



Warwickshire
POLICE



West Mercia
POLICE

Alliance Strategic Assessment 2016/17

Protective Marking	Not protectively marked
Version	V19 final (not protectively marked)
Purpose	To provide Chief Officers and the OPCCs with an annual appraisal of the medium term threats, risks and harms facing Warwickshire Police and West Mercia Police.
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Date	14/01/2016

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Section 1: Introduction

The Strategic Assessment gives an overview of the current and medium term issues affecting, or likely to affect, Warwickshire Police and West Mercia Police. It will be used to make recommendations for prevention, intelligence, enforcement and reassurance priorities, and future policing strategy. This assessment is designed to be current and relevant. Information collation and analysis in support of this document will be ongoing. The content of this document is based on research and analysis of a wide range of internal and external information sources. These sources are referenced throughout as necessary.

Alliance Vision, Values and Code of Ethics



A strategic alliance has been formed between Warwickshire Police and West Mercia Police in order to enable both forces to meet the challenge of reducing policing budgets. Following the decision to align in 2012 the Alliance now operates as a single organisation for virtually everything up to, and including, the rank of Assistant Chief Constable. By working more closely together the forces benefit from greater operational and organisational resilience. To facilitate joint working the forces have developed a new shared vision and set of values. These provide a unified purpose for the

two organisations and a clear direction to our workforce and our stakeholders on how the forces will operate.

'Our vision and values form the basis of the alliance's organisational culture - a set of shared attitudes, goals, practices and aspirations'

Vision

Protecting people from harm

Values

We will:

- Take pride in our professionalism and standards of behaviour
- Listen and engage
- Use professional judgement and be courageous in making decisions
- Seek out better ways of working
- Lead with confidence and do the right thing
- Work in partnership to provide the best service we can

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One of the key issues facing the Alliance is the number of priorities to be dealt with to protect people from harm. In order to keep the Strategic Assessment focused on threat, harm and risk, it will focus on those areas that are considered a risk from an intelligence, performance or reputational perspective (either public or national via HMIC). This does not suggest however that areas not included in the assessment are not important, merely that the alliance has made progress in addressing them and they remain 'business as usual'. A number of these themes are referred to in the monthly (and quarterly) performance summary produced by Strategic Service Improvement (SSI) and highlighted in the Performance Management Group quarterly meetings.

The Strategic Alliance has enabled the delivery of effective high quality and value for money specialist protective and enabling services working in both force areas. It enables frontline services to be protected by creating economies of scale, streamlining processes and reducing the cost of services which support operational staff and officers. This joint working has allowed each force to reduce the impact of significant budget reductions on operational policing, benefiting the communities of both force areas by providing greater resilience as well as combined skills, experience and culture.

Code of Ethics

Under the integrity theme of the new culture the Alliance has adopted the new Code of Ethics¹. Work has developed on the integrity element of the culture programme to enable both forces to align with the National Police Chiefs' Council (NPCC) and College of Policing (CoP) initiatives.

The Code of Ethics covers:

Accountability	Integrity	Openness
Honesty	Objectivity	Selflessness
Fairness	Leadership	Respect

A series of workshops have taken place which has seen officers, staff and volunteers briefed by managers and supervisors about the vision, values and behaviours that colleagues agree reflect the values that will ultimately give the Forces' their shared culture

¹ http://www.college.police.uk/What-we-do/Ethics/Documents/Code_of_Ethics.pdf

Strategic Policing Requirement²

The Strategic Policing Requirement (SPR) sets out the national threats that require a coordinated and aggregated response. These threats are worked on locally and collaboratively with other police forces, partners and national agencies to ensure the threats in the SPR are tackled effectively and sets out what the police need to achieve.

Police and Crime Commissioners (PCC's) are required to have regard to the SPR when issuing or varying their Police and Crime Plans and review these in light of any changes made to the SPR by the Home Secretary. Chief Constables must also have regard to both when exercising their functions; PCC's will hold them to account for doing so. The implementation of the SPR is the responsibility of both the Chief Constable and PCC.

The national threats identified in the March 2015 SPR are:

- Terrorism (Tier One risk);
- Serious and Organised Crime;
- A national cyber security incident (Tier One risk);
- Threats to public order or public safety that cannot be tackled by one force alone;
- Civil emergencies requiring an aggregated response; and
- Child sexual abuse.

PCCs and Chief Constables must be satisfied that they:

- Understand their respective roles in preparing for and tackling these shared threats, risks and harms;
- Agree where appropriate, in agreement with other forces and/or partners, the contribution that is expected of them; and
- Have the capacity to meet the expectation, taking properly into account the remit and contribution of other bodies (particularly national agencies) with responsibilities in the areas set out in the SPR.

In order to achieve these outcomes we will need to be capable of:

- Identifying and understanding threats (including emerging ones), risks and harms and ensuring a proportionate and effective response;
- Conduct complex investigations that require specialist resources, including capability to do this across force boundaries;
- Conduct digital investigations including capability to do this across force boundaries and with national agencies;
- Gather, assess and (where appropriate) report intelligence including capability to do this across force boundaries and with national agencies;
- Respond to critical incidents, emergencies and other high impact threats;
- Provide trained and competent Command and Control of major operations, including the coordination of joint multi-agency responses to emergencies;

² <https://www.gov.uk/government/publications/strategic-policing-requirement>

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- Provide covert tactics, witnesses and resources;
- Provide armed support, where necessary, to an operation through the use of firearms and less lethal weapons; and
- Provide police support to major events.

The UK threat level from international terrorism has been raised to SEVERE. This means an attack is highly likely. Threats around ISIL in Iraq and Syria are likely to present an increased threat to national security. As a result there is likely to be an increase in extremism and an impact on community tensions which may fuel public protest and disorder as well as being used for political gain. There may be a resourcing issue for Districts and Local Authorities regarding the Prevent and Community Cohesion agenda at a time when the Force and Local Authorities are experiencing significant reductions to budgets.

The main public order threat will continue to be from the English Defence League, particularly around CSE and the 'Islamification' of Britain. Legacy issues around CSE may increase this threat as the number of victims and perpetrators increase.

Office of the Police and Crime Commissioner (OPCC)

The OPCC sets the strategic direction for the Chief Constable and the force through the objectives contained in the Police and Crime Plan.

In response to the findings of the Strategic Assessment a *Control Strategy* is produced which provides senior managers within the alliance with a decision-making framework for focusing activity and resource allocation when faced with competing demands. This sets out the alliance priorities in tackling each crime in terms of *Prevent, Prepare, Protect* and *Pursue* (the four 'P's').

The West Mercia Police and Crime Plan³ and the Warwickshire Police and Crime Plan⁴ cover the period 2013-2017. Both PCCs have set out their objectives for each police force as follows:

Warwickshire	West Mercia
Reduce crime and disorder	Ensure an efficient and effective police service is delivered
Protect communities from harm	Reduce crime and disorder
Deliver an efficient and effective police force	Protect communities from harm
Empower local communities to prevent crime and disorder	Provide a strong and powerful voice for the people and victims of crime
Meet the requirements of the Strategic Policing Requirement	

To underpin the objectives contained in the Police and Crime Plan the OPCCs have set the objective of reducing overall crime. The OPCCs hold the Chief Constables to account for delivery against this objective. To ensure this objective is achieved ongoing

³ <https://www.westmercia.police.uk/article/4026/Police-And-Crime-Plan-2013-17>

⁴ <http://www.warwickshire-pcc.gov.uk/wp-content/uploads/2014/10/CSA-PCP-for-SWPB-1.pdf>

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performance is monitored and readily available, however the measurement of performance is going through transition as it moves away from performance against specific targets.

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Community Safety Partnerships

The 1998 Crime and Disorder Act established partnerships between statutory bodies, the voluntary sector, local residents and businesses. Known as Community Safety Partnerships (CSPs), these groups are working to reduce crime and disorder across the alliance area by:

- Establishing the levels of crime and disorder problems in their areas;
- Consulting widely with local residents to make sure that the partnerships' perceptions match that of local people, and;
- Devising strategies containing measures to tackle priority problems

CSPs must send a copy of their community safety agreement to the PCC for their relevant police area. There are currently four CSPs in Warwickshire, and there are five CSPs within the West Mercia area. These are the current identified partnership priorities:

Emerging themes:

Cross Cutting Themes for Warwickshire: Alcohol and Drugs (focusing on related violent crime and ASB), Cyber Crime, Business Crime

Emerging for Warwickshire: Burglary Other, Shoplifting, Hate Crime, Rural Crime

Emerging for Herefordshire: Cyber Crime, Rural Crime

Warwickshire CSP Priorities (& County level interests)

South Warwickshire	North Warwickshire	Nuneaton and Bedworth	Rugby	Warwickshire County
Reduce reoffending	Reduce reoffending	Reduce reoffending	Reduce reoffending	Reduce reoffending
ASB	ASB	ASB	ASB (focusing on personal ash)	ASB
Violent crime	Violent crime	Violent crime	Violent crime	Violent crime
Theft from Vehicles	Domestic Burglary	Serious Acquisitive Crime	Domestic Burglary	Domestic Burglary
Drugs and Alcohol	Theft from Vehicles	Drugs and Alcohol	Road safety	Vehicle crime (Focusing on theft from vehicle offences)
	Drugs and Alcohol	Metal Theft		
	Burglary 'Other'	Cyber Crime		

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West Mercia CSP Priorities

Shropshire	Herefordshire	South Worcestershire	North Worcestershire	Telford & Wrekin
Reduce reoffending	Reduce reoffending	Reduce reoffending	Reduce reoffending	Reduce reoffending
ASB	ASB (including cold calling)	ASB	ASB	ASB (including environmental crime, nuisance and personal ASB)
Hate crime	Hate crime	Hate crime	Hate crime	Hate crime
Domestic abuse	Domestic abuse	Domestic abuse	Domestic abuse	Domestic abuse
Arson	Alcohol and substance misuse (including alcohol related assaults)	Maintain low crime levels	Maintain low crime levels	Reduce overall crime (including violent assaults, serious acquisitive crime, robbery, sexual exploitation of women and girls)
Alcohol and Substance Misuse	Community Cohesion	Alcohol and substance misuse	Alcohol and substance misuse	Alcohol and substance misuse
	Public confidence	Community Cohesion	Community Cohesion	Community Cohesion
		Violence and Abuse (Focusing on Violence Against Person, alcohol related violence)	Violence and Abuse (Focusing on Violence Against Person, alcohol related violence)	Vehicle crime
		Business crime	Business crime	Business crime
		Rural Crime	Rural Crime	Burglary
		Burglary and Home Security	Burglary and Home Security	Vehicle and other fires
		Harm Reduction (incorporating Safeguarding, Preventing Violent Extremism)	Harm Reduction (incorporating Safeguarding, Preventing Violent Extremism)	Road safety

OPCC elections 2016

The elections for the OPCC will be held on 5th May 2016. The current Police and Crime Commissioners from Warwickshire and West Mercia, Ron Ball and Bill Longmore, have said they will not seek re-election at this time.

There may be implications for the Alliance as a consequence of the democratic process; for example the Labour Party have announced that they are adopting a change of tone on police cuts and will no longer campaign for the abolition of the OPCC structure.⁵

- Both OPCCs will change – there may be different teams in both OPCC offices.
- There may be a much stronger political party affiliation with new OPCCs. The relative success of independent candidates in the first elections may not be repeated⁶. The OPCCs may be subject to political ‘whipping’ over some aspects of policing.

⁵ <http://www.theguardian.com/politics/2015/sep/29/andy-burnham-outline-labours-change-tone-police-cuts>

⁶ <https://policinginsight.com/news/preparing-for-pcc-elections-in-may-2016/>

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- The dynamics of the tripartite relationship may change. There may be 'possible changes in strategic direction.'⁷

⁷ G Stoneman, paper to OPCC/Cos, 30 Sept 2015

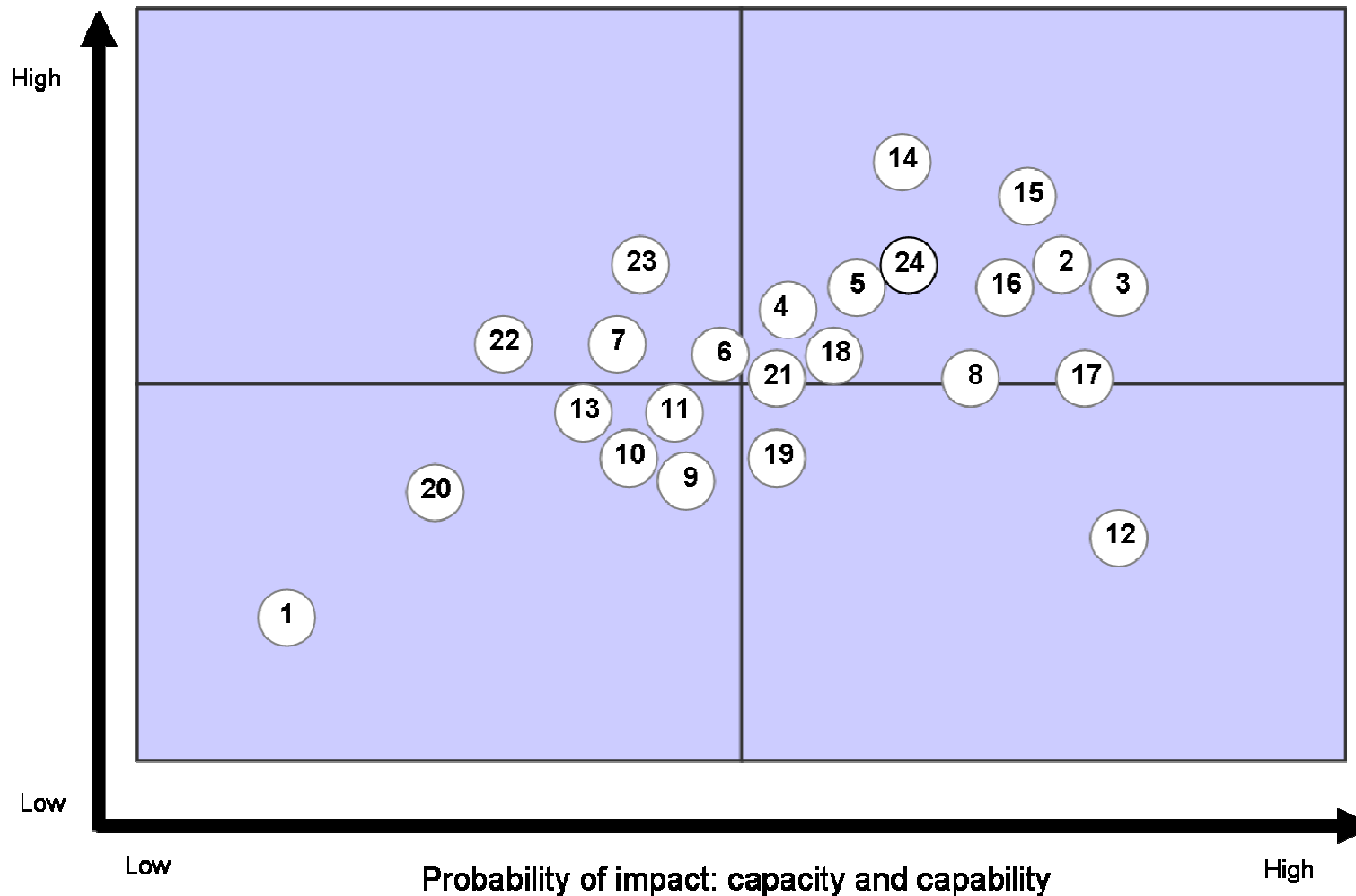
Section 2: Assessment summary

Based on the information contained within this document the following is a professional judgement of the probability of impact on the Alliances' capacity and capability by the current and medium term issues affecting, or likely to affect, Warwickshire Police and West Mercia Police.

Legend:

- 1. CSP
- 2. Cyber
- 3. CSE
- 4. OCG
- 5. Rape/sexual assault
- 6. Domestic Abuse
- 7. Killed/seriously injured
- 8. Modern slavery and human trafficking
- 9. FGM
- 10. FNO
- 11. Pipeline incursion
- 12. Performance/demand management
- 13. Risk
- 14. StraDA/Change programme
- 15. Environmental scanning/combined authorities
- 16. Health and Wellbeing
- 17. Mental health demand
- 18. HMIC
- 19. OPCC elections
- 20. Community engagement E&D
- 21. Under reported Hate Crime
- 22. Special Constabulary
- 23. PSD
- 24. Radicalisation

Demand/pressure to change



Recommendations

CSPs

- Continue to develop closer working with the Alliance CSPs, develop a common methodology for describing priorities (MoRiLE) and ensure they are, as far as possible, congruent with the Alliance priorities.
- Aim to create an Alliance CSP strategic assessment and OPCCs to consider how best to use commissioning framework to guide the CSPs to the desired outcomes and through greater sharing of data.

