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OPCC PERFORMANCE SCRUTINY

WARWICKSHIRE POLICE

Q3 - December 2019/20

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PERFORMANCE SCRUTINY

INTRODUCTION

The purpose of this report is to formally scrutinise Warwickshire Police's performance during Q3 of 2019/20 and in doing so allow informed discussion between the Warwickshire Police and Crime Commissioner (PCC) and the Chief Constable (CC) at their forthcoming 'Performance Accountability Meeting' (PAM) performance meeting on Tuesday 28th January 2020. This aim is coherent with the PCC's statutory responsibilities to: -

- Hold the Chief Constable to account for the performance of the force.
- Secure an effective and efficient police service for Warwickshire.

It is also consistent with monitoring the progress made by the force in support of the four key priorities of the PCCs 'Police and Crime Plan 2016 - 2021' namely: -

- I. Putting Victims and Survivors First.
- II. Protecting People from Harm.
- III. Preventing and Reducing Crime.
- IV. Ensuring an Effective and Efficient Police Service

The report has been prepared primarily through scrutiny of the performance data provided in the following reports: -

- App A - HMICFRS Both Sides of the Coin Summary - January 2020.
- App B - Warwickshire Police Performance Summary - December 2019.
- App C - Warwickshire Police Performance Dashboard - 21/01/2020.
- App D - Warwickshire Police Public Contact Balance Scorecard - December 2019.
- App E - Warwickshire Police 101 Report - November.
- App F - Warwickshire Police Criminal Justice Performance - November 2019
- App G - OPCC Scrutiny Master Questions

Not all aspects of performance are commented upon, only those areas of particular interest and note.

HMICFRS

- **IPA 2019.**

The grades determined for Warwickshire Police by HMICFRS following their Integrated PEEL Assessment (IPA) 2019 are noted: -

- | | | |
|-----------------|---|----------------------|
| ▪ Effectiveness | - | Good |
| ▪ Legitimacy | - | Good |
| ▪ Efficiency | - | Requires Improvement |

The report makes clear the very difficult circumstances the force has been placed into over the past year given the situation with the termination of the alliance with West Mercia Police. It should be noted that the report is based on the visit that the inspectors made back in March 2019 and so their concerns reflect their assessment of the force’s position at that time.

HMICFRS also identified a cause for concerns with the way the force investigates crime, with capacity and capability issues meaning that some crimes take too long to bring to an outcome. The OPCC has conducted work to examine the underlying issues and the PCC has previously raised his concerns with the CC on this matter.

It has been recognised by both the PCC and CC that this cause of concern is an area that is in need of swift remedial action. A robust governance process has therefore been put in place to manage the required improvements and a monthly ‘Investigative Standards and Outcomes’ (ISO) meeting has been established to address the identified issues. This meeting is in turn governed by the Warwickshire Assurance Board chaired by the Deputy Chief Constable. The OPCC are represented at both of these meetings.

- **Both Sides of the Coin.**

On the 10th January 2020 HMICFRS published their Both Sides of the Coin report that examined the police and National Crime Agency’s response to vulnerable people in ‘county lines’ drug offending. Whilst there are no recommendations or areas for improvement for Warwickshire Police in the report, there are a number of issues identified that are relevant to police forces.

A summary of the Both Sides of the Coin report has been prepared that captures the key issues and the CC’s professional judgement is sought on the effectiveness of Warwickshire Police’s position in respect of addressing county lines criminality and vulnerability.

PUTTING VICTIMS AND SURVIVORS FIRST

- **Confidence in Police.**

The previously high level of public confidence in Warwickshire Police has declined, as the below table illustrates: -

	December 2018	March 2019	June 2019
%	80	79	73
MSG POSITION	1	2	7
NATIONAL POSITION	6	10	27

It is probable that both national events and the termination of the alliance have had an adverse effect on public confidence in Warwickshire Police. The latest data from the Crime Survey for England, who conduct the survey, is due in the next couple of weeks and this is awaited with interest.

- **Victim Satisfaction.**

The December 2019 figure of 75% of victims being 'satisfied' with their whole experience represents a stable position, given that rates have plateaued during 2019/20. Likewise, the figure of 20% of victims being 'dissatisfied' with their experience also represents a relatively stable position.

This level of performance should however be considered in context with the force's ambition for 90% of victims to be satisfied with the overall service provided and it is also considerable below the high point of 86% that was achieved in September 2017. This issue of victim satisfaction rates has been raised on a number of occasions at previous PCC / CC performance meetings.

