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Our Ref: - PCC19 09/102

Your Ref: - Warwickshire IPA

21st November 2019

Dear Inspector / Minister,

As the Police and Crime Commissioner for Warwickshire I am providing the following response to 'Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) and the 'Secretary of State for the Home Office' in respect of the HMICFRS report '*Warwickshire Police- Integrated Peel Assessment 2019*' that was published on the 27th September 2019. This action is pursuant to my obligations under Section 55(1) of the Police Act 1996.

1. LOCAL POLICING BODY'S COMMENTS

I welcome the report and would like to convey my thanks to HMICFRS for its production and the recommendations made. Following the inspection the following overall grades have been attributed to Warwickshire Police in the three areas under consideration: -

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

These grades compare with those awarded following the previous HMICFRS inspections in 2017/18: -

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

I welcome the view of HMICFRS that Warwickshire Police is good at preventing crime and tackling anti-social behaviour, understanding community issues and working with other agencies to resolve local problems. This is something that our residents are rightly very concerned about, so I am pleased that the work the force and my Office have been undertaking to improve these areas of work have been

recognised independently. The inspection report also recognises the improvements that have been made in the area of protecting the most vulnerable and praises the way it works closely with partners to safeguard victims.

HMICFRS 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. My Office has done considerable work to examine the underlying issues and I have previously raised my concerns with the Chief Constable on this matter.

The report also 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.

I am confident that the force understands the areas that need to improve and is putting in plans to address this. My Office will continue to monitor closely the progress that is made, as it will be vital to ensuring an improved service to the public

In summary, I concur with HMICFRS's observations and recommendations and support the view that action in certain areas of performance is required to improve the service provided by Warwickshire Police to its communities. I have received the following report from the Chief Constable in response to the issues identified by HMICFRS during the inspection.

2. COMMENTS FROM THE CHIEF CONSTABLE

Warwickshire Police supports the report and the recommendations and causes of concerns contained within it. We are actively working to address these, as listed below: -

EFFECTIVENESS - GOOD

Investigating Crime - Requires improvement

Cause of concern

- The force does not have the capacity or capability to investigate crime effectively and this is affecting the service being provided to the public. There are failings in the way that crimes are being investigated.

Warwickshire Police recognise this cause of concern as an area that is in need of swift remedial action. A robust governance process has been put in place to manage these improvements and a monthly meeting is currently chaired by C/Supt for Local Policing to address the issues identified. The OPCC are represented at this meeting. This is in turn governed by the Warwickshire Assurance Board which is chaired by the Deputy Chief Constable. All actions required will be scrutinised by this board prior to any sign-off as being completed.

Recommendations

To address this cause of concern, we recommend that within six months the force should: -

- Improve how it responds to reports of crimes, allocates them, (ensuring investigations are allocated to appropriately trained and supported officers) and that it reviews this allocation appropriately throughout the investigation;

Prior to the inspection Warwickshire Police had committed to reviewing investigations and the resource allocation. External consultants 'Process Evolution' have completed this review and provided a framework with which to benchmark future operating models. A paper has now been circulated to Chief Officers which will seek to run a phased rollout of a model moving the force away from the omni-competent CID officer and bringing back some areas of specialism in areas of particular vulnerability. Work is also ongoing to bring levels of investigative staffing back up to establishment, this will start to show a net improvement in early 2020.

- Ensure regular and active supervision of the quality and progress of investigations. This supervision should be properly recorded;

Standards of investigation and the quality of supervision were flagged as potential issue areas prior to the inspection. Supervisor development days have been implemented and run every six-months. The next will be in November 2019 and will focus on improvement activity against HMICFRS criteria. Additionally, there will be a Sergeants 'passport' created that will see aspiring supervisors formally developed in a number of areas to build their knowledge of supervision, including attendance management, disciplinary procedure, occupational health etc.

- Improve its ability to retrieve digital evidence from mobile phones, computers and other electronic devices quickly enough to ensure investigations are not delayed;

The Head of Digital Forensics has put together a 'roadmap' for improving our ability to manage digital submissions more efficiently. Some of this work is predicated on an improvement in our underlying ICT capacity which is still being worked through in Warwickshire. The Head of Local Investigations is working with the Head of Force Investigations to scope ways in which better more effective use can be made of the existing technology currently in force.

