

**West Mercia Police and Crime Panel**

# **Agenda**

## **West Mercia Police and Crime Panel**

**Tuesday, 6 February 2018, 11.00 am  
County Hall, Worcester**

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**West Mercia Police and Crime Panel**  
**Tuesday, 6 February 2018, 11.00 am,**

**Membership:**

Cllr Brian Wilcox (Chairman)	Herefordshire Council
Mr S M Mackay	Substantive Member - Worcestershire County Council
Cllr Michael Wood	Substantive Member - Shropshire Council
Cllr Gerald Dakin	Co-opted Member - Shropshire Council
Cllr Roger Evans	Co-opted Member - Shropshire Council
Cllr Dave Tremellen	Co-opted Member - Shropshire Council
Cllr Stephen Reynolds	Substantive Member - Telford & Wrekin Council
Cllr Rajash Mehta	Co-opted Member Telford & Wrekin Council
Cllr Sebastian Bowen	Co-opted Member Herefordshire Council
Cllr Karen May	Substantive Member - Bromsgrove District Council
Cllr David Chambers	Substantive Member - Malvern Hills District Council
Cllr Joe Baker	Substantive Member - Redditch Borough Council
Mr M Johnson	Substantive Member - Worcester City Council
Cllr Emma Stokes	Substantive Member - Wychavon District Council
Cllr Juliet Smith	Substantive Member - Wyre Forest District Council
Mrs Carole Clive	Co-opted Independent Lay Member
Colonel Tony Ward OBE	Co-opted Independent Lay Member

**Agenda**

Item No	Subject	Page No
1	<b>Welcome and Introductions</b>	
2	<b>Named Substitutes</b>	
3	<b>Apologies and Declarations of Interest</b>	
4	<b>Public Participation</b> Members of the public wishing to take part (asking a question or making a statement) should notify the Head of Legal and Democratic Services in writing or by email indicating both the nature and content of their proposed participation no later than 9.00am on the working day before the meeting (in this case 5 February 2017). Enquiries can be made through the telephone number / email address listed below.	

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Reports and supporting information can be accessed via the Council's website at [www.worcestershire.gov.uk](http://www.worcestershire.gov.uk)

Date of Issue: Monday, 29 January 2018

<b>Item No</b>	<b>Subject</b>	<b>Page No</b>
5	<b>Confirmation of the Minutes of the previous meeting</b> To confirm the Minutes of the Panel meeting held on 30 November 2017.	1 - 8
6	<b>Scrutiny of the Sale of Registration Plate AB1</b>	9 - 36
7	<b>West Mercia Budget 2018/19 Medium Term Financial Plan 2018/19 to 2021/22 and Proposed Precept for 2018/19</b>	37 - 88
8	<b>Police &amp; Crime Plan Activity and Performance Monitoring Report (October 2017- December 2017)</b>	89 - 124
9	<b>Her Majesty's Inspectorate of Constabulary and Fire &amp; Rescue Services (HMICFRS) Inspection Report - A Progress Report On the Police Response to Domestic Abuse</b>	125 - 226
10	<b>Work that the West Mercia Police and Crime Commissioner Engages in Outside of Policing</b>	227 - 228

## **NOTES**

- **Webcasting**

Members of the Panel are reminded that meetings of the West Mercia Police and Crime Panel are Webcast on the Internet and will be stored electronically and accessible through the Council's Website. Members of the public are informed that if they attend this meeting their images and speech may be captured by the recording equipment used for the Webcast and may also be stored electronically and accessible through the Council's Website.

## West Mercia Police and Crime Panel

Thursday, 30 November 2017, - 1.30 pm

### Present:

#### Minutes

Cllr Brian Wilcox (Chairman), Cllr Sebastian Bowen, Cllr David Chambers, Mrs Carole Clive, Cllr Roger Evans, Cllr M Johnson, Cllr Karen May, Cllr Rajash Mehta, Cllr A P Miller, Cllr Stephen Reynolds, Cllr Juliet Smith, Cllr Emma Stokes, Cllr Dave Tremellen, Colonel Tony Ward OBE and Cllr Michael Wood

### Also attended:

John Campion, West Mercia Police & Crime Commissioner  
Tracey Onslow, Deputy Police and Crime Commissioner  
Andy Champness, Office of the West Mercia Police and Crime Commissioner

Tim Rice (Senior Public Health Practitioner),  
Sheena Jones (Democratic Governance and Scrutiny Manager) and Samantha Morris (Overview and Scrutiny Officer)

### Available Papers

The members had before them:

- A. The Agenda papers (previously circulated);
- B. The Minutes of the Meeting held on 26 September 2017 (previously circulated).

(A copy of documents A will be attached to the signed Minutes).

### 233 Welcome and Introductions

The Chairman welcomed everyone to the Meeting.

### 234 Named Substitutes

The named substitutes were:

Cllr Tony Miller for Cllr Stephen Mackay (Worcestershire County Council)  
Cllr Dave Tremellen for Cllr Kevin Turley (Shropshire County Council)

### 235 Apologies and Declarations of Interest

Apologies were received from Councillors Dakin, Mackay and Turley.

A declaration of interest was made by Colonel Tony Ward who was a Member of the Trust, Integrity and Ethics Committee.

**236 Public Participation**

None.

**237 Confirmation of the Minutes of the previous meeting**

The Minutes of the Meeting held on 26 September 2017 were agreed as a correct record and signed by the Chairman.

The Chairman confirmed that the Police and Crime Commissioner had submitted a full business case to Government on the governance of local fire arrangements. As the four Principal Authorities were opposed to the PCCs Proposal, an independent assessment was being carried out by the Chartered Institute of Public Finance and Accountancy (CIPFA). It was envisaged that the results of the assessment would be reported back to the Home Office in the New Year.

**238 Police & Crime Plan Activity and Performance Monitoring Report (July 2017-September 2017)**

The Panel was invited to consider the Police & Crime Plan Activity and Performance Monitoring Report (July-September 2017), determine whether it would wish to carry out any further scrutiny or make any comments.

The Chairman referred to the previous meeting's discussion regarding the Panel's requested to include a Red, Amber, Green (RAG) rating on the summary page and the Police and Crime Commissioner (PCC) confirmed that this was in hand and would be in place for the next meeting.

In presenting the report, the PCC and the Deputy PCC (DPCC) highlighted:

- that it was pleasing to see that in respect of public confidence, the latest figures released by the Crime Survey for England and Wales showed that public confidence in West Mercia Police had increased in the past two years from 75.3% in June 2015 to 80.7% in June this year, the highest since the alliance with Warwickshire Police. The survey also showed that public confidence in West Mercia Police was above the national average (78.7%). This increase in confidence had resulted in a considerable improvement in ranking from 8th to 4th in its most similar family group. The PCC was now looking at how this improvement could be sustained and how the aspiration to be top of the most similar group could be achieved

- the vast majority of frontline officers and staff across West Mercia were now equipped with body worn video (BWV). Phase 2 scoping was underway to advise on costs of expanding BWV to other areas such as CID and West Mercia Central Motorway Policing Group (CMPG) staff
- officers across West Mercia were now equipped with smartphones and laptops, enabling them to work on the move and spend more time with the public. As officers no longer had to frequently return to police stations to do admin work, on average, an extra hour per officer per shift was being spent out and about in the community
- in respect of the Perpetrator Programme - The Drive Project was a new response to domestic abuse that aimed to reduce the number of child and adult victims of domestic abuse by deterring perpetrator behaviour. In April 2017, the Drive Partnership, in collaboration with 5 PCCs including West Mercia submitted a proposal to the Police Transformation Fund for three years of funding to deliver Drive. At the beginning of November the government confirmed that £2.86m had been awarded to the project. The amount awarded was significantly lower than the bid submitted and work was now underway to determine how best the project could be effectively delivered locally. The aim was to work with 100 perpetrators per year and as Worcestershire was the highest area of domestic abuse, it would be the Pilot for the scheme which would eventually be rolled out to other areas
- that previously there had been an ad-hoc approach to CCTV, which consequently meant that there was an inequality of service across West Mercia. The PCC had signed off a new policy for CCTV to ensure that up to £65,000 per year could be given to each of the five Community Safety Partnerships (CSPs) across West Mercia to be used on new and improved CCTV equipment until March 2020. Each CSP had been asked to work with their local policing teams and communities to ensure a more joined-up approach. They would each submit an application detailing the areas of need and where they believed the cameras should be placed, or which cameras need to be upgraded. Match funding was required. The PCC was also looking to develop a purchasing framework for CCTV to ensure value for money, if it was not possible for the CSPs to get a better value deal locally

- it was difficult to demonstrate that monitoring of CCTV was value for money so whilst the benefits or otherwise were being evidenced, the PCC had agreed to honour existing commitments but not enter into any new arrangements, this was in line with PCCs from most similar groups except for Warwickshire PCC.

During the discussion, the following main points were made:

- In response to the points put forward by Councillor Miller as substitute for Councillor Mackay, it was confirmed that the £1m investment in CCTV was across all CSPs and was a slight uplift on the previous total funding pot. The funding would be provided until the end of March 2020 and the PCC would honour existing monitoring arrangements
- It was confirmed that the new CCTV cameras were not at the moment linked to enable CSPs to be part of a central monitoring unit. It was, however the PCCs vision for all CCTV to be linked to the Operational Control Centre (OCC) at Hindlip, so that call handlers when taking a 101 or 999 calls would be able to see and access CCTV if it was available. The purchasing Framework would also provide for compatible kit
- There was an acknowledgment that in the current times of austerity, Council's would struggle to source revenue streams for the monitoring of CCTV. The DPCC gave the example of Telford who were looking at a Volunteer Scheme to bring down costs and also made the point that the £65k PCC funding was match funded which should be achievable for Councils as many were currently paying out in excess of £250,000. The PCC had a vision for a West Mercia wide CCTV and he believed that capital investment in CCTV could help to bring down monitoring costs. In Oswestry for example capital investment had helped to offset the running costs
- The PCC confirmed that there was nothing relevant to West Mercia in respect of the HMICFS Report on the Abuse of Authority
- The PCC confirmed that he was confident that the Stop and Search Scheme was being used effectively and legitimately and that he had held the Chief Constable to account in his holding to account sessions
- In response to a question the PCC reported that the 3 top issues for him were:



- firstly to make sure that the Police were there in times of emergency; and
  - of equal importance was focusing on the causes of crime eg perpetrators and prolific victims and the national contribution to Policing UK
- The point was made that the lack of public confidence for less serious issues was a concern. The PCC confirmed that an efficient way for public to get in touch with the Police ie an efficient telephone service for both 101 and 999 calls was a focus and that he was aware that community issues were high in people's expectations but also the community had a role to play too
  - The Panel was pleased to see that public confidence in West Mercia Police had improved from 8<sup>th</sup> to 4<sup>th</sup> place. DCC Blakeman was working on a Confidence Strategy, which the Panel would wish to consider in due course
  - The PCC confirmed that he was satisfied that there was sufficient trained officers and resources to cope with crime trends but that he was less confident that there were relevant skills sets to solve some of the underlying problems that caused some spikes in crimes
  - Re-offending rates were higher in West Mercia than in the West Midlands and the performance of the community rehabilitation and rehabilitation service for high risk offenders was of concern also; the PCC had written to the Prison Minister on a couple of occasions to voice his concerns. A significant amount of resources was being spent in this area and the PCC advised that there needed to be a joined up strategy and approach. The PCC was pleased that there had been some changes to the community rehabilitation company in West Mercia, which would hopefully result in some improvements
  - The DPCC pointed out that education was of equal importance and that she was looking at intergenerational offending
  - Although it was acknowledged that domestic abuse was still increasing, it was pleasing to note that there was an increased confidence in both reporting and recording this crime
  - It was noted vehicle crime and bicycle theft was increasing in line with national trends. The PCC whilst acknowledging the increase thought that communities had a responsibility to secure their vehicles and bikes and pointed out that the Police response would be proportionate to the crime

- It was suggested that the increase in the number of road traffic casualties required a multi-faceted response to improve the situation from the Police, Highways England and County Councils
- When West Midlands Police had a crack-down on a certain type of crime, the West Mercia policing area was likely to experience the knock on effect of this and see a spike in that type of crime. This was a known effect but the PCC reassured the Panel that there was good collaboration between West Mercia Police and West Midlands Police and that in order to improve the situation some of the bigger issues of society such as worklessness and homelessness needed to be tackled
- The average percentage of hours lost to sickness had increased for both officers and staff. The PCC advised that this was on his radar and he was holding the Chief Constable to account on this and monitoring the trends over a 12 month period
- It was noted the time taken to record complaints was below target, the PCC explained that he was confident that this had improved and that complaints were being recorded in the relevant timescales
- The PCC monitored the performance of West Mercia Police by carrying out a formal holding to account process with the Chief Constable and planned to develop this further in the new year by looking at more at trends. He also considered a weekly performance dash board of key crimes to ensure that a spike in a crime didn't become a trend and that appropriate action was taken in a timely way  
The PCC recognised early on his term of office that burglary victims didn't get a good service. There was now a burglary standard in place to ensure an agreed service level which included appropriate visits and advice
- It was noticed that as of April 2017, the Home Office classification for domestic burglary changed to residential burglary. This revision now included all offences in sheds and outbuildings located within the curtilage of the property, as long as the use of the building was residential and not commercial. Previously these offences would have been classified as burglary other building. It was therefore expected that there would be a higher volume of residential burglary offences compared to the previous domestic burglary classification. In order to provide a clearer

**239 Her Majesty's  
Inspectorate of  
Constabulary  
and Fire &  
Rescue  
Services  
(HMICFS)  
Inspection  
Report - 'Stolen  
Freedom: the  
Policing  
Response to  
Modern Slavery  
and Human  
Trafficking'**

comparison to previous data, a subset of residential burglary (Residential Burglary – Dwelling) had been created which only incorporated the criteria of the old domestic burglary classification i.e. excluding those offences targeting sheds and outbuildings.

- Information sharing and collaboration between partners was working well but there was always room for improvement.

The Panel was invited to consider Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) Inspection Report - 'Stolen Freedom: The Policing Response to Modern Slavery and Human Trafficking', determine whether it would wish to carry out any further scrutiny or make any comments

The PCC's report gave an overview of the current approach taken by West Mercia Police to address modern day slavery and human trafficking (MSHT) and outlined the proposed response to the recommendations set out in HMICFRS' recent report.

During the discussion, the following main points were made:

- The PCC confirmed that he was confident that West Mercia Police were doing the right things in this area and making the links with Regional Organised Crime Units (ROCU) which had national links. There was also a local awareness of the types of business where this was prone
- The DPCC advised that some work was being carried out with CSP's in respect of the analysts function and problem profiling to help CSP's understand the problems in their areas
- As well as the crime implications, it was also important to consider industry in a broader sense and the safeguards which could be put in place to minimise the occurrence
- Individuals in communities also had a responsibility to be vigilant report any suspicions
- It was suggested that it would be helpful if Worcestershire Regulatory Services were part of Worcestershire Office of Data Analytics (WODA) Agreement – Cllr May as Worcestershire County Council's Cabinet Member with Responsibility for Commissioning and Transformation agreed to follow this issue up.

It was agreed that the Panel would receive an annual update on this area unless the PCC had any concerns prior to this.

In closing the Meeting, the Chairman reminded the Panel that the next meeting was to be held on Tuesday, 6th February 2018.

The meeting ended at 2.50 pm

Chairman .....

## **WEST MERCIA POLICE AND CRIME PANEL 6 FEBRUARY 2018**

### **SCRUTINY OF THE SALE OF REGISTRATION PLATE AB1**

#### **Recommendation**

1. **It is recommended that the West Mercia Police and Crime Panel (PCP) scrutinises the Police and Crime Commissioner's (PCC's) actions in selling the rights to registration plate AB1 and having done so, decides whether it wishes to make a report to the PCC on the matter.**

#### **Background**

2. This report sets out the background to this item and the Panel's role in relation to it.
3. Last year the PCC decided to market the registration rights to number plate AB1, which had first been issued in approximately 1903 and was subsequently used on the car of the Chief Constable of Worcestershire County Police for various spells until 2011. There is a market for such number plates, and values can be significant.
4. A decision notice on the PCC's website dated 8 August 2017 gives details of the sale of the registration mark.
5. The main dates in the sale process as set out in the PCC's report attached at Appendix 2 are given as:

15 June 2017 – Brightwells instructed to market the registration mark

15 June - 17 July – registration mark marketed

17 July – offer of £160k made direct to the PCC

18 July – registration withdrawn from sale with Brightwells

8 August – contracts signed and sale completed.

#### **The Panel's Role in Relation to Complaints**

6. From late July onwards the Head of Legal and Democratic Services, as Monitoring Officer to the Panel, received a number of written complaints about the PCC's decision to sell AB1. These largely fell under two themes:
  - (a) That the PCC had no right to sell the registration rights to AB1, and/or
  - (b) That the procedure followed by the PCC for the sale was not transparent and led to a perception of undervalue being achieved with a consequent loss to the public purse.

A total of 8 complaints were received (1 has now been withdrawn) and these are summarised at Appendix 1.

7. The Police and Social Responsibility Act 2011 and the Elected Local Policing Bodies (Complaints and Misconduct) Regulations 2012 set out the Police and Crime Panel's role and responsibilities for dealing with complaints about the PCC.
8. In essence, the Panel deals with complaints about the *conduct* of the PCC short of criminality. However, complaints which allege that a potential criminal offence has been committed by the PCC are referred to the national Independent Police Complaints Commission (IPCC) (now the Independent Office for Police Conduct (IOPC)) for consideration. The IOPC considers whether to instigate a criminal investigation in relation to the complaints referred to it. If the IOPC decides not to pursue such a complaint referred to it, then the complaint is referred back to the PCP to consider.
9. In terms of the complaints received, 4 were referred to the IPCC for consideration as they alleged the commission of criminal offences in the sale of AB1. The remaining 4 complaints relating to that sale were held in abeyance until the outcome of the IOPC's deliberations were concluded.
10. The IOPC has determined that, on the information available, there is not sufficient substance to the allegations that the PCC has committed a criminal offence for the IOPC to determine that an investigation is necessary. It has referred the 4 complaints concerning alleged criminal conduct back to the Police and Crime Panel. At this stage one of the complainants withdrew their complaint, so it has not been included in the summary of the issues raised at Appendix 1.
11. When considering complaints about conduct, the Panel cannot as a matter of law formally investigate those complaints or impose any sanctions on the PCC – it is responsible for seeking *informal resolution* of them. The Chairman of the Panel has been delegated authority to deal with complaints in accordance with the complaints procedure previously adopted by the Panel.

### **The Panel's Role in Relation to Scrutiny**

12. However, the Panel is also legally responsible for scrutinising decisions made or other action taken by the PCC in connection with the discharge of his functions, and making any appropriate reports or recommendations to the PCC. The Panel has a general responsibility to exercise all of its functions with a view to supporting the effective exercise of the PCC's functions.
13. It should be noted that none of the complaints relates to the PCC's personal conduct towards the complainants, but all relate to his official decision taken in relation to AB1. The Panel can also formally scrutinise decisions taken by the PCC (e.g. to sell AB1). The decision has been the subject of public concern and reported in local and national media. The Chairman of the Panel has carefully considered the best way forward and has decided that the matter of AB1 be referred to the full Panel for scrutiny, and it may be that the best approach to resolving the complaints (as far as they can be) is for the Panel to scrutinise the AB1 sale to find out 'who did what, when and why'. The Panel starts from no presumption of any wrongdoing by the PCC but that the level of public concern justifies the Panel scrutinising the sale of AB1 in the public interest. This scrutiny will increase the transparency of the circumstances surrounding the sale, which

as a by-product may by itself resolve as far as practicable some or all of the complaints which have been made. (It is possible that some further process will be needed to attempt informal resolution of any unresolved complaints.)

14. The focus of the Panel at its meeting will be to scrutinise the AB1 decision rather than attempt to resolve the complaints - although the complaints may of course raise issues which the Panel wish to pursue as part of their scrutiny. The PCC will have full opportunity to set out his position and respond to or address any matters of public concern as part of the scrutiny process.
15. The PCC has therefore been requested to supply information to the Panel to consider in scrutinising the PCC's actions and the documents provided are attached at Appendix 2 to this report. (One further relatively short document included in the information has been provided by the PCC on the basis of commercial confidentiality in containing exempt information relating to the business or financial affairs of any particular person, and has not been published in the public part of the agenda, being issued to Panel members only.)

### Supporting Information

Appendix 1 – Summary of Complaints Received Relating to the Sale of AB1

Appendix 2 – Report of the PCC relating to the sale of AB1

Appendix 3 – Exempt appendix to the report of the PCC, circulated to Panel members only

### Contact Points for the Report

Sheena Jones, Democratic, Governance and Scrutiny Manager

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### Background Papers

In the opinion of the proper officer (in this case the Head of Legal & Democratic Services) the following are background papers relating to the subject matter of this report:

Complaints Handling Process agreed by the West Mercia Police and Crime Panel agreed 10 December 2013.

## West Mercia Police and Crime Panel – 6 February 2018

## Summary of Complaints Received Relating to the Sale of AB1 (none investigated or substantiated)

Log number	Details of complaint
04/2017	Registration number AB 1 was gifted to the Chief Constable of Worcester Police in perpetuity and the sale of this piece of policing history should be prevented. The PCC has repeatedly claimed that it is his right to sell to protect his community but the sum that may be raised would only be like a sticking plaster over a major wound. Refusing to answer questions asked (by his community) as to his legal title to AB1 is only giving more weight to the fact that he has misappropriated that title.
05/2017	The main area of complaint is in respect to the way in which the PCC conducted the sale of the registration number AB1 whether that amounted to misconduct in public office.
06/2017	Complainant concerned about misconduct in public office through the PCC knowingly selling off a police force asset at undervalue to a 'friend'
[07/2017	Complaint withdrawn.]
08/2017	Complaint that the PCC has abused his authority in selling the cherished registration AB1 in the first place and having done so agreed to a sale far, far below the figure the plates should have realised had the matter been competently handled. There so far appears to be no avenue of accountability to which the PCC is held responsible.
09/2017	<p>Complaint that:</p> <ol style="list-style-type: none"> <li>1. AB1 was sold at massive discount to market value/ guide price</li> <li>2. Sales process was terminated within 2 days without good reason, ensuring that competing bids were not considered</li> <li>3. Sale was made to a connected party and therefore a higher standard of due diligence was required in the sales process</li> <li>4. The conclusion of the sales process was neither open nor transparent</li> <li>5. The sale was effected outside of the established sales process within only 2 days of that process being commenced, giving insufficient time for a proper process to be determined</li> <li>6. The Record of Decision-making is inaccurate, untrue and misleading</li> </ol> <p>The sale was not actually concluded until 11 August by which time the selling party was fully aware through the communication by Brightwells on 19 July, of my offer, through my e-mail to the Commissioner of 7 August confirming my interest and by the substantial press coverage indicating that the market value was substantially in excess of the</p>



Log number	Details of complaint
	price he was willing to accept from a connected party.
10/2017	<p>As a local tax payer I am disgusted that registration AB1 was sold through a private sale to an ex colleague. There is no guarantee other than something that was just said verbally that it will not be sold on at a later date.</p> <p>If it had been sold through an international online auction it would have fetched much more and would have benefited the local force and the local tax payer.</p>
11/2017	The way in which the sale of AB1 was handled has resulted in loss to the public purse – best value has not been obtained. Integrity of the office has been brought into disrepute through the actions of the PCC.

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## **Police and Crime Panel**

**8<sup>th</sup> February 2017**

### **Sale of Registration Mark AB1**

#### **1. Background**

- 1.1 The registration number AB1 was first issued to Worcestershire in 1903 and was used on the car of Worcestershire County Police's Chief Constable until 1931.
- 1.2 Following that the mark was void for a number of years until being reissued to Worcestershire County Police and used on the car of the Chief Constable in 1957. Since that time, including following the amalgamation of the County force into the newly formed West Mercia Police in 1967, the mark was displayed on the Chief Constable's vehicle until 2011.
- 1.3 In 2011, AB1 was withdrawn from use for two main reasons. Firstly: due to the security concerns associated with having such an easily identifiable mark on the Chief Constable's vehicle. Secondly for ensuring public expectations were met regarding the prudent use of public resources. The mark has subsequently remained unused for six years.
- 1.4 Registration marks are not owned in and of themselves. It is the right to use them that is owned. Such rights are given by the Driver Vehicle and Licensing Agency, and the sole evidence of such rights is the registration documentation.

#### **2. Timeline and sale process**

- 2.1 22<sup>nd</sup> May 2017 With no prospect of the registration number being used again by the police and in line with the Police and Crime Commissioner's commitment to use the resources and assets in his proposals to support policing in West Mercia, the Commissioner notified the Head of Transport of his intention to sell the asset. Research was completed to establish historical facts and validate ownership, including validation of the registration documentation (Appendix 1).
- 2.2 22<sup>nd</sup> May 2017 to 15<sup>th</sup> June 2017 Negotiations were held with Brightwells as an established and experienced agent as to their commission and marketing plan, which also included some ideas as to potential value. That agreement is commercially confidential and cannot be published. The registration mark was valued to ensure any sale was in line with market expectations and to ensure value for money for local taxpayers.
- 2.3 15<sup>th</sup> June 2017 Brightwells Auctioneers were instructed to market AB1.
- 2.4 15<sup>th</sup> June 2017 to 17<sup>th</sup> July 2017 Over the following month, Brightwells advertised AB1 as being for sale in a number of ways. They organised coverage at the Bicester Heritage Museum's Flywheel Festival and at an event at Shelsley Walsh Historic Hill Climb. They promoted it in their Classic and Vintage media and approached clients directly. The registration number was also advertised in the Daily Telegraph and in the Midland Automobile Club News booklet. This was in

accordance with their recommended approach. A number of offers to purchase AB1 were received and rejected during this period. Those offers are commercially confidential and cannot be published. Some of those offers rejected were in excess of the indication of potential value, and they were all considerably less than the final offer accepted.

- 2.5 17<sup>th</sup> July 2017 Mr West made an offer direct of £160,000 to the Police and Crime Commissioner. His offer was significantly higher than any other received.
- 2.6 18<sup>th</sup> July 2017 The Police and Crime Commissioner commissioned legal advice that was received on the 18<sup>th</sup> July 2017, establishing the ability to withdraw the item from sale through Brightwells and sell directly to an individual, enabling the Police and Crime Commissioner to conduct the sale privately. This had not been the original intention, but it represented an opportunity for the Police and Crime Commissioner to accept the best offer and pay no commission on the sale.
- 2.7 18<sup>th</sup> July 2017 The registration was withdrawn from sale with Brightwells following legal advice and the sale was agreed in principle with Mr West.
- 2.8 18<sup>th</sup> July 2017 The Police and Crime Commissioner then instructed that all the necessary standard legal checks, including provenance of the funds to pay for the purchase under anti-money laundering legislation, were completed for transactions of this size and nature. An overage clause was also inserted into the eventual contract of sale to ensure that a share of any profits from the future sale of AB1 are returned to the Police and Crime Commissioner and the public purse.
- 2.9 8<sup>th</sup> August 2017 Contracts were signed and sale completed. The sale was announced to the media and wider public on 10th August 2017, as soon as reasonably possible after the contracts were signed.
- 2.10 No higher offers than the one accepted were received for AB1. Following the sale being agreed a small number of parties have approached local media outlets claiming they would have been willing to pay more, but they did not make offers. The Police and Crime Commissioner confirms that the robust and transparent process has ensured AB1 was sold to the person who made the highest bid.

### **3. Contractual arrangements**


- 3.1 The contract included standard overage clauses protecting the Police and Crime Commissioner's and public's interests. If AB1 is sold or transferred to any other party within 10 years 50% of the price difference will be paid to the Police and Crime Commissioner.

### **4. Transparency**

- 4.1 Most of the details listed above relating to the timeline and process of the sale have been publicly disclosed. Some of the above is commercially sensitive and has not been published. Those disclosed have featured in:
- [The formal decision notice on the PCC website](#) (published 10<sup>th</sup> August – Appendix 2)
  - [The Commissioner’s Freedom of Information disclosure log](#) (from mid August on – relevant requests included at Appendix 3).
  - Numerous press statements (Appendix 4)
  - Correspondence with the public.
- 4.2 The only details withheld from FOI disclosures have been instances where it would have been illegal to divulge commercially sensitive information. These requests have been reviewed and overseen by the Police and Crime Commissioners Chief Executive and Monitoring Officer.
- 5. Use of Sale Receipt**
- 5.1 The Police and Crime Commissioner has committed that he will use resources at his disposal to support frontline policing including the proceeds of AB1.

Andy Champness  
Chief Executive

Appendix 1



**Driver & Vehicle  
Licensing  
Agency**

# Retention Document

Please read the guidance notes over the page  
Use CAPITAL LETTERS when you fill in this form.

Serial number

7778

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**Grantee**

WEST MERCIA POLICE TRANSPORT  
WEST MERCIA POLICE TRANSPORT  
HINDLIP HALL  
HINDLIP  
WORCESTER  
WR3 8SP

Vehicle registration number: **AB 1** Validation character: **4**

This vehicle registration number must be assigned to a vehicle before: **06 09 2025**

**Nominee**

WEST MERCIA POLICE TRANSPORT  
WEST MERCIA POLICE TRANSPORT

Document reference number: **WEST MERCIA POLICE TRANSPORT AB1**

Date of issue of document: **26 08 2015**

Body type of the vehicle the registration number has come of: **4 DOOR SALOON**

THE ASSIGNMENT FEE HAS ALREADY BEEN PAID

**1 Assigning this vehicle registration number**

The Grantee MUST fill in this section. Please send the assignment application directly to DVLA, Swansea. Read note B over the page.

I, the Grantee, apply to assign the vehicle registration number of:

An unregistered vehicle  or a registered vehicle  Please put an 'X' in the box that applies.

This vehicle registration number must be assigned to a vehicle before the date shown below:

06 09 2025

Please fill in the vehicle registration number and validation character of the registered vehicle below. These details are shown in Section 4 of the Vehicle Registration Certificate (V5C).

Vehicle Registration Number:  Validation character:

I understand that I have used my right to assign this vehicle registration number, and that any future application to transfer or retain this vehicle registration number will be subject to the Department for Transport's rules as they exist at that time.

**Grantee (not Nominee) MUST sign in the box below:**

Date:

If you are signing for a partnership, limited company, or other legal entity, give your position in the firm:

If you want to add (if you do not have one) or change the nominee details at the same time as assigning, you also need to fill in Section 2.

Please put an 'X' in the box to show what you are applying to:

**2 Nominee details** (read note C over the page)

Fill in this section if you want to add (if you do not have one), or change the Nominee details on this Document.

I, the Grantee, apply to add or change the Nominee details on this Retention Document.

First names:

Burname:

or Company Name:

**3 Grantee's change of address details** (read note D over the page)

Post town:

Post code:

Daytime phone number:

**4 Refund of the assignment fee** (read note E over the page)

I, the Grantee, apply for a refund of the assignment fee (S90). The vehicle registration number has not been assigned, and the assignment period has not expired. I understand that I can no longer assign this vehicle registration number.

**5 Certificate renewal after expiry**

Please put an 'X' in the box for renewal after 10 years.

**6 Signature**

Grantee (not Nominee) MUST sign in the box below for Sections 2, 3, 4 and 5.

Date:

If you are signing for a partnership, limited company, or other legal entity, give your position in the firm:

DVLA use only	Date processed
Date received	Date processed

ROS taxing information

AC:  Period:  CC/CO<sub>2</sub>:  Value:

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**Official use only**

Date of assignment:  6

DVLA code:  7

Section code:  8

Output marker:  9

12/14



## Appendix 2

### POLICE AND CRIME COMMISSIONER FOR WEST MERCIA



### RECORD OF DECISION

**TITLE:** West Mercia – Sale of registration mark AB1

Ref: PCC/D/2017/08

#### EXECUTIVE SUMMARY

It is recommended that the registration rights to AB1 owned by West Mercia PCC be sold to maximise value for money.

#### PROPOSAL

Worcestershire was allocated the identification letters AB1 in May 1903, and as a result AB1 was the very first mark to be issued to a motor vehicle in the county. The mark was used on the vehicle of the Chief Constable of Worcestershire County Police until 1931. Following that, the mark remained void for some time, until being reissued on the vehicle used by the Chief Constable of Worcestershire County Police in 1957. Since that time and following the amalgamation of the Worcestershire County force into West Mercia Police in 1967, the mark has been displayed on each of the Chief Constables vehicles. Since 2011 the registration mark has been held on retention and not allocated to any specific vehicle within West Mercia Police. Registration is the only proof of rights to assign the mark to a vehicle. It is registered in the name of West Mercia Police Transport [Department], and therefore the Police and Crime Commissioner can sell the rights of that registration.

Whilst fully acknowledging the significant local history behind the registration mark, the asset has remained unused for a significant period of time. No Chief Constable or other public servant will use a private number plate, both for security reasons and because of public expectations of prudent use of public resources. On this basis, it is appropriate to market the registration rights to AB1 to achieve a capital receipt for the Police and Crime Commissioner that can be used to deliver services that benefit the local community more fully.

The registration mark has been valued independently to ensure that any sale is in line with market expectations and to ensure that value for money for local taxpayers is achieved.

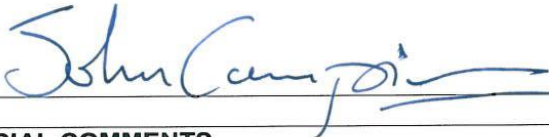
The mark was sent to auction earlier this summer through Brightwells, an established and experienced company, and there were a number of offers. The best offer to purchase the registration was received directly to the Office of the Police and Crime Commissioner, completely independent of the auction process. The amount

offered is in excess of the provisional estimates given by Brightwells.

The recommendation is therefore that the offer of £160,000 to purchase the registration mark by a private individual be accepted by the West Mercia Police and Crime Commissioner.

**APPROVAL OF  
West Mercia Police and Crime Commissioner**

I hereby approve the above proposal.

Signed 

**FINANCIAL COMMENTS**

The private sale of the registration rights will generate a capital receipt of **£160,000** including VAT. This value was significantly higher than any offer received through the auction process, and above the independent valuation of the registration mark. This has ensured that value for money for local taxpayers has been achieved.

**LEGAL CONSIDERATIONS**

By virtue of schedule 11, paragraph 14 of the Police Reform and Social Responsibility Act 2011 the Police and Crime Commissioner may do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of the functions of commissioner. That includes: entering into contracts and other agreements (whether legally binding or not) and acquiring and disposing of property (including land).

**PUBLIC ACCESS TO INFORMATION**

Information in this form is subject to the Freedom of Information Act 2000 (FOI Act) and other legislation. Part 1 of this form will be made available on the West Mercia Commissioner's website. Any facts and advice that should not be made automatically available on request are not included in Part 1 but instead in a separate Part 2 report. There is no Part 2 report.

**OFFICER APPROVAL**

**Chief Executive Officer**

Signature  ..... Date 8<sup>th</sup> August 2017



## Appendix 3

### WEST MERCIA PCC: DISCLOSURE LOG RESPONSES TO REQUESTS

Reference: 2017 – 146

Date of response 15<sup>th</sup> August 2017

#### FREEDOM OF INFORMATION ACT 2000 – INFORMATION REQUEST.

##### FOI Query.

I am writing to you requesting that you do the right thing and reconsider your decision to dispose of AB 1.

As a matter of transparency I, like others who have previously written to you in respect of this issue, would like to receive your response to the following which you should treat as a request under the Freedom of Information Act.

1. Who was consulted with before the decision was made?
2. What is the legal advice that provides you with the reassurance that West Mercia own the right to sell? Agreement of agency who gifted it e.g. DVLA?
3. What research has been done on the historical facts which you say you have great respect for?
4. Has the Registered # been placed at an auctioneers and if so who and where. Has it been valued by independent assessors?
5. What value do you feel the plate has and how do you ensure it remains with the people of Worcestershire?
6. If you go through with the sale of this asset, how exactly will the funds be used. The use of "to support front line policing" is nebulous and the community deserves a more detailed explanation.

##### Response.

1. Discussions were held between the PCC and Chief Officers.
2. The information regarding legal advice and agreement of agency is set out in Decision Notice No. 8 which is available to view on the PCC Website (see link below).
3. Research has been done on historical facts which are summarised in Decision Notice No.8 which is available to view on the PCC Website (see link below).
4. The registration was placed with Brightwells Auctioneers as the Force uses them to sell other force assets. Brightwells Ltd organised coverage regarding the sale at the Bicester Heritage Museum's Flywheel Festival and at an event at Shelsley Walsh Historic Hillclimb. They promoted it in their Classic and Vintage media and approached clients directly. The VRN was also advertised in the Daily Telegraph and in the Midland Automobile Club (MAC) News booklet. The OPCC proposed a staggered commission for the sale instead of a flat fee to encourage getting the most for the VRN.
5. The registration mark has been valued independently to ensure that any sale is in line with market expectations and to ensure that value of money for local taxpayers is achieved. A press release

has been issued which contains the information concerning the buyer who resides in Worcestershire, which is available to view on the PCC Website. (See link below).

6. Precisely how the money will be used will be determined now the amount realised is known. The Commissioner will use the money to deliver services that benefit the local community.

All of the above information is contained within Decision Notice No. 8 and the Press Release which are available to view on the PCC Website. Please see links below:

**Decision Notice No. 8**

<https://www.westmercia-pcc.gov.uk/record-of-decisions-made-during-2017/>

**Media Release**

<https://www.westmercia-pcc.gov.uk/ab1-sold-but-stays-in-west-mercia/>

**FOI Officer**

**Police and Crime Commissioners Office West Mercia**

**Reference: 2017 – 147**

**Date of response 15<sup>th</sup> August 2017**

**FREEDOM OF INFORMATION ACT 2000 – INFORMATION REQUEST.**

**FOI Query**

Area requested for Sale of vehicle registration AB1. No details shown on the publication scheme/website.

Questions requiring answering:

1. When was the consideration first raised for the possibility of selling AB1 and by whom. Meetings, minutes, actions.
2. What legal enquiries to validate ownership to sell were made?
3. What research was undertaken to establish the ownership and history of the plate and by whom and to see the document produced to enable this to be used to consider the decision to sell. Any documentation, reports, research, correspondence with DVLA.
4. Request to see the plate registration certificate showing ownership and conditions.
5. Who, when, where the decision to sell was made and the conditions of its sale. Was this date before, on or after the knowledge of public concern was raised?
6. Where it would be offered for sale, confirmation that best return for sale was undertaken, documents showing valuation and potential return.
7. Why was it withdrawn from Brightwell auction rooms and allegedly sold privately.
8. Details of places approached for sale, costs, evaluation.
9. Confirmation whether or not this plate has been sold or not.
10. If sold the exact amount realised.
11. If sold was the purchaser known to or by any member of West Mercia or the PCC office or related agencies.
12. If sold was it sold with conditions it remains in Worcestershire and exhibited on a vehicle used primarily within Worcestershire.
13. If it has been sold full details of who by, when (exact date, time, place, persons present, signatories) where, agreements by relevant committee, force group, financial appraisal agreements, ensure that the best value and realisation for force asset was possible. All this will be dependent upon the agreement by the relevant force committee that they had satisfied themselves that they had the lawful title to sell.

14. Full details of the Chief officer group and particularly the office of the PCC responses to those contacting and making requests for responses following concerns that the sale is believed to be illegal and if not a serious misjudgement by the PCC.
15. If the decision was to sell, full details of all consultation engaged in to ensure that the Chief Officers and PCC office have undertaken their responsibilities to develop and improve community relations, maximise financial returns for the force and delivery quality services to the communities the PCC s elected as a servant to represent.
16. If sold details of the money realised and breakdown of its intended use.
17. Confirmation of any press releases provided to any type of media including social media. What was the communications strategy?
18. Confirmation and copies of the risk assessment and community impact assessment carried out and used as part of the decision log.

**Response.**

1. Consideration was formally raised between the PCC and the former Chief Constable in 2016 and then the Head of Transport was notified by the PCC on 22<sup>nd</sup> May 2017 of his intention to sell the VRN.
2. This information regarding legal enquiries to validate ownership are contained within Decision Notice No. 8 which is available to view on the PCC Website (see link below).
3. Research has been done on historical facts which are set out in Decision Notice No.8 which is available to view on the PCC Website (see link below). Discussions are subject to legal professional privileges under Section 42(1) and (2) of the Freedom of Information Act 2000.
4. Attached is a copy of the Retention Document for AB1<sup>1</sup>, some of the sensitive information has been redacted to prevent the document from being copied and misused by someone else, bearing in mind it is now publicly available.
5. This information is contained within Decision Notice No. 8. (See link below).
6. The registration was placed with Brightwells Auctioneers as the Force uses them to sell other force assets. Brightwells Ltd organised coverage regarding the sale at the Bicester Heritage Museum's Flywheel Festival and at an event at Shelsley Walsh Historic Hillclimb. They promoted it in their Classic and Vintage media and approached clients directly. The VRN was also advertised in the Daily Telegraph and in the Midland Automobile Club (MAC) News booklet. The OPCC proposed a staggered commission for the sale instead of a flat fee to encourage getting the most for the VRN. The documents showing valuation and potential return are not disclosable as they would prejudice the commercial interest of Brightwells under Section 43 of the Freedom of Information Act 2000.
7. The VRN was withdrawn from sale by the Commissioner, and the Head of Transport Services was notified of this on 18<sup>th</sup> July 2017. This information is contained within Decision Notice No. 8.
8. Please see response provided to Question No. 6.
9. This information is contained within Decision Notice No. 8. (See link below).
10. This information is contained within Decision Notice No. 8. (See link below).

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<sup>1</sup> See Appendix 1

11. The response to this question is contained within the press release, which is available on the web site. (See link below).
12. The response to this question is contained within the press release, which is available on the web site. (See link below).
13. This information is contained within Decision Notice No. 8. (See link below).
14. The information requested is of a personal nature and therefore not available under Section 40 (2) of the Freedom of Information Act 2000 as it contravenes Data Protection except for those contained under the FOI requests detailed on the PCC Website.
15. This information is contained within Decision Notice No. 8. (See link below).
16. This information is contained within Decision Notice No. 8. (See link below). Precisely how the money used will be determined now amount realised is known.
17. All press releases relating to the sale are held on the PCC Website (see link below). A statement was posted on the West Mercia Police Facebook account on 18<sup>th</sup> July.  
*“The Police and Crime Commissioner has decided to market the registration number ‘AB1’. The number plate has been on retention for a number of years and has not been used by West Mercia Police. Any sale proceeds will be used to support policing in West Mercia”.*
18. This information is contained within Decision Notice No. 8. (See link below).

**Decision Notice No. 8**

<https://www.westmercia-pcc.gov.uk/record-of-decisions-made-during-2017/>

**Media Release**

<https://www.westmercia-pcc.gov.uk/ab1-sold-but-stays-in-west-mercia/>

**FOI Officer**

**Police and Crime Commissioners Office West Mercia**

**Reference: 2017 – 149**

**Date of response 15<sup>th</sup> August 2017**

**FREEDOM OF INFORMATION ACT 2000 – INFORMATION REQUEST.**

**FOI Query.**

I entered a competitive tender process in respect of the sale, by the West Mercia Police Authority, of registration plate AB1 conducted by Messrs. Brightwells, following an advertisement placed in the national press.

I was advised during the process that the plate had been sold. As I was willing to pay a substantial amount for the plate (I was advised offers based on £250,000) I was shocked that the auction/tender process was not carried through.

Could you please let me know:

1. If the plate has been sold
2. The price that was paid for the plate
3. The name of the person or organisation that purchased the plate

This information is required in my capacity as an interested party and as a council tax payer in the Malvern Hills District Council area which contributes to the costs of the West Mercia Police Authority. This email should be regarded as a formal request under the Freedom of Information Act and your response will be used to determine what further action I should take in this matter.

**Response.**

1. The AB1 number plate has now been sold. The details of which are held on Decision Notice No. 8 which can be found on the PCC Website. (See link below).
2. The price paid for the number plate is held on Decision Notice No. 8 which can be found on the PCC Website. (See link below).
3. The name of the person who has purchased the Number Plate can be found on the Media Release which can be found on the PCC Website. (See link below).

**Decision Notice No. 8**

<https://www.westmercia-pcc.gov.uk/record-of-decisions-made-during-2017/>

**Media Release**

<https://www.westmercia-pcc.gov.uk/ab1-sold-but-stays-in-west-mercia/>

**FOI Officer**

**Police and Crime Commissioners Office West Mercia**

**Reference: 2017 – 151**

**Date of response 18<sup>th</sup> August 2017**

**FREEDOM OF INFORMATION ACT 2000 – INFORMATION REQUEST**

**FOI Query.**

Dear West Mercia Police and Crime Commissioner,

I note the recent sale of the AB1 number plate. Please supply me with all documentation relating to this sale;

In particular i would like to see;

-details of all valuations sought or received -the manner in which the sale was advertised -details of the procurement/sale process that was followed -how full value for a publicly owned asset was achieved -how a former Chief Constable came to purchase the number plate -why the number was sold for way below its actual and estimated market value -the legal and professional advice the Commissioner relied upon to make the decision to sell the registration number -details of the governance/oversight process that applied to this transaction -details of how 'due diligence' was applied to this transaction -the overall rationale for selling the number plate to a private individual at a significant discount when he was prepared to pay significantly more - i.e. its actual market value.

**Response.**

All available information is published on the West Mercia Website at the following address

<https://www.westmercia-pcc.gov.uk>

The Decision Notice, media release and other FOIs relating to the sale of AB1 can be found on the links below.

The number plate was not sold for below its estimated market value. It was sold at the full offering price, not at any discount.

All other documentation is exempt from disclosure under Section 43, Sub Section (2) of the Freedom of Information Act 2000 as this would prejudice the Commercial interest

**Decision Notice No. 8**

<https://www.westmercia-pcc.gov.uk/record-of-decisions-made-during-2017/>

**Media Release**

<https://www.westmercia-pcc.gov.uk/ab1-sold-but-stays-in-west-mercia/>

**FOI Officer**

**Police and Crime Commissioners Office West Mercia**

**Reference: 2017 – 157**

**Date of response 24<sup>th</sup> November 2017**

**FREEDOM OF INFORMATION ACT 2000 – INFORMATION REQUEST**

**FOI Query.**

Dear West Mercia Police and Crime Commissioner,

This is a duplicate of my previous request which 'got lost'

In relation to the sale of Vehicle Registration Mark AB1 could you please supply me with the following:-

Copies of Minutes of any Meeting where the sale of AB1 was proposed or discussed (redacted if appropriate) including the very first proposal to sell it. I have yet to locate in the Disclosure Log any document containing the original proposal to sell it and ensuing discussion. Decision Notice 8 only records the decision to accept the offer of £160,000, specifically NOT the Decision to sell the VRM.

Copies of any documents including, but not limited to, any correspondence concerning the monetary value of the VRM, any letters or emails between OPCC/PCC/HEO and the successful purchaser.

Copies of any other documents or emails, not specifically requested previously, that contain reference to the sale of AB1 and have not been previously included in a Disclosure Log.

**Response.**

There are no copies of minutes or any other documents regarding the first proposal to sell AB1. Decision Notice 8 implicitly incorporates the recommendation to sell with the recommendation to accept the offer.

The documents and correspondence concerning the monetary value of the VRN and copies of emails between the OPCC/PCC/HEO and the successful purchase are exempt from disclosure under Section 43(2) of the Freedom of Information Act - Commercial Interests.

The copies of any other documents not specifically requested previously that contain reference to the sale of AB1 and not previously included in the Disclosure Log are all exempt from disclosure under either Section 43(2) - Commercial Interests, Section 42(1) - Legal Professional privilege, Section 33(2) – Audit Functions or Section 22(1) – Information held with a view to its publication at a future date, which has all since been published.

**FOI Officer**

**Police and Crime Commissioners Office West Mercia**

## Appendix 4

### WEST MERCIA PCC: PRESS RELEASES

**21/07/2017**

Police and Crime Commissioner John Campion said: “My priority is to ensure that those who are most vulnerable are protected and that West Mercia is a safe place. The public expect that I effectively use the assets at my disposal to do this.

The prospect of a Chief Constable or any public servant using a private number plate belongs in a time gone by, both for security reasons and public expectation, therefore a considered decision has been made to market ‘AB 1’ and any sale proceeds will be reinvested towards frontline policing in West Mercia.

I acknowledge that there is history associated with this registration number, however it is right that we utilise the assets we have to support policing in our area – particularly when they have not been used for around six years.”

**10/08/2017**

#### **AB1 Number Plate Sold, but Stays in West Mercia**

The AB1 car registration has been sold for a significant six-figure sum, but will remain a part of the local landscape after being bought by a former West Mercia Chief Constable.

Paul West QPM was the last Chief to use the plate on his car. As its new owner, he has now pledged to keep the registration within Worcestershire.