The more detailed data obtained from the intranet 'Performance Dashboard' illustrates that the follow-up element continues to be a weakness in the process, particularly in respect of vehicle crime and violent crime. It is not clear as to whether the cause is omission, a process issue, or some other factor. There is nonetheless a strong correlation between the follow up element and the overall satisfaction rates, which detract from the strong performance seen in some of the other areas of the victim satisfaction metrics.

User Satisfaction - Rolling 3 months					
	Burglary	Vehicle Crime	Violent Crime	All (Standard Survey)	Hate
Ease of Contact	96.8%	92.3%	91.4%	93.0%	94.2%
Actions	85.5%	65.6%	73.6%	74.0%	78.2%
Follow Up	72.7%	47.7%	62.8%	61.2%	72.5%
Treatment	94.4%	91.6%	90.4%	91.8%	89.4%
Whole Experience	85.9%	73.2%	75.2%	77.2%	82.5%

The ISO has initiated work to address this issue, conducted through the Task and Finish Group that has been established to drive activity. The Service Improvement Team (SIT) continue to dip sample investigations and provide analysis on the findings, together with tracking the actions of the ISO. Through this process, supervisory input into crime investigations has been identified as a significant factor in delivering improvement, along with rectifying issues associated with inconsistent data input into Athena by investigating officers.

In addition, it is proposed by Analysis and Service Improvement (A&SI) that the survey method for victim satisfaction be amended once the transition of A&SI from the alliance in April 2020 is achieved. This survey will have a greater emphasis on measuring victim satisfaction against the requirements of the Victims Code and by association the PCC's Victims Charter.

Also, a Public Priorities Survey is due to be conducted in February 2020, as a joint enterprise between the OPCC and Warwickshire Police, which will also provide information on public expectations in respect of victim care that will serve to inform the continuing debate on service provision and performance management.

The OPCC are engaged in these proposed developments and the anticipated improvements in achieving over the medium term greater levels of victim satisfaction across volume crime, domestic abuse and hate crime are awaited with interest.

- **Domestic Abuse (DA)**

The December 2019 figure of 84% of domestic abuse victims being satisfied with the whole experience is stable when compared to the previous two months, as is the 94% of victims who would recommend contacting the police to others in a similar situation. Once again, the follow up element is the enduring weakness in the process at 65%.

- **Hate Crime Victim Satisfaction.**

The December 2019 figures for Hate Crime victim satisfaction levels of 72% satisfied and 20% dissatisfied are stable. Whilst it is recognised that the size of the Hate Crime survey sample is relatively small and therefore subject to wide fluctuations, the current position represents a disappointing position given the nature of hate crime / incident.

It has been suggested by the Harm Hub that the limited legislation and police powers in relation to the recording of hate incidents may be a contributory factor to the relatively low levels of overall hate victim satisfaction. Further more detailed analysis of the data would be welcome to better understand the issues and causes.

- **Repeat Victims.**

The December 2019 figure of 718 (28%) of victims being repeat victims is the highest level recorded in terms of both volume and percentage during the last two years. Whilst season variations have previously been cited as a factor, this volume represent a 17% increase on that experienced in December 2018. In addition, there has been an increase in the volume and percentage of repeat victims subject to six or more offences in the last twelve months, with four individuals who have reported 20+ offences in the last twelve months.

- **Domestic Abuse Repeat Victims.**

The December 2019 figure of 233 (40%) of DA victims being repeat victims of DA is also the highest level recorded during the last two years, albeit the inconsistent application of Athena keywords may be a contributory factor. In addition, there has been an increase in the number and proportion of repeat victims with 6-9 DA offences in the last twelve months, with one individual subject to 20+ DA offences in the last twelve months.

In previous performance summaries there has been commentary regarding *'repeat victim reports being available to track high risk repeat victims to ensure all necessary safeguarding procedures are in place'*. Also, reference made to the co-location of Victim Support in the Harm Hub supported by Integrated Victim Management Coordinators to identify and support the most vulnerable people in the community should enable improved and greater protection from harm. From the performance data it would appear that these arrangement are not achieving the desired effect.

Given the critical importance of protecting the vulnerable and safeguarding repeat victims, the topic of victim management, services and satisfaction is to be explored as a PAM deep-dive topic during Q4. In the meantime any reassurance that can be provided by the CC in this regard would be welcome.