Control Strategy

Cyber Crime

Situation Report

- The Implications of Economic Cybercrime for Policing, a research paper published by City of London Corporation.
- NPCC received NCA document Force based Cyber Units incorporating advice for senior managers in establishing Force Cyber Crime Units which underpins Alliance build.

Recommendations are in place with regard to prevent, prepare, protect and pursue within the Alliance and linking up with key stakeholders/partners.

Emerging Trends

- Sextortion – a form of sexual exploitation where blackmail can be used to extort money from victims.
- International cyber crime groups.

CSE

Situation Report – findings from CSE Alliance Assessment, August 2015

- CSE Alliance Assessment published in August 2015 highlighted key themes and emerging trends with regard to victims, offenders and locations.

Recommendations are in place with regard to prevent, prepare, protect and pursue across the Alliance, linking up with partners and support regional/national action plans.

OCG

Within the Alliance, Organised Crime Groups are managed per national protocols.

Rape and sexual assault

Situation report

- The Alliance Sexual Assault Delivery Plan records and manages Alliance-wide actions at both a strategic and tactical level for rape and sexual assault. In addition, the Strategic Sexual Assault Group meets on a quarterly basis to work together to provide an efficient and effective, multi agency response to serious sexual assault within Warwickshire and West Mercia. It operates in an open and transparent

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manner, facilitating internal and external challenge and scrutiny to create a culture of continuous improvement.

Domestic abuse

Situation Report

- The Domestic Abuse Serial Perpetrator process is developing methods for identifying and managing serial perpetrators.
- A new pathway has been adopted for Domestic Abuse to ensure that all risk is identified effectively and opportunities are progressed efficiently.

Killed and seriously injured RTCs

Situation report

- In West Mercia, the areas showing the highest increase in the number of persons killed or seriously injured, compared to October last year are, Hereford and North Worcester.
- North Worcester has recorded noticeable increases on: Tuesday, Friday and Sunday.
- Hereford shows a noticeable increase between 15:00 and 19:00 particularly on rural roads subject to a 60 mph speed restriction.
- Only Saturday and Sunday show a reduction in the number of collisions when compared to the same period in 2014.

The top six causation factors across both force areas are:

1. Loss of control
2. Fail to look properly
3. Poor turn or manoeuvre
4. Failed to judge other person's path or speed
5. Careless / Reckless / In a hurry
6. Travelling too fast for the conditions

Recommendations

Ongoing support for the work of the Alliance Safer Roads Partnership.

Emerging trends

Modern Slavery and Human Trafficking

Consider making Modern Slavery and Human Trafficking an Alliance priority.

- Support the Warwickshire Police and West Mercia Police Modern Slavery Operational Guidance and Delivery Plan

Operational requirements change:

- Modern Slavery and Human Trafficking likely to be an Alliance priority.
- Support ongoing with the Warwickshire Police and West Mercia Police Modern Slavery Operational Guidance and Delivery Plan 2015/16.
- An Independent Anti-Slavery Commissioner has now been appointed, Strategic Plan 2015-17 published.
- The Alliance has active engagement with the Regional Threat Group. A new National Threat Group is currently being established by the Minister for the Prevention of Abuse & Exploitation as a standalone threat group.

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FGM

Situation Report

- The current risk in the Alliance is children who are taken abroad for the purposes of FGM.
- As of 31 October 2015, mandatory reporting requirement upon regulated professionals to refer cases of FGM direct to police.
- FGM, Forced Marriage and Honour Based Violence SPOCs available for guidance and support on every policing area.

Recommendations

The Alliance to align with the portfolio for the National Policing Lead for FGM, Forced Marriage (FM) and Honour Based Violence (HBV).

Foreign National Offenders

Situation report

- FNOs feature in the Alliance with links to businesses, both in rural and urban areas.

Pipeline incursions

Situation Report

- Incursions occur, where fuel is taken from pipelines, and the Alliance contributes to the national understanding of criminal networks involved in this criminality.

Serious acquisitive crime

- The Alliance continue to Increase intelligence gathering, focussing on handlers, enablers and facilitators

Radicalisation

- Intelligence required to understand the scope and scale, threat, harm and risk for the Alliance in the context of the national picture.

Performance

- Invest in IT infrastructure in order to provide regular and easy access to accurate and timely information for evidence based decision making.
- Develop an effective and efficient business intelligence information system that will enable management of demand, connect up the customer journey and provide HR information for resource allocation that will support
 - Utilisation
 - Deployment
 - Measurement of impact
- Use the business intelligence system as a springboard to develop predictive analytic expertise.

Risk

Develop an Alliance Learning & Risk Strategy so that Risk is mitigated by effective and verified improvement. This will form a large part of the work that will determine where the Alliance wants to be in terms of the benefits of being a learning organisation as well as one that understands how it uses risk management to make decisions.

StraDA

Recognise the need to 'Invest to protect' current and future needs of the communities we serve and pursue the appointment of a commercial Transformation partner to support the development and implementation of our future design and way of working over the next 3-5 years.

Health and wellbeing

- Undertake an annual staff survey to track progress to initiatives taken as a result of the 2015 survey.
- Continue to manage TOIL/RDIL according to the internal policy.
- Understand the causes of feelings of discrimination and develop appropriate action plans to improve the position.

Environmental Scanning

- Combined authorities – continue monitoring and develop appropriate scenario work to understand the implications.

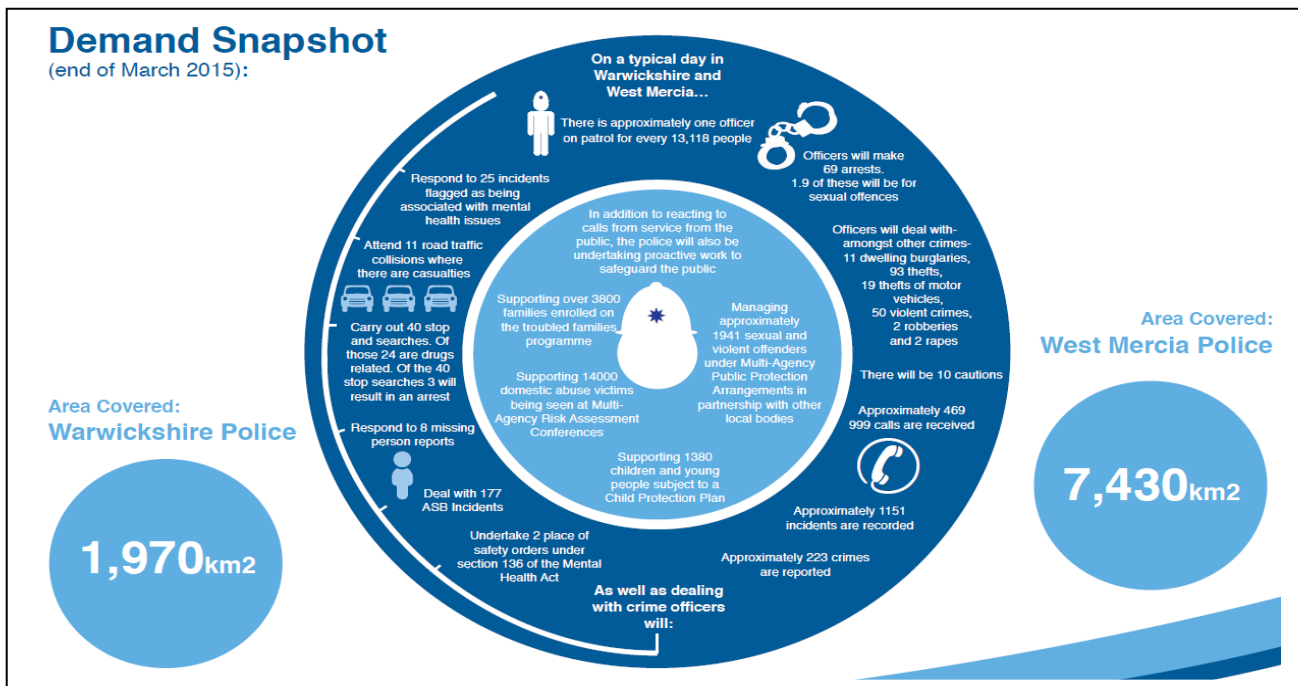
Equality and Diversity

- Develop a Equality and Diversity performance management framework so that Alliance successes can be evidenced
- Continue work around the staff themes of discrimination, disability, BME and gender progression.
- Develop a fuller understanding of under reporting of Hate Crime and devise tactics to significantly improve reporting.

Section 3: Demand

The diagram below illustrates the daily demand on the officer workforce⁸. The demand work was completed in 2014/15. Further analysis is underway as part of the design work to ensure it becomes a fundamental element in the way we work.

- The demands upon the alliance are constantly changing and our operating model needs to change with them.
- We need to ensure we have all of our people in the right places at the right times
- Demand for our services is disproportionate across different places within the alliance
- Our approach to protection and prevention across the alliance requires a ‘whole system approach’ if we are to improve the way we manage current and future demands
- More can be done to help our communities understand the demands that we face and the services that we deliver



Total recorded crime

The rise in crime volumes from March 2015 is represented nationally – the NPCC Lead for Crime Recording and Statistics Chief Constable Jeff Farrar stated⁹, ‘It is encouraging to see that the Crime Survey of England and Wales (CSEW), conducted with the public by the Office of National Statistics (ONS), continues to show decreasing incidents of crime. The eight per cent drop in the last quarter is the biggest since the survey began in 1981.

‘At the same time police recorded crime has risen by five per cent. This directly reflects the efforts being made by forces to improve consistency in crime recording.’

⁸ Source: StraDA March 2015.

⁹ NPCC news summary, 15/10/15,

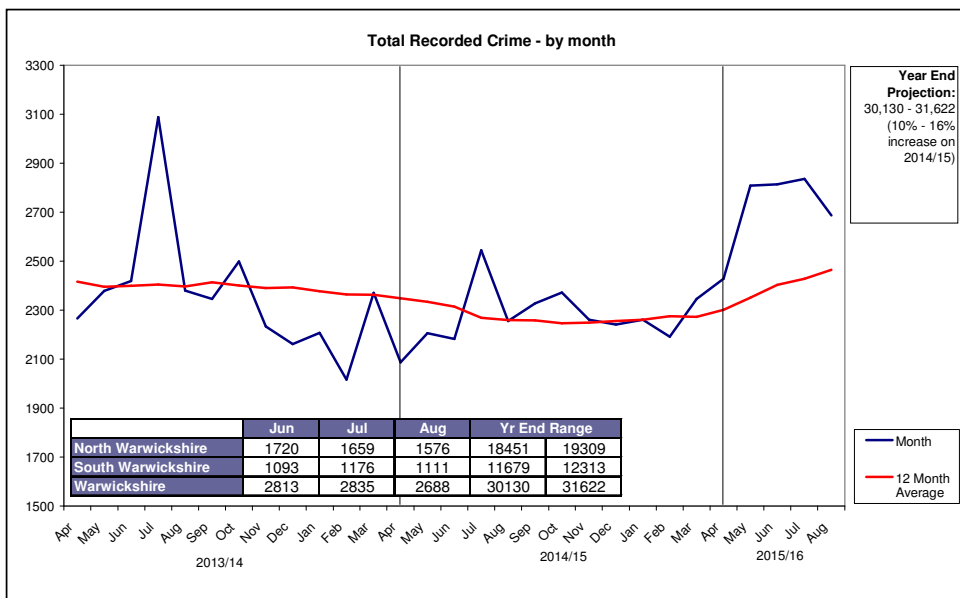
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However higher rates have been recorded in the Warwickshire and West Mercia areas. The increase is predominantly due to changes and improvements in the recording of crime and the consequential increases in the recording of violent and sexual offences¹⁰. The increase in crime has resource and demand impacts throughout the organisation.

Both Forces have experienced the same rising trend in recorded offences reflecting the fact the increases are mainly driven by internal recording factors.

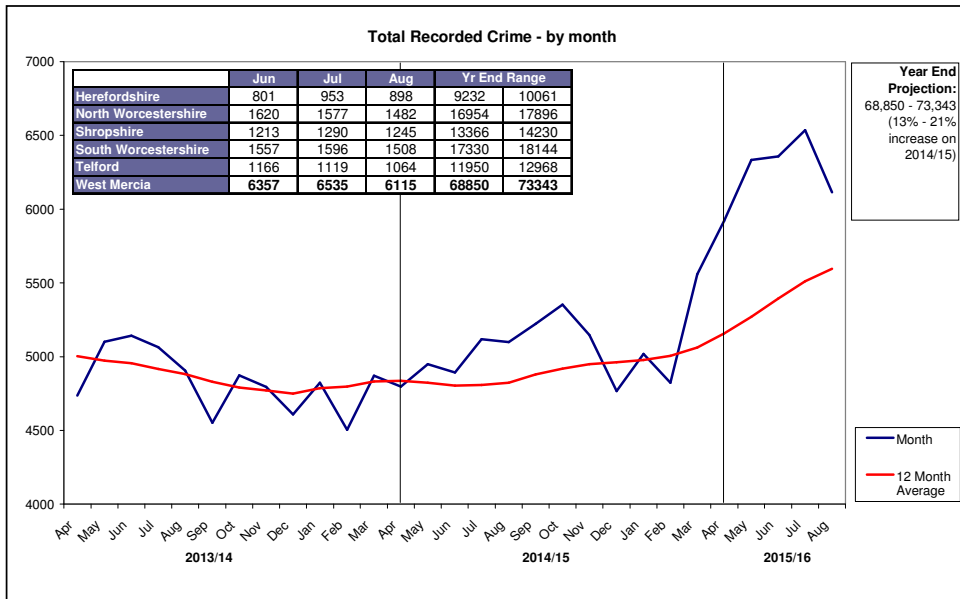
Projection Warwickshire: as a result of these process changes (and the audit of incidents from 2014/15 that has led to an additional 268 offences being recorded in the 2015/16 performance year) it is not straight forward to project anticipated volumes by the end of 2015/16. In terms of total recorded crime year end volumes are projected to be 10% - 16% above those of 2014/15.

Projection West Mercia: all five local policing areas have experienced the same rising trend in recorded offences reflecting the fact the increases are mainly driven by internal recording factors. As a result of these process changes (and the audit of incidents from 2014/15 that has led to an additional 587 offences being recorded in the 2015/16 performance year) it is not straight forward to project anticipated volumes by the end of 2015/16 at this time. In terms of total recorded crime, year end volumes are projected to be 13% - 21% above those of 2014/15.



¹⁰ Source: Performance team SSI August 2015

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Analysis of the Forces' crime data and iQuanta Most Similar Group (MSG) information indicates that growth in recorded crime in the following categories is predominantly due to factors other than increased offending.