AB1 was the first number plate to ever be issued in Worcestershire and was used by local Chief Constables up until 2011. It was withdrawn from use due to safety concerns, and with no prospect of it ever being used again Police and Crime Commissioner John Campion decided to sell it.

John Campion said: “The local history of AB1 was always secure come what may, but sadly it was clear we were never going to see it in use again.”

“This sale achieves a significant amount of money towards policing our communities and keeping people safe. It also means AB1 retains a good link with West Mercia’s policing family and remains a part of the local landscape”.

Paul West QPM said: “I am well aware of the acute financial pressures being faced by the police service at present, so whilst it’s not a decision that I would have wanted to make, I completely understand why the PCC chose to sell an asset like this, especially when it had been out of use for so long. However, my family and I didn’t want AB1 simply to be lost to somebody with no connection to policing or to Worcestershire and never to be seen again.”

“I do intend to use the number plate on a car and am committed to keeping AB1 in Worcestershire during my lifetime. I’d also like to make sure that its story remains accessible to local communities. I am planning to work with several former colleagues who had an even longer association with AB1 than I, to create some historic displays about the number plate’s unique history, which we intend to offer to local museums and libraries in Worcestershire.”

**18/08/2107 (two statements)**

"In 2017 I think the public would rightly expect me to use the assets at my disposal, such as AB1, to help support their police service, rather than just providing a status symbol for senior officers, which they cannot use anyway for security reasons."

"I am confident that proper process was followed regarding the sale. The registration was advertised openly and the highest offer was accepted".

A spokesperson for the Police and Crime Commissioner said " We would reiterate that the plate was sold to the highest bidder. We can confirm that no correspondence and no formal offer was received by Mr Cherry prior to the sale, which was agreed on 21st July. As is common with transactions of this size and nature, a series of financial checks were required before the deal was completed and announced. "

**21/08/2017**

A spokesperson for the West Mercia PCC said: "AB 1 was widely advertised for sale, via an external agency, in national and motoring press as well as at motoring events. Anybody was able to submit a bid for the registration and a number of offers were received. To reiterate, AB 1 was sold to the highest bidder."

**22/08/2017**

West Mercia Police and Crime Commissioner John Campion said:

"Cllr Oborski's claims are politically motivated nonsense. The registration was nationally advertised for sale over a number of weeks, inviting bids from any interested party. We received a number of offers and accepted the highest, which was significantly more than any other bid received. All the details of the transaction have been published."

**31/08/2017**

In 2017 I think the public would rightly expect me to use the assets at my disposal, such as AB1, to help support their police service, rather than just providing a status symbol for senior officers.

The proper process was followed to achieve best value for the taxpayer. The registration was advertised widely for sale, via an external agency, in national and motoring press as well as at motoring events. Anybody was able to submit a bid for the registration and a number of offers were received, both via the agent and directly.

The highest offer, which was significantly more than any other bid received, was accepted and agreed on 21<sup>st</sup> July. It was removed sale at this point.

As is common with transactions of this size and nature, a series of financial checks were required before the deal was completed and announced in early August. All the details of the transaction have been published and are available to view on my website.

This sale achieves a significant amount of money towards policing our communities and keeping people safe.



**11/09/2017**

A spokesperson for the West Mercia PCC said:

“We have not seen the complaint in question. How it is dealt with is wholly a matter for the Police and Crime Panel, but the PCC will happily provide any assistance they require.”

“We have been clear and consistent on the sale of AB1. The registration was advertised and marketed for more than a month. Anybody was welcome to submit a bid during that period, and it was sold to the highest bidder.”

“Full details of the sale have been disclosed on the PCC’s website and can be viewed at any time, including numerous extensive and appropriate responses to Freedom of Information requests. Some elements of these requests asked for information which cannot be legally released”.

**14/09/2017**

West Mercia Police and Crime Commissioner John Campion said:

“The full details of the sale are published for anyone to view at any time. That has been the case for weeks now and will continue to be the case.”

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By virtue of paragraph(s) 3 of Part 1 of Schedule 12A  
of the Local Government Act 1972.

Document is Restricted

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**WEST MERCIA POLICE AND CRIME PANEL  
6 FEBRUARY 2018****WEST MERCIA BUDGET 2018/19 MEDIUM TERM  
FINANCIAL PLAN 2018/19 TO 2021/22 AND PROPOSED  
PRECEPT FOR 2018/19**

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**Recommendation**

1. It is recommended that the West Mercia Police and Crime Panel (PCP) considers the:
  - (i) West Mercia Budget 2018/19, Medium Term Financial Plan 2018/19 to 2021/22 and the proposed precept for 2018/19
  - (ii) Report of the Budget Scrutiny Task Group; and
  - (iii) provides a report to the Police and Crime Commissioner on the proposed precept, including any recommendations, outlining whether it vetoes the precept or not.

**Background**

2. Each police force area raises extra money to pay for policing activity through council tax. This is called the police precept and is included in every council tax bill. The level of police precept is set locally every year (in February) by the Police and Crime Commissioner (PCC).
3. On 19 December 2017, the Home Office announced that Police and Crime Commissioners would be able to raise the local precept level by a maximum of £12 per Band D property per year, without a referendum. This represents an end to the previous 2% cap that was in place. The current cost for a Band D property in 2017/18 is £189.60.
4. Under the provisions of the Police Reform and Social Responsibility Act 2011, the Police and Crime Panel ('the Panel') has a statutory role to review the PCC's proposed precept level and formally respond to it. The Panel is required to submit a formal response to the PCC no later than 8 February 2018.
5. The legislation only requires that the Panel 'respond' to the proposed precept – there is no requirement that the Panel has to either support the precept or veto it; therefore, the Panel can choose to only comment on the proposal if it wishes. Guidance related to the scrutiny of the precept by Police and Crime Panels is attached at Appendix 1.

**Budget Scrutiny Task Group**

6. During January, a Task Group with support from a Worcestershire County Council Senior Finance Officer met with the Police and Crime Commissioner and his officers to discuss the proposed budget for 2018/2019, the Medium Term Financial

Plan through to 2021/2022 and the proposed Precept for 2018/19 in context of the Policing Plan and the Commissioner's election promises.

7. Subject to the results of the PCCs 2018/19 Budget Consultation, the Task Group were supportive of the PCCs financial strategy for the Budget proposals for 2018/2019, Medium Term Financial Plan and proposed Precept but would wish to be advised of substantial variations to the ambitious Savings Plans.

8. Furthermore, the Task Group felt that the reasons given for the proposed Council Tax increase of 4% in 2018/19 were fair and welcomed the advance notice that in 2019/2020, a 3% increase would be suggested.

9. A summary of the discussion is attached at Appendix 2.

### **Consultation**

10. The PCC carried out a Consultation on his proposals which closed on 19 January 2018. He is proposing an increase of 4% to the police's share of council tax, an extra £7.58 per year for a typical band D home. Rising inflation and increased demand on police are the main reasons behind the proposal.

11. The West Mercia Budget 2018/19 and Medium Term Financial Plan 2018/19 to 2021/22: Report of the Treasurer is attached at Appendix 3 and the results of the Budget Consultation 2018/19 are attached at Appendix 4.

### **Supporting Information**

Appendix 1 - Guidance related to the scrutiny of the precept by Police and Crime Panels

Appendix 2 - Budget Scrutiny Task Group Report

Appendix 3 - West Mercia Budget 2018/19 Medium Term Financial Plan 2018/19 to 2021/22: Report of the Treasurer

Appendix 4 - Results of the Budget Consultation 2018/19

### **Contact Points for the Report**

Sheena Jones, Democratic, Governance and Scrutiny Manager

Tel: 01905 844871

Email: [sjones19@worcestershire.gov.uk](mailto:sjones19@worcestershire.gov.uk)

Andy Champness, Police and Crime Commissioner Chief Executive

[andrew.champness@westmercia.pnn.police.uk](mailto:andrew.champness@westmercia.pnn.police.uk)

### **Background Papers**

In the opinion of the proper officer (in this case the Head of Legal & Democratic Services) there are no background papers relating to the subject matter of this report.

[All agendas and minutes are available on the Council's website here.](#)

## Police and Crime Panels – Scrutiny of Precepts

This guidance note explains the process for the police and crime panel's (PCP) scrutiny of the police and crime commissioner's (PCC) proposed precept and should be read alongside:

- Schedule 5 of the [Police Reform and Social Responsibility Act 2011](#) ("the Act")
- Part 2 of the [Police and Crime Panels \(Precepts and Chief Constable Appointments\) Regulations 2012](#) ("the Regulations")

A separate [guidance note setting out the scrutiny of chief constable appointments](#) has been published alongside this guidance note.

### **Background**

Schedule 5 of the Act sets out the process for issuing a precept, including the panel's role in reviewing the proposed precept, their power to veto the precept and the steps to be taken if they do veto the proposed precept.

The Regulations provide greater detail to the Act, including time limits applicable to the stages of the process and the process for reviewing and issuing a revised precept.

**Schedule 5** requires:

- the PCC to notify the panel of his/her proposed precept;
- the panel to review the proposed precept;
- the panel to make a report to the PCC on the proposed precept (this may include recommendations);
- the panel's report (if they veto the proposed precept) to include a statement that they have vetoed it;
- a decision of veto to be agreed by two-thirds of the panel members;
- the PCC to have regard to the report made by the panel (including any recommendations in the report);
- the PCC to give the panel a response to their report (and any such recommendations);
- the PCC to publish the response.

It is for the panel to determine how a response to a report or recommendations is to be published.

If there is no veto and the PCC has published his/her response to the panel's report, the PCC may then issue the proposed precept - or a different precept (but only if in accordance with a recommendation in the panel's report to do so).

**The Regulations** require:

- the PCC to notify the panel of his/her proposed precept **by 1 February**;
- the panel to review and make a report to the PCC on the proposed precept (whether it vetoes the precept or not) **by 8 February**;
- where the panel vetoes the precept, the PCC to have regard to and respond to the Panel's report, and publish his/her response, including the revised precept, **by 15 February**;

- the panel, on receipt of a response from the PCC notifying them of his/her revised precept, to review the revised precept and make a second report to the PCC **by 22 February**;
- the PCC to have regard to and respond to the Panel's second report and publish his/her response, **by 1 March**.

### **Panel's report on the proposed precept**

If the panel fails to report to the PCC by 8 February the scrutiny process comes to an end, even if the panel have voted to veto the proposed precept, and the PCC may issue the proposed precept.

### **PCC's response to a veto**

Where the panel vetoes the proposed precept, the PCC must have regard to the report made by the panel, give the panel a response to the report and publish the response, by 15 February. In his/her response, the PCC must notify the panel of the revised precept that he intends to issue.

Where the panel's report indicates that they vetoed the precept because it was:

- too **high**, the revised precept must be lower than the previously proposed precept.
- too **low**, the revised precept must be higher than the previously proposed precept.

The PCP may only veto the first proposed precept. Such a veto must be agreed by two-thirds of PCP members (the full membership rather than those present at a meeting). Where a veto occurs, the report to the PCC must include a statement to that effect.

### **Panel's review of the revised precept**

On receipt of a response from the PCC notifying them of the revised precept proposal, the panel must review the revised precept proposal and make a second report to the PCC on the revised precept by 22 February. This report may:

- indicate whether the panel accepts or rejects the revised precept (although rejection does not prevent the PCC from issuing the revised precept); and
- make recommendations, including recommendations on the precept that should be issued.

If the panel fails to make a second report to the PCC by 22 February, the PCC may issue the revised precept.

### **Issuing the precept**

Excluding where the panel fails to report on the proposed precept by 8 February or make a second report on the revised precept by 22 February, the scrutiny process ends when the PCC gives the panel his/her response to their second report.

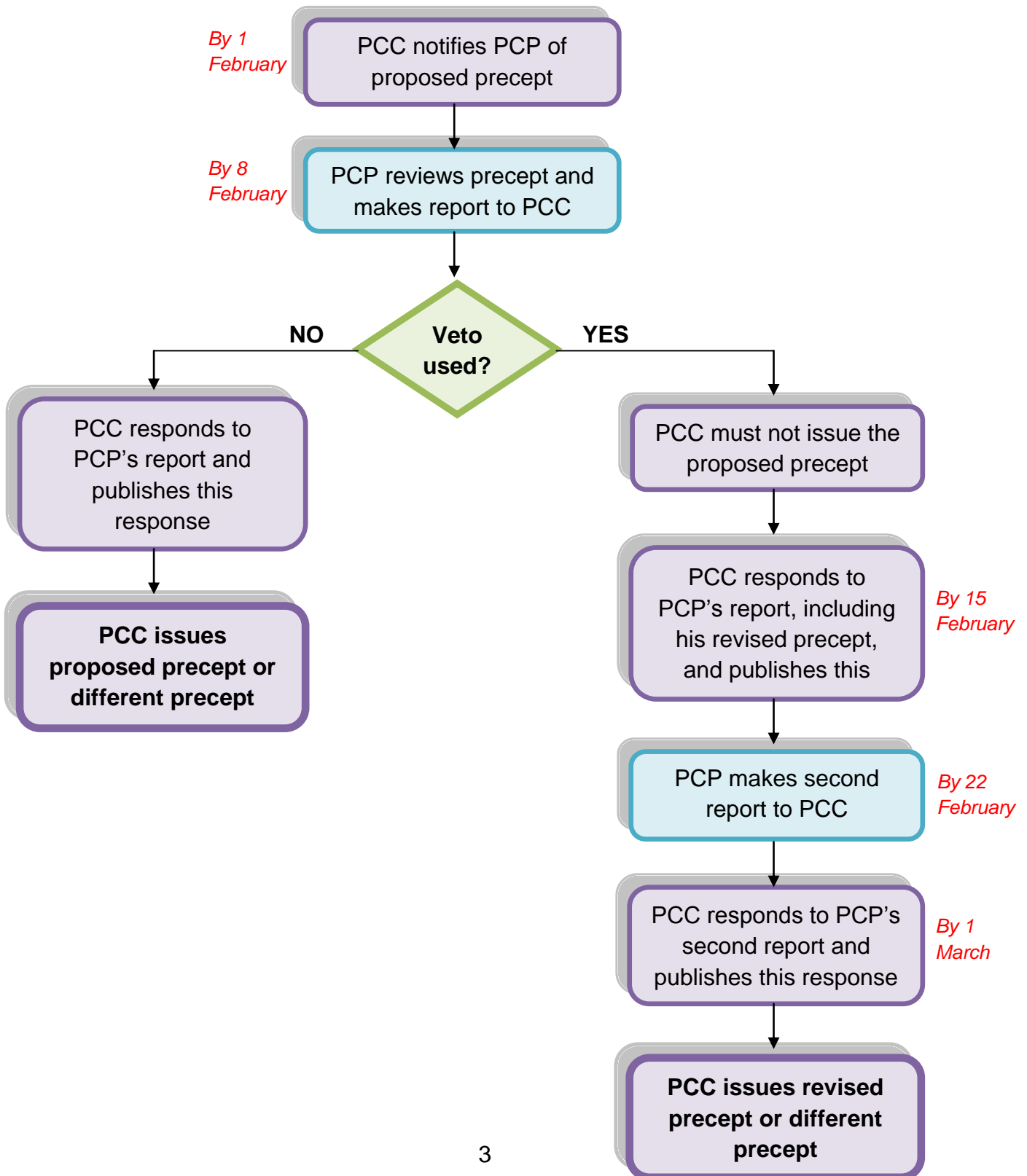
The PCC may then:

- issue the revised precept; or
- issue a different precept, although:



- they must not issue a precept that is higher than the revised precept if the revised precept was lowered following the panel's initial report on the first proposed precept indicating it was vetoed because it was too high;
- they must not issue a precept which is lower than the revised precept if the revised precept was raised following the panel's initial report on the first proposed precept indicating it was vetoed because it was too low.

**Process for PCP scrutiny of PCC's proposed precept**



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# REPORT OF THE WEST MERCIA POLICE AND CRIME PANEL BUDGET TASK GROUP LOOKING AT THE WEST MERCIA BUDGET 2018/19 AND THE MEDIUM TERM FINANCIAL PLAN 2018/19 TO 2021/22

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## Purpose

1. To present the findings and details of the considerations undertaken by the Budget Task group of the West Mercia Police and Crime Panel.

## Membership

2. The Task Group of Sebastian Bowen (Lead Member), Stephen Reynolds and Carole Clive supported by Mark Sanders (Worcestershire County Council's Senior Finance Manager Financial Planning & Reporting) and Samantha Morris, Overview and Scrutiny Officer met with the Police and Crime Commissioner (PCC), his Chief Finance Officer and Chief Executive on 15 January 2018.

## Role of the Task Group

3. The Group was mindful that its main role was to review the precept proposals and to report its findings to the West Mercia Police and Crime Panel.

## Discussion of the Proposals

4. The Group examined the financial strategy in the proposed budget for 2018/2019 and the Medium Term Financial Plan through to 2021/2022 in the context of the Policing Plan and the Commissioner's election promises.
5. The Commissioner explained that although he had been able to freeze the police's share of Council Tax last year, the landscape had now shifted and, with Retail Price Index (RPI) inflation standing at around 4% and significant national increased demand on Police Forces (West Mercia had seen recorded crime increase by 10%), he was recommending a rise in the Council Tax in 2018/19 of £7.58 to the annual bill for a typical band D home, equivalent to 4%, or 2p a day. This would be followed by a 3% increase in 2019/20.
6. He believed that the Government had provided a fair financial settlement with the Police and Revenue Support Grant remaining stable at £108m with no reduction in central Government Grants for 2018/19.
7. The Commissioner explained that he would continue to reform the police force and build on the progress made to date. He highlighted the progress made in relation to all officers now being able to work 'on the move', and being equipped with body worn video.
8. The improvements which followed aimed to deliver a modern, agile police force that could cope with future challenges. This was balanced with making sure levels of service were protected. The budget plans protected the numbers of PCs and ensured that policing was visible and accessible to communities. The Plans continued to fund

projects that would tackle the root causes of crime and help reduce demand on the force.

9. The Commissioner's Chief Finance Officer outlined the financial risks and the Reserves Strategy. Balances would reduce from £34.39m at 1 April 2018 to £13.04m at 31 March 2021. £4.7m was the recommended contribution from the budget reserve in 2018/19 compared with £9.7m in 2017/18 with a minimum level of reserves of £10.5m which need to be held at all times. The Medium Term Financial Plan assumed future annual increases in the precept.

10. The main financial themes explored were:

- The Commissioner's vision to use the police estate to improve collaboration and drive efficiency. A programme of investment is in place to deliver a fit for purpose estate that fully supports modern operational and local policing. The Asset Management Strategy supported by the Estates Delivery Plan detailed the approach to this up to 2020 and beyond. This work would start generating both revenue savings and capital receipts within 2018/19.
- The Reserves Strategy and the Commissioner's confidence in the Strategy based on the Treasurer's assessment of the risks facing him and the assessment that £10.5m needed to be held in general reserve at all times to provide adequately for the risks.
- The impact of 4% increase to the police's share of Council Tax on the residents' affordability in terms of the overall Council Tax increases.
- The deliverability of the budget in the context of a significant savings requirement in 2018/19 based on the budget pressures and savings set out in the proposals.
- The relative impact of the increase on the council tax-payer, recognising that many other preceptors were increasing council tax for their services at the same time.

11. During the discussion, the Commissioner addressed issues arising from questions about investment in premises, particularly in Herefordshire, investment and location of custody suites and the changing nature of custody, recruitment of Police Community Support Officers (PCSOs), SAAB Safe System, Safer Neighbourhood Teams and the situation with regard to the Reform of the Police Funding Formula.

## **Conclusion**

12. Subject to the results of the PCCs 2018/19 Budget Consultation which closed on 19 January, the Task Group were supportive of the PCCs financial strategy for the Budget proposals for 2018/ 2019 and the Medium Term Financial Plan through to 2021/2022 in context of the Policing Plan but would wish to be advised of substantial variations to the ambitious Savings Plans.

13. The Task Group felt that the reasons given for the proposed Council Tax increase of 4% in 2018/19 was fair and welcomed the advance notice that in 2019/2020, a 3% increase would be suggested.

14. The Task Group would like to thank the Commissioner and his staff for the clarity of their written and oral presentation.

## **Recommendation**

**15. The West Mercia Police and Crime Panel is asked to consider:**

- (i) whether the Policing Plan supported by an ambitious transformation programme will be deliverable with the resources for the coming year and the expectation of the Medium Term Financial Plan: and**
- (ii) in light of the Report provided by the Budget Task Group and taking into account PCC's Budget Consultation results, it would wish to approve the precept recommendation for 2018/19.**

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**WEST MERCIA BUDGET 2018/19****MEDIUM TERM FINANCIAL PLAN 2018/19 TO 2021/22****Report of the Treasurer**

*This budget is based on the provisional financial settlement received from the Home Office on the 19<sup>th</sup> December 2017.*

**Recommendations**

*The Commissioner is recommended to approve:*

- a) *A Net Revenue Budget after savings of **£211.494m***
- b) *£4.721m of budget reserve is used within year to manage reductions*
- c) *A net budget requirement of **£206.773m***
- d) *A Council Tax for a Band D property at **£197.07***
- e) *A Council Tax for a Band D property calculated as follows:*

	<i>£'m</i>
<i>Budget Requirement</i>	<b>206.773</b>
<i>Less Police Grant</i>	<b>65.421</b>
<i>Less Revenue Support Grant</i>	<b>42.780</b>
<i>Less Council Tax Support Grant</i>	<b>9.200</b>
<i>Less Council Tax Freeze Grant:</i>	
<i>2013/14</i>	<b>0.800</b>
<i>2011/12</i>	<b>1.976</b>
<b><i>Sub Total</i></b>	<b>86.596</b>
<i>Less: Collection Fund Surplus</i>	<b>1.003</b>
<b><i>Amount to be raised by Council Tax</i></b>	<b>85.593</b>
<i>Divided by Aggregate Council Tax Base- subject to verification and change</i>	<b>434,326.29</b>
<i>Basic Amount of Council Tax at Band D</i>	<b>£197.07</b>

- f) *The consequential Council Tax for each property band will be as follows:*

<i>Band A (6/9th)</i>	<i>£131.380160</i>
<i>Band B (7/9th)</i>	<i>£153.276853</i>
<i>Band C (8/9th)</i>	<i>£175.173547</i>
<i>Band D</i>	<i>£197.070240</i>
<i>Band E (11/9th)</i>	<i>£240.863627</i>
<i>Band F (13/9th)</i>	<i>£284.657013</i>
<i>Band G (15/9th)</i>	<i>£328.450400</i>
<i>Band H (18/9<sup>th</sup>)</i>	<i>£394.140480</i>

- g) *That the Chief Executive to the Office of the Police and Crime Commissioner for West Mercia be authorised to issue Precepts Notices on the West Mercia billing authorities as follows:*

<i>Bromsgrove District Council</i>	<i>£7,199,193</i>
<i>Herefordshire Council</i>	<i>£13,435,770</i>
<i>Malvern Hills District Council</i>	<i>£6,003,142</i>
<i>Redditch Borough Council</i>	<i>£5,135,296</i>
<i>Shropshire Council</i>	<i>£21,499,496</i>
<i>Telford and Wrekin Council</i>	<i>£9,770,703</i>
<i>Worcester City Council</i>	<i>£6,213,329</i>
<i>Wychavon District Council</i>	<i>£9,742,282</i>
<i>Wyre Forest Council</i>	<i>£6,593,576</i>
<b>TOTAL</b>	<b>£85,592,787</b>

- h) *The reserve strategy set out in section 7.*
- i) *The outline capital budget in section 8.*
- j) *All Officers be instructed to exercise tight budgetary control. No over-spending of any 2018/19 departmental budget will be authorised and caution will be exercised in entering into expenditure which creates additional commitments in future years. The PCC will be kept fully informed of the financial position throughout the year.*
- k) *The prudential indicators at appendix D*



- l) In approving the budget, the PCC notes the Treasurer's comments in section 9 in respect of the robustness of the budget and the adequacy of reserves.*

## **1. Purpose of the Report**

This report sets out the proposed budget and precept for decision by the Police and Crime Commissioner. It is the second budget report for John Campion since his election in May 2016 and delivers one of his key responsibilities as Commissioner, under the Police Reform and Social Responsibility Act 2011.

The report sets out the:

- Net budget requirement for 2018/19
- Proposed precept for 2018/19
- Proposed medium term financial plan 2018/19 to 2021/22
- Outline capital budget 2018/19 to 2021/22

It is important to set out the issues that influence and contribute to the build of the budget for 2018/19 and the medium term financial plan, having taken into consideration the plans of the Commissioner.

In determining his budget proposals the Commissioner must acknowledge:

- National targets and objectives including the Strategic Policing Requirement
- Priorities within the Safer West Mercia Plan and any likely changes to these for 2018/19
- The outcome of public consultation
- Plans and policies of other partner agencies relating to community safety and crime reduction
- Government policy on public spending, as set out by the Chancellor in the 2015 Comprehensive Spending Review, the Autumn Statements made in 2015 and 2016, the Budget Statement in 2017 and the funding framework that arises from them.
- Medium term financial obligations
- Prudent use of the financial reserves
- The constant drive for continuous improvement and value for money
- The commitment to support the strategic alliance between West Mercia Police and Warwickshire Police, including the delivery of existing savings plans and the Transformation Programme

The policing element of this budget, which is the considerable majority of the budget, has been prepared for the strategic alliance with Warwickshire as a whole, and the budget requirement apportioned to each force in accordance with the agreed cost sharing approach.

## 2. Introduction

Following his election John Campion set out his vision for a safer West Mercia, including the modernisation of its police force in order to deliver a more effective, efficient service for communities:

*“Reforming West Mercia Police is a big, long term job. Ultimately though it will deliver a more effective police service and better value for taxpayers’ money. We have a hard working police force in place and I will work hard to back the force and ensure they have the right structures and resources to do their vital work more effectively and efficiently. Whether that means investing in innovative technology or working more closely with other public services to cut back-office bureaucracy, I want more police time being spent where it matters most – on the frontline.”*

This vision underpinned his first budget, set in February 2017. Since then, the Police and Crime Commissioner has worked with the Chief Constable to turn this vision into a reality. The Commissioner has delivered:

- The successful deployment of mobile working. Each frontline police officer has been issued with a mobile phone and a laptop, enabling more time in the community, increasing visibility rather than being stuck behind a desk.
- The introduction of Body Worn Video for all frontline officers, to reduce complaints, reassure officers and communities and provide better case evidence
- The construction of the new state of the art Operations Communications Centre (OCC) at Hindlip
- The development of new technology and ICT systems, including the Athena system, Telematics and Automatic Number Plate Recognition (ANPR) cameras
- The promotion of the “Behind the Badge” initiative to support police officers and reduce the risk of injury to them.

This progress has facilitated significant efficiency improvements in terms of productivity and operational capacity, but it is clear there is a lot more work to do. It is equally clear however, that while these reforms are achieving efficiencies, they cannot possibly be implemented quickly enough to fully offset current challenges, such as rising inflation and increased demand on our police force.

In the last year, recorded incidents of crime have increased by 10% in West Mercia. As part of that increase, demand has grown particularly in complex areas such as:

- domestic abuse
- cyber crime
- child sexual exploitation
- child at risk offences

These increases are partly the result of a greater willingness of victims to come forward and improved recording by police, rather than just actual increases in crime. Nonetheless, it is clear that demand on the time of our police has increased. In recognition of this, the Commissioner will set aside at the end of 2017/18 a specific reserve of £0.5m to deal with these demand issues. This £0.5m will be financed by the forecast underspend from 2017/18, and will enable targeted spending in 2018/19 to tackle some of the underlying causes of the increased demand and help to manage this more effectively where possible.

At the same time, policing, like all public and private sector services, is facing increasing cost pressures. In the last year inflation has generally risen, with CPI now standing at 3% and RPI 4.1% (as at Dec 2017). Police officers will also receive an increased pay rise this year which, while richly deserved, breaks with the recent pattern of 1% increases and must be funded.

Factors such as these demonstrate the challenge at hand. Necessary work must continue to transform West Mercia into a modern, agile force that is fit for the future. This, however, needs to be balanced with keeping our communities safe today. The force needs to maintain a strong, visible community presence via Safer Neighbourhood Teams, as well as ensuring the processes and resources are in place to provide an effective, efficient response to increased demand.

West Mercia has also lived beyond its means for many years now, reliant on healthy reserves and continued underspends to subsidise a budget that is not sustainable in the long term. A balanced budget needs to be delivered in the coming years, and work has commenced to deliver that, but it is clear current levels of annual income are not sufficient to meet growing demand and rising costs.

### **3. How the PCC will meet the policing and financial challenges**

For the coming year existing policing capabilities will be further developed. The Commissioner and the Chief Constable are developing a new policing model which reflects the challenges our police face. They aim to ensure that the available resources are aligned effectively to meet demand, and ensure visible community policing is maintained via Safer Neighbourhood Teams who are integral to tackling local issues as they emerge. This new model will also realise the benefits of increased productivity from mobile working and other ICT projects. In doing so the Police and Crime Commissioner will meet his manifesto commitment to “keep

council tax increases to the minimum”, with a small increase proposed in 2018/19, broadly in line with inflation and within the referendum limit.

The budget includes new developments and initiatives, which support the priorities set out in the Safer West Mercia Plan 2016-2021:

- Put victims and survivors first
- Build a more secure West Mercia
- Reform West Mercia
- Reassure West Mercia’s communities

To achieve these objectives, first the Commissioner will:

<b>Put victims and survivors first</b>	<b>Build a more secure West Mercia</b>	<b>Reform West Mercia</b>	<b>Reassure West Mercia’s communities</b>
<ul style="list-style-type: none"> <li>• Fund 2 hospital workers to support vulnerable adults and children</li> <li>• Develop new initiatives to raise awareness of hate crime and support victims</li> <li>• As part of a national pilot work with partners in Worcestershire to prevent domestic violence by educating offenders</li> </ul>	<ul style="list-style-type: none"> <li>• Develop and implement a new policing model which reflects the increasing demand and changing nature of crime</li> <li>• Support the implementation of the new Emergency Services Network at a local level</li> <li>• Improve collaboration with public bodies through initiatives to share facilities, information and services</li> </ul>	<ul style="list-style-type: none"> <li>• Improve the estate with new buildings in Hereford and Shrewsbury and improved facilities at Telford and Hindlip</li> <li>• Replace existing CCTV systems in Force buildings</li> <li>• Implement new ICT systems such as SAAB safe</li> </ul>	<ul style="list-style-type: none"> <li>• Invest £1m in CCTV in local communities over three years</li> <li>• Raise awareness in schools and protect children against cybercrime and C.S.E.</li> </ul>

The Commissioner has driven reform within West Mercia. He has prioritised the best use of the funds available to him and focused on implementing efficiency programmes and productivity gains. In a review undertaken in May 2016, budget efficiencies of £10.7m were identified following significant underspends which occurred in 2015/16 and previous years. An additional savings target of £3.5m was also placed in the 2017/18 budget. The force has implemented these changes and indeed in 2017/18 achieved additional efficiencies of £1.057m across the Alliance - more than originally planned.

It should be noted that during the period of the previous and current Comprehensive Spending Reviews, West Mercia has implemented efficiencies of £66.6m. As already stated, in 2017/18 further efficiencies of £14.2m were achieved.

During that period, as outlined in section 2, the nature of crime and its consequential demands have changed significantly. 2017/18 has also brought unavoidable and increased inflationary pressures.

In setting the 2018/19 budget, the Commissioner is recognising these challenges and putting mechanisms in place to effectively deal with them. This includes pay and price increases which reflects the increasing inflationary pressures the country faces. Other unavoidable pressures include statutory changes such as new bail arrangements set out in the Policing and Crime Act 2017. To these must be added the further pressure of changing and growing demand for policing services.

The 2018/19 budget, the Medium Term Capital Programme and the Medium Term Financial Plan address these challenges whilst keeping council tax increases to a minimum. The Chief Constable has led a further review of front line policing and the services which support it. This review identified efficiencies in 2018/19. Its recommendations have already been implemented. In addition the Commissioner has set a further savings target of £1m in the enabling services which support policing.

The Commissioner has set his vision to use the police estate to improve collaboration and drive efficiency. A programme of investment is in place to deliver a fit for purpose estate that fully supports modern operational and local policing. The Estates Strategy supported by the Estates Delivery Plan will detail the approach to this up to 2020 and beyond. This work will start generating both revenue savings and capital receipts within 2018/19.

Given the Commissioner's priorities, the increasing pressures and the opportunities for reform, West Mercia faces a savings target of £16.365m in the medium term, whilst at the same time the Commissioner needs to ensure that policing arrangements continue to be fit for purpose. Policing therefore must continue to be both efficient and effective, address changes in demand and meet public expectations. He therefore intends to:

- Ensure the new policing model is fully implemented to ensure that policing services meet demand as efficiently and effectively as possible
- Invest significantly in the estate with new facilities such as the OCC and modern police stations in Hereford and Shrewsbury being delivered, in collaboration with partner agencies to ensure best service and use of resources
- Commission One Place reviews with key partners such as the Fire and Rescue Services and Local Authorities to promote shared use of facilities

- Review the property assets he holds to ensure that buildings are fit for purpose and that the estate is managed as efficiently as possible
- Improve the ICT infrastructure including a new telephony and communications system, and the implementation of the SAAB Safe system leading to further efficiency savings
- Complete the reviews of ICT services, and other services which support policing
- Work with policing partners to further develop specialist policing capabilities where they are needed to better protect the public

This new investment together with existing initiatives will enable the following savings targets to be achieved

	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m	Total £m
<b>Savings Plan:</b>					
Procurement savings	0.277	0.345	0.000	0.000	0.622
OCC	0.300	0.873	0.000	0.000	1.173
Reduction in Cost of Change	0.552	0.000	0.000	0.000	0.552
Services to Policing Tranche 1	0.758	1.393	0.331	0.104	2.586
Services to Policing Transactional	0.000	0.207	0.276	0.217	0.700
Policing Model	0.959	1.305	1.209	0.363	3.836
Transformation Savings *	5.004	2.643	2.708	4.391	14.746
<b>Total</b>	<b>7.850</b>	<b>6.766</b>	<b>4.524</b>	<b>5.075</b>	<b>24.215</b>

\* Whereas the savings in 2018/19 have been identified, the savings in future years have not yet fully been identified and represent a future savings target.

These plans will continue to develop over the coming months. West Mercia Police will continue to face challenging savings targets in future years. It should also be noted that any future unexpected pressures (not included in the budget) will need to be accommodated within the existing budgets (i.e. from underspends or efficiencies). In addition there is a risk that future pay and price inflation may prove higher than estimated.

As stated, other policing and community safety partners also face the challenge of delivering significant efficiency savings over the coming years. Given the issues already outlined regarding demand, it is clear that services can only be improved or maintained if that demand reduces. This is a key focus of the Commissioner and evidence-led investments will continue to tackle some of the root causes of crime and anti-social behaviour in our society. This preventative work, coupled with the continued investment in the Transformation Programme and the benefits it will generate, will enable the Commissioner to keep Council Tax increases to the minimum necessary to build and ensure a safer West Mercia. However council tax will rise in future years because of the unavoidable pressures police forces face due to the changing nature of crime and increasing costs.

## **4. How the PCC plans to fund this**

It is intended that the proposals contained in this document will be funded from a variety of sources.

1. Through the use of available Government Grants. The Commissioner receives a number of grants from the Home Office and Ministry of Justice. The principal grants are:
  - Police and Revenue Support Grant
  - Council Tax Support Grant
  - Council Tax Freeze Grants from 2011/12 and 2013/14
  - Victims Support Grants from the Ministry of Justice

The draft settlement received on 19<sup>th</sup> December 2017 includes no reduction in central Government grants in 18/19. A fuller breakdown of the financial settlement from the Government is contained in appendix A.

2. By increasing the Council Tax by 3.94% (£7.47 for a Band D property) from 2018/19 followed by a 3% increase in 2019/20. This increase, coupled with changes in the tax base to reflect new house building, and including the collection fund surplus, is expected to increase income from Council Tax by £4.319m a year.
3. Savings of £7.850m in the 2018/19 budget are already implemented. It is now expected there will be a further savings requirement over the period to the end of 2021/22 of £16.365m.
4. By using the accumulated reserves of the PCC. The Commissioner's reserves were £53.131m at the start of 2017/18. He plans to use £40.089m of these reserves over a four year period, and on a prudent basis, to support each year's budget, the Capital Programme and Transformation Initiatives. This strategy will deliver a balanced budget by 2019/20. It is possible that under-spends may occur in some years, as the Force has a track record in delivering its savings targets early. The PCC will continue to drive efficiency and value for money across all areas of policing.

## **5. The Revenue Budget**

The following table analyses the changes to the base budget between 2017/18 and 2018/19 and incorporates the apportionment of costs between the two areas within the alliance. Appendix B outlines a summary of the gross expenditure.

## Analysis of movement from 2017/18 to 2018/19

£'m

<b>2017/18 Budgeted net expenditure</b>	<b>213.417</b>
<b>Pay &amp; Price Inflation, increments and adjustments:</b>	
Officer Pay	2.999
Staff Pay	1.913
Non Pay	0.381
<b>Total</b>	<b><u>5.293</u></b>

### Budget Pressures:

Premises (PPL)	0.413
Regional Intelligence (ROCU)	0.485
PPL	0.417
Loan Interest (PWLB)	0.406
People Services (Training Courses)	0.219
Minimum Revenue Provision (Debt Repayment)	0.157
Radio Services Charges	0.161
Firearms Certificates	0.134
Driver Improvement Income	0.160
Partnership Initiatives (WODA)	0.118
Other pressures and adjustments	0.729
Athena	0.063
OCC	0.239
TEC Project	0.081
<b>Total</b>	<b><u>3.782</u></b>

### Reversal of Temp Growth

Staff Pay	(1.484)
Premises (PPL)	(1.024)
Training Courses	(0.311)
Network Infrastructure	(0.163)
Software Purchase	(0.084)
Hardware Support & Maintenance)	(0.082)
<b>Total</b>	<b><u>(3.148)</u></b>

### Savings:

<b>Contract Savings</b>	
<b>Total</b>	<b><u>(0.277)</u></b>



<b>Cost of change</b>	
	<b>Total</b> <u>(0.552)</u>
<b>Services to Policing Tranche 1</b>	
Chief Officers	(0.103)
Analysis and Service Improvement	(0.083)
Transport	(0.234)
ICT	(0.158)
People Services	(0.149)
Business Support	(0.014)
Legal Services	(0.014)
Corporate Communications	(0.003)
<b>Total</b>	<u><b>(0.758)</b></u>
<b>Operational Communications Centre (OCC)</b>	<u><b>(0.300)</b></u>
<b>Policing Model</b>	
	<b>Total</b> <u><b>(0.959)</b></u>
<b>Budget savings – non pay</b>	
Corporate Finance	(0.479)
Protective Services and Local Policing	(0.196)
ICT Services	(0.140)
Transport Savings	(0.079)
Estates Review	(0.045)
Territorial Policing	(0.017)
Information Management	(0.014)
Operational Support	(0.011)
Strategic Service Improvement	(0.010)
Corporate Communications	(0.004)
<b>Budget Savings – Pay</b>	
Officer Pay	(2.037)
Staff Pay	(0.990)
<b>Business Plans Savings</b>	
Premises (PPL)	(0.145)
ICT Services	(0.103)
Publicity Campaigns and Marketing	(0.021)
Strategic Initiatives	(0.010)
<b>Other savings</b>	
Regional Intelligence (ROCU)	(0.485)

PPL	(0.150)
PCC Grants	(0.068)
<b>Total</b>	<b>(5.004)</b>
<b>Closing Budget</b>	<b>211.494</b>

## 6. The Medium Term Financial Plan (MTFP)

The MTFP was agreed in February 2017 and has been updated and refreshed during the year.

The key assumptions at February 2018 are as follows:

### Funding

- The precept will increase by 3.94% in 2018/19, 3% in 2019/20 and 1.99% thereafter.
- Council Tax base will grow by an average of 1.5% per annum, in addition a prudent estimate for the total Collection Fund surpluses has been included each year
- General revenue grants will be maintained at 2017/18 levels in 2018/19 and 2019/20 and will then reduce by 1.3% per annum thereafter.
- The future review of the grant system will take place as part of the next Comprehensive Spending Review.

### Costs

- Pay (cost of living) increases are included at 2.0% per annum.
- Incremental increases are 1.2% of the Police officers and police staff pay budgets
- Price increases are contained at contractual commitments.

The MTFP is as follows:

	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m
<b>Expenditure - Summary</b>				
Base budget before savings	213.417	211.494	210.406	212.024
Pay and price increases	5.293	5.724	5.751	5.799
Unavoidable Pressures	3.782	0.710	0.736	1.046

Temporary growth removed	(3.148)	(0.756)	(0.345)	0.000
Savings	(7.850)	(6.766)	(4.524)	(5.075)
<b>Projected net expenditure after savings</b>	<b>211.494</b>	<b>210.406</b>	<b>212.024</b>	<b>213.794</b>
<b>Funded by:</b>				
Formula Grant and RSG	108.201	108.201	106.794	105.406
Council Tax Support Grant	9.200	9.200	9.080	8.962
Council Tax (including Collection Fund surplus)	86.596	90.229	93.410	96.722
Council Tax Freeze Grant (2013/14)	0.800	0.800	0.790	0.779
Council Tax Freeze Grant ( 2011/12)	1.976	1.976	1.950	1.925
<b>Total funding</b>	<b>206.773</b>	<b>210.406</b>	<b>212.024</b>	<b>213.794</b>

<b>Total Budget Gap</b>	<b>4.721</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>
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It should be noted that in year budget gaps will be covered by savings targets and associated initiatives.

The table below shows the planned use of reserves in 2018/19 and thereafter:

	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>
	<b>£m</b>	<b>£m</b>	<b>£m</b>	<b>£m</b>
<b>Total Budget gap</b>	<b>4.721</b>	<b>0.000</b>	<b>0.000</b>	<b>0.000</b>
<b>Developments funded from reserves (not included in the budget above):</b>				
Transformation Reserve	0.828	0.690	0.300	0.000
Asbestos	0.400	0.000	0.000	0.000
CCTV	0.400	0.400	0.000	0.000
Redundancy costs	0.400	0.400	0.000	0.000
Legal and Insurance Claims	0.300	0.000	0.000	0.000
Demand management	0.500	0.000	0.000	0.000
Income Risk	0.500	0.000	0.000	0.000
Investment in Infrastructure	6.000	6.000	0.000	0.000
	<b>9.328</b>	<b>7.490</b>	<b>0.300</b>	<b>0.000</b>
<b>Total projected use of reserves</b>	<b>14.049</b>	<b>7.490</b>	<b>0.300</b>	<b>0.000</b>

Note: Rows and columns may not sum due to rounding

## 7. Reserves Strategy

The use of a significant proportion of reserves over the life of the Medium Term Financial Plan is an important element of the financial strategy. The following table shows the full expected deployment of reserves over the life of the plan

	£m
<b>Projected reserves at 1<sup>st</sup> April 2018</b>	<b>34.881</b>
Amount required to support the budget over the life of the medium term financial plan	(4.721)
Funds to transform policing and meet associated costs	(1.818)
Provisions to meet known risks and commitments	(2.800)
Provisions to address demand management issues	(0.500)
Investment in infrastructure	<u>(12.000)</u>
<b>Reserves remaining at the end of the MTFP period.</b>	<b><u>13.042</u></b>

Each year the Treasurer carries out an assessment of the risks facing the Commissioner to determine the minimum level of reserves which the Commissioner needs to continue to hold. This year the assessment is that £10.5m needs to be held in general reserve at all times to provide adequately for these risks. Further details of the risk assessment are included in section 9.

The amount required for general budget support is significant because it provides for higher levels of support in the early years of the plan than would be typical. This reflects the level of uncertainty of future resource projections, and a desire for greater clarity about the available level of resources before fully implementing any plans to deliver the savings required over the life of the plan. The Home Office may implement a new mechanism for allocating general policing grant from central government in the next Comprehensive Spending Review.

There remain considerable opportunities to drive out further efficiencies through our joint working with Warwickshire and by transforming and reforming policing. To achieve them, while minimising the impact on the service to the public, will require us to continue to focus on areas like modernisation, with more self-service facilities for the public and the greater use of agile and mobile working by police officers and staff. We will also continue to rationalise our estate through the ongoing co-location of what have hitherto been separate teams within West Mercia and Warwickshire and by sharing premises and facilities with key partners such as other blue light services, local authorities, criminal justice agencies and the NHS. This creates the need for a significant provision for invest-to-save initiatives.

The table below shows the estimated reserve balances at the end of each year

	2017/18	2018/19	2019/20	2020/21	2021/22

	£m	£m	£m	£m	£m
<b>General Reserves</b>	<b>10.587</b>	<b>10.587</b>	<b>10.587</b>	<b>10.587</b>	<b>10.587</b>
<b>Earmarked Reserves</b>					
Budget Reserve	5.445	0.724	0.724	0.724	0.724
Transformation reserve	1.818	0.990	0.300	0.000	0.000
Investment in Infrastructure	12.000	6.000	0.000	0.000	0.000
Safer Roads Partnership	1.263	1.263	1.263	1.263	1.263
YJS*	0.468	0.468	0.468	0.468	0.468
CCTV	0.800	0.400	0.000	0.000	0.000
Redundancy Reserve	0.800	0.400	0.000	0.000	0.000
Insurance and Legal Claims	0.300	0.000	0.000	0.000	0.000
Demand management	0.500	0.000	0.000	0.000	0.000
Asbestos	0.400	0.000	0.000	0.000	0.000
Income	0.500	0.000	0.000	0.000	0.000
<b>Total Earmarked Reserves</b>	<b>24.294</b>	<b>10.245</b>	<b>2.755</b>	<b>2.455</b>	<b>2.455</b>
<b>Total Reserves</b>	<b>34.881</b>	<b>20.832</b>	<b>13.342</b>	<b>13.042</b>	<b>13.042</b>

\*This is a collaborative arrangement with Local Authorities

## 8. The Capital Budget

The Capital Programme for 2018/19 to 2021/22 has been prepared using the existing Capital Programme MTFP as a basis and has been reviewed and updated in consultation with the respective business areas, reflecting known priorities and business requirements.

The current programme now reflects the priorities of the Commissioner to fully transform and reform police activities, services and systems across the alliance as quickly as possible. In particular it recognises the need to modernise ICT systems and further develop the estate to ensure that policing responds to changes in demand and the nature of crime as efficiently and effectively as possible. Consequently the Commissioner is planning significant capital investment of £55m over the next four years. As mentioned earlier, this investment is key to reforming policing and delivering better services to the people of West Mercia. Significant opportunities exist to deliver efficiencies and improvements to estates by working with partner agencies. The Commissioner's plans will make best use of these opportunities in the coming years.

The Commissioner is proposing the following capital budget for West Mercia over the next four years, the consequences of which are incorporated into the Medium Term Capital Programme.

<b>Expenditure</b>	<b>2018/19 (Including forecasted slippage from</b>	<b>2019/20</b>	<b>2020/21</b>	<b>2021/22</b>	<b>Total</b>

	2017/18) £m	£m	£m	£m	£m
Estate Strategy	4.5	8.8	5.6	0.2	<b>19.1</b>
ICT replacement & strategy programmes	4.3	4.2	4.9	3.8	<b>17.2</b>
Vehicle Replacement	1.0	1.0	1.0	1.0	<b>4.0</b>
Affordability Envelope	3.6	3.4	5.2	1.2	<b>13.4</b>
Plant & Equipment	1.0	0.0	0.0	0.0	<b>1.0</b>
<b>Totals</b>	<b>14.4</b>	<b>17.4</b>	<b>16.7</b>	<b>6.2</b>	<b>54.7</b>

A full list of proposed capital projects is included at appendix C. The capital programme will be kept under regular challenging review by the Commissioner, and may vary.

The expected funding of the programme is outlined below. In order to minimise future borrowing the Commissioner is proposing to fund a significant part of this capital investment from reserves. In addition, where under-spends occur in revenue budgets, through early delivery of savings, consideration will be given to using these to fund capital expenditure in lieu of borrowing, where it is prudent to do so.

Funding	2018/19 £m	2019/20 £m	2020/21 £m	2021/22 £m	Total £m
Capital Receipts	2.0	1.1	1.1	1.0	<b>5.2</b>
Capital Grants	0.7	0.7	0.7	0.7	<b>2.8</b>
From infrastructure reserve	6.0	6.0	0.0	0.0	<b>12.0</b>
Borrowing	5.7	9.6	14.9	4.5	<b>34.7</b>
<b>Totals</b>	<b>14.4</b>	<b>17.4</b>	<b>16.7</b>	<b>6.2</b>	<b>54.7</b>

## 9. Treasurer's Statement on the Soundness of the Budget and the Adequacy of Reserves

In considering the MTFP, the Commissioner needs to consider the level of reserves it provides. The Commissioner holds a General Reserve, Earmarked Reserves and Capital Reserves. These will, in part, be governed by known or likely commitments, and, in part, by the appetite for risk. The Treasurer has reviewed thoroughly the financial risks facing policing in West Mercia and reassessed the level of reserves required. In doing so, the Treasurer has complied with CIPFA guidance on the establishment and maintenance of local authority reserves and balances.

