assessment process; successful candidates would need to demonstrate a sense of justice and the confidence to raise issues. Training would be provided through the Independent Custody Visiting Association and would be followed up with two training sessions per year, which was for all ICVs, in addition to regular Panel meetings. Jerry Prichard added that training for the ICVs had recently improved with the assistance of the Office of the Police and Crime Commissioner.

The Police and Crime Commissioner paid tribute to the ICVs for their work.

The Police and Crime Panel agreed to note the presentations and expressed its gratitude to the ICVs for their commitment to the role.

4. Report of the Budget Working Group

The Panel considered the report and minutes of the Budget Working Group meeting that had taken place on 19th August 2014. Robin Verso, who had chaired the meeting of the Working Group, referred to the minutes of the meeting and the key areas that had been discussed with regard to the Quarter 1 (2014/15) Budget Monitoring Report. The Panel was advised that the three key issues raised by the Working Group had been the level of projected underspend, the Capital Programme and the Reserves Strategy.

With regard to the projected underspend of £8.25 million across the Strategic Alliance, the Commissioner advised that the majority of that figure related to officer pay as a result of a higher turnover in police officers than anticipated. Both Police and Crime Commissioners had requested that this be addressed as a matter of urgency and a major recruitment campaign had commenced recently. He added that over the next 18 months, a maximum of 400 Police Officers could be recruited and trained. This was in addition to the ongoing campaign to recruit Police Community Support Officers (PCSOs) and Special Constables. David Clarke, Treasurer, added that the money would also be

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utilised to modernise the forces and the Chief Constables had been asked to come forward with proposals.

With regard to the Capital Programme, David Clarke explained that a weak planning process had resulted in projects being added to the Programme without insufficient assessment and consideration of timescales. As a result, the Programme experienced slippage which presented as an underspend. Henceforth, it was intended to revise the whole capital planning process.

David Clarke reported that since the meeting of the Budget Working Group, there had been a suggestion from HMIC (Her Majesty's Inspectorate of Constabulary) that the level of grant cuts over the next four years would match those from the previous four years; this equated to in excess of £30 million for the Strategic Alliance. While further revenue cuts would be achieved, it was critical that capital projects, such as the integration of IT, were realised in order to effectively manage resources henceforth.

The Panel noted that the current membership of the Working Group was Councillor Morson, Councillor Roache and Robin Verso. To widen the Panel's engagement with the quarterly budget monitoring, it was suggested that the membership of the Working Group be increased to a maximum six members.

The Police and Crime Panel agreed to:

- 1) Note the report of the Budget Working Group meeting; and
- 2) Appoint Councillor Fowler to the Budget Working Group.

5. Report of the Police and Crime Commissioner

The Police and Crime Commissioner provided the Panel with an outline of recent activity that had been undertaken since its last meeting. He commenced with an explanation of the HMIC report, which had been published in September 2014, regarding crime prevention, police attendance and use of police time. The report had highlighted that Warwickshire Police attended 39 per cent of crimes which had been lower than the estimated national average of 79 per cent. The Commissioner advised that the decision to deploy officers to crime scenes was made following an effective assessment, taking into account threat, risk and harm, together with a view on the vulnerability of the crime and of the victim. The Commissioner believed that this strategy was an effective use of police time and could be attributed to Warwickshire's continued decrease in crime, particularly in the number of domestic burglaries. He added that the superficial data in the HMIC report had attracted media attention, without consideration of the wider facts.

The Chair referred to the potential impact of the report on public confidence in the police and queried whether this might affect an individual's decision to report minor crimes. In response, the Commissioner explained that the assessment of each crime report was undertaken on a two-stage process. In

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the first instance, the crime would be assessed by the police call centre to determine whether a police presence was required. The second stage would involve police attendance when considered necessary and if there was the chance of apprehending the offender. He referred to the recent HMIC report, 'Responding to Austerity' which had identified that Warwickshire Police "is successfully prioritising front line crime fighting roles as its makes the cuts required" and stressed that the outcomes indicated that the deployment strategy adopted by Warwickshire Police was effective.

A question was raised regarding the assessment undertaken by the call centre and what assurances the Commissioner had that this was thorough and accurate. The Commissioner responded that the call centre was operated by high quality staff and the outcomes in Warwickshire, such as the continuing decrease in crime rates, was evidence that the approach was appropriate.

Councillor Gillian Roache commented that an individual would feel that any crime committed against them was serious and that they were entitled to police contact and attendance. She asked that whether following a successful recruitment campaign to increase the number of Police Officers, there would be increased presence. In response, the Commissioner explained that under the current arrangement, a PSCO would undertake a follow-up visit or attend a crime scene; however, this was not counted in the figures as a Police Officer attendance. He added that the number of crimes incidents that could be attended by Officers could increase following recruitment; however, the policy of priority deployment to the most serious crimes, or where there was a chance of apprehending the offender, would continue.

A question was asked regarding the method of prioritisation and how a number of low level crimes which were frequent over a period of time would be managed, given the cumulative impact that these can have on victims. The Deputy Police and Crime Commissioner explained that the Anti-Social Behaviour Act 2014 had introduced a number of measures, such as the Community Trigger, which would enable low level crimes to be tackled, focusing on the criminal, rather than the offence. Neil Hewison, Chief Executive, added that all recorded crimes, including anti-social behaviour, were analysed by the Safer Neighbourhood Teams, with follow-up visits to victims, if needed.

In response to a question raised regarding the 0.9 per cent increase in 'Burglary Other' as detailed on the Warwickshire Performance Summary 2014/15, Chief Superintendent Martin McNevin explained that there had been a spate of shed burglaries in North Warwickshire over a six-week period which had caused the increase; however, six offenders had been apprehended and three had been charged and it was anticipated that the level of burglaries in this category would now decrease.

A discussion took place with regard to the report by the Police Foundation which had provided an independent review of the Warwickshire and West Mercia Strategic Alliance. The Commissioner explained that the Police Foundation was an independent body who acted as a 'think tank' and was not

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attached to the Home Office or the Association of Chief Police Officers. The Panel expressed concern that that the report did not record which individuals or organisations had contributed to the evidence gathering and drafting of the report and that the Chair of the Warwickshire Police and Crime Panel had not been invited to present his views.

The Commissioner acknowledged these concerns and agreed that the report did include a number of inadequacies and inaccuracies. He explained that the Police Foundation had been commissioned to provide an independent review of the Strategic Alliance and how effective leadership could be achieved. Despite the report's shortcomings, the Commissioner considered that the exercise had been worthwhile and had highlighted a number of areas that would be addressed. In response to the concerns raised by the Panel, the Commissioner agreed that a report be prepared in response to the report's criticisms of the Alliance, which would clarify which criticisms were inaccurate and which would be addressed. The Deputy PCC added that he had discussed whether the report should be an exempt item with the Democratic Services Team Leader. It had been jointly agreed, for the purpose of openness and transparency, that the report should be considered in public. The Commissioner agreed that a report on his response to the Police Foundation report would be prepared and shared with the Panel, which would outline specific areas of activity that were being progressed as a direct consequence of the report.

The Commissioner continued with an overview of the meetings he had held recently following the publication of the Independent Inquiry into Child Sexual Exploitation in Rotherham (1997-2013). He had met with the Leader and Strategic Director of People Group at Warwickshire County Council to discuss procedures the county had adopted to prevent, identify and address Child Sexual Exploitation (CSE). The Commissioner stressed that complacency in respect of the risk of CSE was not an option. A Multi-Agency Safeguarding Hub (MASH) specifically for CSE would be established to co-ordinate all of the relevant agencies for information sharing purposes and the identification of risks and incidents. Both the Commissioner and the County Council's Portfolio Holder for Health were committed to launching the MASH at the earliest opportunity. Overall, the Commissioner considered that the approach taken by Warwickshire County Council and Warwickshire Police was robust.

Diane Taulbut commented that a recent report had identified that a number of young females who had been apprehended for minor offences were being exploited by gangs. She suggested that this presented an opportunity to question the girls, when in custody, to identify if CSE was a factor. The Commissioner explained that there were a number of indicators that were used to identify vulnerable young people and those at risk of CSE and that offending was one of those. He added that around 170 young people in Warwickshire had been identified as at risk of CSE and were now in receipt of additional support.

The Chair thanked the Police and Crime Commissioner for the update report.

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The Police and Crime Panel agreed to note the update report and request the following:

- 1) Further detail regarding the volume and outcomes of complaints to Warwickshire Police;
- 2) Clarification on the organisations and individuals who contributed to the Police Foundation report, and the cost of the report (it was noted that the cost of the report was commercially sensitive and would be provided to the Panel confidentially);
- 3) The Police and Crime Commissioner's response to the criticisms included in the Police Foundation report and how these would be addressed;
- 4) A regular six-month update on action taken to address the issues raised in the Police Foundation report; and
- 5) Further detail regarding the sale of the former Police Station on Birmingham Road, Coleshill.

6. Community Safety Ambassadors

The Panel considered the Annual Report in respect of the Community Safety Ambassadors (CSA) scheme, which had been launched in September 2013. Members were informed that 26 independent individuals had been appointed to the 29 positions, with a specific role to attend Community Forums and develop Key Individuals Networks (KINs) to alert the Commissioner to emerging locality-based issues and community concerns. It was reported that since January 2014, the CSAs had formally reported to the Commissioner on a range of priorities nominated by the Community Forums, such as anti-social behaviour, speeding and vehicle crime. As the Commissioner may not have been made aware of these issues, he considered that for the relatively low cost the CSAs offered a valuable source of information.

In response to concerns raised previously the Panel, the Commissioner explained that clarification around the role and achievements of the CSAs, including their names and contact details, would be published in a press release to be issued on 29th September 2014.

The Police and Crime Panel agreed to note the report.

7. Accountability of the Chief Constable

The Police and Crime Commissioner provided the Panel with an overview of the methods he used to hold the Chief Constable of Warwickshire Police to account. He reported that he held weekly meetings with the Chief Constable to discuss police performance. This was followed up with a Public Accountability meeting every two months, at which members of the public

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could submit questions to either the Commissioner or the Chief Constable, followed by the Commissioner holding the Chief Constable to account in an open public session. In addition, the Commissioner often requested reports from the Chief Constable in respect of operational activity, such as the report on Operation Devonport which had been provided to the Panel.

While the Panel acknowledged the benefit of the Public Accountability meetings, it expressed concern in respect of the comment included in the Police Foundation report which had purported that “the responsibility to pose challenging questions to the Chief Constable is subjugated to the importance of maintaining good working relationships.” The Panel also requested assurances on how the Commissioner monitored the Chief Constable’s role as an operational manager of police teams. In response, the Commissioner explained that he did not agree with the view of the Police Foundation and that he regularly asked probing and challenging questions. Neil Hewison added that the Office of Police and Crime Commissioner carried out robust analysis of data and information in order to challenge performance in a constructive manner.

The Police and Crime Panel agreed to note the report.

8. Operation Devonport

The Panel received a presentation from Chief Superintendent Martin McNevin in respect of Operation Devonport. He explained that the overall aim of the project was to reduce crime through the apprehension of prolific offenders and thereby increase public confidence in policing. Operation Devonport had been launched in October 2012 following a £6.2 million investment to deliver the additional and enhanced levels required. This had included a Policing Priority Team for high crime areas, an Operation Support Team focusing on highways and border crime, and an Acquisitive Crime Team.

Chief Superintendent Martin McNevin highlighted the key successes of the Operation to date, which included a total 1,526 arrests in addition to arrests outside of the Operation’s area of activity, which had culminated in a year-on-year decrease in crime rates across the county. The Panel was informed that this had been achieved through the management of prolific offenders in order to prevent further offences occurring. A total 80 offenders were currently monitored, in order to break the cycle of crime and offer them support to prevent further crime from being committed. For the highest risk offenders, this involved contact on a daily basis.

With regard to the future of Operation Devonport, it was reported that the crime landscape was now different than it had been in October 2012 and included a need for focus on Child Sexual Exploitation, organised crime and historic cases of sexual offences. A report had been presented to the Commissioner regarding the future strategic objectives, outcomes and resources required should the Operation continue over the next two years. An investment of £4.9 million was required to adequately resource the Operation

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with 57 additional members of staff in order to tackle the new crime landscape.

In response to a question raised regarding the use of the 'Stop and Search' method to identify offenders, Chief Superintendent Martin McNevin explained that this method was used in Warwickshire and that, on average, out of every nine searches, one offender would be caught; therefore this was considered to be an effective method of policing. With regard to the use of Automatic Number Plate Recognition (ANPR), the Panel was advised that this was crucial to tackling cross-border crime; therefore it was important that adequate resources were deployed to police all major highways and provide a timely response to ANPR alerts.

The Vice-Chair considered that the review report in respect of Operation Devonport had not included an adequate assessment of value for money for the £6.2 million investment and how the Operation had differed from mainstream activity. In response, Chief Superintendent Martin McNevin explained that it was challenge to assess value for money; much of the Operation's successes would occur alongside mainstream activity and therefore it was not always possible to isolate a success to one particular officer or team. However, he considered that the report did provide a solid baseline for managing threats and risks through an effective offender management approach and that this was a fundamental part of the annual reduction of crime in Warwickshire.

The Commissioner concluded the item by explaining that the report would be the basis for his discussion with the Chief Constable about the future of the Operation and that this would include a full analysis of value for money.

The Police and Crime Panel agreed to note the report.

9. Community Engagement Strategy and Delivery Plan

The Police and Crime Commissioner presented the Committee with an overview of the draft Engagement Strategy.

Councillor Davies expressed concern that the approach for hard to reach groups had not been covered in any detail within the action plan. In response, Cheryl Bridges, Policy and Research Officer, explained that further detail would be included once the overall Strategy had been approved. She gave assurances that the Strategy and Action Plan was currently in draft form and that hard to reach groups would remain a priority.

In response to a question raised, the Panel was advised that residents would be empowered through the active work of Neighbourhood Watch groups and provided with support and guidance to prevent crime within their localities.

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Cheryl Bridges stressed that all engagement activity would be meaningful and used to identify outcomes and ultimately improve Warwickshire Police. She explained that fundamental to this was the provision of feedback to the individuals and groups who had contributed their views and participated in engagement activity, so that they felt a valued part of the process.

The Police and Crime Panel agreed to note the report and

10. Work Programme 2014/15

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

Georgina Atkinson, Democratic Services Team Leader, reported that the Victims' Services Task and Finish Group had made positive progress since the last meeting of the Panel and had considered evidence from a wide range of representatives and organisations who support victims of crime. The detailed findings of the review, together with a series of recommendations, would be presented to the Police and Crime Panel for approval on 21st November 2014.

With regard to the Planning and Performance Working Group, members were advised that the Terms of Reference had been drafted at its first meeting on 27th August 2014. The next meeting of the Working Group had been scheduled for 29th October 2014, to consider the draft Police and Crime Plan 2013-17 Delivery Plan.

The Police and Crime Panel:

- 1) Agreed the updated Work Programme for 2014/15;
- 2) Noted the update on recommendations and actions previously requested by the Panel;
- 3) Noted the update on the Victims' Services Task and Finish Group;
- 4) Approved the Terms of Reference for the Planning and Performance Working Group; and
- 5) Noted the meeting date and arrangements for 2015/16.

11. Urgent Items

There were no urgent items.

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12. Date of Next Meeting

The Police and Crime Panel noted that the date of the next meeting had been scheduled for 21st November 2014, commencing 11.00 a.m. at Elizabeth House, Stratford-upon-Avon.

13. Report Containing Confidential or Exempt Information

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

The meeting rose at 1.25 pm

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Chairman

Warwickshire Police and Crime Panel

21st November 2014

Child Sexual Exploitation

Recommendations

That the Warwickshire Police and Crime Panel considers the verbal update from the Police and Crime Commissioner.

1.0 Summary

- 1.1 The recent Independent Inquiry into Child Sexual Exploitation (CSE) in Rotherham (1997-2013) by Alexis Jay OBE highlighted the extent of CSE and the failure of the local authority, the police and other agencies to protect vulnerable children and victims in Rotherham.
- 1.2 A link to the report is included here:
http://www.rotherham.gov.uk/downloads/file/1407/independent_inquiry_cse_in_rotherham
- 1.3 The Warwickshire Police and Crime Commissioner has been invited to provide a verbal update at the meeting to give assurances about how the threat of CSE is being addressed in Warwickshire, including:
 - the Commissioner's partnership working arrangements with the County Council regarding vulnerable children; and
 - the role of the Warwickshire Police in tackling and investigating Child Sexual Exploitation.

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21st November 2014

Domestic Abuse and Sexual Violence

Recommendations

That the Warwickshire Police and Crime Panel considers the report from Warwickshire Police, asking questions in relation to its content and making any recommendations to the Police and Crime Commissioner, if considered appropriate.

1.0 Background

- 1.1 At its meeting on 18th July 2014, the Police and Crime Panel raised concerns in respect of the low reported 'conversion rate' (i.e. the number of reported crimes that result in a prosecution) for cases of Domestic Abuse and Sexual Violence.
- 1.2 In response, a report from Warwickshire Police is attached at **Appendix A**.

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RAPE INVESTIGATIONS – WARWICKSHIRE UPDATE – NOVEMBER 2014

1. PURPOSE

The purpose of this report is to update the Warwickshire Police and Crime Commissioner on the investigation of Rape within Warwickshire, and in particular in relation to the reported low proportion of cases resulting in a prosecution or caution. This follows a discussion at the Warwickshire Police & Crime Panel on 18th July 2014 regarding a reported prosecution/caution rate in Warwickshire of 6% for 2013, compared to a national average of 18%.

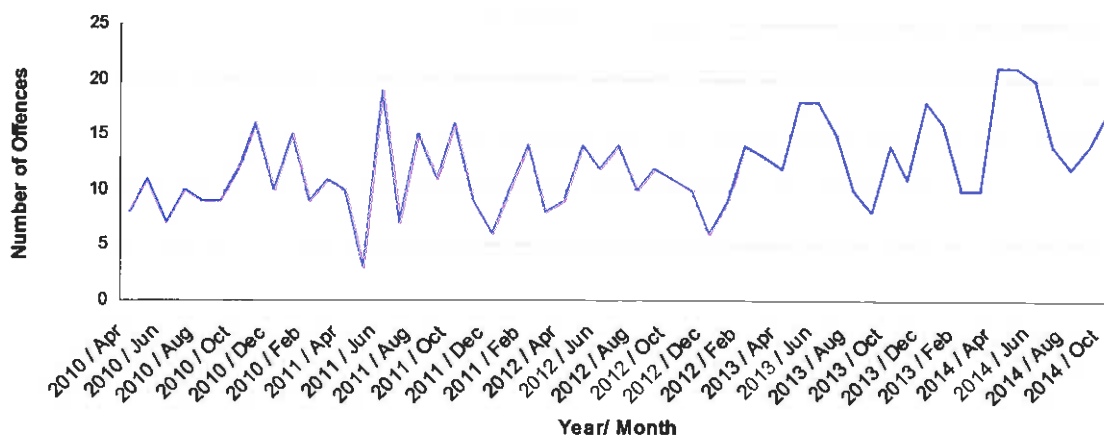
2. OFFENCE LEVELS

Warwickshire Police acknowledge that a 6% prosecution rate would be low, but it is not a figure that is recognised by the Force's own recorded performance statistics. For the year 2013 there were 160 recorded Rapes in Warwickshire and the number of cases which proceeded to court was 16. This gives a figure of 10% of Rapes resulting in a charge not 6%, albeit this is still below the national average and still in need of improvement.

The table and graph below show the volume of Rape offences recorded in Warwickshire each month over a five year period. Figures for the current financial year represent year-to-date data (YTD; 01 Apr – 26 Oct 2014).

No. of Rape Offences Recorded in Warwickshire by Month

	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Total
2010	8	11	7	10	9	9	12	16	10	15	9	11	127
2011	10	3	19	7	15	11	16	9	6	10	14	8	128
2012	9	14	12	14	10	12	11	10	6	9	14	13	134
2013	12	18	18	15	10	8	14	11	18	16	10	10	160
2014	21	21	20	14	12	14	17						119



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Further analysis of the above data highlights the following:

- A higher volume of offences have been recorded in the YTD 2014-15 than during the same period of time in previous financial years, (29% increase on 2013-14)
- 57% of offences (68 offences) recorded YTD 2014-15 were non-recent (i.e. recorded over 28 days after the committed date).
- 27% of offences (32 offences) recorded YTD 2014-15 were committed over 5 years ago
- Non-recent offences accounted for a larger proportion of total recorded Rape offences in the YTD than in previous years

3. BACKGROUND

There have been several factors that have influenced Warwickshire's historic poor standing in the national figures.

Crime Recording

During 2013, Warwickshire had a very robust and ethical response to the recording of Rape, whereby ALL reports of Rape were recorded as such immediately and an investigation instigated.

Some Forces at this time were using a '72 hour rule', which directed them to look into the allegation for up to 72 hours before it was officially recorded as a Rape. This resulted in some Forces being able to confirm that some of the allegations were in fact another offence or in some cases a false report. This had the effect of compromising the ability to make like for like comparisons between Forces, and influenced the accuracy of any results.

The Home Office has been very critical of the use of the '72 hour rule', and Forces have now adopted a similar approach to that of Warwickshire's in 2013.

Investigation Structures

Prior to the Alliance with West Mercia, Warwickshire Police were operating an investigative structure that was implemented under Operation Bletchley as part of the Force's 150*plus* Change Programme. This structure included a Local Investigations Unit (LIU) that investigated all local crime (including volume crime and serious crime) and a separate Sexual Offences Investigation Unit (SOIT) within the Protecting Vulnerable People (PVP) Department, which investigated reported Rape. The LIU was a mixed workforce of Detectives, Police Constables and Police Staff Investigators (PSI), with the SOIT a mixture of Detectives and PSI's.

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As the plans for the Alliance matured, a decision was made to disestablish both the Warwickshire LIU model and SOIT's and replace them with a more traditional CID structure (Detectives only, investigating serious crime only, including Rape). This model has been in effect since the Alliance Blueprint went live on 30th September 2013.

It is important to highlight that the first 9 months of September 2013 up until the Alliance Blueprint commenced, was a difficult period in respect of the Warwickshire SOIT's. In the knowledge that the units would be disbanding vacancies that arose were not filled to the point where the viability of the units within the PVP Department was called into question. Agreement was reached that what little remained of the SOIT's would transfer to the LIU for the remainder of the period until 30th September 2013 to ensure a resilient response to Rape investigation. This was a sensible move at the time given the knowledge that responsibility of Rape investigations in the Alliance model would rest with the LIU when it converted to a more traditional CID.

During 2013 as part of the Alliance programme, work was completed to compare Rape investigations in South Warwickshire, who were using the LIU model, with South Worcester who were using a traditional CID model. The results were difficult to interpret, due to comparing radically different models, but the conclusion was that the CID model was more successful at investigating Rape than the LIU model. This work did not compare the former SOIT model, which last operated effectively during 2012.

As highlighted, Warwickshire has now returned to the more traditional CID model for the investigation of serious crime including Rape. This is having a positive effect on results in 2014 compared to 2013.

Electronic Case Management/Investigation

In addition since April 2014, Warwickshire has adopted use of West Mercia's electronic crime recording and investigation system (CRIMES). This is a far more efficient data recording and investigation platform for all crime types including Rape.

The CRIMES system records 18 different types of outcome for crime investigations, which makes it far more accurate and easier to highlight why an investigation has been concluded. This allows greater scrutiny into investigation results and helps to identify key areas of vulnerability in the investigation process. This allow for a more focused approach to addressing any significant areas of attrition, which in turn assists in continuous improvement. This will provide a valuable opportunity to increase positive outcomes for victims of Rape in Warwickshire.

RESTRICTED**Sexual Assault Referral Centre (SARC)**

The Coventry & Warwickshire SARC officially launched on 26th June 2013. This specialist centre supports victims and survivors of Rape and other sexual offences and is utilised by Police for victim medical examinations and interviews when offences are reported. Specially trained Crisis Workers support victims while they are at the SARC, before referring them on to specialist Independent Sexual Violence Advisors (see below).

Over the course of its first year of operation into 2014, the SARC has grown in reputation and use and is now an integral part of the Police response to the investigation of Rape.

Independent Sexual Violence Advisors (ISVA's)

An important part of the overall service to victims of Rape and Serious Sexual Offences is the provision of an IDVA service by the third sector. This specialist service supports victims at a personal level through the investigation and prosecution and beyond, for as long as the individual requires. ISVA's are essential to maintaining the trust and confidence of victims and representing their interests.

Serious Sexual Assault Investigator Development Programme (SSAIDP)

During 2013/14, the National Policing Improvement Agency (NPIA), now the College of Policing (CoP), developed and published a new programme to accredit specialist investigators for the investigation of Rape and other Serious Sexual Offences. All investigations of Rape now have to be investigated by an officer accredited under this programme.

Specially Trained Officers (STO)

Prior to the Alliance, Warwickshire Police utilised officers called Sexual Offence Liaison Officers (SOLO) who were trained in supporting victims, from a Police perspective, through the early part of the investigation process. Since the Alliance these officers have now been trained to the higher standard of a Specially Trained Officer (STO), which is a much more integral role within the whole investigation. This has led to better retrieval of early evidence and an improved service to victims.

4. PROSECUTION PERFORMANCE SINCE APRIL 2014

Provisional data for 1st April 2014 and 22nd October 2014, based on the new outcomes framework, indicates that 21.6% of Rape offences were dealt with by way of Charge/Summons. This is a significant improvement on the outcomes from 2013 and is well above the national average of 18%. It places Warwickshire 2nd when compared to its 8 Most Similar Grouped (MSG) Forces.

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5. CONCLUSION

Rape in Warwickshire is now being investigated by specialist accredited Rape investigators (SSAIDP) within a traditional CID department, supported by Specially Trained Officers (STO) working directly with the victim as part of the investigation.

Forensic examinations at SARC's, and the services of ISVA's are now embedded in the investigation pathway and have led to a better service to the victim, assisting in long-term support and therefore reducing attrition.

For the first 6 months of 2014-15 there has been a substantial improvement in Warwickshire's Rape prosecution performance compared to 2013. Although we cannot be complacent, this does appear to be a positive step-change.