PROTECTING PEOPLE FROM HARM

The following categories remain within their control limits and are therefore not commented upon: -

- **Hate Crime** - Significant reduction in December 2019.
- **Other Sexual Offences** - No Exceptional Volumes (NEV).
- **Domestic Abuse** - NEV.
- **Road Traffic Casualties** - NEV.
- **Missing Persons**

The December 2019 figure of 112 missing person reports is significantly below the monthly average of 169 reports. This represents a declining trend from those levels experienced during 2016 to 2018. This is a positive development given the high level of vulnerability and risk associated with missing persons and pays testament to the work of the Missing Person Teams in driving this improvement.

- **Rape**

The December 2019 levels of Rape offences are shown to be within the control limits for Warwickshire. Of concern however is the data for north Warwickshire that are above the upper control limit and are considered to be exceptional. It is noted that from previous years data that there does not appear to be seasonal spike during the month of December. The Performance Summary comments that a sign of improvement would be for wider opportunities for a victims to report offences.

The CC's professional judgement is sought on whether this increased level of reporting of Rape offences is a positive development or not.

- **Child at Risk**

The December 2019 level of Child at Risk (CAR) incidents remain within the control limits for the county and has declined from the spike experienced in September 2019, with reductions seen across both the north and south of the county. It was noted in the Q2 OPCC scrutiny report that the levels in south Warwickshire exceed the upper control limit and that there appeared to be a disparity between the north and south of the county in the number of cases recorded, which are identified through the application of an Athena keyword. The December 2019 Performance Summary report does not provide a breakdown of CAR cases for both policing areas and as such it is not clear if this phenomena it still prevalent. This situation will be monitored by the OPCC going forward.

- **Child Sexual Exploitation**

The December 2019 level of 10 CSE offences is significantly below the monthly average of 24 offences and represents a positive position. This situation will be monitored by the OPCC going forward.

- **Serious & Organised Crime (SOC)**

The twelve arrest and three convictions for SOC is positive. It is however recognised that due to the complexity of SOC investigation that a true picture of performance in this area of policing is not adequately portrayed in the Performance Summary.

It is proposed that SOC performance is selected as a topic for a PAM deep-dive in Q1 of 2020/21.

PREVENT & REDUCE CRIME

- **Rural Crime** - No Exceptional Volumes (NEV).
- **Cyber- crime** - NEV.
- **Total Recorded Crime (TRC)**

The Warwickshire Police Performance Dashboard at 21/01/2020 shows a -0.4% YTD reduction in TRC and is below projections. This is a positive position, particularly in the context of the 'Police and Crime Plan 2016 - 2021' key objective to Prevent and Reduce Crime and HMICFRS grading of 'Good' following their Crime Data Integrity inspection of Warwickshire Police in 2019.

The 'Performance Summary' provides a table of performance measured against annual projections. It is note that only two offences, namely Rape (+38.7) and Violence without Injury (12%), are rated as red. It is understood that changes to Home Office Crime Recording Standards are a contributory factor to the increase levels of Violence without Injury reports, together with an increase in malicious communications offences.

The situation with the increase in reported Rape offences is less clear and, as aforementioned, the CC's judgement is sought on this issue.

- **TRC Outcomes.**

The April 2019 to December 2019 figure of 7.9% for Action Taken for TRC is noted and represents a declining position when compared to the same period in 2018 of 9.4%.

Following the OPCC review of Outcomes and the publication of the associated report in May 2019, the force accepted the recommendations made and an improved ISO was established to drive activity to improve this position. The HMICFRS subsequent cause for concern in respect of the effectiveness of investigations, which was issued to the force later in the year following the PEEL 2019/20 inspection, has provided additional focus for the work of this group. The issue and causes of fluctuating Outcome 15 and Outcome 165 rates are also examined at this meeting.

It is proposed that this topic of Investigations and Outcomes is selected for a PAM deep-dive at the next meeting in February, given the complexity of this subject matter and the time needed to explore the issues and activity that has been undertaken and the progress that has been made to date.

- **DA Outcomes.**

The April 2019 to December 2019 figure of 11% of DA cases that resulted in Action Taken is noted and represents a stable position when compared to the same period in 2018 of 11.8%.

The Q2 rate for Outcome 16 for DA offences has stabilised at circa 60% and marks a notable reduction when compared to the highest level of 77% experienced in March 2018. A similar position exists for Outcome 15 that has stabilised at circa 22%, albeit that this figure is considerably higher when compared to its lowest level of just 9% experienced in March 2018.