### Compliance with the 7 key principles in CIPFA's guidance

Budget assumptions	Current situation in West Mercia

<p>The treatment of inflation and interest rates</p>	<p>WMP Police makes full and appropriate provision for pay and price rises.</p> <p>An informed assessment is made of interest rate movements.</p> <p>All individual expenditure and income heads in the revenue budget are prepared and published at estimated outturn prices</p>
<p>Estimates of the level and timing of capital receipts</p>	<p>The PCC and WMP make a prudent assumption of future capital receipts</p>
<p>The treatment of demand level pressures</p>	<p>The Force is required to operate and manage within its annual budget allocation.</p> <p>The Chief Constable retains an operational contingency within the annual revenue budget to help finance large scale or corporate operations or issues and to deal with day to day changes in demand and pressure.</p> <p>The Force has already identified £14.5m of cash savings which will be removed from the budget over the next four years. (2018/19 to 2021/22). This is over and above the £66.6m of cash savings that have been removed from the base budget in the last seven years (i.e. 2011/12 to 2017/18). This cumulative level of budget reduction will inevitably mean that operational budgets will come under greater pressure and/or risk of overspending in future years.</p> <p>Some government grants (e.g. DSP) are announced annually in advance and are cash limited. Any new policing pressures arising during the year will have to be funded from the PCC's own resources.</p> <p>The PCC has created a number of earmarked revenue reserves to help finance specific, ad-hoc expenditure commitments. Appropriations are made to and from these reserves on an annual basis as required.</p> <p>Finally general balances are used as a last resort to manage and fund demand-led pressures.</p>
<p>The treatment of planned efficiency</p>	<p>The Force has consistently achieved its annual efficiency target. Savings elsewhere in the revenue</p>

savings and productivity gains	budget have been identified to cover any shortfall and the Force has underspent in recent years. An underspend is forecast in 2017/18.
The financial risks inherent in any significant new funding partnerships, collaboration, major outsourcing arrangements or major capital developments	<p>The financial consequences of partnership, collaboration working, outsourcing arrangements or capital investment are reported to the PCC as part of the medium term planning process. Where relevant any additional costs are incorporated in the annual revenue budget. These are reviewed regularly during the year in the Money Matters report and where necessary the MTFP is amended.</p> <p>There is clearly a risk that local authority partners will continue to withdraw funding as their own budgets are reduced and that the continued viability of private sector commercial partners will be exposed to risk in the face of an economic recession.</p>
The availability of reserves, government grants and other funds to deal with major contingencies and the adequacy of provisions.	<p>The PCC has created a number of earmarked revenue reserves and provisions to meet specific expenditure items. These are shown below.</p> <p>The access criteria for special grants state that PCCs may be required to fund up to 1% of their net budget requirement themselves before the Government considers grant aid. This applies on an annual basis.</p>
The general financial climate to which the authority is subject.	<p>In December 2017, the Minister for Policing and the Fire Service announced that the police grant paid to PCC's would be maintained at cash levels in 2018/19 and 2019/20. He also stated that the PCC's could increase the council tax (band D equivalent) by up to £12 per year in both 2018/19 and 2019/20.</p> <p>General inflation in the U.K. has started to increase. CPI is currently at 3% and RPI 4.1% (Dec 2017).</p> <p>The 2017/18 police officer pay settlement included a non-consolidated 1% bonus. Public sector pay awards are widely expected to exceed 1% (the previous cap) from 2018/19 onwards as inflation rises. A provision of 2% p.a. for the pay award has been included in the MTFP.</p> <p>The base rate was increased for the first time in over a decade in the Autumn, raising it from 0.25% to 0.5%. The Governor of the Bank of England has indicated</p>



	<p>that any future increases will be minimal and gradual.</p> <p>The 4 year medium term financial plan reflects our local best estimate of future inflation rates, increases in government grants and contributions and revenues raised from Council Tax.</p>
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### General Reserve

In recent years, the Treasurer has undertaken a review of the significant risks and pressures facing the Police and Crime Commissioner before setting a minimum level of reserves held in General Reserve. In addition, the Treasurer has undertaken a comprehensive review of reserves. As part of this review, new earmarked reserves have been created to address specific risks. Contingencies for these specific risks were previously included within the general reserve

<b>Balance as at 1<sup>st</sup> April 2017</b>	£14.500m	
<b>Anticipated contribution to reserves at the end of 2017/18</b>	0.500m	Regular and detailed budget monitoring of spend during 2017/18 has been undertaken. The latest estimate is that the 2017/18 budget is forecast to be underspent by approximately £0.5m, which will be added to reserves at the end of 2017/18 as part of the final accounts process.
<b>Transfer to earmarked reserves</b>	£4.413m	To realign reserves and to create earmarked reserves to deal with specific risks such as redundancy, CCTV, legal and insurance claims etc.
<b>Forecast Balance as at 31<sup>st</sup> March 2018</b>	£10.587m	

The key risks the Police and Crime Commissioner faces (and for which no specific provision in Earmarked Reserves is made) are:

- a. The possibility of savings targets not being met. As in previous years, it is suggested that no provision is made in reserves for this, but, if this approach is taken, the Commissioner is recognising that any failure to deliver savings will potentially have to be compensated for by service reductions.

- b. Possible delays in the delivery of savings. In previous years where the force has missed its in-year savings target, it has covered the shortfall from in-year under-spends. While no presumption of in year under-spending should be made, because having agreed the budget the Commissioner authorises its spending, the record of the force is of consistent under-spending. This is typical of organisations with strong budget management arrangements. Delays in the delivery of savings may occur, particularly in relation to the Transformation Programme. In the current year, for example, there have been delays in progressing invest-to-save schemes, particularly the complex capital schemes such as the OCC and Athena. Given the achievement of the 2017/18 savings target and the progress made in implementing the savings plans for 2018/19 a small decrease is recommended in the level of reserves held to cover potential delays in the delivery of savings from £5.1m in 2017/18 to £4.5m, which was the amount held in 2016/17.
- c. To provide cover for “extraordinary” events or investigations, recognising that these would be likely to attract Special Police Grant (for costs in excess of 1% of the budget). A prudent provision would be for two such events over a five year period, which would require a provision of £4m.
- d. Any additional delivery costs of the strategic alliance with Warwickshire and the Transformation Programme. These may be capital (e.g. IT costs), but capital costs have a revenue impact. Until the capital costs are determined, the revenue consequences cannot be. An alternative, and one with no marginal cost, would be to absorb any revenue impact by cash-limiting the capital programme and deferring schemes to accommodate any strategic alliance spending requirements. There is a specific provision in reserves to cover invest-to-save schemes, so no additional provision is recommended here.
- e. The risk on inflation, especially on pay. The Medium Term Financial Plan includes a provision of 2% for pay from 2018/19 onwards. This reflects the increasing inflationary pressures in 2017/18. Consequently it is recommended that no further provision be made.
- f. The budget includes assumptions made around part time police officer working. These changes reduce the Police Officer budget in line with the levels of part time working. If all these officers then decided to return to full-time work this would lead to a budget pressure. History suggests that this is unlikely so no specific provision is likely to be required, however the risk remains.
- g. As already stated, the Home Office is currently undertaking a further review of the Police Funding Formula and may implement a new funding

mechanism in the next Comprehensive Spending Review. Under the current arrangements, West Mercia benefits from the damping mechanism, gaining £10m a year. The Home Office did consult on a new formula during 2015 but abandoned the consultation. During this process estimates of the impact on West Mercia ranged from an increase of £9.3m to a reduction of £0.8m. Given the continuing uncertainty around the outcome of this review and the likely timescale for implementation I am recommending that no provision be made in 2018/19.

- h. The Government is currently developing plans for the replacement of the Airwaves network (referred to as ESN/ESCMP). The estimated initial capital investment is £1bn, although revenue savings of £350m are expected in the long term. In 2017/18 £417m is top sliced nationally by the Home Office for Police Technology programmes. There is still a lack of clarity, with not all details being known. However, a provision of £6m has been made in the Medium Term Capital Programme. Any capital costs that may fall to West Mercia could be met by increased borrowing or from the use of reserves. Any increased revenue costs or grant reductions in the short term would need to be funded either from further efficiencies or from the use of reserves.
- i. There should be a general contingency provision for unknowns. Assessing a prudent level for this is impossible, but would be unlikely to be less than 1% of net revenue expenditure, around £2m.

The aggregate cost of those elements which it is feasible to estimate is £10.5m. Coincidentally this is approximately 5% of the net revenue budget, in line with expected best practice and emerging guidance. It should be noted that the impact of higher pay increases, the funding review or increased economic and political uncertainty which cannot be accurately estimated could prove to be significant. The Commissioner does not necessarily have to provide money in reserves for each of these elements individually unless they are certain to occur, as one contingency can provide for several possible events, provided that all of the events are unlikely to occur together. However, he does need to give realistic consideration to the likelihood of their occurring during the period covered by the plan, and it does need to provide explicitly for those which are certain to occur.

Given the relatively low aggregate sum involved, it is recommended that a minimum level of £10.587m is provided in general reserves.

Provided that this sum is available at all times within reserves, I am satisfied that this budget is soundly based and adequately provides for the risks facing the Commissioner.

### **Earmarked Reserves**

The predicted balance at 31 March 2019 for each earmarked revenue reserve – which has a specific purpose and particular timescale – is shown in the table below.

<b>Earmarked Reserve</b>	<b>Balance as at 1st April 2018</b> <b>£m</b>	<b>Movement In Year</b> <b>£m</b>	<b>Forecast Balance as at 31<sup>st</sup> March 2019</b> <b>£m</b>	<b>Purpose of Reserve</b>
Budget Reserve	5.445	4.721	0.724	To support the revenue budget whilst implementing the Transformation Programme
Transformation Reserve	1.818	0.828	0.990	To meet the costs of the Transformation Team
Investment in Infrastructure Reserve	12.000	6.000	6.000	To fund schemes within the capital programme and reduce the need for borrowing, thereby minimising financing costs in future years
Safer Roads Partnership Reserve	1.263	0.0	1.263	Funds held on behalf of the partners to fund road safety initiatives
YJS Reserve	0.468	0.00	0.468	Funds held on behalf of the responsible authorities to fund the costs of youth justice services

CCTV Reserve	0.800	0.400	0.400	To fund improvements and upgrades to CCTV systems in 2018/19 and 2019/20 as agreed with Local Authorities
Redundancy Reserve	0.800	0.400	0.400	To fund redundancy costs arising from the Transformation Programme
Insurance and Legal Claims Reserve	0.300	0.300	0.000	To meet the costs of high value claims
Demand management reserve	0.500	0.500	0.000	To spend on initiatives to address some of the underlying causes of the increased demand the force is facing.
Asbestos Reserve	0.400	0.400	0.000	To meet the costs of asbestos removal in police buildings
Income Reserve	0.500	0.500	0.000	To meet budget shortfalls caused by volatility in demand led income streams which can vary considerably from year to

				year
<b>Total Earmarked Reserves</b>	<b>24.294</b>	<b>14.049</b>	<b>10.245</b>	

The tables in sections 6 and 7 show the deployment of all reserves over the life of the Medium Term Financial Plan, and the remaining reserve balances at the end of each financial year.

### **Capital Reserves and Balances**

In addition to the revenue reserves capital reserves are also maintained. These are used to finance the capital programme.

There is a reserve holding Capital Grants Unapplied. This holds the capital grants from the Home Office that have not yet been spent. These grants are applied to fund the capital programme and can be carried forward without penalty until required. The balance on the reserve as at 1<sup>st</sup> April 2017 was £0.0m.

There is a Capital Receipts Reserve. This holds receipts from the sale of police houses and land and buildings which are no longer needed for operational policing as more efficient use is made of partners' and the policing estate. The funding table in section 8 above outlines the receipts expected from asset sales from 2018/19 to 2021/22. The balance on the reserve as at 1<sup>st</sup> April 2017 was £0.360m

### **Summary**

There has been a comprehensive review of all reserves held by the Police and Crime Commissioner. This report sets out clearly and transparently the reserves held, the purpose for which they are held, the plans for their use and the risks and assumptions underpinning them.

Based on current planning assumptions, the level of general reserves should stay above the recommended minimum level through to 2021/22 and sufficient provision has been made in earmarked reserves to fund expected one-off pressures most notably the further implementation of the Transformation Programme. In addition the capital reserves and the investment in infrastructure reserve will be used to fund a significant proportion of the Medium Term Capital Programme – an extensive programme to support much needed investment in land, buildings, ICT systems and vehicles. This will give policing officers and staff up to date, fit for purpose facilities and enable them to provide a modern, efficient and effective policing service. By generating efficiencies and reducing borrowing costs, the use of the infrastructure and capital reserves will ensure a more sustainable financial position in the longer term. Deploying these reserves over the medium term rather than in a single year also permits some flexibility should it be necessary.

Overall this reserve strategy creates an acceptable, appropriate and sustainable position as we continue the prolonged period of fiscal tightening in an increasingly uncertain world.

## Summary of West Mercia Grant Settlement

The provisional Police Funding Settlement from the Home Office was received on the 19<sup>th</sup> December and is shown below:

<b>2017/18</b>	<b>Funding Stream</b>	<b>Provisional 2018/19</b>	<b>Change</b>
<b>£ m</b>		<b>£ m</b>	<b>%</b>
65.422	Police Grant (including Community Support Grant)	65.422	(0.0)
42.780	Revenue Support Grant	42.780	(0.0)
11.975	Legacy Council Tax Grants (freeze grants and plus council tax support grant)	11.975	(0.0)
<b>120.177</b>	<b>Total</b>	<b>120.177</b>	<b>(0.0)</b>

In addition to the main central Government grants shown above, the Police and Crime Commissioner also receives grant funding for Victims Services Commissioning and Restorative Justice from the Ministry of Justice. Notification of the actual grant allocation for 2018/19 has been received and totals £1.463m.



## Appendix B(i)

### West Mercia Police and Crime Commissioner Subjective analysis of income & expenditure

<b>West Mercia</b>	<b>2017/18 Budget £m</b>	<b>2018/19 Budget £m</b>	<b>Variance £m</b>
Government Grant (Core Funding)	120.177	120.177	0.000
Council Tax Precept	82.277	86.596	(4.319)
<b>Total Funding / Net Budget Requirement</b>	<b>202.454</b>	<b>206.773</b>	<b>(4.319)</b>
Police Officers Pay	104.146	104.149	0.003
Police Officer overtime	2.865	2.762	(0.103)
Police Staff + PCSO Pay	63.241	62.703	(0.538)
Police Staff overtime	0.632	0.661	0.029
Agency Staff	0.175	0.175	0.000
Injury & Ill Health Pensions	3.535	3.556	0.021
Other Employee Expenses	1.110	1.002	(0.108)
Premises	9.055	8.217	(0.838)
Transport	4.284	4.098	(0.186)
Supplies and Services	23.013	22.253	(0.760)
Third Party Payments	14.826	15.204	0.378
Capital Financing	1.859	2.229	0.370
<b>Gross Expenditure</b>	<b>228.741</b>	<b>227.009</b>	<b>(1.732)</b>
<b>Income</b>	<b>(15.324)</b>	<b>(15.515)</b>	<b>(0.191)</b>
<b>Net Force Budget / Expenditure / Variance</b>	<b>213.417</b>	<b>211.494</b>	<b>(1.923)</b>
<b>Budget Contribution to/(from) Reserves</b>	<b>(10.963)</b>	<b>(4.721)</b>	<b>(6.242)</b>

## Appendix B (ii)

### West Mercia Police and Crime Commissioner Objective analysis of income & expenditure

	2017-18	2018-19	Variance	Variance
	£m	£m	£m	%
<b>Central Services</b>				
Change Programme	1.059	2.987	1.928	182.06%
Chief Officers	0.892	0.961	0.069	7.74%
Information Management	0.735	0.707	-0.028	-3.81%
Analysis & Service Improvement	1.140	0.035	-1.105	-96.93%
<b>Total</b>	<b>3.826</b>	<b>4.690</b>	<b>0.864</b>	<b>22.58%</b>
<b>Enabling Services</b>				
Business Support Services	3.138	3.247	0.109	3.47%
Corporate Communications	0.814	0.709	-0.105	-12.90%
Estates Services	10.091	9.666	-0.425	-4.21%
ICT	15.889	15.385	-0.504	-3.17%
Legal Services	1.099	1.003	-0.096	-8.74%
People Services	7.214	6.421	-0.793	-10.99%
Transport Services	3.380	2.944	-0.436	-12.90%
<b>Total</b>	<b>41.625</b>	<b>39.375</b>	<b>-2.250</b>	<b>-5.41%</b>
<b>Finance</b>				
Contracts & Purchasing	1.817	1.676	-0.141	-7.76%
Corporate Finance	4.417	1.515	-2.902	-65.70%
Accountancy & Financial Services	0.772	0.791	0.019	2.46%
Management Accounting & Business Change	0.801	0.798	-0.003	-0.37%
<b>Total</b>	<b>7.807</b>	<b>4.780</b>	<b>-3.027</b>	<b>-38.77%</b>
<b>Local Policing</b>				
Criminal Justice & Custody	8.966	8.859	-0.107	-1.19%
Harm Reduction	1.521	1.764	0.243	15.98%
Operational Support	1.240	1.849	0.609	49.11%
Professional Standards	1.717	1.005	-0.712	-41.47%
Operational Communications Centres	9.949	8.667	-1.282	-12.89%
Local Policing area costs	87.671	94.414	6.743	7.69%
<b>Total</b>	<b>111.064</b>	<b>116.558</b>	<b>5.494</b>	<b>4.95%</b>
<b>Police and Crime Commissioner</b>	<b>4.911</b>	<b>4.923</b>	<b>0.012</b>	<b>0.24%</b>
<b>Protective Services</b>				
Head of Protective Services	1.082	1.067	-0.015	-1.39%
Firearms Support	0.058	0.059	0.001	1.72%
Crime Management	2.496	2.554	0.058	2.32%
Forensic Services	5.056	5.107	0.051	1.01%

Intelligence Department	7.402	6.443	-0.959	-12.96%
Major Investigations	3.306	3.339	0.033	1.00%
National Armed Policing	0.037	0.038	0.001	2.70%
Operations	17.824	17.768	-0.056	-0.31%
Regional and Organised Crime Unit	3.368	3.535	0.167	4.96%
Protecting Vulnerable People	3.555	1.258	-2.297	-64.61%
<b>Total</b>	<b>44.184</b>	<b>41.168</b>	<b>-3.016</b>	<b>-6.83%</b>
<b>TOTAL</b>	<b>213.417</b>	<b>211.494</b>	<b>-1.923</b>	<b>-0.90%</b>

Note: The £213.417 total in 2017-18 included £1.242m to be funded from Reserves.

Professional Standards - Income review has taken place.

Change Programme/Analysis and Service Improvement – ASI was rescheduled and transferred to the change programme.

## West Mercia Capital Programme

No.	Capital Project Description	Formal Business Approval (Y)	2017-22 Proposed Budget Total	2017-18 Forecast Outturn	2018-19 Proposed Project Budget (including forecast slippage)	2019-20 Proposed Project Budget	2020-21 Proposed Project Budget	2021-22 Proposed Project Budget
			£000	£000	£000	£000	£000	£000
	<b>ESTATES</b>							
	<b>ESTATES WEST MERCIA:</b>							
1	Operation Command Control Centre - Southwell House, Hindlip Park	Y	7,103.0	7,103.0	-	-	-	-
3	Central Forensics Services Buildings - Hindlip Park, Worcester	Y	1,479.0	150.0	1,000.0	329.0	-	-
4	Telford Police Station, Malinsgate - West Mercia		1,000.0	-	1,000.0	-	-	-
5	Investment in Estates Infrastructure - West Mercia - 2017-18		1,250.0	650.0	600.0	-	-	-
6	Safer Neighbourhood Offices		996.0	-	996.0	-	-	-
8	Hindlip Hall and Hindlip Park - Worcester - site redevelopment		1,000.0	-	500.0	500.0	-	-
9	Hereford Hub		13,500.0	-	240.0	7,845.0	5,415.0	-
10	Shrewsbury Armoury	Y	100.0	60.0	40.0			
11	RAF Shawbury - alterations	Y	105.0	105.0	-	-	-	-
12	MOD Donnington - Alterations	Y	50.0	50.0	-	-	-	-
13	Malvern - Criminal Justice Hub	Y	15.0	15.0	-	-	-	-
14	Investment in Estates Infrastructure 2018-19 onwards (69%)		690.0	-	173.0	172.0	173.0	172.0
	<b>TOTAL - ESTATES WEST MERCIA:</b>		<b>27,288.0</b>	<b>8,133.0</b>	<b>4,549.0</b>	<b>8,846.0</b>	<b>5,588.0</b>	<b>172.0</b>
	<b>Note: The following are building projects being reviewed for consideration of utilising the funding envelope</b>							
15g	Firearms Range and Training School Alterations - Hindlip Park, Worcester		-	-	-	-	-	-
15h	Worcestershire Police & Hereford & Worcester Fire Rescue Service		-	-	-	-	-	-
15i	Shrewsbury Police Station - West Mercia		-	-	-	-	-	-
15j	Evesham Police Station - West Mercia		-	-	-	-	-	-
15k	Redditch Police Station - West Mercia		-	-	-	-	-	-

15l	Blackpole Vehicle Workshops - Worcester		-	-	-	-	-	-
15m	Vehicle Fuel Bunkerage - Storage Tanks in new locations West Mercia		-	-	-	-	-	-
<b>No.</b>	<b>Capital Project Description</b>	<b>Formal Business Approval (Y)</b>	<b>2017-22 Proposed Budget Total</b>	<b>2017-18 Forecast Outturn</b>	<b>2018-19 Proposed Project Budget (including forecast slippage)</b>	<b>2019-20 Proposed Project Budget</b>	<b>2020-21 Proposed Project Budget</b>	<b>2021-22 Proposed Project Budget</b>
			<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>	<b>£000</b>
15o	Hi-Tec Crime Unit - Hindlip Park, Worcester		-	-	-	-	-	-
15p	Worcester - one town review		-	-	-	-	-	-
15q	Carbon Plan & Energy Efficiency Commitments		-	-	-	-	-	-
	<b>ICT</b>							
	<b>ICT PROGRAMME OF CHANGE:</b>							
	<b>POC IN PIPELINE:</b>							
	Affordability envelope for POC:		6,000.0	180.0	570.0	1,750.0	1,750.0	1,750.0
	<b>TOTAL - POC IN PIPELINE:</b>		<b>6,000.0</b>	<b>180.0</b>	<b>570.0</b>	<b>1,750.0</b>	<b>1,750.0</b>	<b>1,750.0</b>
	<b>POC IN FLIGHT:</b>							
<b>18</b>	<b>Operation Command Control Centres - ICT Infrastructure &amp; Systems:</b>	<b>memo</b>	<b>5,510.9</b>	<b>2,846.7</b>	<b>2,664.2</b>	<b>-</b>	<b>-</b>	<b>-</b>
<b>18</b>	OCC Design Enterprise Team (set up)	Y	-	-	-	-	-	-
<b>18</b>	OCC Hindlip - ICT Infrastructure, including Joint Operations Centre fit-out	Y	662.0	662.0	-	-	-	-
<b>18</b>	OCC Operations Enabling Technologies (OET) - SAAB plus supporting hardware etc. Including £373k from Mobile Working budget, plus £175k from Desktop Replacement budget	Y	4,123.3	1,459.1	2,664.2	-	-	-
<b>18</b>	Warwickshire OCC Project - Stuart Ross House ICT fit-out	Y	725.6	725.6	-	-	-	-
<b>19</b>	ANPR Project - expansion of fixed camera sites & back office	Y	1,978.5	1,978.5	-	-	-	-
<b>19</b>	ANPR Cameras in cars (In-Vehicle Technology [in-car media])	Y	600.0	600.0	-	-	-	-
<b>20</b>	Desktop Telephony / Full Uni Comms (ICT Telephony)	Y	2,295.0	2,295.0	-	-	-	-
<b>21</b>	Athena (all projects combined)	Y	634.3	634.3	-	-	-	-
<b>22</b>	Data Network Replacement - "Red Flag Project" - (Virgin Business)	Y	329.0	329.0	-	-	-	-
<b>23</b>	Body Worn Video	Y	484.9	484.9	-	-	-	-
<b>25</b>	Telematics - vehicle deployment and monitoring software	Y	544.0	544.0	-	-	-	-
<b>28</b>	Hi-Tec Crime Unit Infrastructure Upgrade - Hindlip		121.3	80.0	41.3	-	-	-
<b>44</b>	Hardware - <i>Corporate Printing Solution</i>	Y	70.0	70.0	-	-	-	-
<b>46</b>	Emergency Services Network - (Airwave Radio Replacement)		6,000.0	-	-	3,000.0	3,000.0	-
<b>55</b>	Business Information Project (to support analysis of organisation's data)		500.0	350.0	150.0	-	-	-

No.	Capital Project Description	Formal Business Approval (Y)	2017-22 Proposed Budget Total	2017-18 Forecast Outturn	2018-19 Proposed Project Budget (including forecast slippage)	2019-20 Proposed Project Budget	2020-21 Proposed Project Budget	2021-22 Proposed Project Budget
			£000	£000	£000	£000	£000	£000
61	DIGITAL CHANNEL SHIFT PROJECT	Y	60.0	60.0	-	-	-	-
60	SAFENET DIGITAL FORENSIC	Y	140.0	140.0	-	-	-	-
63	FORENSIC SYSTEM - SOCRATES	Y	23.8	23.8	-	-	-	-
	<b>TOTAL - POC IN FLIGHT:</b>		<b>19,291.7</b>	<b>10,436.2</b>	<b>2,855.5</b>	<b>3,000.0</b>	<b>3,000.0</b>	<b>-</b>
	<b>POC COMPLETED:</b>							
29	Corporate Gazetteer	Y	290.0	290.0	-	-	-	-
51	Hardware - <i>Mobile Working Project</i> (less £373k used for OET above)	Y	7,021.8	3,400.0	421.8	200.0	-	3,000.0
57	Origin upgrades & enhancements	Y	115.5	115.5	-	-	-	-
	<b>TOTAL - POC COMPLETED:</b>		<b>7,427.3</b>	<b>3,805.5</b>	<b>421.8</b>	<b>200.0</b>	<b>-</b>	<b>3,000.0</b>
	<b>TOTAL - ICT PROGRAMME OF CHANGE:</b>		<b>32,719.0</b>	<b>14,421.7</b>	<b>3,847.3</b>	<b>4,950.0</b>	<b>4,750.0</b>	<b>4,750.0</b>
	<b>ICT PROGRAMME OF WORK:</b>							
	<b>POW IN PIPELINE:</b>							
26	CCTV for Force buildings including Custody		500.0	-	500.0	-	-	-
38	Corporate WiFi		600.0	300.0	300.0	-	-	-
39	Consolidation of small systems	Y	200.0	50.0	50.0	50.0	50.0	-
41	Confidential Network Environment (CNE) resilience (multi-site)		200.0	-	200.0	-	-	-
45	FIREARMS LICENSING UNIT	Y	129.6	129.6	-	-	-	-
	<b>TOTAL - POW IN PIPELINE:</b>		<b>1,629.6</b>	<b>479.6</b>	<b>1,050.0</b>	<b>50.0</b>	<b>50.0</b>	<b>-</b>
	<b>POW IN FLIGHT:</b>							
47	Hardware - Desktop Equipment PCs/Laptops/Winterms (replacement) - less £175k in 2017/18 used for OET above	Y	2,724.7	624.7	200.0	200.0	1,500.0	200.0
48	Hardware - HTCUC replacement (desktops & servers)		350.0	-	-	200.0	150.0	-
50	Hardware - Multimedia Project (Higher-spec PCs and servers)	Y	479.0	404.0	75.0	-	-	-
52	Hardware - Printers/Scanners	Y	90.0	30.0	30.0	10.0	10.0	10.0
53	Hardware - Servers (include PSN)	Y	1,230.0	330.0	300.0	200.0	200.0	200.0
54	Network - upgrades	Y	300.0	100.0	50.0	50.0	50.0	50.0

No.	Capital Project Description	Formal Business Approval (Y)	2017-22 Proposed Budget Total	2017-18 Forecast Outturn	2018-19 Proposed Project Budget (including forecast slippage)	2019-20 Proposed Project Budget	2020-21 Proposed Project Budget	2021-22 Proposed Project Budget
			£000	£000	£000	£000	£000	£000
58	Storage Area Network (SAN) / Backup Infrastructure	Y	990.0	190.0	200.0	200.0	200.0	200.0
59	Software Upgrades	Y	1,436.0	386.0	450.0	200.0	200.0	200.0
62	SOURCE MANAGEMENT SYSTEM = COPS & Source Management (2 projects now combined)	Y	80.0	80.0	-	-	-	-
64	WORKSPACE MODERNISATION PROGRAM	Y	92.0	92.0	-	-	-	-
	<b>TOTAL - POW IN FLIGHT:</b>		<b>7,771.7</b>	<b>2,236.7</b>	<b>1,305.0</b>	<b>1,060.0</b>	<b>2,310.0</b>	<b>860.0</b>
	<b>TOTAL - ICT PROGRAMME OF WORK:</b>		<b>9,401.3</b>	<b>2,716.3</b>	<b>2,355.0</b>	<b>1,110.0</b>	<b>2,360.0</b>	<b>860.0</b>
	<b>TOTAL - ICT PROGRAMMES OF CHANGE AND WORK:</b>		<b>42,120.3</b>	<b>17,138.0</b>	<b>6,202.3</b>	<b>6,060.0</b>	<b>7,110.0</b>	<b>5,610.0</b>
	<b>TOTAL - WEST MERCIA ICT PROGRAMMES OF CHANGE AND WORK (69%):</b>		<b>29,063.0</b>	<b>1,825.2</b>	<b>4,279.6</b>	<b>4,181.4</b>	<b>4,905.9</b>	<b>3,870.9</b>
	<b>VEHICLE REPLACEMENT:</b>							
66	WEST MERCIA - Vehicle Replacement Programme	Y	9,628.7	1,648.8	1,027.0	1,000.0	1,000.0	1,000.0
	<b>TOTAL ALLIANCE VEHICLE REPLACEMENT</b>		<b>9,628.7</b>	<b>1,648.8</b>	<b>1,027.0</b>	<b>1,000.0</b>	<b>1,000.0</b>	<b>1,000.0</b>
	<b>AFFORDABILITY FUNDING ENVELOPE:</b>							
	Funding envelope for potential capital spend resulting from the review of the Police estate (including "One Town" Reviews):		<b>9,359.0</b>	-	<b>3,597.0</b>	<b>3,337.0</b>	<b>5,157.0</b>	<b>1,221.0</b>
	<b>PLANT &amp; EQUIPMENT PROGRAMME:</b>							
68	Body Armour replacement		901.8	35.7	866.1	-	-	-
	<b>TOTAL ALLIANCE PLANT &amp; EQUIPMENT PROGRAMME (69%)</b>		<b>901.8</b>	<b>35.7</b>	<b>866.1</b>	<b>-</b>	<b>-</b>	<b>-</b>
	<b>NEW BUSINESS PLANS CAPITAL APPROVED MAR-APR'17</b>							
69	METHODS OF ENTRY RIG & WORKING AT HEIGHTS		34.5	34.5	-	-	-	-
70	TASERS		141.5	-	141.5	-	-	-
71	FIREARMS PROTECTION EQUIPMENT		70.4	70.4	-	-	-	-
72	DOG CAMERAS & EQUIPMENT		11.7	11.7	-	-	-	-
	<b>TOTAL - NEW BUSINESS PLANS CAPITAL APPROVED MAR-APR'17 (69%)</b>		<b>258.1</b>	<b>116.6</b>	<b>141.5</b>	<b>-</b>	<b>-</b>	<b>-</b>
	<b>Total Capital Budget</b>		<b>76,498.6</b>	<b>21,759.4</b>	<b>14,460.1</b>	<b>17,364.4</b>	<b>16,650.9</b>	<b>6,263.9</b>

## PRUDENTIAL INDICATORS

1. AFFORDABILITY PRUDENTIAL INDICATORS	2017/18 Estimate	2017/18 Forecast Outturn	2018/19 Estimate	2019/20 Estimate	2020/21 Estimate
	£'000	£'000	£'000	£'000	£'000
<b>Capital Expenditure</b>	24,130	22,233	14,461	17,365	16,651
	%	%	%	%	%
<b>Ratio of financing costs to net revenue stream</b>	0.93	0.82	1.17	1.23	1.45
	£'000	£'000	£'000	£'000	£'000
<b>In Year borrowing requirement</b>					
- in year borrowing requirement	14,287	12,747	5,684	9,586	14,870
	£'000	£'000	£'000	£'000	£'000
<b>In year Capital Financing Requirement</b>	12,783	11,461	4,192	7,823	12,903
	£'000	£'000	£'000	£'000	£'000
<b>Capital Financing Requirement 31 March</b>	43,488	42,166	46,358	54,181	67,084
	£	£	£	£	£
<b>Affordable Borrowing Limit</b>					
<b>Increase per council tax payer</b>	£0.00	(£0.20)	£0.63	£0.16	£0.48
2. TREASURY MANAGEMENT PRUDENTIAL INDICATORS	2017/18 Estimate	2017/18 Forecast Outturn	2018/19 Estimate	2019/20 Estimate	2020/21 Estimate
	£'000	£'000	£'000	£'000	£'000
<b>Authorised limit for external debt</b>					
- Borrowing	60,000	60,000	60,000	65,000	80,000
	£'000	£'000	£'000	£'000	£'000
<b>Operational boundary for external debt</b>					
- Borrowing	50,000	50,000	50,000	55,000	70,000
<b>Upper limit for fixed rate interest exposure</b>					
- net principal re fixed rate borrowing / investments	£60m	£60m	£60m	£65m	£80m
<b>Upper limit for variable rate exposure</b>					
- net principal re variable rate borrowing / investments	£5m	£5m	£5m	£5m	£5m

**Maturity structure of new fixed rate borrowing during 2016/17**

	Upper Limit	Lower Limit
Under 12 months	100%	0%
12 months and within 24 months	100%	0%
24 months and within 5 years	100%	0%
5 years and within 10 years	100%	0%
10 years and above	100%	0%





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## Budget Consultation 2018/19 Summary

### Background

The Police and Crime Commissioner launched his precept consultation on 20<sup>th</sup> December 2017. The consultation ended at midnight on 19 January 2018. A precept proposal and a draft of the budget report were published as part of the consultation process, along with a short online survey to enable people to comment on the proposals being put forward.

### Headline result

The majority of respondents, 61%, were in support of the precept proposal put forward by the Commissioner. 39% did not agree with the proposal.

### Commissioner's response to the comments received

The majority of comments made by those objecting to the precept proposal centred around reduced officer numbers/service provision, political comments and financial burden on households. Rather than annotating each individual comment with the Commissioner's response, a response to each of these three themes is shown below.

**Officer numbers / service provision** – My budget plans protect our numbers of PCs, ensuring current numbers can be maintained. They ensure policing is visible and accessible to communities. I have started the long and complex, but necessary work of reforming our police force. We have seen some good progress in the last year, with all officers now able to work 'on the move', and equipped with body worn video.

**Political comment** – I consider that the Government has listened to our communities and the issues I have raised on their behalf. They have delivered a fair and stable financial base to build from in terms of central funding, with more money available to every police force nationwide. It ensures extra flexibility and accountability for PCCs around council tax, both of which are very welcome

**Financial burden on households** – I am conscious that money is still tight for our communities. I am not recommending the maximum possible council tax rise because I do not believe it is necessary. My proposal would add a modest 2p per day, the equivalent of £7.58 per annum to the council tax bill on a band D property. The vast majority of Commissioners across England and Wales are proposing the full £12 levy. That is not the case for West Mercia.

### Summary

Outlined below is a summary of publicity undertaken, findings from the survey and a copy of the comments received along with the Commissioner'

## Publicity and media coverage

A range of communication tools were used to promote the precept consultation to communities across West Mercia. These included:

- Posting full details, including the draft budget report on the Commissioner's website
- Media release - coverage in force area papers and interviews on local radio, including Worcester News, Shropshire Star, Hereford Times, Malvern Gazette, Evesham Journal, Kidderminster Shuttle, Express & Star, Bromsgrove Advertiser, BBC Hereford & Worcester, BBC Shropshire, BBC News Online, BBC Sunday Politics TV.
- Social media - numerous posts on Twitter and Facebook
- Commissioners newsletter
- Direct emails to associations of local councils for distribution via their networks across West Mercia
- Direct emails to local council leaders

## The consultation survey

An online survey was used to ascertain views on the Commissioner's precept proposals. In addition, the draft budget report was clearly signposted and available to read for anyone requiring more detailed information prior to completing the survey.

The online survey asked 4 questions, including one open question enabling respondents to comment on their reasons for either supporting or opposing the proposals. The questions asked were:

**Question 1** – Do you support these proposals?

**Question 2** – Please state in which part of West Mercia area you pay your Council Tax.

**Question 3** – Are you responding on behalf of a business?

**Question 4** – Do you have any other comments?

## Consultation findings

### Overall response

86 respondents partially or fully completed the survey. Of these 80 respondents answered question one.

### Question 1

- 49 (61%) respondents supported the Commissioner's proposals.
- 31 (39%) respondents were opposed to the Commissioner's proposals.

### Question 2

A breakdown of respondents by council tax area is shown below (for those that answered this question)

53 (66.3%) Worcestershire  
15 (18.8%) Shropshire  
6 (7.5%) Herefordshire  
5 (6.3%) Telford and Wrekin

**Question 3**

Two responses were received on behalf of a business.

**Question 4**

20 respondents chose to comment on their reasons for their answer to question one (18 online plus two by email / letter). A summary of all these comments is included with this report.

All social media platforms are monitored and where appropriate comments on the precept have been responded to, however the 'instant' nature of this media means it is not practical to include them in this report.

## Budget consultation 2018 – summary of comments received

No	Comment	PCC response
1	The PCC is doing a great job	
2	Extra money to merge fire with police to make firefighters unemployed shameful	
3	The numbers continue to reduce. What number of PC's are you guaranteeing to protect. We pay more and more for a reducing level of service.	
4	Why should the PCC get more when all of us our being asked to do more for less????	
5	I'd happily pay more if it meant we saw police patrolling neighbourhoods rather than it being stripped back to responding to calls only. That's coming from an ex police officer, who is devastated at what the current service has been reduced to.	
6	Officer numbers are now dangerously low. The ability for the police to respond is diminished and the ability to prevent crime is non existent.	
7	4% is too modest Year on year real investment required You cannot fight 21st century crime with a 20th century budget	
8	My only, and main concern is that putting up the Council Tax precept year-on year will become common place; squeezing the lower middle class closer and closer to the bread line. A 2% rise is one thing; but 5% has to be a one off. Central Government freeing up the restrictions on Council Tax precept is helpful but CAN NOT BE ABUSED. Naturally our West Mercian PCC will see things totally different to the West Mids PCC who is without as much "precept pulling power".	
9	You are closing stations and not looking after the needs of the rural communities. STOP trying to take money from those who can least afford it!	
10	The government should not be making the cuts from current spending on policing and therefore they should e lobbied to stop the cuts they are already making this way there is no need for an increase in tax as in real terms earnings have decreased. Politicians should look at what they earn and have their allowances cut and these saving out back into policing and the nhs	
11	Support getting rid of some management but protect frontline police!	
12	Look at creating partnerships with different businesses and housing providers to look at how improving peoples welfare and social well-being.	
13	with only a 3% rise in my penttion plus the 3% rise in the council tax there is a bleak year ahead and I do not think it will give use any better policing here at monkhide	
14	I support but aghast at "sucking up" comments re Government. The starvation funds have lowered Police ability to respond to crime. Eg a hit and run car accident.no casualties, but a £500 excess, devalued car, next year's premium increased, no claims bonus reduced, but no police attendance or investigation. Not our area but typical of how law abiding people suffer from our useless, damaged, incompetent, Austerity Tory Government. Stand up to them and tell them how people are being let down!	
15	Your tenure is to manage for the benefit of the whole community which you seem to be doing well up to know, Merry Xmas.	
16	Give the police a proper pay rise.	
17	Stop persecuting motorists for speeding and crack down on aggression on the roads. Also, police unroadworthy and dangerously overloaded foreign trucks.	
18	Theresa May shouts jump - Champion jumps.	
19	We will see no benefits of this increase on our council tax. We need police on the street not sat behind desks!	
20	The obligation for this should be met through the government and not like everything else be devolved to the citizen	
21	The population of Evesham has DOUBLED over decades but policing of the	

<p>town has got POORER. We used to have a Superintendent who controlled 100 officers. The PCC should save money from his own budget. We were told recently that police visibility would be improved in the run up to Christmas, but I did not see ONE OFFICER on the streets. PCSOs are patrolling, but they have no powers of arrest. We are not getting value for money, so Mr Campion's request for more funding is NOT JUSTIFIED.</p>
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## **WEST MERCIA POLICE AND CRIME PANEL 6 FEBRUARY 2018**

### **POLICE & CRIME PLAN ACTIVITY AND PERFORMANCE MONITORING REPORT (OCTOBER 2017- DECEMBER 2017)**

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#### **Recommendation**

1. The West Mercia Police and Crime Panel (PCP) are invited to consider the Police & Crime Plan Activity and Performance Monitoring Report (October 2017- December 2017), determine whether it would wish to carry out any further scrutiny or make any comments.

#### **Background**

2. The purpose of this report is to provide members of the PCP with an overview of activity undertaken in support of the Safer West Mercia Plan and provide an update on police performance.

#### **Delivery plan and assurance**

3. The Police and Crime Commissioners (PCC) Chief Executive and staff have developed a delivery plan to support monitoring and assurance of the Safer West Mercia Plan. Progress against individual elements within the plan is updated in line with an agreed timeline for each element and the delivery plan is subject to monthly scrutiny.

4. The delivery plan is a substantial document and therefore a summary extract of it has been produced for the Panel at Appendix 3. The summary provides a concise overview of activity supporting the plan commitments, an accompanying commentary and details of the oversight mechanisms in place. The extract at Appendix 3 contains the latest update available to the end of December 2017.

5. Some examples of activity in support of the Safer West Mercia Plan's four objectives, all of which are included in the delivery plan, are shown below.

#### **Putting victims and survivors first**

6. **Perpetrator Programme** – Preparatory work is underway to enable the Drive perpetrator programme to be implemented in Worcestershire. Worcestershire has been chosen as the project location as it has the highest number of cases referred into Multi-Agency Risk Assessment Conference (MARAC). Worcestershire Public Health are providing some match funding to support the project and because Worcestershire has a strong working MARAC which is one of the key areas required for the project to be a success.

## **Building a more secure West Mercia**

7. **Missing Persons** – The number of missing persons has seen a 9% reduction across West Mercia. Whilst there is usually a seasonal reduction in the autumn there has been a marked decrease of 21% in Telford and Wrekin in the last quarter. Here the local policing area has refreshed its focus on missing people as part of Operation Vesta, an initiative to reduce crime, demand and harm across Telford and Wrekin. This focus means that timely partnership meetings and interventions are in place for all repeat missing children. Operation Vesta follows the PCC's focus on Telford at his August holding to account meeting.

8. **Serious and organised crime partnership groups (JPP)** – a review of working arrangements and governance for these groups has been completed. Strategic oversight and governance will be managed through the PCC's Crime Reduction Board. This should assist in addressing Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) concerns regarding their role and governance in West Mercia.

## **Reforming West Mercia**

9. **Operations and Communications Centre (OCC)** – The performance of the OCC in responding to both 999 and 101 calls has improved and exceeded projections. The proportion of 999 calls answered within 10 seconds and the proportion of 101 calls answered within 30 seconds increased in the last quarter compared to the previous. Abandonment rates have also reduced. The PCC continues to closely monitor performance of the OCC, which was subject to scrutiny at a number of holding to account meetings during 2017.

10. **Behind the badge** - The second phase of the campaign to stop violence against police officers and staff has been launched. This stage focuses in at local level, encouraging community groups and local leaders to engage. The most common time for assaults against police to occur is in the early hours of Friday and Saturday mornings, so a particular focus will be around the night time economy. There will also be a focus on changing offender behaviour, through probation and prison services.

## **Reassuring West Mercia's communities**

11. **Help pages on force website** – A new section of the force website is being designed and developed to help communities and signpost to appropriate support when they have been victims of specific crimes, most commonly reported into the OCC.

## **Performance and accountability**

### **Holding to account**

12. The PCC has recently undertaken a review of the monthly holding to account (HTA) scrutiny meetings he holds with the Chief Constable. As a result of the review the PCC has developed a scrutiny programme aligned to the Safer West Mercia Plan for 2018 which is attached at Appendix 1.

13. The programme has been designed to ensure that the PCC is able to exert appropriate influence upon the force on behalf of the public, raise matters of community concern and address force performance issues. It also enables the force to raise issues. The revised HTA process will be reviewed in July 2018.

14. Within the year the PCC will hold:

- **Four performance sessions** – the HTA in the month after the force quarterly performance report has been published will focus on issues highlighted in the performance report. In addition national crime survey results will be reviewed in respect of confidence and satisfaction.
- **Five thematic sessions** – these will be holistic reviews of single themes, akin to the previous single issue HTA sessions. This focus will allow for more detailed scrutiny of those themes.
- **Two public sessions** – these will be open sessions to which the public will be able to attend and ask questions at the beginning of the meeting (similar to a local authority model). It is hoped that these sessions will be live web cast with the opportunity to ‘catch up’ via the PCC’s website. Advance notice will be required of public question areas and replies will be given in writing post meeting. The main content of these meetings will be from community concern issues.
- **One consolidation session** – collation of the preceding periods’ HTA activity to provide assurance outcomes set are being achieved.

15. The HTA meetings will continue to cover findings from HMICFRS and other reports; and notes from meetings will be published on the PCC’s website. A summary of items covered at HTAs since last reported to the Panel are included in Appendix 2.

## HMICFRS Inspection Reports

16. In the last two months of 2017 HMICFRS published two force-specific inspection reports as part of its rolling PEEL inspection programme:

- **PEEL Efficiency (including leadership)** – West Mercia was graded ‘good’ in the three areas of focus for this year’s inspection and received an overall grading of ‘good’; the same as last year. There are no recommendations made but there are two areas for improvement.
- **PEEL Legitimacy (including leadership)** - West Mercia was graded ‘requires improvement’ in the three areas of focus for this year’s inspection and received an overall grading of ‘requires improvement’; the force was graded ‘good’ last year. There are no recommendations made but there are eight areas for improvement.

17. All recommendations/areas for improvement from HMICFRS force reports and the accompanying national report are incorporated into one of three PEEL action plans. Each action plan is progressed and managed via one of three core groups, chaired by a chief officer. The PCC is represented at each of the core groups, enabling him to maintain oversight and scrutiny of progress. In addition, the Service Improvement Board (SIB) maintains overall strategic oversight of HMICFRS and

other inspection reports, ensuring organisational learning is implemented. Again the PCC is represented at SIB.

18. The PCC has a statutory requirement to respond to the Home Secretary on the findings of any HMICFRS force inspection reports. A copy of the letter submitted to the Home Secretary is published on the PCC's website.

### **Force performance reports**

19. A number of internal performance products are produced by the force to enable senior officers and the PCC to maintain strategic oversight of force performance. In particular the PCC scrutinises a weekly dashboard of performance along with monthly and quarterly summary reports.

20. Members of the Panel have previously requested if the quarterly performance report contents/summary page could be amended to include a direction of travel arrow and a red/ green colour format. After discussion with force performance leads, this amendment has not been made. The reason for this is the force is trying to move performance reporting away from the use of directional arrows and red/ green labels. Also, by drawing attention to this one dimensional view of performance it does not encourage people to read the detail within the report which gives a fuller picture of trends and additional interpretation.

21. The latest quarterly performance summary report published by West Mercia Police is attached at appendix 4. This report covers the period October to December 2017. Where possible the report would usually include comparison data with the Force's most similar group, however the introduction of ATHENA has caused a short term disruption to the submission of data to the Home Office which means accurate force comparisons are not available for this report.