- Take steps to better understand the data relating to its crime outcomes and put actions in place to ensure that it is effectively pursuing justice on behalf of victims;

The Service Improvement Team (SIT) is now part of Assurance and Service Improvement (A&SI) and will work hand in hand with analysts and the force to bring meaningful data on a monthly basis to the command team to help provide purposeful oversight of both crime investigation action taken and when action is not taken. SIT are also working with the Criminal Justice Unit (CJU) to ensure that we

are utilising opportunities to progress evidence led prosecutions where the evidence is strong enough to proceed to charge.

- Improve its understanding of suspects released under investigation and the management of those released on bail;

The SIT are working with force experts including Custody to improve our understanding of those suspects who are subject to Release under Investigation (RUI) and those released on police bail. Work is under way to fix a procedural issue with the crime recording system to ensure that we have accurate data on RUI numbers and the time spent on RUI. These can now be scrutinised down to an individual level to ensure we are progressing investigations in a timely manner and to understand where investigative blockers exist.

- Introduce consistent processes to effectively manage the risk posed by suspects who are under investigation but have not yet been arrested or circulated as wanted on the PNC;

The SIT are currently undertaking a piece of work to scope the options to deliver this risk assessment. This is proving difficult at this time, due to extracting the correct data from the crime recording system. Other work is ongoing with Athena colleagues to try and produce a report and implement a risk assessment system similar to the STAR risk assessments used for PNC wanted suspects. This work is governed through the Investigations, Standards and Outcomes meeting.

- Introduce effective arrangements to ensure it complies fully with its disclosure obligations.

An in-house disclosure presentation has been delivered to police constables and sergeants to raise the understanding and awareness of their disclosure obligations. There will also be a presentation from disclosure experts at the supervisor's development days. Work is under way to ensure that the CJU are identifying when disclosure obligations have not been met and are feeding this back to the correct team or department. This work is being led by a Detective Supt. as the force's lead on matters of disclosure.

Protecting Vulnerable People - Good

Areas for improvement (AFI)

- Improvements must be made to the quality of incident risk reassessments when deployment delays occur, so that safeguarding support can be prioritised. This action should be addressed promptly.

The Operations Communications Centre (OCC) supervision have made changes to both practices and training to ensure compliance. This is now dip sampled on a monthly basis with the results fed back into the Investigations, Standards and Outcomes meeting.

- The force should implement the necessary processes to share information with schools in relation to children affected by domestic abuse incidents, to ensure information is shared as quickly and effectively as possible.

With the introduction of Operation Encompass this AFI has now been completed and compliance will continue to be monitored.

Tackling Serious and Organised crime - Good

Areas for improvement

- The force should ensure that lead responsible officers (LROs) maintain up-to-date management plans for all active organised crime groups as part of a long-term, multi-agency approach to dismantling these groups. LROs should adopt a balanced approach across the 'four Ps' framework (pursue; prevent; protect; prepare), and they should have a good understanding of available tactics.

The Head of the Force Investigations has overall ownership of the force's Serious Organised Crime (SOC) strategy. Warwickshire Police together with partners is in the process of building capacity across the force and this area of business remains a focus and priority for the force.

- The force should continue to improve its understanding of the impact of its work on serious and organised crime across the 'four Ps'. It should also make sure that it learns from experience to maximise its disruptive effect on this criminal activity.

The force lead is working in partnership with key stakeholders and practitioners to ensure that the force learn from successful tactics and look to replicate these moving forward. A problem solving approach is being utilised to aid in this organisational learning. As a key force priority this will be managed through the Warwickshire Assurance Board.

- The force should enhance its approach to the lifetime management of organised criminals to minimise the risks they pose to local communities. This approach should include routine consideration of ancillary orders, as well as the powers of other organisations, and other tools to deter organised criminals from continuing to offend.

A recent change since the inspection is that lifetime offender management is now being picked up by the Regional Organised Crime Unit (ROCU). Whilst managed in the region, there will clearly be a role for local Offender Management too with an intelligence feed enabling the continued evaluation of certain tiers of risk and dismantling of activity when and where possible. Routine orders and partner disruptions are considered and captured within the 4P plans.