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**DOMESTIC ABUSE – WARWICKSHIRE
UPDATE – OCTOBER 2014**

1. PURPOSE

The purpose of this report is to update the Warwickshire Police and Crime Commissioner on the response to Domestic Abuse by Warwickshire Police & West Mercia Police, following the inspection of both Forces in December 2013.

2. BACKGROUND

From the 2nd to the 6th December 2013 the HMIC carried out a thematic Inspection of both Warwickshire Police and West Mercia Police around Domestic Abuse. The Inspection was part of a national Inspection regime commissioned by the Home Secretary. The Inspection was in the light of Government concern around Domestic Abuse and reinforces that violence against women and girls remains a key priority for the Home Office.

The Inspection formed part of a range of HMIC Inspections which have either taken place or are planned around Protecting Vulnerable People (PVP). Other areas under scrutiny include Child Sexual Exploitation, Child Abuse, Missing Persons and Modern Slavery. All of these areas may have an indirect link to Domestic Abuse.

The HMIC team inspected both forces independently but recognised the links that exist between Warwickshire and West Mercia.

The HMIC team acknowledged the scale of the Alliance change programme and recognised Protective Services and PVP are on a journey to harmonise policy, practice, resourcing and assets as we move forward in terms of delivering the Blueprint.

The Inspection itself was wide ranging with HMIC visiting a number of policing areas and departments across both Forces in order to undertake reality testing and facilitate focus groups with officers, staff and key partners.

The Inspection and feedback was based around 4 key questions

- Q1. Is the force effective at identifying victims of Domestic Abuse, and in particular repeat and vulnerable victims?
- Q2. Is the initial force response to victims effective?
- Q3. Are victims of Domestic Abuse made safer as a result of the police response and subsequent action?
- Q4. Does the Force have appropriate systems, processes and understanding to manage Domestic Abuse and risk to victims in the future?

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The HMIC subsequently published their review of all Forces response to Domestic Abuse and it received widespread media attention. Warwickshire was highlighted as one of the better performing Forces and West Mercia were viewed to be in a reasonable position. Overall nationally, the HMIC were concerned and critical of the Police Services' response to Domestic Abuse.

The publication of the review was followed by a robust letter from the Home Secretary to all Forces where she too was openly critical and made it clear she expected to see the service showing significant improvement.

3. STRATEGIC ISSUES

Whilst the HMIC review concentrated on policing, in order to tackle Domestic Abuse effectively the service requires the support of a range of public sector and third sector agencies. Many of these agencies are facing austerity measures with fragile funding arrangements.

From a policing perspective, the Protecting Vulnerable People (PVP) Command has strategic responsibility for Domestic Abuse across Warwickshire and West Mercia. However, given the scale of Domestic Abuse the policing response is provided by Local Policing staff with investigations carried out by a range of Specialist PVP DA, CID and Uniform Officers dependant on the severity of the incident and the level of associated risk.

Whilst Warwickshire's position was viewed more positively by the HMIC, in terms of context it is important to note that work was already in place to address many of the areas of improvement. In particular the implementation of the Harm Assessment Units in West Mercia by the summer of 2014, which was important in terms of addressing the disparity that existed between the two Forces.

Overview

Overall the HMIC were more reassured with the Warwickshire approach to tackling Domestic Abuse, particularly in terms of the consistent management of risk and supervisory oversight. Undoubtedly this is partly attributable to the established Harm Assessment Unit as well as an embedded culture in terms of reducing harm.

The implementation of the PVP Blueprint, the development of Harm Assessment Units in West Mercia, together with the introduction of CRIMES in Warwickshire all provided opportunities to develop a consistent effective approach to Domestic Abuse across both Forces.

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4. IMPLICATIONS**(a) Financial**

Domestic Abuse is fundamentally a partnership based activity. However, there is currently no financial stability regarding partnership funding, with the third sector (who provide IDVAs) particularly affected by the year on year fragile nature of the funding.

Meeting a vulnerable victims need is often challenging and requires a balanced approach, in particular when a victim's assessment of their needs does not allow or support the management of risk towards them or others. Efforts can be made to overcome barriers through the use of IDVA's, normally from third-sector agencies, who can provide support to victims and facilitate a better understanding between relevant parties. It is widely accepted that the existing IDVA provision across Warwickshire is insufficient in terms of existing and potential future demand around Domestic Abuse.

A visit to Warwickshire in October 2014 from the Chief Executive of CAADA, the charity responsible for overseeing the MARAC (Multi-Agency Risk Assessment Conference) has reinforced this situation. CAADA report that Warwickshire have one of the lowest IDVA to victim ratios in the Country and their Chief Executive has strongly advised Warwickshire's MARAC Steering Group to do no more work to encourage Domestic Abuse referrals until IDVA capacity is significantly improved.

The Warwickshire PCC is keenly aware of the capacity issues for the IDVA service and has agreed funding for two additional IDVA's in Warwickshire using the Ministry of Justice (MOJ) 'Victim Commissioning Fund'. Warwickshire County Council is now in the process of commissioning these 2 additional IDVA's.

(b) Legal

Following successful national pilots in a number of Force areas, the Home Secretary Theresa May announced the roll out of Domestic Violence Protection Orders and Clares Law across all Forces in England and Wales from April 2014.

Domestic Violence Protection Orders (DVPOs) can be used where the Police have reasonable grounds for believing that a perpetrator has used or threatened violence towards the victim and the victim is at risk of future violent behaviour. DVPOs allow Police to prevent abusers from contacting victims and family and provide immediate protection in the aftermath of a Domestic Abuse incident.

West Mercia Police were one of the Pilot Forces for DVPOs. Whilst there were some challenges around IT and capacity, there are numerous examples of DVPOs being used in a positive way to protect vulnerable victims from harm.

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In June 2014 the use of DVPOs was rolled out to Warwickshire. The process is still embedding but has already been used very successfully on a number of occasions to protect vulnerable victims of domestic abuse.

Clares Law is a scheme named after Clare Wood, who was tragically murdered by her ex-boyfriend George Appleton at her Salford home in February 2009. Clare was unaware of his history of violence against women. Clares Law is a scheme which allows Police to disclose to individuals details of their partner's abusive pasts. Clares Law provides people with the information they need to escape an abusive situation before it ends in tragedy.

Clares Law is now implemented across Warwickshire and West Mercia and even at this early stage we have had a number of victims protected as a result of using this legislation.

Domestic Violence Protection Orders and Clares Law are part of a raft of measures the Government are introducing to tackle Violence against Women and Girls.

(c) Risk Management

As stated, Domestic Abuse remains very high on the Government agenda. The letter from the Home Secretary reaffirmed this position.

As with every other Force, we are only ever one critical incident away from suffering significant reputational damage.

The Forces' response to Domestic Abuse is primarily managed via the Domestic Abuse Steering Group chaired by the Head of PVP. The Office of the Warwickshire PCC is engaged with this group to ensure join-up.

Within this Steering Group a Domestic Abuse Delivery Plan (attached at Appendix 'A') is closely tracked in terms of mitigating risk. The Plan is led and owned by the Head of PVP, supported by portfolio leads at DCI and DI level. The plan is very much a fluid document and the RAG ratings will change over time.

The Delivery Plan is co-ordinated by a PVP Detective Sergeant who is currently seconded from an operational role.

The Delivery Plan is primarily Police-focused at present but will be developed and expanded as further engagement and consultation takes place with partners and other key stakeholders.

The delivery plan includes three of the national HMIC recommendations where there is action for Chief Officers at a local level. The remainder of the national recommendations are predominantly for the attention of College of Policing, ACPO and the Home Office.

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From an operational perspective high risk Domestic Abuse features prominently and frequently at the Daily Management Meeting. There is clear evidence of 'joined up' cross departmental activity in tackling such cases.

The roll out of the national Public Protection Training Programme (which includes Domestic Abuse) later this year, complimented by a range of 'in Force' tailored learning products will help professionalise our response to Domestic Abuse and seek to address any cultural barriers.

Over and above these arrangements Business Assurance and Improvement ensure ongoing engagement with the HMIC and monitor progress.

Areas for improvement are cross-referenced with recommendations arising out of Domestic Homicide Reviews, which are overseen by the Strategic Governance and Scrutiny Panel.

(d) Criminal Justice

In addition to the recommendations from the HMIC, the Domestic Abuse delivery plan includes a range of actions that will have a positive impact on the attrition rate of Domestic Abuse cases through the Criminal Justice system, which has historically seen a low conversation rate for persons arrested for domestic abuse being subsequently prosecuted by the CPS. Outcomes include:

- Training Needs Analysis (TNA) identifying the need for joint Women's Aid/Stonham and Police training to be delivered to all frontline police officers/staff with the objective of improving the outcome to the victim;
- Investigation aspects being further communicated via various medias in support of the World Cup, launch of Claire's Law and DVPO's, and changes in recording DASH risk assessments;
- Further work planned in relation to producing an 'investigators tool-kit' to support officers in completing a thorough investigation and preparing a suitable file for submission to CPS;
- The use of Body Worn Video (BWV) being progressed and anticipated that the use of BWV will become common place amongst response officers, with domestic abuse incidents being specifically considered;
- The introduction of Detective Constable's into Warwickshire Domestic Abuse Unit's as a positive step towards specialist DA investigators that will manage High Risk crime investigations (implementation ongoing);
- Recirculation of the IDVA referral process and highlighting other agency services that are available to support victims;
- The transferring of Warwickshire Case Data (CATS system) onto the joint Warwickshire/West Mercia systems (CRIMES and GENIE) to allow all staff access to relevant background intelligence/information
- Define and recirculate support for 'positive action' in relation to DA crimes

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Current data would indicate a step-change in the conversation rate in Warwickshire from its historical position, with a marked improvement in the percentage of Domestic Abuse cases prosecuted:

Domestic Abuse

Year	Incidents	Crimes	Prosecutions	Convictions	Pros. as % of Crimes	Conv. as % of Crimes	Conv. as % of Pros.
2008-09	7842	2141	396	345	18.5	16.1	87.1
2009-10	7744	1827	409	355	22.3	19.4	86.8
2010-11	7784	1864	375	321	20.1	17.2	85.6
2011-12	8033	1720	340	274	19.8	15.9	80.6
2012-13	7247	1323	248	217	18.7	16.4	87.5
2013-14	7253	1114	347	289	31.15	25.94	83.3

As can be seen, from 2012/13 to 2013/14:

- Prosecutions rose from 248 to 347, representing a percentage increase in prosecutions from 18.7% to 31.15% as a proportion of all Domestic Abuse Crime.
- Convictions rose from 217 to 289, representing a percentage increase in prosecutions from 16.4% to 25.94% as a proportion of all Domestic Abuse Crime.

This positive step-change shows signs of continuing into 2014/15. In their quarterly publication of prosecution data, the Crown Prosecution Service identified Warwickshire as being the 3rd best performing in the Country for Quarter 1 for Domestic Violence performance:

Top 3 Constabulary Areas for DV performance. Q1 2014-15:

DV Conviction Rate	Convictions	Defendants	Percentage	Rank
Humberside	230	262	87.8%	1
Suffolk	273	314	86.9%	2
Warwickshire	103	120	85.8%	3

It should be noted that whilst the overall percentage is indeed good news, perhaps the more encouraging indicator is the number of actual convictions, which for one quarter was 103 compared to 289 for all of 2013/14.

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Despite the good indicators, Warwickshire Police & West Mercia will not be complacent and will continue to strive to improve the conversation rate from arrest to prosecution. The previously highlighted actions/outcomes from the Domestic Abuse Delivery Plan will ensure that a strong focus remains on the Criminal Justice aspects of the Force's response to domestic abuse.

(e) Equality and Diversity

West Mercia and Warwickshire police a diverse community. The Police Domestic Abuse Strategy and Local Partnership Strategies seek to identify and meet the needs of diverse communities and harder to reach groups to increase their trust and confidence. We are acutely aware that within many communities such the Muslim or travelling communities Domestic Abuse is significantly under reported to the authorities. Together with partners we have a clear responsibility to address this gap.

5. CONSULTATION

Warwickshire's Deputy PCC attended the initial presentation to the HMIC and supported the need for an enhanced focus on Domestic Abuse and PVP Issues within the 2014-15 Policing Plan, with greater synergy with West Mercia.

Clearly Domestic Abuse is a multi-agency responsibility and there is excellent communication between both the two Forces, Local Authorities and other statutory, voluntary and third-sector agencies, in respect of the joint response to domestic abuse.

6. CONCLUSION

The HMIC Inspection allowed Warwickshire Police & West Mercia Police to reflect on where we are currently positioned in relation to Domestic Abuse.

The emphasis on protecting the vulnerable from harm and the removal of targets clearly helps in terms of increased focus on public protection areas such as Domestic Abuse.

The next strategic change programme also affords us the opportunity to fundamentally review risk and realign our resources, assets and finance accordingly.

Much has been achieved since the visit from HMIC and whilst both Forces have some clear strengths that we continue to build upon, there remains some significant work to be done to continue to move forward in line with our vision of protecting the vulnerable from harm.

7. RECOMMENDATION

The Warwickshire PCC is invited to review the latest Domestic Abuse Delivery Plan and satisfy themselves that Warwickshire Police continues to be in a strong position to protect victims of Domestic Abuse from harm.

<p>National HMIC Rec. 3 In order to inform 2 above, CC's should review how they and senior officers give full effect to their forces' stated priority on DA</p>	<p>CC Shaw, supported by ACC Lewis, Supt. Cullen, DCI Pettit and DS Wall</p>	<p>Consider how action to tackle DA is prioritised and valued and how staff are given the appropriate level of professional and conspicuous support and encouragement.</p>	<p>Specific assessment of the following issues in respect of DA: 1. the force's culture and values; 2. the force's performance management framework; 3. the reward and recognition policy in the force and the roles and behaviours that this rewards currently; 4. the selection and promotion processes in the force; 5. the messages and communications sent by senior leadership team to the rest of the force about tackling DA; 6. the development opportunities for officers and staff in the force; and 7. force policy on how perpetrators and victims of DA in the force are managed</p>									
<p>National HMIC Rec. 10 Police and Crime Commissioners to consider HMIC findings and recommendations when commissioning services for victims of DA.</p>	<p>CC Shaw and PCC Longmore and PCC Ball</p>	<p>Police and Crime Commissioners to consider HMIC findings and recommendations when commissioning services for victims of DA.</p>	<p>Take note of the strong value placed on the role of IDVA by victims, police and other criminal justice agencies.</p>									
End of HMIC Recommendations												
Ancillary work to support HMIC recommendations												
<p>Explore risk assessment for perpetrators (x-ref HMIC Rec. 9 & 11)</p>	<p>DS Wall HQ PVP</p>	<p>There is no RA for perpetrators being used to make a more accurate assessment of risk of harm/reoffending or to assist and support the judicial process</p>	<p>Liaise ACPO Lead and leading academics to ID and such validated RA.</p>	<p>Information supplied by Prof Hazel Kemshall. ACPO Lead already identified this issue and are looking to explore further from a national perspective</p>		<p>No RA tool</p>	<p>No RA tool</p>					
<p>Trial a pilot of risk assessment (x-ref HMIC Rec. 9 & 11)</p>	<p>DS Wall HQ PVP</p>	<p>Pilot a RA in one TPU to test its effectiveness in identifying risk, informing effective offender management and support of the judicial process</p>	<p>DTPU identified for the pilot</p>	<p>Awaiting outcome of above action as to which risk assessment to pilot</p>								
<p>Statistical analysis to determine if RA is effective in ID offender management (x-ref HMIC Rec. 9 & 11)</p>	<p>Gordon Stovin</p>	<p>Analytical support to quantify effective offender management ie: reduction in offending</p>	<p>Liaison with Gordon Stovin</p>	<p>Awaiting outcome of two above</p>								

Rolling Handovers (X-ref HMIC Rec. 5)	HQ Intelligence	Ensure that there is a recognised process with regards to 'rolling handovers' for perpetrators of DA	Utilisation of STEPS	Currently paper and electronic process are being used at the same time with relevant information being split between the two and sometimes not accessible to all. Does not allow for effective management of DA risk and investigation.									
End of ancillary work to support HMIC recommendations													
Beginning of DVDS & DVPO's													
Roll-out DVDS to WP & WMP by 10th March 2014.	DS Wall HQ PVP	Completed	Completed	Completed									
Review of current DVDS process	DS Wall HQ PVP	Review current DVDS process across the Alliance to achieve consistence with service delivery and to identify ways to reduce bureaucracy and embed further into existing processes and procedures	ID any areas of victim / organisational risk and scope proportionate and appropriate method of change. Implement necessary change across the alliance	Ongoing as each application is received. Some areas for reduction in bureaucracy and utilising more appropriate staff to undertake certain functions have already been identified. Work underway to scope change.									
Roll-out DVPO's to Warwickshire	DS Wall HQ PVP	Implement DVPO's in Warwickshire Police	See 5 points below	Go-Live' date of 2nd June 2014									
Internal Stakeholders	DS Wall HQ PVP	Communicate remit of the scheme to internal strategic leads to alleviate concerns, identify any issues arising from implementation and seek support for ongoing work	Meeting booked and agenda set, powerpoint and process map available for circulation. Relevant members identified.	Date identified: Thursday 10th April, relevant members duly invited. Meeting taken place and no major issues raised. Work ongoing now within Warwickshire police from a strategic level down to operational level to ensure readiness for implementation date of 02/06/14.									
External Partners	DS Wall HQ PVP	Communicate remit of the scheme to external partners to alleviate concerns, identify any issues arising from implementation and seek support for ongoing work	Meeting booked and agenda set, powerpoint and process map available for circulation. Relevant members identified.	Date identified: Thursday 1st May, relevant members duly invited via letter from ACC Benjamin.									
Training	DS Wall HQ PVP / PS Mel Paley / Kriss Ewing	Train all relevant members of police staff in the use of DVPO's relevant to their role	Training packages created for: Response/PCSO/SNT, Custody Sgts, Specialist PVP staff, Authorising Officer (Supt), Court Services (Legal Advisors)	eLearning circulated, powerpoint presentations sent to custody Sgts, Supts and training dates set for Court room skills training (8th and 15th May). National guidance circulated to Legal Advisors, date for training to be set.					Train all relevant members of police staff in the use of DVPO's relevant to their role	Training packages created for: Response/PCSO/SNT, Custody Sgts, Specialist PVP staff, Authorising Officer (Supt), Court Services (Legal Advisors)	eLearning circulated, powerpoint presentations sent to custody Sgts, Supts and training dates set for Court room skills training (8th and 15th May). National guidance circulated to Legal Advisors, date for training to be set.		

HMCTS	DS Wall HQ PVP / Kriss Ewing	Train all relevant Legal Advisor's in the use of DVPO's relevant to their role	National training packages created and localised powerpoint training package created which will be delivered face to face.	National guidance circulated to Legal Advisors, date for training to be set. National guidance to be cross referenced to localised training to ensure consistency.								
IDVA	DS Wall HQ PVP	Ensure IDVA services are separately engaged to ensure aware of responsibilities and have the capacity to manage.	Conduct a scoping exercise to accurately ID likely number of DVPN's. Set up face to face meeting with strategic lead IDVA services Warwickshire Police to work through the process.	Figures for scoping exercise have been finalised. Meeting booked for 25/04/14 with Sarah Simpkins IDVA Manager for IDVA service provision for Warwickshire Police.								
End of DVDS & DVPO's												

Warwickshire Police and Crime Panel

21st November 2014

Report of the Budget Working Group

Recommendations

That the Warwickshire Police and Crime Panel considers the minutes of the Budget Working Group meeting in respect of Quarter 2 2014/15 information.

1.0 Background

- 1.1 The Warwickshire Police and Crime Panel has agreed to delegate quarterly monitoring, in respect of the Police and Crime Commissioner's budget, to the Budget Working Group.
- 1.2 A quarterly meeting of the Budget Working Group will be held on 12th November 2014 to consider the following information:
 - Quarter 2 (2014/15) Budget Monitoring
 - Strategic Alliance Change Programme
 - Medium Term Financial Plan

2.0 Key Findings

- 2.1 As the Budget Working Group is meeting on the same date as the publication of this agenda, the minutes of the meeting will be circulated under separate cover in due course (in advance of the Panel meeting).

3.0 Future Meetings and Membership

- 3.1 The future meetings of the Budget Working Group have been scheduled as follows:
 - Quarter 3 and Precept – 13th January 2015, 2.00 pm.
 - Quarter 4 – TBC (May 2015).

Background Papers:

None.

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Strategic Director	David Carter	davidcarter@warwickshire.gov.uk

Warwickshire Police and Crime Panel

21st November 2014

Report of the Planning and Performance Working Group

Recommendation

That the Warwickshire Police and Crime Panel:

- 1) Suggests priority issues for inclusion in the future Work Programme; and
- 2) Considers the minutes of the Planning and Performance Working Group meeting, held on 29th October 2014.

1.0 Background

1.1 At its meeting on 26th September 2014, the Police and Crime Panel agreed the following four key roles of the Planning and Performance Working Group:

- 1) To develop the Police and Crime Plan 2013-17 Delivery Plan in partnership with the Office of the Police and Crime Commissioner.
- 2) To monitor the Commissioner's performance against the outcomes outlined in the Delivery Plan, on a quarterly basis.
- 3) To undertake a regular review of the Work Programme of the Police and Crime Panel and make recommendations to the Panel regarding areas of business for future meetings and Task and Finish Group review.
- 4) To ensure that the activities of the Police and Crime Panel are aligned to the statutory functions of the Police and Crime Commissioner and the objectives of the Police and Crime Plan 2013-17.

2.0 Recent Activity of the Working Group

2.1 The Working Group held a meeting on 29th October 2014, at which members considered the draft Delivery Plan and how this, alongside the performance reports from Warwickshire Police, would be used to inform the Police and Crime Panel about priority topics and agenda items for future meetings. This is one of the key roles of the Working Group, as detailed above at 3). A copy of the minutes is attached at **Appendix A**.

2.2 The Working Group will next meeting on 1st December 2014 to review the revised Delivery Plan, which will be used to identify future priority areas for the Panel's Work Programme. These areas will be recommended to the Panel at its meeting on 3rd February 2014. In the meantime, members of the Panel are invited to suggest priority issues that could be considered by the Panel at a future meeting.

Appendices:

Appendix A – Minutes of the Planning and Performance Working Group, 12th November 2014

Background Papers:

None.

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Portfolio Holder	Cllr Kam Kaur	cllrkaur@warwickshire.gov.uk

**Minutes of the Police and Crime Panel –
Planning and Performance Working Group
held on 29th October 2014**

Present:

Members of the Panel

Councillor Peter Fowler
Bob Malloy
Councillor June Tandy
Robin Verso

Warwickshire County Council

Georgina Atkinson, Democratic Services Team Leader

Office of the Police and Crime Commissioner

Neil Hewison, Chief Executive
Rebecca Parsons, Policy and Research Officer

Apologies

Apologies were received from Councillor Dennis Harvey.

1. Appointment of Chairman

Councillor June Tandy was appointed as Chair of the Working Group.

2. Minutes of the last meeting, 27th August 2014

The Working Group noted the minutes of the last meeting. There were no matters arising.

3. Draft Police and Crime Plan 2013-17 Delivery Plan

Neil Hewison reminded members that the purpose of the Delivery Plan was to map activity and required outcomes against each of the objectives included in the Police and Crime Plan 2013-17, predominately focusing on the 'Crime' aspect of the Commissioner's obligations. A revised version of the Delivery Plan was circulated at the meeting. Neil Hewison welcomed the Working Group comments on the draft document.

Rebecca Parsons, Policy and Research Officer, provided the Working Group with an overview of the development of the Delivery Plan framework and content. She explained that the key feature of the document was a) the impact of the aims on the public and b) how the aims would be measured; however, as the role of the

**Minutes of the Police and Crime Panel –
Planning and Performance Working Group
held on 29th October 2014**

Commissioner was often as a conduit or facilitator, rather than an actual deliverer, of services, a number of aims would be harder to measure than others. The document would sit alongside the Engagement Strategy, using the same framework.

A discussion took place with regard to the intended audience for the document. While the Working Group agreed that the document should be outward-facing, it was not considered to be a public document and would be better placed as an internal working document, which would be used by the OPCC for planning against the Police and Crime Plan objectives and by the Working Group for monitoring purposes. The Working Group agreed with Neil Hewison's intention that the Commissioner's Annual Report would be the public document that provided an overview of the activity and outcomes achieved against each of the Plan's objectives.

With regard to the Delivery Plan framework, members felt that the document had confused the intended impact on the public with how the outcomes would be measure; for example, the detail that had been listed as an *impact for the public* was actually a *measure of performance*. There was a suggestion that the heading for those two columns be simplified, as follows:

- Outcomes – what are we trying to achieve?
- Measures – how will the outcome be measured?

With regard to the overall structure, it was noted that the alignment to the Police and Crime Plan would cause duplication across the document as a number of key areas related to two or more objectives; for example, 'Domestic Abuse' had a number of actions in Objective 1, but also in Objective 2. In light of this, Neil Hewison suggested that the document is structured on a thematic basis (rather than by objectives) according to the key areas which are outlined in the Police and Crime Plan. The Working Group agreed that this would simplify the document and make it easier to monitor.

Neil Hewison accepted the comments that had been made by the Working Group and agreed to make the revisions, as discussed.

The Working Group discussed how the Delivery Plan would assist in the future planning of the Police and Crime Panel's Work Programme. Members agreed to the following process:

- 1) The Working Group considers the updated Delivery Plan;
- 2) The Working Group identifies a number of key topics/themes which could be presented as reports to future meetings of the Panel meeting;
- 3) The topics/themes as identified by the Working Group would be suggested to the Police and Crime Panel – the Panel to agree which topics for inclusion in the Work Programme; and

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- 4) For each agreed topic/theme, the Working Group would give a steer to the OPCC regarding report content by agreeing which questions or issues would need to be addressed.