### **Supporting Information**

Appendix 1 - Holding to Account Timetable 2018

Appendix 2 - Summary of monthly holding to account question areas

Appendix 3 - Delivery Plan Extract

Appendix 4 - West Mercia Police Performance Summary October – December 2017

[available here](#)

### **Contact Points for the Report**

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## Appendix 1

### HOLDING TO ACCOUNT TIMETABLE 2018

Month	Type	Subject area <sup>1</sup>	Meeting date
January	Thematic	<b>Secure</b> Domestic abuse	Tuesday 30 January
February	Performance	Performance including confidence and satisfaction	Tuesday 27 February
March	Consolidation / thematic	<b>Victims</b> The victims journey	Tuesday 27 March
April	Thematic	<b>Secure</b> Offenders	Tuesday 24 April
May	Performance	Performance including confidence and satisfaction	Tuesday 29 May
June	Public		Tuesday 26 June <sup>2</sup>
July	Thematic	<b>Reform / Reassure</b> <ul style="list-style-type: none"> <li>• Health and Wellbeing</li> <li>• PSD &amp; ethics</li> </ul>	Tuesday 31 July
August	Performance	Performance including confidence and satisfaction	Tuesday 28 August
September	Consolidation		Tuesday 25 September
October	Thematic	<b>Secure / Reassure</b> <ul style="list-style-type: none"> <li>• Demand</li> <li>• Visibility</li> <li>• Channel Shift</li> </ul>	Tuesday 30 October
November	Performance	Performance including confidence and satisfaction	Tuesday 27 November
December	Public		Tuesday 18 December <sup>2</sup>

1. The PCC reserves the right to alter, add or change any agenda item up until the date of the meeting.

<sup>2</sup>. This date is dependent upon securing a suitable public venue and will be confirmed as soon as possible

## Summary of monthly holding to account question areas

MONTH	AGENDA ITEM (P = Performance, SI = Strategic initiative)	SAFER WEST MERCIA PLAN OBJECTIVE*
<b>Nov</b>	Athena	Reform
	Confidence	Secure
<b>Dec</b>	Telford performance	Secure
	Domestic burglary	Secure
	Hate crime	Secure

\*Objective titles have been shortened to:

Victims – Putting victims and survivors first.

Secure - Building a more secure West Mercia

Reform – Reforming West Mercia

Reassure – Reassuring West Mercia’s communities

## Delivery Plan Extract

PUTTING VICTIMS AND SURVIVORS FIRST				
Policing element:				
Ref	Plan commitment	Supporting activity	Progress update	Oversight mechanism (s)
1.1	Make sure officers and staff have the skills to properly support victims and survivors and do so when necessary.	Audit and review of knowledge, skills and attitudes. Review of training and development plans. Monitor compliance with Victims' Code of Practice (VCoP) and Witness Charter. Monitor key performance indicators linked to special measures, needs assessments and signposting to services.	Audit carried out in Nov 17. Agencies report general compliance. Area put forward for National Award for supporting vulnerable victims. No substantive issues to report.	Victims' Board. KPI monitoring, Delivery Plan monitoring.
1.2	Ensuring all victims and survivors who report an offence in West Mercia can access 'Track my Crime' or an alternative with equivalent capability	Track my Crime (TMC) was made available to all forces in 2014 and publicly launched by the Ministry of Justice in 2015. Initially the force intended to adopt TMC subject to improving IT systems and the website interface, however the commitment to Athena put the TMC project on hold in 2015. It was decided that a TMC solution should be sourced or integrated with Athena to ensure that existing investments were optimised and that service delivery for the public was not interrupted with the migration between systems	TMC or any equivalent is dependent upon the case management IT system. Athena is now implemented, and discussions have started nationally to see how TMC or an equivalent can be integrated with Athena..	Transformation Board
Police and Crime Commissioner's Commitments:				
Ref	Plan commitment	Supporting activity	Progress update	Oversight mechanism
A.1	Set out my commitment in a new victims' charter, clarifying what services victims can expect, and what services must be	(A1.1) (1) Carry out a public consultation outlining proposed priorities and actions that would enable the PCC to be VCoP and EU Directive compliant (2) Develop and publish the charter	Needs Assessment now complete following consultation with Victims. Consultation results are feeding into the review and compliance against the Victims Charter.	Victims' Board, KPI Monitoring, Delivery Plan Monitoring. Audit and oversight
		(A1.2)(1). Conduct a victims' needs assessment, providing qualitative and quantitative feedback to	Victims' Needs Assessment completed and reviewed by the Victims' Board in Dec 17. Action plan to be	Victims' Board Delivery Plan

	delivered.	inform commissioning and to identify potential gaps (A2). (2)Work in partnership to ensure that victims have access to services. (3)Contract management (4)Grant provision	developed and brought back to the Board in Mar 18.  Regular contract managements in place with service providers. Health check conducted.  Critical issue: The Force's implementation of Athena has undermined the provision of Victim information to service providers. Action plan in place. Will monitor and update in Mar 18.	monitoring Performance Mgt. Audit and scrutiny
		(A1.3) Develop, in partnership, an assurance framework to ensure delivery against the 9 specified outcomes set out in the Victims' Charter	Audit carried out in Nov 17 and reviewed by the Victims' Board in Dec 17. No substantive issues to report.	OPCC, LCJB, Victims' Board. Exception reports will be highlighted to the PCC.
A.2	Complete a victims' needs assessment	(A2.1)A victim needs assessment will be carried out specifically analysing qualitative impacts of existing provision. Once complete the needs assessment will be integrated into the Commissioning intention, to target investment appropriately.	Action now complete, action plan being used in the redesign of services.	Delivery Plan monitoring
		(A2.2) (1)Quantitative victims scorecards and heat maps are being produced to profile demand levels to and existing provision capacity, in addition to highlight any identify potential gaps or duplication in provision. (2) Liaise with CSPs and wider partners to pull data into a central place	Action now complete, action plan being used in the redesign of services.	Delivery Plan monitoring
A.3	Bring together and help lead a new Victims Board to ensure better results and consistency.	(A3.1)1. Draft and consult on terms of reference and membership of the Victims' Board. 2. Consult and develop a Vision and Mission statement for the Board. 3. Consult, agree and create a strategic delivery plan for the victims' board. 4. Consult and agree on SROs to lead on key policy areas. 5. Consult and design an assurance and	Criminal Justice Agencies currently conducting Victims' Code of Practice self-assessment. Analysis to be conducted during December with a report going to the Victims' Board on the 15th of December.  Victim satisfaction improvement plan in place. The D/Ch Supt Protective Services to update the Victims' Board in December.	1.Quarterly assurance reports 2.Minutes and actions arising 3. Programme and project highlight reports. 4.Performance



		<p>performance framework</p> <p>6. Agree and set future meetings.</p> <p>7. Publish meeting papers on PCC Website.</p>	<p>Witness Care referral rate improvement plan in place. 7% uplift in referrals to date. WCU nominated for an improvement award.</p> <p>Improvements in the number of VPS's taken and attached to Police files. Audit underway to assess use in Courts. Update in Dec.</p>	<p>improvement reports</p> <p>5.Oversight and scrutiny reports</p>
		(A3.2) Improve compliance with the key entitlements set out in the Victims' Code of Practice (VCoP)	Agencies are currently conducting a Victims' Code of Practice self-assessment. Analysis to be carried out in Dec. Report to the Victims Board in Dec	OPCC, LCJB, Victims' Board. Exception reports will be highlighted to the PCC.
A.4	Make sure victims and survivors get effective services, enabling them to cope and recover and reduce their chances of revictimisation	(A4.1)(1) Develop commissioning intentions for the term of office (2) Contract monitoring linked to outcome frameworks (3) grant/commissioned activity based on need and score card intelligence	Ongoing contract monitoring in place. Independent audit report on the grant and commissioning processes received providing PCC with 'significant assurance'.	Contract and grant monitoring
		(A4.2) Gap analysis with Victim Support to identify gaps in the market place.	Final visits all booked in, and meetings planned with Deputy PCC to go through findings and action plans where necessary / celebrate successes.	Delivery plan monitoring
		(A4.3)(1) Develop a commissioning strategy for domestic abuse, working with local authorities and public health to increase IDVA, and MARAC capacity	Commissioning intentions drafted and now being used in budget setting for services to be commissioned next financial year.	Delivery plan monitoring
		(A4.4) Develop a commissioning strategy for serious sexual offences	Budget planning has commenced for 2018-19 where service provision has been ring fenced for the year. Work underway to develop outcome measures to align with MoJ requirements for forth coming year, and ongoing monitoring of contracts to provide assurance to PCC of value for money and strategic delivery.	Delivery plan monitoring
		(A4.5) Develop a commissioning strategy for CSE	Budget planning has commenced for 2018-19 where service provision has been ring fenced for the year.	Delivery plan monitoring

			Work underway to develop outcome measures to align with MoJ requirements for forthcoming year, and ongoing monitoring of contracts to provide assurance to PCC of value for money and strategic delivery.	
		(A4.6) Retender the Victims Support contract	Presentation to West Mercia Chief Officer Group of the benefits and risk paper for future victims' provision received a positive response. Work is now underway to ascertain the feasibility of continuing this into a full business and strategic design process with Warwickshire. Expected business case to be presented at AGG in December.	Delivery plan monitoring
		(A4.7) Work with Warwickshire OPCC and Victim Support to develop an exit Survey	Presentation to West Mercia Chief Officers Group of the benefits and risk paper for future victims' provision received a positive response. Work is now underway to ascertain the feasibility of continuing this into a full business and strategic design process with Warwickshire. Expected business case to be presented at AGG in December.	Delivery plan monitoring
		(A4.8) Develop and undertake joint commissioning of SARC provision across the West Midlands region	Tendering of provision complete and embargoed.	
		(A4.9) Improve the automatic data transfer (ADT) from the Police to Victim Support Services	The introduction of Athena has significantly undermined this objective. Action plans are in place to address the drop in both quality and quantity of data being provided to service providers.  The drop in performance has resulted in this objective being marked as RED.	Victims' Board
		(A4.10) Improve the capture rates of mobile phone contact details in order to drive up rates of automated SMS contact	See update A4.9. Data capture has been impacted by Athena.  Key messages have gone out via Force Orders and Justice Matters reminding staff of the need to capture correct contact details. Requires on-going monitoring.	Victims' Board
A.5	Work with	(A5.1) PCC supporting the work of the APCCs	As per previous updates, continuation of work to	Delivery plan

	government to further enhance services for victims, survivors and witnesses locally	Criminal Justice and Victims' reference group, which provides feedback and input to the MoJ.	achieve target.	monitoring
		(A5.2) Head of Commissioning to engage regularly with the Ministry of Justice and our designated Relationship Manager. To meet and update the lead for victims within the Ministry of Justice in addition to representing West Mercia on National steering groups regarding policy and funding.	As per previous updates, continuation of work to achieve target.	Delivery plan monitoring
		(A5.3) Work with the Home Office to facilitate funding provision of local refuges to support survivors of domestic abuse.	Funding has been allocated to Local authorities. This action is completed.	Delivery plan monitoring
		(A5.4) Work with Citizen's Advice Witness Service to improve victim and witness experience in the Courts.	The area has made significant gains in improving support to victims and witnesses. In particular, the area has been put forward for a National award for improving its performance re: support for vulnerable victims and witnesses.  No substantive issues to report.	Victims' Board Delivery Plan monitoring Performance Mgt. Audit and scrutiny
A.6	Support the appropriate use of restorative justice	<ol style="list-style-type: none"> <li>1. Commission an appropriate service provider to deliver RJ interventions across West Mercia.</li> <li>2. Design and implement an RJ gateway service</li> <li>3. Design and implement an appropriate triage process which effectively manages RJ referrals.</li> <li>4. Consult and implement service level agreements between the CJS and the preferred provider.</li> <li>5. Effective contract and programme management.</li> </ol>	<p>To date, the commissioned RJ service has:</p> <ul style="list-style-type: none"> <li>- Reviewed 80 cases, 57 of which were suitable for RJ</li> <li>- Met with and supported 259 people.</li> </ul> <p>During 2018, the RJ team expect aim to develop a further 14 volunteers, begin working with victims involved in serious traffic incidents, as well as improving its provision of support to victims where the offender may have already gone through the justice system.</p> <p>In addition to the above, the RJ team will continue to train SNT members of staff and develop a Social Return on Investment model, to evidence the value of RJ</p>	<ol style="list-style-type: none"> <li>1. RJ programme board</li> <li>2. Performance management reports</li> <li>3. Programme highlight reports.</li> <li>4. Contract management reports</li> </ol>

Building a more secure West Mercia				
Policing element:				
Ref	Plan commitment	Supporting activity	Progress update	Oversight mechanism
2.1	Ensuring officers and staff effectively identify and support people with vulnerabilities, understanding and managing associated risks	(2.1.1) The DCC for Warwickshire is the strategic lead for the alliance and represents the forces at national level. (1) Create a Strategic Vulnerability Board (SVB) to provide oversight of all strands of vulnerability and governance of a new overarching Vulnerability Strategy (2) Develop and implement a Vulnerability Strategy based on vulnerability themes identified at a national level. (3)Develop and implement a programme of vulnerability training. (4)Development of a training DVD on vulnerability and a comms strategy to support the vulnerability work.	The West Mercia College of Policing Vulnerability training has commenced. Internal feedback indicates it has been well received. The training is to be independently evaluated by the Institute of Educational Studies; starting in January	1)Strategic Vulnerability Board (2) WM - PCC holding to account session (3) WM PCC rep has attended the vulnerability training and briefed the PCC
	Making sure the police provide the right response to incidents at the right time	(2.1.2) Improving and sustaining the performance of the Operations Communications Centre (OCC)and making available other alternative methods for the public to easily contact the police, which reflects the changing ways the public wish to communicate with organisations. (Cross reference to 3.4)	(1) Improvement in public confidence from 78.1% to 80.7% (year ending June 2017; CSEW data published in October 2017). This increase in confidence has resulted in a considerable improvement in ranking from 8th to 4th in the MSG. Public confidence in West Mercia is now above the national average (but remains below the MSG average). The next data set will be published at the end of Jan 2018 (2) Data for Oct - Dec 17: The proportion of 999 calls answered within 10 seconds increased this quarter and remained above the expected standard. This follows the expected seasonal pattern with performance improving in the winter months. The proportion of 101 calls answered within 30 secs has increased in the last quarter and also remains above the expected	Weekly/monthly/quarterly performance reports & holding to account sessions

			standard. A number of advice sheets have been produced by the force to assist the OCC in managing incoming demand. Call handlers are able to push these advice sheets out to callers whilst on the phone. The sheets provide general advice on each topic and provide links and signposts to relevant organisations. The aim of these products is to reduce call durations.	
		(2.1.3) Response	(1) See above. (2) Following 8 months of above average response times, there has been a small, but statistically significant increase in the average emergency response time (from 10 mins 42 secs to 11 mins 42 secs). The average emergency response time for December 2017 was a significant outlier (whilst emergency incidents had increased in December compared to Oct/Nov, this level of demand had been serviced previously). The increase in average response times will be raised with the PCC as a potential item for the February holding to account. A new operational model will be introduced from April 2018 which is anticipated to better align resources to demand from the public. It is suggested that this will drive improvements in response times.	Monthly /quarterly Performance reports
2.2	Working closely with partner agencies to reduce harm and prevent victimisation	Proactive representation by the police in: (1) MASH (2) MARAC (3) MAPPA (4) IOM (5) Adult and Children's Safeguarding Boards	Data attributed to repeat victims has been impacted by the introduction of Athena and the Force is unable to produce data at the time of this update. Data linked to DVPN / DVPO also affected. Lead DCI is reviewing MARAC as the number of cases reviewed on a given day is deemed to be too high. DASH assessments also impacted by Athena, but fix implemented in Dec.	Crime Reduction Board
2.3	Proactively finding the causes of crime so threats are identified and targeted before they	(2.3.1) Operation of a proactive and responsive intelligence function.	A review of the intelligence and performance departments within the force is complete. The two departments have been brought together to provide a more efficient and enhanced service.	

	escalate. Working more effectively with partners and local communities to prevent, resolve and reduce crime and anti social behaviour	(2.3.2) Proactive representation by the force at Community Safety Partnerships and community groups as appropriate	All CSPs have adequate Force representation attending. Telford and Shropshire have Supts who chair, Hereford has a Supt who is vice-chair, North and South Worcestershire have CI attendance at all meetings so far.	Attendance by PCC / Officers at CSP meetings
		(2.3.3) Implementation of the National Serious and Organised Crime Strategy requirements to work in partnership with other organisations to tackle those individuals and organisations causing most harm. Known as the Joint Policing Panel (JPP) in West Mercia.	Review of local governance arrangements carried out during Dec 17. Assurance report submitted to the Crime Reduction Board. Local operational and tactical governance arrangements in place. Need to improve strategic reporting into CSPs. CRB to act as strategic assurance board for West Mercia. Lead Supt. added to membership list and SOCG now a standing item on the agenda. Request for each area to pull together strategic risk and issue register.	Crime reduction Board
2.4	Ensuring partnership commitments are fully implemented and delivering the best possible results, including West Mercia's Reducing Reoffending Strategy and Mental Health Crisis Concordat	(2.4.1) Working with partners to implement the Reducing Reoffending Strategy	PCC Strategy in place. Increased investment in IOM desistance programmes. Improved performance management systems in place to monitor and track repeat offending. Governance arrangements and contract management meetings taking place. CRC performance not meeting expectation. Senior Management meetings have taken place. Dal Vesey appointed as new director for the CRC. Meeting with MoJ contract managers in Jan 18 to discuss closer collaboration.	>Community Safety Partnerships meetings, >Crime Reduction Board, >RJ Programme Board, >Local Reducing Reoffending Boards. >IOM Board
		(2.4.2) Mental Health - the force is signed up to the Mental Health Concordat and supports the local delivery plans,	Meeting on 5 Jan 18 to discuss MH pathways and triage. S. 136 detentions remain low with no under 18's detained.	>Crime Reduction Board. >MH Concordat Strategic Board. >Strategic Custody Users group
2.5	Working with West	1) Reinvigoration of governance and reporting	All 20 kits have now been assigned. Additional	Safer Roads

	Mercia Safer Roads Partnership and others to improve road safety, using practical, evidence led approaches to enforcement and education, reducing the number of deaths and serious injuries	mechanisms  (2) Co-ordination and re-commissioning of young driver training initiatives	devices will be sought to be ready for Spring 2018.	Partnership Governance Board
2.6	Work with partners to increase the proportion of hate crimes reported to the police	This work is ongoing. The force has refreshed its hate crime policies and procedures with its Independent Advisory Groups and others. The diversity team review all reported hate crimes and incidents to help identify any trends and ensure victims receive the best level of service.	353 offences/ incidents recorded this quarter, a 17% reduction compared to the previous quarter and below the quarter average. Reductions were seen across all policing areas. This may be linked to the use of key word in Athena. Hate crime satisfaction was taken to HTA in Oct and an action plan shared with the OPCC (all victims to be subject to IVM). Oct - Dec shows a fairly static position in respect of hate satisfaction performance (79% satisfied). However, there has been a considerable increase in satisfaction in Shropshire.. Each policing area has produced a clear PIER plan setting out how they will drive improvements. These plans will be discussed in more detail at PMG in January 2018.	Strategic Diversity Board

<b>Police and Crime Commissioner's Commitments:</b>				
<b>Ref</b>	<b>Plan commitment</b>	<b>Supporting activity</b>	<b>Progress update</b>	<b>Oversight mechanism</b>
B.1	Ensure partners work together to provide efficient and effective support to victims and use early intervention to prevent victimisation.	(B1.1)Mobile App scheme: (1)Developing and building a mobile app aimed at 12-14 year olds. (2) Launch event for the app (3) Evaluation and consideration of future development	Launch event successfully completed, good level of publicity following event. Long term comms plan has been developed and app is now in the promotion stage. Further development will include evaluation to inform future of app.	Delivery plan monitoring

	Cross reference to A3 (Victims Board and A4(Needs Assessment))			
		(B1.2)Perpetrator programme: Explore funding opportunities for a perpetrator programme across West Mercia	Funding has been awarded but ongoing conversations are being had with Home Office as amount awarded was less than the amount bid for.	Delivery plan monitoring
B.2	Make sure public funding used in support of this objective is allocated responsibly, is outcome focussed and based on proven need. Use a commissioning framework to ensure funding for community safety partnerships represents value for money. Develop strong partnerships that deliver our shared outcomes.	(B2.1) (1) Use Commissioning Strategic Frameworks / scorecards in the determination of funding allocation. (2) Update scorecards on a quarterly basis to provide quantitative data (3) Carry out needs assessment.	Score cards now finalised and awaiting final sign off by Commissioning team.	Delivery plan monitoring
		(B2.2) Development of KPIs associated to outcomes:	Recent discussions have taken place with Women's Aid regarding outcome based KPI's. These will be finalised in the next few weeks. We have also developed a list of outcomes for use in April 2018 onwards and linked to InPhase - KPI's for these outcomes and outputs to be developed over the coming months.	Delivery plan monitoring
		(B2.3)Develop and implement social value criteria for grant and commissioning applications	No further work has been completed on this - will look to work on it for 2018/19 application form	Delivery plan monitoring
		(B2.4) Outcome Star review: (1) Complete the pilot of the outcome star involving 10 grant recipients.(2)Work with Triange Consultancy to evaluate the pilot (3)Roll out of the project to a wider groups of grant recipients, including training and familiarisation.	Next delivery plan update due January 2018	Delivery plan monitoring
		(B2.5) Extend the target age range of the existing diversionary model: Introduction of a tier 2 grant aimed at the 13-16 year old age group	Completed. The grant round took place in March 2017, subsequent grants were awarded to organisations and the extended network is now in place being overseen by the Head of Commissioning.	Delivery plan monitoring
		(B2.6) Analysts working group: Hold regular workshops with analysts from CSP, police, IOM and	Review of analyst provision completed, meeting with CSPs to be held on 5th Jan 2018 to propose changes	Delivery plan monitoring



		public health seeking to improve awareness and sharing of knowledge between analysts. Improve communications, reduce and embedding the use of the balanced scorecards into the analyst function	and bring the analyst provision in house to Force.	
		(B2.7) Diversionary sporting activities for children and young people:(1) Review the independent evaluation from Loughborough University of a two year trial into effective sports interventions for diversionary activity (2) Subsequent activity to be determined	Completed. A set of guidelines have been produced following the trial to identify the requirements of an effective sports based intervention when trying to reduce crime and anti-social behaviour in the community. These will be sent out to CSP's and other PCC funded organisations.	Delivery plan monitoring
		(B2.8) Schools Programme initiative: (1) Scope of programme to be identified and agreed (2) Subsequent activity to be determined	Review has been delayed to ensure that the relevant LCSB's are consulted and can assist with the work to obtain larger response rate to consultation taking place. Work now expected to be completed by Dec 17.	Delivery plan monitoring
		(B2.9) PCC Project Fund: To be developed	Project fund has been allocated to be spent on ROCK telephone box project. Additional requests for funding to be used from CA fund.	Delivery plan monitoring
		(B2.10) Undertake a review of the PCC funding allocations to CSPs and the outcomes the funding achieves. Any subsequent changes to be implemented from 18/19 onwards.	Meeting scheduled for Feb 2018 to discuss applications made by CSPs for funding.	Delivery plan monitoring
		(B2.11) Undertake a review of the PCC funding allocated for CCTV schemes across West Mercia: (1)Request for information on existing schemes to be sent to all CSPs (2)CSPs to be invited to submit funding requests for 17/18 only.	Review now complete and a subsequent funding policy has been created and distributed to all of the CSP's. The PCC has also agreed funding of up to £65k per CSP areas up to end of March 2020. This funding policy will now be implemented for any future CCTV applications.	Delivery plan monitoring
B.3	Make sure the Safer Roads Partnership responds to community concerns as well as working to reduce deaths and serious injuries on	Pathfinder Project, teaching young people how to drive safely: (1) Develop a project specification seeking to introduce the programme across the whole of West Mercia.	So far, the following events have been booked - Throckmorton – October and April 2017/18/19/20 Cosford -October 2017, thereafter working on alternative venues Herefordshire - April and October 2018, 2019, 2020	Grant monitoring

	our roads			
B4	Provide oversight and support to West Mercia's Reducing Reoffending Strategy	<ol style="list-style-type: none"> <li>1. Consult and produce a partnership strategy designed to tackle and reduce reoffending.</li> <li>2. Design, create and implement a delivery plan which supports the strategy.</li> </ol>	<p>Key issues: HMPPS inspection of NPS and CRC identified several areas requiring improvement, such as the quality of interventions offered and the performance of the CRC in reducing reoffending. CEO of CRC removed and new director, Dal Vesey appointed. Dal Vesey invited to update the CRB on plans to turn performance around. Meetings held with SoS to discuss new ways of working with the CRC. In addition, meetings with MD for Staff Line (parent company of PeoplePlus) held. CRC agreed to collaborate with PCC moving forward. Meetings set up in Jan 18 to take forward.</p>	<ol style="list-style-type: none"> <li>1. PCC's Crime Reduction Board</li> <li>2. Programme highlight reports (IOM and Reducing Reoffending boards).</li> <li>3. Oversight and scrutiny reports (CSP, Reducing Reoffending Boards, IOM).</li> </ol>
B5	Work with my counterparts in the West Midlands region to ensure there are robust governance arrangements surrounding the existing regional collaboration agreements which help to deliver the Strategic Policing Requirement (SPR).	<ol style="list-style-type: none"> <li>(1) Monitoring of Police Reform and Transformation Programme, including Specialist Capabilities Board in particular</li> <li>(2). Reinvigoration of Regional capabilities governance</li> <li>(3). Build into Assurance and Holding to Account Programme</li> </ol>	<ol style="list-style-type: none"> <li>(1) The next meeting of the Special Capabilities Delivery Board is scheduled for 1 February. The RPOs will continue to support PCCs in the region as they engage with the Specialist Capabilities Programme.</li> <li>(2) RPO will be submitting a performance report on the NPAS to the Regional Governance Group in February. The report will highlight key findings from the recent HMICFRS inspection as well the performance of NPAS in the region in the last quarter.</li> <li>(3) RPO will be attending the Regional Firearms Board in January. The purpose of engaging with the Board is develop a deeper understanding of firearms activity in the region. This engagement will also support the RPO in briefing PCC Matthew Ellis who represents the region on the Specialist Capabilities Delivery Board.</li> <li>(4) The RPO continues to engage with the alliance</li> </ol>	<p>PCC and Chief Executive attendance at regional PCC meeting. Scrutiny by regional PROs. Scrutiny via AGG. Regional POs providing regular updates</p>

			<p>roads policing feasibility group, providing oversight and ensuring that a new model should remain interoperable with CMPG.</p> <p>(5) The RPO submitted a report on the use of financial investigation in policing to the Regional Governance Group meeting in October. The report made recommendations which are being considered by senior OPCC and Force colleagues across the West Midlands region.</p>	
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### Reforming West Mercia

Policing element:				
Ref	Plan commitment	Supporting activity	Progress update	Oversight mechanism
3.1	<ul style="list-style-type: none"> <li>• Ensuring the alliance transformation programme delivers a better, more efficient service to the public</li> <li>• Ensuring there is strategic planning for the future of policing in West Mercia</li> <li>• Invest to save, so the force can be more adaptable and make best use of its resources</li> </ul>	Development and implementation of the transformation programme	Interim policing and minor shift pattern changes model agreed, to have effect by 1/4/18. Approach to determining full policing model by 1/4/18 approved.	(1) Transformation Board (2) AGG
3.2	Delivering new fit for purpose technology and making best use of it	(3.2.1) Mobile Working Programme.	There are still approximately 500 docking stations to deploy and the project is working with ICT to resource the fitting of these, otherwise the project has met its stated deliverables and will propose closure in the	(1) Transformation Board (2) AGG

			March. Benefits based on time saving and non-cashable benefits identified in business case are being evaluated and will be reported on in March 2018.	
		(3.2.2)In car media	Vehicle fitting is ongoing with 42 of 60 vehicles now completed, the vehicle fits are still scheduled to be completed by the end of March 2018 with a caveat that operational vehicles are made available for fitting. ICT resource to finalise the In-car Windows 10 tablet have been secured and the project remains on-track. Benefits are non-cashable and will be reviewed by the end of March 2018.	
		(3.2.3)Telematics	Telematics activation is currently on-hold while the force wait for the supplier to resolve technical issues that have arisen since the initial activation in 72 vehicles. The force is awaiting final results from the fault analysis but plan to move ahead with more activations by the end of January. Benefits have been taken out of car fleet budgets, however a reviews is required due to delayed implementation of the Telematics solution across the fleet and will be reported in March.	
		(3.2.4)Body worn video	Body Worn Video project has completed the issue of remaining cameras to returning CMPG officers, Safer Roads Partnership, ROCU and SOCU teams. The project will now move towards proposed closure in March 2018. Benefits are non-cashable but further analysis and review planned by the end of February and will be reported in March.	
		(3.2.5) Data network and desk top rollout	The Data Networks project has now placed a cancellation on a further KCOM Circuit, bringing the total number of sites currently under decommissioning phase to 24 out of 82. The force are still awaiting wayleave permission for another site and are actively engaged to resolve this. Desktop migration has come to a pause as desktop deployment staff have come to the end of their contract. There are still several systems and	

			applications that require ICT intervention before they can be migrated onto the new network and the force will now wait for ICT resolution on these before seeking approval for additional desktop deployment resource/services and the resumption and completion of desktop migrations. Unplanned costs have eroded benefits due to the costs of extending the legacy KCom network caused by delays to OCC & Telephony projects	
		(3.2.6) Athena	Completed User issues predominantly arising from IT infrastructure issues rather than from Athena itself. Most have now been resolved.	
		(3.2.7)Gazetteer	Corporate Gazetteer is now delivered.(Action completed)	
		(3.2.8)Digital Forensics	A review of the approach to digital forensics projects is underway due to the change in roles and responsibilities brought about by the ICT review. This review is to determine which aspects of Digital Forensics fit within the Transformation Programme, which are ICT upgrades and which should be overseen by PPL resources	
3.3	Ensuring the force has fit for purpose buildings and contact points which best meet the needs of local communities and the organisation. (Cross reference 3.4)	(3.3.1) Estates Programme	New governance arrangements approved. New Estates Strategy and Asset Management Plan under development and due for completion February 18..	Property Board
		(3.3.2) Replacement of Shrewsbury Police Station	Operational requirement under development	
		(3.2.3) Replacement of Hereford Police Station	Outline business case now under development	
3.4	Delivering the operational control centre programme on time and on budget to improve force resilience	Building of a new OCC	VMB-SAAB technology design and commercial issues have adversely impacted OCC operational Go-Live date. All other parts of the programme are progressing to plan. Building completed on time. Installation and initial testing of IT underway..	IPCAC
3.5	Making sure the force	Development and implementation of the channel	The digital change team are reviewing OCC demand to	

	has the right contact channels for the public and that it provides the right response every time. <b>(Cross reference: 1.2 2.1.2)</b>	shift programme which will support a wider range of ways to interface with the force: online payments; web chat; self-service etc	see the most appropriate forms of contact which can be moved to digital, A number of quick wins are being delivered to make the current website more customer facing and two Digital Contact Officers are being recruited. The work ties in with a proposed national move to a single police website.	
3.6	<ul style="list-style-type: none"> <li>Understanding, investing in and developing the force's officers, staff and volunteers to make sure they are reaching their full potential</li> <li>Properly investing in the workforce and developing staff</li> </ul>	<p>The People Strategy provides the strategic direction for the organisation with regard to organisational development, leadership development and learning.</p> <p>Activity in Support of the People Strategy includes:</p> <ul style="list-style-type: none"> <li>&gt;A Talent Management Programme has been developed and is to be implemented.</li> <li>&gt;A Strategic Training Panel provides oversight of the L&amp;D training programme to ensure organisational training needs are identified.</li> <li>&gt;PDR process</li> </ul>	<ul style="list-style-type: none"> <li>&gt;Ensuring there is sufficient organisational capacity to reach required service levels whilst managing abstractions for training remains a challenge. Work is underway to ensure people booked on courses do not drop out at the last minute due to work demands.</li> <li>&gt;The Athena training programme was completed in advance of the go live date.</li> <li>&gt; Planning is underway to commence the West Mercia vulnerability training roll out.</li> </ul>	
3.7	Ensuring a stable workforce which better reflects the demographic make up of our communities	The People Strategy provides the strategic direction for the organisation with regard to its people.	Overview of workforce demographic establishment figures provided. The figures show that the force is slightly above projected levels for both BME (actual - 2.55%; projected 2.51%) and female officers (actual - 29.01%, projected - 30.72%).	Strategic Diversity Group
3.8	Increasing the number of special constables and police volunteers <b>Refer to D5.2</b>	<ul style="list-style-type: none"> <li>(1) Develop a marketing and communications strategy</li> <li>(2)Ensure a streamlined recruitment and training process</li> <li>(3)Improve recruitment and retention</li> </ul>	<b>Refer to D5.2</b>	Citizens in Policing Steering Group
3.9	<ul style="list-style-type: none"> <li>Delivering a modern, effective and adaptable support</li> </ul>		<b>Refer to 3.1 - 3.8</b>	

	function which responds to the needs of our service and community • Aspire to a market leading support service for policing. <b>Refer to 3.1 - 3.8</b>			
3.10	Working alongside public and third sector partners so that together they deliver a safer West Mercia. <b>Refer to 2.2-2.6.</b>		<b>Refer to 2.2-2.6</b>	

<b>PART B: Police and Crime Commissioner's Commitments</b>				
<b>Ref</b>	<b>Plan commitment</b>	<b>Supporting activity</b>	<b>Progress update</b>	<b>Oversight mechanism</b>
C1	Work with Warwickshire's Police and Crime Commissioner to provide governance and oversight of all the modernisation programmes across the alliance <b>Refer to 3.1</b>		<b>Refer to 3.1</b>	
C2	Support the health and wellbeing agenda within the alliance	(C2.1) Ongoing scrutiny of staff and officer sickness levels. (2)Review of annual staff survey	(1) Staff sickness increased in November compared to previous months, but is comparable to rates reported November 2016. This appears to be a seasonal pattern. Officer sickness is comparable to previous months and slightly below rates for 2016. Sickness rates, monitoring and governance will be included in the ACC's quarterly	Holding to Account, AGG, Performance reports, Health & Wellbeing Board

			review of policing areas. Health and Wellbeing has been identified as an area to be included in the revised HTA framework for July 2018. (2) OPCC provided feedback on Durham Survey question options via the Health & Wellbeing Board. (Oct 2017). The deadline for the first part of the alliance staff survey has now closed. A follow up survey will go live in the New Year..	
		(C2.2) Develop and launch the Behind the Badge Campaign to highlight violence against officers and staff	Second phase launched, with significant engagement on social media, and through local media. Ongoing engagement at a local level with partners, focusing particularly on night time economy and changing offender behaviour through probation/ youth/prison services.	
C3	<ul style="list-style-type: none"> <li>• Give leadership to the force and partners in forging new collaborations to deliver efficient and improved public services</li> <li>• Join up services and commissioning with partners where there are operational and financial benefits</li> </ul>	(C3.1) Fire and Rescue Service Business Case	Independent Assessment completed. Decision expected approx. February 18. HWFRS HQ move to Hindlip approved, to have effect from August 18. Wider police-fire premises sharing arrangements approaching finalisation	Regular reports to Police and Crime Commissioner and Chairs of FRA
C4	Jointly monitor the National Specialist Capabilities Programme and respond to any changes arising from it		Staffs PCC nominated as Regional lead PCC for national SC Delivery Board.	
<b>Reassuring West Mercia's communities</b>				
<b>Policing element:</b>				
<b>Ref</b>	<b>Plan commitment</b>	<b>Supporting activity</b>	<b>Progress update</b>	<b>Oversight</b>



				<b>mechanism</b>
4.1	Ensuring the Police Code of Ethics is embedded within the force's culture, and is adhered to	Regular communications on vision and values; website pages. Head of Professional Standards emails out regular ethical dilemmas, learning and outcomes from PSD	The first PSD performance briefing under the new terms of reference took place on 14/12/17. The meeting included a summary of performance measures. Questions were asked in regards to appeals, timeliness of recording, local resolution processes / governance and gross misconduct arrangements. PSD performance also scrutinised through the Oct- Dec quarterly report. PSD remain below the national standard for recording of complaints (86% within 10 days). PSD has been included within the revised HTA framework for July 2018. Policy officer attended a meeting of the internal Alliance Ethics committee. The committee is still in its early stages, drafting ToR, comms strategy etc. It is anticipated that the first ethical dilemma to be issued by the group will go to the workforce in Feb 17. One member of the TIE committee has been invited to attend each meeting to ensure the groups are linked in.	>Monthly Holding to account meeting; >TIE Committee; >Dip Sampling of Police Complaints; >Civil Claims monitoring >PSD Performance meetings
4.2	Delivering new online platforms for communicating and engaging with the public and partners, alongside traditional and existing methods.		<b>Refer to 3.5, 1.2 &amp; 2.1.2</b>	
4.3	Proactively publishing information to demonstrate the force is working ethically, and enable good governance	Ongoing. The force website is kept up to date with relevant information	The IPCAC board has been replaced with the OCC Workstream Board, which is no longer an appropriate mechanism for oversight of this performance area. Work continues with the force regarding digital channel shift and change communications. Guidance and feedback has been offered regarding proposed changes to sections of the website designed to help	Improve Public Contact & Comms Programme Board

			communities and signpost to appropriate support when they have been victims of specific crimes, most commonly reported into the OCC.	
4.4	Engaging with the public and acting on their concerns locally Making sure people get an individual response based on their specific needs, and they understand the service they can expect to receive Work with local people and partners to give visible reassurance on frontline neighbourhood policing. <b>Cross reference 3.5</b>	Development of a Contact Management Strategy which sets out the service standards the public can expect to receive when having contact with the alliance	No significant updates regarding contact management strategy. Feedback has been provided on the force's draft confidence strategy.  <b>Refer to 3.5</b>	
4.5	Ensuring the force is visible and accessible both in communities and online.		<b>Refer to 3.5, 1.2 &amp; 2.1.2</b>	
4.6	Making sure all communities, individuals and staff are treated equally, fairly and respectfully by the force	The equality and diversity work programme seeks to develop and deliver the force equality objectives. There are 3 objective areas: operational; organisational and people and culture. The force has active Independent Advisory Groups (IAGs) in place; geographic and thematic who offer impartial advice to the force	ASI has reviewed and refined the strategic intentions within the overarching alliance diversity strategy. This document sets out the alliance objectives both internally and externally and outlines the way in which the alliance provides governance in regards to equality and diversity. This provides some clarity on the way in which the various groups within the alliance (e.g. exec board, SIB, SDG, SIAG) interact with each other. Each of these groups have their own action plans. Key metrics from across a range of depts. and	>Strategic Diversity Group >Strategic IAG

			boards will be consolidated into a high level action plan which will be managed by the strategic equality and diversity officer and will feed into SIB.	
4.7	Ensuring West Mercia Police complies with the Best Use of Stop and Search Scheme	<p>West Mercia Police was suspended from the national Best Use of Stop and Search Scheme (BUSS) in February 2016 for noncompliance. A small team was established to address the causes of noncompliance and to bring about change within the alliance to ensure future compliance. In addition Northamptonshire Police undertook a peer review.</p> <p>The following changes were identified in order to become compliant: recording and publishing outcomes, introducing Ride Along scheme and strengthening the involvement of communities with community triggers.</p> <p>HMIC undertook a re-inspection in August 2016</p>	Work is ongoing to develop a scrutiny method for the use of body worn video evidence in relation to stop and search; initially the IAGs will be utilised and ways of engaging young people in the process are being explored. A dip sampling is planned of stop and searches where drugs is stated as the grounds for the search to ensure the powers are being used proportionately. The ride along scheme has had a positive take up but there are not enough young people taking part. To tackle this issue, colleges have been approached in the Worcestershire area to pilot a ride along scheme specifically targeting young people to take part in.	<p>&gt;Stop and Search Strategic Group.</p> <p>&gt;Strategic Diversity Group</p>
4.8	Working with partners to improve prevention and understanding of cybercrime, ensuring the strategy is fully implemented and emerging threats are tackled	<p>Cybercrime is a strategic priority for the force and is identified as a national risk in the Home Secretary's Strategic Policing Requirement (SPR). A revised Cyber Crime Strategy for the alliance sets out the approach to cyber. This is supported by a draft delivery plan. Work in ongoing to create a tactical partnership delivery group to support the strategy and to build and strengthen partnership opportunities.</p> <p>A programme of mandatory online cyber training packages has been developed to raise awareness and understanding amongst officers and staff. Work is ongoing to develop training for Victim Support Staff which is scheduled to be implemented in Spring 2017.</p> <p>The Business, Rural and Cyber Crime (BRC) coordinators provide support to the cyber strategy through awareness raising and cyber-crime</p>	The cyber units capacity and capability unit is being developed and people are being slotted into posts. The Strategic Cyber Board met in October and the PCCs concerns regarding the lack of progress of a West Mercia tactical partnership group was raised. Moving forward the Deputy PCC has agreed to be the Chair of the group and the OPCC will progress this with support from the force. The next partnership group is taking place in January and a range of interested parties, including, banking, business representatives, trading standards and academia have been invited to attend.	<p>&gt;Briefings</p> <p>&gt;Cybercrime strategic governance group</p>

		prevention advice to communities, businesses etc. There is a rolling corporate communications plan, #BeCyberSmart, which supports and promotes structured communication campaigns across the alliance.		
4.9	Making sure voices and priorities are heard and acted on from within our rural communities, via the Rural Matters plan to ensure their specific needs are addressed	The alliance tactical plan (Rural Matters) sets out 7 key strands of activity in support of the force approach to rural matters. The local policing superintendent for Herefordshire holds the alliance portfolio for rural and business and oversees delivery against the tactical plan. There a number of Rural, Business and Cyber (BRC) Coordinator and other support posts across West Mercia, supported by PCC funding, to provide local delivery in support of the tactical plan.	All five rural and business officer posts have been successfully filled and there is now one located in each policing area, line managed by the Sergeants in the harm hubs. Each officer has been tasked with leading on specific elements of the rural and tactical plans as well as addressing local needs. The PCC's office has developed an activity monitoring form for the officers to complete and submit on quarterly basis. A launch of the roles by the PCC is planned in October / November.	>Briefings >Quarterly tactical meetings >Update reports on PCC funded initiatives
4.10	Working with businesses and partners through the Business Matters plan to ensure business crime is addressed effectively	The alliance tactical plan (Business Matters) sets out 7 key strands of activity in support of the force approach to business matters. The local policing superintendent for Herefordshire holds the alliance portfolio for rural and business and oversees delivery against the tactical plan. There a number of Rural, Business and Cyber (BRC) Coordinator and other support posts across West Mercia, supported by PCC funding, to provide local delivery in support of the tactical plan. The BRC teams have continued with locally tailored support across all 7 strands of the initiative.	As above. All five rural and business officer posts have been successfully filled and there is now one located in each policing area, line managed by the Sergeants in the harm hubs. Each officer has been tasked with leading on specific elements of the rural and tactical plans as well as addressing local needs. The PCC's office has developed an activity monitoring form for the officers to complete and submit on quarterly basis. A launch of the roles by the PCC is planned in October / November.	

<b>Police and Crime Commissioner's Commitments:</b>				
<b>Ref</b>	<b>Plan commitment</b>	<b>Supporting activity</b>	<b>Progress update</b>	<b>Oversight mechanism</b>
D.1	Make sure police follow custody rules	(1)Recruitment and continuous training of the volunteer workforce. (2)Attendance at ICV local	Plans for a joint alliance training day at West Mercia Police HQ on Feb 3rd 2018 ongoing, with new MHA	Attendance at the strategic

	and treat detainees safely and fairly, via an Independent Custody Visitor Scheme	<p>panel meetings.</p> <p>(3) Development and implementation of the electronic custody recording database across the alliance.</p> <p>(4) Providing data to &amp; working closely with the Independent Custody Visitors Association (ICVA).</p> <p>(5) Attendance at national events concerning custody visiting (6) Publish an annual report (7) MOU for each ICV</p>	legislation updates, Athena impact on custody, new healthcare provider updates on agenda	custody users forum (SCUF) and the Custody Users Group (CIG) by Warwickshire OPCC
D.2	Develop and publish a Communications and Engagement strategy, setting out how I will actively engage with communities and monitor performance	Develop, publish and implement a new Communications and Engagement Strategy, supported by a strategy delivery plan. Refer to the Communication and Engagement Delivery Plan for all related activity	Analytics carried out demonstrating significant uplift in website traffic as well as newsletter subscriptions. Website traffic increased to 15,000 unique users this year, and newsletter subscriptions up by 56% in 12 months. Recent social media content has been very effective - the Behind the Badge video case study in particular attracted over 10,000 views and reached around 30,000 people. Media logging also shows around 500 separate items of media coverage in the last 12 months.	Monitoring of Strategy delivery plan on a quarterly basis
D.3	Launch a new Commissioner's Ambassador scheme to deliver more engagements, relationships and local links across our communities	<p>(D3.1) Commissioner's Ambassador Scheme: (1) Design and establish a new Ambassador programme. (2) Recruit ambassadors (3) Identification of engagement appropriate for CA engagement (4) Identification of priority demographic and geographic communities (5) CAs to provide written feedback on all engagements (6) Provision of central support and materials etc to ensure CAs represent the ambassador appropriately.</p> <p>(D3.2) Ambassador Grant Scheme: (1) £40k allocated for CA identified projects (2) Development of grant scheme and associated processes (3) Ongoing monitoring of grant scheme</p>	<p>Visits to various groups have become quieter, as we've come into the end of the year, but these will be picking back up again with meetings already being arranged. Now all of the commissioning groups visits have been carried out by the commissioning team, the CAs can finish arranging the rest of theirs - they have been mindful to leave a gap between visits to avoid them becoming too excessive.</p> <p>The Ambassadors still have money available in their pot. A few groups have asked for their respective CA to visit them with a view to receiving funding. Some forms have been submitted, but the CAs will be reminded in the coming weeks that they still have money to spend.</p>	Monitoring of CA programme

D.4	Ensure that the police and partner organisations are active and effective in tackling the issues that are important to our communities	(D4.1) PCC Confidence and satisfaction survey: (1) Explore shared opportunities with other PCC offices (2) Design a contact specification (3) Procurement exercise to identify suitable service provider (4) Subject to securing a provider, introduce a confidence and satisfaction survey across West Mercia	The tender has now gone out regarding public confidence following development with procurement. Expressions of interest are due back by mid January..	Delivery plan monitoring
		(D4.2) Environmental Scanning via: (1) Daily media monitoring (2) Social media monitoring (2) Monitoring of Ambassador feedback (3) Monitoring of correspondence log (4) Formal consolation responses	A new model is being trialled for media logging using existing survey software subscriptions. This should make the process much faster and easier, removing it from spreadsheets and making it quick and easy to produce analytics and statistical reports. This will be in use from January. An Engagement Officer will pick up additional areas of environmental scanning from January in order to identify wider issues and opportunities, following the departure of the Staff Officer. Other changes as a result of this within the office include re-distribution of portfolios so that all main contact strands sit with one Engagement Officer - Community Ambassadors, social media and correspondence. A new system is being researched for managing contact as well, in order to reinforce and improve the service offered in an area of growing demand, ensuring it can be managed in a more efficient way.	Delivery plan monitoring
		(D4.3) Responding to key / strategic public and other consultations, seeking to influence outcomes that support the Safer West Mercia Plan	The PCC continues to respond to key and strategic public consultations.	Consultation plan
D.5	Involve, engage and empower communities in the delivery of my plan through more opportunities for active citizenship and	(D5.1) Regular, consistent and targeted communications messages highlighting the difference communities can make and the opportunities available (Cross reference D2).	Behind the Badge phase two has launched with some very notable success, regarding reach on social media. Two posts in particular have reached over 20,000 people in total. Other materials produced include videos on volunteering tied in with a national day of recognition. These have all included case studies, which have been particularly effective in	Delivering plan monitoring

	volunteering		communicating messages. The 'does it add up' campaign with the economic crime unit also continues, with a range of materials produced for target audiences including students and taxi drivers. Work has also continued with Neighbourhood Watch, via the commissioning team.	
		(D5.2) Support West Mercia's Police Cadets, Citizens' Academies and police Support Volunteer Scheme: (1) Attend, monitor and influence the alliance Citizens in Policing meetings (2) Funding for Police cadets scheme	Proposal produced for more long term campaign around Active Citizenship, tying in with all of the themes covered within Citizens in Policing Meeting and wider engagement themes.	Citizens in Policing Steering Group
D.6	Be open and transparent in all the decisions and appointments I make and in the way I hold the Chief Constable to account	((D6.1) (1) Monitoring of website for compliance and timeliness. (2) Monitor compliance with statutory publication regulations. (3) Publish relevant paperwork from meetings (3) Publish an online decisions log. (4) All appointments are advertised on the PCC's website, via relevant recruitments sites and internally. (5) Ensure all correspondence is logged and responded to in a timely fashion (6	the website continues to be monitored on a monthly basis - always checking that all statutory publications are uploaded and available to the public. The budget consultation is the latest large document to be uploaded	Website management plan
		(D6.2) (1) Complete annual review of the Corporate Governance Framework (2) Complete annual review of the Treasury Management Framework	(1) and (2) Completed August 2017	JAC
D.7	Work with the police to publish information arising from recommendations in HMIC or other strategic reports	The Force and PCC's office have developed an agreed process for managing and responding to HMIC inspections from the initial notification of an inspection through to the publication of the resulting inspection report and ongoing scrutiny of any subsequent improvement plan. Media and communications teams from both the force and PCC's office are responsible for publishing media statements and managing any media interest following the publication of a HMIC or other statutory report.	The HMICFRS Efficiency and legitimacy reports have been issued, along with a public comment from the PCC in response. A pro-active statement was also issued regarding a further HMICFRS' release, which was extremely misleading with regard to numbers of officers. This was clarified with media outlets and the PCC conducted on-air interviews as well.	
D8	Work with local people and partners		Refer to D2 and D5	

	to give visible reassurance on frontline neighbourhood policing (Joint PCC / CC commitment) <b>Refer to D2 and D5</b>			
D9	Work with the force to explore, develop and implement new complaints processes in response to Policing and Crime Act 2017 changes.	The PCCs office has started collating information from other PCCs who have already established a triage service for complaints. This information will be used to support conversations with the force/Warwickshire OPCC and to potentially develop a business case for a similar model in West Mercia/Alliance.	Police Complaints Reform Outline Business Case approved at October AGG on behalf of both PCCs and Head of PSD. The head of PSD is in the process of producing a full business case (Oct 17). Discussions with Staffs about changes to the appeals processes and the possibility of a regional solution. Staffs are organising a meeting in the New Year to discuss options.	