- Sexual offences
- Violence offences
- Burglary Dwelling

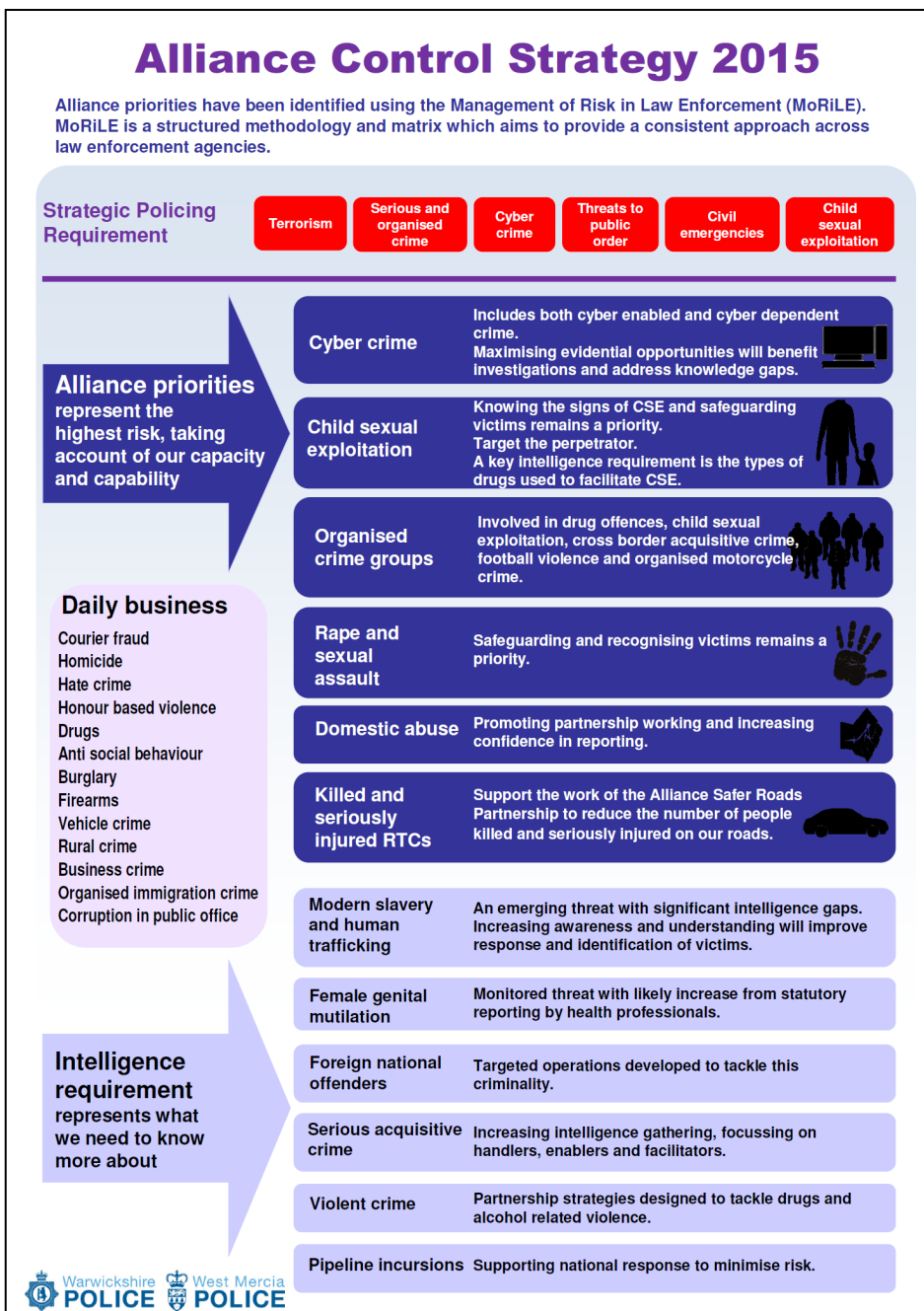
The factors that have impacted on these offence types are:

- Increased focus on National Crime Recording Standard (NCRS) and Home Office Counting Rules (HO CR) following the HMIC Crime Data Integrity Inspection.
- An audit of 2014/15 incidents that has led to additional offences being recorded in the current performance year for both Forces.
- National focus on the reporting of sexual offences, particularly high profile cases often referred to as the 'Saville' effect.
- The inclusion into CRIMES of the Domestic Violence Stalking and Harassment Risk Assessment (DASH).
- The creation of new notifiable offences in HO CR.
- The movement of Warwickshire onto the CRIMES crime recording system.
- Increased staffing in the Crime Registrar team resulting in enhanced programme of audit and education around NCRS/HO CR compliance.

Alliance Control Strategy

The Alliance Control Strategy (shown below) has identified the alliance wide priorities using the nationally recognised process, MoRiLE (Management of Risk in Law Enforcement). MoRiLE is a structured methodology, which aims to provide a consistent approach across law enforcement agencies. It considers the severity and impact of potential harm caused by crime/incident types and their likelihood. MoRiLE enables the prioritisation of resources through a transparent and informed decision making process that fits with the tasking and coordination framework.

The adoption of the Control Strategy enables the Alliance to align resources and demand against the identified priorities and understand where we have intelligence requirements to support the identification of new and emerging threats, as well as managing daily business.



Alliance Priorities

Cyber Crime (Includes cyber enabled and cyber dependant crimes¹¹).

Maximising evidential opportunities will benefit investigations and address knowledge gaps.

The new Cyber Crime Strategy¹² will seek to address gaps in effective practice, alongside developing arrangements with local and regional cyber teams. Understanding the impact on our communities places an increasing expectation to appropriately resource a capability across the Alliance to address key areas of threat, harm and risk.

Emerging trends

The Alliance Control Strategy highlights how maximising evidential opportunities will benefit investigations and address knowledge gaps. Investment in ICT is necessary; training and dedicated resources will improve the accurate capture of detailed modus operandi to better identify links and support investigations so they can be appropriately progressed. Escalating use and complexity will impact on demand for the Alliance increasing the need for resources

Sextortion

National media reports state that sextortion is a crime that is rapidly on the increase and the true numbers involved could be far higher than those reported due to significant under reporting. Findings from the Alliance Sextortion Baseline Assessment, October 2015, show that the Alliance has seen a year on year increase in reported offences during the period between 1 April and 28 September in 2014 and 2015. It is anticipated that this increase will continue.

Nearly 40% of the sextortion victims across the Alliance are white males aged between 21 and 30 years. A quarter of the reports are from younger males aged under 20 years. Some victims on the Alliance have low self esteem, learning or mental health difficulties and would be considered vulnerable.

Environmental scanning

Since 2013, victims of fraud have been advised to report cases to Action Fraud and data relating to fraud committed as cyber crime is produced by the National Fraud Intelligence Bureau for all forces. As at the end of June 2015 the most reported category of fraud in

¹¹ Cyber enabled crimes are traditional crimes, which can be increased in their scale or reach by the use of computers, computer networks or other forms of information communication technology (ICT). Unlike cyber dependent crimes, they can be committed without the use of ICT, for example, offences of Fraud and Theft.

Cyber dependent crime also known as pure cyber crime, are offences that can only be committed using a computer, computer networks or other forms of ICT. These acts include the spread of viruses or other malware, hacking and distributed denial of services (DDoS). They are activities primarily directed against computers or network resources, although there may be a variety of secondary outcomes from the attacks. For example, data gathered by hacking into an email account may subsequently be used to commit an offence of Fraud.

¹² Warwickshire Police and West Mercia Police Cyber Crime Strategy V2, October 2015

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West Mercia was Computer Software Service Fraud (16%) and Online Shopping and Auctions (14%). In Warwickshire, Retail Fraud (17%) followed by Computer Software Fraud (10%).

Public awareness of police effectiveness in online fraud was highlighted by an article in The Times.¹³ Their investigation claimed that, '*police follow up less than 1 in 100 frauds*' and there is '*an estimate of 3.2 million frauds in the past year but fewer than 9000 convictions*'.

The Times continues, '*Since 2013 victims have been told to report cases to Action Fraud, an arm of the Home Office, rather than to the police. Action Fraud gives people a crime reference number and a case file, advising them to wait for further contact. The service received more than 230,000 criminal reports last year, three times more than in 2012. Only a quarter were passed on to police for investigation, with a computer algorithm dismissing the rest as unfit for inquiry. The National Fraud Intelligence Bureau estimates that three million crimes go unreported each year because banks do not share most card and account fraud with police. Local forces, meanwhile, fail to follow up more than half of the cases they are sent. About 2 per cent of all frauds are reviewed by officers, and less than half again are actively investigated.*'

¹³ The Times, 24/09/15

Child Sexual Exploitation (CSE)

'There is no single offence of CSE so capturing accurate data is dependent on appropriate use of the CSE interest marker'¹⁴. Across offending methodologies establishing an accurate understanding of the scale of the threat is made more difficult by significant under-reporting. However, the NSPCC estimates that 5% of UK children suffer contact child sexual abuse during their childhood¹⁵, indicating that around 675,000 will have suffered abuse before they reach adulthood¹⁶.

The CSE Alliance Assessment published in August 2015 highlighted key themes and emerging trends with regard to victims, offenders and locations.

The report highlighted how the capturing of accurate CSE data is reliant on the appropriate use of the CSE interest marker as there is no single offence of Child Sexual Exploitation.

Knowing the signs of CSE and safeguarding victims remains a priority.

¹⁴ Child Sexual Exploitation Alliance Assessment, Aug 2015

¹⁵ NSPCC 2011

¹⁶ Based on an under-18 population of c.13.5 million; drawn from: Office of National Statistics (2013) Population Estimates from UK, England and Wales, Scotland and Northern Ireland.

Organised Crime Groups

Within the Alliance Organised Crime Groups are managed per national protocols.

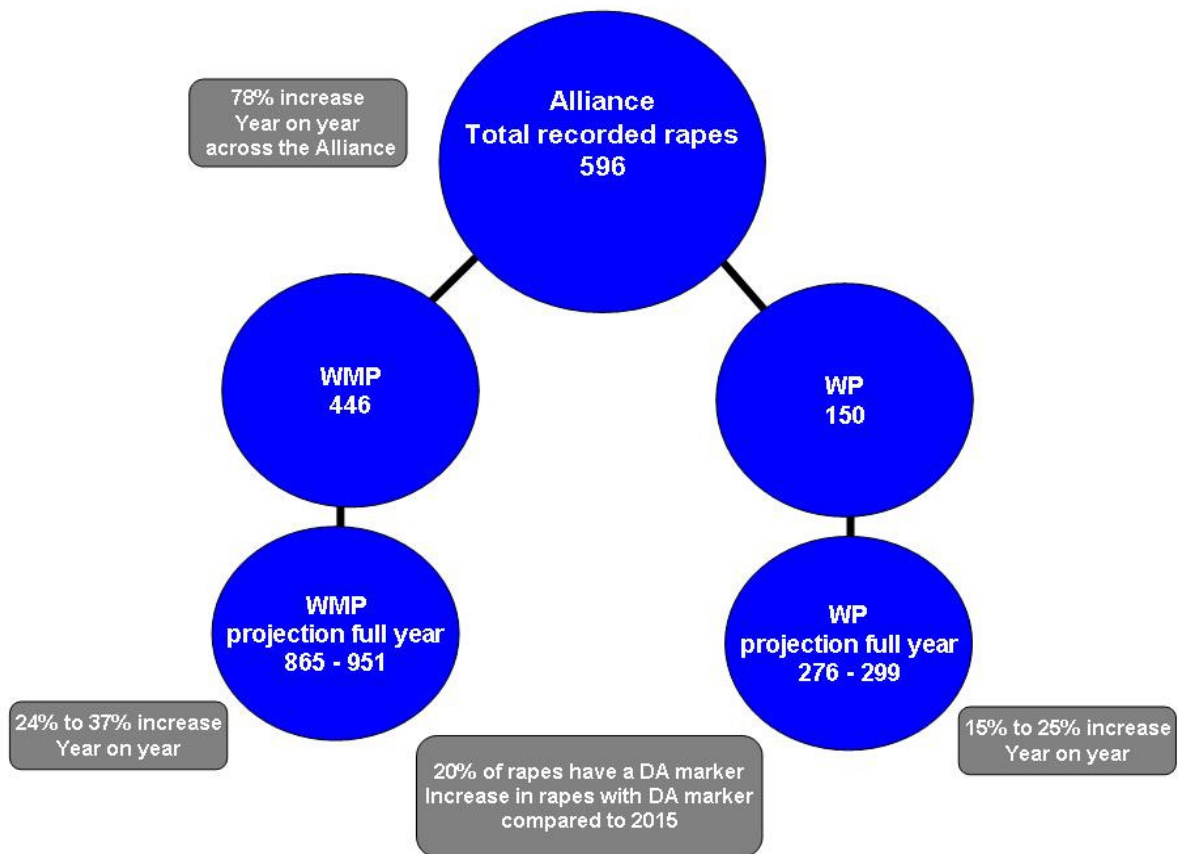
Rape and Sexual Offences

Across the Alliance, there has been a 77.8%* increase in the number of recorded rapes and sexual offences during Q1 2015/16, compared with the same period in the previous year.

All rape allegations are now required to be investigated by force CID: this greatly increases demand across other areas of the workforce.

Safeguarding and recognising victims remains a priority.

*(Source: Strategic Service Improvement, Performance dashboard)



Changes to HOCR from 1 April 2015 have resulted in every report of rape, suspected or possible rape, being recorded on the CRIMES system at the earliest opportunity.

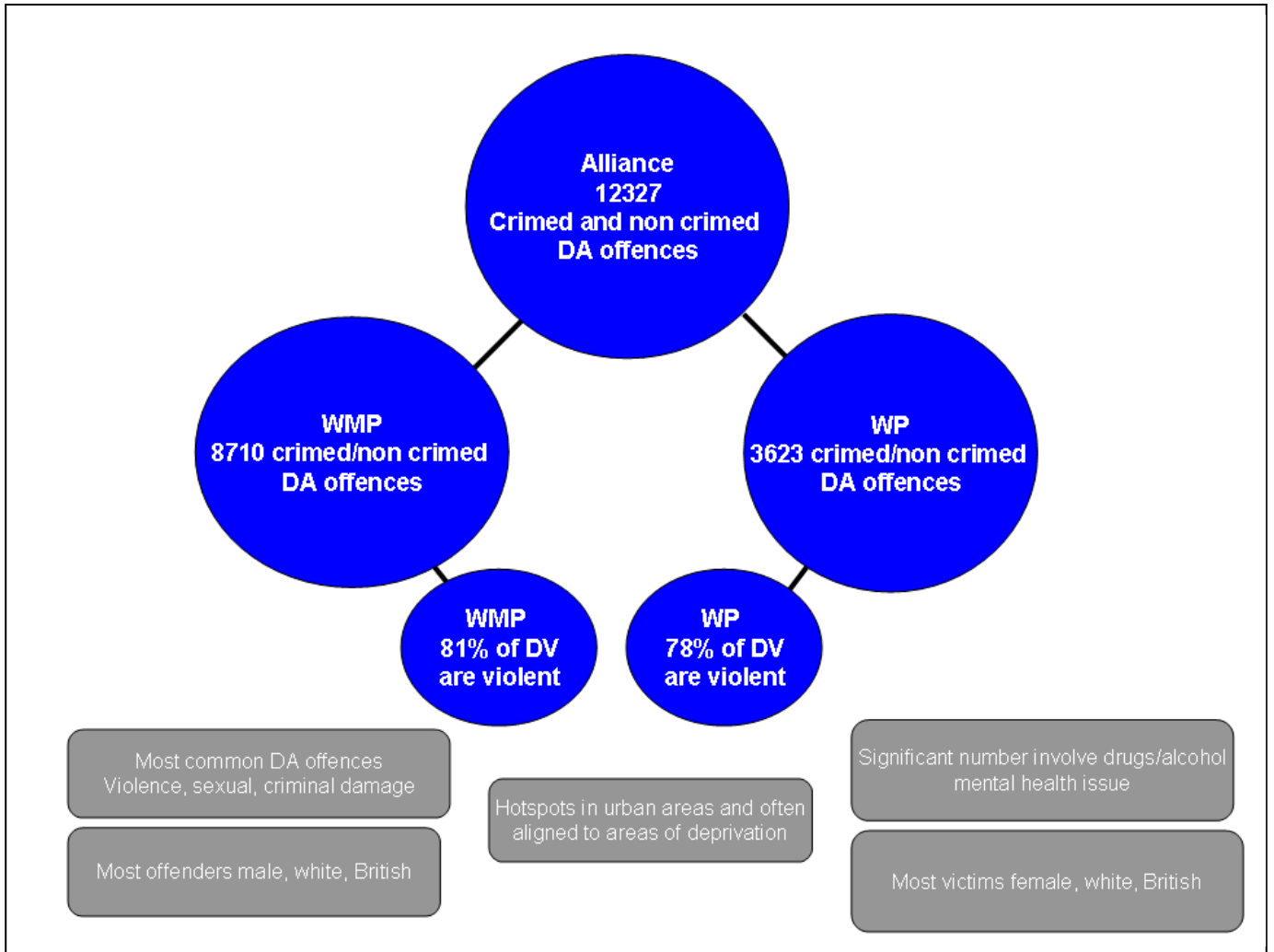
The Yewtree effect, which began in late 2012, saw a significant rise in the number of historic sexual offences being reported. In April 2015 a new Home Office initiative to create a database of all child abuse/child sexual abuse investigations was initiated and the Alliance became early contributors.

Environmental scanning

An increase in reporting of sexual offences is likely attributed to greater public confidence in the police. Rape has nationally been estimated to be under-reported by 85%, so any increase in reporting might be interpreted as positive.

Domestic Abuse Offences

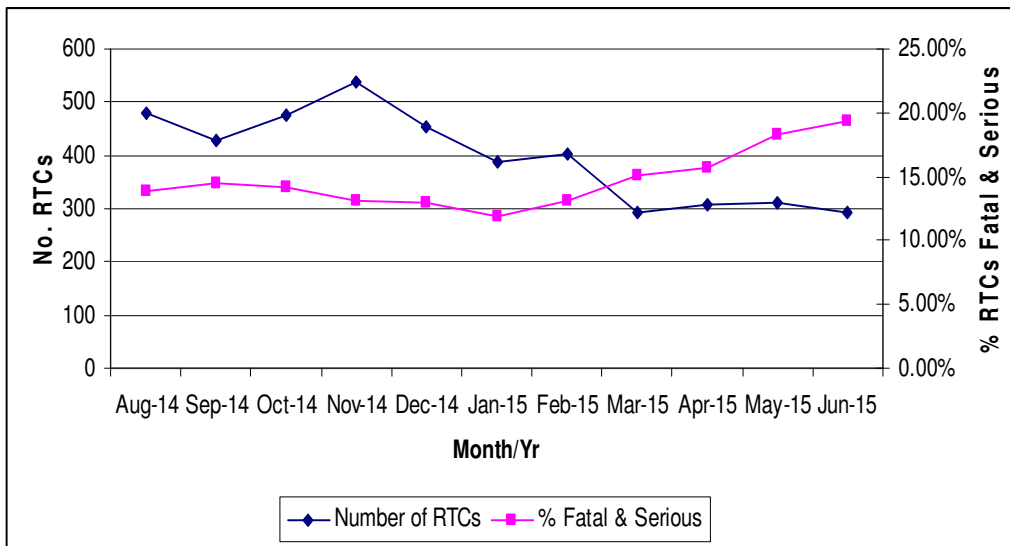
The diagram illustrates the scale of the domestic abuse across the Alliance in 2015¹⁷.