With regard to the 'Police' aspect of the Commissioner's obligations, Neil Hewison referred to the Warwickshire Police performance information, which would be presented to each meeting of the Working Group. He explained that the document would indicate areas of concern or underperformance, which the Working Group may require further scrutiny of via a report to the next meeting of the Police and Crime Panel. The Panel would then ask the Commissioner to explain a) what action he would take to, or had taken, to address the issue; and b) how he was holding the Chief Constable to account for the performance issue.

4. Police and Crime Panel Work Programme

The Working Group noted that there were three sources of information for members to consider in order to identify future reports to the Police and Crime Panel, as follows:

- Areas of concern/underperformance as identified in the Warwickshire Police performance report;
- Thematic topics/areas as detailed in the Delivery Plan; and
- External reports, such as those produced by HMIC – the Panel had a role in asking the Commissioner to explain how he would address any criticism or recommendations in those reports.

Members noted that the Delivery Plan would be revised in accordance with the comments made during the meeting; in light of this, the Group's review of the document to identify themes/topics for future Panel meetings would be deferred until the next meeting of the Working Group. In the meantime, the members noted three priority topics for the next Panel meeting, which had been scheduled for 21st November 2014:

- Cyber Crime – a report would be presented to the Panel as part of an update on rural, cyber and business crime.
- Sexual Violence – a report would be presented to the Panel as part of a report regarding the low conversion rates for sexual violence and domestic abuse.
- Child Sexual Exploitation – a verbal update would be provided by the Commissioner regarding how he is addressing the threat of CSE in Warwickshire, partnership working arrangements with the County Council regarding vulnerable children and the role of the Police in tackling and investigating CSE.

Following consideration of the three reports, the Panel would be asked to consider whether it wished to examine any of the areas in greater detail or undertake further scrutiny.

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The Working Group requested that a report detailing the procedure for the use of the Delivery Plan and Warwickshire Police performance data, in order to inform the Panel's Work Programme, be presented as an update report to the Panel on 21st November. It was agreed that this include an invitation to the Panel to suggest priority themes/topics for future agendas.

The Working Group considered the Police and Crime Panel's Work Programme for 2014/15. It was agreed that the two areas listed for discussion by the Working Group – Feedback from Statutory Bodies and Criminal Justice Bodies – be deferred until the next meeting.

5. Date of Meetings

It was agreed that the date of the next meeting be scheduled for Monday 1st December, commencing 1pm at Shire Hall, Warwick, to include the following agenda items:

- Revised Delivery Plan (standing item)
 - to consider the revised framework/structure of the Delivery Plan
 - to identify a list of themes/topics for future Police and Crime Panel meetings
- Warwickshire Police performance information (standing item)
 - to identify any performance issues/concerns for consideration at future Police and Crime Panel meetings
- Consideration of any concerns/queries raised by the Panel on 21st November regarding the three topics and what further detail/scrutiny is required.
- Work Programme

In order to schedule future meeting dates, members were asked to confirm their availability as follows:

- w/c 16th February 2015
- w/c 11th May
- w/c 6th July
- w/c 28th September
- w/c 30th November

The meeting ended at 12.00 p.m.

Warwickshire Police and Crime Panel

21st November 2014

Victims' Services Task and Finish Group

Recommendation

That the Warwickshire Police and Crime Panel:

- 1) Considers the final report and recommendations of the Victims' Services Task and Finish Group; and
- 2) Agrees to submit the final report to the Warwickshire Police and Crime Commissioner for consideration.

1.0 Introduction

- 1.1 On 1st April 2015, the Warwickshire Police and Crime Commissioner will be required to state his commissioning intentions with regard to the future provision of support services to victims of crime, acknowledging the existing services currently delivered by Victim Support and other specialist providers.
- 1.2 The Warwickshire Police and Crime Panel agreed at its meeting on 20th June 2014 to appoint a Task and Finish Group to undertake a review of existing service provision for victims of crime, identify key challenges and ascertain areas for improvement, in order to contribute key findings to the PCC's commissioning activity ahead of April 2015.
- 1.3 During the course of the review, the Task and Finish Group gathered and received evidence from a wide range of sources, including local representatives of support services and victims of crime; this has resulted in the identification of 19 evidence-based recommendations to address a number of thematic issues regarding the full range of victim support services in Warwickshire. Members believe that the recommendations will help to place victims at the heart of both the voluntary and criminal justice sector and bring greater sustainability to the array of voluntary organisations, who contribute significantly to the recovery of victims of crime in Warwickshire.
- 1.4 A copy of the Task and Finish Group's final report and recommendations is attached at **Appendix A**. Subject to the approval of the Police and Crime Panel, the report will be submitted to the Police and Crime Commissioner who will be asked to give a view against each of the recommendations and approve for implementation. Subsequently, the Police and Crime Panel will

receive periodic updates from the Commissioner regarding progress against the completion of the approved recommendations.

2.0 Recommendations

2.1 Based on the extensive evidence submitted and considered during this review, the Task and Finish Group would like to make a series of recommendations to the Warwickshire Police and Crime Commissioner which aim to address the issues and challenges that have been identified and highlighted throughout the final report. The recommendations have been grouped into a number of thematic issues which relate to the full range of support provision to victims of crime in Warwickshire.

2.2 Protecting Warwickshire Victims

Recommendation 1 – That the commissioning strategy adopted by the PCC is a Warwickshire-based model, in accordance with the unique crime and victim landscape in Warwickshire and the needs of Warwickshire residents.

Recommendation 2 – That the PCC recognises the valuable contribution of Warwickshire's existing victims' support services and volunteer network in delivering victim support provision and that the PCC retains and builds on this network within his future commissioning activity.

Recommendation 3 – That future contracts with all commissioned organisations stipulates the requirement for effective data collection, management and analysis to ensure that the PCC has a thorough understanding of the victim profile within Warwickshire and can make funding decisions according to evidence of local needs, pressures and priorities.

Recommendation 4 – That the PCC develops a Victim Charter (as a one-page document or leaflet) and makes it available through various community-based locations, such as libraries, as well as through statutory bodies, such as the police, and relevant websites.

2.3 Access to Services

Recommendation 5 – That all victim support services and statutory bodies in Warwickshire are clearly defined and an accurate, logical map of the full network, including referral routes, is developed in order to fully understand the provision across the county.

Recommendation 6 – That information about self-referral is provided to the victims of minor crimes that are dealt with by the crime desk (i.e. not eligible for referral through the National Victim Referral Service).

2.4 Partnership Working and Funding

Recommendation 7 – That a multi-agency Hate Crime Strategy for Warwickshire is developed, led by the PCC.

Recommendation 8 – That the PCC explores the opportunity of forming joint commissioning arrangements with the three Clinical Commissioning Groups, Warwickshire County Council, District and Borough Councils and the Community Safety Partnerships in respect of support services for victims of domestic and sexual violence.

Recommendation 9 – That both domestic and sexual violence, as high risk crimes, are the highest priority areas for the PCC's commissioning activity to ensure that there is adequate funding to match the demand for both the Independent Sexual and Domestic Violence Advisors.

Recommendation 10 – That the PCC forms a link with Warwickshire Health and Wellbeing Board and Warwickshire's three Clinical Commissioning Groups to recognise the ability of victim support workers to identify victims with complex mental health needs and explore potential referral pathways.

Recommendation 11 – That the PCC considers partnership working with education, health and local authority partners, and the Warwickshire Safeguarding Children Boards, to address under-reporting of crime amongst young people, including cyber-bullying.

Recommendation 12 – That a review of current arrangements for homicide counselling is undertaken to explore opportunities, and funding requirements, to deliver a holistic package of counselling that encompasses non-homicide elements.

2.5 Criminal Justice System

Recommendation 13 – That the PCC reviews training provision to frontline police staff receive, in respect of dealing with victims of crime, and ensure that this is robust and consistently applied so that victims are dealt with due care and sensitivity.

Recommendation 14 – That a review of the low conversion rates for both domestic and sexual violence, and the training provided to front line police officers, is undertaken as a matter of urgency in order to give assurances that Warwickshire Police has a consistently victim-centric approach when dealing with these highly complex and sensitive cases.

Recommendation 15 – That the PCC reviews the issues raised in respect of the victim experience in the criminal justice system, such as the use of Victim Person Statements and "double-listing", and works in collaboration with the Crown Prosecution Service and Her Majesty's Courts and Tribunal Services to take appropriate action and address those issues.

Recommendation 16 – That the PCC explores the establishment of a Victims' Partnership Forum and the delivery of an annual or bi-annual Victims' Partnership Conference.

Recommendation 17 – That the PCC considers the appointment of a Victim's Champion who can support his commissioning activity, co-ordinate greater partnerships working across the voluntary sector and criminal justice sectors and take an active role in the Victims' Forums and Conferences.

Recommendation 18 – That the PCC reviews the decision taken by the Strategic Alliance to disband the Witness and Victim Information Partnership in Leamington and explores options to provide assurances that the service to Warwickshire victims and witnesses will not be diminished.

Recommendation 19 – That the PCC identifies police improvements to keep victims up-to-date with the progress of their crime and explores the implementation of an IT system, such as Track My Crime in Warwickshire Police, to enable victims to keep themselves informed.

Background Papers

None.

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Warwickshire Police and Crime Panel

Victims' Services Task and Finish Group Final Report



North Warwickshire
Borough Council



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1.0 Introduction

1.1 Executive Summary

On 1st April 2015, the Warwickshire Police and Crime Commissioner will be required to state his commissioning intentions with regard to the future provision of support services to victims of crime, acknowledging the existing services currently delivered by Victim Support and other specialist providers.

In its capacity as a 'critical friend', the Warwickshire Police and Crime Panel believed that it could offer a valuable role in assisting the Commissioner in the development of his commissioning intentions by using its key links and contacts to third sector and community organisations. A Task and Finish Group was appointed to undertake the review, during which members gathered and received evidence from a wide range of sources, including local representatives of support services and victims of crime, to evaluate the needs and expectations of victims against existing provision in Warwickshire, identify key challenges and ascertain areas for improvement.

Following the completion of the review, the Task and Finish Group has identified 19 evidence-based recommendations to address a number of thematic issues that relate to the full range of victim support services in Warwickshire. Members believe that the recommendations will help to place victims at the heart of both the voluntary and criminal justice sector and bring greater sustainability to the array of voluntary organisations, who contribute significantly to the recovery of victims of crime in Warwickshire.

The Task and Finish Group would like to pay tribute to the commitment of Warwickshire's existing victims' support services, volunteers and support staff and express its gratitude to those representatives and victims of crime who gave up their time to contribute to this review.

1.2 Members and Contributors

The members of the Task and Finish Group were Councillor Peter Morson (Chair of the Task and Finish Group and member of North Warwickshire Borough Council), Councillor Nicola Davies (Warwickshire County Council) and Mr Bob Malloy (co-opted independent member).

During the course of the review, the Task and Finish Group met with Warwickshire County Council officers with responsibility for commissioning specialised services for victims of Domestic and Sexual Violence. The Group also engaged with a range of external representatives who had direct experience of delivering support services to victims of crime and received written submissions from third sector and community organisations. These included:

- Victim Support
- Stonham (Home Group) and an Independent Domestic Violence Adviser
- Victim and Witness Information Partnership (now disbanded in Warwickshire)
- Warwickshire Youth Justice Service
- Anti-Social Behaviour Officers from Warwick District Council, North Warwickshire District Council and Nuneaton and Bedworth Borough Council
- Warwickshire Race Equality Partnership
- Warwickshire County Council Equality and Diversity Team Leader

- Warwickshire County Council Community Safety Project Officer
- Two victims of crime, supported by Victim Support
- ASSIST Trauma Care
- Safeline
- 25 respondents to the Victims' Survey

Members received guidance from the Office of the Police and Crime Commissioner in respect of the existing and future landscape for the commissioning of victim support services. They also received assistance from Warwickshire County Council's Observatory team, for the creation of a questionnaire for victims of crime, and were supported by Georgina Atkinson, Democratic Services Team Leader.

1.3 Evidence Used and Methodology

To gather a robust evidence base, the Task and Finish Group adopted the triangulation method of research and evaluation to compare and contrast three sources of information:

- i) Existing literature and data – this included various publications by statutory, public and voluntary organisations, and statistical data regarding levels of reported crime in Warwickshire and levels of victim satisfaction with Warwickshire Police, as referenced through Section 3.0 of the report (see Bibliography);
- ii) Representations from 'expert witnesses' – statutory and voluntary professionals and organisations who either commission or provide direct support services to victims of crime were invited to either prepare written submissions or attend meetings of the Task and Finish Group to provide an insight into existing provision and the link to victims' needs; and
- iii) Feedback from victims of crime – an anonymous questionnaire was circulated via support organisations to victims of crime, to gain a personal insight into their experience of existing provision, their expectations and needs. There was also an informal interview with two victims of crime, support by Victim Support.

By adopting this approach, the Task and Finish Group was able to identify thematic issues represented within all three sources and identify quantitative evidence at i) to support the qualitative evidence gathered at ii) and iii).

1.4 Dates and Timescales

Stage 1 – Understanding the current and future landscape regarding support services to victims of crime (July 2014).

Stage 2 – Evidence gathering session with Victim Support and Warwickshire Youth Justice Service (July 2014).

Stage 3 – Evidence gathering session with an Anti-Social Behaviour Officer, the Independent Domestic Violence Adviser (IDVA) service and a representative of the Criminal Justice Service (August 2014).

Stage 4 – Evidence gathering session with representatives from the Warwickshire Race Equality Partnership and the County Council's Community Safety and Equality

and Diversity Teams. Also a representative from Public Health in respect of the Independent Sexual Violence Adviser (ISVA) service (September 2014).

Stage 5 – Informal interviews with two victims of crime, supported by Victim Support (September 2014).

Stage 6 – A questionnaire circulated to victims via support organisations to capture their views on the availability of support services in Warwickshire (September 2014).

Stage 7 – Analysis of questionnaire results and key findings from the evidence gathering sessions at Stages 1-5 (September 2014).

Stage 8 – Consideration of draft final report and recommendations (October 2014).

Stage 9 – Report and recommendations to be considered by the Warwickshire Police and Crime Panel and, if approved, submitted to the Warwickshire Police and Crime Commissioner (21st November 2014).

2.0 Overview

2.1 Background

Prior to the election of the Police and Crime Commissioners (PCCs) in November 2012, the Ministry of Justice annually awarded Victims Support (*“An independent charity helping people cope with the effects of crime, by providing free and confidential support and information”*) £38 million nationally for the delivery of support services to victims of crime under three key national services: the Homicide Service, the Court Based Witness Service and the National Victim Referral Service. The majority of that funding (£25m) is ring-fenced for the National Victim Referral Service – in Warwickshire, this equates to 12,000 crimes per year.

Following the election of the Commissioners, the Ministry of Justice proportionally reallocated the £25m across each of the 41 Commissioners with a view that support services for victims of crime should be commissioned locally and seek to involve the Third Sector.

In light of this, Warwickshire’s PCC is currently conducting research of the current landscape of victim support services, in terms of those currently provided by Victim Support and other specialist providers. The Ministry of Justice requires the commissioning arrangements for each police area to be confirmed by 1st April 2015.

In respect of crime, Warwickshire Police covers a relatively small area which incorporates the five districts of North Warwickshire, Nuneaton and Bedworth, Rugby, Warwick and Stratford-upon-Avon and delivers a service to a population of almost 550,000. In June 2011, Warwickshire Police entered a strategic alliance with neighbouring West Mercia Police in order to ensure ongoing resilience during reduced budgets and austerity measures. Although retaining their independence with their own Chief and Deputy Chief Constables, the two forces have integrated their operational structures and practices.

2.2 Rationale

The Office of the PCC recognises the need for the experiences and views of the victims of crime to be a key contributor in the consideration of what support services are required across Warwickshire. The Victim’s Commissioner report *‘Listening and learning: Improving support for victims in Warwickshire’* included a recommendation that the PCC *“should listen to the victims of crime, to determine a Warwickshire standard of service which, as a minimum, meets the requirements of the Victims Code, and which pays particular attention to improving communication between the police, criminal justice agencies, victims and the wider public”*.

The role of the Police and Crime Panel is to act as both a critical friend and support the work of the PCC. In light of this, it was considered that the Panel could offer a valuable role in assisting the Commissioner in the development of his commissioning intentions by using its key links and contacts to third sector and community organisations and also representing the views of its constituents, in order to identify the views of victims. It was agreed that listening to the voice of victims, and evaluating their experiences of existing support services in order to ascertain a picture of local need, would be the key role of the Task and Finish Group. The Police and Crime Panel agreed to appoint the Group at its meeting on 20th June 2014.

In addition, a crucial part of the commissioning process is to understand the current and likely future needs of victims and whether these are being met by existing services¹. In light of this, the purpose of the Task and Finish Group was to assist with this stage of the process by mapping local services, identifying the gaps or duplication of services and producing feasible, evidence-based recommendations to inform the PCC's commissioning intentions.

2.3 Objectives

The review sought to gather, assess and provide an evidence-based view from the community about the current provision of support services to victims and what support is required going forward. To achieve this, the key objective of the review was to identify the priorities, gaps and best practice of existing service provision in Warwickshire. A copy of the full scope for the review is attached at Appendix A.

The final report of the Task and Finish Group aims to:

- Summarise current support for victims of crime in Warwickshire;
- Identify victims' needs and expectations from local services; and
- Make recommendations to the Police and Crime Commissioner regarding the future of victims support provision in Warwickshire and priorities for inclusion in his commissioning intentions, in order to meet the needs of victims in Warwickshire.

For the purpose of this review, victims were defined according to the Victims' Code of Practice 2013, as follows:

- A person who has suffered harm, including physical, mental or emotional harm or economic loss which was **directly** caused by criminal conduct; and
- Close relatives of a person whose death was directly caused by criminal conduct.²

The Task and Finish Group also agreed that the review would include victims of anti-social behaviour including both criminal and non-criminal conduct.

¹ *Victims' Services Commissioning Framework* (Ministry of Justice, May 2013)

² *Victims' Code of Practice 2013*

3.0 Key Findings

3.1 Review of the Current Landscape

In the first instance, the Task and Finish Group carried out a fact-finding exercise to identify and understand the current landscape with regard to support to victims of crime in Warwickshire. Following discussions with the Office of the Police and Crime Commissioner, and extensive reading of research reports and documents, a summary of the key findings in respect of the current referral system, the latest data and victim profile and levels of victim satisfaction with Warwickshire Police, Victim Support and the Criminal Justice System, is provided below.

Victim Profile in Warwickshire

The risk of becoming a victim or a repeat victim of crime varies significantly by demography and lifestyle. For instance, the Crime Survey for England and Wales 2012 identified single males aged 16-25 years-old living in deprived areas as being at the highest risk of victimisation, and older people living in affluent rural areas as being at the lowest overall risk. In Warwickshire, there were 28,538 victims of reported crime³ in Warwickshire between the period 1st April 2013 to 31st March 2014. Local analysis and research⁴ has identified representation of certain groups across key crime categories:

- There was an almost even split between males as victims of crime (54%) and females (46%).
- The majority of victims were white (58%); however, a high number did not disclose their ethnicity (35%) and very low numbers for BMEs. This correlates with local research that this group tend to underreport crime⁵.
- Victims of crime are represented in Warwickshire as follows: violent crime (19%), domestic burglary (6%), vehicle crime (14%) and alcohol/drug-related offences use (10%).
- The age profiles of victims were varied. A key finding for the Warwick district is that the peak age group for both male and female victims was age 20 to 24 years, which is likely to be linked to the high student population. This was very different to other areas of the county where the victim profile was significantly older.

Each district and borough had also been analysed to determine a typical profile of a victim in each area. Overall, victims were more likely to be aged between 40 to 44 years old with a peak age of 41 years, be male British and the victim of a violent crime. Nuneaton and Bedworth was the only borough to show that females were more likely to be a victim of crime, as a result of violence. This type of crime was most prevalent in all areas, apart from Rugby and Stratford, where people were more likely to become a victim of vehicle crime.

In addition to this, there is an Assault Database in place in Warwickshire Accident and Emergency Departments (A&E). The purpose of the database is to capture details of victims of violent crime that present at hospital for treatment but do not report the incident to Police. Focusing on the six month data period of 1st October

³ "Reported crime" relates to crime reported to the police. Crimes do get reported to other agencies and do not go on to get reported to the police, particularly domestic and sexual violence. Furthermore, not all incidents are recorded as a "crime".

⁴ *Key Statistics of Victims of Crime, April 2013 - March 2014* (Warwickshire Observatory)

⁵ *Listening and Learning: Improving support for Victims in Warwickshire* (2009)

2013 to 31st March 2014, there were 159 visits to A&E where a victim had been assaulted in Warwickshire⁶. A summary of the key findings is included below:

- At the time of presentation at A&E, over one third (39%) of victims *had not* reported the incident to police and it was not known whether they intended to report it.
- The peak age range for male Warwickshire assault victims was 19 to 23 years (27%) and females, 31 to 34 years (4%).
- 81% of victims were of White British ethnicity and 4% Asian British ethnicity.
- Almost two thirds (65%) of victims admitted that they had been drinking alcohol before the attack.
- Over half of the victims were attacked by a stranger (53%) with a further 44% advising they had been attacked by someone that they knew. A further 1% were attacked by a partner or ex-partner.

As over one third of victims did not report the incident to the police, it is a fair assumption that violent crime is actually higher than recorded by the police and that there are a range of reasons why victims decide to not report the crime. Because the victims do not report the crime, they are not referred to Victim Support or other specialised services and, consequently, the risk of repeat victimisation increases, alongside a greater risk of health and mental health issues. Furthermore, at present the A&E departments do not routinely refer these victims to the support organisations; for example, the 1% of victims who have been attacked by a partner or ex-partner may not necessarily be referred onto the specialist services for Domestic Violence. Signposting is provided to those that request it, but it is not routinely offered to those that do not. The evidence considered by the Task and Finish Group during the course of the review indicates that under-reporting is prevalent in all categories of crime and this issue is assessed in more detail at Section 3.2.

Unfortunately, data was not available from Victim Support to ascertain whether the victim profile, as identified by Warwickshire Observatory, corresponded with the victims who the organisation supported over the same period. It would have been useful to have this data in order to identify if there were any particular victim profiles who failed to access support. The Task and Finish Group considers it imperative for *all* organisations working with victims of crime, including Victim Support, to effectively collect, manage and analyse data regarding their client base, in order to produce evidence-based reports regarding victim profiles, service needs and outcomes. This is particularly important going forward, as the Commissioner will be required to make significant decisions about funding provision to the voluntary sector. The Task and Finish Group stress that funding decisions need to be based on evidence regarding local needs, pressures, priorities and effective practice and it is not reassured, at present, that this data is readily available across the sector.

Victim Referral System and Current Services

Due to previous funding arrangements from the Ministry of Justice, Victim Support is currently the only organisation that manages police referrals regarding victims of crime, known at the National Victim Referral Service. All police forces in the West Midlands region refer information regarding victims of crime to the Victim Care Unit in Birmingham. In accordance with the victim referral agreement between ACPO⁷ and Victim Support:

⁶ *Key Statistics of Victims of Crime, April 2013 - March 2014* (Warwickshire Observatory)

⁷ Association of Chief Police Officers of England, Wales and Northern Ireland

- 1) A crime is reported to the police. In Warwickshire, this relates to approximately 28,000 crimes per annum, with an average 61%⁸ dealt with by the crime desk, i.e. 'minor' acts that do not require a Police Officer presence.
- 2) Those crimes that are not dealt with by the crime desk and meet a certain criteria⁹ are referred to Victim Support's Victim Care Unit. These predominately relate to the core category of crime where non-specialist support is required.
- 3) The Victim Care Unit contacts each victim and undertakes a needs-assessment to identify if support is required, usually within 48 hours of the crime being reported. Victims who require support are then referred to the Victim Support Volunteer Network at either the Nuneaton or Leamington Justice Centre, who will subsequently contact the individual to undertake a more detailed assessment and offer emotional and/or practical support through its volunteer network, to help the victim to come to terms with the crime.
- 4) As Victim Support does not provide counselling services, it will refer victims to other support organisations for the provision of specialist counselling and therapeutic session, such as ASSIST Trauma Care.
- 5) Victims of either Domestic or Sexual Abuse and Violence are often referred direct from the police to other voluntary organisations for access to specialist support. In the majority of cases, these are referred to Domestic Abuse agencies as 'incidents' and are not recorded as crimes.¹⁰ High risk victims are dealt with only by these specialist agencies; however, in the case of medium and standard risk victims, there may be some contact with Victim Support.

The aim of the National Victim Referral Service is to offer support for victims of *reported* crime and ensure that victims are signposted to the right service for their individual needs. However, members are mindful that 61% of crimes are dealt with by the crime desk, which relate to minor crimes that do not require a Police Officer presence. Although these crimes can include a follow-up visit from a Police Community Support Officer, they are not eligible for referral via the National Victim Referral Service and therefore those victims are not contacted by the Victim Care Unit. While it is safe to assume that some of those victims will not require support, it is not safe to assume that *none* of the victims will not require support and the Task and Finish Group is concerned that many of these individuals are not accessing support when they may need to do so. The cumulative impact of repeated low level crime can be significantly damaging to victims; an example of this is the tragic case of Fiona Pilkington. Self-referral to Victim Support, or any organisation, is an option, but how many victims are made aware of this when they report minor crime to the police and what information or guidance is provided to them at the point of contact? The Task and Finish Group considers that the Commissioner has a duty to ensure that *all* victims of crime are made aware of what support is available within the county

⁸ *An inspection into crime prevention, police attendance and the use of police time* (HMIC, September 2014)

⁹ Victim Support 'Victim Referral Agreement (ACPO)

¹⁰ During 2013-14, 1,114 domestic abuse 'crimes' were reported and recorded. However, these crimes came from 7,253 incidents reported to the police alone.

and that the victims dealt with by the crime desk are provided with accessible information about self-referral options.

For the victims of the 39% of crime who are referred, the Task and Finish Group appreciates that Victim Support cannot deliver the full range of support services for all of those victims; however, it is apparent that the methodology used within the Referral Service can result in victims having to speak to several organisations before accessing the right support. Furthermore, if the crime is committed by a young person, the victim will be offered Restorative Justice from the Warwickshire Youth Justice Service, in addition to emotional, practical and counselling support provided through other agencies. Victims of crime who choose not to report to the police are also able to self-refer into any of the support services available. This gives the impression of a very busy network of support services, all connected to one-another (to an extent) via referral routes, yet with no overall co-ordination or structure. The Task and Finish Group has expressed concern regarding this issue, which is assessed in more detail at Section 3.2.