### GLOSSARY: OVERSIGHT MECHANISMS – SUMMARY OF MEETINGS

**Key:** ‘\*\*’ - Notes of meeting are published, ‘#’ – public meeting

<b>NAME</b>	<b>PURPOSE (Safer West Mercia Plan - Cross cutting / other)</b>	<b>MEETS</b>
Alliance Governance Group*	To provide a strategic governance and decision making body for the alliance between West Mercia Police and Warwickshire Police. Chaired by the PCCs.	Bi-monthly
Independent Joint Audit Committee*#	A combined committee across both West Mercia and Warwickshire police force areas, which considers internal and external audit reports of both of the Police and Crime Commissioners and the Chief Constables (CC)	Quarterly
Monthly Holding to Account*	Meeting to hold the Chief Constable to account on performance and strategic initiatives.	Monthly
Service Improvement Board	To provide accountability and assurance that the Alliance is delivering against required improvements and identifying themes for organisational learning	Quarterly
Alliance Performance Management Group	Brings together senior officers and heads of service from across the alliance to discuss and review the performance framework, areas of concern and organisational learning.	Quarterly
Regional Governance Board	Meeting of 4 PCCs and CCs within the West Midlands region to provide oversight of regional collaboration including the Counter Terrorism Unit, the Regional Organised Crime Unit and the Central Motorway Patrol Group.	Quarterly
Weekly PCC / Chief Constable	Informal meeting held to discuss any critical or topical issues.	Weekly
Local Policing area visits	Programme of visits for the PCC / DPCC to meet with local command teams, officers and staff.	Adhoc
<b>NAME</b>	<b>PURPOSE – (Safer West Mercia Plan – Putting victims and survivors first)</b>	<b>MEETS</b>
Restorative Justice Alliance Programme Board	Oversees the strategic delivery of restorative justice across the alliance. Agree and implement policy, service level agreements and information sharing.	Bi-Monthly
Victim Contract Management Board	Oversight contract performance and operational assurance.	Quarterly
Victims Board*	PCC meeting to improve outcomes and services for victims	
<b>NAME</b>	<b>PURPOSE – (Safer West Mercia Plan – Building a more secure West Mercia)</b>	<b>MEETS</b>
Local Criminal Justice Board*	Brings together West Mercia’s criminal justice partners to improve the efficiency and effectiveness of the criminal justice system	Quarterly
Strategic Vulnerability Board	A newly formed Board whose remit is to set the strategic direction within the alliance in relation to vulnerability	Quarterly
Mental Health Concordat Strategic Group	The MHCSG is the strategic group pulls partners together ensuring that local action plans are developed and implemented.	Under review
Serious and Organised Crime (Joint Partnership Panel Pilot)	South Worcestershire only – Provides strategic overview of the initiative set up to bring partners together to tackle organised crime groups.	Adhoc

Integrated Offender Management Programme Board	Provide strategic oversight of and direction for the 5 IOM teams. Agree and implement policy, service level agreements and information sharing protocols. Address and resolve partnership issues. Provide strategic oversight of funds allocated to IOM.	Bi-Monthly
WM YJS Management Board	To provide governance of the youth justice service in West Mercia	Bi monthly
Safer Roads Partnership Board	PCC, Police and Partner meeting to provide governance of the West Mercia Safer Roads Partnership	Bi annual
Sexual Violence Co-ordinating Group	Ensure delivery of improved outcomes for victims of rape and serious sexual violence.	Quarterly
Crime Reduction Board*	To improve partnership working designed to reduce crime and reoffending	Quarterly
<b>NAME</b>	<b>PURPOSE – (Safer West Mercia Plan – Reforming west Mercia)</b>	<b>MEETS</b>
Transformation Board	Provide the governance for decisions made on all change and transformation against organisational objectives.	Bi-monthly
Strategic Athena Management Board	National meeting of all forces signed up to the Athena programme to provide oversight and assurance of the national programme.	Quarterly
Athena Programme Board	To lead, direct and coordinate the work that is required to focus on the delivery of the business changes that are necessary for the successful implementation of the Athena system.	Minimum bi monthly
Property Board	To ensure a fit for purpose estate is provided in the right location at optimal cost to support service delivery and thereby protect people from harm.	Quarterly
Strategic Health and Safety Group	Provides oversight to health and safety matters across the alliance	Quarterly
Place Partnership Board	Provides guidance and development of the Company so as to deliver the strategic ambitions of the partner organisations, as set out in the Shareholder agreement.	
<b>NAME</b>	<b>PURPOSES – (Safer West Mercia Plan – Reassuring West Mercia’s communities)</b>	<b>MEETS</b>
Improving Public Contact and Communications Board	Primary function is oversight of the OCC programme but is developing to cover all aspects of contact management and public	Quarterly
Citizens in Policing Steering Group	Oversight of recruitment of special, volunteering and citizens academies	Quarterly
Strategic Diversity Group	Police and partner meeting providing strategic oversight of all equality and diversity activity within the alliance including recruitment, hate crime, stop and search and new initiatives	Quarterly
Trust, Integrity and Ethics Committee*#	The TIE Committee exists to enhance trust and confidence in the ethical governance and actions of West Mercia Police and Warwickshire Police.	Quarterly
Strategic Custody Users Forum	Brings together police, ICVs, and service providers to provide oversight into all aspects of custody	Quarterly

PSD Performance Group	Provides an oversight of Professional Standards Performance	Quarterly
Strategic Stop and Search Group	Brings together police, police federation/Unison PCCs and IAGs for oversight of stop and search activity across the alliance. Reports to the Strategic Diversity Group	Quarterly
Independent Custody visitors Co-ordinating group/ panel meetings	Local meetings for the ICV volunteers on each panel to meet with the local inspector responsible for custody to raise concerns, and review ongoing work of the panel	3 per annum
Cyber Crime Strategic Panel	Police and partner meeting to provide oversight of the alliance approach to cyber including the tactical working groups.	Quarterly

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## **WEST MERCIA POLICE AND CRIME PANEL 6 FEBRUARY 2018**

### **HER MAJESTY'S INSPECTORATE OF CONSTABULARY AND FIRE & RESCUE SERVICES (HMICFRS) INSPECTION REPORT - A PROGRESS REPORT ON THE POLICE RESPONSE TO DOMESTIC ABUSE**

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#### **Recommendation**

1. Members of the Panel are invited to note this report.

#### **Background**

2. In November 2017 Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) published a national progress report on the police response to domestic abuse. The report is a follow up to two previous reports on domestic abuse the first of which was published in 2014 and the second, an initial progress report, was published in 2015.
3. In 2014 individual force reports were published alongside the national one, however, since that time inspectorate oversight of domestic abuse has been subsumed into the PEEL inspection programme.
4. The Police and Crime Commissioner (PCC) is not required to respond directly to the Home Secretary on the findings from HMICFRS' thematic reports, only on force specific inspection reports. The PCC did however issue a media release in response to the report following its release.

#### **Post publication activity**

#### **Force**

5. The latest report contains three recommendations. Two are at a national level for consideration by the National Oversight Group and the Office for National Statistics. The third recommendation is applicable to all forces and is for each to ensure that their domestic abuse action plan is updated in line with the improvement areas highlighted in the latest HMICFRS report.
6. The force-specific recommendation (and the 2 national ones) have been added to the latest PEEL Effectiveness action plan. The action plan is overseen by the PEEL Effectiveness core group, chaired by an ACC. Officers or staff responsible for actions on the action plans are required to report into this group. A representative of the PCC sits on this group to provide oversight and scrutiny on behalf of the PCC.
7. The domestic abuse recommendation is 'owned' by the Superintendent lead for protecting vulnerable people, who is responsible for progressing activity in support of

the recommendation. The Superintendent will be using the finding from a detailed domestic abuse threat assessment prepared by the force Intelligence analysts. This will lead to a range of improvement activity that will be captured within the overarching Action Plan and be clearly visible as DA improvement activity.

8. The domestic abuse threat assessment and findings from the HMICFRS report are being discussed as an area of focus at January's Performance Management Group. This meeting provides a learning forum for senior leaders to discuss performance management and organisational issues across the alliance. The threat assessment has also been shared with partner agencies through the Police and Crime Commissioner-led Crime Reduction Board, and partners are also considering how to use the analysis.

## **PCC**

9. As mentioned in paragraph 5 above, the PCC has ongoing oversight and scrutiny of progress against this and all the PEEL recommendations through attendance at the core groups.

10. The Commissioning of domestic abuse services by the PCC remains a priority. In commissioning such services the PCC's objectives are:

- Young People learn about and enjoy a lifetime of healthy relationships
- Support victims in their journey through the Criminal Justice system
- Victims are supported to cope and recover, moving on to live independently
- Communities have a greater awareness of what an abusive relation is and how to report it, deal with it

11. In support of these objectives, the following services are currently commissioned.

- £234,500 for Independent Domestic Violence Advisor (IDVA) provision across West Mercia, plus an additional £102,000 towards Community Safety Partnership (CSP) contributions
- £35,234 for a West Mercia Women's Aid Children & Young Persons Worker to deliver Healthy Relationships guidance and support to young people affected by domestic abuse.
- Through all CSPs, funding is given for domestic abuse Sanctuary provision (secure locks, alarms etc)
- South Worcestershire CSP – the PCC is funding a detached youth team who cover many subjects including Healthy Relationships
- North Worcestershire CSP – the Respect Schools programme is delivering Health Relationships awareness training in schools
- £25,000 grant for the Dawn project to provide support for domestic abuse victims in South Worcestershire. From 2018/19 this funding is to be directed through the CSP.
- The Drive perpetrator programme which will be commissioned in 2017/18 and commence in 2018/19

12. All commissioned services and grant recipients are subject to ongoing outcome focussed monitoring and scrutiny by the PCC's commissioning team and must be able to demonstrate value for money and progress against measurable outcomes

## **Supporting Information**

Appendix 1 –‘A progress report on the police response to domestic abuse’  
(HMICFRS November 2017)

## **Contact Points**

### **County Council Contact Points**

Worcestershire County Council 01905 763763  
Worcestershire Hub: 01905 765765

### **Specific Contact Points for this report**

Andy Champness, Police and Crime Commissioner Chief Executive

## **Background Papers**

In the opinion of the proper officer (in this case the Head of Legal & Democratic Services) the following are the background papers relating to the subject matter of this report:

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# A progress report on the police response to domestic abuse

November 2017

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ISBN: 978-1-78655-586-1

[www.justiceinspectrates.gov.uk/hmicfrs](http://www.justiceinspectrates.gov.uk/hmicfrs)

# Contents

Contents.....	2
Foreword.....	3
Summary.....	5
Introduction .....	15
Chapter 1 – Identifying victims of domestic abuse .....	18
Chapter 2 – Responding to victims of domestic abuse .....	25
Chapter 3 – Investigating domestic abuse and bringing offenders to justice ..	50
Chapter 4 – Working in partnership to protect people from harm .....	64
Conclusion.....	72
Definitions and interpretation .....	73
Annex A – Recommendations from <i>Increasingly everyone’s business: A progress report on the police response to domestic abuse</i> .....	81
Annex B – HMICFRS’ Domestic Abuse Reference Group .....	86
Annex C – Progress against recommendations from <i>Increasingly everyone’s business: A progress report on the police response to domestic abuse</i> .....	87
Annex D – About the data.....	94

## Foreword

“I had a really good officer. I went in to report a threat to kill and he was very understanding. We did the DASH form and at this point I reported the rape and I wasn’t going to report that. I couldn’t have asked for a more kind or gentle officer. I felt really comfortable and it all spilled out.”

This report is the third in a series of thematic reports which consider the response the police service provides to victims of domestic abuse. We published our first report in this series<sup>1</sup> in March 2014, since when there have been considerable improvements in the service provided to victims of domestic abuse. Victims are now better supported and better protected.

In 2014, we found significant weaknesses in the police response to victims of domestic abuse. We called on forces to take urgent action to improve both their ways of working and to make their services more effective. In 2015, as part of our second inspection in this series,<sup>2</sup> we were pleased to find that the police service had come to see tackling domestic abuse as a priority – with domestic abuse increasingly becoming everyone’s business. But we concluded that there was still much more to be done.

This third report draws on our 2016 PEEL effectiveness inspection findings, and highlights continued improvement. Although many forces recognise that they still have further to go to provide the best possible service to victims of domestic abuse, HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)<sup>3</sup> is pleased with the progress being made.

In some forces there is still room for improvement in some areas including the consistent identification of risk, the application of positive action, the appropriate use of arrest and arrangements for building the case for the victim.

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<sup>1</sup> *Everyone’s business: Improving the police response to domestic abuse*, HMIC, 2014. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/improving-the-police-response-to-domestic-abuse/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/improving-the-police-response-to-domestic-abuse/)

<sup>2</sup> *Increasingly everyone’s business: A progress report on the police response to domestic abuse*, HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/improving-the-police-response-to-domestic-abuse/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/improving-the-police-response-to-domestic-abuse/)

<sup>3</sup> This inspection was carried out before 19 July 2017, when HMIC also took on responsibility for fire & rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this report may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC. Citations of documents which HMIC published before 19 July 2017 will still cite HMIC as the publisher.

It is important to acknowledge the pressure that the significant increase in demand is placing on forces. Over the period of these three inspections, domestic abuse has continued to cause great damage to people's lives. Since the publication of HMICFRS' first thematic report on domestic abuse *Everyone's business* in March 2014, recorded crimes of domestic abuse have increased by 61 percent (12 months to 31 August 2013 compared to 12 months to 30 June 2016). Given this increase in demand and the continued problems which will be faced by the police and the organisations with which they work (such as children's social services, health, education and probation) in the coming years, it is critical that the police remain focused on improving the service they provide to some of the most vulnerable victims in our society.

I would, once again, like to thank the police leaders, officers and staff for the excellent work they have continued to do, often under very difficult circumstances, to better protect and support victims of domestic abuse. This report sets out three recommendations that build on those we made in *Increasingly everyone's business*.

Forces have worked hard to address the areas for improvement identified in our 2016 PEEL effectiveness inspection. As a result, the picture in some forces will already look very different. I look forward to seeing even more improvements in the police response to victims of domestic abuse when we publish the findings from our 2017 PEEL effectiveness inspection in March 2018.

A handwritten signature in cursive script that reads "Zoë Billingham". The signature is written in black ink on a white background.

**HMI Zoë Billingham**

**HM Inspector of Constabulary**

## Summary

In England and Wales, there is an unrelenting and increasing demand for the police to respond to incidents of domestic abuse. The total number of reported domestic abuse crimes has increased from 353,063 in the 12 months to March 2015, to 434,095 in the 12 months to June 2016. This represents a 23 percent increase in a year. For the 12 months to 30 June 2016, domestic abuse-related crime made up just over 11 percent of all recorded crime and represented 33 percent of all recorded crimes that involved assault with injury.

This is at a time when the police service is under a range of pressures across several crime types. The Crime Survey for England and Wales<sup>4</sup> highlights that police-recorded sexual offences increased by 12 percent in the year ending September 2016 (although the proportion of adults who said that they had been a victim of such crimes in the crime survey itself remained relatively stable). Recorded sexual offences have doubled since 2013, and this is an extremely time-consuming and resource-intensive area of work for the police service. Managing the increase in demand, not just from domestic abuse and sexual offences, but across all areas, has presented significant problems to the police service.

Since the publication of *Everyone's business*, there have been considerable improvements in the overall police response to victims of domestic abuse. Police leaders prioritise tackling domestic abuse within the wider context of supporting vulnerable people and keeping them safe. However, there are still areas where improvements are required in some forces to ensure that victims of domestic abuse are better protected and supported, and to ensure that perpetrators are held accountable for the harm they are causing. Some police forces are still failing to assess the risk and respond appropriately at the first point of contact. Others are inconsistent in the way they use their powers to keep people safe. Some forces are still not doing enough to pursue positive outcomes, where perpetrators are charged with an offence and brought before a court.

During this inspection, we found seven out of 43 forces in England and Wales to have a 'cause of concern'<sup>5</sup> in relation to their response to domestic abuse. We also

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<sup>4</sup> *Crime in England and Wales: year ending Sept 2016*, Office for National Statistics, 19 January 2017, section 9. Available at: [www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingsept2016](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingsept2016)

<sup>5</sup> If HMICFRS' inspection identifies a serious or critical shortcoming in a force's practice, policy or performance, it will be reported as a cause of concern. A cause of concern will always be accompanied by one or more recommendations.

found a total of 33 forces out of 43 which had ‘areas for improvement’<sup>6</sup> in relation to domestic abuse.

During this inspection we found that throughout forces in England and Wales chief officer teams have a strong commitment to protecting those who are vulnerable. Staff numbers have increased in many of the safeguarding units, and people have been moved from other departments to provide more resilience in those teams with responsibility for domestic abuse. Forces are continuing to invest in public protection, with more officers allocated to undertake investigations into domestic abuse.

We have also seen that forces are continuing to work in partnership with other public services, such as children’s social services, health, education and probation. Police forces play an important role in these partnerships, and often ensure that they are set up and that they work effectively. Multi-agency safeguarding hubs (MASHs) are well established in the majority of force areas. The police, children’s social services and health agencies are well represented in MASHs, but there is still room for increased involvement from other agencies. For example, housing agencies are only involved in 24 percent of MASHs. In response to a recommendation in our last domestic abuse thematic report *Increasingly everyone’s business*, the Home Office is leading work to develop some principles for multi-agency working in this area. A publication date has yet to be confirmed.

The level of domestic abuse recorded by the police has increased by over 60 percent in less than three years. As HMICFRS highlighted in our previous domestic abuse thematic report *Increasingly everyone’s business*, the Office for National Statistics (ONS)<sup>7</sup> suggest this is due in part to police forces improving their recording of these incidents as crimes. As well as improvements in recording, ONS suggest another possible explanation for the rise is an increase in the reporting of domestic abuse. Forces have been actively encouraging victims to come forward to report crimes, and it may be that this is reflected in this increase.

Some forces are, in many cases, ensuring that staff are receiving training in relation to domestic abuse, particularly to improve frontline officers’ understanding of coercive control. As a result of significant investment in training, attitudes of frontline officers have started to improve, along with their understanding of the importance of dealing with victims in a supportive and sympathetic way. HMICFRS expects to see this good practice replicated across all forces.

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<sup>6</sup> If HMICFRS’ inspection identifies an aspect of a force’s practice, policy or performance that falls short of the expected standard, it will be reported as one or more area(s) for improvement.

<sup>7</sup> *Part of Statistical Bulletin: Crime in England and Wales, year ending June 2015, Office for National Statistics, 2015.* Available from: [www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/2015-10-15](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/2015-10-15)

HMICFRS understands that continuing to improve the response to victims of domestic abuse will require a change in the culture of many forces, and this will take time. Although many officers have positive, caring and empathetic attitudes towards victims, some still have a negative approach to those who are most vulnerable.

Despite the investment in training, some officers still do not understand the dynamics of domestic abuse and coercive control,<sup>8</sup> and underestimate how manipulative perpetrators can be. We commend forces for starting to tackle these problems, but understand that there is no quick solution.

HMICFRS acknowledges the commitment and energy that the police service has put into improving the response to victims of domestic abuse. However, this inspection identified a number of areas where further improvement is required to ensure that victims of domestic abuse are better protected and supported, and ultimately made safer. The following section summarises these findings, but readers should refer to chapters 1 to 4 for our full findings.

The first area is the way in which some forces are responding to the increased demand from domestic abuse. As we reported in our PEEL effectiveness inspections,<sup>9</sup> although the practice is not widespread some forces have been potentially suppressing demand. Examples include downgrading the severity of calls from domestic abuse victims to justify a slower emergency response, downgrading the assessment of the risk faced by some victims so that they do not get referred to multi-agency risk assessment conferences (MARACs), and inappropriately conducting initial risk-assessments over the telephone. These practices, found in a small number of forces, might be putting those who are already vulnerable at further risk.

For a number of years, HMICFRS has been inspecting forces' responses to tackling domestic abuse. In 2014, we found that the initial stages of answering the telephone and sending a police officer to a victim were positive aspects of the victims' relationship with the police, and an area that HMICFRS recognised as generally working well. HMICFRS is concerned that some forces may be suppressing demand because they have insufficient officers available to respond to calls resulting in unnecessary delays and risk.

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<sup>8</sup> Coercive control is term and concept developed by Evan Stark which seeks to explain the range of tactics used by perpetrators and the impact of those on victims. It highlights the continuing nature of the behaviour and the extent to which the actions of the perpetrator control the victim through isolation, intimidation, degradation and micro-regulation of everyday life. Crucially it sets out that such abuse can be psychological as well as physical. Coercive control is explicitly covered by the definition of domestic abuse.

<sup>9</sup> *PEEL: Police effectiveness 2016 – A national overview*, HMIC, 2016. Available at: [www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/peel-police-effectiveness-2016.pdf](http://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/peel-police-effectiveness-2016.pdf)

The second area of concern is the wide variation in how forces use their powers to keep victims safe and to pursue positive outcomes for victims and communities. We found:

- considerable variation between forces in the proportion of recorded crime flagged as relating to domestic abuse;
- an overall reduction in the proportion of domestic abuse crimes leading to arrest, and varying rates of arrest between forces;
- forces using powers such as Domestic Violence Protection Orders (DVPOs),<sup>10</sup> and the Domestic Violence Disclosure Scheme (also known as Clare's Law)<sup>11</sup> to different extents. In some cases their use has decreased;
- variation in the extent to which criminal investigations are closed without offenders being charged and brought to justice. In one force nearly two-thirds of investigations into domestic abuse crimes did not proceed because of 'evidential difficulties – victim does not support police action' (although that force took quick and effective steps to work towards addressing this concern); and
- nationally, the number of cases that are referred to the Crown Prosecution Service to be charged and then prosecuted is falling, at different rates in different forces, (although seven forces have seen an increase in their rate of referrals per 100 domestic abuse crimes).

The police service generally has a poor understanding of why these variations exist. Some forces still do not collect reliable data relating to domestic abuse. Forces that do not have clear and reliable data struggle to understand the level of crime related to domestic abuse, their response to it, and how effective that response is.

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<sup>10</sup> DVPOs are a power that enables the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident. Where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, a DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days. This gives the victim an opportunity to consider their options and get the support and guidance which he or she needs from a dedicated domestic abuse service.

<sup>11</sup> Clare's Law – the Domestic Violence Disclosure Scheme – is designed to provide victims with information that may protect them from an abusive situation before it ends in tragedy. The scheme allows the police to disclose information about a partner's previous history of domestic violence or violent acts. The Domestic Violence Disclosure Scheme is named after Clare Wood who was brutally murdered in 2009 by her former partner George Appleton, who had a record of violence against women.



Poor-quality data on domestic abuse has been a continuing cause for concern for HMICFRS, and in our previous domestic abuse thematic report *Increasingly everyone's business* we proposed the development of a data set relating to domestic abuse to enable a more thorough analysis of how domestic abuse is addressed within a force area. In response to this recommendation, the Office for National Statistics (ONS) worked with a range of other government departments and agencies on a new domestic abuse publication, Domestic abuse in England and Wales: year ending March 2016.<sup>12</sup> The statistical bulletin and interactive data tool published in December 2016 was the first phase of this work, and included data held by ONS, the Home Office and the Crown Prosecution Service. Feedback was gathered from main interested parties on the first phase, and the scope of the second phase has been expanded to include new sources of data from the Ministry of Justice, SafeLives and Women's Aid. The second edition of the release will be published on 23 November 2017.

HMICFRS continues to have concerns about the falling levels of arrest in domestic abuse cases and the variation in the arrest rates from force to force. Many of the practices we identified, such as not arresting the perpetrators of domestic abuse and not charging them are contrary to force policies. For example, most forces have a positive action policy, which means that in general the force would support the arrest of a suspect, and any officer deciding not to arrest a suspect would need to justify that decision to a supervisor. This suggests that the actions of some frontline officers are not being adequately managed, monitored and supervised, with some not following the policies and practices set for them by police leaders.

Where officers are not arresting and attempting to charge perpetrators, domestic abuse victims are not being properly protected, and criminals are not being brought to justice. There are a number of reasons why officers may choose not to take positive action when dealing with a domestic abuse incident. In some cases it is done in order to manage demand, for example not arresting a perpetrator but asking them to attend a voluntary interview. The use of voluntary interviews will be explored in more detail as part of PEEL effectiveness 2017. In other cases the victim may not want the officer to arrest a perpetrator, or bring criminal charges (often because the victim is being controlled by the perpetrator), even though this might be the best way of keeping the victim or the community safe.

It is vital that police leaders take steps to understand the actions and activities of their frontline officers in these cases. Better data and more consistent supervision of officers will allow leaders to ensure that their stated intentions, policies and investment in training for staff are translating into a robust response to crimes and a high-quality service for all victims of domestic abuse.

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<sup>12</sup> *Domestic abuse in England and Wales: year ending March 2016*, ONS, 2016. Available from: [www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenglandandwales/yearendingmarch2016](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/domesticabuseinenglandandwales/yearendingmarch2016)

In particular, improvement is required in all the following areas:

### Areas for improvement

- **Risk assessment** – Although HMICFRS found that in general risk assessment is improving, forces still use a range of different and inconsistent practices when assessing risk, which potentially means that victims might receive different levels of service across England and Wales. HMICFRS has also raised concerns about the practice of conducting the initial risk assessment over the telephone. HMICFRS has been clear that forces should continue to use the Domestic Abuse, Stalking, Harassment and Honour-Based Violence risk identification, assessment and management model (DASH) until the College of Policing has completed its pilot on a national risk-assessment model for frontline officers.
- **Positive action and the role of arrest** – Despite very clear guidance in Authorised Professional Practice, there appears to be confusion about what positive action involves. Police officers have a duty to take positive action when dealing with domestic abuse incidents. Often this means making an arrest, provided that the grounds exist, and it is a necessary and proportionate response. The use of arrest is falling at an alarming rate, which can be explained in part by the misguided belief of some officers that their actions in not arresting the perpetrator are ‘victim-focused’. Officers need clear supervision and direction to ensure that all opportunities for an early arrest are taken. This is particularly true in relation to perpetrators of domestic abuse. It is crucial that such an approach is part of an effective process to protect victims and ensure their continuing safety.
- **Build the case for the victim** – HMICFRS accepts that domestic abuse victims are often reluctant to support a prosecution, given the financial, housing and family connections they might have with the perpetrator, or the level of control which they may be under. Despite this, there are opportunities for investigators to build a sound case against the perpetrator whether the victim supports a prosecution or not. It is important that police officers are clear about what constitutes an acceptable level of investigation in all cases of domestic abuse. Given the high and increasing number of cases that are closed due to ‘evidential difficulties – victim does not support police action’, it is vital that clear standards and expectations are set for building the best possible case for the victim (including working with specialist domestic abuse services), which increase the likelihood of a victim working with the criminal justice process and giving evidence at a trial.

- **A shared view with the Crown Prosecution Service (CPS) on referrals and prosecutions** – There is wide variation in the number of cases which police forces refer to the CPS. Referrals are declining and charge rates are falling year on year. Police forces and the CPS have been examining this matter in an attempt to understand the variation and reduction in the rate of referrals. During the period of this report, the CPS has also invested in training to ensure that its staff are building the case for the victim, even when the victim does not want to make a complaint. However, this cannot be done if the case is not presented to the CPS. To reverse the current trend, forces need to work closely with the CPS to understand when cases should be referred.
- **The elements of a thorough police response** – The overall response to domestic abuse has improved over the last three years, but the service provided for domestic abuse victims is not consistent across all 43 forces. Early and accurate identification of risk, followed by timely deployment, frontline officers who understand the dynamics of domestic abuse, early arrest and effective evidence-gathering at the scene are highly likely to provide the best chance of securing a conviction. Where a charge is not appropriate, forces need to consider the use of powers such as DVPNs/DVPOs and referrals to appropriate specialist domestic abuse organisations to protect and safeguard the victim. The investigation of the perpetrator, and continuing support for the victim (e.g. consistent and timely information and communication about the progress of the case) are equally critical. Some forces are better than others at each part of the response to domestic abuse. From the first point of contact, the police service needs to ensure that it understands each element of its response to domestic abuse to help ensure that its response is effective.
- **Consistent performance measures** – In our last domestic abuse thematic report *Increasingly everyone's business*, HMICFRS highlighted that some forces had still not completed comprehensive analysis to understand domestic abuse within their area. Throughout this inspection, we have worked with forces to analyse their data, and found that many forces still struggle to record and accurately reflect their performance through the data they collect. They are still unable to explain what is happening in terms of arrest and outcome data even where this is particularly high or low. This suggests that these forces are not monitoring their data for insight into what is changing (or not) in the policing of domestic abuse. Given the importance of the police response to domestic abuse, it is disappointing to see that forces still do not record their performance relating to domestic abuse in a consistent way. Force leaders should use force data more effectively in order to understand demand and monitor performance.

## Recommendations

### **Recommendation 1: National Oversight Group**

- The National Oversight Group, chaired by the Home Secretary, has played a vitally important and successful role in improving the police response to domestic abuse through its public scrutiny of progress against each of HMICFRS' 2014 and 2015 national recommendations. The group was expanded in 2016 to include representatives from NHS England, Department for Education, Local Government and social care organisations, and in early 2017 the group's remit was broadened to cover so-called 'honour-based' violence, as well as stalking and harassment.
- The National Oversight Group should continue to monitor and report on the progress made in implementing this further set of recommendations, as well as those from previous reports that are outstanding.

### **Recommendation 2: National domestic abuse data monitoring**

- The Office for National Statistics (ONS) published in 2016 a new statistical bulletin and data tool in relation to domestic abuse, bringing together certain data on domestic abuse at a force level. This has started to enable police and crime commissioners, chief police officers, crown prosecutors and other agencies within the criminal justice system to enhance their understanding of how domestic abuse is dealt with in their local areas, and improve the monitoring of performance and setting of priorities.
- The Home Office, the Ministry of Justice, the Crown Prosecution Service, the National Police Chiefs' Council (NPCC), the Association of Police and Crime Commissioners (APCC), the College of Policing, HMICFRS and domestic abuse organisations should continue to work with the Office of National Statistics to expand this data set to enable a more thorough analysis of how domestic abuse is dealt with in a force area.

### **Recommendation 3: Update of forces' domestic abuse action plans**

By April 2018, every police force in England and Wales should update its domestic abuse action plan, determine what more it can do to address the areas for further improvement highlighted in this report and specified below, and publish its revised action plan accordingly.

- **Recording.** There is considerable variation between forces in the proportion of recorded crime identified as relating to domestic abuse. Forces need to ensure that domestic abuse crime including coercive control is being correctly identified and recorded.
- **Assessing and responding to risk.** Forces should ensure arrangements for assessing and managing risk are well understood by officers and staff, especially at initial point of contact, and decision making about the grading of, and attendance at, domestic abuse incidents is supervised effectively.
- **Positive and preventative action.** Nationally, arrest rates for domestic abuse are falling, with large variations across forces. There are considerable variations in the use of preventative measures. Forces need monitoring processes, supported by accurate data, to ensure that they are taking positive action such as arrest, and are making effective use of powers, for example Domestic Violence Protection Orders and the Domestic Violence Disclosure Scheme. Where orders or bail conditions are breached, forces need to ensure that there are appropriately robust processes in place to take action.
- **Building the investigative case.** Forces need to ensure that there are clear standards and expectations, with effective supervision, for building the best possible case for the victims of domestic abuse whether victims support police action or not.
- **CPS referrals and prosecutions.** Nationally, referrals and charge rates are falling. Forces need to monitor the data and work closely with the CPS to understand whether improvement is required, and, if so, to effect change.

Chief officers in each police force should continue to oversee and ensure full implementation of these action plans and offer regular feedback on progress to their police and crime commissioners. This should be a personal responsibility of the chief constable in each case. The leadership task for the service now is to sustain the level of determination and commitment seen since the publication of Everyone's business to ensure that the police response to victims of domestic abuse continues to improve. HMICFRS will continue to monitor progress against force action plans as part of their PEEL inspection regime.

## Domestic abuse in England and Wales in numbers

	12 months to 31 March 2015	12 months to June 2016	Change
<b>Volume police business:</b>			
<b>Domestic abuse related crimes</b>	353,063	434,905	Up 23%
<b>Domestic abuse related sexual offences</b>	11,153	13,515	Up 21%
<b>Domestic abuse related assault with injury crimes</b>	115,922	133,891	Up 16%
<b>Domestic abuse related harassment crimes</b>	41,506	64,670	Up 56%
<b>Domestic abuse related crime is:</b>			
<b>of total recorded crime (excluding fraud)</b>	10%	11%	Up 1 percentage point
<b>of all recorded sexual offences</b>	13%	13%	No change
<b>of all recorded assault with injury crimes</b>	33%	33%	No change
<b>of all recorded harassment crimes</b>	51%	37%	Down 14 percentage points

Source: HMICFRS data collection 2015 and Home Office domestic abuse data 2016

## Introduction

### PEEL effectiveness inspection

In 2014, HMICFRS started its annual all-force inspections, known as PEEL, which assess police effectiveness, efficiency and legitimacy. The effectiveness inspection assesses how well police forces prevent and investigate crime (including serious and organised crime) and how well they keep people safe. In 2014, HMICFRS also published the results of a thematic inspection of the police response to domestic abuse. We refined our methodology in 2015 to inspect how well forces supported vulnerable people, including a focus on domestic abuse. Our 2016 PEEL inspection also included a focus on domestic abuse.

#### Inspection methodology

Other agencies and partners share the responsibility for tackling domestic abuse and keeping victims safe, but the role of the police is crucial. This inspection focuses on the contribution the police make to reducing the risk that victims of domestic abuse might suffer further harm. Within the wider effectiveness inspection, the question we used for every force was:

How effective is the force at protecting those who are vulnerable from harm, and supporting victims?

Under this overarching question, the following three areas were the focus of our inspection:

- How effectively does the force identify those who are vulnerable and assess their level of risk and need?
- How effectively does the force initially respond to vulnerable victims?
- How effectively does the force investigate offences involving victims and work with external partners to keep victims safe?

We reviewed the findings of our 2014 and 2015 inspections, and assessed the progress that forces had made on implementing their action plans. As we have done in previous years, the majority of this year's inspection was devoted to carrying out 'reality testing' in forces. This process involved our inspection teams making unannounced visits to departments in police forces, including the control room, intelligence and response teams, investigation units, domestic abuse specialist teams and victim support arrangements. Our inspection teams were supplemented by experts in the field of domestic abuse. These included public protection specialists from police forces and domestic abuse practitioners from voluntary and community sector organisations.



HMICFRS has a domestic abuse reference group to advise on and inform our work relating to domestic abuse. This group includes representatives from the police service, police and crime commissioners, the College of Policing, the Home Office and the voluntary sector. A full membership list is in Annex B.

The specific areas that HMICFRS considered in this inspection included, but were not limited to:

- identification of repeat and vulnerable victims - how well the force systems and procedures enable officers to identify repeat and vulnerable victims, how well the force assesses and grades risk, and the nature of the victim's vulnerability, and how well the force responds to this at the first point of contact;
- risk assessment and safety planning procedures - how well officers and staff assess risk and vulnerabilities at the initial response and throughout the victim's experience, how well officers and staff take account of this and undertake immediate and longer-term safeguarding actions;
- training and support - how well the force trains its call handlers, first response/neighbourhood teams, investigators and domestic abuse specialists, particularly in relation to coercive and controlling behaviour;
- standard of investigations - how well the force investigates public protection offences and how effectively it supports vulnerable victims during the investigation; and
- working with other organisations and MARACs - how well the force works with external organisations to exchange information and safeguard victims and how it contributes to the effectiveness of the MARAC.

In addition, HMICFRS also used the following data sources:

- force data on domestic abuse incidents, crimes, disposals and cases, collected by HMICFRS;
- review of 2,701 case files, including 898 with a domestic abuse element;
- 6 focus groups attended by 37 victims of domestic abuse in 5 different force areas; and
- a survey of over 400 domestic abuse practitioners.<sup>13</sup>

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<sup>13</sup> This is a generic term used throughout the report to refer to Independent Domestic Abuse Advisors (IDVAs), Domestic Abuse Prevention Advocates (DAPAs) and all other domestic abuse support workers who work with victims of domestic abuse.

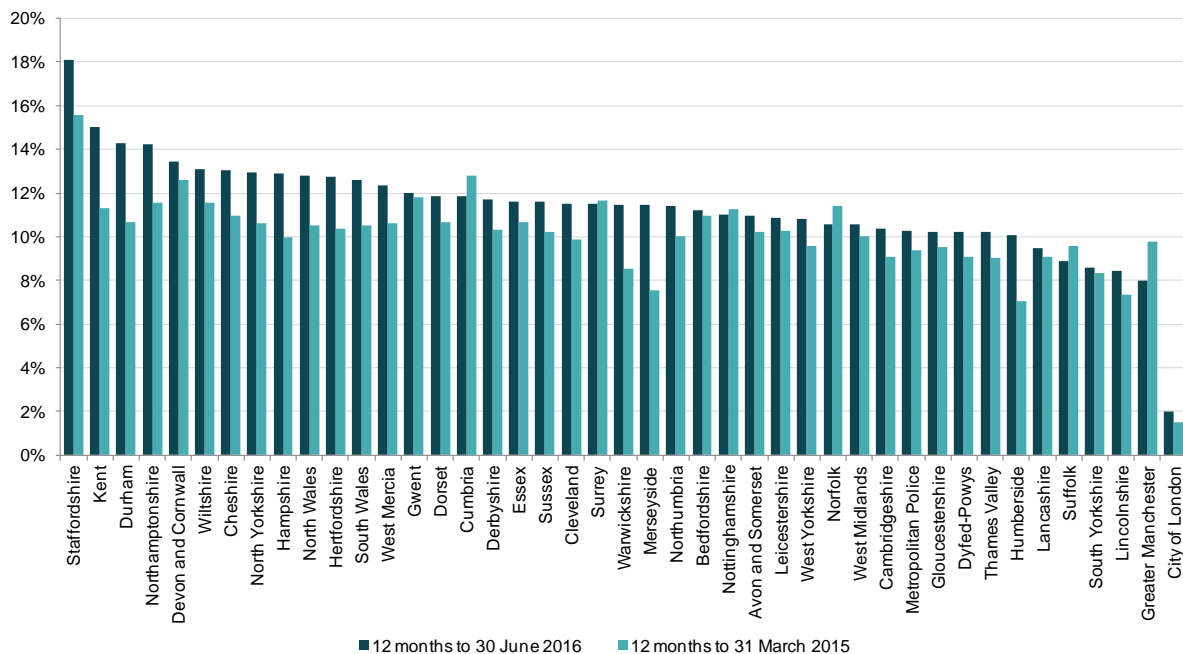


## The scale of domestic abuse in England and Wales

The 2015-2016 Crime Survey of England and Wales<sup>14</sup> estimated that 1.8 million adults aged 16 to 59 experienced domestic abuse in the last year, that is, around six adults in every 100. Women were more likely to say they had experienced domestic abuse than men, with an estimated 1.2 million female victims compared to 651,000 male victims, according to the survey.

Published crime data shows that in the 12 months to 30 June 2016, there were over 3.9 million crimes recorded by police in England and Wales, compared to 3.5 million crimes recorded in the previous year. Domestic abuse related crime was 11 percent of total recorded crime in the 12 months to 30 June 2016. This is comparable to other volume crimes such as vehicle crime, which accounted for 9 percent of all crime, and burglary in a dwelling which accounted for 5 percent.

**Figure 1: Percentage of police recorded crime (excluding fraud) with a domestic abuse marker, by force in the 12 months to 30 June 2016 compared with 12 months to 31 March 2015**



Source: 2015 HMICFRS data collection, Home Office domestic abuse data 2016

<sup>14</sup> Crime in England and Wales: year ending Sept 2016, ONS, 2016. Available at: [www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/eaendingsept2016](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/eaendingsept2016)

# Chapter 1 – Identifying victims of domestic abuse

## Main findings

This chapter sets out our findings in relation to: how effective force IT systems are in supporting staff to be able to identify victims of domestic abuse and those who are repeat victims; how effectively call handlers assess and grade risk; and how well forces respond to risk and the victim's vulnerability at the initial point of contact.

- Some police forces are still failing to assess the risk and respond appropriately at the first point of contact. Most forces are now using the THRIVE (Threat, Harm, Risk, Investigation, Vulnerability and Engagement) decision model. Although this appears to be an effective way to identify vulnerability and safeguarding problems at an early stage, HMICFRS has concerns about the way that some forces are using the model to manage and potentially suppress demand.
- Supervision within control rooms is generally good and decision making is scrutinised to ensure that risk is managed appropriately.
- More forces are now using intelligence staff within control rooms to ensure that response officers have as much information as possible when they arrive at the scene of a domestic abuse incident.
- Some forces still find it difficult to identify repeat callers and victims because of limitations with their computer systems.

By the time that victims of domestic abuse contact the police, they may have already suffered months or years of abuse. Call handlers need to be able to recognise domestic abuse, reassure the victim, and advise the victim on how to stay safe until the police arrive. It is vital that these incidents are recorded appropriately on police systems to ensure that the correct resources are deployed in a timely manner to safeguard not only the victim but also any children who might be present. The officers who respond need to have detailed information about any previous incidents to ensure they are as well prepared as possible when they arrive at the scene.

## Call-handler responses

The first point of contact with the police can be the most daunting time for a victim of domestic abuse; in many cases the victim has suffered over a period of years before deciding to contact the police for help. The importance of the quality of that first contact cannot be underestimated. An important first step is for the call to be answered. As one victim told us:

“You expect the ‘phone to be answered. We phoned 101 and 999 at the same time to try and get through. Sometimes 101 takes ages and you have to give up. At least with 999 you expect an answer, but sometimes they don’t answer that. You just want the police to help, sometimes our expectations may be too high but you just want help.”

Our 2017 inspection on police efficiency, which is due to be published in November 2017, will consider how well police forces respond to emergency and 101 calls. A number of the victims that we spoke to had contacted 101, but had struggled to get a response or felt that a 101 call did not reflect the severity of the situation:

“The problem with 101 in a domestic abuse situation is that you’re not in immediate danger so can’t use 999, but with domestic violence you’re always in danger, but you can’t ring 999 every ten minutes. With 101, it takes away the seriousness of what you’re trying to say; the danger gets watered down.”

“When I called 101 it took absolutely forever, and you sit there and think that I am going to give up in a minute.”

HMICFRS has concerns about the extent to which 101 is being used by victims of crime such as domestic abuse because they may not consider it to be an emergency if the abuse has been going on for some time. Victims who decide to report domestic abuse but whose call is not answered, might not try to contact the police again and will be at continuing risk. Given there is evidence that some vulnerable victims are currently using this service, it is vital that forces offer a timely response. It is also important that police forces use external communications to encourage victims of domestic abuse to call 999 in an emergency.

When a victim does get through to the police, the quality of the contact between the person answering the call and the victim is crucial. The victims we spoke to told us about the importance of being believed, reassured and taken seriously:

“I have phoned 999 and 101 and some experiences were fantastic. My ex threatened me in a public place, no-one was there and on that particular occasion I received an awful response. The woman on the phone talked down to me and ridiculed me and I got no response. I’ve had good experiences, but this one was bad and I had to turn to Women’s Aid. The next day the domestic violence team came round and couldn’t apologise enough but it was just too late. It just takes one person to ruin everything.”

In most forces, the emphasis on supporting call handlers to deal with domestic abuse incidents effectively has increased since our last inspection. Call handlers generally have a set list of questions to ask domestic abuse victims to ensure that relevant details are recorded at the earliest opportunity. Forces have invested in training for call handling staff about decision-making, and about identifying domestic abuse. In addition, enhanced availability of intelligence staff within the control rooms helps call handlers to identify domestic abuse effectively by providing quick-time searches of force systems for previous history. HMICFRS also saw examples of domestic abuse practitioners located in the control room to provide advice and appropriate support to victims of domestic abuse at the first point of contact. However, not all systems are operating effectively. For example, the data return indicated that four forces do not use domestic abuse flags on their command and control system, which can mean that staff need to search multiple systems to ensure that the risk to the victim or attending officers is fully understood.

### **West Yorkshire Police**

West Yorkshire Police has standing policies in place for call takers to identify and assess the level of vulnerability of a caller when that person is a victim of domestic abuse. The force has produced a demand management policy which provides guidance on all aspects of this from the taking of the initial call to the completion of tasks following attendance at an incident. These include an assessment of the risk of further harm occurring to the victim or to children, previous and recent reported incidents, the known history of the perpetrator, the opportunity to secure and preserve evidence, and the victim's availability.

Supervision of call handlers' initial responses to domestic abuse is generally good. We found examples of supervisors in the control room constantly reviewing and assessing open domestic abuse incidents, using a domestic abuse checklist to ensure that the response to live domestic abuse incidents is of the right quality in order to manage risk. If it is proposed that an officer should not be sent immediately, the rationale is often checked by the supervisor to ensure there is no continuing risk to the victim. Unfortunately, this is not the case in every force. In a small number of forces we found that unallocated cases were left for excessive periods, and this is discussed later in this chapter.

Most forces use the THRIVE (Threat, Harm, Risk, Investigation, Vulnerability and Engagement) decision-making model. This process is used to help determine who should respond to the victim and how quickly they should do this, and the extent of any investigation. Rather than focusing on the crime type, this approach helps the decision-making process by assessing the threat, harm and risk to the victim and prioritising the response accordingly. HMICFRS considers the use of a THRIVE-based approach to be an effective way to identify vulnerability and safeguarding problems at the earliest possible opportunity. However, we have concerns about how

the THRIVE model is being used in some forces and the effect that this could have on victims. During this inspection, we found examples of:

- The model being used inappropriately to manage and suppress demand rather than identify risk by, for example, not sending a police officer to all standard risk domestic abuse calls. This is done to help manage incoming demand, but it means that safeguarding and investigative opportunities might be missed; an accurate assessment of risk is impossible without seeing the victim and other individuals within the household, including children, in person.
- Structured and rigorous approaches to call handling, while welcome, often mean that the initial contact is lengthy. In some cases, the decision to send an officer is not made until the end of a long conversation with the caller, and at times after waiting for intelligence checks to be completed. This could result in unnecessary delays and potentially put the victim at risk.
- There is too much emphasis on the presence of the perpetrator when deciding whether to send an officer. During fieldwork, inspection teams reviewed the handling of a number of incidents in control rooms and spoke to call handlers. Some suggested that if the perpetrator was no longer at the scene a response was not considered a priority. This is a very crude and potentially dangerous assessment that does not take into account the likelihood of the perpetrator returning, the needs and concerns of the victim and the opportunities to collect evidence at the scene to build the case for the victim.

When we published our first report on domestic abuse in 2014, we found that, in general, the initial contact with victims was positive and that forces would usually send an officer to a domestic abuse incident. In our subsequent inspections, we have noticed a worrying pattern of staff in some forces viewing the THRIVE model as a means of rationing police services and either delaying the deployment of officers to incidents or not sending them at all. This corresponds with an increase in demand for service.

Delay in the deployment of officers to a domestic abuse incident continues to be a concern for HMICFRS, because it is potentially placing victims of domestic abuse at increased risk. In some forces, systems that were designed to identify and respond to vulnerability are being used as tools for managing demand. This problem was also highlighted by the victims we spoke to:

“When I called, the police said that an officer would be with me by 10pm. No one came but they text me, and then arrived two days later.”