Armed Policing

- We identified an area last year where the APSTRA could be improved. The assessment does not include an analysis of how quickly armed response vehicles (ARVs) respond to armed incidents.

This is important to determine because it provides an indication of whether or not the force has sufficient armed officers to meet operational demands. It is disappointing that the force's APSTRA still doesn't contain this information. It is a shortcoming that we expect the force to address.

This work has been picked up within the Evolve team who are responsible for the transition of Warwickshire Police from its strategic alliance with West Mercia Police. There are ongoing discussions regarding the force's provisions against the APSTRA. The new force's Chief Firearms Instructor will have ownership of this issue once the role has been split out of the alliance structures.

EFFICIENCY – REQUIRES IMPROVEMENT

Meeting Current Demands and Using Resources - Requires improvement

Cause of concern

- The force does not have suitable arrangements in place to make sure it can maintain the full range of public services when its alliance with West Mercia Police ends. There are gaps in its workforce skills assessment and weaknesses in its investigative approach.

Much of this cause of concern has been allayed by the intervention of the Home Office in relation to maintenance of public service post the 8th October through invoking s23G Police Act. However, a response will be given against each AFI identified.

Recommendations

To address this cause of concern, we recommend that the force should immediately:

- Put in place plans to maintain the full range of public services by October 2019, particularly in the areas of highest risk;

This has now been completed, by Home Office intervention the October deadline has been removed and the new 31st March 2020 date should see a substantially altered position and the Evolve team are working towards this objective.

- Expand the skills project work to include an assessment of all skills, not only operational, and potential future skills requirements too, using this assessment to inform workforce planning;

The Evolve team are skills planning as part of the ongoing work to ensure that service and public safety can be maintained post alliance exit. The Head of Learning and Development will also be undertaking a review and skills assessment to understand the ongoing training requirements across the force.

- Conduct a review of the capability and capacity of officers to manage their investigative workload, to better understand investigative demand and the pressures placed upon officers.

This work is being undertaken as part of the Process Evolution work and a paper exploring the options of establish a specialist investigations team (CATEM) in areas of complex vulnerability is being progressed through the business planning stages. Work is ongoing across many areas of the business

to try and recruit more officers into key investigative teams to balance the capability and capacity of the officers to investigate crime. This is being governed through the Investigations, Standards and Outcomes meeting.

Planning for the future - Inadequate

Cause of concern

- The force has not yet defined how all of its services to the public will operate in the future, nor has it agreed a smooth transition to a future operating model. And it has not consulted with the public on these important matters.

Again, the force would hope that the intervention of the Home Office in the impending termination of the alliance has gone some way to allaying fears over the ability of the force to provide key public services moving forward. Each point is being worked upon to ensure that the best service available can be provided to the people of Warwickshire.

Recommendations

To address this cause of concern, we recommend that the force should immediately:

- Clearly define its new operating model, ensuring all operational and support services are affordable and fit to protect the communities of Warwickshire;

Warwickshire Police have a clearly defined Target Operating Model and work is advanced in building these teams and resources back in the force. Work continues apace to ensure that the force have completed the transition of services required prior to the end of March 2020.

- Agree arrangements with West Mercia Police to secure a smooth transition to its future operating model, ensuring no disruption to public services;

Negotiations are continuing with West Mercia Police to ensure a smooth transition of service. The Police and Crime Commissioner (PCC) is clearly involved in these discussions and the force remains committed to a smooth transition of services in a timely fashion.

- The force should improve its arrangements both to consult with the public about business planning and to feedback on changes made to service delivery as a result of such consultation.

The Head of A&SI is currently working with the Chief Officer team and the PCC to design and implement a new public engagement strategy for the force. This will include surveys as well as other methods of contacting the public regarding force priorities. Further work will be undertaken to understand and record public interaction from the senior command team and chief officers.

LEGITIMACY – GOOD

Treating the Public Fairly - Requires improvement

Areas for improvement

- The force should review its arrangements for training, monitoring and independently scrutinising how force is used.

The force is currently awaiting the introduction of Chronicle, a 21st century Use of Force (UoF) recording system which will be rolled out to all police officers. This will allow officers to record UoF in compliance with the Home Office Data Requirement as well as making this process more streamlined and easier for officers.