To try to simplify this network, a map of existing support organisations is attached at Appendix B, with a summary of the services provided by each of the organisation outlined at Appendix C. This mapping exercise was achieved following comprehensive research and liaison with numerous voluntary organisations, which highlights how extensive and confusing the network currently is. The Task and Finish Group is conscious that the map only reflects the organisations that have fallen within the remit of its review scope and that there are other statutory bodies and other organisations that may have a role in liaising with victims of crime. Members consider that, as part of his commissioning exercise, the Commissioner needs to clearly define victims' support services and statutory bodies and develop an accurate, comprehensible map of the full network, including referral routes, in order to fully understand the provision across Warwickshire. The document would need to be made available to service providers, as well as the general public, to aid wider understanding of the victim support landscape.

To conclude, the Task and Finish Group requested data regarding the number of victims who had declined support within the National Victim Referral Service and reasons given. Unfortunately, this data is not captured at present and there is no analysis of those victims who declined support. Members consider this to be a missed opportunity to better understand victims of crime and ascertain whether there are certain profiles or characteristics of individuals that increases their chance of declining support. It is widely accepted that victims who are not supported have an increased risk of repeat victimisation and therefore there is value in identifying and understand those who decline support. While members understand that some victims may have the emotional and practical support from within their family or personal circles, it would be wrong to assume that this is the reason why all victims decline support and there may be other factors such as apprehension, insecurity or misunderstanding that influences the victim's decision.

3.2 Review of Specialised Support

Once the current landscape of victim services in Warwickshire had been identified, the Task and Finish Group agreed to focus on the range of specialised support that was provided to key groups of victims as follows:

- Victims of general crime, i.e. theft, burglary, assault
- Victims of anti-social behaviour
- Victims of domestic abuse
- Victims of sexual violence
- Victims of hate crime
- Young victims of crime
- People bereaved by murder or manslaughter
- Support for victims in the criminal justice system

An evaluation of the evidence gathered and conclusions drawn for each of those groups is outlined within this session of the report, which is followed by an evaluation of the Victims' Code of Practice, research regarding Victims' Charters and the valuable role of a Victims' Champion.

Victims of General Crime

The majority of referrals to Victim Support relate to victims of general crime, such as theft, burglary and personal robbery. Many of these victims require emotional and/or practical support, to help them to accept and come to terms with the crime and effectively deal with the emotional impact. Victim Support does not provide a counselling service, but can signpost to other voluntary organisations (such as ASSIST Trauma Care) for victims who express a need for specialist support. The Task and Finish Group met with representatives of Victim Support to discuss victims' needs and expectations from a support service. While members understand that all victims have different needs, the quantitative and qualitative evidence gathered highlights common needs and expectations, as follows:

- The majority of victims do want to be contacted by Victim Support, even if they choose to decline support.
- Contact has to be timely; the majority preferred contact by telephone within the first 48 hours of reporting the crime.
- Victims required informal emotional support and, in some cases, formal counselling/therapy, in addition to practical information regarding the investigation, financial support and court proceedings, if relevant¹¹.

Victim Support reported that a victim's fundamental need and expectation is to be kept regularly updated on the investigation of a crime and any subsequent prosecution process. Victims often find it difficult to deal with the impact of the crime until they know what action is being taken. Furthermore, for all victims the most pressing emotional need was to understand 'why me?', and whether they should have acted differently¹². A Britainthinks survey of Victim Support in April 2013 also found that the help offered to victims had to be professional and expert with the following three most desired qualities for a support organisation: i) good data security (44%); ii) experience (41%); and iii) professionalism (38%).

When assessing these needs against current provision in Warwickshire, the Task and Finish Group recognise the commitment of the extensive volunteer network and service providers and is reassured that the fundamental emotional and practical needs, as highlighted above, are being met as far as existing resources can allow. Funding is evidently a barrier to greater provision and concerns around the

¹¹ Victims' Survey (Warwickshire Observatory, September 2014)

¹² *What Victims Really Think* (Britainthinks, April 2013)

sustainability of the voluntary sector are highlighted in the following sections of this report. The Task and Finish Group emphasises the importance of those needs being at the forefront of the PCC's commissioning intentions post-April 2015.

Victims of Anti-Social Behaviour

Anti-social behaviour (ASB) refers to behaviour that '*...causes, or is likely to cause, harassment, alarm or distress to one or more persons not of the same household as the perpetrator.*'¹³

Following the tragic death of Fiona Pilkington and her daughter Francecca Hardwick in Leicestershire in 2007, there has been a fundamental shift towards assessing the potential harm to people as a result of their victimisation¹⁴. This harm-based approach seeks to identify potentially vulnerable victims in order to ensure that their needs are understood and supported. Indeed, in 2011/12 Warwickshire County Council trialled a risk assessment matrix in the Warwick district and developed a multi-agency approach to co-ordinate partners who work with victims of ASB. The matrix was rolled out across the county following the completion of the pilot in May 2012 and the ASB officers based at each District and Borough Council confirmed that the approach taken to implement the matrix is broadly consistent.

The questions used for the assessment include the frequency of ASB, if they know the offenders, if they think they have been targeted specifically and what support they have from family and friends. Victims who score above 27 points are classed as 'high risk' and are referred to a multi-agency Case Management meeting (one per District / Borough) where appropriate action and support is agreed. The victim will also be contacted by Victim Support and signposted to other organisations for specialised support, if necessary. All high risk cases remain on the Case Management database until the risk to the victim had reduced. Low and medium risk victims still have their ASB complaint dealt with through the appropriate agency and there is also discretion for officers to escalate medium risk victims to a high risk status if they have particular concerns about the vulnerability of the individual.

While anti-social behaviour is slowly reducing in Warwickshire (a 1.2% reduction in 2013/14¹⁵) the Task and Finish Group recognise that, given the potentially damaging impact on victims, it should remain a priority. The members are reassured that the decision to support the victim is not based on the severity of the anti-social behaviour itself, but on the impact of the ASB on the victim and their mental well-being; however, although the impact on mental well-being is assessed as part of the risk matrix, the provision of specialised mental health support for victims of anti-social behaviour appears to be an area of unmet need. Many high risk victims of ASB are at risk of, or already suffer from, mental health issues.¹⁶

A 2014 survey undertaken by London Councils found that of the 15 borough Community Safety teams that responded, all said that mental health was a significant issue in relation to their ASB caseload. Six of the 15 boroughs included in this analysis said that a *high* proportion of their ASB cases had a mental health dimension and the others stated that mental health was a significant and increasingly common element in their ASB cases.¹⁷ This issue was reiterated by Warwick District

¹³ Crime and Disorder Act 1998

¹⁴ *Listening and Learning: Improving support for Victims in Warwickshire* (2009)

¹⁵ Warwickshire Police End of Year 2013/14 Performance

¹⁶ *ASBOs and young people with learning difficulties and mental health problems* (BIBIC, 2007)

¹⁷ *Anti-Social Behaviour and Mental Health* (London Councils, January 2014)

Council's Anti-Social Behaviour Officer. Despite strong evidence of a connection between ASB and mental health issues, for both the victim and the perpetrator, the identification of a single contact within NHS mental health services (for referral purposes) had not been possible. Members consider that the ability to refer both high risk victims and offenders to mental health services will provide those individuals with the additional support they need, in order to prevent repeat offending and victimisation.

During the course of the review, the Task and Finish Group considered the Anti-Social Behaviour, Crime and Policing Act 2014, which will reform the existing ASB powers. The main driver behind the changes is to put the victim at the heart of the decision-making process when addressing ASB; part of this includes the Community Remedy document, which will give victims a say in out-of-court punishment of perpetrators for low level crime and ASB. During September 2014, the Office of the PCC carried out a public consultation on the draft Community Remedy document, the results of which were considered by the Task and Finish Group. Members regard this recent development as further encouraging step towards prioritising the needs of the victims; however, they have concerns about the practical delivery of community remedies and how this new area of activity will be sufficiently resourced, managed and monitored to ensure that victims' expectations and requests are realised. The Task and Finish Group will request that the Warwickshire Police and Crime Panel monitors the delivery the Act's new practices as part of its Work Programme.

Victims of Domestic Abuse and Violence

Domestic abuse and violence is *'Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality. This can encompass but is not limited to the following types of abuse: psychological, physical, sexual, financial and emotional'*.¹⁸ This definition, which is not a legal definition, includes so called 'honour' based violence, female genital mutilation (FGM) and forced marriage, and is clear that victims are not confined to one gender or ethnic group.

This type of crime kills two women per week and there are an estimated 100,000 victims at high risk of serious harm or murder in the country.¹⁹ In Warwickshire, there are approximately 9,000 individual cases of domestic violence reported per year and it is widely accepted that, as with other types of crime, it is significantly under-reported. The majority of victims who report incidents to the police and also require support are referred to Stonham (part of Home Group; delivers the Domestic Abuse Support Service on behalf of Warwickshire County Council) and, on occasion, Victim Support. Other support organisations in the county include Refuge, Domestic Abuse Counselling Service (DACs), the Sahil Project, ASSIST Trauma Care and DV:RAP, which is specifically for children and young people.

Victims identified as being at a high risk of serious harm or homicide from domestic violence and abuse are referred to the Warwickshire MARAC (Multi-Agency Risk Assessment Conferences) where information is shared about the current risks, enabling representatives to identify options to increase the safety of the victim and any other vulnerable parties such as children. The MARAC then creates a multi-

¹⁸ Home Office definition (March 2013) - <https://www.gov.uk/domestic-violence-and-abuse>

¹⁹ *A place of greater safety* (CAADA, November 2012)

agency action plan to address the identified risks and increase the safety and wellbeing of all those at risk.

Evidence gathered by the Task and Finish Group, through evaluating existing research and by listening to the views of representatives and victims, highlighted the necessity of the support being *independent*. The Domestic Abuse Support Service, and a number of respondents to the Victims' Survey, reported that victims often felt statutory agencies, such as the police and criminal justice bodies, did not take their complaint seriously, did not understand their needs and/or tried to hurry them through the prosecution process before they were emotionally ready. Victims also believed that the impartiality of the support services enabled them, and the agency acting on their behalf, to challenge actions that were regarded as inappropriate, unhelpful or damaging to them.²⁰

The evidence indicated that contact from several agencies could often be distressing to the victim and could potentially hinder their emotional ability to seek and progress prosecution; therefore, the co-ordination of all aspects of support through one independent contact was identified as a best practice approach. As part of this, the Task and Finish Group considered the role of Warwickshire's two Independent Domestic Violence Advisors (IDVAs) tasked with supporting high risk victims in the Domestic Abuse Support Service, who provide a tailored and intensive, independent advocacy and support service to victim. This includes support through the criminal justice system during criminal or civil proceedings and multi-agency partnership working on behalf of the victim. There was evidence that the intervention and guidance of the IDVAs ensured that the needs of victims were prioritised by criminal justice bodies. The Task and Finish Group heard that, without this, sentencing conditions were often insufficient and not dealt with from a victim-centric perspective. As a result, offenders were often bailed and able to return to the family home, putting the victim at further risk of domestic violence. This assertion was supported by a 2014 study which found significant flaws in the criminal justice system regarding domestic violence cases, as follows:

- 65% of victims indicated that the perpetrator was arrested, but only 37% indicated that the perpetrator was subsequently charged;
- 74% of those who reported to the police found that each incident report was treated separately; and
- 81% indicated that the history or pattern of abuse was not taken into account by the criminal justice system. Some felt that not only was their previous history with the perpetrator not taken into account, but neither was the perpetrator's previous abusive history with other partners. As a result the true pattern of behaviour was not taken into account. Others found that the police were only interested in the physical aspect and asked no questions about the psychological.²¹

Research also indicates that victims supported by an IDVA who report abuse to the police are more likely to experience a cessation of abuse if a decision to charge the offender is made.²² Not surprisingly, the casework of the IDVAs is extensive. Guidance stipulates that IDVAs should manage 25 cases maximum; at the time of the meeting (11th August 2014) the two IDVAs in Warwickshire were managing 64

²⁰ Listening and Learning: Improving support for Victims in Warwickshire (2009)

²¹ Domestic Law Reform (Paladin, 2014)

²² http://www.caada.org.uk/policy/IDVA_Insights_into_domestic_violence_prosecutions_final_executive_summary.pdf

each. The Task and Finish Group note that to achieve optimal social and financial impact, there would need to be sufficient provision in every area, with a recommended four IDVAs and one MARAC co-ordinator for every 100,000 of the adult female population.²³ Warwickshire currently has two IDVAs; however, based on the current number of identified high risk victims, Warwickshire should have six IDVAs and would require ten to support all the high risk victims estimated to be at any one time in the county.²⁴

The Task and Finish Group is reassured that all victims of domestic violence in Warwickshire do receive a level of support (not just high risk victims, which was the approach in a number of authority areas); however, they acknowledge that this approach stretches resources even greater and therefore the level of resources is insufficient to meet demand. It also reduces the resource for preventative and early intervention work, which can often mitigate victims reaching a crisis point before they seek help. The heavy reliance on IDVAs for positive outcomes and the protection of victims, particularly in the criminal justice system, demonstrates the positive work of the service but is also a cause for concern when resources are insufficient to meet demand. The Task and Finish Group is aware that Warwickshire Police has faced criticism recently by having the lowest referral rate in England and Wales for domestic violence cases. Of the 7,434 cases reported in 2012/13, only 265 cases (3.569%) were referred to the Crown Prosecution Service.²⁵ In his Annual Report 2014, the Police and Crime Commissioner has pledged to address this low conversion rate. Furthermore, the Task and Finish Group wishes to highlight the recent inquiry by the All Party Parliamentary Group regarding domestic violence which found that 89.2%²⁶ of respondents felt that there were barriers to women disclosing domestic violence to the police and/or criminal justice bodies²⁷. In the report, organisations highlighted that female victims had very low levels of confidence in the police's ability to keep them and their children safe and deal with the perpetrator effectively. The evidence shows that this lack of confidence often comes from women's previous negative experiences of reporting violence to the police.

Indeed, responses to the Victims' Survey found that 71% of respondents who had reported domestic violence cases to the police did not have their case taken to prosecution stages. The Task and Finish Group believe that the evidence indicates that IDVAs, in their role as representing the victim within the criminal justice system, are key to addressing this issue and believes that the Commissioner should look to increase funding to this provision. Members are aware that Warwickshire County Council already commissions domestic violence services. In addition, the Rugby and North Warwickshire Community Safety Partnerships and Stratford-upon-Avon District Council grant funds a number of domestic abuse support provision, as does the Police and Crime Commissioner for short-term locality based projects from the Innovation Fund and the Community Safety Grant fund. This presents an opportunity for joint commissioning arrangements to be formalised across a number of bodies, which will provide greater funding security and sustainability for the provision of IDVAs and support services. As domestic violence is a high risk crime which is significantly damaging to the victim and, on occasion, results in manslaughter or

²³ *A place of greater safety* (CAADA, November 2012)

²⁴ Warwickshire County Council Domestic Abuse Manager

²⁵ <http://www.bbc.co.uk/news/uk-26521078>

²⁶ *Women's Access to Justice* (APPG, 2013)

²⁷ Criminal Justice Agencies include: Police; Crown Prosecution Service, Home Office, Ministry of Justice, Criminal Injuries Compensation Authority, Probation Service, Family Liaison Officers, Victim Care Unit, Witness Care Unit, Her Majesty's Court Service, National Offender Management Service

murder, the Task and Finish Group believes that this should be a priority area for the PCC's commissioning activity.

To conclude, similar to the anti-social behaviour teams, the Domestic Abuse Support Service has experienced difficulty in referring victims to NHS mental health services. A 2009 study of victims and perpetrators²⁸ found that domestic violence often led to mental health problems and alcohol and drug abuse in victims. In addition, half of the perpetrators sampled had a previous criminal record, including a quarter for a domestic abuse related offence, over half misused alcohol and over a third misused drugs. Furthermore, over a quarter had mental health problems and had threatened suicide. This demonstrates a clear link between domestic abuse and the mental health and well-being of both victims and perpetrators.

Challenges in forming effective links between agencies, for the benefit of the victim, are not just unique to the mental health services. As identified at the 'Victim Profile in Warwickshire' section, victims who attend Accident and Emergency services with assault injuries are not routinely referred to relevant support organisations; for example, the 1% of victims who have been attacked by a partner or ex-partner are not currently referred onto the specialist services for domestic violence. Furthermore, there is a need to work more closely with other victims support bodies to refer victims who may have complex and wide-ranging needs. For example, Domestic Abuse Support Service support victims who have often also attended the Sexual Assault Referral Centre (SARC); however, the Service is unaware of this until the initial assessment has been undertaken. The Task and Finish Group considers the Commissioner to have the required level of authority and influence to raise this issue with Warwickshire's four Clinical Commissioning Groups, in order to raise the profile of those who support victims of crime in identifying an individual with complex mental health needs and explore potential referral pathways that could address the issues identified by the review.

Victims of Sexual Violence

Rape and sexual abuse have a devastating effect on people's lives and many victims go on to develop damaging mental health conditions: *"Psychiatric disorders are more prevalent among victims of sex abuse, with those with a history of being raped having the most occurrences of depression, eating disorders and post-traumatic stress disorder...Increased incidents of suicide and attempted suicide, anxiety disorders...and even sleep disorders were closely linked with a history of sexual abuse and rape"*.²⁹ Specialist care is therefore critical. At present, there are four specialist sexual violence support agencies available to Warwickshire residents: Safeline, RoSA, CRASAC and the Terrence Higgins Trust. There is also a Sexual Assault Referral Centre (SARC) – known as the Blue Sky Centre – based at the George Eliot Hospital in Nuneaton.

Based on regional data from the British Crime Survey, it is estimated that for an area the size of Warwickshire over 4,000 women and girls aged 16-59 were a victim of sexual abuse in 2010/11.³⁰ Clearly, this does not capture children aged under-16, male adults and elderly people and, based on the latest statistics from the SARC,

²⁸ *Safety in Numbers* (November 2009)

²⁹ *Psychiatric Disorders More Prevalent Among Sex Abuse Survivors* (Bruce, S. 2010)

³⁰ *Violence Against Women and Girls Ready Reckoner*

there is evidence that these groups of individuals are also subject to sexual violence.³¹

The Task and Finish Group received quantitative evidence that demonstrated an increase in reporting to the police³² and the number of self-referrals to the SARC or the voluntary support organisations; for example, Safeline reported an average 19% increase per annum in the number of referrals³³. The view of the police and specialist agencies is that this increase is a consequence of greater public awareness following Operation Yewtree and the Independent Inquiry into Child Sexual Exploitation in Rotherham (1997-2013). However, despite this increase, members appreciate that under-reporting remains a considerable issue and it is widely accepted that the majority of victims (estimated to be 89%³⁴) do not report sexual violence to the police and are more likely to seek support from voluntary organisations. Indeed, Safeline report that only one in ten of its clients have reported the crime report to the police, with the majority of their clients making contact through self-referral. Significant under-reporting is a key area of concern and the Task and Finish Group is conscious of recent media criticism of Warwickshire Police regarding their handling of reported rapes. Recently published figures show that only 6% of rapes handled by Warwickshire Police in 2012/13 resulted in a charge or caution, compared to a national average of 18%³⁵. The force referred over 70% fewer cases to the Crown Prosecution Service that year than the year before. The Task and Finish Group does not have the expertise to make assumptions about the root of these issues; however, it is fair to assume that the public *perception* and confidence in Warwickshire Police may be damaged by this. This is particularly concerning when the complexities of sensitive cases, such as domestic and sexual violence, are taken into consideration. For example, one of the key messages the Task and Finish Group had identified from representatives, questionnaire respondents and research documents is the need for the victim, at the first point of contact, to be *believed* and to be dealt with sensitively. The personal approach and response of police officers can be pivotal in the victim's eventual decision to seek prosecution:

“The women I spoke to were clear that if they are not treated with dignity when first reporting rape, it is unlikely they would continue to support a prosecution. Women felt that the attitudes and response of police officers need to change and rape needs to be treated more seriously; they wanted a greater investment in ensuring that the police provide a believing, sensitive and consistent response.”³⁶

An interview with a victim of historic sexual abuse highlighted this point as she explained the damaging effect of being doubted or disbelieved. The Task and Finish Group considers that the 89% of victims who choose not to report the crime, plus the low referrals rates of reported cases to the Crown Prosecution Service, suggests a significant lack of confidence in the police and/or criminal justice system in respect of sexual violence and abuse. The number of victims coming forward is just the tip of the iceberg and there needs to be a focus on increasing victims' confidence in the ability of the police and criminal justice bodies to handle their case effectively and bring perpetrators to justice. Members consider that a review of the low conversion rates for both domestic and sexual violence, and the training provided to front line

³¹ Blue Sky Centre Annual Report 2013/14

³² Warwickshire Police and Crime Commissioner Annual Report 2014

³³ Written submission from Safeline, 28th August 2014

³⁴ *Key Statistics of Victims of Crime, April 2013 - March 2014* (Warwickshire Observatory)

³⁵ <http://www.thebureauinvestigates.com/2014/02/03/prosecutor-intervention-behind-dramatic-falls-in-rape-cases-sent-for-charging/>

³⁶ *Rape: The Victim Experience Review* (Payne, S., November 2009)

police officers, is undertaken as a matter of urgency in order to give assurances that Warwickshire Police has a consistently victim-centric approach when dealing with these highly complex and sensitive cases.

Synonymous with domestic abuse, the importance of *independent* support was highlighted in the evidence gathered by the Task and Finish Group. The role of the Independent Sexual Violence Adviser is again a key feature in supporting victims through the prosecution process (the role is the same as the IDVA role). The valuable work of the ISVAs is supported by a Home Office study in 2009 which also resonates with the qualitative evidence that was considered by the Task and Finish Group. The study found that victims appreciate having one key worker who co-ordinated the services on behalf of the victim, which helped to prevent them from feeling 'shuttled' between agencies. Although only a small sample, the victims interviewed felt that ISVAs were the one person who could, and did, provide them with the information that they needed about their case, above and beyond other agencies with whom they had come into contact. ISVAs also provide support before a crime is reported, possibly assisting a victim to make a complaint; after the conclusion of a criminal case if one was pursued; and in cases not involving criminal justice bodies.³⁷

However, as identified with support to victims of domestic abuse, funding to the ISVAs, the support organisations and the SARC is grant-based, insecure and short-term and therefore cannot guarantee future provision. For example, the ISVA provision is funded through £10,000 per annum from the Home Office which is match-funded by Warwickshire County Council; however, this is time-limited and not guaranteed for future years. While the Task and Finish Group is reassured that voluntary sector support provided to victims of sexual violence is clearly appropriate and victim-centric, it is concerned that resources are already stretched and funding is insecure, and is apprehensive about how the sector will effectively cope with the continued increase in reporting. This is reiterated by the Survivors Trust³⁸, who has highlighted concerns over insufficient funds available to support existing and continuation of funding for local ISVAs beyond March 2015.

To conclude, the Task and Finish Group wishes to highlight the financial savings to statutory bodies through early intervention and support. For example, Safeline is a preferred supplier for Warwickshire CAMHS (Children and Adolescents Mental Health Service) delivering counselling to young people. An evidence-based tool, which is used to measure beginning and end results, had identified that young people in receipt of early intervention support have acute needs at the start of the process, yet achieve the greatest distance travelled in beginning/end scores plotted, demonstrating the valuable impact of early intervention which reduces the risk of acute and costly mental health needs in adult life³⁹. Members believe that this demonstrates the long-term benefits of increased funding. Furthermore, as sexual violence is a high risk crime, which is significantly damaging to the victim and results in often long-term and severe mental health and emotional well-being issues, the Task and Finish Group believes that this should be prioritised in the PCC's commissioning intentions, alongside domestic violence.

³⁷ *ISVAs: A process evaluation* (Home Office, 2009)

³⁸ <http://www.thesurvivorstrust.org/news/>

³⁹ Written submission from Safeline, 28th August 2014

Victims of Hate Crime

Hate Crime is defined as: “Any criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a personal characteristic.”⁴⁰ This relates to anyone who is victimised due to their disability, gender-identity, race, religion/faith and sexual orientation. In light of this, boundaries between hate crime and ASB can often be blurred, given the nature of the crime.

Given that hate crime was not defined until the Crime and Disorder Act 1998, the support network for victims in Warwickshire is less developed and co-ordinated. The Task and Finish Group could identify only two organisations that provide specialised support: the Warwickshire Race Equality Partnership (racial hate crime) and Coventry and Warwickshire Friend (sexual orientation hate crime). Victims can access emotional or counselling support through other organisations, such as Victim Support and ASSIST Trauma Care. Warwickshire Police has recently launched a Hate Crime Helpline for victims who wish to report this type of crime. On the police website, it confirms that “...the staff that answer these calls will be aware that there may be considerations present in terms of language, religion, disability and cultural/lifestyle backgrounds and will do their utmost to meet the diverse needs of each victim.”⁴¹

Of the victim recorded data held by Warwickshire Police, 1% were a victim of hate-related crime⁴² between April 2013 and March 2014. When broken down further, of all hate crime flagged offences, there have been:

Type of Hate Crime		Recorded Proportions of Hate Crime		Nationality Proportions	
Racial	89%	Nuneaton	33%	English	46%
Homophobic	7%	Warwick	33%	Unknown	11%
Disability	3%	Rugby	19%	Indian	6%
Religious	1%	Stratford	8%	Polish	6%
Gender Identity	0%	North Warks	7%	British	6%
				Pakistani	2%
				Scotland	1%
				Turkish	1%
				Cote D'Ivoire	1%

However, it is widely accepted that Hate Crime is significantly under-reported and therefore the data above is not an accurate reflection of the prevalence of this type or crime, nor the number of victims who are affected. Furthermore, the above statistics only reflect hate-related offences where a criminal act has taken place, such as racially-motivated assault. The figures do not include hate-related incidents which, although do not involve a criminal act, still victimise individuals and can be damaging. It is believed by Warwickshire County Council’s Community Safety team that many victims of both hate-related crime and incidents do not report the offence to the police. Under-reported crime leads to unsupported victims, who are then at a higher risk of repeat victimisation and health and well-being issues. The Task and Finish Group believe that there is a need for an accurate assessment of hate-related crime and incidents in Warwickshire, in order to understand the basis of this type of crime in the county and are reassured that the County Council is currently working with the

⁴⁰ Challenge it, Report it, Stop it: The Government’s Plan to Tackle Hate Crime (HM Government, March 2012)

⁴¹ <http://www.warwickshire.police.uk/EDHRfolder/HateCrimeHelpline>

⁴² Key Statistics of Victims of Crime, April 2013 - March 2014 (Warwickshire Observatory)

University of Birmingham to gain a more accurate picture of the prevalence and nature of hate crime in Warwickshire.