HMICFRS found that in a small number of forces, many domestic abuse calls were left unallocated, or were scheduled for attendance at a point in the future, resulting in unnecessary delays and risk. In one force, although vulnerability was identified well at the first point of contact, we identified some breakdown in processes which could leave vulnerable people at risk. This was most evident in cases where officers were unavailable to attend within a 24-hour period. Such incidents were automatically recorded as a crime and were forwarded to the local resolution officer (LRO) to process. At this point, if there were no active lines of enquiry, the incident might be closed without an officer ever attending.

It is important to note that our evidence does not suggest that this practice is widespread. We reviewed 898 case files containing a domestic abuse element and found that the time taken to attend had an adverse effect on the victim in 5 percent (46) of cases. However, there can be serious consequences for the victim if the response is delayed. Examples from several forces were extremely worrying:

- One force told HMICFRS that it regularly had around 130 unallocated<sup>15</sup> incidents, which were described as lower-risk. However, during our fieldwork we found 247 unallocated incidents, none of which had been assessed to see if a crime needed to be recorded. Of these, 61 were domestic abuse incidents and when we examined them, we immediately brought 23 to the attention of the force because of serious concerns regarding welfare and safeguarding. There were significant delays in attending some of these incidents; one victim had still not been seen after four weeks.
- In another force, there were 77 domestic abuse incidents awaiting allocation, 37 of which were over 24 hours old. Some of these incidents had not been prioritised for immediate action even though there were clear indications of risk to victims.

A small number of forces are struggling to prioritise demand appropriately, based on risk. We found that the initial risk-assessments made by call handlers had been downgraded because of a lack of officers available to respond to calls immediately. Dip-sampling of unallocated incidents uncovered high levels of risk; some of these victims were waiting for days for a response, which is unacceptable.

HMICFRS recognises that demand suppression is not a deliberate policy – it is often inadvertent, with staff doing their best to align available resources with calls for assistance and risk. However, in reducing demand, it is important that forces do not simply suppress it, by which we mean fail to identify, acknowledge or deal with certain kinds of demand. Forces should ensure that arrangements for assessing and

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<sup>15</sup> These are incidents where a decision on whether a resource is to be sent and, if so, the timing of any deployment has yet to be made. Not all of these incidents will require an officer to attend immediately; some may be attended using an appointment arranged with the caller.

managing risk are well understood by officers and staff, especially at initial point of contact, and that there is effective supervision of decision-making about the grading of, and attendance at, domestic abuse incidents. This work should be included in the updated domestic abuse action plans covered by recommendation 3.

### **Northumbria Police**

Before this inspection, Northumbria Police assessed 455 calls to establish whether THRIVE had been used correctly. This included the use of the grading policy, the recording of the rationale for decisions and the recording of vulnerability. Over 94 percent of these were found to be compliant with the THRIVE policy, which was in line with HMICFRS' finding during our inspection. More regularly, supervisors check three calls per member of staff for every block of duties to ensure ongoing compliance with the principles of THRIVE.

Quality assurance and supervisory arrangements are in place in the control rooms of most forces to ensure that the risk to victims is identified and managed effectively. This includes dip-sampling calls, reviewing activity after the call, a thorough check of what is recorded on the call log, or listening to 'live-time' calls and giving call handlers individual feedback. More forces are now using intelligence staff within control rooms to ensure that response officers have as much information as possible (for example any previous history of victims) when they arrive at the scene of a domestic abuse incident.

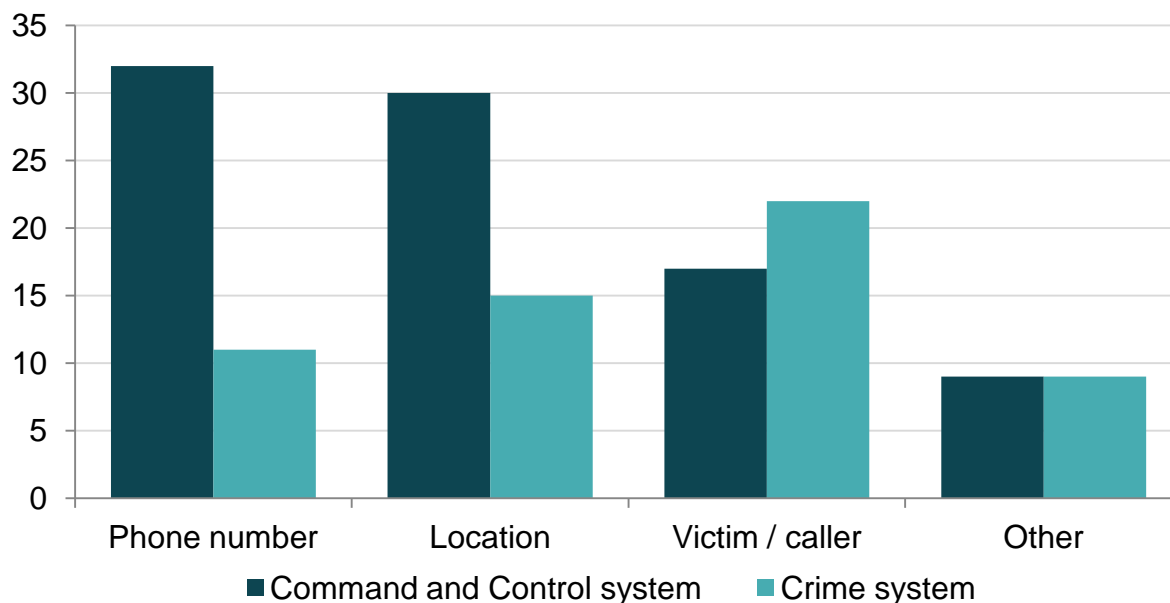
### **Identifying repeat victims**

Victims of domestic abuse are more likely to experience repeat victimisation than any other victims of crime. It is crucial that repeat victims are identified at the earliest opportunity in order to spot patterns of abuse. It is particularly important in cases where a single incident or crime might not appear to be that serious, but where information about previous reports shows a pattern of behaviour, for example, coercive control or stalking and harassment. The majority of control rooms now use systems to identify whether a caller is a repeat victim.

Good forces have computer-aided despatch systems to identify if a call is received from the same address, telephone number or person as previous calls. Call handlers also ask supplementary questions to help them to identify repeat callers. In addition, intelligence staff within control rooms check relevant history on a number of systems and databases, and technology such as mobile devices helps to ensure that information is shared with responding officers in a timely way.

In most forces, only certain parts of this process are being used. As identified in figure 2 below, 32 forces can identify a repeat caller automatically by their telephone number, while only 17 forces can do this by using the victim's name.

**Figure 2: The number of forces (out of 43) that are able to automatically identify repeat callers/victims (of all crime) by phone number/victim or caller/location/other methods, on their command and control and crime system**



**Source: HMICFRS data collection**

We have raised concerns in previous domestic abuse inspections about the accurate identification of repeat victims. Unfortunately, despite improvements, there are still forces that are unable to identify repeat victims at an early stage, and might not provide an adequate response as a result.

In some forces the process for identifying repeat victims of domestic abuse is manual, inefficient and not reliable. For example, in one force we found a case in which a victim of domestic abuse had called from a telephone box and not from her home address or personal mobile number. She was not automatically identified as a repeat caller. As a result the call handler needed to review information in multiple systems in order to confirm that this was a repeat victim who was likely to be at greater risk.

The risk is reduced by call handlers using specific question sets for some crime types (not just domestic abuse) and by the use of a search on additional databases. It is vital that forces continue to invest in the training not only of call-handling staff, but also front-counter staff (who also take initial reports from victims of domestic abuse). The skills and knowledge of these members of staff are a vital part of correctly identifying the threat, harm and risk to a victim and providing an appropriate response.



## Chapter 2 – Responding to victims of domestic abuse

### Main findings

This chapter sets out our findings in relation to how well initial response staff identify and assess a victim's vulnerability and risk; and the effectiveness of the initial action taken by response staff to safeguard victims and respond to their needs.

- The attitudes and behaviour of frontline staff are continuing to improve, as a result of investment in training on domestic abuse.
- Body-worn video cameras are still not being used in all forces throughout the country, with ten forces stating that they are currently not using this.
- Many forces are still not using DVPOs as widely as they could, and opportunities to use them are continuing to be missed. Over half of the forces that were able to provide data on the use of DVPOs reported a decrease in the number of DVPOs granted per 100 domestic abuse related offences in the 12 months to 30 June 2016 compared to the 12 months to 31 March 2015. There continues to be a lack of action taken when civil orders or bail conditions are breached.
- The completion, supervision and accuracy of DASH forms is of concern in many forces, with 14 out of 43 forces requiring improvement in this area.
- There continues to be greater focus on protecting children; however increasing numbers of referrals are causing delays for police and partners in dealing with them.
- HMICFRS continues to have concerns about the falling levels of arrest in domestic abuse cases and the variation in the arrest rates from force to force. Some forces still have very little understanding of the reasons for this, which is extremely worrying.

The initial police response to a domestic abuse incident can be the first face-to-face contact the victim has had with the police. A negative experience can result in the victim losing trust in the police and failing to report future incidents, thereby potentially placing themselves and their children at further risk.

Response officers are expected to keep both the victim and any children safe at the scene, to assess future risk so that longer-term safety plans can be developed, to investigate the incident, and start to gather evidence to support a prosecution. Victims can be reluctant to support police action and might appear to be

uncooperative. This can be due to pressure from the perpetrator or the fear of reprisals, including reprisals against a victim's children.

### **Attendance and attitudes of officers**

Many victims of domestic abuse are reluctant to contact the police, and when they do, they are often worried about what will happen next and the action that the police may take. To inform this inspection, HMICFRS held six focus groups, attended by 37 victims of domestic abuse in five force areas. Some of the victims we spoke to reported they had asked for a particular response, such as a specific location for a meeting with officers, or to meet a female officer because they felt more comfortable talking to another woman.

It may not always be possible to meet such requests and sometimes doing so could affect the timeliness of the response. The victims that we spoke to understood this, but said they would have appreciated having the option of receiving an explanation if it was not possible to meet their specific requests. Forces that do not have a flexible approach risk losing the support of victims at an early stage in the investigative process:

“My daughter wanted to call the police and we asked for a female officer. So we got a six foot tall bloke who told me he was going to be blunt and boy was he blunt. He said when he got the details he needed he could then pass them onto the right department. It was pretty horrendous, he was a uniformed officer. A couple of hours later a detective rang to tell me they were going into my daughter's school to interview her and would also be talking to my other daughter, I didn't have a choice. My daughters wouldn't disclose anything to them as they clammed up. I was told it's alright, they haven't been abused but they have.”

The victims that we spoke to described a mixed response from the police service. Some said it was clear that officers had recently received training and understood the dynamics of domestic abuse. There were some excellent examples of extremely caring and dedicated officers, but also examples of officers who seemed apprehensive about dealing with victims of domestic abuse:

“I've had some really good ones. One time my ex chucked all my garden furniture over the fence and an officer climbed over to get it all back. Other times they have said “It's your fault, you keep having him back”. I've had some really good and some bad.”

Of particular concern to HMICFRS, was the experience of some victims who reported that officers appeared to disbelieve them or downplayed the significance of the incident:

“I know he’s coming into my property, I’ve moved about 12 times and I’m refusing to move this time. He made threats to injure me. He threatened to cut my womb out with a pizza cutter. When I spoke to the police, they just laughed. I feel like it’s me that has to prove myself all the time.”

### **Training for frontline officers**

Although work has started in forces to tackle negative attitudes, achieving a cultural change will take time. HMICFRS recognises that in some cases these attitudes may be a result of officers not understanding the dynamics of domestic abuse, and in particular the level of coercive control a perpetrator can have over a victim. HMICFRS is pleased to note that forces continue to invest in training covering these topics and that, in addition, our fieldwork did not reveal widespread evidence of negative attitudes among officers.

During our inspection, HMICFRS found that training for officers and staff is very well advanced, with mandatory and in-depth training provided face-to-face with staff and officers in some forces. Other forces are forging links with academic institutions, and victims are helping to ensure that the training is relevant and well-informed. Some forces also involve partner agencies in the development and/or provision of their training sessions.

However, there was also recognition that some officers still hold views that are judgmental and unsympathetic. The views and professionalism of experienced officers are critical in forming the mind-set and understanding of new recruits. It is therefore important that forces continue to reinforce training devised to challenge attitudes and thoughts, in order to prevent negative attitudes returning to the workplace.

As part of this inspection, HMICFRS completed a survey of over 400 domestic abuse practitioners (non-police staff who work closely with victims of domestic abuse) to gauge their views on the service provided to victims. This highlighted that, although the response and understanding of domestic abuse continues to improve, some frontline officers still have areas they need to develop in relation to their initial response and investigation of domestic abuse.

The survey identified that the area which required the most improvement among frontline officers and specialist officers/investigators is the same as in 2015, namely the understanding of victim/perpetrator dynamics (techniques of coercive and controlling behaviour). The main change from 2015 is that the use of DVPNs and

DVPOs is now the area with the second highest need for improvement. In 2015 it was ranked 13th for frontline officers and 25th for specialist officers. This result is consistent with the concerns that HMICFRS has regarding the declining use of DVPNs and DVPOs in many forces.

**Figure 3: The top five competencies identified by domestic abuse practitioners as requiring improvement among frontline officers and specialist officers/investigators**

		Frontline officers	
	2016		2015
1	Understanding of victim/perpetrator dynamics (techniques of coercive and controlling behaviour)		Understanding of victim/perpetrator dynamics (techniques of coercive and controlling behaviour)
2	Appropriate use of DVPNs and DVPOs		Comprehensive safety planning for victim (and children) based on understanding of risk
3	Information/increased awareness of support organisations and their services for victims		Initial evidence gathering from social media sites
4	Initial evidence gathering from social media sites		Awareness of victim questioning techniques (interviewing skills)
5	Awareness of victim questioning techniques (interviewing skills)		Understanding how the evidence gathered in such cases is used in court (and that all evidence is important to avoid the 'one person's word against another' situation)
		Specialist officers/investigators	
	2016		2015
1	Understanding of victim/perpetrator dynamics (techniques of coercive and controlling behaviour)		Understanding of victim/perpetrator dynamics (techniques of coercive and controlling behaviour)
2	Appropriate use of DVPNs and DVPOs		Initial evidence gathering from social media sites
3	Access to interpreters when English not victim's first language and not using family or friends to interpret		Access to interpreters when English not victim's first language and not using family or friends to interpret
4	Initial evidence gathering of social media sites		Initial evidence gathering of computer use and files
5	Initial evidence gathering of telephone calls and text messages <b>AND</b> Understanding that their primary concern should be victim's immediate and continuing safety		Comprehensive safety planning for victim (and children) based on understanding of risk

**Source: HMICFRS domestic abuse practitioner's survey**

Some forces are working to improve their response to victims of domestic abuse by increasing the knowledge and understanding of frontline officers, as illustrated by the example on the next page:

## **Durham Police**

Durham Police, in conjunction with Durham University, have developed training for frontline officers to help improve their responses to domestic abuse and, in particular, coercive control. This was based on research by Durham University and consultation with local victims of domestic abuse about their experiences and their vulnerability. In 2016, after the training, the percentage of victims who said they would call the police again if faced with a similar situation rose from 75 percent to 91 percent.

It is important that forces continue to consider how best to ensure that, through training and learning and development activities, particularly in relation to coercive control, officers and staff are able to identify and understand the wide range of violence, behaviours and different perpetrators that fall into the definition of domestic abuse.

The College of Policing, working with Women's Aid and SafeLives has developed a new domestic abuse change programme: Domestic Abuse Matters. This programme includes classroom-based training for first responders. This is interactive and aims to improve the officers' knowledge and understanding of coercive control and their wider attitudes to responding to domestic abuse. It also includes the creation of champions to sustain the change, and to support responders, a health check and a senior managers' workshop to offer future-proofing. This training has been implemented in a number of forces and, anecdotally, was well-received by officers.

The frontline officer training has been evaluated in two forces and the results were published in September 2017. The evaluation showed that in the pilot forces the training improved officers' knowledge of coercive control, and supported their understanding of the reasons why victims do not leave an abusive partner. It also suggested that more interactive and self-reflective learning would help the programme improve officers' understanding of the potential risk factors beyond physical violence, and of why victims might not cooperate with the police. The evaluation found that female first responders had more positive attitudes during the training than their male counterparts.

Following the results of the evaluation, the training has been revised to ensure it is as effective as possible at providing a supportive and sympathetic approach to victims of domestic abuse. The new course has been provided in a number of forces and will be evaluated by the College of Policing in due course.

### **Quality of initial investigation: building the case for the victim**

It is important that officers who attend the scene of a domestic abuse incident conduct a thorough and professional investigation. We discuss later in the report

how in some forces, a large number of investigations do not progress because the victim does not support police action. There are many reasons why victims might not cooperate with the police, including fear of the perpetrator (which also extends to fear for their children's safety), embarrassment or internalisation of blame for the abuse suffered, still being invested in the relationship, and fear about what the future might hold without their partner. For example, victims might be financially or emotionally dependent on their abuser. As a result, it is for the police to build the case for the victim, particularly in these instances where the victim is unable or unwilling to support the investigation.

This means that vital opportunities to gather evidence must be seized as early as possible. Our review of files considered the component parts of an effective investigation to ascertain whether this was happening. Examples include whether a statement was taken from a victim, whether an officer conducted house-to-house enquiries or whether photographic or video evidence of the victim or the scene was secured.

Our analysis showed that in around one quarter of cases where victims did not ultimately support police action, they were nonetheless supportive at the time that the police attended the incident and arrested the perpetrator (144 cases, out of 468 where the victim did not support the investigation).

In 84 percent of the cases we reviewed (756 of 898 cases), evidence was gathered in a timely fashion. During our fieldwork we found a small number of forces that were not attending domestic abuse incidents in a timely manner, with some incidents left outstanding for days. In these cases it is also highly likely that opportunities to gather evidence would have been lost, along with support from the victim.

We found particular problems in collecting some forms of evidence. In the cases reviewed, there was no evidence of body-worn video cameras having been used in 63 percent of applicable cases (147 of 234 cases). However, this includes forces where body-worn video cameras are not available to all officers, or where the victim refused to allow body-worn video cameras to be used. Also, in over half of the cases reviewed, there was no evidence of photographing of injuries (156 of 288 cases) or of gaining medical consent from the victim (169 of 308 cases).

The taking of photographs and the use of body-worn video cameras are areas where improvement is required and these will be covered later in this report. The Authorised Professional Practice on Domestic Abuse<sup>16</sup> makes it clear that photographic evidence should be gathered and used proactively throughout a domestic abuse investigation and prosecution. Injury photographs taken at the scene

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<sup>16</sup> The ACPO *Guidance on Investigating Domestic Abuse*, 2008, was updated and reissued by the College of Policing in September 2015. It can be accessed via [www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/](http://www.app.college.police.uk/app-content/major-investigation-and-public-protection/domestic-abuse/)

are crucial because they can support an evidence-led prosecution where the victim does not support action, can support an application for remand in custody, can demonstrate the degree of force used, and show the evolution of the injury. The table below illustrates the percentage of investigations where these and other investigative activities were undertaken.

**Figure 4: Crime review of 898 files with a domestic abuse element**

	<b>Number of applicable cases (out of 898)</b>	<b>% of reviewed case files where activity was evidenced</b>
Victim statement taken at an appropriate time	503	97% (486)
Photographs of injuries taken at the time of the incident	288	46% (132)
House to house enquiries completed	289	64% (184)
Comprehensive police officers statement, providing details of scene, injuries, demeanour of victim / suspect	565	53% (300)
Body worn camera used to capture evidence from the victim and scene	234	37% (87)
Initial log / 999 call and other force systems were used effectively to inform attending officers of risk / vulnerability	840	35% (296)
Initial log / 999 call was used to progress the investigation	898	37% (330)
Safety measures, beyond initial safeguarding, being considered and documented	874	46% (402)

**Source: HMICFRS crime file review**

### **Body-worn video cameras**

As outlined in the Authorised Professional Practice on Domestic Abuse, officers should be prepared to gather evidence as soon as they arrive at the scene of an incident. Body-worn video camera recordings can provide excellent evidence, particularly in criminal proceedings, as they record the scene exactly, record the demeanour of the parties, and accurately record significant comments at the scene. There is some good evidence to show that where officers responding to domestic abuse are equipped with body-worn cameras, the proportion of sanctioned detections resulting in a criminal charge increases. The APP advises that forces may want to consider whether officers equipped with body-worn video cameras should be routinely assigned to domestic abuse incidents. If body-worn video equipment is available to officers responding to a domestic incident, its use should always be considered.



Body-worn video cameras have been available for a number of years now, but some forces are still only using them as part of a pilot scheme. Twenty-six forces use body-worn cameras force-wide, and an additional seven forces as part of a pilot. Ten forces said that they do not use body-worn video cameras at all. This has not changed significantly since our 2015 inspection, when nine forces reported that they did not use them. In our file review for this inspection, the use of body-worn video cameras to gather evidence from the victim and the scene was evidenced in 37 percent (87 of 234 cases) of applicable cases.

There is an emerging evidence base to support the use of body-worn video cameras. In 2014, the College of Policing carried out research in Essex which showed that if officers were issued with body-worn video cameras, this could be effective at increasing the rate of criminal charges and convictions. The officers we spoke to during this inspection frequently mentioned the evidence-gathering benefits of using body-worn cameras, particularly for capturing context, comments and emotion accurately.

In Sussex, we observed a case in which the victim of a domestic assault did not want to support a prosecution. Officers had gathered evidence of the injuries to the victim's body, and visible signs of a struggle in the family home (broken and upturned furniture) using a body-worn video camera. Despite the reluctance of the victim to support police action, the suspect was still charged, based on the evidence provided by the footage obtained at the scene.

The Crown Prosecution Service believes that effective use of body-worn video camera evidence is now proving helpful in securing convictions. It has conducted dip-samples of cases, which revealed an increase in cases where the victim has withdrawn support for a prosecution, but where, as a result of evidence gained from body-worn video cameras, the case has resulted in an early guilty plea or trial. The victims that we spoke to also saw the value of the body-worn cameras:

“Police came and he was puffing his chest out, it was all captured on their cameras. Another incident he was trying to grab my daughter, he was going crazy. They told me to be calm and explained why they were videoing it.”

“There was an incident with my mum and the camera was used, it was really good. It picks up the nature and the behaviour of the incident.”

Some forces have a clear policy on the use of body-worn video cameras. In forces where it is standard policy that officers use their body-worn video cameras at every domestic abuse incident they attend, there are excellent examples of securing



convictions, despite the victims not having supported prosecution. As a result, officers feel very positive about using body-worn video cameras, which in turn promotes their frequent use. When officers have a negative view about using body-worn video cameras, it is often because they are unclear about their use, the equipment is outdated or in disrepair, or the officers fail to see the positive outcomes arising from their use.

HMICFRS understands that investment is necessary to ensure that body-worn video cameras can be used effectively, but we are disappointed that their use is not more widespread given their proven benefits. Given our findings, we would encourage the College of Policing, working with the national policing lead on domestic abuse, to reiterate to forces the expectations about the use of body-worn video cameras at domestic abuse incidents.

### **Keeping the victim safe when attending the scene**

A range of options is available to the police for safeguarding victims of domestic abuse at the first point of contact, and in the longer term. Victims say that many officers are aware of the support agencies and referral options which are available. In many cases, officers have the contact details for local support agencies, and can give leaflets to victims which explain how they can get support. Where possible, officers can support direct contact between victims and specialist domestic abuse organisations. Referring victims to specialist organisations, and giving them details of local refuges, outreach services and places of safety can help victims to feel secure in the knowledge that the police are not the only service that can support them.

In our 2015 survey of domestic abuse practitioners, comprehensive safety planning for victims (and children) on the basis of an understanding of risk by response officers was the area identified as requiring a lot of improvement by 32 percent of respondents (2nd highest area). It is encouraging that, although safety planning still featured in responses to this year's survey (7th highest area), it was ranked lower than in 2015.

During this inspection, we also found general improvement in the initial safeguarding actions taken by officers at the scene of an incident. Working practices and processes to assist frontline officers appear to be central to this improvement. For instance, many forces give their officers a list of support agencies to which the victim can be referred. Officers are also increasingly able to gain advice and support from specialist domestic abuse detectives or staff to help with the initial safeguarding.

### **Merseyside Police**

Merseyside Police makes specialist advice on safeguarding and investigations available to officers 24 hours a day seven days a week. This helps officers to assess the vulnerability of domestic abuse victims in a consistent way, determine immediate safeguarding requirements such as panic alarms, provide advice and ongoing safeguarding support and enables support from independent domestic violence advisors (IDVAs), independent sexual violence advisors (ISVAs), housing, social services and multi-agency safeguarding hubs.

### **Northumbria Police**

Other forces are working with IDVAs on joint activity: in Northumbria Police, domestic violence workers accompany police officers on patrol to ensure that appropriate support is given to victims at the earliest opportunity.

Forces that excel at supporting victims of domestic abuse do not just provide high-quality services to victims considered to be at high risk, nor do they provide support solely through specialist units dedicated to domestic abuse.

### **Northumbria Police**

In Northumbria, as in many forces, neighbourhood policing teams are involved, and receive domestic violence plans for all standard and medium-risk domestic abuse incidents. All domestic abuse plans have review dates, which prompt sergeants to review their officers' actions to support victims of domestic abuse. Neighbourhood officers contact victims and offer advice, guidance and practical support. The force gives victims information about their personal safety, and about the organisations that can support them.

In our victim focus groups, it was highlighted that officers generally understood which agencies were available to support and safeguard victims, and they often had a checklist of such agencies, or leaflets, available. Following initial safeguarding actions at the scene, continuing safeguarding work is often carried out by specialist officers and staff.

## **West Mercia Police and Warwickshire Police**

West Mercia and Warwickshire now employs 25 domestic abuse risk officers, who work alongside domestic abuse professionals in local councils and other organisations to support and safeguard victims.

In some areas we found inconsistent practices, which mean that the service to the public could be improved in some cases. This is usually a result of inconsistent risk-assessment practices by attending officers at the initial point of contact.

In one force, we examined five cases in relation to safeguarding; three had appropriate safeguarding measures in place, but two did not. This was because the cases had been incorrectly assessed as standard risk, when safeguarding measures appropriate to medium and high risk should have been applied. Although specialist support in safeguarding may be highly effective, the correct cases need to be highlighted for action.

### **Domestic Violence Protection Orders**

Domestic Violence Protection Notices (DVPNs) and Domestic Violence Protection Orders (DVPOs) enable the police and magistrates' courts to restrict the activities of a perpetrator in order to protect the victim from further harm. DVPNs can be issued by the police in the immediate aftermath of a domestic abuse incident, and an application for a DVPO is then heard by a magistrates' court within 48 hours

A DVPO can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days. Before DVPOs were fully implemented, their use was piloted and an evaluation was published in 2013.<sup>17</sup> The evaluation found that DVPOs were associated with reduced levels of re-victimisation. However, our inspection found that forces are still not using DVPOs as widely as they could, and opportunities to use them are continuing to be missed. The use of DVPOs has not improved since our last inspection of forces. Many victims that HMICFRS spoke to were unaware of these orders, which is disappointing considering that they were introduced in 2014. We had expected that the use and knowledge of this important safeguarding tool would be more widespread by now.

As with other areas of positive action and proactive safeguarding, the use of DVPOs continues to be extremely varied throughout England and Wales, an issue highlighted by HMICFRS in our last domestic abuse thematic report *Increasingly*

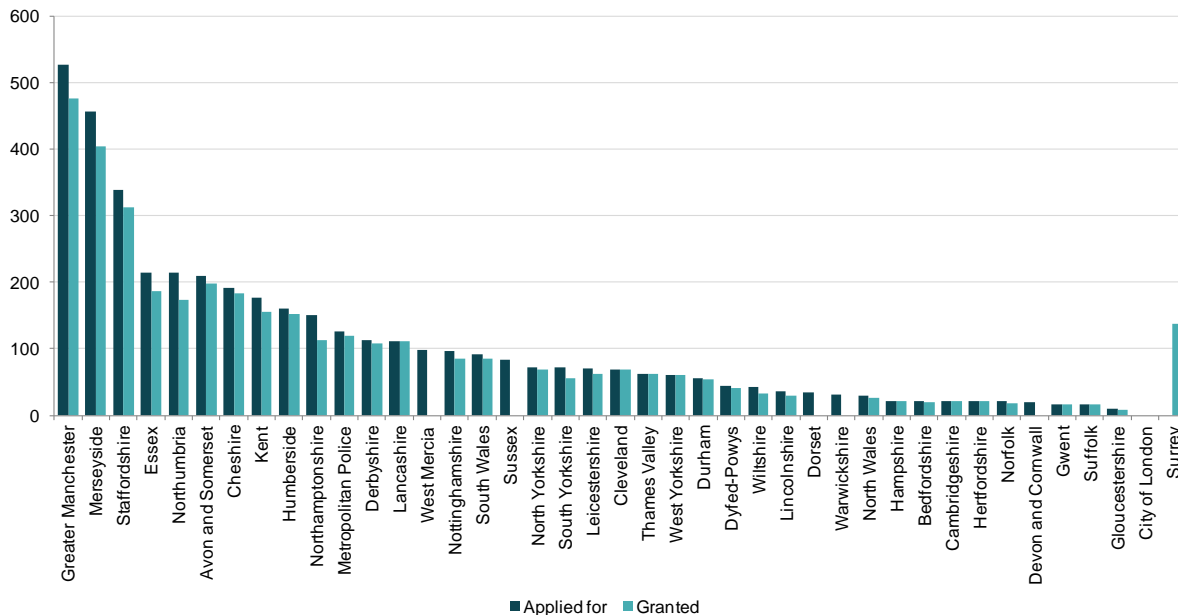
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<sup>17</sup> *Evaluation of the Pilot of Domestic Violence Protection Orders*, London Metropolitan University and Middlesex University, November 2013. L Kelly, JR Adler, M Horvath, J Lovett, M Coulson, D Kernohan and M Gray. Available at:

[www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/260897/horr76.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/260897/horr76.pdf)

everyone’s business. As a result of this inspection, nine out of the 43 forces were assessed as having an ‘area for improvement’ relating to their limited use of powers and were asked to review this to ensure they were making the best use of them to safeguard victims of domestic abuse.

**Figure 5: Number of Domestic Violence Protection Orders (DVPOs) applied for to court and granted by court, by force in the 12 months to 30 June 2016<sup>18</sup>**

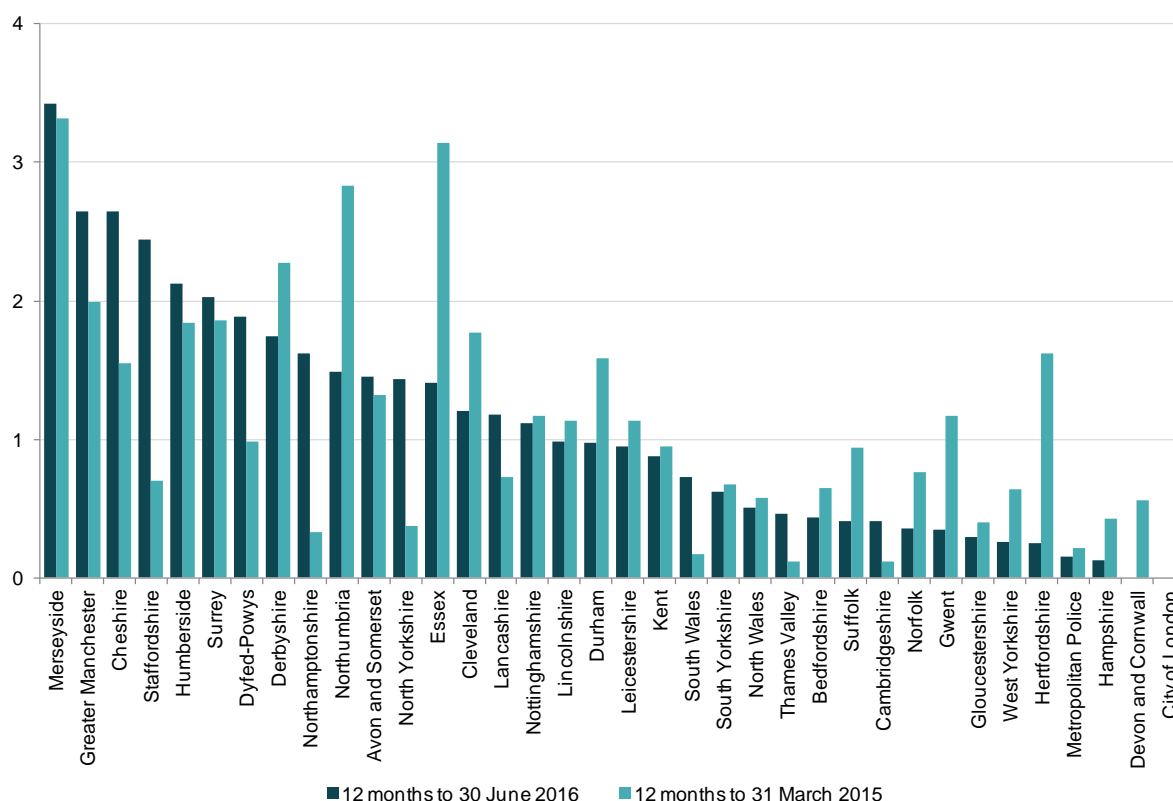


**Source: HMICFRS data collection**

Most worryingly, of the 35 forces that were able to provide data covering the last two inspection periods, 21 showed a decrease in the rate of DVPOs granted per 100 crimes related to domestic abuse. Given the protection that these orders can afford to victims and their children, HMICFRS recommends that forces review their use and application as a priority.

<sup>18</sup> Cumbria and West Midlands were unable to provide data on the number of DVPOs applied for and granted so they have been excluded from this graph. Surrey was unable to provide data for the number of DVPOs applied for. Dorset, Sussex, and Warwickshire were unable to provide data for the number of DVPOs granted.

**Figure 6: Number of Domestic Violence Prevention Orders granted per 100 domestic abuse-related crimes, by force in the 12 months to 31 March 2015 and 12 months to 30 June 2016<sup>19</sup>**



**Source: HMICFRS data collection**

Some forces are developing an understanding of the factors contributing to this decline. When we asked about the low use of orders and notices during this inspection, the reasons cited included officers lacking experience in using them, and the orders being seen as too much work and being expensive. One force recognised that the system it had in place for the management of DVPNs and DVPOs was applied inconsistently and was not working effectively. It is the policy of another force to use these notices and orders in high-risk cases only. This means that victims in medium and standard-risk cases are potentially exposed to unnecessary harm. Forces should raise awareness of DVPNs and DVPOs, and promote their use where they are appropriate, through training and through force communications. It is extremely important that the benefits of DVPOs for victims are reinforced so that officers do not view them as yet another task to complete in parallel to the investigation process. The importance of DVPOs being underpinned by robust risk management processes and their applicability in all forms of domestic abuse (not just incidents of physical abuse) should also be reinforced during training. Forces need monitoring processes in place, supported by accurate data, to ensure that they

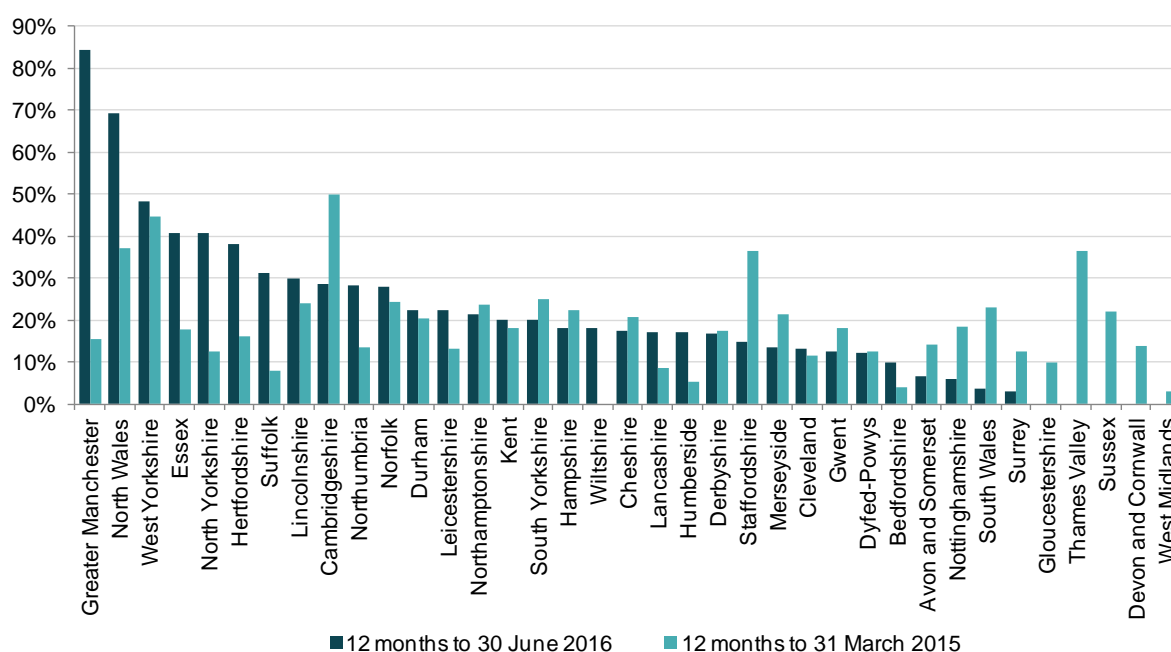
<sup>19</sup> Cumbria, Dorset, Sussex, Warwickshire, West Mercia, West Midlands and Wiltshire were unable to provide comparable data; therefore, they have been excluded from the graph.

are making effective use of these powers. This work should be included in the updated domestic abuse actions plans proposed in Recommendation 3.

### Breaches of DVPOs and other orders

There appears to be a wide variation across forces in the percentage of DVPO's breached (figure 4). Approximately half of the forces that could calculate this demonstrated an increase, so there does not appear to be a clear direction of travel for perpetrators' propensity to breach DVPOs.

**Figure 7: Domestic Violence Prevention Order breach rate,<sup>20</sup> by force in the 12 months to 30 June 2016<sup>21</sup>**



Source: HMICFRS data collection

Domestic abuse practitioners and victims expressed their disappointment at the lack of action taken when civil orders (e.g. non-molestation orders, occupation orders or restraining orders) or bail conditions were breached. A perpetrator who is granted bail may have to adhere to conditions such as living at a particular address, not

<sup>20</sup> The breach rate is calculated as the number of DVPOs breached in the 12 months to 30 June 2016, as a proportion of the number of DVPOs authorised in the same period. DVPOs breaches may not be directly related to the DVPOs authorised.

<sup>21</sup> Cumbria, Dorset, Metropolitan Police and Thames Valley were unable to provide data for the number of DVPOs breached. Sussex, Warwickshire, West Mercia and West Midlands were unable to provide data for the number of DVPOs granted. Devon and Cornwall recorded no DVPOs granted and so a breach rate could not be calculated. Therefore, these forces have been excluded from the graph and from the England and Wales rate.

contacting certain people or having to sign in at a police station at agreed times. If perpetrators do not adhere to these conditions, they can be arrested again. In some cases, breaches were not responded to immediately, with officers waiting for the perpetrator to return on bail at a later date before the breach was dealt with. This practice is very high-risk and does nothing to safeguard victims. When the responses to breaches are ineffective or delayed, victims will lack confidence in the police and the criminal justice process:

“My non-molestation order – is that not on the police systems? When the officer came out to me, I’ve had to show him my copy. I’ve actually said to him, is this not on your systems by now? He had to take my copy to the station with him. One force had it on their system, but the other didn’t.”

It is concerning that there still appears to be a lack of appropriately robust action in enforcing breaches of DVPOs, as this was a problem HMICFRS raised in its last domestic abuse report *Increasing everyone’s business*. Breaches of DVPOs and other orders can increase the risk that the perpetrator poses, and affect the safety of the victim. If DVPOs and other orders are to be sought and obtained, then they need to be enforced.

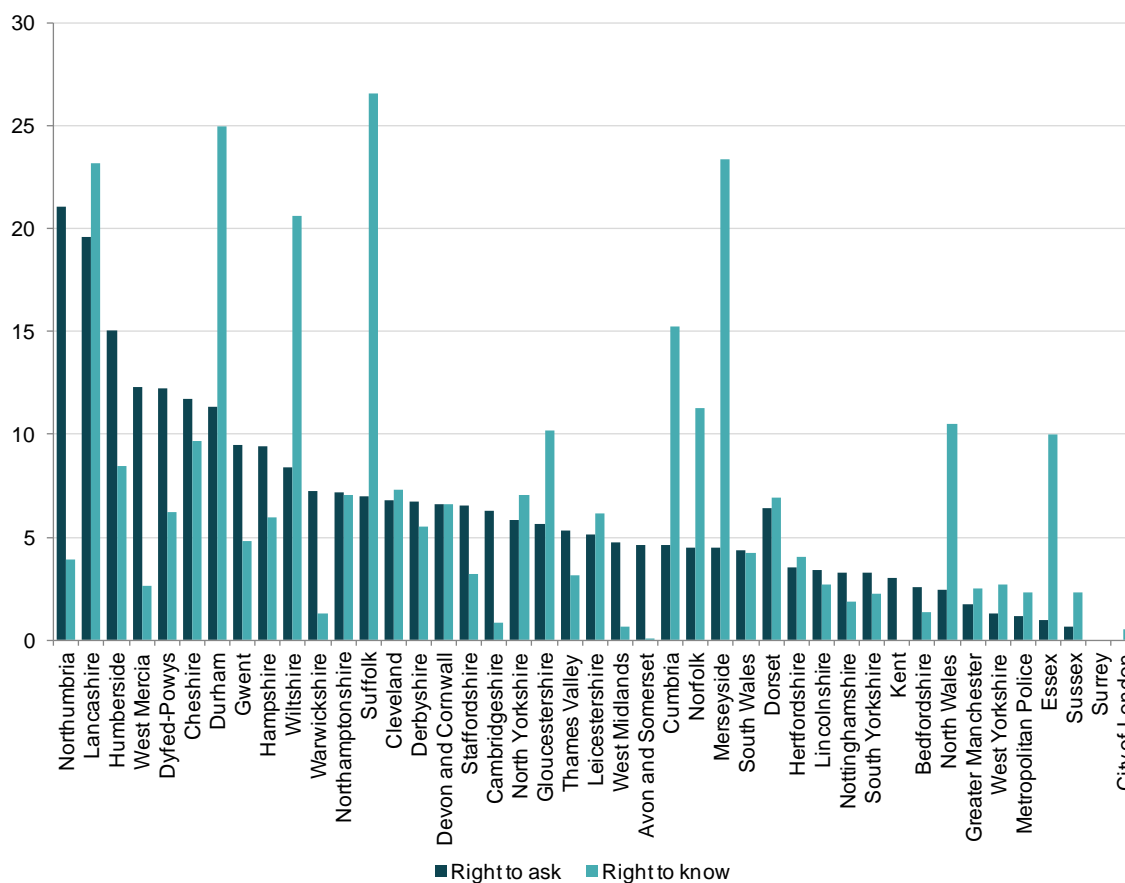
### **Domestic Violence Disclosure Scheme**

The Domestic Violence Disclosure Scheme (DVDS), also known as Clare’s Law, was introduced in all 43 police forces in England and Wales on 8 March 2014. It enables the police to disclose information about a partner’s previous history of domestic violence or violent acts to victims or third parties in a position to help (Right to Know). Under the scheme, a person can ask police to check whether a new or existing partner has a violent past (Right to Ask).

During the focus groups we carried out with victims, it was clear that very few had heard about Clare’s Law. Data collected as part of the HMICFRS inspection shows that, despite increases in the number of domestic abuse related crimes recorded, the frequency of use of both Right to Ask and Right to Know per 100 domestic abuse-related crimes has decreased across many forces. Forces need to raise awareness of this safeguarding method and ensure that victims are linked into specialist domestic abuse organisations who can provide additional support and advice. If people do not know about Clare’s Law, then the numbers of requests to know whether a partner has a violent past will not increase.

In addition, the variation of use of ‘Right to Know’ and ‘Right to Ask’ across forces is extremely wide (figure 8). For example, Suffolk processes nearly four times as many ‘Right to Know’ as ‘Right to Ask’ applications per head of population. In Northumbria, the situation is reversed with over five times as many ‘Right to Ask’ applications being made.

**Figure 8: Use of Right to Ask and Right to Know, per 100,000 population, by force in the 12 months to 30 June 2016**



**Source: HMICFRS data collection**

We found unacceptable delays regarding the use of Clare’s Law in one force. In some ‘Right to Know’ cases, we were made aware of lengthy delays before the disclosure was made. The disclosure period in these cases, which are generally directly linked to a domestic abuse incident, should be as short as possible, as it often forms part of the safeguarding plan for the victim. We found information being disclosed to the victim some months after the original decision to disclose had been made. Many of these cases are high-risk and include cases where children are present in the family home. Opportunities are being missed to provide better support and protection to victims.

It is disappointing that despite an increase in the number of recorded domestic abuse related crimes, there does not appear to have been a corresponding increase in the use of Clare’s Law. It is important that both members of the public and officers are aware of the scheme’s purpose and the application process. Both external and internal force communications and awareness-raising activity are crucial here.



## Harassment and stalking

In 2016/17, HMICFRS and Her Majesty's Crown Prosecution Inspectorate (HMCPPI) carried out the first inspection into harassment and stalking. The report, *Living in fear – the police and CPS response to harassment and stalking*,<sup>22</sup> was published in July 2017. The report contains several recommendations aimed at improving police and CPS practice, and therefore the service provided to victims.

Our PEEL effectiveness inspection did not scrutinise force's responses to harassment and stalking in depth, but it was evident that there was a lack of clarity and consistency, particularly with regard to Police Information Notices (PINs). After this inspection, our thematic inspection on harassment and stalking recommended that chief constables should stop the use of Police Information Notices and their equivalents immediately.

A PIN is issued by the police as a warning notice to individuals where there are allegations of harassment (the notices are sometimes called Harassment Warning Notices or Early Harassment Notices). The notices are not covered by legislation and do not constitute formal legal action. However, the police request that people sign these notices to help demonstrate in possible future legal proceedings that a suspect was aware that their behaviour has amounted to harassment.

From discussions in the focus groups with victims of domestic abuse, it was clear that some victims believe a PIN has some legal standing and that breach of the PIN is a criminal act which will result in arrest and positive action. However, when reporting breaches, victims did not receive the positive action they were expecting:

“My ex ignored the PIN. He didn't even read it. It doesn't have any legal bearing, no power of arrest.”

“As a worker I would always advise victims to go for a PIN. However when you use them you realise that the PIN is worth nothing at all. It is a total waste of time. Once we rang and said it is the ninth time it had been breached. But there was no record on the system. The officers had been taking notes in their notebook and not updating the system.”

We cover this issue in greater detail in our thematic inspection on harassment and stalking. However, it was clear from the victim focus groups and our observations in some forces that officers are issuing PINs where evidence already exists that would

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<sup>22</sup> *Living in fear – the police and CPS response to harassment and stalking*, HMIC and HMCPPI, 2017. Available at: [www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/living-in-fear-the-police-and-cps-response-to-harassment-and-stalking.pdf](http://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/living-in-fear-the-police-and-cps-response-to-harassment-and-stalking.pdf)

allow arrest for a substantive offence. HMICFRS observed decisions made to warn an offender when a victim has been suffering for months or even years. The warning takes the form of a PIN, but it is unlikely in these circumstances that a PIN is going to be an appropriate and positive response when the offender's behaviour is ingrained and fixated. Rather than issue a PIN, the perpetrator should have been arrested, and the matter recorded as a criminal allegation.

In the limited number of harassment and stalking cases we sampled as part of this inspection, we noted that the management of risk to the victim was not always considered, and some of the incidents leading to the issue of PINs were not properly recorded as criminal allegations.

Some forces had recognised this problem, and had already started to address it at the time of this inspection. In Cambridgeshire, the force's head of crime has withdrawn the use of PINs in all but exceptional circumstances, recognising that PINs had been issued inappropriately, creating risks for both the victim and the force.

There is clear misunderstanding among frontline officers about the use of risk-assessments in harassment and stalking cases. We found that risk-assessments were being completed for harassment and stalking victims in all cases where there is an existing context of domestic abuse between the parties concerned. However, in cases where there is no prior relationship between the stalker and the victim, risk-assessments were not being completed.

### **Risk identification and assessment in domestic abuse**

Although overall there have been improvements in these areas since 2014, we still found some weaknesses which were similar to those found in 2015. Forces still use a range of different and inconsistent practices when assessing risk, potentially leading victims to receive different levels of service across England and Wales. Most forces use a model of risk identification, assessment and management known as DASH, which takes account of domestic abuse as well as stalking and harassment.