- The force should ensure that all relevant officers and staff have in-date personal safety training.

With the changes that have been made to Officer Safety Training (OST) and the move away from a two day course to a more efficient one day course, the force is well on target to have significantly improved its position by the end of the year. This work continues to be monitored and governed through the People Services Board and ultimately through the Warwickshire Assurance Board.

- The force should review the training of effective communication techniques to best equip the workforce with the necessary skills to achieve its community engagement ambitions.

The force recognises that while there has not been a formalised communications course offered to officers, this work is carried out through a range of other courses that they attend. The Head of Corporate Communications is reviewing the current inputs and completing a learning needs analysis. This will then be used to inform new courses as required, which will be commissioned through the Workforce Management Group and the People Services Board.

Ethical and lawful workforce behaviour - Good

Areas for improvement

- The force should ensure that its counter-corruption unit has enough capability and capacity to tackle corruption effectively and proactively and that it can fully monitor all of its computer systems, including mobile data, to proactively identify data breaches, protect the force's data and identify computer misuse.

The force's Professional Standards Department (PSD) has recently been disaggregated from out of the alliance and work continues to ensure that anti-corruption features highly on the force priorities. The Head of PSD has ownership of this work and will report for governance purposes into the Warwickshire Assurance Board, or directly into the DCC.

- The force should continue to improve knowledge and understanding across the workforce of the abuse of position for a sexual purpose.

Advisory communications continues to be delivered to the workforce on this important issue. The force PSD manage these communications and drive activity through their governance structures. The Chief Constable remains completely committed to ensuring understanding and compliance by all officers and staff in this area of corruption.

Treating the workforce fairly - Good

Areas for improvement

- Individual performance reviews and processes for talent identification should be consistently and fairly applied across the workforce. Poor performance should be managed consistently. In this way these processes will be more valued by the workforce.

This work is now managed by the People Services Board and tactically driven through the Workforce Management Group. The introduction of Max, together with Performance Development Review (PDR) and the use of the Talent Management Matrix has resulted in the workforce becoming used to how these processes work in practice. PDR's are now aligned with the officer start date rather than the financial year, thereby spreading the demand on supervision across the year to allow more time to complete more meaningful reviews.

- Suitable training and support should be provided to supervisors so that they are fully equipped and confident to manage the performance and development of their staff, including effectively managing poor performance and identifying talent. The force should also create sufficient capacity for supervisors to manage performance.

All supervisors are currently attending the third supervisors' development day that have been held bi-annually. Performance management has previously featured on these days and will continue to do so. Aspiring sergeants will soon be receiving a passport type handbook that guide them to learning and development in a number of key areas, including performance management.

- Promotion and selection processes should be made accessible and transparent to the workforce so that they are perceived to be fair.

This work is being managed through the People Services Board and also through all levels of management. Chief Officers support the transparency behind both temporary staff moves as well as permanent moves and promotions. Work is ongoing to look at publishing these moves in a clearer and easily accessible format.

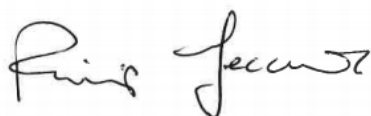
In summary, all of these recommendations and areas for improvement have been designated a strategic force lead and have been placed on the Warwickshire Assurance Board Improvement Plan action tracker. This plan will have governance and oversight through the Warwickshire Assurance Board, chaired by the DCC Moore. It will be held as a monthly meeting for the first six months to ensure the causes of concerns have the appropriate scrutiny.

3. ANY COMMENTS FROM THE LOCAL POLICING BODY ON THE CC'S COMMENTS.

The Chief Constable is supportive of the report and the recommendations contained within and has provided his assurance that the recommendations will be implemented within the suggested timescales. I will scrutinise the progress made by Warwickshire Police in achieving these objectives and hold the Chief Constable to account in doing so.

This response will be published on the website of the Warwickshire Office of the Police and Crime Commissioner (OPCC) within the proscribed 56 day timeframe starting from the day on which the report was published.

Yours faithfully,

A handwritten signature in black ink, appearing to read 'Philp Seccombe', is centered on the page. The signature is written in a cursive, flowing style.

Philp Seccombe. TD

Warwickshire Police and Crime Commissioner