The issue and causes of fluctuating Outcome 16 and Outcome 15 rates for DA are also examined at the ISO meeting.

- **Violence with Injury.**

The December 2019 levels remain within the control limits for the county, however exceptional volumes were experienced in south Warwickshire above the upper control limit, driven by an increase in ABH and GBH offences.

The reasons for this increase is not clear and an explanation is sought as to the possible causes, including the arrangements for policing the night time economy over the festive period.

- **Robbery.**

Concern was expressed during Q2 regarding the increase in Personal Robbery offences. Although the volumes are comparatively small for this serious high harm crime, the force experienced a +24% increase in 2017/18 on the previous year and a further +9.6% YTD increase in robbery. On closer examination of the YTD data this comprised of a +28.2% increase in the north of the county, countered by a -21.6% reduction in the south of the county.

The reason for this disparity in performance was not clear and as such D.Supt. Baker consequently inquired into this issue and commissioned an intelligence product into the north Warwickshire offences and the mechanism of tasking officers.

Although the December 2019 levels show an increase of robbery offences above the monthly average (48 / 36) It is pleasing to note that the Warwickshire Police Performance Dashboard at 21/01/2020 now shows a -7.2 YTD reduction for the county, comprising of a -21% decrease in south Warwickshire and a -0.9% decrease in south Warwickshire 21/10/2019'.

This improvement in performance is worthy of note and the force are to be congratulated on their achievements in addressing this serious crime type.

- **Residential Burglary.**

The Warwickshire Police Performance Dashboard at 21/01/2020 shows a -20.3% YTD reduction achieved in Burglary Residential offences. This represents a very positive position.

- **Business Crime.**

The December 2019 levels of Business Crime remain within the control limits. There is concern however regarding the increase in crime levels when compared to December 2018 (634 / 414). The comments regarding an increased focus by the Information management Unit (IMU) on scrutinising the application of Athena keywords is noted and this situation will be monitored by the OPCC going forward as a new and accurate baseline is established.

- **Cyber Crime.**

Since the introduction of Athena with the application of the 'on-line crime' keyword, the data in respect of the category of Cyber-Crime has been inconsistent and unreliable. The September 2019 data shows a decrease in cyber related crime that is now below the upper control limit. It is not clear if this represents improved reporting or a real increase in the number offences.

The latest data received from Action Fraud, which although is not always cyber related, is within the control limits and provides some reassurance that the increases seen in the use of the cyber-crime keyword in an improvement in recording processes and practices rather than an increase in such cyber-crime offences.

The position will continue to be monitored by the OPCC whilst in effect a new base line is being established.

- **Anti-Social Behaviour.**

The Warwickshire Police Performance Dashboard at 21/01/2020 shows a -25.3% YTD reduction in Anti-Social Behaviour incidents. This is a very positive position and the force should be congratulated on this achievement.

EFFECTIVE & EFFICIENT POLICE SERVICE

- **Intelligence Reports.**

This issue of the excessive number of intelligence reports awaiting processing by the Intelligence Processing Unit (IPU) has been previously raised by the OPCC. It is of note that the performance has significantly improved to stable business as usual (BAU) levels. This is a very positive position and the force should be congratulated on this achievement.

- **Complaints.**

The November and December 2019 figure of all complaints being recorded within the statutory 10 day timeframe is a positive development. Performance will be monitored by the OPCC during the force's transition to the new statutory Police Complaint Regulations, commencing on the 1st February 2020.

- **Call Handling - Emergency Calls.**

The latest 'Warwickshire Police Public Contact Balance Scorecard' for December 2019 shows a figure of 91.3% of 999 calls answered within the 10 second target time and 91% YTD. This is a positive position.

- **Call Handling 101 Calls.**

This issue of 101 performance has previously been raised by the PCC and as such this topic is to be subject to a deep-dive at the PAM on the 28th January 2020. Therefore it is not discussed further in this report, other than to note that 101 performance has recently improved significantly following much work conducted by the managers in the OPCC in an attempt to improve the position through an increase in resources and changes to working practices.

- **Sickness.**

The December 2019 figure for police officer sickness (5.29%) illustrates a relatively stable position, particularly given the impact of seasonal sickness, and is significantly below that seen at the same stage in 2018 (7.10%). The increase in establishment of the addition 'new and fresh' police officers in training has undoubtedly contributed to this improved position.

