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PERFORMANCE SCRUTINY

WARWICKSHIRE POLICE

SEPTEMBER - Q2 2019/20

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PERFORMANCE SCRUTINY

1. INTRODUCTION.

The purpose of this report is to formally scrutinise Warwickshire Police's performance during Q2 2019/20 and in doing so allow informed discussion between the Warwickshire Police and Crime Commissioner (PCC) and the Chief Constable (CC) at their forthcoming performance meeting on Tuesday 29th October 2019. 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: -

- Warwickshire Police Performance Summary - September 2019.
- Warwickshire Police Public Contact Balance Scorecard - September 2019.
- Warwickshire Police Performance Dashboard - 21/10/2019.
- Warwickshire Police Criminal Justice Performance - August 2019
- Community Safety Performance - October 2019
- OPCC - Scrutiny Master Questions

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

2. CRIME DATA INTEGRITY

The recent report of the 8th October 2019 by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Service (HMICFRS) following their inspection of Warwickshire Police, graded the force as 'Good' in respect of their crime recording performance and practices.

Since the last inspection in 2014, the inspectors found that the force has developed a positive culture among both officers and staff in relation to its crime recording. The audit found that in more than 93% of all cases the crimes were recorded correctly and accurately. HMICFRS also praised the force's recording rate for sexual crimes at over 96% during the same period.

It is noted that HMICFRS also identified that there are still some issues to be resolved. These include the force doing more to ensure that it records all relevant crime within 24 hours of the report and to also refine its systems and training within its Harm Assessment Unit and Multi-Agency Safeguarding Hub to ensure reports of crime received by these units are always recorded.

Whilst there is still room for improvement, the overall grading is extremely positive and the force are to be congratulated on the tangible improvements made and embedding a force-wide culture of a strong commitment to accurate and ethical crime recording practices.

3. PUTTING VICTIMS AND SURVIVORS FIRST.

- **Confidence in Police.**

A consistently high level of public confidence in Warwickshire Police is very positive, with levels of 78.6% when last surveyed in March 2019 by the Crime Survey for England and Wales (CSEW). This does however represents a small decrease from the previously reported period in December 2018 of 79.8%. This has resulted in a decline in the force’s position from 6th to 10th nationally and from 1st to 2nd in the MSG, but is still a respectable achievement.

- **Victim Satisfaction.**

The September 2019 figure of 76% of victims being ‘satisfied’ with their whole experience represents a stable position, given that rates have plateaued during 2019/20. Likewise, the figure of 18% of victims being ‘dissatisfied’ with their experience also represents a relatively stable position.

This level of performance should however be considered in context with the force’s ambition for 90% of victims to be satisfied with the overall service provided and it is also considerable below the high point of 86% that was achieved in September 2017.

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

User Satisfaction - Rolling 6 months

Warwickshire - 01/09/2019 00:00:00

	Burglary	Vehicle Crime	Violent Crime	All Users (HO Crime)	Hate Crime
Ease of Contact	91.8%	84.9%	92.1%	89.3%	86.3%
Actions	87.0%	65.6%	71.2%	74.3%	60.9%
Follow Up	73.1%	52.2%	50.0%	58.8%	59.8%
Treatment	95.1%	92.2%	89.9%	92.3%	82.6%
Whole Experience	85.3%	72.3%	72.3%	76.4%	67.4%

This issue of victim satisfaction rates has been raised on a number of occasions at the the PCC / CC performance meeting. It is understood that the issue of victim satisfaction is being addressed through the 'Investigative Standards and Outcomes Group' chaired by C.Supt. Ben Smith, at which the OPCC are represented. In addition, an action plan prepared by Chief Inspector Lee Kemp from the Harm Hub is seeking to improve compliance with the 'Victims Code'.

A working group is also being orchestrated by the business lead from from A&SI to review the victim satisfaction survey methods and performance measurement, at which the OPCC are also represented.

- **Domestic Abuse (DA)**

The September 2019 figure of 84% of domestic abuse victims being satisfied with the whole experience is stable when compared to the previous two months, as is the 93% of victims who would recommend contacting the police to others in a similar situation. Once again, the follow up element is the enduring weakness in the process at 65%.

- **Hate Crime Victim Satisfaction.**

The September 2019 figures for Hate Crime victim satisfaction levels of 71% satisfied and 19% dissatisfied are particularly disappointing. 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 the weakest performance recorded in the last twelve months.

4. PROTECTING PEOPLE FROM HARM.

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

- **Hate Crime** - No Exceptional Volumes (NEV).
- **Other Sexual Offences** - NEV.
- **Domestic Abuse** - NEV.
- **Road Traffic Casualties** - NEV.
- **Serious & Organised Crime** - NEV.
- **Repeat Victims.**

The September 2019 figure of 27% of victims being repeat victims is relatively stable across Q2 2019/20, albeit the increase in volume seen across the quarter when compared to Q1 2019/20 is of some concern although this rise may be due to seasonal variations.