The Authorised Professional Practice on Domestic Abuse states that when attending a domestic abuse incident, it is the responsibility of the attending officer to carry out a primary risk-assessment at the first opportunity. Officers completing risk-assessments should have a thorough knowledge of the possible risk factors for domestic abuse, including those in relation to particular groups of victims, and be skilful in applying these factors to individual cases, by using professional judgment. The wider context of the relationship and any history of abuse must be taken into account, in addition to the nature of the specific incident. The initial risk identification and safety planning procedures should be followed even where no criminal offence appears to have been committed. The incident may form part of a pattern of controlling or coercive behaviour. Primary risk-assessment should underpin

immediate safety planning measures to protect the victim and any children, and should be integral to any police investigative response to domestic abuse.

During our inspection, HMICFRS found that frontline officers generally understand that they are required to follow a clear process when assessing risk and addressing the nature of a victim's vulnerability. Officers identify safeguarding measures through a DASH form, which they complete at domestic abuse incidents. The form also includes a record of any children within the household, to allow for suitable consideration of their needs as well. The forms should be subject to supervision and scrutiny to ensure accuracy and assessment of safeguarding options for the victim. We found that this scrutiny was not always taking place.

In some forces, we found a poor level of understanding among response officers about the importance of the risk-assessment and its purpose. In too many cases some forces are still not using the DASH risk assessments appropriately. It appears some staff still view it as a process to complete rather than an essential part of understanding risk and protecting the victim.

Deficiencies in risk assessment were fairly widespread, with 15 out of the 43 forces in England and Wales being assessed as having an 'area for improvement' in terms of their risk-assessment processes. These covered a range of areas including the completion rate, the quality and supervision of DASH forms and the lack of quality training provided on how to complete the forms.

Not all forces require the DASH form (or other force-specific risk-assessment) to be completed in all domestic abuse cases, for example incidents which do not involve a crime. Some forces allow officers to use their personal judgment about when the form is completed, which does not ensure that risks are identified appropriately. In some forces, DASH forms are regularly being submitted without all or any of the questions being answered, without the attending officer's observations or views, and without any additional commentary being recorded.

In one force, we observed that there was a noticeable variation in the circumstances in which the form was completed and in the quality of the completion, and that mistakes or concerns were not addressed by managers. An internal review showed that 20 percent of 300 domestic abuse incidents did not have a corresponding DASH record. This means that in 60 of these cases, the force cannot be assured that the right level of risk is being assessed by first responders, if risk is being assessed at all, which will inevitably have an effect on the initial response to victims of domestic abuse.

HMICFRS is concerned that in two forces, when the call-taker judged that there was not an immediate risk to the victim, domestic abuse risk-assessments were often conducted over the telephone in the force's resolution centre. This practice did not fully establish the risk that victims were facing, and sometimes led to ineffective investigations because the perpetrator might be present at the time of the call, which

could influence the victim's response. Although this practice has now stopped, it is a matter of concern that demand management appeared to have taken precedence over accurately assessing and responding to risk. As forces face increased demand for their services from vulnerable people, it is critical that this practice is not used by other forces.

In 2016, the College of Policing completed research to examine how the DASH risk model is currently operating in forces. Building on the findings of that research, the College has designed, and has tested in three forces, an alternative risk-assessment for frontline officers, one that seeks to place greater emphasis on identifying coercive control. The results are due to be published in early 2018. HMICFRS is concerned that any delay in publishing the findings of this work will result in forces failing to address shortcomings in their use of risk-assessment tools. In the meantime, it is critical that forces continue to use the risk-assessment tools currently available to them and ensure that the relevant forms are completed to the highest standard.

Pending completion of this work, forces should ensure that their arrangements for assessing risk are well understood by officers and staff across the force, are being put into practice and are supervised effectively. This work should be captured in the updated domestic abuse actions plans proposed in Recommendation 3.

### **Derbyshire Constabulary**

Derbyshire Constabulary has introduced the 'Think Family' campaign. This involves the use of professional judgment to avoid reliance upon the standard scoring matrix in the domestic abuse, stalking and harassment (DASH) form. Officers are obliged to consider a wide set of implications for each incident and reflect the impact on the victim in their assessment of risk. The 'Think Family' campaign supports that approach by making officers explore the impact on other family members, such as by talking to children at the scene to ensure that their voice is heard at the assessment and safety planning stage.

### **Children at domestic abuse incidents**

It is clear that officers are aware of their responsibility to identify the effect of incidents on children, and to undertake safeguarding activity, including talking to children if they are present at a domestic abuse incident or checking on them if officers are told that children are sleeping upstairs. As in previous inspections, we found that officers are asking all the right questions about the safety and well-being of children present at incidents, but often appear reluctant to check on them physically. HMICFRS believes that officers, at times, need to be more proactive

about establishing the safety of children and in considering the effect that witnessing a domestic abuse incident may have had on them:

“The police didn’t speak to the children after he barricaded himself in armed with a knife. He told the kids to turn the lights off and shut the door to make it look as if they were in bed. I’m certain the officers didn’t speak to the kids because of this.”

We are pleased to find that police referrals to children’s services of children who have been associated with domestic abuse continue to increase. We are aware that Ofsted has commented on the effect of increases in referrals in some of their recent inspections, and children’s services report that they are overwhelmed because of the increase in cases. It is difficult for the police to manage this delicate balance with partner agencies. In some areas the number of referrals is causing backlogs which prevent cases being processed and considered in a timely manner. For example, in one force we found a case in which the appropriate referral had waited up to four weeks before it was sent to children’s services, such was the backlog in processing. As highlighted in our 2015 thematic report *Increasingly everyone’s business*, the issue of the impact of referrals on partners needs to be considered by all. This requires detailed discussion between police and partner organisations at a local level to determine how best to manage this problem.

Operation Encompass is an excellent example of sharing information between agencies to protect vulnerable children, because it involves forces working in collaboration with local authorities and nominated ‘key adults’ or contacts in schools. At the start of the day, the relevant school is notified if the police have been called out in the last 24 hours to a domestic abuse incident where a child was present. Twenty-two forces use Operation Encompass or a similar scheme to help ensure that schools are able to address the welfare of the child appropriately.

Twenty-one forces stated that they did not have such a scheme in place, although many said that they had alternative processes which ensured that schools were aware of pupils who had been affected by domestic abuse incidents. HMICFRS is of the view that Operation Encompass or a similar scheme is a simple but effective method of promoting the welfare of a child in a domestic abuse situation, and recommends that the process of sharing information with schools is adopted by all forces without undue delay. HMICFRS will be considering the use of Operation Encompass and similar schemes as part of the 2017 PEEL effectiveness inspections and expects to see more widespread use.

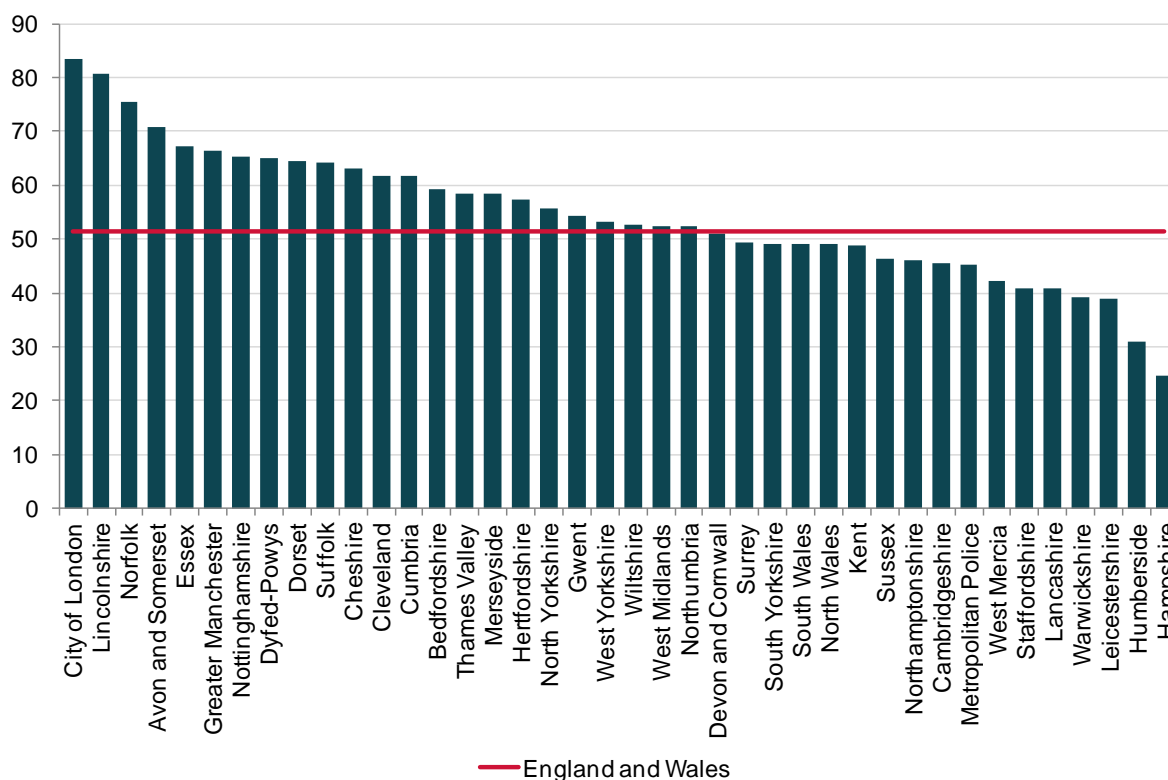
### **Positive action and powers of arrest**

Police officers have a duty to take positive action when they deal with domestic abuse incidents. Often this means making an arrest, provided that the grounds exist,

and that it is a necessary and proportionate response. Officers must be able to justify the decision not to arrest in these circumstances. In some situations other positive approaches may be more appropriate.

HMICFRS continues to have concerns about the falling levels of arrest in domestic abuse cases and the variation in arrest rates across forces. Despite the 23 percent increase in recorded domestic abuse offences, there has been a slight decrease in the number of domestic abuse arrests (35 forces provided comparable data). Consequently, the domestic abuse arrest rate in England and Wales has fallen from 66 arrests per 100 domestic abuse-related offences in the 12 months to 31 March 2015, to 51 arrests per 100 domestic abuse-related offences in the 12 months to 30 June 2016. The force with the lowest domestic abuse arrest rate has seen a more dramatic decrease, falling from 66 arrests per 100 domestic abuse-related offences to 25 arrests per 100 domestic abuse-related offences for the same time period (it should be noted that this force took immediate steps to address this issue). Some 15 forces reported a decrease in the actual number of domestic abuse arrests, despite 13 of these having recorded an increase in the number of domestic abuse offences recorded.

**Figure 9: Number of domestic abuse arrests for every 100 domestic abuse-related crimes, by force in the 12 months to 30 June 2016<sup>23</sup>**



**Source: HMICFRS data collection**

Although 20 forces recorded an increase in the number of arrests for domestic abuse related offences, only three of these saw an increase in their arrest rate per 100 domestic abuse offences. This is because of larger increases in the number of recorded domestic abuse offences, than domestic abuse arrests. As discussed in *Increasingly everyone’s business*, the increase in recorded domestic abuse offences might be the result of more accurate crime recording, as well as increased activity by forces to encourage victims of domestic abuse to report offences, rather than an actual upward trend in domestic abuse. The number of domestic abuse arrests has not increased proportionately with the increase in recorded domestic abuse offences. It is critical that forces understand the reasons for their decreasing domestic abuse arrest rates, and can reassure the public that the powers of arrest are still being used when necessary to keep victims safe and to bring perpetrators to justice.

HMICFRS continues to have concerns regarding the variation in domestic abuse arrest rates across forces. In *Increasingly everyone’s business*, the rate of domestic abuse arrests ranged from 43 arrests per 100 domestic abuse crimes in Humberside to 93 arrests per 100 domestic abuse crimes in Lincolnshire. For the 12 months to 30 June 2016, the variance between forces has increased, with the rate of domestic

<sup>23</sup> Derbyshire, Durham and Gloucestershire were unable to provide domestic abuse arrest data. Therefore, they have been excluded from the graph and from the England and Wales rate.

abuse arrests per 100 domestic abuse crimes ranging from 83 in City of London to 25 in Hampshire. HMICFRS would expect to see far greater consistency in the rates of arrests across forces.

The rate of arrest for domestic abuse offences can provide an indication of a force's approach to handling domestic abuse offenders. It is crucial that such an approach is part of an effective process to protect victims, and to ensure their continuing safety. We have considered the arrest rate alongside other measures to understand how each force deals with domestic abuse overall.

Many forces rightly focused on the views of the victim. However, in some forces, officers are focusing on the victim's wishes at the expense of assessing the wider situation and taking safeguarding action. Some victims might not want the perpetrator arrested because of the control that this person exerts upon them or for fear of reprisals. It appears that in some forces, officers are using this as a reason not to exercise their power of arrest, with potentially unacceptable consequences for victims of domestic abuse. If forces are to implement a positive action policy effectively, then it is crucial that response officers fully understand the dynamics of domestic abuse, including coercive control.

In England and Wales, the Police and Criminal Evidence Act 1984 (PACE) makes provision about the use of many powers including the requirements for arrest (the necessity test). Our inspection found different interpretations in forces of when an arrest would be appropriate. Authorised Professional Practice on domestic abuse is clear about the relationship between positive action and the necessity test, and it is vital that police leaders reinforce this message:

“Where an offence has been committed in a domestic abuse case, arrest will normally be ‘necessary’ within the terms of the Police and Criminal Evidence Act 1984<sup>24</sup> (PACE) to protect a child or vulnerable person, prevent the suspect causing injury or criminal damage and/or allow for the prompt and effective investigation of the offence.”

Authorised Professional Practice clearly articulates the benefits of arrest in domestic abuse cases, which include:

- giving the victim some time to feel safer and improve the likelihood of them working with the police and other services, i.e. create space for action.
- disrupting an established pattern of controlling or coercive behaviour.

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<sup>24</sup> Police and Criminal Evidence Act 1984. Available at: [www.legislation.gov.uk/ukpga/1984/60/contents](http://www.legislation.gov.uk/ukpga/1984/60/contents)



- allowing time to pursue other lines of enquiry, e.g. neighbours, police crime recording systems, information from social services or medical practitioners, researching potential bad character evidence from other force systems.
- providing an opportunity to put services in place to support the family or relationship.
- generating a PNC ID and obtaining DNA and fingerprints if the offence is recordable – this may assist with resolving outstanding or future offending
- being able to impose bail conditions to protect the victim.
- sending a message to the perpetrator that their behaviour is not acceptable and will not be tolerated, and that the victim is not alone.
- giving an indication to the victim that he or she is being taken seriously.

The range of variations in arrest rates for domestic abuse offences is unacceptable. Force leaders need to understand their use of arrest, and determine whether it is being used appropriately to protect vulnerable victims. Recommendation 3 calls on forces to use monitoring processes, supported by accurate data, to ensure that they are taking positive action, such as arrest where appropriate, as well as making effective use of wider powers such as Domestic Violence Protection Orders and the Domestic Violence Disclosure Scheme.

## Chapter 3 – Investigating domestic abuse and bringing offenders to justice

### Main findings

This chapter sets out findings on how effectively forces investigate domestic abuse offences; and how well forces support victims throughout the investigation process.

- The standard of investigations of domestic abuse offences is generally high, with levels of supervision for domestic abuse crimes appearing to be better than for other crimes.
- In many forces, domestic abuse investigations are still being allocated based on crime type and complexity rather than on an assessment of risk to the victim. Complex investigations involving vulnerable victims are being conducted in some forces by non-specialist uniformed officers rather than by detectives.
- Although most forces have continued to protect their investment in public protection, there are concerns about the capacity and capabilities of these units.
- The charge rate for domestic abuse crimes<sup>25</sup> in England and Wales has continued to decrease over the last three years, and forces have inconsistent levels of understanding of charge rates and wider outcomes.
- We are concerned that an increased number of cases are being closed because evidential difficulties prevent further action, or because the victim does not support police action.
- Despite the overall number of referrals from the police to the Crown Prosecution Service increasing over the last three years, the rate of referrals for domestic abuse crime has dropped. There is also a wide variation in rates of referrals between forces.

Most forces have dedicated domestic abuse officers or public protection unit (PPU) staff responsible for investigating and safeguarding victims in domestic abuse cases. These units usually focus on victims assessed as high-risk and the response is generally good. However, in many forces domestic abuse investigations are still being allocated based on crime type and complexity rather than on an assessment of

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<sup>25</sup> *Violence Against Women and Girls Report*, Tenth Edition, 2016-2017, CPS, 2017. Available at: [www.cps.gov.uk/publications/docs/cps-vawg-report-2017.pdf](http://www.cps.gov.uk/publications/docs/cps-vawg-report-2017.pdf)

risk to the victim, which mirrors the findings in our last domestic abuse thematic report *Increasingly everyone's business*.

Eight forces were assessed as having an 'area for improvement' in their investigation processes for domestic abuse offences. These covered a range of areas including the capacity within specialist units, supervision of investigations and ensuring that offences are investigated by officers and staff with the appropriate professional skills, specifically in relation to complex cases.

Despite this, most forces have continued to protect their investment in public protection resources, in the face of a difficult financial situation. During the period 2013/14 to 2015/16, the estimated spending on public protection rose by 16 percent; the greatest contrast is with spending on local investigations/prisoner processing, which has reduced by 12 percent over the same period. Although this increase is encouraging, it is worth noting that with greater demand in terms of both the number of domestic abuse crimes and other kinds of offending involving vulnerable people (for instance, related to reports of child abuse), forces need to keep their budgets under close review.

Although HMICFRS recognises the benefits that this investment has realised, we still have concerns about the resilience of public protection units and the extent to which they are staffed by experienced and qualified investigators, which can affect the quality of the work they carry out. In addition, our PEEL effectiveness 2016 national report<sup>26</sup> found a severe shortage of qualified detectives and other investigators and concluded that this was a national crisis.

HMICFRS is concerned that too often, police officers without the right skills and experience are investigating high-risk or serious domestic abuse cases. Although this is not widespread in all forces, where it occurs it can have serious consequences for the victim. In some cases, complex investigations with vulnerable victims are conducted by non-specialist uniformed officers rather than by detectives.

However, the investigation of domestic abuse offences is generally of a high standard. Forces are increasingly focused on providing an effective service to vulnerable victims. In HMICFRS' 43-force review of 2,701 crime files, files for crimes with a domestic abuse element (898 in total) evidenced slightly more effective investigations, better victim care and better supervision when compared to all cases reviewed (figure 10 below).

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<sup>26</sup> PEEL: *Police effectiveness 2016 – A national overview*, HMIC, 2017. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-effectiveness-2016/)

**Figure 10: File review – evidence of effective investigation, victim care and supervision – files reviewed with a domestic abuse element compared to all files reviewed**

	Files reviewed with a domestic abuse element		All files reviewed	
<b>Total number of files reviewed</b>	<b>898</b>		<b>2701</b>	
<b>Evidence found during review of:</b>	<b>Count</b>	<b>Percentage</b>	<b>Count</b>	<b>Percentage</b>
<b>Effective investigation</b>	781	87%	2238	83%
<b>Good victim care</b>	788	88%	2287	85%
<b>Effective supervision</b>	488	54%	1353	50%
<b>Effective, or limited but appropriate supervision</b>	699	78%	2010	74%

**Source: HMICFRS 2016 Effectiveness file review**

HMICFRS understands that domestic abuse investigations are high in number and that forces have different investigative models to reflect their local circumstances. Generally, investigations carrying a higher level of threat, risk and harm to the victim are conducted well and by investigators who have been trained in domestic abuse investigations. Low-risk domestic abuse cases are usually the responsibility of response or investigation units. In both cases, our file review and fieldwork found that levels of supervision for domestic abuse crimes seem to be better than for other crimes, further highlighting forces' increased focus on domestic abuse.

We found that in cases identified early as high risk or involving repeat victims, there is more supervision of both the risk assessment and the investigation. Such cases are appropriately given greater priority by forces.

Against this broadly positive picture, we did find that in some forces specialist units have high workloads affecting both the quality and timeliness of the investigation. This is often the result of a lack of capacity in specialist investigation units. Although the number of staff allocated to public protection departments has been protected and often increased, the officers are not qualified and are often not physically present. This is as a result of re-deployments to other investigations or difficulties in recruiting. As we reported in PEEL effectiveness 2016, there is a national shortage of qualified detectives and other investigators, and the increase in demand from a range of crimes involving vulnerable victims has made this problem worse. Our inspection fieldwork found several examples of this:

- Given the increase in domestic abuse cases, many forces have struggled to provide a consistent service to victims. One force that had a dedicated domestic abuse team in 2015 took the decision to disband the team, and the majority of high and medium risk domestic abuse investigations were

transferred to the CID. Due to unmanageable workloads, the majority of cases were then transferred to the prisoner investigation unit. The force has retained a small unit to deal with the more complex domestic abuse investigations, but its remit is unclear. Cases within the CID are retained on the basis of complexity and/or seriousness of the offence rather than the level of safeguarding required. As a result, victims (especially those who are high and medium-risk) are receiving an inconsistent service with some cases being investigated by the specialist domestic abuse team, some by the CID and some by the prisoner investigation unit.

- In a small number of forces, high-risk cases such as those involving serious sexual offences and high-risk domestic abuse are still too often being allocated to response officers who do not have the necessary training or experience to deal with them. This means that vulnerable victims are not receiving the level of service which they need, and safeguarding measures are being overlooked.
- In one force, cases such as rape, grievous bodily harm and high risk domestic abuse were allocated to whoever was available, rather than according to the officers' skills and experience. In another force we found that investigations for high risk domestic abuse cases, serious sexual offences and rape were passed to uniformed officers rather than qualified investigators, because the specialist serious sexual offences team had an excessive caseload.

As discussed earlier in this report, some of the victims of domestic abuse that we spoke to reported that they asked for a female officer because they felt more comfortable disclosing information to a woman. This is particularly the case for serious sexual offences or where children are involved as witnesses, or have experienced abuse.

“The sexual assault team that dealt with my case was two blokes, which was intimidating. I had to talk about sex with them, which was difficult. They explained everything, they were good but two guys coming to speak to a woman in a refuge was intimidating.”

Forces need to consider which officers they are sending to vulnerable victims in certain situations. HMICFRS accepts that it is not always possible to send a female officer to every incident where the victim asks for one, but there needs to be an element of prioritisation. In the example above, it is difficult to justify sending two male officers into a refuge which houses women who are vulnerable victims of domestic abuse.

## **Outcomes for victims of domestic abuse crimes**

Since April 2014, police forces in England and Wales have been required to record how investigations are concluded in a new way, known as 'outcomes'. Replacing what was known as 'detections', the outcomes framework gives a more complete picture of the work the police do to investigate and resolve crime, and over time all crimes will be assigned an outcome.

The broader outcomes framework (it now contains 21 different types of outcomes) is designed to support police officers in using their professional judgment to ensure a just and timely resolution for victims. The resolution should reflect the harm caused to the victim, the seriousness of the offending behaviour and the negative effect on the community, and should deter future offending.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as related to domestic abuse if the offence meets the government definition of domestic violence and abuse. The rates of outcomes recorded in the 12 months to 30 June 2016 for offences related to domestic abuse are shown in figure 11 on the next page.

**Figure 11: Rates of outcomes recorded in the 12 months to 30 June 2016 for domestic abuse-related offences in England and Wales<sup>27</sup>**

<b>Outcome</b>	<b>12 months to 30 June 2016</b>	<b>12 months to 31 March 2015</b>
Charged / Summoned	23.2	27.3
Caution – adults	5.6	8.2
Caution – youths	0.3	0.5
Community resolution	1.4	1.2
Evidential difficulties prevent further action; victim supports police action	24.1	15.4
Evidential difficulties prevent further action; victim does not support police action	35.4	19.8

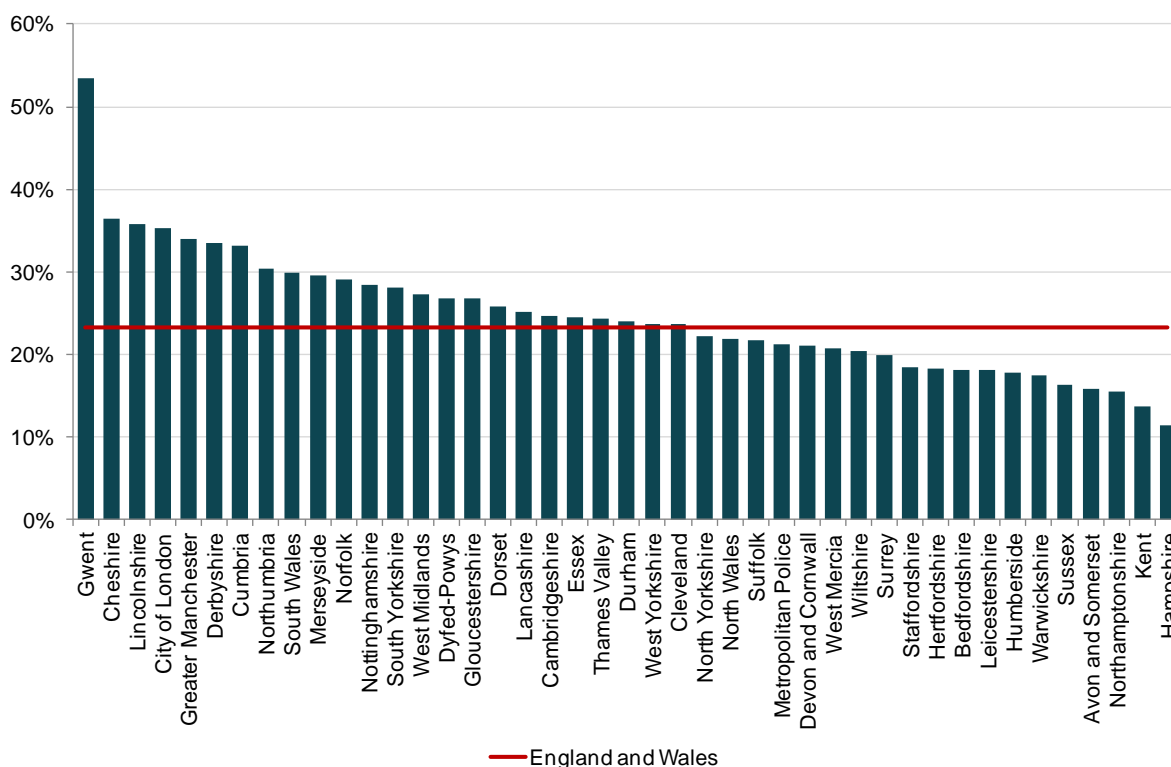
**Source: HMICFRS data collection**

### **Charge rates**

Despite forces focusing on the victims, there is still an unacceptable degree of variation in the rate at which alleged perpetrators of domestic abuse are charged with criminal offences. In addition, the percentage of charges has continued to fall over the past three years. The charge rate for domestic abuse crimes for England and Wales was 30 percent during the 12 months to 31 August 2013. This dropped to 27 percent for the 12 months to 31 March 2015 and in the period of this current inspection, the charge rate for the 12 months to 30 June 2016 had fallen to 23 percent (figure 12).

<sup>27</sup> Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data. Therefore, these forces' data are not included in the calculation of the England and Wales rate.

**Figure 12: Number of domestic abuse charges per 100 domestic abuse crimes, by force in the 12 months to 30 June 2016<sup>28</sup>**



**Source: HMICFRS data collection**

While domestic abuse recorded crime continues to increase year on year, the number of charges is not increasing at the same pace. Although 25 forces recorded an increase in the overall number of charges for domestic abuse related offences in the 12 months to 30 June 2016 compared to 12 months to 31 March 2015, an increase in the charge rate per 100 domestic abuse related offences was only seen in seven forces. Some 34 forces reported a decrease in their charge rate, which demonstrates further reductions of this important positive outcome for victims of domestic abuse.

HMICFRS has previously recommended that force leaders develop an understanding of their charge rate for domestic abuse crimes. However, this inspection found that forces' understanding of charge rates and wider outcomes remained inconsistent. HMICFRS recognises that charge is not appropriate in all cases, and where this is so, forces need to consider the use of powers such as DVPNs/DVPOs and referrals to appropriate specialist domestic abuse organisations to protect and safeguard the victim.

<sup>28</sup> Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data; therefore, they have been excluded from the graph and from the England and Wales rate.



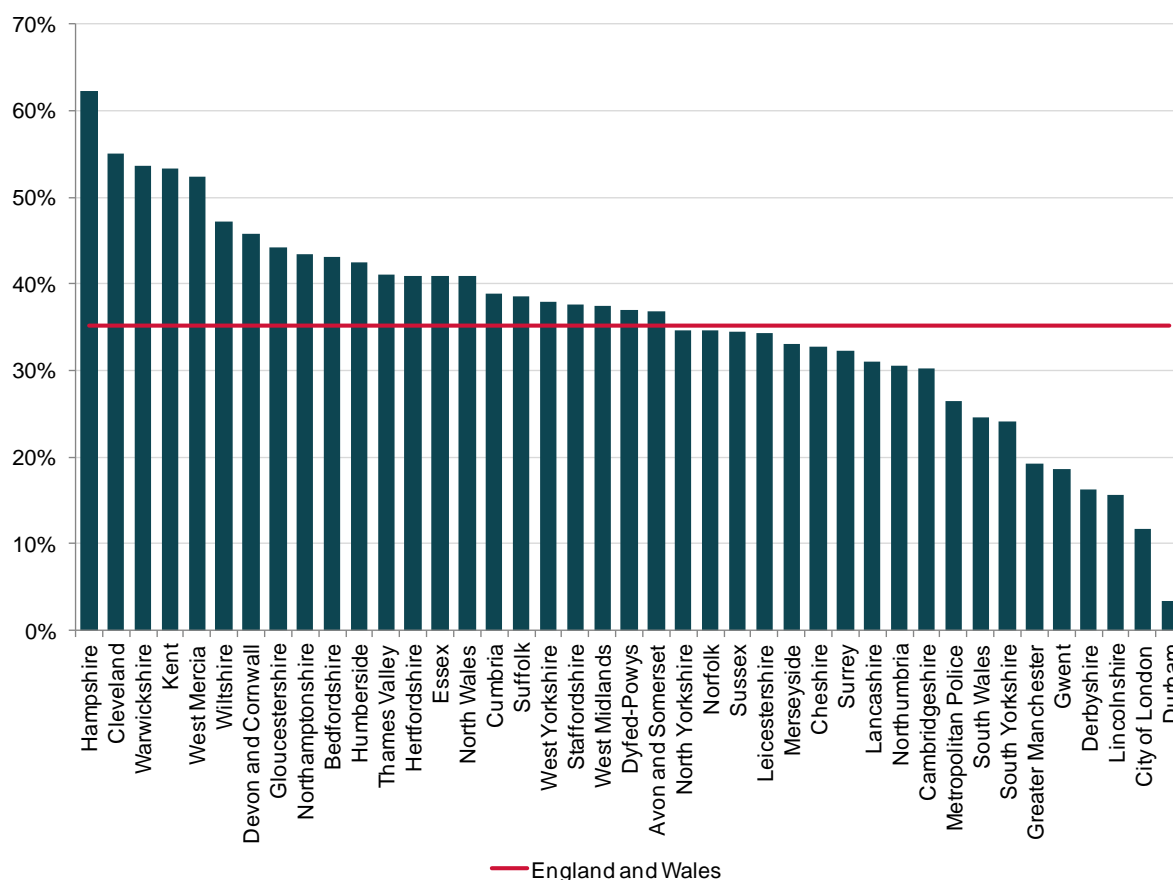
More positively, HMICFRS is pleased to report a continued fall in the use of cautions for domestic abuse, from 13 percent for the 12 months to 31 August 2013 to less than 6 percent of all cases for the 12 months to June 2016. All 41 forces that were able to provide domestic abuse outcomes data exhibited a reduction in the rate of cautions per 100 domestic abuse related crimes, which suggests it is now widely recognised that a caution is rarely an appropriate outcome for these crimes.

However, despite this reduction in the use of cautions found during this inspection, the Crown Prosecution Service (CPS) states that simple cautions are still being used inappropriately. The Authorised Professional Practice on Domestic Abuse reiterates the appropriate policy and procedures on cautions. Charge is always the preferred option where the case passes the evidential and public interest tests. There may be public interest or other reasons for not proceeding with a prosecution in a particular case, and it is in those cases that a caution may be considered as an alternative to no further action (NFA). The police service must satisfy itself that simple cautions are not being used inappropriately in domestic abuse cases.

### **Evidential difficulties prevent further action**

Of most interest and concern to HMICFRS are those outcomes categorised as 'evidential difficulties prevent further action, victim does not support police action'. In our 2015 *Increasingly everyone's business* report, HMICFRS noted that the percentage of cases in this category varied between forces from 1 percent to 46 percent in the 12 months to 31 March 2015. However, in the 12 months to 30 June 2016, the use of this outcome appears to have increased throughout England and Wales – with five forces completing in excess of 50 percent of their domestic abuse investigations in this way and one force finalising nearly two-thirds of all domestic abuse investigations with this outcome (Figure 13).

**Figure 13: Evidential difficulties; victim does not support police action as a percentage of all domestic abuse crimes, by force in the 12 months to 30 June 2016<sup>29</sup>**



**Source: HMICFRS data collection**

Working with partner agencies and police forces, HMICFRS has identified some potential reasons why the use of this outcome may be so high in many forces:

- As forces have focused less on performance measures in recent years, officers are being held less accountable for their actions. In some forces, officers are able to file crimes without sufficient supervisory oversight. For some officers, a victim not supporting police action is seen as a ‘green light’ to file a crime with little or no further investigation.
- Although evidence-led prosecutions have been possible for many years, their use is not increasing. Officers appear to have a working knowledge of what is needed to prosecute without a victim’s support, but there is little evidence to demonstrate that evidence-led prosecutions are routinely considered. In the crime files we reviewed, steps were taken to pursue the case without the

<sup>29</sup> Dorset Police and Nottinghamshire Police were unable to submit domestic abuse outcomes data; therefore, they have been excluded from the graph and from the England and Wales rate.

support of the victim in 26 percent (123 of 468 cases) of the cases where the victim withdrew support.

- Although forces have specialist units to pursue these investigations, these units may not have all the staff they need, which can result in increased workloads and delayed investigations. Victims might not receive timely support, and any delay increases the chances of the victim not supporting a prosecution.
- The outcomes framework is still relatively new, and as a result officers and supervisors are not always using the correct code to file the case after an investigation has finished.

HMICFRS is concerned by both the considerable variation between forces in the use of this outcome and the unacceptably high level of use overall. We are particularly concerned about the potential failure to consider all available evidence, and ultimately convict some of the most dangerous people in society. It is vital that clear standards and expectations are set for building the best possible case for the victim, including cooperation with specialist domestic abuse services which increases the likelihood of a victim cooperating with the criminal justice process and giving evidence at trial. Recommendation 3 calls on forces to ensure there are clear standards and expectations, with effective supervision, for building the best possible case for the victims of domestic abuse whether they support police action or not.

In addition, forces with high levels of cases closed using this outcome category<sup>30</sup> should produce an action plan that sets out how they will:

- Undertake a comprehensive analysis, and an accompanying report for scrutiny by HMICFRS, of the use of this outcome throughout the force to understand how they differ from other forces.
- Review the extent to which the force's use of this outcome category is appropriate.
- Take steps to reduce the force's reliance on this outcome category and improve outcomes for victims.

These forces have undertaken a considerable amount of work to seek to understand this issue. HMICFRS may conduct follow-up visits to these forces to verify this analysis, and will publish a short report based on the forces' analysis to help them consider how to use this outcome code.

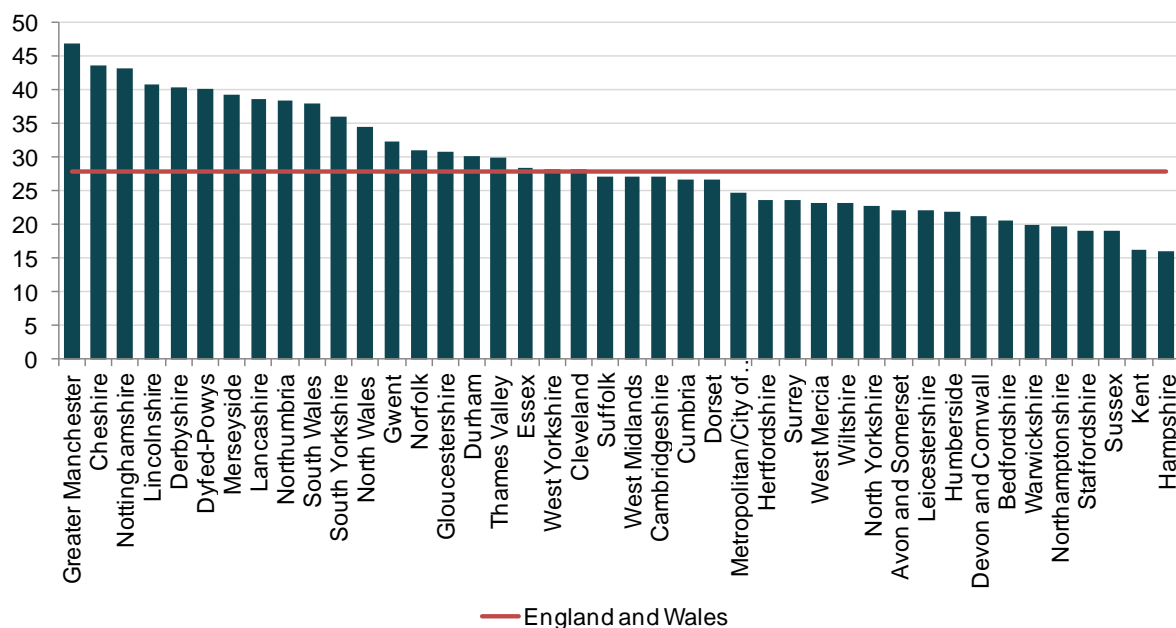
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<sup>30</sup> Cleveland, Kent, Hampshire, Humberside, Warwickshire and West Mercia forces.

## Referrals to the Crown Prosecution Service

The concerns raised by HMICFRS about referrals from the police to the Crown Prosecution Service (CPS) are being examined by the police service. The overall number of referrals has increased from 103,569 for the 12 months to 31 March 2014 to 117,882 for the 12 months to 31 March 2016 (a 14 percent increase), but the rate of referrals for domestic abuse crime has dropped from 35 referrals per 100 domestic abuse crimes to 28 referrals per 100 domestic abuse crimes. There is also a wide variation between rates of referrals per 100 domestic abuse crimes between forces (as shown in figure 14).

**Figure 14: Number of referrals to the CPS per 100 domestic abuse-related offences, by force in the 12 months to 31 March 2016**

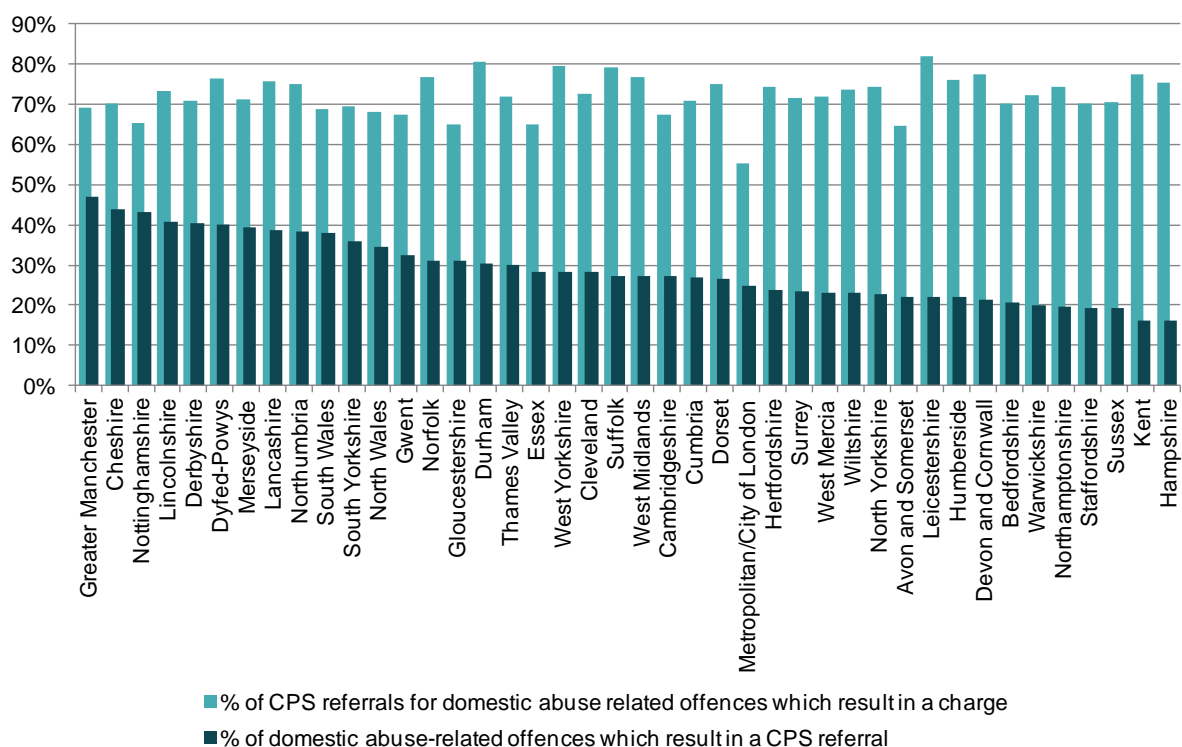


Source: ONS Domestic abuse in England and Wales data<sup>31</sup>

Figure 15 shows that some forces, such as Hampshire and Kent, refer a low percentage of their domestic abuse offences to the CPS, but they achieve a high charge rate for the ones they do refer. On the other hand, some forces, such as Nottinghamshire, are referring more crimes, but achieving a lower rate of charges. The Metropolitan Police Service and City of London Police are referring a comparably low level of crimes compared with other forces and are achieving the lowest charge rate.

<sup>31</sup> Domestic abuse in England and Wales - Data Tool. ONS 2016. Available at: [www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/domesticabuseinenglandandwalesdatatool](http://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/domesticabuseinenglandandwalesdatatool)

**Figure 15: Percentage of domestic abuse-related offences referred to the CPS, compared with the percentage of CPS referrals that resulted in a charge, by force in the 12 months to 31 March 2016**



**Source: ONS domestic abuse in England and Wales data**

Police forces and the CPS have been examining this matter in an attempt to understand the variation and reduction in the rate of referrals to the CPS, which could be due to a number of factors including:

- Systems and processes in forces differ. Some forces may use different criteria for which cases to refer to the CPS.
- The relationship between forces and the CPS. For example, forces told us that investigating officers will make a judgment on which cases to refer based on previous experience and interactions with the CPS.
- The quality of the evidence. For example, non-attendance or delayed attendance has an effect on the evidence that can be collected and used to build the case for the victim.
- Inappropriate use of alternative disposal methods, for example, cautions being issued without the case being referred to the CPS for a charging decision.

Ensuring positive outcomes is a critical part of safeguarding victims of domestic abuse. The working relationship between the police and CPS is critical in this process. Such a wide variation in the number of referrals to the CPS suggests that

there are significant differences in this relationship across England and Wales, and a difference in understanding of which crimes should be referred to the CPS for review. All victims of domestic abuse should have the same likelihood of a successful prosecution regardless of where they live, and should be given the very best opportunity for this to happen. Currently, this does not appear to be the case and forces need to monitor their data on this and work closely with the CPS to understand whether improvement is required, and if so to effect change. This work should be included in their updated domestic abuse action plans.

### **Victim contact**

“Officers need to recognise that we are not confident people, we are very vulnerable and have been brain washed and will go with the flow. They need to instil confidence in the victims.”

When assessing the effectiveness of any service, one of the most valuable sources of information is feedback from people who have received that service. HMICFRS is disappointed that most police forces still do not talk to victims to obtain feedback on the service which they have received. This is a rich source of information that forces should use to improve the service which they provide to victims of domestic abuse.

### **Norfolk Constabulary**

Norfolk has established a focus group comprising victims of domestic abuse, which meets senior police managers to discuss the force’s domestic abuse policies and practices. The group meets every six weeks, which ensures that policies are kept under regular review and that refinements are made.

One point regularly raised by the victims we spoke to is that they want to be kept updated as their case progresses. They told us they were confused about who was responsible for keeping them updated. For example, a perpetrator who has been charged and remanded is sometimes granted bail at a later point in the court process. Some of the victims we spoke to told us that they sometimes only find out when they see the perpetrator unexpectedly, or information appears on Facebook. If a case is being dropped, or there are changes in bail conditions as the case progresses, or indeed a perpetrator is granted bail, the victims we spoke to felt that the contact at this stage was not as good as it had been during the investigation:

“I just feel that I put so much trust in the police, but they have let me down so badly. I had to beg them to do the job they should have been doing. I just want the police to do what they should be doing. Why is no one doing anything? The first officer was amazing, two months of that and then the last 15 months of bad officers.”

HMICFRS’ 2015 PEEL effectiveness report found that many forces needed to improve their compliance with their duties under the Code of Practice for Victims of Crime (VCOP),<sup>32</sup> specifically in relation to victim personal statements. Some progress has been made, but more work is needed.

During our fieldwork, we found that among frontline staff understanding about meeting victims’ needs is mixed. Despite the fact that senior leaders have a good understanding of the importance of keeping victims updated, some staff are still unsure about their responsibility for keeping in contact with victims. Often, cases that we reviewed during fieldwork showed that the frequency of contact with victims deteriorated quickly after the initial stages of investigations. The responsibility of staff to agree ‘victim contracts’ and the frequency and methods for updating victims on the progress of their cases could be improved in a number of forces.

Not all staff are taking every chance to offer victims the opportunity to make a victim personal statement. The VCOP states that all victims of crime should be able to make a victim personal statement (VPS) at the same time that they give a witness statement. A VPS gives victims the opportunity to explain how the crime has affected them, which strengthens their voice in the criminal justice system.

Despite this, the overall picture is improving, and at the time of inspection many forces were making progress in implementing action plans to ensure that they were complying with the requirements of VCOP.

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<sup>32</sup> *Code of Practice for Victims of Crime*, Ministry of Justice, October 2015, available from: [www.cps.gov.uk/legal/assets/uploads/files/OD\\_000049.pdf](http://www.cps.gov.uk/legal/assets/uploads/files/OD_000049.pdf)

## Chapter 4 – Working in partnership to protect people from harm

### Main findings

This chapter explores how effectively forces work with partners to protect and support victims of domestic abuse.

- Multi-agency risk assessment conferences (MARACs) continue to safeguard victims, although HMICFRS remains concerned about the high number of cases being reported to MARACs and police forces' ability to cope with this.
- Some MARACs do not discuss all cases referred to them, and others have introduced a filtering or screening process to decide which cases should go to MARACs to manage demand, rather than assessing risk accurately, and planning for the safety of the victim.
- In the majority of force areas, multi-agency safeguarding hubs (MASHs) and central referral units (CRUs) are well established, with practices in place to work with partners to assess risk and agree actions to safeguard victims.
- Independent domestic violence advisers (IDVAs) continue to play an important role in supporting victims, but although numbers are increasing, longer-term funding and sustainability appears uncertain.

Keeping victims of domestic abuse and their families safe requires the police to work closely with other public and voluntary sector support services. Police officers have a clear role to provide immediate protection, for example by arresting a suspect, and to investigate crimes so that offenders can be brought to justice. Police officers will work with other agencies in order to keep victims and their children safe, and support victims through the long and often difficult experience of investigation and prosecution. These agencies include children's social services, housing departments, and voluntary sector organisations who provide independent domestic violence advisers and workers in refuges.

#### Multi-agency risk assessment conferences

Multi-agency risk assessment conferences (MARACs) are meetings where representatives of statutory and voluntary agencies exchange information about high-risk victims of domestic abuse in order to produce a co-ordinated action plan to increase victim safety. The organisations that attend MARACs vary, but are likely to include the police, probation service, IDVAs, children's services and health and housing workers. The MARAC is not an agency and does not have a case



management function. The responsibility to take appropriate action lies with the individual organisations involved.

The most recent data supplied to HMICFRS by SafeLives<sup>33</sup> (a national charity dedicated to improving the response to domestic violence in conjunction with partners) indicate that there are 293 MARACs currently in operation throughout England and Wales, compared with 262 in 2015. Further analysis from SafeLives showed that in the 12 months to 31 December 2016, 85,504 cases were discussed at MARACs in England and Wales. This is a 5 percent increase in the total number of cases discussed at MARAC when compared to the same period in 2015, and represents a rate of 34 cases for every 10,000 adult females in the population.

In the 12 months to 31 December 2016, there were 87 MARACs which discussed the recommended number of cases or above (40 or more cases per 10,000 adult females). Some 15 MARACs had seen an increase of more than 50 percent in the number of cases discussed.

Analysis also shows that 21 MARACs (seven percent) have an average of 29 cases per meeting. These high-volume MARACs have recorded an 18 percent increase in the number of cases in the last 12 months, and nine MARACs have met the 'high volume' criteria<sup>34</sup> for the last three years.