The key task is promoting partnership working and increasing confidence in reporting.

¹⁷ Source: Strategic Service Improvement, Performance dashboard Aug 2015

Killed and seriously injured road traffic collisions



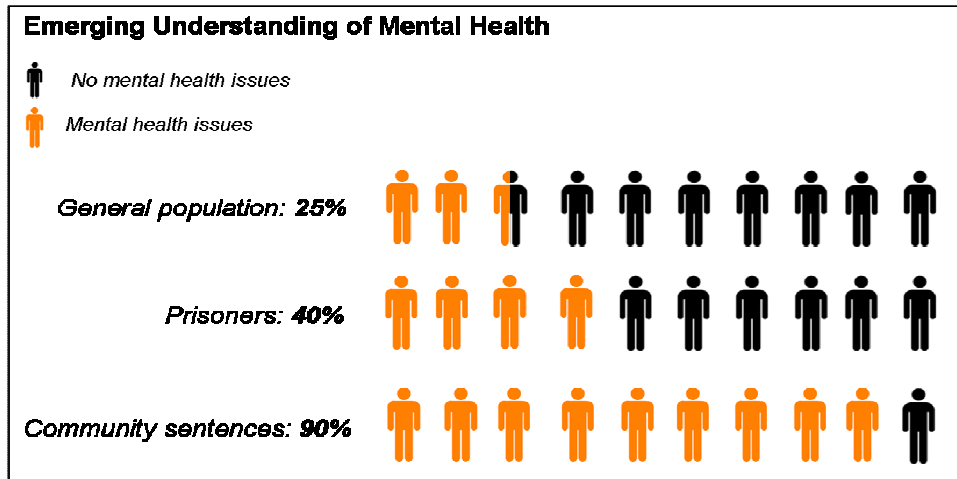
The key task is to support the work of the Alliance Safer Roads Partnership to reduce the number of people killed and seriously injured on our roads.

- High harm routes across the Alliance are identified as requiring increased Police activity to reduce casualties. Each route is reviewed on a monthly basis by the Casualty Reduction Analyst in Force Operations.
- The number of road traffic collisions (RTCs) has reduced between August 2014 and June 2015. However the severity of injuries sustained by vehicle occupants has increased.

Mental Health demand

The College of Policing 'Estimating Demand on the Police Service' report¹⁸ highlights that one of the growing areas of demand on the police involves incidents connected with mental health issues.

Mental health continues to be a challenging issue for the police to deal with. A disproportionate number of people processed through the criminal justice system have mental health issues compared with the general population.



The Mental Health Act 1983 includes police custody as a place of safety. On average a person detained under Section 136 of the Mental Health Act will spend 10 hours in custody. National figures on detentions under Section 136 of the Mental Health Act 1983 show that the number of Place of Safety Orders made where an individual was taken to a police station has decreased by 24% from 7500 in 2012/13 to 6,000 in 2013/14¹⁹. However Place of Safety Orders made under Section 136 where an individual was taken to hospital increased from 21% from 14,100 in 2012/13 to 17,000 in 2013/14. There is a lack of capacity and capability in the health service for dealing with people detained under section 136. Even where section 136 detainees are held by the health service, police support is often requested especially in situations where the persons concerned may be under the influence of drugs and/or alcohol and/or there is a fear of violence.

The police also deal with a disproportionate number of victims who have a serious mental illness. Victims of crime who have serious mental illness do report their crimes to the police but are much less satisfied with the service and less likely to report fair and respectful treatment.²⁰

The impact of demand on the Alliance can be expected to grow.

¹⁸ http://www.college.police.uk/News/College-news/Documents/Demand%20Report%202023_1_15_noBleed.pdf

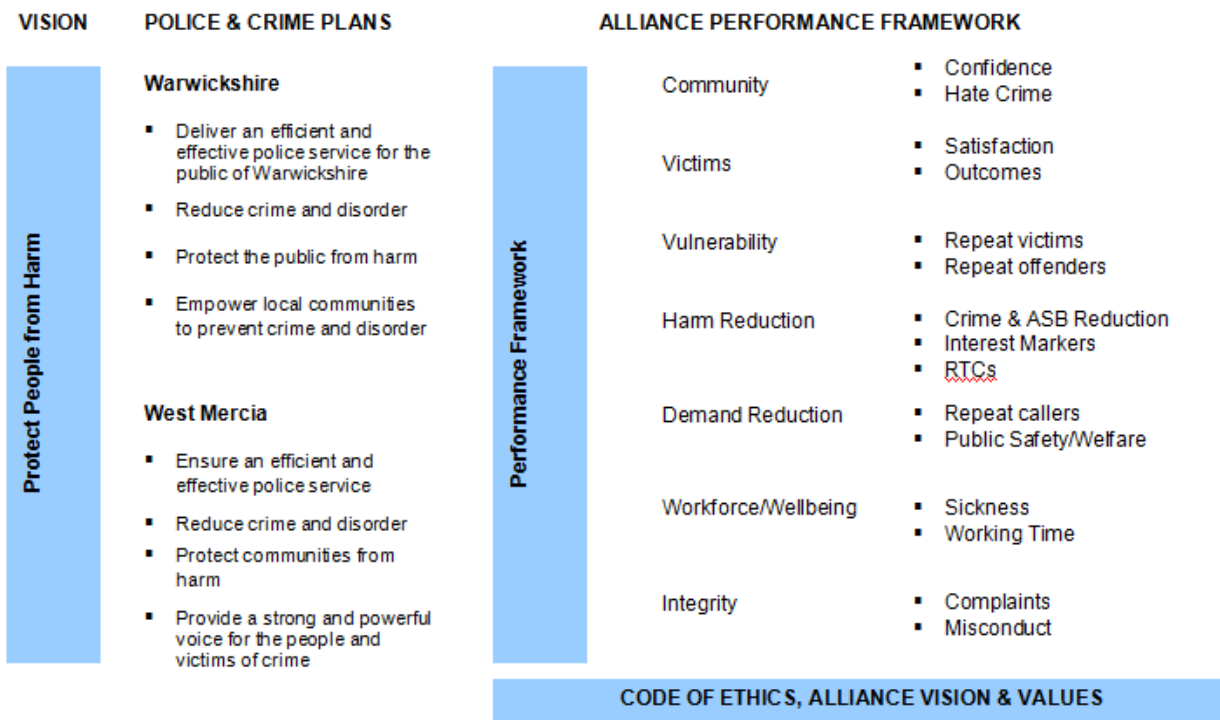
¹⁹ <http://www.hscic.gov.uk>

²⁰ <http://www.mind.org.uk> "Police and Mental Health"

Performance Framework

The Alliance approach to performance changed in April 2014 when both PCCs took the decision to remove numerical targets from their Police and Crime Plans. We have continued to monitor crime volumes during the performance year while considering other changes that were beginning to influence the performance landscape e.g. HMIC Crime Data Integrity Inspection and high profile sexual offence investigations seeing a significant increase in volumes of reported crime. Demand analysis illustrated the changing profile of demand. A significant proportion of non-crime police activity relates to harm reduction and responding to vulnerability, particularly highlighted in recent HMIC inspections and other national reporting e.g. CSE cases in Rotherham. Priorities hereafter should reflect the broader picture of demand and are particularly referenced around the following themes:

- Community (Confidence, Hate Crime)
- Vulnerability (Repeat victims, Repeat Offenders)
- Harm Reduction (Crime & ASB Reduction, Interest Markers, RTCs)
- Demand Reduction (Repeat Callers, Public Safety/Welfare)
- Workforce/Wellbeing (Sickness, Working Time)
- Integrity (Complaints, Misconduct)



In support of these identified priorities, and in consultation with both PCCs, a monthly performance framework has been developed that is used to benchmark both internal and external measures against the identified themes along with major topics that contribute to

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providing a quality service to victims of crime and the wider 'health' of the alliance . This represents the beginning of a process to develop a shared view of performance.

Environmental Scanning PESTELO: *assessing the impact of future change*

The Prioritised Drivers Matrix shown below is derived from scenario planning work and external analysis by the Environmental Scanning team in SSI. It has been developed to model emerging challenges. This, for the purpose of the Strategic Assessment, replaces the traditional PESTELO type of reporting. Supporting evidence is provided in an appendix.

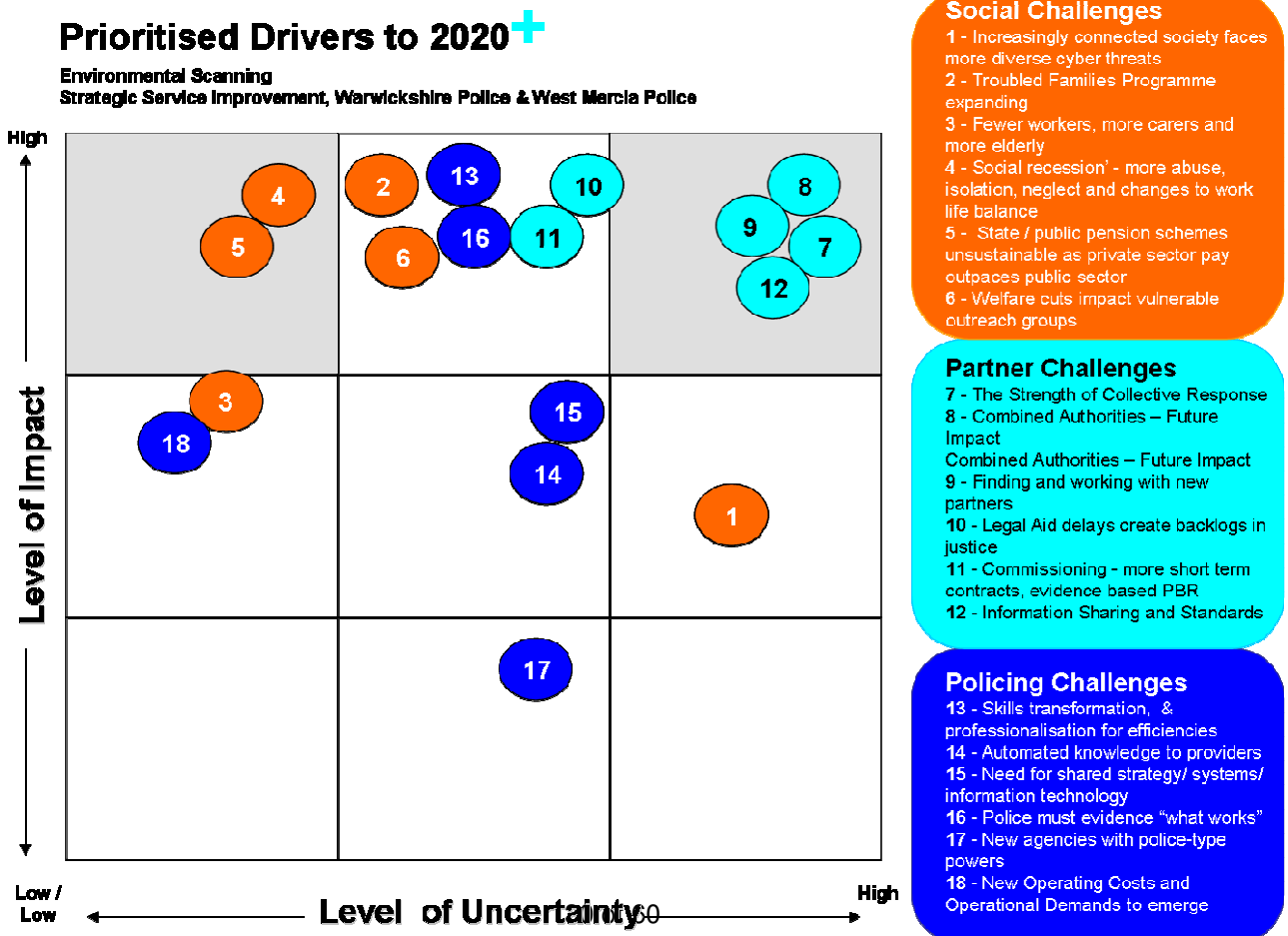
Eighteen change drivers have been identified, prioritised and listed on the matrix. Each is expected to play significant roles in public services over the next five years. Combining these drivers in different settings reveals insights that will require planning, research and management in order to reduce threat, risk and harm to our communities. They have been shared with Alliance local authorities and other forces for inclusion in their Strategic Assessment work.

The Matrix and the drivers represent a professional view of Impact and Level of Uncertainty.

How we use the drivers

The drivers are used in two broad ways:

1. Meta: We consider available knowledge and evidence for each driver together with all others, to draw out cross cutting themes that have impact on as many partners as possible.
2. Configured: Taking a specific topic or proposal then applying the most relevant (primary) drivers, followed by the next most relevant secondary set, to focus understanding of change on specific issues.



Summary: Reshaping policing for the public

A discussion paper from the advisory group on the national debate on policing in austerity²¹

This national paper sets out a possible new framework for policing that proposes the following changes:

- **Local, frontline services** accessible to communities provide a 24/7 response; neighbourhood policing focused on problem solving that protects people and prevents bad things from happening and getting communities involved; and local crime investigations.
- **Frontline services** (including the safeguarding of vulnerable people and the management of offenders) are provided collaboratively with other local public services involved in community safety, to a common set of outcomes as part of partnership arrangements. These arrangements should include the ability to share and prioritise time, money and people to achieve effective local outcomes.
- **Specialist capabilities** (such as those within the Strategic Policing Requirement) and areas of operational and criminal justice support are consolidated into cross-force functions, strategically located and operating to national standards. The most highly specialised capabilities (such as counter-terrorism) should be provided nationally. This would minimise the number of locations required to support an effective police service; allow capabilities common to different policing activities to be deployed flexibly; and preserve access to capabilities for all forces without losing the ability to deploy rapidly on the basis of threat, risk and harm.
- **Different arrangements** for cross-force working will be appropriate depending on the nature of the participating forces. For example, in some areas a larger force might provide the location for these capabilities on behalf of the participating forces, whereas in others, shared capabilities might be added to existing arrangements such as regional organised crime units (ROCU). This will require further work based on local circumstances and should be an iterative process, focusing first on those areas of specialist capability which should only be provided on a cross-force basis.
- **Business support functions** are provided through greater economies of scale that reflect local circumstances, recognising the opportunities to build scale through local partners, other forces and/or with the private sector.
- **A cross-force** function is one that brings together a number of forces in partnership and does not necessarily mean a function organised on the basis of current or recognised 'regions'.
- **Robust accountability** for the maintenance of an efficient and effective local police service continues to sit with local police leaders and police and crime commissioners (or mayors where appropriate). This means it would be necessary to create arrangements that span local services and cross-force/national functions which allow local leaders to assure themselves that the totality of the police service provided to the public in their areas is efficient and effective. These arrangements should build on experience of existing mechanisms such as those within the NCA.

²¹ <https://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/reshaping-policing-for-the-public.pdf>

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Impact

- Specialist units, for example those relating to organised crime, maintain their ability to connect and work closely with local neighbourhood teams. Local policing is the bedrock of policing and is central to its continued success. To serve and protect communities fully, any new framework should support the flow of information and intelligence (supported by effective tasking and co-ordinating arrangements) to make the connection between neighbourhoods, cross-force units, the national and the international.
- The local aspect of these options represents a significant change in both the scope and ambition for joined-up public services, and goes beyond the ability of the police service to provide them unless both national and local government play a leading role. The options are in line with the recent Government announcement of further devolution in decision-making to local areas heralded in the Cities and Local Government Devolution Bill (see section below on the Combined Authorities – Future Impact: one of the Prioritised Drivers).
- Strong political and managerial leadership nationally and locally will be needed to make these local changes succeed across England and Wales.

Combined Authorities

Of particular note is the potential way Combined Authorities may impact on the Alliance. This summarises the current position.

Combined Authorities – Future Impact (Prioritised Driver no.8)

Where Are We Now?