The view that under-reporting is significant is supported by the Warwickshire Race Equality Partnership (WREP) who advised that the most common reasons for choosing not to report hate crime were a) the incident will not be taken seriously; b) the incident is not serious enough to report; and/or c) the authorities will not be able to protect them from further abuse, if they do report it.⁴³ There was also a sense of misconception about equality issues; for example, a lack of clarity in defining unacceptable behaviour and when an incident becomes hate-related.

And some of these fears are quantified in evidence. During 2013, Warwickshire Police noticed that satisfaction with Racist and Hate crime victims was decreasing. The area with lowest satisfaction was feedback/follow up, although it was low across all areas. The main reasons victims gave for their dissatisfaction were: a) not being updated; b) unhappy with outcome; and/or c) feel that the crime is not being treated seriously. These clearly resonate with the assertions made by the WREP. After gathering evidence from a range of sources, the Task and Finish Group has identified that robust and effective reporting/response procedures and referral systems need to be developed, to ensure that a victim's first experience of reporting hate crime is a positive one; and an experience that will alleviate any initial apprehensions with regard to reporting hate crime (which are often the reasons why victims choose not to report). Members believe that this relies on greater partnership working and co-ordination between the police, WREP, local authorities and other organisations who support victims, with a shared methodology for recording, responding to and supporting Hate Crime cases. However, after assessing the current landscape in Warwickshire, this approach does not appear to be customary for victims of hate crime.

It is evident that support is piecemeal and disjointed, without an overarching steer. For example, Warwickshire Police does have a Hate Crime Initiative and Reach Programme⁴⁴ but it is not clear how this is linked to or co-ordinated with the voluntary and community organisations that represent equality groups and/or provide support to victims of hate crime. The Strategic Alliance's Hate Crime Strategy 2014-16 makes a commitment to promoting and supporting Third Party Hate Crime Reporting Centres⁴⁵ – a community-based place where an individual can attend to report Hate Crime – however, following a trial in Rugby, the County Council's Community Safety team had found that this was not cost effective way of capturing Hate Crime, as it was not widely used by victims. Again, this indicates a lack of strategic or joined-up thinking to assessing, understanding and addressing hate crime in Warwickshire, with numerous strategies being developed by individual bodies. There is evidently a need for greater partnership working in order to tackle hate crime by responding effectively and supporting victims; as hate crime cuts across different groups and multiple strands it is evidently not the responsibility of a single organisation to understand or address.

In light of this, the Task and Finish Group believes that joint working across voluntary and community sectors, as well as across the criminal justice system, is required to achieve the changes and outcomes needed. Members wish to highlight the successful approach developed in Manchester, where a joint Hate Crime Strategy

⁴³ *Challenge It, Report It, Stop It* (HM Government, 2014)

⁴⁴ <http://www.warwickshire.police.uk/EDHRfolder/Reach>

⁴⁵ <http://www.westmercia-pcc.gov.uk/Document-Library/Alliance-Strategy-Documents/Hate-crime-strategy.pdf>

has been developed by Manchester City Council, Greater Manchester Police and the Crown Prosecution Service, in partnership with key partners from across the voluntary, public and private sectors. The strategy addresses a number of the challenges and issues that are apparent in Warwickshire, as raised by representatives; for example, it provides practitioners from across the public, voluntary and community sectors with a consistent framework, shared definitions and processes for reporting, recording and tackling hate crime across Manchester.⁴⁶

Young Victims of Crime

The majority of the voluntary support organisations that have been identified throughout this report do provide specialist provision for young victims of crime, or children and young people who are related to a victim of crime. Again, it is widely accepted that crimes involving young people, particularly bullying, are under-reported and the reasons given by young victims resonates with those for other forms of crime, such as fears about whether they would be taken seriously, whether they would be believed if they reported the crime, and whether 'something would be done'.⁴⁷ Another factor is a young person's perception of the incident and whether they regard it as a crime. A 2014 ONS survey reported that only a quarter (26%) of violent incidents were viewed by the victim to be a crime, rather than being perceived as either 'wrong but not a crime' or 'just something that happens', and just over half (52%) of all theft incidents were viewed by the victim as a crime.⁴⁸

In addition, offender characteristics are consistent with the findings that most incidents occur around school premises (60%), 79% of offenders were in the same age band as the victim and the offender was well known to the victim in more than half of incidents (56% violence, 57% theft). This indicates that offenders come from within the victims' peer group and provides a valid explanation why under-reporting is so prevalent; it can be assumed that victims are reluctant to report against people within their peer group for fear of reprisals. In addition, the proportion of incidents that come to the attention of the police is much lower than the equivalent adult figure. This is to be expected given that incidents against children, committed by children, may be dealt with by another authority figure and not necessarily reported to the police.⁴⁹

Under-reporting can also complicate more serious crimes and members are conscious of the recent Independent Inquiry into Child Sexual Exploitation in Rotherham (1997-2013). At its meeting on 26th September 2014, the Warwickshire Police and Crime Panel received assurances from the Commissioner that robust procedures are already in place to identify children at risk of sexual exploitation. Members note that a Multi-Agency Safeguarding Hub (MASH) will be established in the near future to co-ordinate all of the relevant agencies for information sharing purposes and the identification of risks and incidents.

A further issue which appears to be affecting children and young people at present is cyber-bullying. Although criminality is not always linked to cyber bullying, the impact on victims is often significant, causing low self-esteem, self-harm and in some extreme cases, suicide.⁵⁰ It is reported that around a quarter of secondary school age

⁴⁶ Manchester Hate Crime Strategy 2013-16

⁴⁷ *Listening and Learning: Improving support for Victims in Warwickshire* (2009)

⁴⁸ *Experiences of Crime Among 10-15 year olds* (Office for National Statistics, May 2014)

⁴⁹ *Experiences of Crime Among 10-15 year olds* (Office for National Statistics, May 2014)

⁵⁰ <http://www.bbc.co.uk/news/education-25639839>

children have experienced cyber-bullying.⁵¹ Young people are increasingly also subject to 'sexting'⁵² and 'revenge pornography'⁵³. The Crown Prosecution Service has recently published revised guidance to reflect the somewhat different nature of these crimes compared to what prosecutors are often working with including guidelines on prosecuting cases involving communications sent via social media.⁵⁴

The Task and Finish Group recognise that more needs to be done to raise awareness amongst young people of crime, CSE and cyber-bullying and encourage reporting, in order to increase the opportunity to support to the victim, to prevent victimisation and long-term issues. It also gives greater opportunity to educate young perpetrators, through Restorative Justice as undertaken by WYJS, which evidently reduces reoffending. Members acknowledge the placement of PCSOs via the Safer Schools programme and how this provides opportunities for education and preventive work, often with the intervention of WYJS at an early stage. However, it is concerning that an accurate picture of crime against young people cannot be achieved due to under-reporting and that, as with victims of other crimes, they are unsupported if unreported. Given that the evidence demonstrates that 60% of incidents occur around school premises, and that 79% of offenders are within the same age band as the victim, there is a clearly role for schools and education partners to raise awareness about crime, and the impact of crime, amongst young people. Again, the Task and Finish Group considers the Commissioner to have the required level of authority and influence to co-ordinate efforts between education, health and local authorities to address the issue of under-reporting of crime amongst young people and would like this to be an area of focus for the Commissioner's wider role.

People Bereaved by Murder or Manslaughter

At present, support for bereaved victims in Warwickshire is predominately delivered through the Victim Support Homicide Service which assists clients from the incident until after the court case, helping with practical needs, guidance through the legal system, immediate financial needs and compensation. As Victim Support is not a counselling service, it directly funds a specialist agency – ASSIST Trauma Care – to provide counselling and therapeutic support for victims of serious incidents who are suffering traumatic-stress reactions as a result of homicide, for an average 15 counselling sessions per client. This organisation also provides support to victims of violent attacks, rape, sexual abuse in childhood, domestic violence and arson. Other organisations who support bereaved victims are Guys Gift and Cruse Bereavement Care, although these tend to focus on universal bereavement and grief, rather than traumatic bereavement⁵⁵.

After considering the evidence, the Task and Finish Group has identified that referrals to NHS mental health services is again an issue. According to ASSIST, those bereaved by homicide have often known other traumatic experiences, such as rape, sexual abuse and domestic violence. Often the psychological trauma has become entangled, but ASSIST is not permitted to address the non-homicide related needs as part of the therapeutic provision commissioned by Victim Support. Instead,

⁵¹ <http://archive.beatbullying.org/dox/resources/statistics.html>

⁵² 'Sexting' is the act of sending sexually explicit message, primarily between mobile phones

⁵³ 'Revenge pornography' is where sexually explicit media is publically shared online without the consent of the pictured individual, usually following the breakdown of an intimate relationship.

⁵⁴ http://www.cps.gov.uk/legal/a_to_c/communications_sent_via_social_media/

⁵⁵ Written submission from ASSIST Trauma Care, September 2014

ASSIST is required to refer these individuals into NHS mental health services; however, there is evidence that there is not scope to deal with these victims (as highlighted by other representatives throughout this review) and waiting lists can be very long.

The Task and Finish Group is concerned that trauma-related counselling for bereaved victims cannot encompass the non-homicide elements and consider this to be in opposition to the victim-centric approach which the voluntary organisations are working to achieve. Complications with referrals to the NHS, as identified in most of the categories of crime highlighted throughout this report, emphasise the importance for counselling to be provided by specialist agencies, aside from statutory health services. In addition, the Victim Support Homicide service only supports closely bereaved family members and is not available to relatives considered to be too distant (aunts, uncles, cousins, close friends).

To conclude, that Task and Finish Group is aware that, as identified with all voluntary sector organisations, funding is not guaranteed and, following the reallocation of the grant from Victim Support to the Police and Crime Commissioner, future support to the service is reliant on a commissioning decision. Given that the key message identified throughout this review is the need for holistic support to victims of crime, the Task and Finish Group believes that a review of current arrangements for counselling provision for these victims is required. The review would need to explore opportunities to deliver a holistic package of counselling that encompasses non-homicide elements and ascertain what funding would need to be made available for this provision.

Support for victims in the Criminal Justice System

When considering what support victims may require within the criminal justice system, the Task and Finish Group considered quantitative evidence which highlighted that victims had clear expectations and needs:

*"In many ways what they want is very simple; they want the right information at the right time in a way in which they can understand it. They want to know who they can contact for help and, if things go wrong, how they can get help to put it right. They want to be treated with dignity, honesty, sensitivity and respect but, more than anything, victims want to be listened to and for their concerns to be taken seriously. They want honest conversations about what is happening to them and if they cannot have what they are asking for then to have a clear explanation to understand why."*⁵⁶

In addition, the Britainthinks survey in April 2013 found that victims want to be contacted (87%) and within a timely manner, with practical information about what is going on with their case and what help is on offer. The study found that predominately, victims want help from the time the crime is committed (whether they choose to report or not), through to the investigation, court case and the eventual release of the offender.⁵⁷ However, receiving updates on case progress and information on the criminal justice system and/or victims' rights were two areas cited as *unmet* need by victims (43% and 46% respectively). While this was a national survey, and not therefore specific to Warwickshire, it does highlight the importance of

⁵⁶ Commissioner for Victims and Witnesses (Report for the Secretary of State for Justice 2013-14)

⁵⁷ *What Victims Really Think* (Britainthinks, April 2013)

maintaining effective communication with victims and sharing information with them about proceedings and what they are entitled to.

The evaluation of local evidence indicates that levels of victim satisfaction with Warwickshire Police are reportedly increasing (the only exception to this is hate crime, which is decreasing). In the 12 months to March 2014, 85.1% of victims were satisfied with the overall service provided by Warwickshire Police. This is broadly in line with the England and Wales figure of 85.2%.⁵⁸ The Task and Finish Group researched what support was provided to victims during case investigation and, if relevant, subsequent court proceedings through the statutory Victim Care Unit. At the Leamington Justice Centre, this was known as the Victim and Witness Information Partnership (VIP), which had been established in 2004 for both victims and witnesses. The VIP co-ordinated professionals from the full range of criminal justice bodies, and the voluntary sector, to deliver a 'one stop shop' information service to victims and witnesses, including the following services:

- Notification as soon as someone is charged with an offence.
- An agreement with the victim/witness regarding the level of support and information required, tailored to each individual.
- Full explanation and guidance about each stage of the justice process, including the use of Victim Personal Statements.
- Arrangement of visits to the courtroom before a trial takes place.
- A dedicated member of staff to provide guidance and support on anti-social behaviour issues.
- Specialist attention for sensitive cases.

The Task and Finish Group heard that this approach had been considered best practice by the Ministry of Justice in 2006. It could therefore be assumed that high levels of satisfaction were achieved with the contribution of the VIP model in Leamington, which clearly prioritised the needs of victims and witnesses in the criminal justice system; for example, the need to be kept regularly informed through one point of contact is a fundamental need and expectation of the victim. However, during the time of the Task and Finish Group's review, the VIP was disbanded (22nd August 2014) and the Witness Care Unit is now delivered from Malvern, as part of the Warwickshire Police collaboration with West Mercia.

The Task and Finish Group has concerns as to how victim and witness care to Warwickshire residents will be delivered from Malvern going forward. Furthermore, as the victim support landscape is in a state of flux, it is difficult to assess what the implications of the disbanding and base at Malvern will be on victims. While there is uncertainty around this, the Task and Finish Group believes that the service delivery model offered by the now disbanded VIP was a best practice model and would like to point out that this model has recently been adopted by the Avon and Somerset Police and Crime Commissioner. Furthermore, there is increasing media coverage about the importance of a victim-centric criminal justice system, one which keeps victims regularly informed and puts them at the heart of the process⁵⁹:

The Task and Finish Group believes that the work undertaken by the Leamington VIP was of significant importance and assistance to both victims and witnesses and would like to urge the PCC to review this decision and reconsider options to safeguard Warwickshire victims and witnesses, to ensure they receive a good quality

⁵⁸ *Responding to Austerity – Warwickshire Police* (HMIC, June 2014)

⁵⁹ <http://www.bbc.co.uk/news/uk-29193548>

of service if to be based at Malvern for the long-term. This type of approach has recently been highlighted in a letter from Chris Grayling MP to Police and Crime Commissioners regarding the establishment of a Victims' Information Services by March 2015. The letter also includes a range of other measures which Commissioners will be expected to achieve in order to improve the service provided to, and treatment of, victims and witnesses in the criminal justice system⁶⁰. The majority of those measures mirror key areas of improvement that the Task and Finish Group has highlighted throughout this report and so members wish to monitor the Commissioner's implementation of those obligations, going forward.

To conclude, as an alternative solution to addressing the communication issue, the Task and Finish Group suggest that the Commissioner explore the use of IT in enabling victims to keep themselves informed. For example, a Track My Crime online system now enables victims of crime to access their crime report, track investigation progress and communicate with the officer leading the investigation⁶¹. This system has been adopted by five police forces. If implemented successfully, and integrated effectively within existing databases, a system such as Track My Crime will offer the opportunity for victims to access updates themselves, thereby releasing resources for contact with victims who prefer telephone or written correspondence. Both online and traditional forms of communication, consistently applied, will ensure that a victim's fundamental expectation from the criminal justice system – to be kept regularly informed – can be achieved, thereby increasing satisfaction with both the police and other criminal justice bodies.

Victims' Code of Practice

The Task and Finish Group has considered the Victims' Code of Practice and is aware that the statutory bodies listed have specific obligations in respect of victim and witness care. It is not within the Group's remit to review and consider whether the service providers listed in the Code are meeting those obligations and such detailed analysis would require a further significant review and involve a range of additional partners to those considered as part of this review.

However, the Task and Finish Group recognise that this is an important document for victims and wishes to highlight the need for effective monitoring in accordance with the Victims' Code of Practice. The inadequacy of the Code is that it only relates to a number of statutory organisations such as the police, Crown Prosecution Service and Probation Service, which are collectively referred to as 'service providers'. Other organisations, including voluntary organisations, may provide services for victims but are not currently covered by the Code. In light of this, there is a need for a shared set of minimum standards which all organisations who deliver services to victims can comply with. This is particularly important for the PCC who, as the direct commissioner, will need to regularly measure the providers' service delivery against the specification, contract obligations, and value for money. It is crucial that the service specifications are focused on the needs of victims in Warwickshire and will deliver positive outcomes. As the Task and Finish Group has undertaken an extensive review of victims' needs, it is recommended that the Group be reconvened following the review, and meet on a regular basis, to continue to support the Commissioner to deliver this major project. This may include assistance in drafting the service specifications prior to the procurement stage, consideration of draft

⁶⁰ http://members.apccs.police.uk/download-email-attachment/?key=jarxkUYB9RXg&file_id=8075 15th September 2014 letter to Police and Crime Commissioners

⁶¹ <https://www.trackmycrime.police.uk/>

documents for victims, monitoring of the overall commissioning exercise and delivery and attendance at Victims' Forums or Conferences, if the Commissioner chooses to develop these bodies (see next section). This will provide the Task and Finish Group with the opportunity to ensure that the challenges and victims needs identified during this review are accurately reflected, where appropriate, throughout the PCC's commissioning activity and future service delivery of the voluntary and criminal justice sectors.

The Task and Finish Group also considered the entitlement, under the Victims' Code, to make a Victim Personal Statement (VPS) to explain the impact of crime on the individual, whether physically, emotionally, practically or financially. The victim decides whether they would like to read their VPS aloud in court if a suspect is found guilty, or played if recorded, or read for them by a CPS prosecutor. National research indicates that less than half of victims (43 per cent) recall being offered this opportunity.⁶² The Task and Finish Group recognise that this is a national issue and one which has attracted media⁶³ and Government⁶⁴ attention in recent months and that there is confusion about the purpose of the VPS and its role in the criminal justice system. Members recognise the importance of the VPS in providing victims with a voice in the criminal justice system and believe that there is room for improvement in the communication of their purpose, value and influence, to effectively manage victims' expectations and accurately inform their decision-making when considering a VPS. The Task and Finish Group also wishes to highlight other issues in respect of the victims' experience of the criminal justice system, such as inconsistency with regard to compensation claims, the impact of court "double-listing"⁶⁵ on vulnerable victims and even basic considerations such as the potential intimidation of victims when sharing a waiting area with offenders. While these issues are outside the scope of the review, the Commissioner needs to take appropriate action to review the victim experience in the criminal justice system and champion victims' needs and rights on their behalf (see 'A Champion for Victims in Warwickshire' section).

The Task and Finish Group also remains apprehensive about the extent to which Warwickshire Police is victim-centric. The views presented by representatives and victims, while anecdotal, do indicate a need for increased prioritisation of victims; for example, 47% of respondents to the Victims' Survey undertaken by the Task and Finish Group felt that they had *not* received the right level of support, information and guidance from Warwickshire Police about their case, and therefore their confidence in the police had decreased. Reasons given related to communication issues and a lack of care or sympathy and national quantitative evidence indicates that this issue is not unique to Warwickshire. The Office for National Statistics⁶⁶ found that those who had been a victim of crime in the preceding 12 months were less likely to have confidence in the police (65%) than those who were not victims (77%). In addition, victims of crime expressed less confidence in the police and local councils at dealing with crime and ASB (50%) than non-victims (61%). This suggests that an individual's view of the police is affected, sometimes in a negative way, once they have become a victim of crime and thus had direct contact with the police. This altered view may indicate a lack of prioritisation of victims' needs, or a mismanagement of victims' expectations when reporting crime to the police, or both.

⁶² Witness and Victim Experience Survey, 2009–10

⁶³ <http://www.bbc.co.uk/news/uk-28644799>

⁶⁴ <http://www.bbc.co.uk/news/uk-29193548>

⁶⁵ Double-listing is a practice of over-booking cases at Magistrates Courts to ensure that the maximum number of cases are dealt with per day; this results in 40-50% of cases being adjourned.

⁶⁶ Public Perceptions of the Police and Police Visibility, 2012/13 (ONS)

This evidence is compounded by the recent HMIC report regarding crime prevention, police attendance and use of police time. The report highlighted that Warwickshire Police attended 39% of crime scenes compared to a national average of 79%⁶⁷ and was the lowest among the 24 forces that were involved in the inspection. While the Task and Finish Group understands that Warwickshire Police has adopted a specific harm and risk-based deployment policy, there needs to be careful consideration of how this may be perceived by the public and how it may impact confidence in policing in Warwickshire. The evidence gathered during this review indicates that frontline police staff need to be appropriately sensitive, sympathetic and supportive to victims when they report a crime. To emphasise this point, the members would like to highlight the following statement made by a respondent to the Victims' Survey:

"The Police must stop treating victims of crime as just another load of form filling and start treating them as individual people who have been affected by what has happened to them. Officers get very jaded because they deal with crime all day but need to remember that most people are only affected by crime in rare cases and feel very vulnerable and scared as a consequence of what has happened to them."⁶⁸

In light of this, the Task and Finish Group considers that the Commissioner has a duty to review the training of frontline police staff in respect of dealing with victims of crime, and ensure that this is robust and consistently applied so that victims are dealt with due care and sensitivity and a made to feel an important part of the process. As the first point of contact, and to manage expectations, it is important that the police carefully explain the investigation process to the victim, clarifies procedures and what contact they will receive and outlines the referral process, as undertaken by the National Victim Referral Service, to aid victims' understanding and preparation for the following stages of the process, including further contact from statutory and voluntary organisations. The Task and Finish Group would like the Commissioner to review whether this is consistently applied at present, in order to give assurances to Warwickshire residents.

To conclude, the Task and Finish Group considers that more can be done in Warwickshire to improve the victim experience of the criminal justice system, yet understands that this is a changing landscape in a state of flux. The instability in the statutory sector emphasises the need for stability within the voluntary sector and members wish to highlight the extensive skills, knowledge and expertise of the voluntary support organisations in Warwickshire, as outlined throughout this report. It is essential that the Commissioner recognises that the success of the victim support service is predominately due to the valuable contribution of volunteers and the Task and Finish Group believes that he should both retain and build on this foundation within his future commissioning activity.

Development of a Victim Charter

As indicated above, the Victims' Code of Practice only makes obligations regarding the role of statutory bodies for victim and witness care and does not relate to the wide range of other organisations that provide support to victims. In addition, at present there is not an overarching policy or strategy within Warwickshire that outlines values relating to how service providers will treat and respond to victims of crime and anti-social behaviour. The Task and Finish Group considered how this

⁶⁷ *An inspection into crime prevention, police attendance and the use of police time* (HMIC, September 2014)

⁶⁸ Respondent to Victims' Survey (Warwickshire Observatory, September 2014)

issue had been resolved in other areas and note the increased development of Victims' Charters. For example, Birmingham City Council adopted a Victim Charter in May 2013 which builds on the existing Victims' Code and serves to add value and improvement on a local level for victims in Birmingham, with the following overall aim:

*'We will offer victims of crime timely and appropriate services to ensure that they are treated with care and dignity and will ensure that our communication with victims guarantees that their voices are not lost in the maze of services. Victims' views and experiences will be used to inform service design and shape our work to tackle crime and anti-social behaviour and strengthen the public's feelings of safety.'*⁶⁹

In addition, the Police and Crime Commissioner for Gwent has recently developed a Victim Charter which lists ten minimum standards that he has pledged to victims of crime, in order to clarify their rights, manage their expectations and provide assurances about the services they will receive.⁷⁰ If implemented and adhered to effectively, a Victims' Charter should increase the confidence of victims to report crime and enhance their experience of dealing with agencies throughout their 'victim journey'. Both Charters referred to above have a heavy focus on what services the victim should expect to receive in terms of information sharing and response times, being treated fairly and respectfully, and how they will be supported during court proceedings.

As there is not a Victims' Charter for Warwickshire, the Task and Finish Group believes that this could give awareness regarding victims' rights, clarity about expectations and obligations and contact details to make a complaint if they have concerns about the service provided. Similar to the approach of the Gwent Police and Crime Commissioner, a simple, one-page document, or leaflet could be developed and made available through various community-based locations, such as libraries, as well as through statutory bodies, such as the police, and relevant websites. The Task and Finish Group believes that the availability of the document will raise awareness about victims' rights, give confidence about how they will be treated when they report a crime and offer the opportunity to make a complaint to the Commissioner if they do not feel that they have been dealt with in accordance with the Charter (there is clearly a need for a clear complaints system for victims of crime). As a result, victims who have reported a crime will have a greater awareness of their rights, and those that have not reported crime may be encouraged to actually report the crime – which may address some of the under-reporting that is prevalent across all categories of crime. In order to ensure consistency, the Commissioner can include compliance with the Charter as part of contract terms and conditions for those services which he directly funds.

A Champion for Victims in Warwickshire

As already highlighted throughout this report, the Police and Crime Commissioner has the required level of authority, influence and impetus to challenge, liaise and communicate with a range of statutory and voluntary bodies within Warwickshire; the Task and Finish Group therefore believe that he is best placed to champion the rights of victims across the county to inspire partners to adopt a victim-centric methodology within their working practices. This is of particular importance for the criminal justice system. Members propose that the Commissioner delivers that leadership and vision

⁶⁹ *Victims' Charter* (Birmingham City Council, May 2013)

⁷⁰ <http://www.gwent.pcc.police.uk/engagement/victims/victims-charter/>

through a co-ordinated forum of criminal justice bodies, with a focus on victims' rights, victims' needs and the obligations of statutory bodies, consideration of the impact of working policies and procedures on the victim experience, and to discuss complaints and compliments submitted by victims of crime and the voluntary organisations that support them. During the course of this review, the Task and Finish Group has encountered a number of criticisms about partnership working and information sharing in respect of the management of victims within the criminal justice system and its links to the voluntary sector; therefore, members believe that a multi-agency Victims' Partnership Forum would also enable those issues to be addressed.