The commentary in the 'Performance Summary' regarding '*repeat victim reports being available to track high risk repeat victims to ensure all necessary safeguarding procedures are in place*' is a positive development. In addition, the co-location of Victim Support in the Harm Hub supported by Integrated

Victim Management Coordinators to identify and support the most vulnerable people in the community should enable improved and greater protection from harm.

- **DA Repeat Victims.**

The September 2019 figure of 41% of all DA victims being a repeat DA victim (at least one further DA offence in the last 12 month) is a marked increase on the previous month of 36%. The volume of DA repeat victims (213) is also at its highest seen during the last 12 months, amounting to 310 DA offences for the month.

Of particular concern is the very small number of DA victims who are subject to multiple repeat offences. For example, in August 2019 three individuals were the victim of 10+ DA offences in the last 12 months amounting to 35 DA offences. Similarly, in September 2019 one DA victim has been subject to 13 DA offences in the last 12 months.

As a consequence of this issue being raised at the 'Local Policing Performance Board', D.Supt. Suzanne Baker has inquired into the specifics of these individual cases and her intrusion and oversight is a positive development. The OPCC will continue to monitor performance in this critical area of vulnerability.

The continuing high rate of Domestic Violence Protection Notices (DVPN) through Q2 2019/20 is positive in providing additional support and safeguarding for DA victims.

- **Missing Persons**

The September 2019 figure of 111 missing person reports compares very favourably with the average of 173 reports and levels have moved now towards the lower control limit. This is a positive development and pays testament to the work of the Missing Person Teams in driving this improvement.

- **Child At Risk / Child Sexual Exploitation**

The September 2018 level of Child at Risk (CAR) incidents remain within the control limits for the county, however it is noted that the levels in South Warwickshire exceed the upper control limit and were also similarly high in Q1 2019/20. The data is provided through the use of Athena keywords and therefore may be subject to some fluctuation due to changes in practices. It is not clear why there is such a seeming disparity between the south and north of the county.

- **Rape**

The September 2019 levels of Rape offences are shown to be within the control limits in the 'Performance Summary'. It is however noted that the 'Warwickshire Police Performance Dashboard 21/10/2019' shows that there has been a 32% increase in rape offences YTD (297 / 225). Further

examination of the data reveals that the majority of this increase (54 cases) is accounted for by the reporting of historical offences (153 / 99) and would therefore suggest an improvement in victim confidence in reporting.

5. **PREVENT & REDUCE CRIME.**

- **Total Recorded Crime (TRC)**

The 'Performance Dashboard 21/10/2019' shows a -1% YTD reduction in TRC. This is a positive position, particularly in the context of the 'Police and Crime Plan 2016 - 2021' key objective to Prevent and Reduce Crime and HMICFRS grading of Good for Warwickshire Police's crime data integrity.

The 'Performance Summary' provides a table of performance measured against annual projections. It is note that only two offences, namely Rape (+27.9%) and Robbery (13%), are rated as red. There is much to be positive about in the marginal increases and the significant reductions in the other offence categories.

- **TRC Outcomes.**

The continuing reporting of TRC Outcomes data in the 'Performance Summary' is a positive development. However, the April 2019 to September 2019 figure of 7.3% for Action Taken for TRC is noted and represents a declining position when compared to the same period in 2018 of 9.8%.

Following the OPCC review of Outcomes and the acceptance by the force of the recommendations contained within the associated report, an 'Investigative Standards and Outcomes Group' has been established. The HMICFRS 'cause for concern' in respect of the effectiveness of investigation, as reported in their PEEL 2019/20 inspection, has provided additional focus for the work of this group. The issue and causes of fluctuating Outcome 16 and Outcome 15 rates are also examined at this meeting.

- **DA Outcomes.**

The April 2019 to September 2019 figure of 10.8% of DA cases that resulted in Action Taken is noted and represents a stable position when compared to the same period in 2018 of 11%.

The Q2 rate for Outcome 16 for DA offences has stabilised at circa 60% and marks a notable reduction when compared to the highest level of 77% experienced in March 2018. A similar position exists for Outcome 15 that has stabilised at circa 21%, albeit that this figure is considerably higher when compared to its lowest level of just 9% experienced in March 2018. The issue and causes of fluctuating Outcome 16 and Outcome 15 rates for DA are also examined at the 'Investigations, Standards and Outcomes Group'.

- **Violence with Injury** - No Exceptional Volumes.