The figures for police staff shows a stable position with sickness levels increasing (4.83%) when compared to the previous month (4.80%) and will be monitored by the OPCC. This figure compares to the level of 4.61% seen at the same stage in 2018.

CRIMINAL JUSTICE

The content of the Criminal Justice (CJ) Performance Data for November 2019 is noted. Of continuing concern are the following four issues: -

I. Charge to NFA Ratio.

Warwickshire Police have now moved to a position of 42st nationally. This was preceded by positions of 31 / 25 / 41 respectively in the preceding three months and the force has consistently remained mid to bottom table since January 2016.

A total of 130 individuals were considered for a charging decision in December of which 46 were subject to No Further Action (NFA). This position would appear to result in an ineffective use of both officers and CPS time and would suggest that in such cases a charging decision is needlessly / prematurely sought where there is insufficient evidence available to charge, or that the quality of the evidence presented is inadequate for CPS to pursue the case. This view is supported in CJ Performance Data which comments, *‘Warwickshire need to consider if too many cases are being passed to CPS for charging advise that are not ready for CPS Lawyer review, Action Plans are not fully completed’*.

This matter of Charge / NFA has previously been raised by the PCC with the CC and it is suggested that this topic is explored in greater depth at the proposed PAM deep-dive into Investigations and Outcomes during Q4 2020/21.

II. Case File Quality.

The November 2019 figure of 24% of files submitted being erroneous is unsatisfactory, particularly when 30% of the files failed to meet National File Standards and 9% failed to comply with Victim / Witness requirements.

It is envisaged that this performance issue will be progressed through ISO meeting. .

III. Released Under Investigation (RUI).

The November 2019 figure for the numbers of suspects subject to RUI at 915 is the highest recorded this calendar year and continues to grow alarmingly.

rt Area	09 May 19	30 Jun 19	1 Aug 19	1 Sep 19	1 Oct 19	1 Nov 19	1 Dec 19	1 Jan 20
Nuneaton	513	481	525	543	569	538	544	542
Leamington	215	228	256	280	297	306	331	373
Total	728	709	781	823	866	844	875	915

OFFICIAL

It is understood that the 'Service Improvement Team' were actively seeking to address this matter in order to identify those cases where it purely a technical Athena issue in closing the record and those that are legitimately still under RUI and the reasons why.

Progress in this regard will be monitored ahead of HMICFRS national thematic inspection of RUI, where Warwickshire have been selected for inspection in Q4 of 2019/20.

In the meantime, in order to provide some reassurance the CC's professional judgement is sought on whether this level of RUI is acceptable. If not what action is proposed to address the situation.

COMMENTS

It's requested that the Chief Constable provides his professional judgement to the Police and Crime Commissioner regarding the key challenges with force performance over the short to medium term, together with the action proposed to address causes for concern, particularly in respect of the highlighted issues of: -

1. HMICFRS – Both Sides of the Coin

A summary of the Both Sides of the Coin report has been prepared that captures the key issues and the CC's professional judgement is sought on the effectiveness of Warwickshire Police's position in respect of addressing county lines criminality and vulnerability.

2. Victim satisfaction

Given the critical importance of protecting the vulnerable and safeguarding repeat victims, the topic of victim management, services and satisfaction is to be explored as a PAM deep-dive topic during Q4. In the meantime any reassurance that can be provided by the CC in this regard would be welcome.

3. Rape Offences

The CC's professional judgement is sought on whether this increased level of reporting of Rape offences is a positive development or not.

4. Serious and Organised Crime (SOC)

It is proposed that SOC performance is selected as a topic for a PAM deep-dive in Q1 of 2020/21.

5. Investigations and Outcomes

It is proposed that this topic of Investigations and Outcomes is selected for a PAM deep-dive at the next meeting in February, given the complexity of this subject matter and the time needed to explore the issues and activity that has been undertaken and the progress that has been made to date

6. Charge / NFA Ratio

This matter of Charge / NFA has previously been raised by the PCC with the CC and it is suggested that this topic is explored in greater depth at the proposed PAM deep-dive into Investigations and Outcomes during Q4 2020/21.

7. Released under Investigation (RUI)

In order to provide some reassurance the CC's professional judgement is sought on whether this level of RUI is acceptable. If not what action is proposed to address the situation.

David Patterson.

Development and Policy Lead - Performance

Warwickshire Office of the Police and Crime Commissioner (OPCC)