In addition to this, an annual, or bi-annual, Victims' Partnership Conference could be arranged to bring together the full range of statutory and voluntary bodies that engage, liaise or support victims of crime. Again, this would give the Commissioner the opportunity to embed a victim-centric culture across the county and facilitate greater partnership working and information sharing across the sectors.

The Task and Finish Group is aware that a number of areas have a Victims' Champion – an appointed individual who can provide an independent representation of victims, their needs and their rights. The Commissioner may wish to explore the appointment of a Victim's Champion who can support his commissioning activity and also take an active role in the Victims' Forums and Conferences, as suggested above.

To conclude, the Task and Finish Group is aware that the Commissioner is currently exploring options to develop a commissioning strategy with either West Mercia, as part of the Strategic Alliance, or regionally on a West Midlands basis. Members are conscious of the potentially detrimental impact of Alliance decisions on Warwickshire residents, such as the disbanding of the Witness and Victims Information Partnership at the Leamington Justice Centre, and would therefore like to present their view that the commissioning model chosen by the Commissioner must be Warwickshire-based. As members of the Police and Crime Panel, they understand that there is no intention for a merger of Warwickshire and West Mercia Police forces and appreciates the value in both forces retaining independence in particular matters. In the same vein, the services for victims of crime in Warwickshire should be independent from those in West Mercia, given that the services must be commissioned in accordance with the unique crime and victim landscape in Warwickshire and the needs of Warwickshire residents.

If the Commissioner decides to broaden his commissioning intentions to a wider range of third sector organisations, to do so under an Alliance or regional model would significantly increase the contract value which often makes it harder for small, locally-based organisations to effectively compete when bidding against larger, national organisations. If the Commissioner adopts this approach, there is a high risk that many of Warwickshire's existing support groups would be undermined by the process and, as a consequence, the skills, knowledge and expertise of local volunteers could be lost.

Finally, as pointed out in earlier sections of this report, there is value in formalising joint commissioning arrangements with local authorities within the county; in particular the County Council which already commissions sexual and domestic violence services, in order to strengthen existing voluntary organisations and provide greater security, thereby delivering a sustainable service for Warwickshire victims. This would be challenging to achieve through an Alliance or regional model. Either

the Police and Crime Commissioner, or an appointed Victims' Champion, must ensure that support services to victims of crime in Warwickshire are protected.

3.3 Conclusion

In the first instance, the enormous contribution of the Warwickshire's existing victims' services, volunteers and staff in the provision of specialist support services to all victims of crime across the county needs to be emphasised. The evidence gathered by the Task and Finish Group demonstrates that a victim-centric approach is already deeply embedded within a voluntary sector that is dedicated to providing, where possible, a holistic approach to supporting a victim's individual and often complex needs, to effectively aid their recovery and long-term healing. In light of this, the Task and Finish Group stresses that the voluntary sector must have a pivotal role in the future of victim support in Warwickshire.

At the outset, the Task and Finish Group was mindful that victims "are not a homogenous group; some will report their crimes, some will not. Some will support prosecution and others won't. Victims will respond to crime in many different ways, they will have different needs at different times and they will experience many different journeys. They will come from all sectors of society and be of different genders, ages, ethnicity, sexuality and religions. They will have different educational backgrounds, be of different or no political persuasions and will have different views about the Criminal Justice System and the treatment of offenders".⁷¹ In light of this, victims will have very different needs, expectations and experiences throughout their recovery journey. It is crucial that Warwickshire is sufficiently equipped – across both the criminal justice and voluntary sector – to ensure that the victim starts their journey on the right path and is provided with holistic, co-ordinated and seamless support at each milestone.

For those who do report to the police, the sensitivity, response and approach of frontline officers, is critical and fundamental to the victim's confidence in seeking prosecution. The evidence suggests that Warwickshire Police, and other criminal justice bodies, has to give greater priority to the needs of victims, particularly for domestic and sexual violence, in order to address the worrying levels of under-reporting estimated for the county.

At the next stage, when victims demonstrate a need for support, either through police or self-referrals, the support network they enter must be co-ordinated and integrated, with a shared consensus about minimum standards of service and reporting/referral protocols. At this stage, victims are at their most vulnerable; voluntary and statutory bodies must therefore work in partnership for the benefit of the victim, to minimise the risk of victims being shuttled between various agencies or falling between referral gaps. Their needs must be comprehensively assessed at the earliest stage so that the first referral is the right one, with co-ordination from a single point of contact, to the range of emotional, practical and/or counselling support, through to the prosecution process, if applicable. Where appropriate, support must be independent from statutory bodies.

⁷¹ "Commissioner for Victims and Witnesses: report for the Secretary of State for Justice 2013-14"

Given their pivotal role in the recovery of victims, the voluntary sector must be maintained through longer-term and sustainable funding arrangements that provide an opportunity for strategic thinking, forward planning and partnership working. The provision of preventative and early intervention focus by these organisations is as important as reactive, acute support. The provision must be available to victims until they are fully recovered from the impact of the crime, with the understanding that a number of victims may have a periodic need for support on a long-term basis. For victims whose journey involves a prosecution stage, the criminal justice bodies must also place the needs of the victim at the heart of the process. The criminal justice system is a complex web of agencies and processes, which can be daunting and confusing; victims therefore need one point of contact who can maintain regular communication from the start of the investigation, through the progress of the case, the sentencing of offender and any subsequent parole of the offender. Victims must also be informed about their rights, in particular the value of a Victim Personal Statement.

Underpinning all of this is the need for a clear strategic vision and leadership from the Police and Crime Commissioner about the role of both statutory and voluntary bodies in supporting victims of crime and ensuring that there is a consistent, victim-centric service delivered across both sectors. Constructive data and performance management is fundamental to this and, as the direct commissioner of services, the PCC is ultimately responsible for holding both sectors to account for the quality of service delivery to victims.

4.0 Recommendations

Based on the extensive evidence submitted and considered during this review, the Task and Finish Group would like to make a series of recommendations to the Warwickshire Police and Crime Commissioner which aim to address the issues and challenges that have been identified and highlighted throughout this report. The recommendations have been grouped into a number of thematic issues which relate to the full range of support provision to victims of crime in Warwickshire.

Protecting Warwickshire Victims

Recommendation 1 – That the commissioning strategy adopted by the PCC is a Warwickshire-based model, in accordance with the unique crime and victim landscape in Warwickshire and the needs of Warwickshire residents.

Recommendation 2 – That the PCC recognises the valuable contribution of Warwickshire's existing victims' support services and volunteer network in delivering victim support provision and that the PCC retains and builds on this network within his future commissioning activity.

Recommendation 3 – That future contracts with all commissioned organisations stipulates the requirement for effective data collection, management and analysis to ensure that the PCC has a thorough understanding of the victim profile within Warwickshire and can make funding decisions according to evidence of local needs, pressures and priorities.

Recommendation 4 – That the PCC develops a Victim Charter (as a one-page document or leaflet) and makes it available through various community-based locations, such as libraries, as well as through statutory bodies, such as the police, and relevant websites.

Access to Services

Recommendation 5 – That all victim support services and statutory bodies in Warwickshire are clearly defined and an accurate, logical map of the full network, including referral routes, is developed in order to fully understand the provision across the county.

Recommendation 6 – That information about self-referral is provided to the victims of minor crimes that are dealt with by the crime desk (i.e. not eligible for referral through the National Victim Referral Service).

Partnership Working and Funding

Recommendation 7 – That a multi-agency Hate Crime Strategy for Warwickshire is developed, led by the PCC.

Recommendation 8 – That the PCC explores the opportunity of forming joint commissioning arrangements with the three Clinical Commissioning Groups, Warwickshire County Council, District and Borough Councils and the Community Safety Partnerships in respect of support services for victims of domestic and sexual violence.

Recommendation 9 – That both domestic and sexual violence, as high risk crimes, are the highest priority areas for the PCC's commissioning activity to ensure that there is adequate funding to match the demand for both the Independent Sexual and Domestic Violence Advisors.

Recommendation 10 – That the PCC forms a link with the Warwickshire Health and Wellbeing Board and Warwickshire's three Clinical Commissioning Groups to recognise the ability of victim support workers to identify victims with complex mental health needs and explore potential referral pathways.

Recommendation 11 – That the PCC considers partnership working with education, health and local authority partners, and the Warwickshire Safeguarding Children Board, to addresses under-reporting of crime amongst young people, including cyber-bullying.

Recommendation 12 – That a review of current arrangements for homicide counselling is undertaken to explore opportunities, and funding requirements, to deliver a holistic package of counselling that encompasses non-homicide elements.

Criminal Justice System

Recommendation 13 – That the PCC reviews training provision to frontline police staff receive, in respect of dealing with victims of crime, and ensure that this is robust and consistently applied so that victims are dealt with due care and sensitivity.

Recommendation 14 – That a review of the low conversion rates for both domestic and sexual violence, and the training provided to front line police officers, is undertaken as a matter of urgency in order to give assurances that Warwickshire Police has a consistently victim-centric approach when dealing with these highly complex and sensitive cases.

Recommendation 15 – That the PCC reviews the issues raised in respect of the victim experience in the criminal justice system, such as the use of Victim Person Statements and "double-listing", and works in collaboration with the Crown Prosecution Service and Her Majesty's Courts and Tribunal Services to take appropriate action and address those issues.

Recommendation 16 – That the PCC explores the establishment of a Victims' Partnership Forum and the delivery of an annual or bi-annual Victims' Partnership Conference.

Recommendation 17 – That the PCC considers the appointment of a Victim's Champion who can support his commissioning activity, co-ordinate greater partnerships working across the voluntary sector and criminal justice sectors and take an active role in the Victims' Forums and Conferences.

Recommendation 18 – That the PCC reviews the decision taken by the Strategic Alliance to disband the Witness and Victim Information Partnership in Leamington and explores options to provide assurances that the service to Warwickshire victims and witnesses will not be diminished.

Recommendation 19 – That the PCC identifies police improvements to keep victims up-to-date with the progress of their crime and explores the implementation of an IT system, such as Track My Crime in Warwickshire Police, to enable victims to keep themselves informed.

**Warwickshire Police and Crime Panel
Task and Finish Group Scoping Document**

Review Topic (Name of review)	Commissioning of Victims' Services
Task and Finish Group Members	Councillor Nicola Davies, Councillor Peter Morson and Bob Malloy
Key Officers / Departments	Chris Lewis – lead, Office of the Police and Crime Commissioner
Lead Support Officer	Georgina Atkinson
Timescales	The Task and Finish Group to report its finding to the 26 th September meeting of the Police and Crime Panel.
Rationale (Key issues and/or reason for doing the review)	<p>Prior to the election of the Police and Crime Commissioners (PCCs) in November 2012, the Ministry of Justice annually awarded Victims Support (<i>"An independent charity helping people cope with the effects of crime, by providing free and confidential support and information"</i>) £38m for the delivery of support services to victims of crime. The majority of that funding (£25m) is ring-fenced for victims of the core categories of crime – in Warwickshire, this equates to 12,000 crimes per year, which are referred to Victims Support.</p> <p>Following the election of the Commissioners, the Ministry of Justice split the £25m across each of the 41 Commissioners with a view that support services for victims of crime should be commissioned locally and seek to involve the Third Sector.</p> <p>In light of this, Warwickshire's PCC is currently conducting research of the current landscape of victim support services, in terms of those currently provided by Victims Support and other specialist providers. The MoJ requires the commissioning intentions for each Force area to be confirmed by 1st April 2015. There is currently no stipulation when services must be commissioned or contracts awarded.</p> <p>The Office of the PCC has organised a practitioner event for 22nd May 2014 to explore the provision of services; however, the OPCC recognises the need for the experiences and views of the victims of crime to be a key contributor in the consideration of what support services are required across Warwickshire. The Victim's Commissioner report 'Listening and learning: Improving support for victims in Warwickshire' included a recommendation that the PCC <i>"should listen to the victims of crime, to determine a Warwickshire standard of service which, as a minimum, meets the requirements of the Victims Code, and which pays particular attention to improving communication between the police, criminal justice agencies, victims and the wider public"</i>.</p> <p>Listening to the voice of victims, and evaluating their experiences of existing support services in order to ascertain a picture of local need, will be the key role of the Task and Finish Group in this piece of work and will contribute to the OPCCs determination of its commissioning intentions.</p>

**Warwickshire Police and Crime Panel
Task and Finish Group Scoping Document**

<p>Objectives of Review (Specify exactly what the review should achieve)</p>	<p>The review will provide an evidence-based view from the community about the current provision of support services to victims and what support is required going forward. The review will identify the priorities, gaps and best practice of service provision in Warwickshire.</p>
<p>Scope of the Topic (What is specifically to be included/excluded)</p>	<p><u>Include</u> The following will be included in the scope of the review:</p> <ul style="list-style-type: none"> • Identification and evaluation of the experiences and views of the victims of crime in terms of the support services that are currently provided. • Focus on victims of: anti-social behaviour, domestic abuse, sexual violence, hate crime and young victims of crime. • Consideration of the MoJ 'Code of Practice for Victims of Crime' to determine compliance measures that meet the needs of the victims and accountability procedures for providers.
<p>How will the public be involved?</p>	<ul style="list-style-type: none"> • Identification of focus / review groups for victims (if in existence). • General promotion and calls for evidence by the Task and Finish Group, to welcome input from the public.
<p>What site visits will be undertaken (if required)?</p>	<p>Possible site visits to service providers (such as the Blue Sky Centre at George Eliot Hospital) if deemed necessary to better understand the needs of victims.</p>
<p>How will our partners be involved? (consultation with relevant stakeholders, District / Borough reps)</p>	<p>District/Borough members will be encouraged to contribute their views and/or signpost to victims voice/focus groups.</p> <p>Partner organisations in the criminal justice system and providers with contact with victims will be asked to provide evidence and/or signpost to victims voice/focus groups.</p> <p>Chairs of Community Safety Partnerships</p>
<p>What primary / new evidence is needed for the scrutiny? (What information needs to be identified / is not already available?)</p>	<p>Information on existing services including:</p> <ul style="list-style-type: none"> • Geographical coverage • Summary of services offered • Service restrictions (i.e. age restrictions) • Client groups and referral routes • Number of referrals • Local issues of concern <p>Evidence from existing providers about victims' experiences.</p>

**Warwickshire Police and Crime Panel
Task and Finish Group Scoping Document**

<p>What secondary / existing information will be needed? (i.e. background information, performance indicators, complaints, existing reports, legislation, central government information and reports)</p>	<p>The following documents:</p> <ul style="list-style-type: none"> • Listening and learning: Improving support for victims in Warwickshire (VSA project) • Victims' Services Commissioning Framework (Ministry of Justice, May 2013) • Code of Practice for Victims of Crime (Ministry of Justice, October 2013)
<p>Indicators of Success (What factors would tell you what a good review should look like? What are the potential outcomes of the review e.g. service improvements, policy change, etc?)</p>	<p>The review will provide a comprehensive insight and evidence-base into the views and experiences of victims of crime in relation to the support services that are currently provided and an assessment of need going forward.</p> <p>These will be presented in a final report and recommendations. Early indications of support to victims demonstrates that it should:</p> <ul style="list-style-type: none"> • Be geographically fair, in terms of access to services • Have a victim-centric approach that puts the needs of the victim at the heart of the system • Have a multi-agency approach, where appropriate • Include victims of anti-social behaviour and hate crime • Have consistent, specialised provision for victims of domestic and sexual violence • Provide specialised support for children and young people. ¹

¹ Listening and learning: Improving support for victims in Warwickshire (VSA project)

Map of Victim Support Organisations in Warwickshire

	General Crime, i.e. theft, burglary	Hate Crime	Domestic Violence	Sexual Violence	Young Victims of Crime (under 18)	Anti-Social Behaviour	Homicide / Bereaved
Supporting Organisations	Victim Support ASSIST WYJS (Restorative Justice)	Victim Support WREP Mediation and Community Support ASSIST WYJS (Restorative Justice) Coventry & Warwickshire Friend Warwickshire Hate Crime Helpline	Victim Support Victim Support DV:RAP (for children and young people) DA Support Services (Stonham) Refuge ASSIST WYJS (Restorative Justice) DA Counselling Service (DACs) Sahil Project	Victim Support Rosa CRASAC Safeline Blue Sky Centre ASSIST WYJS (Restorative Justice) Terence Higgins Trust Barnardos (children and Young people)	Victim Support DV:RAP WYJS ASSIST WYJS (Restorative Justice) Barnardos (CSE and sexual abuse)	Victim Support (only for criminal acts of ASB) Mediation and Community Support Bromford (mediation) WYJS (Restorative Justice)	Victim Support Homicide Service ASSIST Guys Gift Cruse

Support Services to Victims of Crime – List of Organisations

ASSIST

ASSIST Trauma Care is a Third Sector (not for profit) organisation with its main office in Rugby in Warwickshire, which specialises in providing evidence-based therapeutic interventions for victims of serious incidents who are suffering traumatic-stress reactions as a result. Such incidents range from violent attacks, rape, sexual abuse in childhood, domestic violence, arson and at the extreme end homicide.

<http://www.assisttraumacare.org.uk/>

Coventry and Warwickshire Friend

Coventry and Warwickshire Friend is a voluntary organisation giving information, support and friendship to lesbians, bisexuals, gays or transsexuals, their families and friends. In addition to a telephone helpline, the organisations offer face-to-face meetings, social groups, newsletters and printed information.

<http://cwfriend.co.uk/>

CRASAC

CRASAC (Coventry Rape and Sexual Assault Centre) offer a free and confidential service that provides support for survivors who have experienced any kind of sexual abuse of any kind at any time in their life. Their counselling service is available to women and also to girls and boys aged 5-18 years. Their helpline and ISVA services are also available to men and boys.

www.crasac.org.uk

Domestic Abuse Counselling Service

DACS is committed to the protection of women and children by providing therapy for victims and perpetrators of abuse to enable them to make the changes they need to make in their life.

www.dacservice.org.uk

DVRAP (Domestic Violence and Relationship Abuse Project)

The DV RAP provides direct support to children and young people who are affected by domestic abuse or are in / at risk of abusive relationships themselves. The project works with children and young people aged between 4 and 18 years old (up to 25 for disabled young people) who have experienced domestic abuse, either through living in households where there is domestic abuse or are experiencing abuse in their own relationship.

<https://www.respectyourself.info/provider/dvrap-domestic-violence-and-relationship-abuse-project/>

Independent Domestic Violence Advisers (IDVAs) and Independent Sexual Violence Advisers (ISVAs)

Provide the following support:

- support to high risk victims of domestic/sexual violence and abuse, working with the victim to develop an intensive risk management plan and ensure they are receiving all the support required to keep themselves and their families safe;
- where required, supporting victims through the Criminal Justice System, giving information and support during criminal or civil proceedings;
- multi-agency partnership working on behalf of the victim: liaising with partner agencies in a multi-agency context, providing 'institutional advocacy'; and
- are available for all high risk female and male victims of domestic violence and abuse aged from 16 and accepts both self-referrals and referrals from any agency.

Support Services to Victims of Crime – List of Organisations

Mediation and Community Support

MACS is a registered training provider specialising in alternative dispute resolution methods. Mediation is increasingly recognised as one of the most positive dispute resolution tools and is widely used in the public and private sector. A team of trained, approved mediators deal with a wide variety of cases, enabling people to find workable solutions in difficult situations.

<http://www.mediationsupport.org.uk/>

Refuge

Refuge supports women and children through a range of services, including refuges, independent advocacy, community outreach and culturally specific services. Their campaigns aim to educate the general public and ultimately prevent domestic violence by ensuring that women have the information and support they need to plan a safe escape.

www.refuge.org.uk

RoSA (Rape or Sexual Abuse Support)

An independent charity who works in partnership with the Sexual Assault Referral Centre (see below). RoSA offer support to both male and female victims of rape, sexual violence and sexual abuse as well as young victims from the age of five years old. Support is also offered to partners, family members and loved ones of victims.

www.rosasupport.org

Safeline

Safeline is a specialist support agency for survivors and others affected by the trauma of serious sexual assault crimes covering the whole county and beyond. The organisation delivers a wide portfolio of services and activities – helpline, counselling (face-to-face, text, email, phone), support groups, client workshops, professionals training, young people prevention and keeping safe programmes, ISVA (Independent Sexual Violence Advisor) support to report service, lending library, website, newsletters – providing an holistic approach of supporting prevention of abuse, provision of services, protection of people, in partnership with others. Safetalk, an offshoot project of Safeline has a specific youth focus and is for teenagers who have experienced rape or sexual abuse in the past.

www.safeline.org.uk

Sahil Project

Sahil is a Registered Charity and a Company Limited not for profit Voluntary Organisation. Sahil Project was established to support Asian Women who were suffering from stress and isolation, often arising from unresolved problems and resulting in psychological ill health due to language barriers, racial hostility and difficulties in accessing services or making social contacts and not knowing where to seek the appropriate assistance.

Initially started as a telephone helpline to address the wide range of issues that women were facing, it provides a very broad array of practical and emotional support for women from Black Minority Communities especially from Asian Sub-Continent.

www.sahilproject.org.uk

Support Services to Victims of Crime – List of Organisations

Sexual Assault Referral Centre (Blue Sky Centre)

The Centre opened its doors in March 2013 at George Eliot Hospital in Nuneaton, supporting women, men and children who have been a victim of rape and/or domestic violence. The centre was developed as part of a joint initiative with Warwickshire Police, the NHS, Warwickshire County Council and Coventry City Council. It provides access to emergency medical treatment, emotional support and referrals to other agencies, for people of all ages, gender and ethnicities across Coventry and Warwickshire. Funding received from George Eliot Hospital consists of nine 'crisis' workers, responding to requests 365 days a year. The team are specially trained to meet the needs for each individual case, ensuring that victims receive the best possible treatment whilst at the SARC and once they leave the centre.

www.blueskycentre.org.uk

Stonham

Stonham (part of Home Group) deliver the Domestic Abuse Support Service on behalf of Warwickshire County Council. The Service provides open access, advice and information for anyone concerned about domestic abuse via a specialist helpline, website and drop in sessions. The organisation deliver outreach support for all victims, including males, 16+, LGBT, BME and victims of FGM. Children of DV victims are also supported and signposted to specialised support.

The organisation also co-ordinates the three MARACs (Mutli-Agency Risk Assessment Conferences) – North Warwickshire, South Warwickshire and Rugby – which deals with the highest risk cases. MARACs focus on the safety plan of high risk victims of domestic abuse. Professionals concerned that a victim of domestic violence and abuse may be at a high level of risk of harm can refer cases to the MARAC Co-ordinator.

www.homegroup.org.uk/careandsupport/stonhamservices

Terence Higgins Trust

Terrence Higgins, based in Coventry, offers support to people who are living with HIV, know someone who is, or think you might have put yourself at risk of getting HIV.

They are committed to providing a working environment that encourages, and is supportive of, workers with HIV.

<http://www.tht.org.uk>

Victim Support

An independent charity helping people cope with the effects of crime, by providing free and confidential support and information. The organisation supports all victims of crime by providing both emotional and practical support. It is not a counselling service.

www.victimsupport.org.uk

Warwickshire Domestic Violence Support Services (WDVSS)

A voluntary organisation which exists to support those experiencing domestic violence, offering a range of services to meet the needs of those in need of help and support.

www.wdvss.org.uk

Support Services to Victims of Crime – List of Organisations

Warwickshire Race Equality Partnership

The Warwickshire Race Equality Partnership (WREP) is a voluntary sector, charitable organisation that was established in November 2005, following extensive research and consultation to address the racial inequalities and lack of service provision across Warwickshire.

WREP is also a partnership between community organisations and the main public authorities in Warwickshire. Services on offer include Casework, Community Engagement, promoting Good Relations and the provision of Information and Research.

www.wrep.org.uk

Warwickshire Victim and Witness Partnership

Provides a support service for victims and witnesses throughout Warwickshire. Was based in Leamington Spa (disbanded in August 2014) to bring together professionals from a variety of criminal justice organisations to deliver the following to victims and witnesses:

- Notification as soon as someone is charged with an offence.
- Full explanation and guidance about each stage of the justice process.
- Arrangement of visits to the courtroom before a trial takes place.
- A dedicated member of staff to provide guidance and support on anti-social behaviour issues.
- Specialist attention for sensitive cases.

www.warwickshire.pouce.uk/ineedhelporadvice/VIPFolder

Warwickshire Youth Justice

Provides the following:

- acts as appropriate adults for children and young people held at the police station;
- assesses and provides programmes of work for children and young people subject to a final warning;
- provides support for young people on bail;
- finds accommodation for children and young people remanded to the Local Authority;
- prepares reports and other information for courts and criminal proceedings using information from families and schools;
- provides a person who will support and supervise children and young people subject to supervision orders, community rehabilitation orders, community punishment orders, and detention and training orders;
- provides responsible officers in relation to parenting orders, child safety orders, reparation orders and action plan orders;
- implements referral orders;
- offers victims of crime the opportunity to meet the young offender and to relay information to them.

www.warwickshire.gov.uk/youthjustice

Warwickshire Police and Crime Panel

21st November 2014

Reimbursement for Independent Members

Recommendation

That the Warwickshire Police and Crime Panel considers whether it would wish the two co-opted independent members on the Panel to be reimbursed for the contribution they make to the Police and Crime Panel at the rate of £1,000 per annum, subject to officers identifying an appropriate way of doing so.