- **Violence without Injury**

The September 2019 increase in Violence without Injury is a cause for concern, where 883 offences were recorded compared to the monthly average of 744 and is now nearing the upper control limit for the county. The levels actually exceed the upper control limit in south Warwickshire with assault and stalking showing an increase. The causes for this increase is not clear.

In addition, violence offences also feature prominently in the county's Community Safety Partnerships (CSP) control strategies and, with the exception of Nuneaton & Bedworth CSP, performance has been rated as red by the CSP analysts.

- **Robbery**

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

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

The 'Warwickshire Police Performance Dashboard 21/10/2019' shows that during the last 28 days Personal Robbery in north Warwickshire has now decreased by -77.8% when compared to the same period in 2018 and now stands at a reduced +17.2% YTD. It is also noted that during the same period an individual has been charged with nine robberies committed in the Rugby area and five individuals have been arrested for a robbery in south Warwickshire, for which the force are to be congratulated.

These are positive recent developments and performance in this area will be continued to be closely monitored by the OPCC.

- **Residential Burglary**

The -13.9% YTD reduction achieved in Burglary Residential offences is a very positive position.

- **Business Crime**

Whilst Business Crime remains within the control limits, there is concern regarding the position in south Warwickshire where 276 offences were recorded in September, considerably above the monthly average of 191 offences, and is now above the upper control limit. This increase is

compounded by the levels for Q1 2019/20 that also exceeded the upper control limit in south Warwickshire.

It is noted that Business Crime is reliant upon the application of an Athena key word, but it is not clear why there should be such a large disparity between the north and south of the county.

- **Rural Crime**

Whilst Rural Crime remains within the control limits, the commentary in the 'Performance Summary' regarding the substantial increase of +39% in vehicle offences for September 2019 is of concern. The establishment of the Rural Police Team is a very positive development and performance in this area will continued to be monitored by the OPCC.

- **Cyber Crime.**

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

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

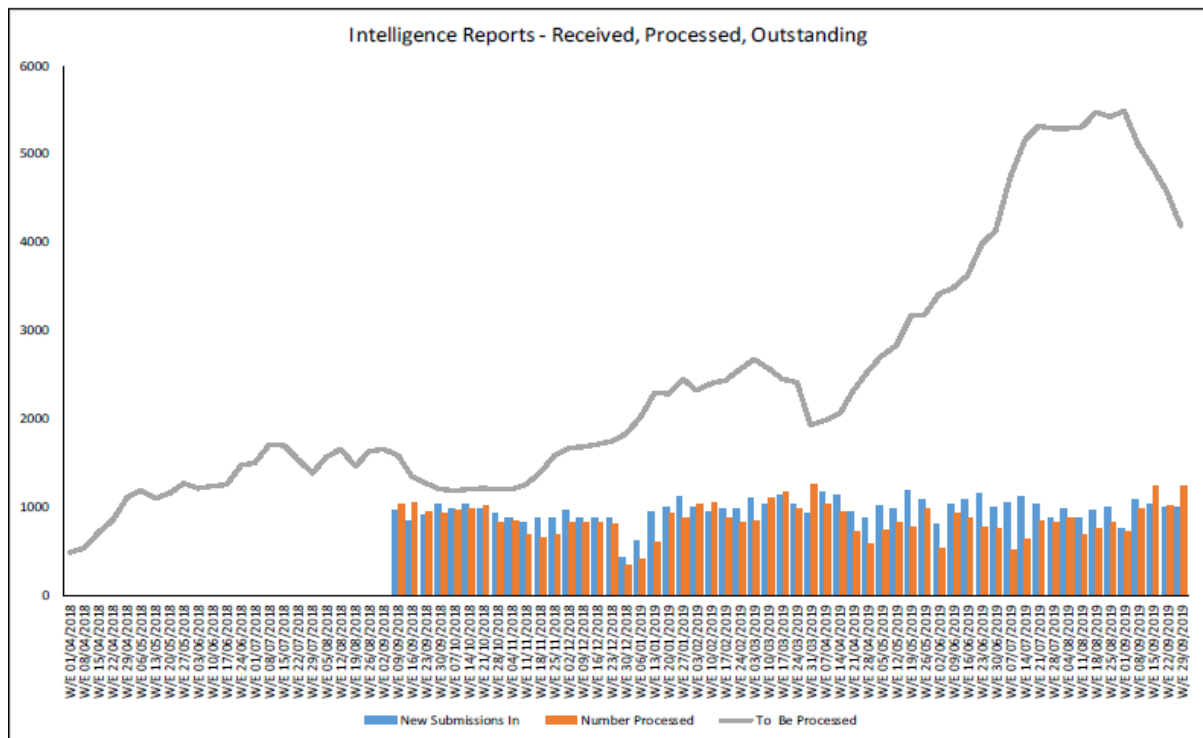
The position will continue to be monitored by the OPCC whilst in effect a new base line is being established.