- **Alliance arrangements** between Warwickshire Police and West Mercia Police now being mirrored by similar arrangements in Herts/ Cambs/ Beds and in Norfolk/ Suffolk. Other forces in the UK are combining different functions and services.
- **Super Councils** growth²² expected to be a phenomenon within the next 5 years and comes from the recognition that public services transformation and the requirement to release vast and significant amounts of money to support community services and Community Budgets²³ in the absence of government funding and the collection of council tax.

Where Are We Going?

- The Cities and Local Authorities Devolution Bill is currently passing through Parliament. It carries powers for “Combined Authorities” to elect a mayor who can adopt Police & Crime Commissioner powers.
- Increasing pressure on the Police and Crime Commissioners in both Warwickshire and West Mercia to maintain the Alliance as a viable entity or consider future alternatives by 2020, as all local authorities can be involved in a combined authority mechanism. 1 in 5 councils expect to be in a Combined Authority & under a Metropolitan Mayor by 2020.²⁴
- Between October 2015 and April 2016, West Midlands Combined Authority (WMCA) proposals²⁵ will be scrutinised by DCLG and other government functions. Pressure on Coventry City Council to remain within the WMCA in this time will create opportunities for alliance partners to consider alternative structures.
- Local Enterprise Partnerships (LEPs) carrying hundreds of millions of pounds for economic development will be given voting rights by combined authorities in specific circumstances, allowing them to influence outcomes in their area of interest. Disadvantage potential for areas outside of Combined Authority (CA) direct influence.
- “Reform²⁶” suggests police forces would be better going down the devolution path rather than cross-regional partnerships as this makes local partner engagement easier.
- Police structure changes will take note of these and other activities, through the Home Office Reform process.

What are The Indicators of Change?

- The Cities and Local Authorities Devolution Bill becomes an Act²⁷.
- West Midlands becomes a CA with a wider model of reform than anywhere else in the UK – and a possible blueprint for further development.
- LEPs combine under the CA to save money, and get better value from more coordinated funding.
- Coventry & Warwickshire LEP agreement with Warwickshire is limited and most funds are diverted to the city of Coventry – rural centres get poorer compared to the urban centres. Debate in Warwickshire about the decision to be more closely connected to Coventry and / or the West Midlands CA, will turn to other ways to retain economic benefits for the county. Other local authorities expected to follow suit, extending the West Midlands reach to counties immediately adjacent.
- Greater Birmingham and Solihull LEP agreement with North Worcestershire is limited and most funds are diverted to within the CA boundary. These communities are instead to rely on their own Worcestershire LEP funding. Debate in North Worcestershire about their ability to connect more with the West Midlands CA.
- Partner resources have increased mobility shared across county borders, meaning that wider public sector resources will need to be shared across boundaries or none-CA areas can expect to face skills shortages.

²² [Super Councils growth](#)

²³ [Community Budgets](#)

²⁴ [1 in 5 councils expect to be in a Combined Authority & under a Metropolitan Mayor by 2020.](#)

²⁵ [West Midlands Combined Authority \(WMCA\) proposals](#)

²⁶ [Reform](#)

²⁷ [Cities and Local Authorities Devolution Bill becomes an Act](#)

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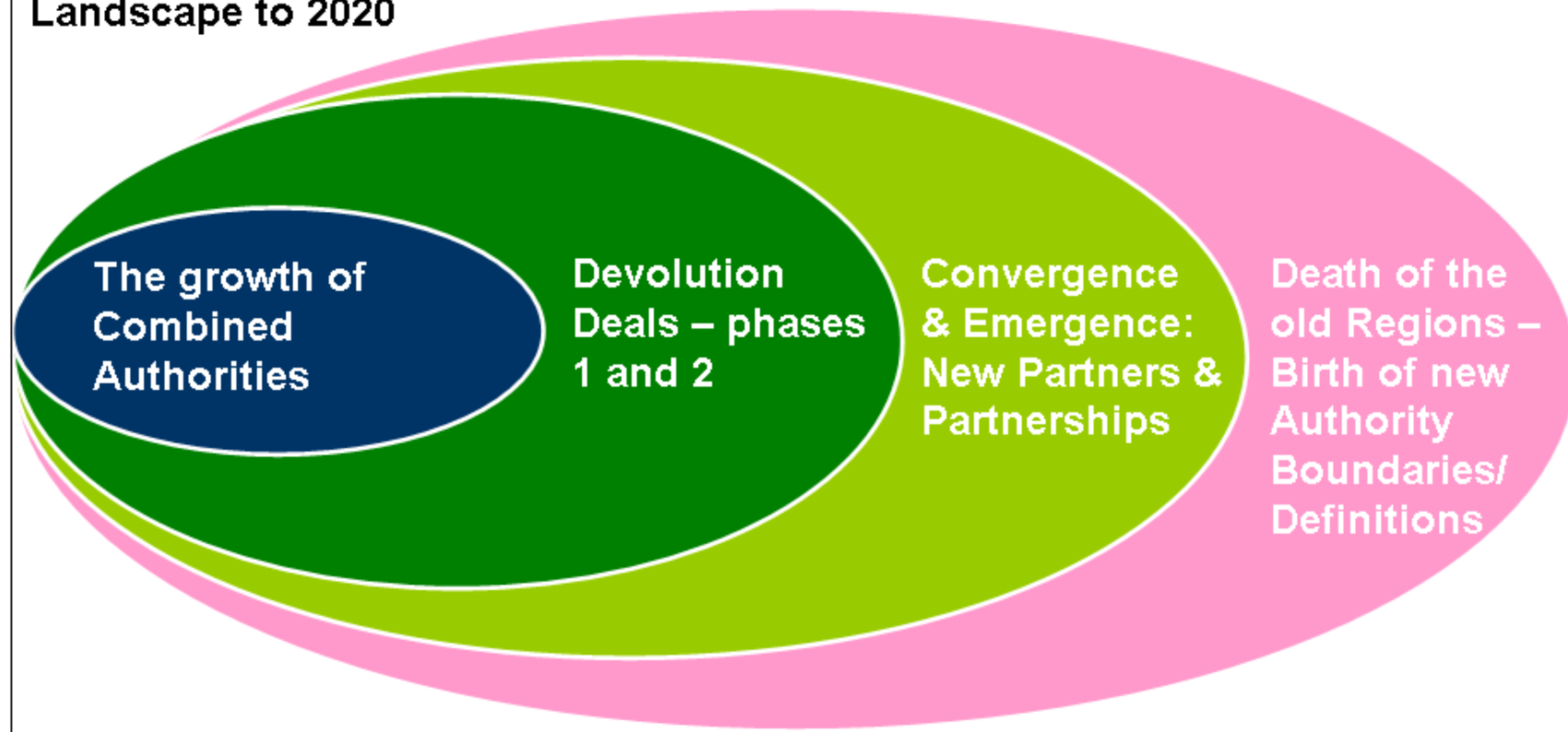
Public Service transformation landscape to 2020

The assessment²⁸ following is a view of Public Service transformation landscape to 2020 and gives a temporal view of the potential changes liable to affect the Alliance. There will be planning and structural implications for the Alliance

Detailed scenario work is included in the appendix.

²⁸ Source Environmental Scanning SSI 2015

**Public Service Transformation:
Landscape to 2020**



2015	2016	2017	2018	2019	2020
<p>Combined Authorities present strategic challenges for authorities wishing to access Local Enterprise Partnership (LEP) monies and short term democratic benefits. Historic and tactical formations present.</p>	<p>1st Round Devolution Deals given to Worcestershire, Herefordshire, Telford & Wrekin & East Midlands County Authorities. Strong need to get Public Service Transformation Boards together.</p>	<p>2nd Round deals expected for other Midlands authorities, including Shropshire and Warwickshire?</p> <p>Insight into potential future formats emerging alongside joint commissioning. Past partnerships targeted for reform.</p>	<p>Significant financial and development effectiveness is impeded by historic structures. Agencies take on new formats, new structures and new partnerships. New Third Sector/ Commercial Sector groups emerge to operate in the gaps.</p>	<p>Technology growth & LEP funding matures in new formats, so growth is realised. Learning & Information Sharing overtakes technology as way to leverage value. Recognition that regional structures no longer accurately represent new formats.</p>	<p>Legislation to reform regions is placed. New agencies need to operate in multiple areas – not limited to regional boundaries - to achieve efficiencies. New Skills & Information agenda developed to drive future growth strategies.</p>

Section 4: Capacity and Capability

Risk

Risk

Risk in the Alliance is managed in accordance with national guidance and best practice to maintain and improve service delivery. The financial and political environment the Alliance operates within adds to the complexity.

A Risk Workshop was completed in November 2015. The output was the beginning of a new Risk framework for the workforce which will enable the organisation to become more adaptable and 'less risk averse.' To achieve this requires the setting of clear boundaries within which to operate. Consequently justifiable risks/decisions can be made without seeking unnecessary permission.

Chief Officers have agreed the following definitions:

Risk Appetite - what we are 'willing' to risk corporately and where we encourage individuals to take justifiable risks using their own initiative and rationale.

Risk Tolerance - what we are able to risk corporately (with reassurances) and where we would encourage individuals to seek verification first (time permitting).

Risk Capacity - the level of corporate risk exposure that we cannot and will not tolerate exceeding.

The Alliance Risk Officer has a dual role of Risk and of leading the co-ordination of Organisational Learning. Reducing risk by effective and verified improvement will form a large part of the Alliance's Learning & Risk Strategy that will determine where the Alliance wants to be in terms of the benefits of being a learning organisation as well as one that understands how it uses risk management to make decisions.

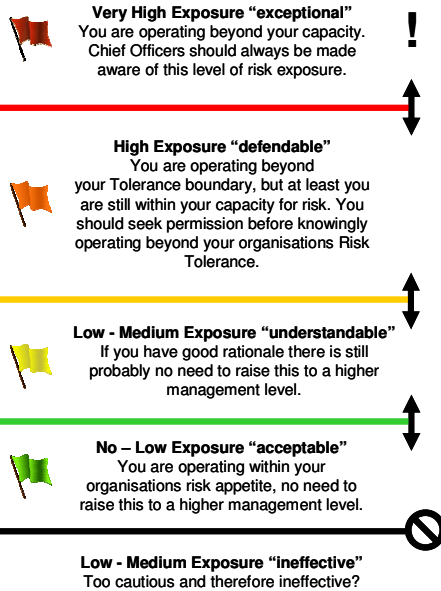
Risk Exposure

Governance

The absolute maximum risk you are able to take without critical consequence
Risk Capacity

The risk you are willing to take increase the risk to this boundary with good rationale
Risk Tolerance

The risk you desire to take you are happy to risk this without any further decision making, and you will now cease any actions to mitigate risk, normal business monitoring
Risk Appetite



For immediate attention and action of Chief Officers. Immediate response and mitigation. Learning as to why Capacity was breached to be identified and used to improve future performance.

For attention of Chief Officers. Robustly check rationales used and whether permissions should have been / were sought. Risk Management response to treat level of risk exposure should begin.

Should not be raised to a Chief Officer level. But check rationales being used to be out of Appetite.

Receive evidence and remove from Risk Map. Reaffirm Tolerance and Capacity boundaries to guide protective monitoring and when this should be raised again.

Workforce should not be too risk averse if they are aware of the alliances risk appetite, as they should be confidently taking the right amount of risk to achieve objectives.

HMIC

HMIC Inspections 2014/2015

The table below summarises the current status of HMIC inspections/self assessment.

Title	Inspection/ Self Assessment?	Date (if Inspection)	Core Group Established?	Action Plan?
Custody	Inspection	October 2014 Annual inspections likely	✓	✓
Child Protection	Inspection	November 2014 Review Aug 15 Report pending	✓	✓
Firearms Licensing	Inspection	February 2015	✓	✓
HBV/ FGM/ FM	Self Assessment	February 2015		
National Stop & Search	Self Assessment			✓
Vulnerability in Case Files (ViCF)	Inspection	April 2015		Included in PEEL

The table below summarises the current status of HMIC PEEL inspections.

PEEL: Efficiency, Legitimacy & Leadership	Inspection	May 2015	Overall assessment for both forces: GOOD
PEEL: Effectiveness - Vulnerability	Inspection	July 2015	Final Reports due to be published 14 December 2015 Overall grade 'Requires improvement for both Forces'
PEEL: Effectiveness – Crime & Legitimacy	Inspection	October/ November 2015	Pre-publication and checks 14 th – 24 th December Final Reports due to be published 15 February 2016

Custody Inspection

The unannounced custody inspection (Oct 2014) report was published and released in May 2015. There is an action plan in place, which is being currently worked through. It is anticipated that HMIC may carry out unannounced custody inspections on an annual basis.

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The HMIC will review the action plan for custody for both forces on the 23rd of November 2015.

Child Protection (West Mercia)

This inspection was carried out in November 2014 and a report was published in February 2015. A core group was set up and produced a draft action plan, albeit a number of recommendations have already been implemented or are in the process of being implemented.

The HMIC conducted a review of the action plan for this inspection in August 2015.

Firearms licensing

This inspection was carried out in February 2015. A final report was issued in September 2015.

A core group has been established and an action plan has been prepared.

HBV, FGM & FM

A self assessment was provided in February 2015 and as a result HMIC will not be carrying out a further inspection. The findings from the inspection will result in 43 narrative summaries which will be included in the next annual all-force PEEL assessment and a national thematic report to be published later in 2015.

Overall assessment

West Mercia Police and Warwickshire Police Alliance are not yet prepared across all areas to protect people from harm from HBV.

National Stop and Search Report

On the 24th March 2015 the HMIC published a national report for the Stop and Search Inspection. Warwickshire and West Mercia did not receive a site visit for this inspection but responded to the HMIC with a self assessment.

Both forces are expected to take into account the recommendations of the report and an action plan has been prepared.

ViCF (Vulnerability in Case Files)

A ViCF inspection was conducted by the HMIC between 28th and 30th April 2015. This inspection mainly consisted in an audit of a sample of case files using force systems.

A report was published for this inspection in November 2015.

PEEL (Efficiency, Legitimacy and Leadership)

This inspection was carried out by the HMIC in May 2015.

The HMIC gave both forces an overall assessment of 'Good' for this inspection.

Summary of findings

- The alliance between West Mercia and Warwickshire Police is unique in UK Policing, as the most extensive collaboration between forces seen in England and Wales.

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- This extensive collaboration has enabled both organisations to achieve budget reductions by operating more efficiently.
- The Forces are in the early stage of taking steps to manage demand. This work has shown that the operating model will need to change to respond to both changing demands and reductions in budgets.
- Through the work in the Alliance, the Forces have a good track record of controlling expenditure this has resulted in an annual budget under spend which has been set aside in reserves for future use.
- Despite its impressive work to analyse demand the HMIC is disappointed to find that the Forces have not completed a recent Strategic Assessment of the key risks faced by its communities and that there is no force plan through which resources can be directed at these risks.

The final report was published in October 2015

PEEL (Effectiveness) Vulnerability

This inspection was carried out between in July 2015. The areas covered were:

- Missing and absent children
- Domestic Abuse
- Child Sexual Exploitation

Pre-publication checks for factual accuracy by 12th November, final report to be published 14th December 2015. It is likely that the Forces' overall grade will be '*Requires improvement for both forces.*'

PEEL (Effectiveness) Crime and Legitimacy

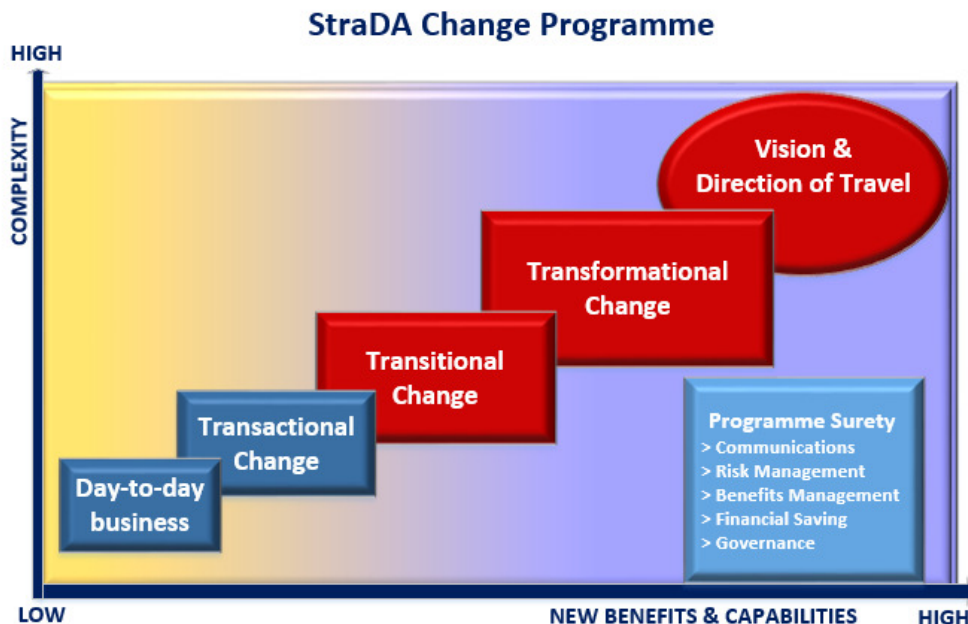
This inspection will be conduct between 26th October and 6th November 2015. The areas covered by the inspection will be:

- Crime Prevention
- Crime Investigation
- Serious and organised crime

A final report for Effectiveness will be published on 18th February 2016 and for Legitimacy on 11th February 2016.