1.0 Background

- 1.1 The Police Reform and Social Responsibility Act 2011 requires two independent co-opted members to be appointed to the Warwickshire Police and Crime Panel. The independent co-opted members must not be members of local authorities covered by the Warwickshire Police area. In co-opting the two independent members, the Act requires that the Panel must secure that (as far as reasonably practicable) the appointed and co-opted members of the Panel, when taken together, have the skills, knowledge and experience necessary for the Panel to discharge its functions effectively. The term of appointment for independent members is four years. Following a recruitment process, Mr Bob Malloy and Mr Robin Verso were appointed to the Panel on 5th December 2012.
- 1.2 Since its establishment the Government has provided a level of funding for the support of Police and Crime Panels. The funding is not provided as a lump sum; the host authority, Warwickshire County Council, has to reclaim the expenditure based on the actual costs of administration and member expenses through a grant claim process operated by the Home Office. The funding is also provided on an annual (financial year) basis and the Grant Agreement makes it clear that there is no guarantee of continued year on year funding.
- 1.3 Given the financial climate, in 2012/13 when the Panel was established, the Constituent Authorities within Warwickshire decided not to provide any additional funding over and above the level allocated by the Home Office.

- 1.4 At its meeting on 12th March 2013, the Panel agreed that allowances would not be paid to the two co-opted members. Nor would allowances be paid to the local authority members (as they are already in receipt of a member allowance from their own local authority). However, all members are entitled to claim expenses and subsistence for attending Panel meetings and associated activities, which are currently reimbursed at a rate agreed by Warwickshire County Council.
- 1.5 Since the establishment of the Police and Crime Panel, its work has steadily increased with a higher number of formal meetings and the establishment of the Budget Working Group, Planning and Performance Working Group and the Victims' Services Task and Finish Group. Given the commitment of the two co-opted members on the Panel and its Groups, and the recent appointment of one of the co-opted members as the Vice-Chair, the Panel is asked to reconsider its view regarding the reimbursement of those two members. As the co-opted members are independent and not elected members, they are not in receipt of an allowance from a local authority. Acting as an independent member is a considerable time commitment and the Panel is reliant upon them undertaking their role through goodwill.

2.0 Comparative Data

- 2.1 In preparing this report, research was undertaken to identify the approach taken to the issue of reimbursement of co-opted members in the other 42 Police and Crime Panels across the England and Wales. A total of 32 Panel representatives responded, giving a 74% response rate. Of the respondents, 11 (34%) reimburse their co-opted members, with figures ranging from between £582 and £1,900 per annum. The average payment is around £1,000 per annum.
- 2.2 Generally speaking, provided co-optees are not in receipt of allowances from their nominating body, the councils in Warwickshire all pay co-optees who are members of a committee or sub-committee of the Council. The amounts paid range from £221 to £1,153. However, the Police and Crime Panel is not a committee or sub-committee of any of the councils and therefore there is no formal provision for the payment of allowances to the independent members through the Councils' own allowance schemes.

3.0 Options

- 3.1 The Police and Crime Panel is asked to consider whether in principle it would wish the two co-opted independent members on the Panel to be reimbursed for the contribution they make to the Police and Crime Panel, subject to officers identifying an appropriate way of doing so.

Background Papers

Information relating to the reimbursement of members on other Police and Crime Panels.

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**Police and Crime
Commissioner
Warwickshire**

Item 9

Report to the Police and Crime Panel

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

21st November 2014

1) Purpose:

The purpose of this report is to provide members of the Panel with an update on the key activities that have taken place since the panel last met on 26th September 2014.

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

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. This is a specific agenda item (Item 4) and a separate report has been compiled, for consideration by the Panel.

Police Complaints:

The Panel was seeking further information on the management of complaints by Warwickshire Police. A set of PowerPoint slides detailing the further information requested by the Panel has been circulated to the Panel.

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

The Panel sought clarification on the organisations and individuals who contributed to the Police Foundation report. Details of those who contributed to the report have been circulated to the Panel by email. The cost of the report has also been circulated to all Panel members confidentially as it was noted by the Panel that the cost of the report was commercially sensitive.

The Police and Crime Commissioner's response to the criticisms included in the Police Foundation report and how these will be addressed has been circulated previously to the Panel and can also be found at **Appendix A**.

Sale of former Police station on Birmingham Road, Coleshill:

The Panel was seeking further detail regarding the sale of the Former Police Station on Birmingham Road, Coleshill. The Decision Application detailing the requested information has been circulated to all Panel members.

2) Business, Cyber and Rural Crime update:

This is a specific agenda item in line with the Panel's work programme (Item 10). A separate report has been compiled for consideration by the Panel.

3) Victims Commissioning Update:

Following the detailed update I provided in my report to the Panel on 26th September on Victim Commissioning, I am now in a position to inform the Panel that the Surrey, Sussex, Thames Valley (SSTV) PCC -led tendering process also known as the 'framework approach' has formally offered a tender to the organisation Victim Support. Letting this tender to Victim Support will ensure there is a support service in place for victims of crime on 1st April 2015.

Warwickshire OPCC is part of the framework approach, as is West Mercia PCC. Warwickshire OPCC is now in detailed discussion with Victim Support to ensure any needs specific to Warwickshire victims are catered for in the framework approach. Currently Warwickshire Police records approximately 28,000 crimes annually, therefore securing the right support for Warwickshire victims of crime is paramount.

4) Community Remedy Update:

The Community Remedy has been introduced as part of the new Anti-Social Behaviour, Crime and Policing Act 2014. The Police and Crime Commissioner for each local policing area was required to consult with the police, the local authority, voluntary groups and other interested community representatives on what should be included in the remedy. Once the consultation was concluded, the results were taken into account as well as what was appropriate and available in each area. The remedy document was drawn up and approved by the Chief Constable and I. It came into force on the 20th October 2014.

The community remedy is about giving victims a voice. The Anti-Social Behaviour, Crime and Policing Act 2014 will help to put victims at the heart of the criminal justice system. When dealing with low level crime and anti-social behaviour, victims will have a say in how the offender is punished. It allows police in their local areas to deal with low level crime and manage the offenders within the community in consultation with the victim. It's about having a common sense approach to sorting out low level crime and disorder and giving the public confidence that out-of-court disposals are a workable, sometimes more beneficial, alternative to Court. The public should be able to see the offender putting right what they have done wrong, or being asked to participate in an activity that deters them from re-offending.

The police already use a process called community resolution. This enables them to deal with low level criminal damage, low value theft, minor assaults (without injury) and anti-social behaviour out-of-court. To use a community resolution the officer must have enough evidence for a case to be brought to court; the offender admits their guilt and the officer decides the matter would be better dealt within the community after consultation with the victim. The community resolution is the process by which the community remedy is delivered. The list of options on the remedy document which the victim can choose from, informs the decision about how to deal with the offender in the community (known as an out-of-court disposal). The final decision on how to deal with the offender is made by the police; it must improve public confidence in the use of out-of-court disposals and must not breach the individual's human rights.

Out-of-court disposals are monitored by a panel managed through the Local Criminal Justice Board. Victims of crime who have used the community resolution process and chosen options from the community remedy will be asked about their experiences to inform improvements in the process.

What are the options available for victims of crime to choose from?

- An apology from the offender, in person, or a written apology, which is genuine and acceptable to the victim. (You would not be forced to meet the offender face to face if you did not want to). It can be helpful for the offender to apologise to their victim because it makes them face up to the consequences of their actions.
- A third party to bring together both parties to reach a common agreement to resolve a dispute. Where there has been a neighbour dispute it may help both parties to sit down with a third party and try to see the situation from both sides. This can be very effective if both parties are willing to engage but it may not be suitable for everyone.
- A ban from named premises for a specified period of time. It may be that a shop-owner has suffered theft and wants to ban the offender for a period of time.
- An Acceptable Behaviour Contract. An Acceptable Behaviour Contract (sometimes referred to as an Acceptable Behaviour Agreement – ABA) is a written, voluntary agreement between a person who has been involved in anti-social behaviour and one or more local agencies whose role it is to prevent such behaviour. The contract would specify types of behaviour, people or places that should be avoided.
- A reparative activity – putting things right e.g. cleaning, repairing damage etc. A victim of vandalism for example may want the offender to repair damage to their property. Where there is no “physical” victim i.e. the damage is to a community facility, the officer in charge may decide that the offender should carry out some repairs in the community by way of recompense.
- Financial compensation by means of a one-off payment for the damage caused to land or property, or the cost of replacing stolen goods, or a donation to a charity of the victim’s choice. This option would be overseen by the police and in the case of under 18’s it may be that the parents pay the compensation. Compensation may not be appropriate, for example where the victim is covered by insurance, it may however be appropriate that the “compulsory or voluntary excess” insurance payment could be covered by the offender.
- Any other appropriate action the police officer has agreed with the victim and subsequently with the officer’s line manager. The officer in charge will be able to use their professional judgement and in consultation with the victim come up with a range of options that may be appropriate for the offender to participate in. There may be diversionary schemes available in the local area e.g. an alcohol diversionary scheme. This allows for flexibility and innovation when coming to a decision on how the community remedy could be used on a case by case basis.

If an offender has agreed to carry out a series of actions from the community remedy but fails to do so, then the matter can be brought to court. Before a community resolution is put into place the officer in charge must be satisfied that there is enough evidence to bring court proceedings or in the case of anti-social behaviour apply for an injunction (civil court process). Therefore, if the offender does not engage in the community resolution process court proceedings can be instigated.

5) Force Performance:

The meeting will be provided with an up to date performance summary on the date of the panel meeting. I will talk through the performance figures during the meeting and take questions.

6) HMIC Core Business Inspection Report:

A copy of this document has been circulated to all Panel members for consideration. I provided a verbal explanation and my views on the report at the Police and Crime Panel meeting held on 26th September 2014.

In my response to the Home Secretary I welcomed and addressed the key points that were highlighted in the report, however I felt it necessary to express my clear disapproval of the unacceptable short timescales HMIC used in publishing the report. A copy of my letter is attached at **Appendix B**.

7) HMIC Crime Data Integrity Report:

The HMIC Crime Data Integrity report is now due for publication on 17th November 2014 following a delay in publication by Her Majesty's Inspectorate of Constabulary. A copy of the report will be circulated to all Panel members prior to the Police and Crime Panel meeting. I will provide a verbal explanation/assessment and my views on the report at the meeting.

8) Appointment of a new Chief Constable for Warwickshire

I am in the process of inviting applications for the post of Chief Constable of Warwickshire Police following the announcement by the current Chief Constable Andy Parker of his retirement. As part of the recruitment process I have consulted with key strategic partners to ensure that the job specification and application process is focussed on securing the right candidate for the public of Warwickshire.

I am seeking an outstanding leader who will work with the community and partners to deliver an effective, ethical and responsive policing service for the public of Warwickshire. The appointment will be offered for a fixed term of five years, and the successful candidate will work with me to deliver the objectives of my Police and Crime Plan. Key to success will be a strengthening and deepening of the Strategic Alliance with West Mercia Police which the new Chief Constable will lead, together with the Chief Constable of West Mercia Police.

I have set the following timeframe for the appointment process:

- Closing Date for Applications: 12 noon on Monday 24 November
- Shortlisting: Thursday 27 November
- Force Familiarisation Day: Tuesday 2 December
- Selection Process: Monday 8 December and Tuesday 9 December
- Police and Crime Panel Confirmation Hearing: 2pm on Friday 19 December

9) OPCC Staffing:

Ben Twomey, PCC Support Officer, started in post on 6th October 2014, having formerly undertaken a temporary contract for my office in 2013. Ben is on a fixed term 12 month contract and is principally responsible for undertaking briefings for the PCC / DPCC on regional and national issues. He is also tasked with liaising and working closely with the Association of Police and Crime Commissioners to develop best practice and engage in collaborative activity. Ben has recently graduated and has experience of working for the Office of the Police and Crime Commissioner, Ron Hogg, in Durham.

10) Public Scrutiny Meeting:

On 10th November 2014 a Public Scrutiny Meeting took place at Higham Lane School, Nuneaton. Twenty members of the public were in attendance.

During the first part of the meeting members of the public asked questions of the Chief Constable and I. The questions covered topics such as the European arrest warrant, use of mobile phones whilst driving, why was a new Chief Constable being appointed, speeding, nuisance motor cyclists and illegal parking outside schools, PCC attendance at Parish Council meetings, the policing of Mancetter, police recruitment, child sexual exploitation and the opening hours of the Justice Centre in Nuneaton.

The intention was to webcast the meeting but unfortunately the Wi-Fi signal at the location was too weak. The meeting was recorded and an edited version will be posted on the OPCC website for the public to watch.

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; Detective Superintendent Steve Cullen presented a report on the forces response to Domestic Abuse and Sexual Offences and answered questions posed by Dr Wood and myself.

11) Child Sexual Exploitation (CSE):

This is a specific agenda item (Item 3) therefore in addition to the information in this report I will provide the Panel with a verbal update.

Following the Police and Crime Panel meeting held on 26th September I have continued to progress this key area of work. On 1st October 2014 I met with Sue Ross, Warwickshire County Council Head of Safeguarding, to continue our discussions around the development of the Warwickshire Multi Agency Safeguarding Hub (MASH) concept. Within this discussion was very much a focus on vulnerable children and the current emerging national themes around child sexual exploitation, principally as a result of the Rotherham cases. Sue was very supportive of the Multi-Agency Safeguarding Hub concept and developing it with Warwickshire partners. In the first instance it was felt priorities should be focussed towards children and their protection. It has left it for Sue to start initiating work streams and structures, in order to progress the development of the concept. I will keep a close eye on progress in this area.

On 4th November, Chris Lewis, OPCC Policy and Research officer, attended an action plan meeting on my behalf to review the Rotherham report and consider its impact in a Warwickshire context. Developing a problem profile around CSE for Warwickshire is an ongoing process which I am working hard to push forward. I am doing so by working closely with DI Nigel Jones, Warwickshire Police CSE lead and in addition to this I am in the process of funding a stream of work with Barnardos in the context of CSE.

Recognising that the appropriate support services are key for victims of CSE I am engaged in early dialogue around helping to fund NHS commissioned dedicated paediatric forensic examiners to provide services to the Sexual Assault Referral Centre (Blue Sky Centre at George Eliot Hospital, Nuneaton). This is in order to provide the correct forensic recovery and paediatric care service should a child victim of sexual assault present at the centre.

Appendices:

Appendix A – PCC written response to the Police Foundation Report and Terms of Reference of Regional Governance Group

Appendix B – Letter from PCC to the Home Secretary in response to the HMIC Core Business report

5th November 2014

**Response to the Police Foundation Independent Review of
Warwickshire and West Mercia Strategic Alliance
by Warwickshire Police and Crime Commissioner Ron Ball**

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 the Police Foundation and they have not disappointed. The Police Foundation were 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 already triggered work in some areas and added impetus in others and I will outline below the key work that is ongoing at the moment that will significantly benefit the Alliance overall.

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.

As a direct consequence of the report the following work is being progressed:

- Governance in the Alliance has been discussed between both Commissioners and both Chief Constables during Alliance Governance Group meetings. DCC Anthony Bangham is currently reviewing governance structures across the alliance in conjunction with DCC Lewis Benjamin.
- The Audit Committee, together with the Treasurer have been tasked with reviewing a range of issues to ensure value for money is being achieved. The areas to be focussed upon will be selected by the Committee themselves and not dictated by either the Commissioners, or the Chief Officers.
- The Treasurer is undertaking a review to identify potential areas in Enabling Services that may be suitable for outsourcing.
- A review of Information Technology across the Alliance by the Blue Light Foundation has been commissioned and a report proposing a future Alliance IT Strategy will be produced by December 2014 / January 2015.
- A review of Human Resources will be undertaken involving external scrutiny. The terms of reference for this review are currently being finalised.

Appendix A

- The location of Professional Standards Team within the Alliance structure is currently under review and will be discussed further at future Alliance Governance Group meetings.
- The Treasurer has been directed to review the reserve position for both Forces and to adjust the medium term financial plan as a consequence.
- A significant programme of recruitment is underway for both Constables, Police Community Support Officers and Special Constables.
- Regular (2 weekly) PCC, DPCC, Chief Executive meetings now take place between both Offices of Police and Crime Commissioner teams.
- Alliance Strategic boards for Cyber, Rural and Business Crime have been established to improve governance and partnership working in those areas.
- Regional governance is in the process of being improved and is the subject of regular discussion with regional partners. Terms of reference for a Regional Governance Group have been agreed and attached for information.

Finally, as mentioned earlier the issues of merger and single leadership have been discussed at length amongst both PCC's and the two Chief Constables and their Chief Officer teams. It would be fair to say that opinions on the issue do differ, but my stance is absolutely clear. For my term of office Warwickshire will remain a separate Force within the Alliance, with its own Chief Constable, thereby maintaining local democratic accountability for policing and providing strong leadership and responsibility for providing effective policing in Warwickshire.

Meeting:	West Midlands Collaboration Board
Purpose of group:	<ul style="list-style-type: none"> • Secure greater efficiency and effectiveness in the use of public resources • Protect the public from risk and harm • Improve public trust and confidence in policing • Assist in meeting the statutory duties placed on Commissioners and Chief Constables in respect of collaboration
Status	<p>The Board has decision making capacity to the extent provided by the attendance of the Commissioners and Chief Constables or their representatives with appropriate delegated authority to act on their behalf.</p> <p>The Board recognises and respects the primacy of decision making and accountability duties which fall to individual Commissioners, including their duty to publish information.</p> <p>All decisions are subject to the individual organisations' Corporate Governance Frameworks and Financial Regulations</p> <p>Each Police and Crime Commissioner and Chief Constable will continue to develop and implement their Police and Crime Plans reflecting the needs of their respective communities with the work of the West Midlands Collaboration Board contributing to those plans</p>
Frequency:	Quarterly
Chair:	Police and Crime Commissioners on an annual basis
Attendees :	Police and Crime Commissioners, Chief Constables and Chief Executives for Staffordshire, Warwickshire, West Mercia and West Midlands or their representatives
Core terms of reference:	<p>1. Strategic planning, within policing and with other partners:</p> <ul style="list-style-type: none"> • Consideration of strategic opportunities, threats, risks, interdependencies, lessons learnt, legislation and other issues that impact at the regional level, both within and outside of policing. • Agreement of appropriate action necessary as a result of strategic issues or environmental scanning. Exercising national influence on matters of regional importance. • Identification and development of collaborative working proposals, the instigation and consideration of business cases. • Consideration of the legitimacy of collaborative activity with debate and challenge as appropriate.

	<ul style="list-style-type: none">• Working with other partners, with invitations to the Governance Board as appropriate, to ensure that relevant issues within the broader environment are understood and debated and appropriate action is taken. <ol style="list-style-type: none">2. To exercise the requirements of the Police Act 1996 and Police Reform and Social Responsibility Act 2011 in ensuring the ethical, effective and efficient delivery of collaborative policing functions. To include, but not be limited to: -<ul style="list-style-type: none">• Regional Organised Crime Unit (ROCU), including work with the National Crime Agency• Central Motorway Policing Group (CMPG)• Other regional partnerships with non-policing partners e.g. NHS, Public Health, criminal justice agencies, local enterprise partnerships, etc.• Regional / local delivery arrangements for the National Police Air Service (NPAS)• Regional procurement arrangements and national frameworks• Common approaches and consistency of activities that influence the above3. Exercise the powers and duties of Chief Constables and Commissioners in respect of any relevant collaboration agreements.4. To plan and prepare, together or in support of national arrangements to meet the requirements of Strategic Policing Requirement, including consideration of the impact of national policing requirements5. Commissioners and/or Chief Constables will agree a rolling annual work plan through the commissioning of reports to fulfill the terms of reference.6. To commission specific pieces of work or arrange events that aid regional working arrangements e.g. reviews, presentations from partners, forums.7. To agree external communications regarding regional collaborations, within policing and with other partners
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<p>Input to meeting - as required:</p>	<ul style="list-style-type: none"> • Reports and briefings on counter-terrorism matters • Strategic Policing Requirement • Proposals / Business Cases • Environmental Scanning report • Reviews • HMIC reports • Audit reports (by exception) • Collaboration Risk Register • Performance monitoring reports • Financial monitoring reports • Presentations (including from partners)
<p>Linked meetings:</p>	<ul style="list-style-type: none"> • NPAS Board • National Criminal Justice Council • Regional SARC Board • Regional Public Healthcare Board • Joint Counter Terrorism Oversight Group • National Policing Counter Terrorism Board • NCA Board
<p>Meeting support:</p>	<p>Dates, agendas, minutes, action records – West Midlands OPCC</p>



2 October 2014

Warwickshire Office of the PCC
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Warwick
CV34 4SP

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

Ron Ball
Police and Crime Commissioner
Tel: 01926 412322
E-mail: OPCC@warwickshire.gov.uk

Dear Theresa

Response to HMIC report on Core Business: an inspection of crime prevention, police attendance and the use of police time

I look upon HMIC reports as a potentially valuable tool in helping me in my role of holding the Chief Constable to account. In the case of this report, the unacceptably short timescale I had to review the report and the lurid headlines it generated, meant that I had to devote a great deal of time and effort to dealing with the media storm the report generated.

Far from assisting me, the net result was to unfairly undermine local confidence in our police. With sufficient notice I could have pointed out that – for instance – Warwickshire’s reductions in domestic burglary are more than twice those of our nearest competitor amongst our Most Similar Forces and that Warwickshire are one of only eight Forces who are deemed to perform well on domestic abuse. It can be argued – and I would argue this quite strongly – that the Chief Constable is deploying his limited resources intelligently and achieving the best outcomes for the citizens of Warwickshire.

On a general point, I do not think HMIC can take what I would consider to be a naïve view that you are not responsible for how the media deals with your reports. Given the continuous inspection regime you now preside over, and given the nature of the media we have, you have the potential to seriously undermine public confidence in policing and headline grabbing press releases accompanying your reports are extremely unhelpful.

We need to work together. To be effective I need to be able to trust the integrity of your reports (which I do), and to use them as a basis for robust discussions with my Chief Constable. As you will see from the rest of my response to the report, I accept that it has highlighted areas where improvements can be made. That would have been the case without the barrage of negative publicity which forced me into a position of attacking the report itself. That is not a position I want to adopt with HMIC reports, but I don’t feel, in this instance, that you left me any choice.

We both have the same objective – ensuring that people in England and Wales get the most effective and efficient policing from ever diminishing resources. In order to do that we do need to work together.

Rt Hon Theresa May, MP
Home Secretary

I do not want to devote large amounts of time responding to misleading stories generated by a media who we all know will only superficially scan your reports and focus on your Press Releases. I would urge you to adopt an objective approach when placing your reports in the public domain. Headlines should be reflective and balanced, not attention seeking and unhelpful.

Having said all that, I welcome and note the HMIC's report into Warwickshire Police's approach to crime prevention, police attendance and the use of police time. The report acknowledges that there is some very effective work taking place in Warwickshire in the areas inspected.

The HMIC report also makes some clear specific recommendations for Warwickshire Police which have been considered in detail by the relevant business area lead in the Force. A Force level action plan has been developed, which will be overseen by the Assistant Chief Constable for Local Policing, to ensure that the improvement activity required to address the specific recommendations made, takes place.

I would make the following comments on the three areas covered by the inspection.

Preventing crime

The report makes reference to the lack of an overarching Crime Prevention Strategy. A draft Force Crime Prevention Strategy has now been completed and is being consulted upon at the present time.

This strategy will be supported by local policing area delivery plans, which will include local tasking and have a strong emphasis on delivery and outcomes. Activity against these plans will be driven by the local area tasking and co-ordinating group and shared learning in this area will take place through the Force Local Policing Directorate Management Group.

Crime prevention is delivered in partnership and we have a very good record in Warwickshire Police of working effectively with statutory and voluntary sectors to reduce crime and provide public reassurance.

All Warwickshire Officers can offer basic crime prevention advice, but we must in my view maximise the use of the 50,000 neighbourhood watch members in the county, volunteers, the County Council, District and Borough Councils, together with the public, to raise awareness in this area. The government also has an important role to play in ensuring that key crime prevention messages are embedded throughout society.

Rt Hon Theresa May, MP
Home Secretary

The report makes reference to the need to provide more detailed intelligence and information for operational staff. Fully staffed Local Harm Reduction Teams including Crime Prevention Design Advisors provide support to each Local Policing Area team (LPA). In addition, three Problem Orientated Policing Co-ordinators provide support to each LPA to address local issues and priorities. These staff together with force analytical resources produce analytical and intelligence products to assist with the effective deployment of police resources to prevent crime.

Force daily tasking processes provide credible evidence that on a daily basis officers and staff are being deployed with a view to preventing crime, be it targeted patrolling or other key preventative tasks.

The report refers to a lack of formal crime prevention training.

Crime prevention is very much embedded into Warwickshire Police's initial response to victims of crime and anti-social behaviour. Action plans and case management plans are used to combat crime series and high risk incidents. Supervisors and managers provide scrutiny in this area to ensure that a high quality of service is delivered. Even so in the light of this report the availability and benefits of suitable crime prevention training to relevant staff will be reviewed by the Force Harm Reduction Manager and this action is contained in the action plan referred to earlier.

Crime recording and attendance

Warwickshire Police exists to protect the public from harm, which means death, injury, loss and distress. The Force achieves this by managing the risk associated with these harms. It works in partnership to deliver crime prevention as outlined and it focuses on the highest harm causers and concentrates its resources in areas of the county suffering the highest harm, in my view this represents an intelligent use of police resources.

In Warwickshire the criminal is pursued and not necessarily the crime. Catching criminals is the most effective way of reducing crime.

Physical attendance at crime scenes is objectively assessed taking into account threat, risk and harm and an objective view of the solvability of the crime and the vulnerability of the victim.

On this basis we do not send officers to every crime scene, but the Force does investigate every crime reported.

As the inspection highlighted the crime scenes of certain categories of crime are always attended e.g. sexual offences, domestic abuse and anti-social behaviour.

Rt Hon Theresa May, MP
Home Secretary

When the report was released a particular media focus was the fact that the Force attends 39% of all crime scenes, this being the lowest in the country, this slant completely overshadowed all of the good work that the Force does on a daily basis and it has no doubt adversely impacted on public confidence in Warwickshire Police, which is of a great concern to me. My earlier comments regarding the publication of HMIC reports outline my concerns on this point.

