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## **OPCC PERFORMANCE SCRUTINY**

### **WARWICKSHIRE POLICE**

## **January 2020**

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## **FORCE PERFORMANCE SCRUTINY**

The purpose of this report is to formally scrutinise Warwickshire Police's performance during January 2020, and in doing so allow informed discussion between the Warwickshire Police and Crime Commissioner (PCC) and the Chief Constable (CC) at their forthcoming 'Performance Accountability Meeting' (PAM) on Tuesday 25<sup>th</sup> February 2020. This aim is coherent with the PCC's statutory responsibilities to: -

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

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

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

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

- App A - Warwickshire Police Performance Summary – January 2020.
- App B - Warwickshire Police Performance Dashboard - 10/02/2020.
- App C - Warwickshire Public Contact Scorecard - January 2020.
- App D - Warwickshire CSP Performance - February 2020.

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

### **INVESTIGATIONS AND OUTCOMES**

The subject of Investigations and Outcomes has been selected as 'deep-dive' subject for scrutiny and review at the PAM for the following reasons: -

- **OFFICE OF THE POLICDE AND CRIME COMMISSIONER (OPCC).**

On the 20<sup>th</sup> May 2019 the OPCC completed its 'Outcomes' report following its scrutiny of the force's performance in achieving Action Taken (detections) as an Outcome in respect of its criminal investigations. A number of recommendations were made in the report that were subsequently accepted by the Chief Constable, namely: -

- I. That a holistic and systemic review of investigations and outcomes is conducted.
- II. That appropriate governance arrangements are put in in place, led at both a strategic and tactical level.
- III. That a comprehensive and coherent improvement plan is implemented with realistic time scales.

IV. That purposeful performance metrics are agreed and good quality and current data is available with which to monitor improvement.

- **HMICFRS IPA 2018/19.**

The grades determined for Warwickshire Police by HMICFRS following their Integrated PEEL Assessment (IPA) 2018/19 are noted: -

- Effectiveness - Good
- Legitimacy - Good
- Efficiency - Requires Improvement
- **Investigation - Requires Improvement.**

HMICFRS identified in their IPA report published on the 27<sup>th</sup> September 2019 a 'cause for concern' with the way the force investigates crime, with capacity and capability issues meaning that some crimes take too long to bring to an outcome. A number of recommendations were also provided, together with a six-month time frame for the force to take action to address them. HMICFRS are scheduled to re-inspect the force on this matter when they revisit from the 27<sup>th</sup> to the 29<sup>th</sup> April 2020.

For ease of reference, the HMICFRS cause for concern and recommendations are replicated below, together with the force's position as summarised in the PCC's Sect. 55(1) Police Act 1996 statutory response letter to HMICFRS and the Home Secretary following the IPA report.

- **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: -

1. 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 omniscient 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.

2. 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.

3. 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.

4. 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.

5. 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.

6. 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.

7. 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.

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

**PERFORMANCE SCRUTINY**

**PUTTING VICTIMS AND SURVIVORS FIRST**

- **Confidence in Police.**

The previously high level of public confidence in Warwickshire Police has declined, as the below table illustrates, and is now below the MSG average of 75.6%: -

	<b>December 2018</b>	<b>March 2019</b>	<b>June 2019</b>	<b>September</b>
<b>%</b>	80	79	73	72.5%
<b>MSG POSITION</b>	1	2	7	N/K
<b>NATIONAL</b>	6	10	27	N/K

- **Victim Satisfaction.**

This issue of victim satisfaction rates has been raised on a number of occasions at previous PCC / CC performance meetings, most laterly at the Q3 2019/20 PAM. Given the critical importance of this issue, together with the necessity to protect the vulnerable and safeguard repeat victims, the topic of victim services and satisfaction is to be explored as a PAM deep-dive topic on the 24<sup>th</sup> March 2020. Therefore, other than the below observations, these matters are not discussed further in this report.

- I. **Aggregate Satisfaction.**

The January 2020 figure of 75% of victims being ‘satisfied’ with their whole experience represents a stable position given that rates have plateaued during 2019/20. This level of performance should however be considered in context with the force’s ambition for 90% of victims to be satisfied with the overall service provided and it is also considerable below the high point of 86% that was achieved in September 2017.

- II. **Domestic Abuse (DA) Satisfaction.**

The January 2020 figure of 85% of domestic abuse victims being satisfied with the whole experience is stable when compared to the previous two months, as is the 94% of victims who would recommend contacting the police to others in a similar situation. Once again, the follow up element is the enduring weakness in the process at 65%.

### III. **Hate Crime Victim Satisfaction**

The January 2020 figures for Hate Crime victim satisfaction levels of 74% satisfied and 20% dissatisfied are stable. Whilst it is recognised that the size of the Hate Crime survey sample is relatively small and therefore subject to wide fluctuations, the current position represents a disappointing position given the nature of hate crime / incident.

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

### IV. **Repeat Victims.**

The January 2020 figure of 655 (27%) of victims being repeat victims is an improvement on the previous month of 718 (28%), which was the highest level recorded in terms of both volume and percentage during the last two years.

### V. **Domestic Abuse Repeat Victims.**

The January 2020 figure of 182 (35%) of DA victims being repeat victims of DA is an improvement on the previous month of 233 (40%), which was the highest level recorded during the last two years.