StraDA

The StraDa programme and direction is outlined as below. The work of StraDA is well articulated elsewhere – this section emphasises the key challenges.



Transformational change

Focusing on the medium to long term and challenging why we are here, what we want to achieve and how we want to do it.

Key features

- Lots more uncertainty, and harder to define the future
- Introducing new perspectives and thinking
- Systematically reviewing all our service areas
- Changing our behaviours
- Focusing on shared outcomes
- Driving Partnership based delivery at a local level
- Optimising Force-force collaboration/regional delivery

Programme performance is reported to Chief Officers, Alliance Governance Group and Scrutiny Panels on a regular basis.

StraDA have articulated the following factors to take into account:

- Funding reduction – national discussion and consultation around the scale of the CSR and changes to the grant formulas.
- Public sector combination – the Combined Authorities agenda and associated Greater Birmingham model as well as the anticipated move towards pooled budget/Total Place working on a locality basis.
- Blue light integration – the continued interest in integration of blue light services across and within localities.

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- Regional/national policing – the extension of the NPCC and Advisory group work on future policing models and the associated debate around local/regional/national delivery layers.
- Policing is already in a state of change. What policing is like in 2016-17 will be the starting point for transformation not what it is like now.
- The Alliance model of policing still needs to be acceptable and affordable.
- Local policing is key priority of both PCCs and likely to remain so for their successors.
- Opportunities for further cross-force collaboration and possible additional nationally coordinated collaborations.
- Increasing demand in key areas (cybercrime, CSE etc).
- Current levels of interaction with other public sector bodies (local authorities, health, criminal justice, etc).
- Impact of changing and new technologies (principally ICT - there is however no plan on how to do this at present).
- Demand analysis has already been undertaken. Further work is required.
- Public engagement has already been undertaken. Consultation would need to be conducted at all stages.
- Benchmarking of force services with key and relevant comparators
- Beyond policing, the proposal is informed by the learning and positions in neighbouring local authorities.
- There is a key learning point from the experience around Athena

Partnership working is critical to the ongoing work. In both the Target Operational Model (TOM) and the operational design we will need to make working with others agencies on shared outcomes a key feature. With this in mind we agreed to join Place Partnership from 1st September 2015. This pioneering venture brought together six core partners – Hereford & Worcester Fire and Rescue Service, Redditch Borough Council, Worcester City Council and Worcestershire County Council, alongside Warwickshire Police and West Mercia Police to develop a single estate function across the public sector organisations. The cost-saving collaboration will drive service integration, customer service delivery and operational efficiency.

Transitional projects

The following are significant organisational change projects that are taking considerable investment in time and capital expenditure. Project management is well documented elsewhere – they are place marked under the StraDA heading based on the impact they will have on management of demand and cost reduction/efficiency gains.

- Workforce development
- OCC
- Athena

People

The challenges continue for the alliance and police service as a whole, as public expectations and the complexities of policing increase and policing budgets continue to decrease, presenting challenges for workforce moral, motivation, capacity and capability.

Warwickshire Police and West Mercia Police recognise that our workforce is our most valuable asset, and as such our people are crucial to our ability to sustain performance and prepare us for the challenges ahead.

Promoting a positive environment where Integrity & Fairness, Equality & Diversity and Continuous Improvement will underpin everything that we do. ²⁹



²⁹ Warwickshire Police and West Mercia Police 2015-2018 People Strategy

Health & Wellbeing

Both forces have gone through considerable change and this will continue. More than ever having a detailed understanding and appreciation of the drivers of organisational health are fundamental to the quality of service that is delivered, and having a healthy and motivated workforce contributes to effectiveness and efficiency.

Most employers know that an engaged workforce is more likely to be a more productive one, but less acknowledged is the link between engagement and the health and wellbeing of staff.

A 2010 Work Foundation report, *The Business Case for Employees' Health and Wellbeing*, took the stance that employee health has become a "hard economic factor". It argued that – both now and over the next 30 years – employee ill-health represents as big a threat to the UK's productivity and competitiveness as the country's skills and training deficit. The findings show that when organisations put a lot of effort into improving employee engagement, it results in more motivated people who get a sense of accomplishment at work³⁰.

DCC Andy Rhodes from Lancashire Police and NPCC Lead on Health and Wellbeing wellbeing states strategies need to focus on:

- Resilience
- Leadership
- Environment

Unhealthy workplaces have:

- Poor management
- Poor customer service
- High levels of absence
- Reduced productivity
- Unreasonably high work demands³¹

According to the recent Health and Wellbeing Survey 2015³², with over 55% of the combined workforce (3423 employees) completing the survey, responses suggested that Managers and Supervisors play a pivotal role in managing health and wellbeing in the work place. Consistent themes emerge regarding the importance of positive relationships between staff and their line management when dealing with individual health and staff workloads. 17% suggested that better management of workloads and staffing would contribute to enabling a healthier workforce. A further 17% suggested that more honest, open and listening management would better enable management of health. Almost a quarter of all staff said that they were not comfortable bringing their health issues to their manager's attention.

³⁰ <http://www.hrmagazine.co.uk/hr/features/1143435/employee-engagement-closely-tied-health-wellbeing>

³¹ This categorisation has come from work published by Lancashire Police and studies by bodies like the World Health Organisation.

³² Warwickshire & West Mercia: Health & Wellbeing Survey 2015 conducted by the Warwickshire Police and West Mercia Police Consultation and Engagement team.

Drivers of health and well being

Each of the drivers is significantly linked to both workplace health and wellbeing and also to work-related stresses in Warwickshire and West Mercia³³. The Staff Health & Wellbeing Survey provided insight into the experiences of the Alliance workforce and the environments and cultures in which they operate.

Statistical analysis of the survey responses has led to the development of a model denoting the factors that most strongly drive good health and wellbeing in the workplace. 4 key drivers of workforce health and wellbeing have been identified as: Workload, Support, Working hours and Feeling Valued.

These 4 drivers collectively form a matrix that represent the working environment and culture in which our workforce operates. Where one or more element is missing from this matrix, workforce health and wellbeing may suffer to some degree. Where several elements are missing, the impact usually will be greatest.

Effective supervision and leadership are essential for enabling this environment and managing the impact of work-pressures on the health and wellbeing of staff as per the model below.³⁴

Highlighting the four key drivers of good health and wellbeing in the workplace
(Source: Alliance Staff Health & Wellbeing Survey, June 2015)



33 Source, J Stiff S Noman, Strategic Service Improvement Sept 2015

34 Source: alliance, J Stiff, Staff Health & Wellbeing Survey, June 2015

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Work-related pressures are also strongly linked to sickness in the workforce. Over half of the workforce indicated that work-related pressures have contributed to their poor health during the last 12 months. These pressures include organisational change, workloads, job security and relationships at work. There are strong relationships between work-related pressure, absence due to sickness and sub-optimal relationships with management. The key drivers enabling the workplace climate for 'workplace pressures' mirror the key drivers for Health and Wellbeing. This includes workloads, support, feeling valued and working hours with negative management styles also strongly linked³⁵.

1. Managers & Supervisors play a **pivotal role** in managing health & well-being in the workplace. Consistent themes from the survey highlight the importance of a **positive, open relationship** between employees and supervisors when managing health and wellbeing, workloads, staff development and in providing effective support.

2. The majority of the workforce are **comfortable** disclosing their ongoing health issues to their supervisor but some are not. Respondents raised concern that the organisation will **penalise** them if they disclose health issues and that it may count against them in a change process.

3. Short-notice **changes to duties** has a **significant impact** on some officers and staff, particularly on their home-life and emotional wellbeing. The most affected group is female officers though all officers report these issues.

4. Organisational change places great **pressure** on the workforce and has clearly impacted on health & wellbeing, particularly stress. Corresponding **workload inflation** with diminishing staff is frequently cited as a cause of stress.

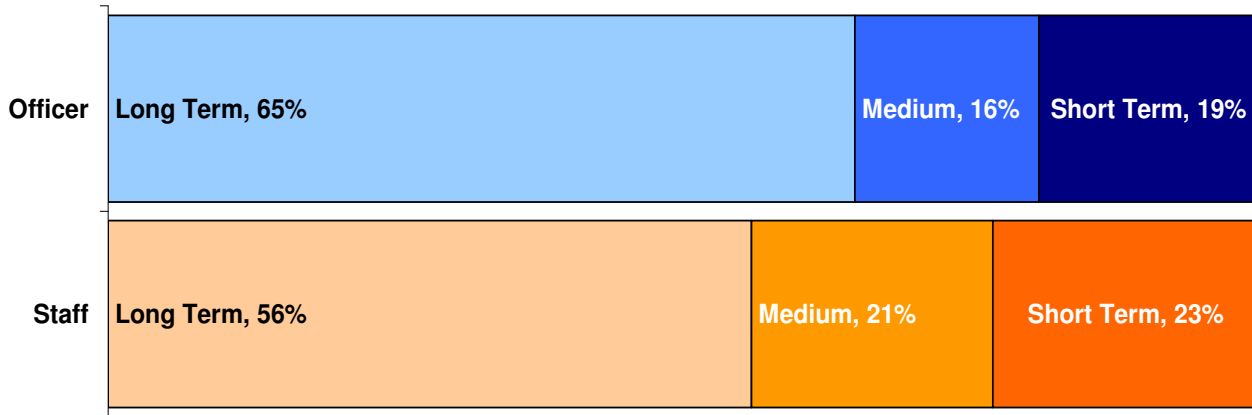
5. Greater **understanding** of and **organisational support for mental health issues** is needed. Work-related pressures have widely contributed to poor health and wellbeing in our workforce. Workforce feedback has highlighted that managerial understanding and support for mental health problems is **piecemeal**. Strong **internal support networks** would be helpful for enabling the workforce to manage these issues.

6. Workplace discrimination disproportionately impacts some groups more than others with **disability groups** most greatly impacted. There is **widespread under-reporting** of discrimination belied by a **lack of faith** in both organisational processes and management to effectively tackle this issue.

³⁵ Source, J Stiff, S Noman, Strategic Service Improvement Sept 2015

Sickness

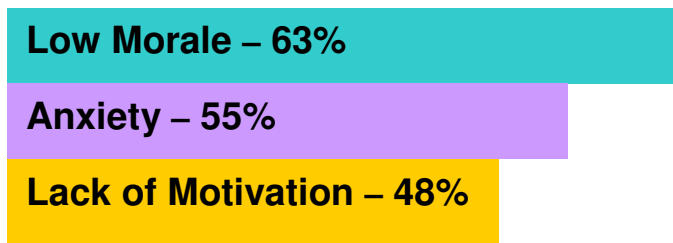
In 2014, almost 58,000 days were lost due to sickness across Police Officers and Police Staff. 35% of officer days and 32% of staff sickness days were lost to psychological disorders (anxiety, bereavement, debility, depression, hyper-tension, insomnia, stress and stress related illness).



Data Period: 2014/15

31 officers account for **20%** of all sickness days. **72%** of this is stress related sickness

28 staff account for **20%** of all sickness days. **67%** of this is stress related sickness



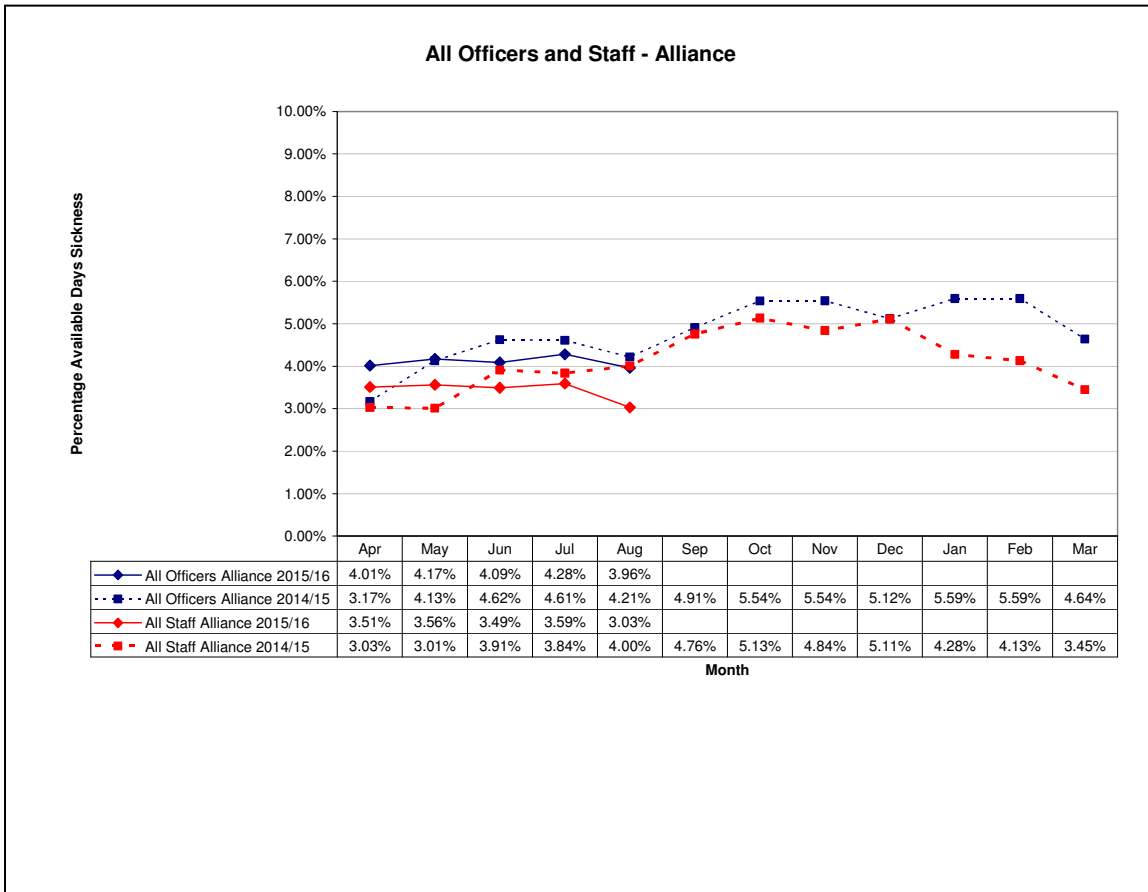
Only 1/4 of staff talk to their manager about stress (National Unison Police Staff Stress Survey)

The Staff Survey results suggest 52% of the workforce have been absent from work for one day or longer due to illness or poor health. In August 2015, a total of 2744 working days were lost to sickness across the Alliance. This is a drop compared to recent months, but follows the seasonal pattern where sickness is lower in the summer months.

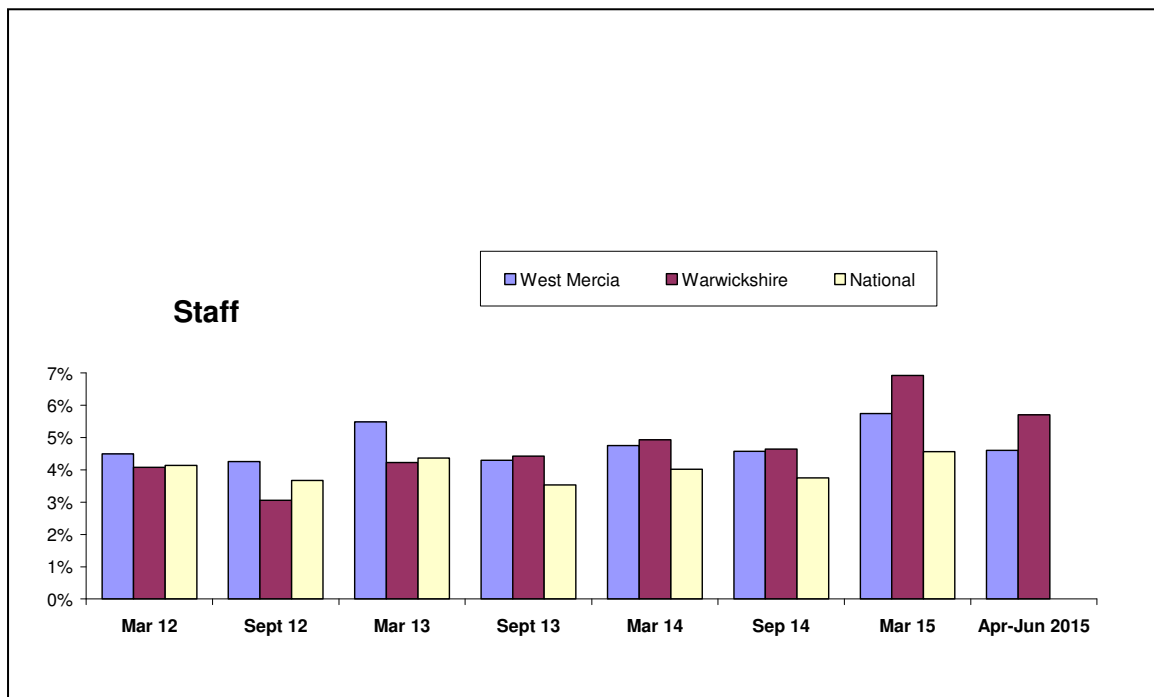
In the Performance Management Group (PMG), April 2015, it was demonstrated that stress-related conditions contribute more days lost to sickness than any other type of health condition for Warwickshire Police and West Mercia Police. 51% of staff survey respondents (N=1,753) stated that workplace pressures have contributed to their poor health and wellbeing in the workplace during the last 12 months. Across the Alliance, the average percentage of days lost to sickness in August 2015 was 3.96% for Officers and 3.03% for Staff³⁶.