- **Anti-Social Behaviour**

The -22.6% YTD reduction in Anti-Social Behaviour offences is a very positive position.

- **Intelligence Reports.**

This issue of the excessive number of intelligence reports awaiting processing by the Intelligence Processing Unit (IPU) has been previously raised by the OPCC. It is of note that the performance is now improving and the queue of intelligence reports awaiting processing has now significantly reduced due to the increased capacity in the IPU.



6. EFFECTIVE & EFFICIENT POLICE SERVICE.

- **HMICFRS**

The grades determined for Warwickshire Police by HMICFRS following their PEEL Inspection 2018/19 are noted: -

- Effectiveness - Good
- Legitimacy - Good
- Efficiency - Requires Improvement

This has and will be commented upon in greater detail elsewhere, including the requisite Section 55(1) Police Act 1996 response to the Home Office and HMICFRS.

- **Complaints**

The September 2019 figure of all complaints being recorded within the statutory 10 day timeframe is a positive development.

- **Call Handling Emergency calls**

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

- **Call Handling 101 calls**

The September 2019 figure of 1 minute 30 seconds average answer time for 101 is deteriorating when compared to the previous month and stands at 1 minute 20 seconds YTD. In addition, the performance in answering calls within the standard 30 second time frame has also deteriorated to 52.8%, compounded by an abandonment rate of 18%.

This issue of 101 performance has previously been raised by the PCC, most notably in the April 2019 Performance Scrutiny. It is understood that the CC shares those concerns. It is noted that much work has already been done in an attempt to improve the position with an increase in resources and changes to working practices, but this has yet to achieve the required effect. As such, ACC Franklin-Smith has now tasked Supt. Emma Bastone as the business lead for Public Contact to prepare a paper to re-examine this issue and identify recommendations for improvement in 101 performance. The report is awaited by the OPCC with interest.

- **Sickness**

The September 2019 figure for police officer sickness (4.23%) illustrates a relatively stable position and is significantly below that seen at the same stage in 2018 (6.92%). The increase in establishment of the addition 'new and fresh' police officers in training has undoubtedly contributed to this improved position.

The figures for police staff shows a deteriorating position with sickness levels increasing (4.16%) when compared to the previous month (3.92%) and will be monitored by the OPCC. This figure compares to the level of 4.61% seen at the same stage in 2018.

7. CRIMINAL JUSTICE.

The content of the Criminal Justice Performance Data for August 2019 is noted. Of concern are the following four issues: -

I. Charge to NFA Ratio.

Warwickshire Police have now moved to a position of 41st nationally, from a low point of 44nd the previous month. The force has consistently remained mid to bottom table since January 2016. This position would appear to result in an ineffective use of both officers and CPS time and would suggest that in such cases a charging decision is needlessly / prematurely sought where there is insufficient evidence available to charge, or that the quality of the evidence presented is inadequate for CPS to pursue the case. This matter has previously been raised by the PCC with the CC, most notably in Q4 2018/19.

II. Discontinuance.

It is noted that the principal reason for discontinuance of cases was due to the 'fails to attend court / give evidence' and that 75% of these cases are in north Warwickshire. The process of all criminal cases

being heard at Leamington Spa in the south of the county may be a contributory factor. It would be useful to know and understand the specific reason(s) for non-attendance if this situation is to be improved.

III. Case File Quality.

The August 2019 figure of 9% of files submitted being erroneous is a much improved position from the 14% of files the previous month. It is however of continuing concern that principal reasons were not meeting the National File Standards, nor the witness / victim requirements.

It is envisaged that this performance issue will be addressed through the 'Investigative Standards and Outcomes Group'.

IV. Released Under Investigation (RUI)

The 1st October 2019 figure for the numbers of suspects subject to RUI at 866 is the highest recorded this calendar year. It is understood that the 'Service Improvement Team' are actively seeking to address this matter in order to identify those cases where it purely a technical Athena issue in closing the record and those that are legitimately still under RUI and the reasons why.

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

8.0 COMMENTS.

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

- 1. Hate Crime Victim Satisfaction Rates.** In context with the objectives of the 'Victims and Witness Charter' that was introduced in November 2017 and the key objective of the Police and Crime Plan 2016 - 2021 of 'Putting Victims and Survivors First' in this key area of vulnerability, particularly in light of national events.
- 2. Domestic Abuse.** Repeat Victim Rates.
- 3. Child at Risk.** The disparity in the levels between the south and north of the county.
- 4. Violence without Injury.** Increased levels of crime.
- 5. Business Crime.** The disparity in the levels between the south and north of the county.
- 6. Criminal Justice Performance**

David Patterson

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Warwickshire Office of the Police and Crime Commissioner (OPCC)