## **PROTECTING PEOPLE FROM HARM**

The following categories are not included in the Performance Summary: -

- I. **Road Traffic Casualties.**
- II. **Missing Persons.**
- III. **Serious and Organised Crime** - Deep dive topic for Q1 2020/21

The following categories have recorded No Exceptional Volumes (NEV) and remain within their control limits, they are therefore not commented upon further: -

- I. **Hate Crime** - Volumes below the monthly average 53 / 71 av.
- II. **Domestic Abuse** - Volumes below the monthly average 870 / 888 av.
- III. **Child Sexual Exploitation** - Volumes below the monthly average 21 / 24 av.
- IV. **Child at Risk** - Volumes above the monthly average 753 / 631 av.
- V. **Other Sexual Offences** - Volumes above the monthly average 95 / 79 av.
  - **Rape**

The January 2020 levels of Rape offences are shown to be within the control limits for Warwickshire. Of concern however is the data for north Warwickshire that remain above the upper control limit and are considered to be exceptional given the volume of 36 offences is above the monthly average of 23

## **PREVENT & REDUCE CRIME**

The following categories are not included in the Performance Summary: -

- I. **Violence with Injury.**
- II. **Robbery.**
- III. **Residential Burglary.**
- IV. **Business Crime.**
- V. **Rural Crime.**
- VI. **Cyber Crime.**
- VII. **Criminal justice.**

The following categories have recorded No Exceptional Volumes (NEV) and remain within their control limits, they are therefore not commented upon further: -

- I. **Total Recorded Crime (TRC)** - 0% YTD
  - II. **Anti-Social Behaviour (ASB)** - Volumes below the monthly average 744 / 990 av.
  - III. **Violence without Injury** - Volumes above the monthly average 843 / 767 av.
- **TRC Outcomes.**

The April 2019 to January 2020 figure of 2,550 crimes (8.3%) for Action Taken for TRC is noted and represents a declining position when compared to the same period in 2018 of 3,018 crimes (9.6%). However, upon further examination, the data from the previous month's Performance Summary for the period April to December 2019 showed that 2,135 crimes (7.9%) were finalised as Action Taken, representing an average of 237 crimes per month over this 9 month. From January's data it would appear that a further 415 crimes have now been assigned Action Taken during this month.

This position represents a marked increase in volumes when compared to the monthly average, which has in turn generated the 0.4% YTD increase when compared to the December 2019 figure.

This upturn in performance is hopefully an early sign of an improving picture as a consequence of the work that has been conducted by force in addressing the concerns of both the HMICFRS and the PCC. This issue, together with those of Outcome 15 and Outcome 16 rates, are to be discussed in greater depth and detail at this PAM deep-dive.

- **Violence with Injury and Without Injury.**

The January 2020 data for DA violence offences provided by the WCC Insight, highlights a wide variation in YTD % terms across the four Warwickshire CSPs, as the below table demonstrates: -

<b>VIOLENCE CRIMES WITH DA MARKER - % YTD</b>		
<b>CSP</b>	<b>Violence with Injury</b>	<b>Violence without Injury</b>
Warwickshire	+6.9	+10.7
North Warwickshire	+11.7	+1.2
Nuneaton & Bedworth	+1.3	+2.1
Rugby	+12.3	+22.7
South Warwickshire	+6.6	+12.7
• Stratford District	+15.6	+17.6

• Warwick District	-1	+12.9
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Whilst there is always the danger of considering performance in % terms, particularly when volumes are relatively small and therefore more sensitive to large fluctuations in %, the reasons for this seeming disparity in performance between the CSP geographical areas is presently not clear.

### **EFFECTIVE & EFFICIENT POLICE SERVICE**

The following categories are not included in the Performance Summary: -

- I. **Intelligence Reports.**
- II. **Police Complaints.**
  - **Call Handling.**

The issue of 101 performance has previously been raised by the PCC with the CC and was subject to a deep-dive at the PAM on the 28<sup>th</sup> January 2020.

- I. **Emergency Calls.**

The latest 'Warwickshire Police Public Contact Balance Scorecard' for January 2020 shows a figure of 88.13% (91% YTD) for 999 calls answered within the 10 seconds, below the 90% target. This slight deterioration in 999 performance is compensated by a significant improvement in 101 performance.

- II. **Non-Emergency Calls.**

In January 2020, 73% of 101 calls were answered within 30 seconds, with an abandonment rate of 7.6% and an averaged wait time of 41 seconds. This level of performance compares very favourably with that achieved at the low point in April 2019 where 48% were answered within 30 seconds, an abandonment rate of 23% and with an average wait time of 1 min 40 seconds.

- **Sickness.**

The January 2020 figures shows a police officer sickness rate of 4.25%, compared to 5.32% at the same point in 2019. Similarly, the police staff sickness rate of 4.37% is an improvement on the levels of last year of 5.56%. Both of these figures are a reduction on the higher levels suffered the previous month in December 2019, presumably caused by seasonal sickness.

### **COMMENTS**

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

1. [Investigation and Outcomes, as a deep-dive topic for discussion.](#)
2. [Declining Public Confidence in Warwickshire Police](#)
3. [The apparent disparity in DA violence offences across the county.](#)



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