³⁶ Source: Performance team SSI, October 2015

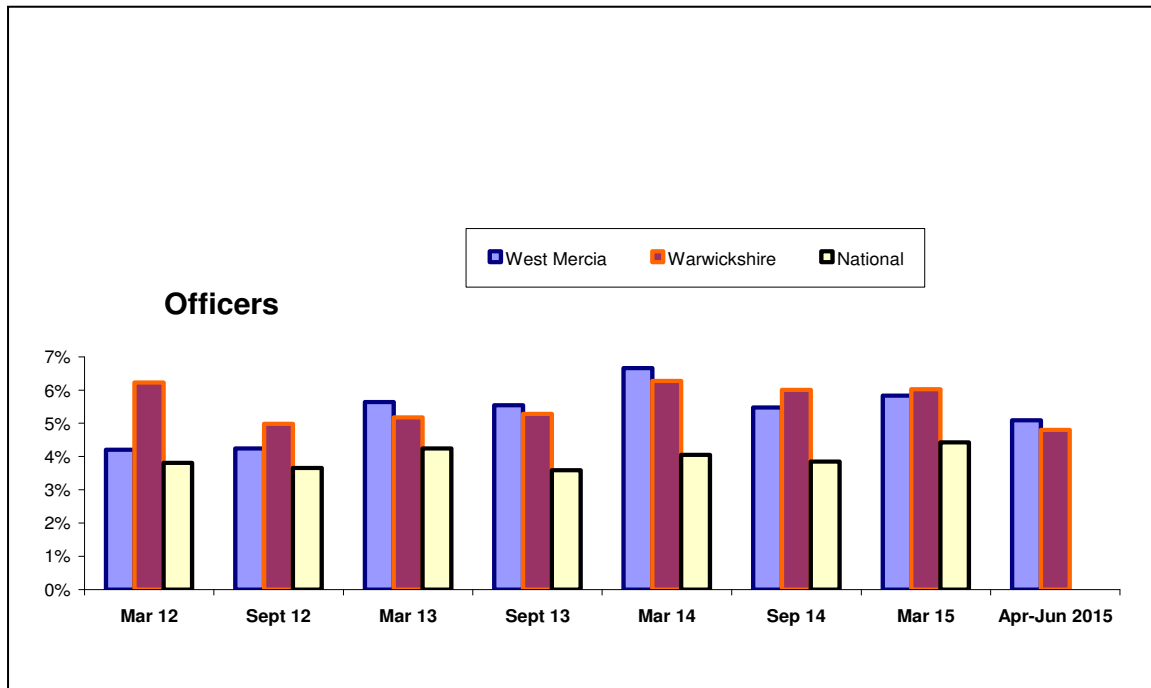
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A national comparison is only available on a 6 month basis, with the latest data up to March 2015. At this point both Forces show an encouraging but small improvement in the proportion of hours lost to sickness for officers (from 6.1% for both Forces to 6% in Warwickshire and 5.7% in West Mercia). However for police staff there was a higher proportion of hours lost to sickness and a worsening of position in force rankings.



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TOIL/RDIL

The Force has an internal policy where no officer or staff member should have more than 40 hours owed 'Time Off in Lieu' (TOIL) or 5 days unallocated owed 'Rest Days in Lieu' (RDIL).

In April 2015, an internal target of March 2016 was set to significantly reduce the number of officers and staff breaching these limits. As at the end of August 2015 the situation had not improved. There are more officers and staff breaching these limits and only limited change in the average number of hours / days owing to these individuals. Note that these figures³⁷ only relate to data captured on Origin. It does not take into account locally held time sheets for departments. The overall Alliance position may vary if these were to be included.

TOIL

	Officers		Staff	
	No. over 40 hours	Avg. no. Hours	No. over 40 hours	Avg. no. Hours
April	260	74	42	65
May	318	66	64	66
June	314	67	69	64
July	308	68	69	63
August	292	65	75	61

RDIL

	Officers		Staff	
	No. over 5 days	Avg. no. days	No. over 5 days	Avg. no. days
April	714	11	138	10
May	946	10	149	9
June	930	10	144	9
July	876	10	131	8
August	889	10	106	8

There has been a wealth of activity that has taken place during 2015 to understand what may be contributing to the poor sickness statistics. The staff survey formed part of this. Working groups have also been actively engaging with the workforce to ascertain what changes could be implemented to support the general health and wellbeing of the workforce. The results from this and the survey has resulted in a number of changes such as the procurement of an Employee Assistance Programme, roll out of workplace health checks, health awareness

³⁷ Source: Performance team SSI, October 2015

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sessions, proposals for greater leadership training and a number of improvements to equipment such as gym facilities. There are over 30 recommendations. There is also a lot of activity taking place to understand the challenges around mental health and also discrimination. Such activity is monitored through the Health and Well-being board chaired by the Chief Constables. This work is ongoing with good progress being made. This above activity links to the People Services Strategy and business plan.

Discrimination

Of note were responses in the 2015 Staff survey around discrimination³⁸. The findings are below,

- Extent of the issue - 11% of the alliance workforce (n=297) state that they have been discriminated against in the workplace during the past 12 months

Discrimination does not affect all demographic groups equally and reporting of discrimination can vary between groups as highlighted. The group most disproportionately affected is those with a disability whereas part-time workers are least likely to report instances of discrimination.

- Under-reporting - of those who suffered discrimination, 75% (233) did not report the incident to the organisation.

The reporting process itself is not well regarded by the workforce who largely avoids reporting acts of discrimination. There is an expectation that the reporting process will fail to address the heart of the problem and result in:

- No action being taken
 - Action taken being ineffective
 - Acting being taken against the victim rather than the perpetrator
- Reporting discrimination - of the 25% who did report the discrimination, levels of satisfaction are low with regard to the organisation's response to the incident.

There is a clear link between workplace discrimination and overall health and wellbeing. Discrimination is one of two key scenarios statistically linked to overall health and wellbeing in the workforce. Where discrimination has been experienced by a member of the workforce, health and wellbeing will be significantly lower.

- Enabling reporting of discrimination - the right supervisory and leadership environment of the workforce is essential for facilitating a culture for open discussion and reassurance when there are problems.

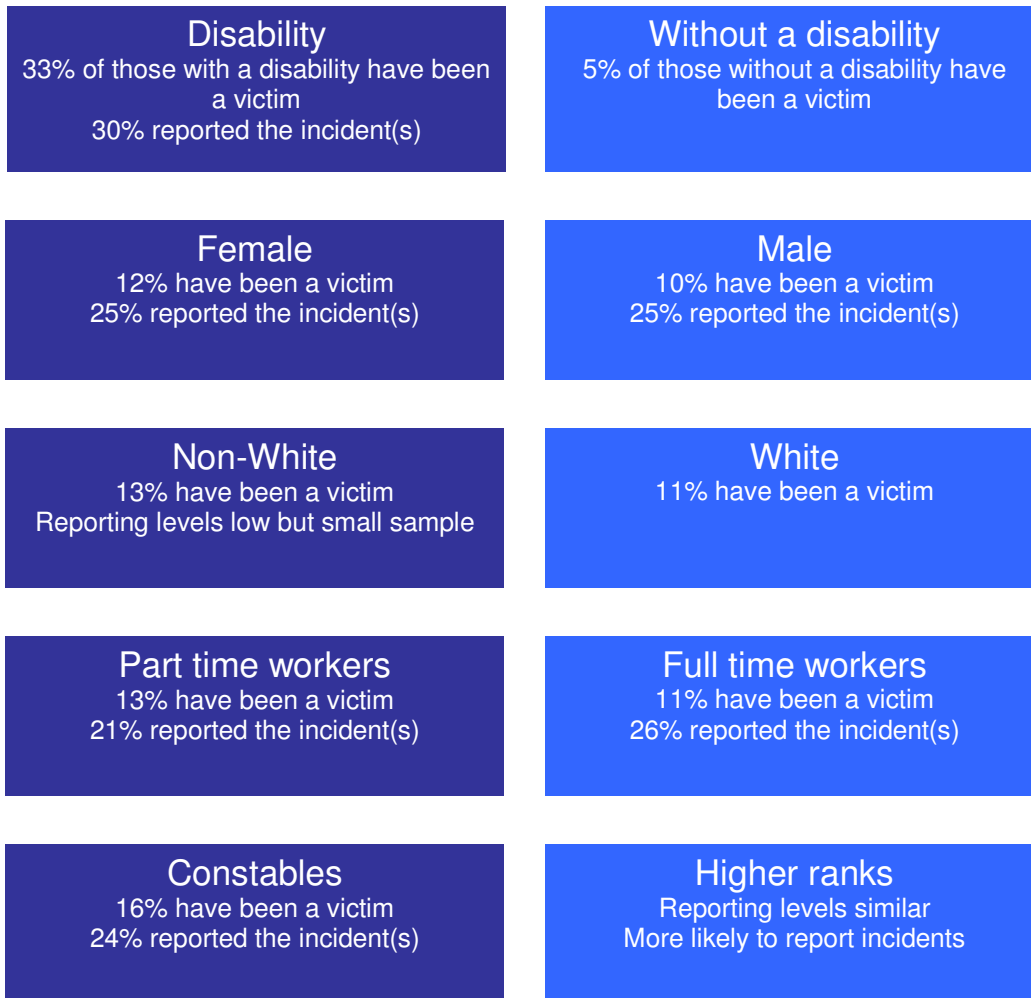
Survey feedback highlights the damage caused by unsupportive and dismissive management styles that can result in members of the workforce feeling alienated from organisational policy and procedures that could protect them. This managerial approach can be seen to foster a culture whereby it is better to 'put up' with inappropriate behaviour than to speak out and tackle it.

³⁸ Source, S Noman, J Stiff, Staff Survey 2015

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- Impact of discrimination in the workplace - written feedback highlights that discrimination can have a detrimental impact on physical health, emotional wellbeing and can cause loss of trust, particularly in management.

Those who have been a victim of workplace discrimination show significant differences in their health and wellbeing compared to those who have not been victim to discrimination.



More likely to take time off unwell

65% of those suffering from workplace discrimination have **taken 1 or more days off work due to illness** or poor health compared to 50% of the rest of the workforce.

More likely to experience workplace stress

80% of those who suffered discrimination indicated that they have suffered from **work-related stress** during the last 12 months compared with 64% of the rest of the workforce.

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More likely to suffer from health conditions that could impact on work

46% (of those discriminated) suffer from **ailments** that could impact on their ability to work vs. 25% workforce average. Those who have been subjected to discrimination are much **less comfortable** bringing these medical complaints to the attention of their **line manager**.

Less likely to have a good work-life balance

37% of those discriminated against agree they have a **good work-life balance** - considerably below average for the rest of the workforce (57%).

Equality and Diversity

The Equality Duty Act requires the alliance to show that in its decision-making processes, service delivery and employment practices there has been due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation and any other conduct prohibited by the Act
- Advance equality of opportunity between people who share a protected characteristic and people who do not share it
- Foster good relations between people who share a protected characteristic and people who do not share it

The Equality Objectives for 2014-15 are broken down into the three themes as outlined by the College of Policing:

Operational

- Increase in levels of trust, confidence & understanding within our diverse communities
- Support the most vulnerable and most likely to be at harm
- Meaningful and targeted engagement, leading to positive outcomes

Organisational

- Demonstrate leadership and commitment and continuous improvement
- A workforce that understand and responds to the different needs of society
- Robust equality analysis to inform our decision making

People & Culture

- Ensure Staff feel valued and respected
- Organisation reflects the diverse communities we serve
- Staff are informed and empowered to innovate

Challenges

Performance management

Not having a performance management framework priority makes it difficult to evidence successes. The Alliance is often challenged by communities to demonstrate the impact of activities and added value.

Staff

The initial findings of the staff survey highlighted issues around discrimination, disability, gender progression and work/life balance. In order to see if these results improve or deteriorate, the survey would need to be carried out annually.

Partnership working

Priorities of partnership organisations often share common strategic themes including understanding cultural norms to help address issues like mental health, sexual exploitation and domestic abuse.

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Community engagement

There is a need to build capacity within communities who can help to gather intelligence to help assist in understanding and addressing serious crime such as child sexual exploitation, modern slavery and female genital mutilation.

Under reported crime

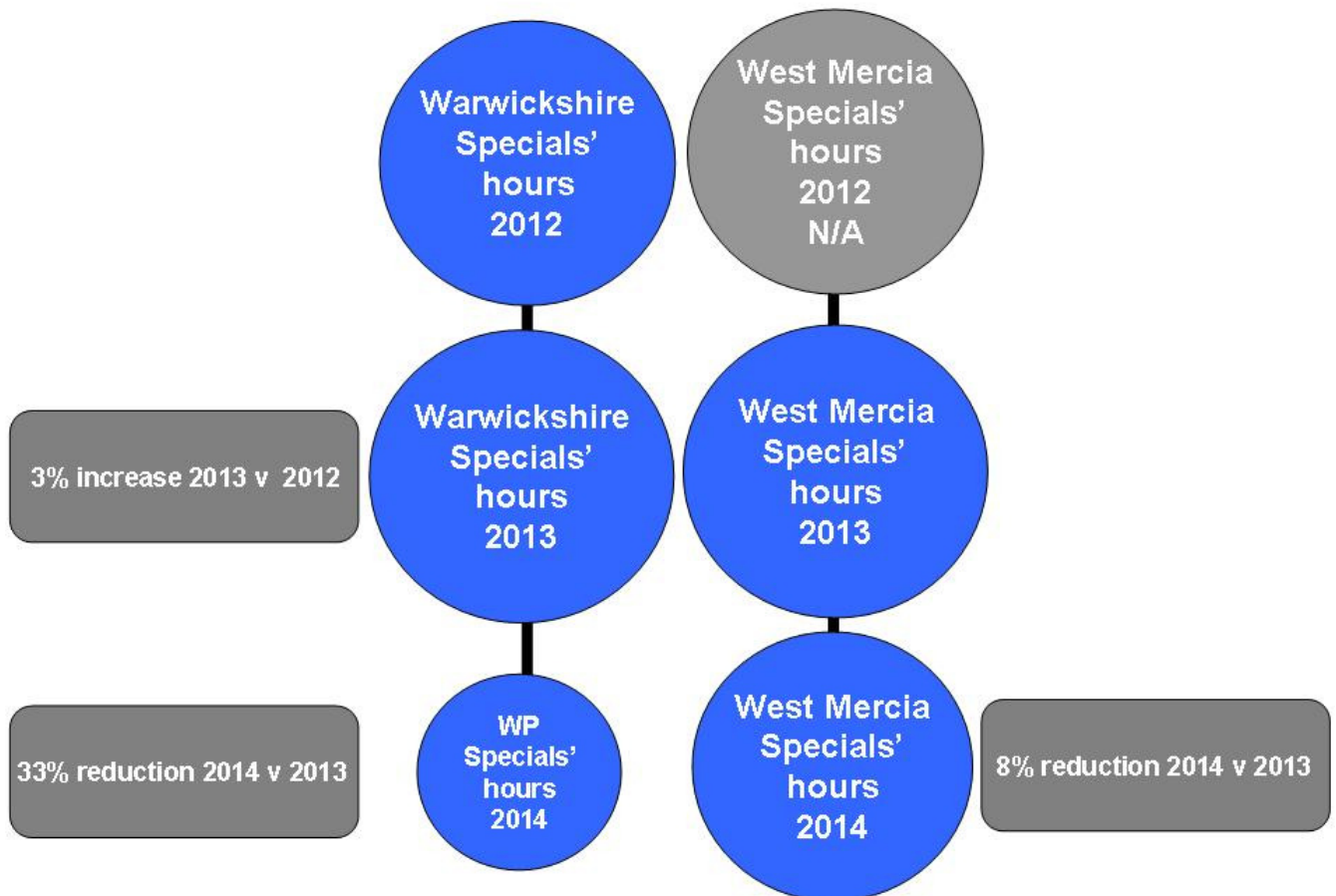
There has been an increase in the reporting of hate crimes related to race. However all other strands are vastly under-reported. Advocacy groups and carers of those with disabilities advise that there are a large number of victims who are not confident to report crime.