The day the report was released I publicly defended the Force approach and I support the Chief Constable's view on this, as I have outlined above.

Many of the findings in the report in this area and 'Freeing up time' have been addressed by the introduction of an electronic crime recording system within Warwickshire Police, which has standardised the processes for deployment to incidents and the initial investigation of crime.

Other issues raised under this section have been incorporated into the Force action plan.

Freeing up time

The Force, in alliance with West Mercia, is just about to embark upon the next significant change programme called StraDA in order to deliver the budget reduction required by the comprehensive spending review two. Central to this programme is a six month project which has already commenced which is being led by a senior police officer to comprehensively understand every demand that is placed upon both Forces within our alliance. Once established this work will lead to further restructuring of both Forces to make them both even more effective and efficient by wisely deploying all of the available resources to address demand in all of its guises.

Yours sincerely

A handwritten signature in black ink that reads "Ron Ball". The signature is written in a cursive, slightly slanted style.

Ron Ball
Police and Crime Commissioner



Update report on Rural, Business and Cybercrime 21st November 2014

Overview:

Both Police and Crime Commissioners (PCCs) across the Alliance have made tackling rural, cyber and business crime a priority. As a result the two police forces have developed and adopted a Rural Crime Strategy and a Business Crime Strategy and are in the process of developing a Cyber Crime Strategy. The PCC's have allocated £1.5 million per annum to develop projects to address all three crime types.

Purpose of the strategies:

The purpose of the Rural Crime Strategy is to reduce the harm caused by rural crime with a focus on community engagement and effective targeting of those who cause harm.

The purpose of the Business Crime Strategy is to reduce the harm caused by business crime with a focus on partnership working and effective targeting of those who cause harm.

Delivery plans and groups:

To ensure delivery on the ground local partnership delivery plans are being developed to address each crime type. Some projects are cross cutting addressing more than one crime type and/ or will be implemented in more than one territorial policing area. In Warwickshire the PCC made the decision to hold multi agency delivery groups. The groups will meet quarterly to look at the current status, gaps in delivery and potential projects to address the gaps for each crime type both in Warwickshire and across the Alliance and will monitor the delivery of approved projects.

A wide range of engaged partners, new partners and stakeholders were identified and invited to attend the delivery groups or speak to the Office of the Police and Crime Commissioner (OPCC) representative prior to the meeting to develop projects based on need.

Rural and Business crime:

The delivery groups for rural and business crime met in October, for attendees please see **Appendix A**. Following the meetings all parties were invited to submit applications for project proposals which were evaluated by the OPCC and successful projects have been presented to the rural and business crime board for approval and financial support. The board have requested additional information and will be feeding back comments directly to the relevant OPCC's. It is anticipated the first round of awards for rural and business crime will be made by the end of November 2014 and then quarterly at the board meetings. The next board meeting is scheduled for January 20th 2015, for board members please see **Appendix B**.

Cybercrime:

The threat from cybercrime is clear and is gaining clarity by the day; it is self-evident that a response to cyber-dependent/enabled crime is required at national, regional and local levels. There is no clear set definition of cybercrime, however largely, it is a means of using the internet and technology to commit criminal offences. Warwickshire Police's definition of a cybercrime suggests that "An offence should be flagged as cyber-enabled where the reporting officer believes that on the balance of probability, the offence was committed, in full or in part, through a computer, computer network or other computer enabled device."

The National adopted definition of cybercrime as of 7th October 2014 is:

1. Cyber Dependent crimes, where a digital system is the target as well as the means of attack. These include attacks on computer systems to disrupt IT infrastructure, and stealing data over a network using malware (the purpose of the data theft is usually to commit further crime).
2. Cyber Enabled Crimes. 'Existing' crimes that have been transformed in scale or form by their use of the Internet. The growth of the Internet has allowed these crimes to be carried out on an industrial scale.
3. The use of the Internet to facilitate drug dealing, people smuggling and many other 'traditional' crime types.

The Police and Crime Commissioners for both Warwickshire and West Mercia Police have identified cybercrime as a key priority for 2014/15. PCCs have made funds available to contribute to developing the required infrastructure, technical capabilities and skills at all levels during the coming Alliance change programme, all of which, will contribute to building a local response to this emerging threat.

The key threats outlined in the National Cyber Strategic Assessment are:

- The large-scale harvesting of personal and business data to commit fraud offences against individuals and organisations;
- The targeted compromise of networked systems to modify, delete or steal data to gain competitive advantage, undermine user confidence, inflict reputational damage, or to gain control of infrastructure;
- The sustained denial of access to networked systems and services.

The Serious Crime Bill is currently en route through its parliamentary journey. The Bill makes a number of changes to the Computer Misuse Act 1990, in particular to ensure that sentences for attacks on computer systems fully reflect the damage they cause. The amendments:

a) Create a new offence of unauthorised acts in relation to a computer that result, either directly or indirectly, in serious damage to the economy, the environment, national security or human welfare, or creates a significant risk of such damage. The offence will carry a maximum sentence of life imprisonment for cyber-attacks which result in loss of life, serious illness or injury or serious damage to national security and 14 years' imprisonment for cyber-attacks causing, or creating a significant risk of, severe economic or environmental damage or social disruption.

b) Extend section 3A (making, supplying, or obtaining articles for use in offences under sections 1 or 3) of the 1990 Act to include an offence of 'obtain for use' to cover the event of tools being obtained for personal use to commit offences under section 1 (unauthorised

access to computer material), section 3 (unauthorised acts with intent to impair, or with recklessness as to impairing operation of a computer, etc.), or the new offence above.

c) Extend the existing extra territorial jurisdiction provisions in section 4 of the 1990 Act to provide a legal basis to prosecute a UK national who commits any 1990 Act offence whilst physically outside the UK, where the offence has no link to the UK other than the offender's nationality.

In essence the volume of cybercrime is being pushed ever higher by these crimes and by crime groups utilising the cybercrime as a service to enable traditional crime types. The PCCs in Warwickshire and in West Mercia recognise that there needs to be a co-ordinated approach to counter this trend with everyone showing greater awareness and taking action to step up their own on-line security.

Approach:

The detail of the capabilities required by Law Enforcement is still at a formative stage, but what is clear is that this emerging challenge requires more than a broad policing approach, it is an issue which is critical to all public services and as such it is vital that activity in relation to tackling cybercrime is coordinated and delivered in a managed approach. To enable a coordinated approach to this complex area of crime the Cybercrime Partnership Board has been established and is responsible for supporting the strategic direction of the Warwickshire Strategic Cyber Design Authority. For membership of the Cybercrime Strategic Governance Group please refer to **Appendix C**.

Key to the success of tackling cybercrime is around sending a clear message to the public and to businesses around prevention. To achieve such a goal 4 clear objectives have been set, also referred to as the 4 P's.

Objectives:

1. Pursue - Using the agreed cybercrime definition develop an integrated intelligence picture collaborating with local police forces and the fullest range of appropriate local partners possible to produce a shared picture of the threat.
2. Prevent - Develop a preventative programme including education and communication in relation to cybercrime.
3. Protect - Develop a preventative programme based on information sharing across public and private sector organisations, schools, and other institutions.
4. Prepare - Develop and spread organisational knowledge, skills and capacity/capability and build on good practice to do this in order to address cybercrime effectively.

Deliverables:

- Prevention initiatives to enable individuals to keep themselves safe from cybercrime.
- Education initiatives promulgated through the Warwickshire education authority.
- Local businesses to have an increased awareness of the threats they face and to be encouraged to protect their knowledge and information.
- Establishment of links with local University Departments specialising in Cybercrime with a view to developing preventative strategies.

- A cybercrime communication strategy.
- Strong interconnectivity with established police cyber fora.

In addition to the work generated and undertaken by the Cybercrime Partnership Board, to enable these Objectives and Deliverables to be achieved, as per rural and business crime, the OPCC is welcoming applications for project proposals which are evaluated by the Office and successful applications financially funded.

A full report on cybercrime detailing the work undertaken by the OPCC and by the Cybercrime Strategic Governance Group will be presented at the Police and Crime Panel meeting on 24th April 2015.

Appendices:

Appendix A – Rural and business crime attendees

Appendix B – Rural and business crime board members

Appendix C - Cybercrime Strategic Governance Group Members

Rural and Business Crime Attendees

Organisation- Rural crime delivery group Invitees	First Name	Surname
Warwickshire OPCC	Ron	Ball
Warwickshire OPCC	Eric	Wood
Warwickshire OPCC	Cheryl	Bridges
Warwickshire Police Force	Mike	Slemensek
Warwickshire Police Force	Mike	Naughton
Wildlife crime trainer	Crag	Fellows
NFU Mutal	Alison	Cox
National Farmers Union	Luke	Ryder
North Warwickshire CSP	Robert	Beggs
South Warks CSP	Karin	Stanley
Rugby CSP	Keith	Newell
Warwickshire County Council	Martyn	Stephens
Horse Watch	Carol	Cotterill
Warwickshire Police Force	Brendan	McGovern
Countryside Alliance	Sarah	Rutherford
National Game Keepers organisation	Liam	Bell
Observatory	Thomas	Kane
Country Land & Business Association	Caroline	Bedell
Neighbourhood Watch	Chris	Cade
Warwickshire Police Force	Mark	English
Warwickshire Police Force	Ian	King
Warwickshire Wildlife Trust	Michael	Bunney
Fire and Rescue	Roland	Bailey
Warwickshire Police Force- volunteer co-ordinator	Sue	Taylor
Warwickshire Police Force- Media	Helen	Blake
Warwickshire Police Force- Insp South LPA	Adrian	Davies
Warwickshire Police Force- SGT North LPA	Samantha	Watkins
Stratford District Council	Lucy	Lambert

Organisation Business Crime Delivery Group Invitees	First Name	Surname
Warwickshire OPCC	Ron	Ball
Warwickshire OPCC	Eric	Wood
Warwickshire OPCC	Debbie	Mullis
Warwickshire Police Force	Mike	Slemensek (Chief Inspector)
Warwickshire Police Force	Mike	Naughton (Chief Inspector)

Warwickshire Federation of Small Businesses	Jeff	Hunt
Warwickshire Chamber of Commerce	Angela	Tallin
	Louise	Bennett
Leamington Business Improvement District	Stephanie	Kerr
Warwick Chamber of Trade	Sue	Butcher
Town Centre Manager Leamington		General Invite
Town Centre Manager Kenilworth		General Invite
Rugby Business Improvement District	Aftab	Gaffar
Nuneaton and Bedworth Town Centre's Partnership	Lorraine	Allen
Hams Hall Estate	Jill	Lees
Tachbrook Park Estate	Robert	Simmonds
The Hub, Bayton Road	Toni	Wooldridge
Warwickshire Observatory	Thomas	Kane
North Warwickshire CSP	Robert	Beggs
South Warwickshire CSP	Karin	Stanley
South Warwickshire CSP	Pete	Cutts
Rugby CSP	Keith	Newell
Nuneaton and Bedworth CSP	Rachel	Jackson
Warwickshire Police Force	Mark	English
Warwickshire Police Force	Ian	King
Local Enterprise Partnership		General Invite
Stratford Business Forum / Leamington Business Forum	Jonathan	Smith
Stratford Business Improvement District	Karen	Wild
Warwickshire County Council	Paul	Hooper
Warwickshire Retail Crime Initiative	Derek	Bradley
Warwickshire Retail Crime Initiative	Michael	Cornes
Warwickshire Police Force	Brendan	McGovern

Rural and business crime board members

Organisation	First Name	Surname
Warwickshire OPCC- Co- Chair	Ron	Ball
Warwickshire OPCC	Eric	Wood
Warwickshire OPCC	Neil	Hewison
West Mercia OPCC- Co- Chair	Bill	Longmore
West Mercia OPCC	Barry	Sheldon
West Mercia OPCC	Andy	Champness
Joint WM&W OPCC- Finance officer	Rob	Phillips
Warwickshire Police Force- Ch. Supt	Martin	McNevin
West Mercia Police Force- Ch. Supt	Nick	Mason
National Farmers Union	Sarah	Falkner
Country Landowners association	Caroline	Bedell
West Mercia Federation of Small businesses	Angela	Fich
West Mercia Chamber of commerce	Mike	Ashton
Warwickshire Federation of Small businesses	Jeff	Hunt
Warwickshire Chamber of commerce	Angela	Tallin
	Louise	Bennett
NFU Mutal	Clive	Harris
Warwickshire CSP rep	Karin	Stanley
West Mercia CSP rep	Cllr Patricia	Morgan
Warwickshire and West Mercia Police Force	Neil	Jamieson
West Midlands Regulatory Service Board	Janet	Faulkner

Administration		
Warwickshire OPCC	Cheryl	Bridges
Warwickshire OPCC	Debbie	Mullis
West Mercia OPCC	Jackie	Irvin

Cybercrime Strategic Governance Group Members

Organisation	First Name	Surname
Warwickshire OPCC	Dr Eric	Wood
Warwickshire Police - Chair	T/DCC Lewis	Benjamin
Warwickshire Police	DCI Sean	Paley
West Mercia OPCC	Barrie	Sheldon
Information Assurance for Small and Medium Enterprises	Dr Emma	Philpott
Senior Lecturer in Computing and Knowledge Transfer Fellow in Information Security, University of Worcester	Richard	Henson
Strategy Development Officer, Worcestershire County Council	James	Wheeliker
Head of Localities and Community Safety, WCC	Phil	Evans
Group Manager, Community Safety and Substance misuse, WCC	Paul	Hooper
Group Manager, Trading Standards, WCC	Janet	Faulkner
Vice Chair, Federation of Small Businesses and Community Safety ambassador, Warwick Town	Karen	Rayner

Warwickshire Police and Crime Panel

21st November 2014

Work Programme 2014/15

Recommendations

That the Warwickshire Police and Crime Panel:

- 1) Agrees the updated Work Programme for 2014/15;
- 2) Reviews the update on recommendations and actions previously requested by the Panel;
- 3) Notes the arrangements for the Confirmation Hearing on 19th December 2014; and
- 4) Notes the meeting dates and arrangements for 2015/16.

1.0 Work Programme

- 1.1 The Work Programme is a live document which will be updated following each meeting. Items may also be deferred or added to the Work Programme as considered necessary and agreed by the Chair of the Panel. A copy of the updated document is attached at **Appendix A**.
- 1.2 The Panel is asked to consider the Work Programme and the inclusion of additional areas of scrutiny activity or review.

2.0 Recommendations and Actions Plan

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

3.0 Attendance at Conferences

- 3.1 There was representation from Councillor Gillian Roache and Robin Verso at the Frontline Consultancy's annual Police and Crime Panel conference, which was held in Nottingham on 17th October 2014.
- 3.2 The Local Government Association has scheduled a networking event for Police and Crime Panels on 13th November 2014. An invitation was extended to the Panel members and Councillor Dennis Harvey and Robin Verso will be in attendance.

4.0 Confirmation Hearing

- 4.1 An extraordinary meeting to undertake a Confirmation Hearing for the appointment of a Chief Constable for Warwickshire Constabulary has been scheduled for 19th December 2014, commencing 2.00 p.m. at Shire Hall, Warwick.
- 4.2 All Panel members are expected to attend a pre-meeting which has been arranged for 12.30 p.m. prior to the Confirmation Hearing.

5.0 Dates of Future Meetings

- 5.1 Future meetings of the Police and Crime Panel have been scheduled for the following dates:
- 3rd February 2015 – Shire Hall, Warwick
 - 24th April – Town Hall, Nuneaton and Bedworth Borough Council
 - 26th June – Rugby Town Hall
 - 18th September – Council House, Atherstone, North Warwickshire
 - 20th November – Elizabeth House, Stratford-upon-Avon
 - 3rd February 2016 – Shire Hall, Warwick
 - 22nd April – Town Hall, Nuneaton and Bedworth Borough Council

Appendices:

Appendix A – Work Programme 2014/15

Appendix B – Recommendations and Actions Plan 2014/15

Background Papers:

None.

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

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

Item	Report detail	Date of last report	Date of next report
Police and Crime Plan 2013-17 / Updates from the PCC	<p>To hold the PCC to account for the delivery of the Police and Crime Plan and to:</p> <ul style="list-style-type: none"> • Review progress updates in the implementation of the Police and Crime Plan. • Review performance measures against objectives and scrutinise any areas of underperformance. • Consider the recent work of the PCC, including any activities / decisions taken since the last meeting of the Panel and engagement with national and regional policing initiatives (and how the PCC's national work is of benefit to Warwickshire and local priorities) • Review the Plan and determine matters for in-depth scrutiny; how and when. • To include actions taken to address the areas raised in the Police Foundation report. (Neil Hewison) 	N/a	*Standing item to every meeting.
Complaints	The Panel to consider any complaints made personally against the PCC or the DPCC, taking into account the Complaints Protocol. (Verbal update)	N/a	*Standing item to every meeting
Report of the Budget Working Group	The Panel has delegated quarterly budget monitoring to the Budget Working Group, which will report its findings and minutes to each relevant PCP meeting. Next report due 26 th September (Georgina Atkinson)	26 th September 2014	* Following each BWG meeting – 21 st November
Report of the Planning & Performance Working Group	The Panel has delegated scrutiny of the PCC's Police and Crime Plan Delivery Plan and Force Performance to the Working Group, in order to identify key topics/issues to be presented at future meetings of the Panel. The Working Group will report its findings to each relevant PCP meeting, with suggestions about agenda items for subsequent Panel meetings. (Georgina Atkinson)	N/a	*Following each PPWG meeting – 21 st November 2014

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

Item	Report detail	Date of last report	Date of next report
Child Sexual Exploitation (CSE)	To receive a verbal update from the PCC regarding how he is addressing the threat of CSE in Warwickshire, partnership working arrangements with the County Council regarding vulnerable children and the role of the Police in tackling and investigating CSE. (Ron Ball)	Verbal update at 26 th September 2014	21 st November 2014
Reimbursement to Independent Members	To consider the principle of reimbursing the independent members for their role on the Police and Crime Panel. (Georgina Atkinson)	N/a	21 st November 2014
Cyber, Rural and Business Crime	The Panel to receive an update report on the PCC's progress in these three priority areas. (Neil Hewison)	20 th June 2014	21 st November 2014
Domestic Abuse and Sexual Violence	To consider the detail and delivery plan regarding the HMIC six recommendations regarding Domestic Abuse and how the PCC will address the low conversion rate for persons arrested for domestic abuse and rape being subsequently prosecuted by the Crown Prosecution Service. Report to also include information on how officers are trained to deal with rape incidents and what confidence and support they provide to the victims to progress the prosecution process. (Steve Cullen)	N/a	21 st November 2014
Victims' Services Task and Finish Group	To receive the final report and recommendations of the Task and Finish Group. (Cllr Morson / Georgina Atkinson)	N/a	21 st November 2014
Budget Precept 2014/15	This is a statutory role for the Panel in approving precept and needs to be supported by information to help the Panel understand how the budget is put together and its development, what assumptions are used and changes from previous years. (Dave Clarke)	3 rd February 2014	3 rd February 2015

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

Item	Report detail	Date of last report	Date of next report
Election of Chair/Vice Chair	The Panel to elect a Chair and Vice-Chair for the 2015/16 Municipal Year. (Georgina Atkinson)	20 th June 2014	26 th June 2015
Police and Crime Panel Annual Report 2014/15	To consider and comment on the Panel's Annual Report for 2014/15. (Georgina Atkinson)	20 th June 2014	26 th June 2015
PCC Annual Report 2015	The Panel to review the PCC Annual Report and provide a written response (to be published on the web site). (Neil Hewison)	18 th July 2014	26 th June 2015 - TBC
Feedback from Statutory Bodies	<p>Feedback to be gathered from the statutory bodies (Chairs of CSPs, Third Sector, CAVA, Police, Criminal Justice, etc.), to enable the Panel to understand the impact and role of the PCC, focusing on the following:</p> <ul style="list-style-type: none"> • Changes as a result of the Commissioner's actions. • Whether there is a clear understanding about what the body needs to do to help achieve the outcomes in the Police and Crime Plan. 	N/a	Discuss at Planning & Performance WG
Criminal Justice Bodies	To enable the Panel to understand how the PCC works with criminal justice bodies to make arrangements for efficient transaction of criminal justice policy and the PCC's role and progress in leading on Restorative Justice. (Neil Hewison) Does the Panel wish to canvass the Criminal Justice Bodies to assess this?	N/a	Discuss at Planning & Performance WG

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

Item	Report detail	Date of last report	Date of next report
Strategic Policing Requirement	<p>The Panel to consider:</p> <ul style="list-style-type: none"> Information about the SPR and budget. How the SPR affects the services delivered in Warwickshire, including the resources committed to meet the SPR. Outcome of the HMIC inspection (due 2014). 	N/a	TBC – 2015/16 Work Programme
Joint Property Vehicle Policy	To consider the Full Business Case for the Joint Property Vehicle (Dave Clarke / Richard Elkin)	18 th July 2014	To be circulated by email, once available.

Briefing Notes

Item	Briefing Note detail	Date requested	Date scheduled / circulated
Rural and Business Crime	To receive statistical information / data regarding rural and business crime.	18 th March 2014	29 th April 2014
Budget Briefing	<p>Informal briefing be provided for Panel members regarding the formation of the policing budget, which will also pick up on the previous requests/points raised by the Budget Working Group:</p> <ul style="list-style-type: none"> Detailed breakdown of the Alliance Savings Plans 	3 rd February 2014	<p>To be scheduled every November.</p> <p>21st November at 10am</p>

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

	<ul style="list-style-type: none"> • Capital Programme management and monitoring procedures • Clarification on the Police and Crime Commissioner's thoughts on the Capital Programme and how he challenged and monitored the Programme. (Dave Clarke) 		
Road Traffic Collisions	Information and data regarding Road Traffic Collisions involving cyclists, and extenuating factors, particularly in light of the 25% increase in KSIs and how this will be addressed. (Neil Hewison)	18 th July 2014	6 th October 2014
Police Complaints	Request information on the police complaints system, with data on volume and outcomes of complaints. (Neil Hewison)	18 th July 2014	29 th October 2014
Response to the Police Foundation Review of the Alliance	Request a report outlining the Commissioner's response to the report.	26 th September 2014	6 th October 2014

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

Date raised by the Panel	Recommendation / Action	Lead Member / Officer	Panel Update	Progress Notes
20 th June 2014	The Chair referred to the Panel's previous decision to invite Neighbourhood Watch representatives to Panel meetings and it was agreed that every effort be made to encourage attendance for future meetings.	Georgina Atkinson	18 th July 2014	COMPLETED – an email was sent to the Chair of NW on 23 rd March 2014 with details of future meetings, the public QT and encouragement to attend in future.
20 th June 2014	The increase in cycle collisions may indicate a need for increased education of road users. Members requested that more detail be provided on the nature of the collisions e.g. was it happening on particular roads or in particular environments.	Georgina Atkinson to liaise with Road Safety Team	18 th July 2014	COMPLETED Briefing note from WCC Road Safety Team circulated 16 th September.
20 th June 2014	The Panel requested a list of the CSAs so that they could be sure they had the name of their local CSA.	Cheryl Bridges	18 th July 2014	COMPLETED – list of CSAs and contact details circulated to the Panel, 24 th June.
20 th June 2014	Blueprint Model – it was agreed that the report be recirculated with the four work streams listed as these appear to be missing from the text on page 5, along with a chart of the governance arrangements.	Neil Hewison	18 th July 2014	COMPELTED – The workstreams are yet to be allocated; there is a senior leaders workshop this week to allocate programmes and projects under these five workstream leads. A definition about the subject titles within each element of the PAG workstream was circulated to the Panel on 24 th June 2014.

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

20 th June 2014	It was agreed that the Medium Term Financial Plan and position on reserves be put to the next meeting of the Budget Working Group to look at in more detail. Dave Clarke advised that he would include the risk assessment he undertook each year. It was agreed that the Panel look at this again at its meeting in July.	Georgina Atkinson / Dave Clarke	18 th July 2014	Agreed that Working Group will meet in August – awaiting date proposals from Dave Clarke, will be picked up in the action below.
20 th June 2014	The Panel agreed to delegate quarterly budget monitoring to the Budget Working Group.	Georgina Atkinson / Dave Clarke	18 th July 2014	COMPLETED – Meetings to be arranged for early August (Q1), early November (Q2), early February (Q3) and early May (Q4).
20 th June 2014	That future meetings are webcast, subject to monitor of the effectiveness of their operation.	Georgina Atkinson to liaise with Comms team	18 th July 2014	COMPLETED – first webcast meeting, 18 th July 2014.
18 th July 2014	Recommendations to the Police and Crime Commissioner, in respect of the draft Annual Report 2014: 1) That the 'Warwickshire Police Performance' section include greater detail regarding performance and crime statistics; and 2) That the 'End of Year Finance Report 2013/14' section provides greater clarity to avoid the misinterpretation of year-on-year budget comparisons.	Neil Hewison	26 th September 2014	COMPLETED 1) The End of Year performance report will be included as an appendix to the Annual Report. 2) This section now has greater clarity and information.

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

Road Traffic Collisions	Information and data regarding Road Traffic Collisions involving cyclists, and extenuating factors, particularly in light of the 25% increase in KSIs and how this will be addressed.	Neil Hewison	21 st November 2014	COMPLETED Circulated as a Briefing Note to the Panel – 6 th October 2014
Police Complaints	Request information on the police complaints system, with data on volume and outcomes of complaints.	Neil Hewison	21 st November 2014	COMPLETED – briefing note circulated 29 th October 2014.
Police Foundation Report	Request clarification on which individuals / organisations contributed to the Police Foundation report, and the cost of the report.	Eric Wood	21 st November 2014	COMPLETED – information circulated to the Panel by email, 11 th November 2014
Former Police Station, Coleshill	Request for further detail regarding the sale of the former Police Station on Birmingham Road, Coleshill.	Rebecca Parsons	21 st November 2014	COMPLETED Decision Notice circulated – 6 th October 2014
Independent Custody Visiting	Invitation to Police and Crime Panel members to attend custody suites with the ICVs.	Caroline Ryder	21 st November 2014	Members who have expressed an interest will be contacted by Caroline Ryder to arrange a visit.