Special Constabulary

Current Specials' establishment, including those in training (as of Sept 2015) is shown below³⁹. The figure in brackets is the establishment shown in the Strategic Assessment, November 2014.

Warwickshire ytd 2015	Warwickshire ytd 2014 ⁴⁰	Desired strength April 2017 ⁴¹	West Mercia: ytd 2015	West Mercia ytd 2014	Desired strength 'significant uplift.'
251	232	410	317 ⁴²	302	N/A

Warwickshire and West Mercia Specials' duty hours ESIBS full year



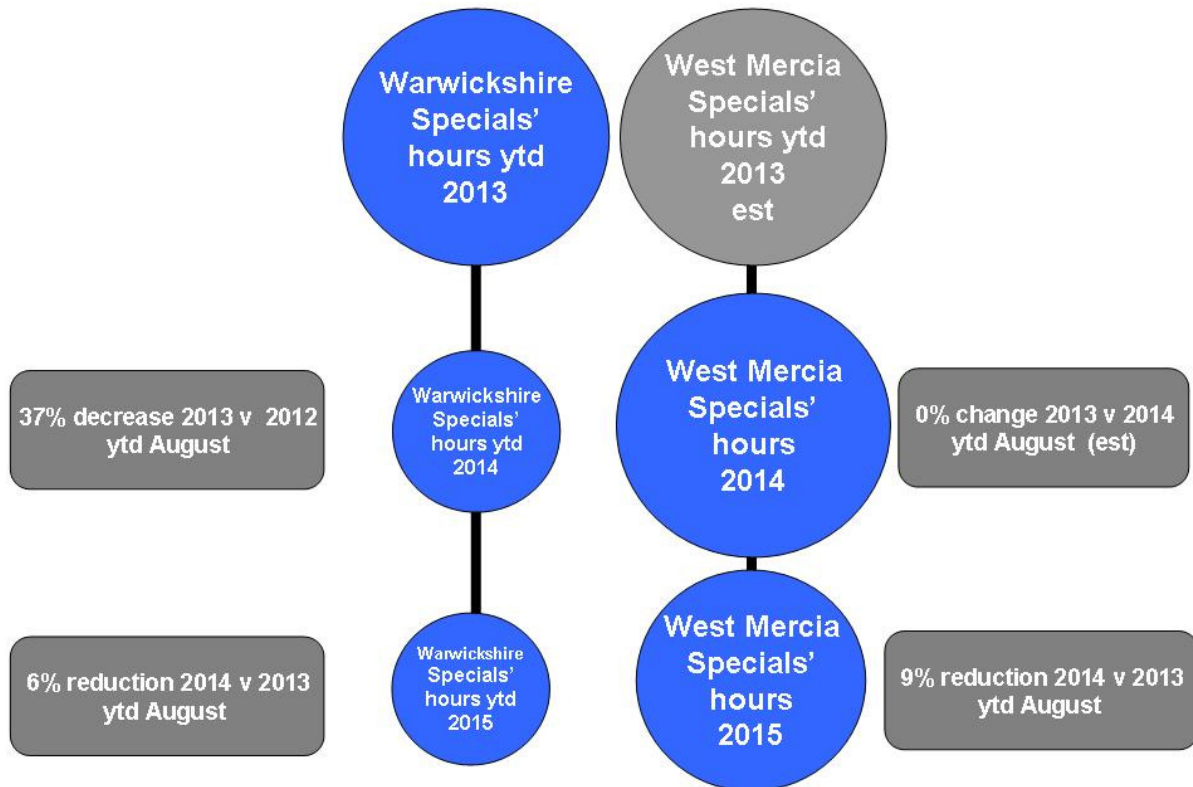
³⁹ Source: Origin 04/11/15 includes all Specials in training.

⁴⁰ Source: Origin Nov 2014 and Strategic Assessment 2014 final document.

⁴¹ P36, <http://www.warwickshire-pcc.gov.uk/wp-content/uploads/2014/10/CSA-PCP-for-SWPB-1.pdf>

⁴² A further 17 recruits will enter the training programme before year end

Warwickshire and West Mercia Specials' duty hours ESIBS ytd August



On average three Specials resign from Warwickshire Police each month and five in West Mercia Police. A number of initiatives have been developed to increase Specials' numbers to the desired establishment.

These initiatives include,

- Dedicated HR, Comms and Stores support
- Dedicated recruitment staff based on territory
- Significantly improved and streamlined recruitment process
- Development of a blended training programme

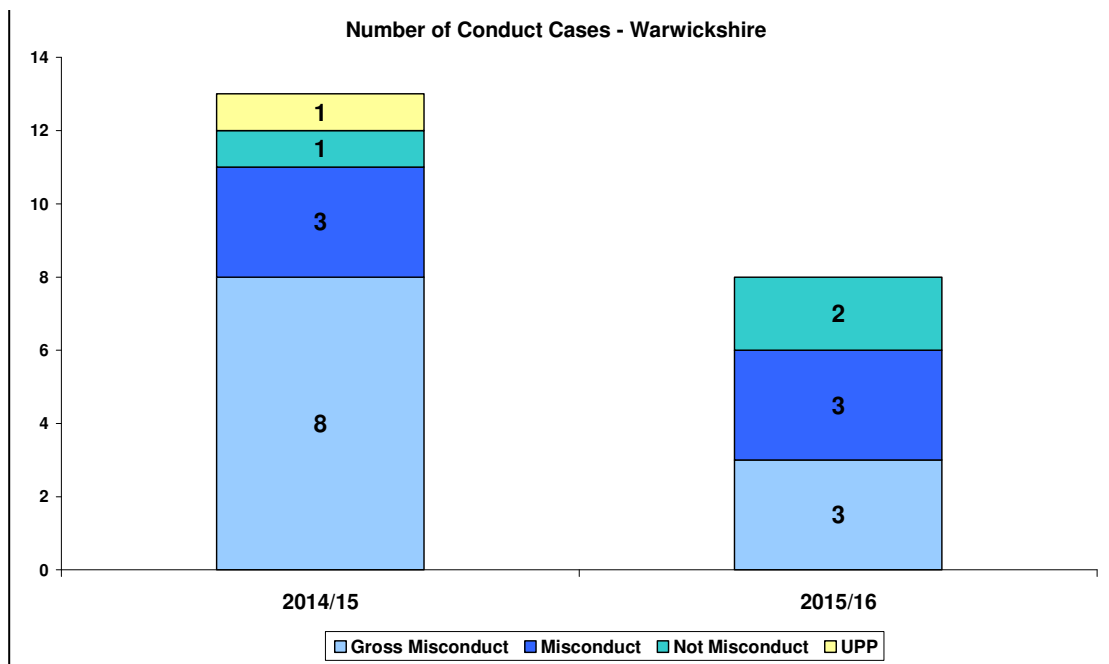
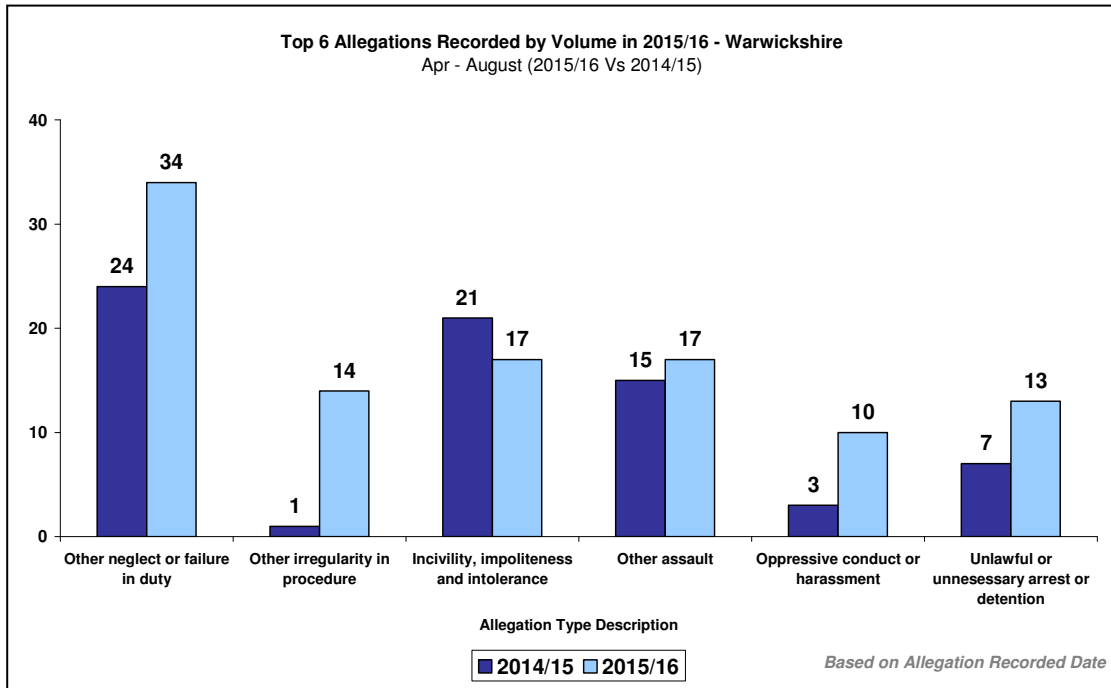
There has been an encouraging response to the recruitment marketing campaign since its launch in mid October. The Specials' Recruitment Team have received 226 expressions of interest (WP 54, WMP 172)⁴³, 73 applicants have been invited to complete the application form process, 16 have completed and submitted their application form⁴⁴.

⁴³ Source: Specials' Recruitment team as of 29 October 2015

⁴⁴ Source: Specials' Recruitment team as of 6 November 2015

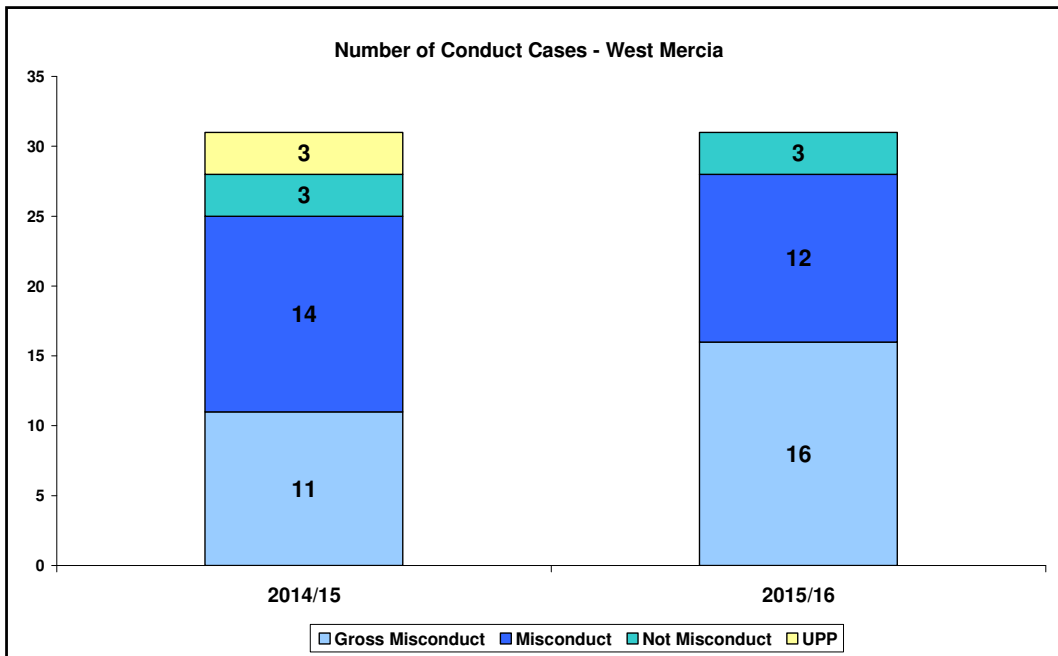
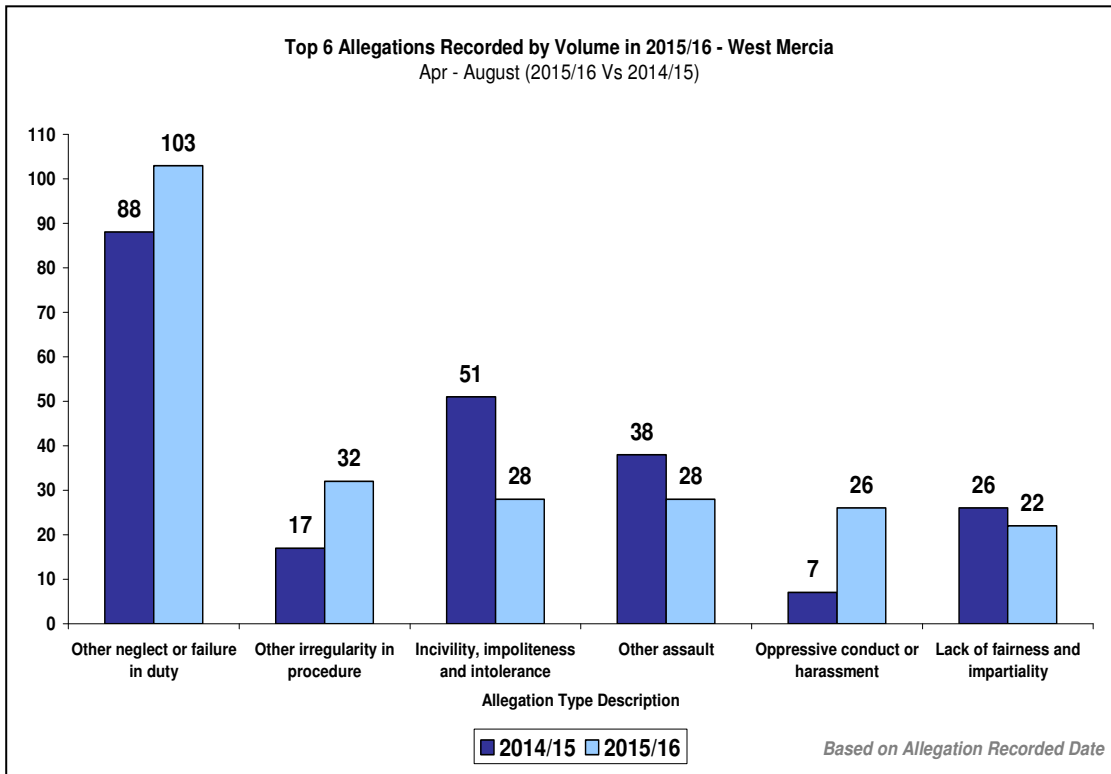
Professional Standards

Key complaint areas across both forces are neglect/failure in duty and irregularity in procedure. This mirrors the national picture with figures released from the IPCC. 'The numbers show a 6% rise in the amount of complaints made in 2013-14, with the figures reaching a record high for the second year running. The most common complaint made was for 'neglect or failure in duty.'⁴⁵



⁴⁵ <http://www.bbc.co.uk/news/uk-34464181>, Oct 7th 2015

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The submission of a business case reviewing PSD staffing has resulted in the creation of a small new team to provide an operation unit to address corruption threats.

Section 5: Finance

Finance data will be available on 26th November and is not included in the report.

Section 6: Emerging threats not covered elsewhere

The Strategic Assessment gives an overview of the current and medium term issues affecting, or likely to affect, Warwickshire Police and West Mercia Police.

The following topics are also emergent at this stage, however there is limited information available with which to make a fully informed assessment,

- Food Crime⁴⁶ - incidents such as the horse meat scandal in recent years demonstrates the extent of the issue nationally and internationally.
- Modern slavery. 'Last year analysis for the Home Office suggested there could be between 10,000 and 13,000 slavery victims in the UK with the majority coming from Albania, Nigeria and Vietnam. However there was also a significant rise in the number of British people being referred to the authorities⁴⁷.'
- Apparent rise in homelessness levels across the Alliance⁴⁸

Section 7: Appendices

- PESTELO
- Priority drivers

⁴⁶ <https://www.food.gov.uk/enforcement/the-national-food-crime-unit>

⁴⁷ <http://www.bbc.co.uk/news/uk-34546344>, 15/10/15

⁴⁸ Source: SSI Environmental Scanning, Nov 2015