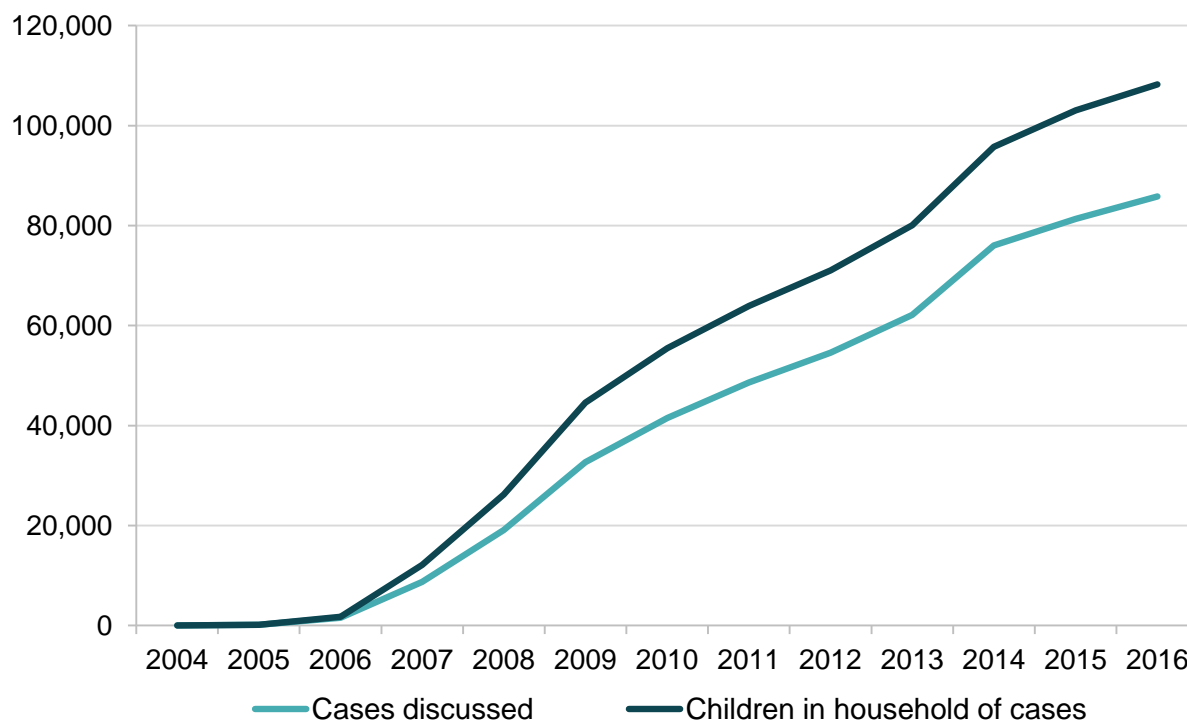
A considerable number of children are linked to these MARAC cases (18,407 children, which is 18 percent of all children (in households) of MARAC cases), and numbers are increasing (figure 13).

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<sup>33</sup> Unpublished SafeLives 2016 MARAC dataset

<sup>34</sup> SafeLives guidance is that a high-volume MARAC is defined as discussing 25 percent above their recommended 40 cases per 10,000 adult female population for the local data. SafeLives defines a MARAC as high volume if it exceeds an annual volume of over 520 cases and therefore could not meet our guidance of between 15 to 20 cases per meeting.

**Figure 13: Cases discussed at MARAC, and associated children living in the household**



**Source: SafeLives data**

HMICFRS continue to be concerned about the ability of police forces and wider agencies to cope with the increasing number of cases being referred to MARAC. The increase in numbers is positive for victims because more cases are being considered and appropriate safeguarding actions are being taken. SafeLives has conducted some work with MARACs, including a survey to try and understand why some are experiencing such high numbers of cases. The reasons include:

- The policy is for all high-risk cases to be referred to MARACs, but other cases may be referred as a precaution, for example medium-risk cases involving victims with complex needs. Professionals told SafeLives that they would prefer to raise the level of risk at a MARAC where this situation occurs.
- Part of the reason for referring as a precaution is the lack of clear referral processes for victims who are not so high-risk. The survey found that knowledge of alternative methods of support is very variable.
- Agencies referring into MARACs are submitting inaccurate risk assessments. About half of the survey respondents from other agencies stated that they had not received proper training about how to complete risk assessments.

MARACs have different ways of managing high caseloads, and in some cases these approaches are of concern to HMICFRS. Both the SafeLives survey and our inspection findings found that some MARACs did not discuss all cases in full (43 percent of the MARACs surveyed) and others (15 percent) had introduced a pre-MARAC process to assess which cases should be discussed at the MARAC.

HMICFRS has concerns that these approaches are primarily intended to manage demand, rather than assess risk accurately and plan for the safety of the victim.

Examples we observed during our fieldwork include:

- A triage meeting where only the police and two partner agencies (health and Women's Aid) were represented. Some high-risk cases were removed from the list in order to meet the quota of 21 cases that had been agreed with partner organisations. Three of the referrals removed were from the police and nine were from a range of agencies.
- In another force, the number of MARAC meetings held fell by over 50 percent in 2016. This was because of a secondary risk assessment conducted within the force that reduced a number of high-risk cases to medium-risk, resulting in no referral to MARAC. This single-agency rationing of referrals is deeply concerning.

Those surveyed by SafeLives supported some of these concerns and findings:

- The existence of a screening process was not known to all parties in the MARAC, particularly respondents from partner agencies.
- There is a lack of awareness about who makes decisions to screen. Of the forces which screen MARAC cases to some extent, 42 percent of respondents said that they did not know who makes screening decisions or whether there is any process to challenge those cases which are screened out (almost half of all respondents did not know if there was such a process).
- The majority of attendees at high-volume MARACs did not believe that the screening approach was effective.

These findings show that police forces are not the only agencies responsible for identifying cases to be considered at MARACs. For example, one force reported that although the MARAC needs to meet more often as a result of the level of demand, partner agencies state that they are unable to provide sufficient resources for it to do so. As a result, cases are not being considered. This highlights that the police are not the only agency under pressure from the increase in demand, and that there is a shared pressure across all agencies.

## Lancashire Constabulary

In Lancashire the MARAC process has been instrumental in the increase in disclosure applications received by the constabulary, indicating that partnership working to support vulnerable victims of domestic abuse is effective.

### Multi-agency safeguarding hubs

Forces are continuing to develop working practices with partner agencies to exchange information more effectively. Multi-agency safeguarding hubs (MASHs) and Central Referral Units (CRUs) are being used to bring together staff from police forces and partner agencies to work from the same location (in some instances), exchange information and ensure a timely and joined-up response to protect children and vulnerable adults.

There are 143 MASHs in England and Wales, with 42 out of 43 forces having some form of MASH model. In 32 of the 43 forces, the MASHs cover the entire force area. Participation in the MASHs varies considerably, depending on local arrangements. Figure 16 shows the participation rates for the main partners in MASHs across England and Wales.

Figure 16: MASH participation percentage by agency

	Number of MASHs attended	% of MASHs attended
Police	142	99%
Children's social services	135	94%
Health	126	88%
Education	72	50%
Probation	70	49%
Adult social services	46	32%
Housing	34	24%

Source: HMICFRS data collection

In a small number of cases, HMICFRS found there were still capacity problems in the processing of risk assessments in MASHs, with a high number of referrals that had not been assessed as soon as they were received, resulting in a backlog awaiting assessment. This was consistent with our findings in 2015. It appears that this is as a result of a general increase in referrals and, in some areas, insufficient staff numbers to deal with the increase.

In the majority of force areas MASHs are well established and practices are in place to assess risk and agree actions to safeguard victims. However, it still remains unclear what the most effective model for a MASH is. There is no evaluation of

MASHs in most forces, so it is not clear how effective they are in terms of the outcomes for victims. This issue was highlighted in our last domestic abuse thematic report *Increasingly everyone's business*.

In Merseyside, partner agencies told HMICFRS that arrangements for exchanging information work well, and there are no barriers to exchanging information on handover between different services. We visited two MASHs during the Merseyside inspection, one of which was working very effectively. The second MASH, however, had a backlog of cases because of the number that it was managing. We found that the backlog had been triaged to ensure that all victims received some safeguarding, and those who were the most vulnerable were then allocated further support. The force and its partners have commissioned a review of all the MASHs across Merseyside to determine the most appropriate model. However, partners told us that they consider the inconsistency between the five MASHs to be positive because each MASH is specific to the needs of the local area.

HMICFRS accepts that a standard approach to multi-agency working on domestic abuse is not possible or necessarily desirable. A range of different models is being used across forces in England and Wales, and even within individual force areas. The models in use within forces differ greatly in their remit, scope and capacity. The variations in practice across the country are exacerbated by the lack of any national guidance on what a MASH is expected to do. In addition, the recent report about the second joint targeted area inspection (JTAs) programme, which examined the 'multi-agency response to children living with domestic abuse'<sup>35</sup> highlighted there is still a lack of clarity about how to navigate the complexities of information sharing. This programme found there is still not a clear and consistent understanding about which information professionals can share within and across agencies.

In our previous domestic abuse thematic report *Increasingly everyone's business* (2015), HMICFRS proposed that a 'task and finish group' evaluated the effectiveness of the various models in place for MASHs and CRUs in terms of the outcomes achieved for victims of domestic abuse, and produced some principles for multi-agency working in this area. The Home Office is leading this work and is in the process of developing a set of principles, which include guidance on sharing information safely and effectively. This will be published in due course.

### **The role of independent domestic violence advisers**

Independent domestic violence advisers (IDVAs) work to secure the safety of victims and survivors (and their children) who are at high risk of harm from intimate partners, ex-partners or family members. IDVAs normally work with victims to assess the level

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<sup>35</sup> *The multi-agency response to children living with domestic abuse*, HM Inspectorate of Probation, HMICFRS, Care Quality Commission, Ofsted, 2017. Available at: [www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/645642/JTAI\\_domestic\\_abuse\\_18\\_Sept\\_2017.pdf](http://www.gov.uk/government/uploads/system/uploads/attachment_data/file/645642/JTAI_domestic_abuse_18_Sept_2017.pdf)

of risk posed by the perpetrator and to discuss the range of available options and develop safety plans. They receive specialist accredited training and hold a nationally recognised qualification.

IDVAs work with a range of partner agencies through the MARAC, including the police, housing, council, local health services and others to develop a co-ordinated safety plan for victims. They also ensure that the victim's voice is heard at MARAC by acting as his or her advocate. IDVAs are independent and also provide support outside the MARAC and the criminal justice system.

In 2016 SafeLives published a survey of IDVA provision in England and Wales, which found:

- There are 815 full-time equivalent (FTE) IDVAs working in England and Wales. This is an increase of 69 additional FTE IDVAs or an increase of 9.2 percent since SafeLives' 2015 survey.
- All victims at highest risk from abuse should have IDVA support. The current number of IDVAs supporting victims at high risk of serious harm is just 67 percent of what is estimated to be needed.
- Fifteen out of 43 police forces in England and Wales have less than half the numbers of IDVAs they need to support victims of high-risk abuse.

Although it is positive that the number of IDVAs has increased since last year, SafeLives reports that there are still not enough. An additional 216 FTE IDVAs are required to meet the needs of victims of high-risk domestic abuse in England and Wales.

The role of the IDVA is now firmly established in the multi-agency response to domestic abuse. Often police officers and IDVAs provide support to victims where victims are considering withdrawing their support for police action or a prosecution. At a time when demand for a police response to domestic abuse is increasing rapidly, and given the increase in cases that are dropped after the victim withdraws support, it is vitally important that the use of IDVAs continues.

IDVAs are important in implementing safety plans and longer-term solutions in conjunction with the victim. These plans include actions from a MARAC, where IDVAs are important members of the response team, advocating on behalf of high-risk victims. There are also good examples of IDVAs being part of MASHs' and forces' processes for allocating resources, helping to ensure that high-risk cases are identified and benefit from a coordinated response.

Although we are pleased that the number of IDVAs continues to increase, funding in this area remains uncertain. The provision of IDVAs is not statutory and their funding is received from a number of sources, predominantly from local authorities but increasingly from other agencies including police and crime commissioners and

clinical commissioning groups. It is critical that these agencies recognise the substantial contribution made by IDVAs in support of victims of domestic abuse.

### **Suffolk police and crime commissioner**

The police and crime commissioner in Suffolk has responded to the high demand on the IDVA service and increased the number of IDVAs from eight to 11 across the county. IDVAs work in the same building as the police and have access to the same computer system as the domestic abuse team to ensure that information is exchanged quickly.

## Conclusion

Building on the impressive response from chief officers to the findings in our previous two domestic abuse reports, during this inspection HMICFRS observed a continued desire to improve the service provided to victims of domestic abuse. Increasingly, officers and staff feel that domestic abuse is a priority.

We found that domestic abuse cases were prioritised by senior managers in daily management meetings (DMMs). Vulnerability was discussed in all force DMMs we observed, and it was clear that senior officers reviewed incidents relating to domestic abuse closely. As referenced in this report, police leaders now prioritise tackling domestic abuse within the wider context of supporting vulnerable people and keeping them safe and as a result of investment in training on domestic abuse, the attitudes and behaviour of frontline staff are continuing to improve.

However, this inspection has highlighted areas in which performance has declined since 2015. Forces need to identify and understand the causes of decline and the actions required to correct it. Many forces still do not have a good understanding of their performance in responding to domestic abuse incidents. They are unable to explain what is happening in terms of arrest and outcome data, even when their figures are particularly high or low. This suggests that these forces are not monitoring the data they collect for insights into what is changing (or not) in the policing of domestic abuse. This problem appears to exist across all of the component parts of the police response to domestic abuse, from the initial contact and demand management through to investigation and outcomes for victims.

As highlighted in this report, force leaders should use data more effectively to understand demand and monitor performance. The variation in performance in relation to domestic abuse rates and outcomes is startling. This suggests inconsistency across the service in the understanding and provision of the response to domestic abuse. At a time of significantly increased demand, and recent legislative changes, the police service needs more than ever to understand its role in protecting and supporting victims of domestic abuse. Overall, we congratulate the police service on the progress it has made to date and look forward to seeing further improvements in the service provided to victims of domestic abuse when we report on the findings of our latest PEEL effectiveness inspection in March 2018.



## Definitions and interpretation

In this report, the following words, phrases and expressions in the left-hand column have the meanings assigned to them in the right-hand column. Sometimes, the definition will be followed by a fuller explanation of the matter in question, with references to sources and other material which may be of assistance to the reader.

bail conditions	terms upon which a defendant has been granted bail pending a court hearing; their purpose is to ensure that the defendant attends the next court hearing, commits no new offences in the meantime, and does not interfere with any witnesses or obstruct the course of justice; they are usually set by the court, which can grant bail without any such conditions or can detain the defendant in custody; before the first court hearing, the police can also detain a defendant in custody or grant bail, with or without conditions attached, but their powers to do so are more limited than the courts; breach of these conditions may amount to a separate offence under section 7(3) of the Bail Act 1976
body-worn video camera	worn on the helmet or upper body of an officer, which records visual and audio footage of an incident
Clare's Law	scheme which enables the police to disclose information about a partner's previous history of domestic violence or violent acts; also known as the Domestic Violence Disclosure Scheme, its purpose is to provide potential victims with information that may protect them from an abusive situation before it ends in tragedy; named after Clare Wood who was brutally murdered in 2009 by her former partner George Appleton, who had a record of violence against women;

the scheme was first piloted in 2012 in four police areas and was rolled out nationally in 2014

## Code of Practice for Victims of Crime

statutory code of practice issued by the Secretary of State for Justice under section 32 of the Domestic Violence, Crime and Victims Act 2004; the code establishes minimum standards on the rights, support and protection of victims of crime; its stated objective is to ensure the criminal justice system puts victims first, making the system more responsive to them and easier for them to navigate; it also aims to ensure that victims of crime are treated well and receive appropriate support to help them cope and recover, and to protect them from becoming victims again; the code specifies the services which must be provided to victims of crime in England and Wales, and sets a minimum for the standard of those services; higher entitlements are set for victims of the most serious crime, persistently targeted victims and vulnerable or intimidated victims; the public sector bodies which are obliged to provide services to victims of crime are specified in the code, and include police forces and police and crime commissioners; the Victims' Commissioner has a statutory duty to keep the code under regular review; the code is at:

[www.cps.gov.uk/legal/assets/uploads/files/OD\\_000049.pdf](http://www.cps.gov.uk/legal/assets/uploads/files/OD_000049.pdf)

## coercive control

behaviour and actions of a perpetrator which are intended to control the victim through isolation, intimidation, degradation and micro-regulation of everyday life; the term and concept was developed by Evan Stark which seeks to explain the range of tactics used by

	<p>perpetrators and the effects of those on victims; the concept highlights the continuing nature of the behaviour and the extent to which the actions of the perpetrator control the victim; crucially, the concept sets out that such abuse can be psychological as well as physical; the term is explicitly covered within the definition of domestic abuse; the offence of controlling or coercive behaviour within an intimate or familial relationship is set out in section 76 of the Serious Crime Act 2015 and carries a maximum sentence of five years' imprisonment, a fine, or both, for offenders</p>
control room	<p>facility in each police force in which call operators answer telephone calls from the public, determine the circumstances of the call and decide the initial response</p>
DASH	<p>domestic abuse, stalking and harassment and honour-based violence assessment;</p>
domestic abuse, stalking and harassment and honour-based violence assessment	<p>risk identification, assessment and management model adopted by United Kingdom police forces and partner agencies in 2009</p>
Domestic Homicide Review	<p>multi-agency review within the local police area following a domestic homicide; the process aims to assist all those involved, to identify the lessons that can be learned from homicides where a person is killed as a result of domestic violence, with a view to preventing future homicides and violence</p>
Domestic Violence Protection Notice	<p>made against a suspected perpetrator of domestic violence; its purpose is to provide emergency protection to an individual believed to be the victim of domestic violence; this notice, which must be authorised by a police</p>

superintendent, contains prohibitions that effectively bar the suspected perpetrator from returning to the victim's home or otherwise contacting the victim with immediate effect; may be issued to a person aged 18 years and over if the police superintendent has reasonable grounds for believing that: the recipient has been violent towards, or has threatened violence towards an associated person, and the DVPN is necessary to protect that person from violence or a threat of violence by the recipient; introduced by sections 24-33 of the Crime and Security Act 2010; its introduction was piloted in three police areas in 2011-12, and was rolled out nationally in 2014;

Domestic Violence Protection Order

power that enables the police and magistrates' courts to put in place protection in the immediate aftermath of a domestic abuse incident; where there is insufficient evidence to charge a perpetrator and provide protection to a victim via bail conditions, can prevent the perpetrator from returning to a residence and from having contact with the victim for up to 28 days; this gives the victim an opportunity to consider their options and get the support and guidance which he or she needs from a dedicated domestic abuse service

DVPO

domestic violence protection order

DVPN

domestic violence protection notice

FGM

female genital mutilation

female genital mutilation

procedures that intentionally alter or cause injury to the female genital organs for non-medical reasons; sometimes known as 'female circumcision'; sometimes religious, cultural or social

	<p>reasons are given for inflicting this practice, however it is illegal in the UK; since 2003 it has also been illegal for a UK national or a resident of the UK to take their child abroad to undergo such a procedure</p>
harassment	<p>causing alarm or distress and/or put people in fear of violence; includes the offence of stalking either in person or through other means of communication; defined under sections 2 and 4 of the Protection from Harassment Act 1997 as amended</p>
high risk	<p>likely that a victim will be subject to an incident which is life threatening and/or traumatic, and from which recovery, whether physical or psychological, can be expected to be difficult or impossible; commonly used when, following a DASH risk assessment, there are identifiable indicators of risk of serious harm; the potential incident could happen at any time and the effects would be serious</p>
IDVA	<p>independent domestic violence adviser</p>
independent domestic violence adviser	<p>trained specialists who provide a service to victims at high risk of harm from intimate partners, ex-partners or family members, with the aim of securing their safety and the safety of their children; also known as independent domestic violence advocates; serve as a victim's primary point of contact and normally work with their clients from the point of crisis, to assess the level of risk, discuss the range of suitable options and develop safety plans; can be accessed through voluntary organisations against domestic abuse or local authority services and usually work within a multi-agency framework.</p>

MARAC	multi-agency risk assessment conference
MASH	multi-agency safeguarding hub
medium risk	potential for an offender to cause, or a victim to suffer, serious harm, but is unlikely to do so unless there is a change in circumstances (for example, failure to take medication, loss of accommodation, relationship breakdown, drug or alcohol misuse); commonly used when, following a DASH risk-assessment, there are identifiable indicators of risk of serious harm
multi-agency risk assessment conference	meeting in which information about high-risk domestic abuse victims is shared between local statutory and voluntary agencies; together safeguarding agencies and, if possible, the victim as represented by the IDVA, work to produce a risk-focused, co-ordinated safety plan to support the victim
multi-agency safeguarding hub	location in which staff from the police, local authority and other safeguarding agencies share data, research and decision-making in relation to local children and adults who are vulnerable; representatives from agencies are likely to include: police public protection unit, children's social care, health and education providers, child and adolescent mental health services (CAHMS), adult services, substance misuse, the early intervention services, probation and housing, amongst others; the purpose is to ensure a timely and joined-up response for children and vulnerable adults who require protection
PACE	Police and Criminal Evidence Act 1984
partnership	established collaborative working between the police and other public,

Police and Criminal Evidence Act 1984

private or voluntary organisations

statute under which police forces primarily operate; together with the PACE codes of practice it provides the essential framework of police powers and safeguards; legislates in relation to matters such as stop and search, arrest, detention, investigation, identification and interviewing detainees; for more detail see:

[www.gov.uk/government/collections/police-and-criminal-evidence-act-1984-pace-current-versions](http://www.gov.uk/government/collections/police-and-criminal-evidence-act-1984-pace-current-versions)

positive action

activity conducted at all stages of the police response to ensure effective protection of victims and children, while allowing the criminal justice system to hold the offender to account; often used in the context of arrest policy, i.e. that an arrest will normally be 'necessary' under the terms of PACE to protect a child or vulnerable person, prevent the suspect causing injury and/or to allow for the prompt and effective investigation of the offence

problem-solving

approach used by police forces; to systematically identify and analyse crime and disorder problems, develop specific responses to individual problems and subsequently assess whether the response has been successful

refuge

safe house where women and children who are victims of domestic violence can stay free from abuse; refuge addresses (and sometimes telephone numbers) are confidential; run by voluntary organisations; often provide assistance to victims to re-build their lives

risk assessment

structured professional judgment using a guide/checklist method by which the

	likelihood of risk is determined; completion is intended to assist police officers in the decision-making process on appropriate levels of intervention for victims of domestic violence
safeguarding	process of protecting vulnerable people from abuse or neglect
SafeLives	national charity against domestic abuse; its aim is to protect the highest risk victims and their children, i.e. those at risk of murder or serious harm; its approach is focused on saving lives and public money and supports a strong multi-agency response to domestic abuse; provides practical help to support professionals and organisations working with domestic abuse victims; originally set up in 2005 as the Co-ordinated Action Against Domestic Abuse (CAADA) by Diana Barren
standard risk	no indication of the likelihood of serious harm being caused; commonly used following a DASH assessment based on the current evidence.
victim personal statement	written on behalf of the victim of a crime; gives victims an opportunity to describe the wider effects of the crime upon them, to express their concerns and indicate whether or not they require any support; provisions relating to its preparation for, and use in, criminal proceedings are included in the Code of Practice for Victims of Crime (Victims' Code), October 2015.
vulnerable	person who is in need of special care, support, or protection because of age, disability, or risk of abuse or neglect



## **Annex A – Recommendations from *Increasingly everyone’s business: A progress report on the police response to domestic abuse***

This annex summarises our recommendations from *Increasingly everyone’s business: A progress report on the police response to domestic abuse*.

### **Recommendation 1 in 2015 report: National Oversight Group**

The National Oversight Group, chaired by the Home Secretary, has played a vitally important and successful role in improving the police response to domestic abuse through its public scrutiny of progress against each of HMIC’s original national recommendations. The National Oversight Group should continue its work and its membership should be reviewed and updated to reflect the wide-ranging effort that is required beyond policing and across the broader public services to tackle domestic abuse. The current group should be enlarged so as to include membership from the Department of Health and NHS England, the Department for Education, local government and social care organisations. The National Oversight Group should continue to monitor and report on the progress made in implementing this further set of recommendations as well as the original recommendations that are outstanding. There should be a renewed focus on the importance of joint multi-agency working on preventative approaches and early intervention with perpetrators.

### **Recommendation 2 in 2015 report: National domestic abuse data monitoring**

The national Rape Monitoring Group has developed a range of statistics that help forces analyse their responses to rape and serious sexual offences. The Home Office, the Ministry of Justice, the National Police Chiefs’ Council (NPCC), the Association of Police and Crime Commissioners (APCC), the College of Policing, HMIC and domestic abuse organisations should work together to develop a data set relating to domestic abuse which will enable more thorough analysis of how domestic abuse is dealt with in a force area. As for the Rape Monitoring Group, a process should be put in place to publish this data set periodically.

Using these data, police and crime commissioners, police, prosecutors and agencies within the criminal justice system will have an enhanced view of how domestic abuse is dealt with in their local area. For chief constables, the data will assist with an improved understanding of force performance on domestic abuse. For police and crime commissioners, the data will assist in setting force priorities and holding the force to account in respect of its response to victims of domestic abuse.

The work to establish the data set relating to domestic abuse should be completed by March 2016. The new arrangements for collecting this data should be in place by June 2016 and the first publication of the national data set should take place before the end of the 2016/17 financial year.

### **Recommendation 3 in 2015 report: Update of forces' domestic abuse action plans**

By March 2016, every police force in England and Wales should update its domestic abuse action plan; determine what more it can do to address the areas for further improvement highlighted in this report and specified below; and publish its revised action plan accordingly:

- **Understanding and identifying risk:** Pending completion of the College of Policing's review of the evidence base for risk assessment in cases of domestic abuse (Recommendation 6 in Everyone's business), forces should ensure that their arrangements for assessing and managing risk are well understood and appropriately used by officers and staff across the force, are being put into practice and are supervised effectively. Once the College of Policing research is published in early 2016, forces should further review their guidance to officers and staff. **Prioritising and allocating domestic abuse investigations:** Domestic abuse cases should be prioritised and allocated for investigation on the basis of risk and there should be a clear allocation and prioritisation policy for high, medium and standard risk cases. Forces should ensure their arrangements for doing so are effective. **Safeguarding victims at medium and standard risk:** Recognising the dynamic nature of risk in domestic abuse situations, forces should ensure that there is appropriate safeguarding in place for victims at medium and standard risk throughout their involvement with the police with referral routes to partner organisations and early access to specialised support and advice where appropriate.
- **Views of victims:** Forces should have in place processes to seek regularly the views of victims of domestic abuse and to act on this feedback by incorporating changes into policy, practice and learning and development activities. These approaches should be reconsidered when the Home Office issues its guidance on obtaining the views of victims.
- **Training:** It is important that officers and staff understand the dynamics of domestic abuse and that their attitudes and behaviours reflect their knowledge. Forces should consider how best to ensure that officers and staff are able to identify and understand the wide range of violence, behaviours and different perpetrators that fall under the definition of domestic abuse through training, learning and development activities. They should also ensure that their officers and staff demonstrate understanding and supportive

attitudes and behaviours towards victims. In particular, forces should improve understanding and appreciation of the dynamics of domestic abuse, particularly in relation to coercive control. These activities should include the personal experiences of victims and the participation of local specialist domestic abuse organisations wherever possible. Training should be face-to-face (supported by but not substituted by e-learning). The College of Policing is researching approaches to training that support improvement in attitudes and behaviours. Once this research is complete and training developed as a result, forces should specify how it will be given priority and/or incorporated into their existing training programmes.

To ensure consistency, the College of Policing and the national policing lead on domestic abuse have agreed to provide further advice on the revisions to the existing action plans as soon as possible. The College of Policing and the national policing lead on domestic abuse should provide feedback on this work to the National Oversight Group.

Chief officers in each police force should continue to oversee and ensure full implementation of these action plans and offer regular feedback on progress to their police and crime commissioner. This should be a personal responsibility of the chief constable in each case.

## **Recommendation 4 in 2015 report: Force progress reviews**

By June 2016, chief constables should review the progress made by their forces in giving full effect to their forces' stated priorities on domestic abuse. Every force in England and Wales should undertake a clear and specific assessment of its own progress in respect of domestic abuse, potentially through peer review, which should include reference to the following:

- the force's updated action plan on domestic abuse; the force's culture and values; the force's performance management framework;
- the force's approach to the use of data and evidence of what works in support of the development of a learning organisation;
- the reward and recognition policy in the force and the roles and behaviours that this rewards currently; the selection and promotion processes in the force;
- the messages and communications sent by the senior leadership team to the rest of the force about tackling domestic abuse;
- the development opportunities for officers and staff in the force; and

- force policy on how perpetrators and victims of domestic abuse who are employed by the force are managed.

To ensure consistency, the College of Policing and the national policing lead on domestic abuse have agreed to provide advice on the form and content of the assessment of progress by March 2016.

HMIC will draw on forces' assessment of progress on domestic abuse as part of its annual PEEL inspection in 2016.

Chief constables should as soon as practicable take whatever further action is necessary to build on the progress made in giving effect to their forces' stated priorities on domestic abuse. This should include action to raise awareness of domestic abuse to instil a deeper understanding of and commitment to addressing the often complex needs of victims of domestic abuse. Chief constables should also take steps to support, encourage and conspicuously value officers and staff who exemplify this understanding and commitment.

## **Recommendation 5 in 2015 report: Innovation and establishing evidence-based good practice**

Innovative practice in forces to tackle domestic abuse should be encouraged but it should be informed by robust, independent evaluation which demonstrates the effectiveness of that practice, particularly in terms of safeguarding people at risk of harm. Working in consultation with partners, forces should assess the available evidence that supports innovative practice before it is implemented and ensure that safety planning is built into any new practice from the outset. Where there is little or no available evidence, forces should be clear about the thinking behind the innovative practice and should carry out a thorough evaluation of the practice, ideally supported by the College of Policing, as quickly as possible. Multi-agency safeguarding hubs and central referral units: In the next six months, the National Oversight Group should commission a 'task and finish group' to evaluate the effectiveness of the various models in place for MASHs and CRUs in terms of the outcomes achieved for victims of domestic abuse. By spring 2017, this task and finish group should provide forces with guidance and examples of good practice to illustrate how multi-agency arrangements most effectively share information, assess risk and undertake joint safeguarding activities to protect victims of domestic abuse. The group should involve representatives from the Home Office, Department of Health, Department for Education and relevant inspectorates, as well as practitioners within forces and academics.

Perpetrator programmes including integrated offender management: Reducing offending by perpetrators will save potential victims from abuse and help to reduce the demand on forces. As part of updating their action plans, forces should use the soon to be published research carried out by the College of Policing on perpetrator

programmes and summary of existing initiatives to inform the development of their own programmes. Domestic Violence Protection Orders (DVPOs): The National Oversight Group should ensure that, by April 2016, further consideration is given to increasing the use and effectiveness of DVPOs. The Ministry of Justice should provide clear guidance on the DVPO process and sentencing guidelines for breaches of these orders.

### **Recommendation 6 in 2015 report: Learning from domestic abuse homicides**

By September 2016, the Home Office should ensure that conclusions from domestic homicide reviews are shared swiftly and effectively with police forces, police and crime commissioners and domestic abuse practitioners. With the assistance of the College of Policing, the national policing lead on domestic abuse and domestic abuse practitioners from the voluntary sector, a system should be developed and implemented to collate learning from domestic homicides and to disseminate this learning on an annual basis to forces. They should also consider how forces can contribute effectively to and access the information held within the Femicide Census.

## Annex B – HMICFRS’ Domestic Abuse Reference Group

HMICFRS had the following people on its Domestic Abuse Reference Group. The reference group is chaired by HMI Zoë Billingham.

<b>Name</b>	<b>Organisation</b>
Vera Baird QC	Police and Crime Commissioner, Northumbria Police
Alexandra Barker	Victim Support
Alexa Bradley	Office for National Statistics
Hannah Buckley	Home Office
Hilary Fisher	Women’s Aid
Charlotte Hickman	Home Office
Suzanne Jacob	SafeLives
Sara Jones	Office for the Police and Crime Commissioner for Sussex
Jane Keeper	Refuge
Lydia Mason	West Midlands Police and Staff Officer to DCC Louisa Rolfe
Ellen Miller	Victim Support
Karen Morgan-Read	Crown Prosecution Service
DCC Louisa Rolfe	West Midlands Police and the National Policing Lead on Domestic Abuse
Isobel Shirlaw	Refuge
Jo Todd	RESPECT
David Tucker	College of Policing

## **Annex C – Progress against recommendations from *Increasingly everyone’s business: A progress report on the police response to domestic abuse***

This annex contains progress updates provided by the organisations with lead responsibility for the recommendations contained in HMIC’s 2015 report, *Increasingly everyone’s business*.

### **Home Office**

#### **Recommendation 1**

The National Oversight Group, chaired by the Home Secretary, has played a vitally important and successful role in improving the police response to domestic abuse through its public scrutiny of progress against each of HMIC’s original national recommendations. The National Oversight Group should continue its work and its membership should be reviewed and updated to reflect the wide-ranging effort that is required beyond policing and across the broader public services to tackle domestic abuse. The current group should be enlarged so as to include membership from the Department of Health and NHS England, the Department for Education, local government and social care organisations.

The National Oversight Group should continue to monitor and report on the progress made in implementing this further set of recommendations as well as the original recommendations that are outstanding. There should be a renewed focus on the importance of joint multi-agency working on preventative approaches and early intervention with perpetrators.

#### **Update on progress against recommendation 1**

- The National Oversight Group on Domestic Abuse was established in 2014 to monitor and report on progress in implementing the recommendations published in HMIC’s 2014 report, *Everyone’s business: improving the police response to domestic abuse*. The group was expanded in March 2016 following HMIC’s re-inspection of all forces to include representatives from NHS England, Department for Education, local government and social care organisations.
- The National Oversight Group, which meets on a quarterly basis, continues to be chaired by the Home Secretary.
- In 2017 the scope of the National Oversight Group has been broadened to cover so-called ‘honour-based’ violence and stalking and harassment.

## **Recommendation 2**

The national Rape Monitoring Group has developed a range of statistics that help forces analyse their responses to rape and serious sexual offences. The Home Office, the Ministry of Justice, the National Police Chiefs' Council (NPCC), the Association of Police and Crime Commissioners (APCC), the College of Policing, HMIC and domestic abuse organisations should work together to develop a data set relating to domestic abuse which will enable more thorough analysis of how domestic abuse is dealt with in a force area. As for the Rape Monitoring Group, a process should be put in place to publish this data set periodically.

Using these data, police and crime commissioners, police, prosecutors and agencies within the criminal justice system will have an enhanced view of how domestic abuse is dealt with in their local area. For chief constables, the data will assist with an improved understanding of force performance on domestic abuse. For police and crime commissioners, the data will assist in setting force priorities and holding the force to account in respect of its response to victims of domestic abuse.

The work to establish the data set relating to domestic abuse should be completed by March 2016. The new arrangements for collecting this data should be in place by June 2016 and the first publication of the national data set should take place before the end of the 2016/17 financial year.

### **Update on progress against recommendation 2**

- The Office for National Statistics (ONS) published in December 2016, in partnership with the Home Office and Crown Prosecution Service (CPS), a new statistical bulletin and data tool in relation to domestic abuse, bringing together comprehensive data on domestic abuse at a local level.
- We expect police forces and crown prosecutors to use the data, alongside local knowledge, to ask hard and critical questions about their performance in relation to domestic abuse in order to identify areas for improvement.
- The next phase of the bulletin is planned for publication in December 2017.

## **Recommendation 5**

Innovative practice in forces to tackle domestic abuse should be encouraged but it should be informed by robust, independent evaluation which demonstrates the effectiveness of that practice, particularly in terms of safeguarding people at risk of harm. Working in consultation with partners, forces should assess the available evidence that supports innovative practice before it is implemented and ensure that safety planning is built into any new practice from the outset. Where there is little or no available evidence, forces should be clear about the thinking behind the innovative practice and should carry out a thorough evaluation of the practice, ideally supported by the College of Policing, as quickly as possible.



- Multi-agency safeguarding hubs and central referral units: In the next six months, the National Oversight Group should commission a 'task and finish group' to evaluate the effectiveness of the various models in place for MASHs and CRUs in terms of the outcomes achieved for victims of domestic abuse. By spring 2017, this task and finish group should provide forces with guidance and examples of good practice to illustrate how multi-agency arrangements most effectively share information, assess risk and undertake joint safeguarding activities to protect victims of domestic abuse. The group should involve representatives from the Home Office, Department of Health, Department for Education and relevant inspectorates, as well as practitioners within forces and academics.
- Perpetrator programmes including integrated offender management: Reducing offending by perpetrators will save potential victims from abuse and help to reduce the demand on forces. As part of updating their action plans, forces should use the soon to be published research carried out by the College of Policing on perpetrator programmes and summary of existing initiatives to inform the development of their own programmes.
- Domestic Violence Protection Orders (DVPOs): The National Oversight Group should ensure that, by April 2016, further consideration is given to increasing the use and effectiveness of DVPOs. The Ministry of Justice should provide clear guidance on the DVPO process and sentencing guidelines for breaches of these orders.

### **Update on progress against recommendation 5**

- As multi-agency models are still in the early stages of roll-out, it may be some time before it is possible to fully evaluate different approaches and make informed comparisons. However, in order to encourage good quality multi-agency working in local areas in the meantime and share good practice, a set of draft principles to underpin better multi-agency working are being reviewed and will be published as soon as possible.
- One of the main aims of the proposed Domestic Violence and Abuse Bill is to create a clearer pathway of protection for victims. As part of this work, we will consider how the current regime of civil and criminal prevention and protection orders, including DVPOs, can be improved to better protect victims of domestic abuse.

### **Recommendation 6**

By September 2016, the Home Office should ensure that conclusions from domestic homicide reviews are shared swiftly and effectively with police forces, police and crime commissioners and domestic abuse practitioners. With the assistance of the College of Policing, the national policing lead on domestic abuse and domestic

abuse practitioners from the voluntary sector, a system should be developed and implemented to collate learning from domestic homicides and to disseminate this learning on an annual basis to forces. They should also consider how forces can contribute effectively to and access the information held within the Femicide Census.

### **Update on progress against recommendation 6**

- On 7 December 2016 the Home Office published updated statutory guidance on conducting Domestic Homicide Reviews (DHRs) which reinforces the importance of fully involving families in reviews and provides improved templates on the structure of a DHR report to assist local areas. The guidance also takes account of the new tools that have been implemented, such as the Domestic Violence Disclosure Scheme and Domestic Violence Protection Orders, as well as the new coercive and controlling offence introduced in the Serious Crime Act 2015.
- At the same time, we also published the findings from an analysis of 40 DHRs to share the lessons learned and help implement good practice and to encourage local areas to reflect on how they can make improvements to local operational processes and services to enhance their ability to safeguard victims and prevent domestic homicide.
- The Home Office provided additional funding for a series of regional two-day events to promote the updated statutory guidance, disseminate the DHR findings, implement the learning and share best practice. Almost 500 people attended the events which took place between January and May 2017.

## **College of Policing**

### **Recommendation 3**

By March 2016, every police force in England and Wales should update its domestic abuse action plan; determine what more it can do to address the areas for further improvement highlighted in this report and specified below; and publish its revised action plan accordingly:

- Understanding and identifying risk: Pending completion of the College of Policing's review of the evidence base for risk assessment in cases of domestic abuse (Recommendation 6 in *Everyone's business*), forces should ensure that their arrangements for assessing and managing risk are well understood and appropriately used by officers and staff across the force, are being put into practice and are supervised effectively. Once the College of Policing research is published in early 2016, forces should further review their guidance to officers and staff.

- Prioritising and allocating domestic abuse investigations: Domestic abuse cases should be prioritised and allocated for investigation on the basis of risk and there should be a clear allocation and prioritisation policy for high, medium and standard risk cases. Forces should ensure their arrangements for doing so are effective.
- Safeguarding victims at medium and standard risk: Recognising the dynamic nature or risk in domestic abuse situations, forces should ensure that there is appropriate safeguarding in place for victims at medium and standard risk throughout their involvement with the police with referral routes to partner organisations and early access to specialised support and advice where appropriate.
- Views of victims: Forces should have in place processes to seek regularly the views of victims of domestic abuse and to act on this feedback by incorporating changes into policy, practice and learning and development activities. These approaches should be reconsidered when the Home Office issues its guidance on obtaining the views of victims.
- Training: It is important that officers and staff understand the dynamics of domestic abuse and that their attitudes and behaviours reflect their knowledge. Forces should consider how best to ensure that officers and staff are able to identify and understand the wide range of violence, behaviours and different perpetrators that fall under the definition of domestic abuse through training, learning and development activities. They should also ensure that their officers and staff demonstrate understanding and supportive attitudes and behaviours towards victims. In particular, forces should improve understanding and appreciation of the dynamics of domestic abuse, particularly in relation to coercive control. These activities should include the personal experiences of victims and the participation of local specialist domestic abuse organisations wherever possible. Training should be face-to-face (supported by but not substituted by e-learning). The College of Policing is researching approaches to training that support improvement in attitudes and behaviours. Once this research is complete and training developed as a result, forces should specify how it will be given priority and/or incorporated into their existing training programmes.

To ensure consistency, the College of Policing and the national policing lead on domestic abuse have agreed to provide further advice on the revisions to the existing action plans as soon as possible. The College of Policing and the national policing lead on domestic abuse should provide feedback on this work to the National Oversight Group.

Chief officers in each police force should continue to oversee and ensure full implementation of these action plans and offer regular feedback on progress to their police and crime commissioner. This should be a personal responsibility of the chief constable in each case.

### **Update on progress against recommendation 3**

- The College of Policing and national policing lead on domestic abuse wrote to all chief constables and heads of public protection in February 2016 to provide advice on the specific areas that should be covered in the revised action plans. It was recommended that the best way to build on the good progress found by HMICFRS was to concentrate activity in a small number of areas in order to have the greatest beneficial impact for victims or potential victims of domestic abuse.

These areas were:

- Assessment and management of risk;
  - Safeguarding victims assessed at standard and medium risk;
  - Development of victim surveys;
  - Creating an information framework that informs senior officers of the way in which domestic abuse policing is being delivered;
  - Focusing on children present at domestic abuse incidents; and
  - Prioritising the management and disruption of domestic abuse perpetrators.
- Police leaders were asked to audit and track the progression of domestic abuse action plans through either their continuous improvement frameworks or other change management processes.

### **Recommendation 4**

By June 2016, chief constables should review the progress made by their forces in giving full effect to their forces' stated priorities on domestic abuse. Every force in England and Wales should undertake a clear and specific assessment of its own progress in respect of domestic abuse, potentially through peer review, which should include reference to the following:

- the force's updated action plan on domestic abuse;
- the force's culture and values;
- the force's performance management framework;

- the force's approach to the use of data and evidence of what works in support of the development of a learning organisation;
- the reward and recognition policy in the force and the roles and behaviours that this rewards currently;
- the selection and promotion processes in the force;
- the messages and communications sent by the senior leadership team to the rest of the force about tackling domestic abuse;
- the development opportunities for officers and staff in the force; and
- force policy on how perpetrators and victims of domestic abuse who are employed by the force are managed.

To ensure consistency, the College of Policing and the national policing lead on domestic abuse have agreed to provide advice on the form and content of the assessment of progress by March 2016.

HMIC will draw on forces' assessment of progress on domestic abuse as part of its annual PEEL inspection in 2016.

Chief constables should as soon as practicable take whatever further action is necessary to build on the progress made in giving effect to their forces' stated priorities on domestic abuse. This should include action to raise awareness of domestic abuse to instil a deeper understanding of and commitment to addressing the often complex needs of victims of domestic abuse. Chief constables should also take steps to support, encourage and conspicuously value officers and staff who exemplify this understanding and commitment.

#### **Update on progress against recommendation 4**

- The College of Policing and national policing lead on domestic abuse wrote to all forces in April 2016 to provide a template, which outlined the areas that should be addressed by forces when conducting their reviews. It was requested responses were limited to: realistic assessments of progress; succinct descriptions of evidence; and, where progress had not been as rapid as hoped, a description of progress with plans for action.
- Forces were asked to complete their assessments by the end of June 2016. HMICFRS requested copies of the assessments in advance of the PEEL inspection visits in autumn 2016 and drew on the contents of these to inform inspection activity.

## **Annex D – About the data**

The information presented in this report comes from a range of sources, including published data by the Home Office and Office for National Statistics, inspection fieldwork and data collected directly from all 43 geographic police forces in England and Wales.

Where HMICFRS has collected data directly from police forces, we have taken reasonable steps to agree the design of the data collection with forces and with other relevant interested parties such as the Home Office. We have given forces several opportunities to check and validate the data they have provided us to ensure the accuracy of our evidence. For instance, we checked the data that forces submitted and queried with forces where figures were notably different from other forces or were internally inconsistent.

### **Methodology**

#### **Data in the report**

The British Transport Police was outside the scope of inspection. Therefore any aggregated totals for England and Wales exclude British Transport Police data and numbers will differ from those published by the Home Office.

#### **Population**

For all uses of population as a denominator in our calculations, unless otherwise noted, we use Office for National Statistics (ONS) mid-2015 population estimates. These were the most recent data available at the time of the inspection.

For the specific case of City of London Police, we include both resident and transient population within our calculations. This is to account for the unique nature and demographics of this force's responsibility.

#### **Review of crime files**

HMICFRS reviewed 60 police case files across crime types for: robbery, common assault (flagged as domestic abuse), grievous bodily harm (GBH), stalking, harassment, rape and domestic burglary. The file review was designed to provide a broad overview of the identification of vulnerability, the effectiveness of investigations and to understand how victims are treated through police processes. Files were randomly selected from crimes recorded between 1 January 2016 and 31 March 2016 and were assessed against several criteria. Due to the small sample size of cases selected, we have not used results from the file review as the sole basis for assessing individual force performance but alongside other evidence gathered.

## **Domestic abuse crime, arrests and outcomes**

Data for domestic abuse flagged offences were provided by the Home Office for the 12 months to 30 June 2016. These are more recent figures than those previously published by Office for National Statistics.

Data relating to domestic abuse arrests, charges and outcomes were collected through the HMIC data collection.<sup>36</sup>

### **Domestic abuse arrest rate (per 100 domestic abuse crimes), for the 12 months to 30 June 2016**

Derbyshire, Durham and Gloucestershire forces were unable to provide domestic abuse arrest data. Therefore, these forces' data are not included in the graph or in the calculation of the England and Wales rate.

The arrest rate is calculated using a common time period for arrests and offences. It is important to note that each arrest is not necessarily directly linked to its specific domestic abuse offence recorded in the 12 months to 30 June 2016 in this calculation. It is also possible to have more than one arrest per offence although this is rare. In addition, the reader should note the increase in police-recorded crime which has affected the majority of forces over the last year (39 out of 43). This may have the effect of arrest rates actually being higher than the figures suggest. Despite this, the calculation still indicates whether the force prioritises arrests for domestic abuse offenders over other potential forms of action. HMICFRS has evaluated the arrest rate alongside other measures (such as use of voluntary attendance or body-worn video cameras) during our inspection process to understand how each force deals with domestic abuse overall.

When viewing this data the user should be aware of the following:

- Cambridgeshire Constabulary identified a recording problem, and it could only obtain accurate data from a manual audit of its custody records. This means its data may indicate a lower arrest rate. However, at the time of publication this was the most reliable figure the force could provide for the 12 months to 30 June 2016. The force plans to conduct regular manual audits while the recording problem is resolved. HMICFRS will conduct a further review to test this evidence when more data are available.
- Lancashire Constabulary experienced difficulties in identifying all domestic abuse flagged arrests. This affected 23 days in the 12 months to 30 June

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<sup>36</sup> Further information about the domestic abuse statistics and recent releases are in Domestic abuse in England and Wales: year ending March 2016, ONS 2016. Available at: [www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016](http://www.ons.gov.uk/releases/domesticabuseinenglandandwalesyearendingmarch2016)

2016. The force investigated this and confirmed that the impact on data provided to HMICFRS would be marginal and that these are the most reliable figures it can provide.

### **Rate of outcomes recorded in 12 months to 30 June 2016 for domestic-related offences**

Dorset Police has been excluded from domestic abuse outcomes data. Dorset Police experienced difficulties with the recording of crime outcomes for the 12 months to 30 June 2016. This was because the force had introduced the Niche records management system in spring 2015. Problems with the implementation of Niche meant that crime outcomes were not reliably recorded. The failure to file investigations properly meant that a higher than normal proportion of offences were allocated to 'Not yet assigned an outcome'. During 2016, the force conducted additional work to solve the problem. In doing so, some crime outcomes from the 12 months to 30 June 2016 were updated after that date and are reflected in a later period. This makes Dorset Police's crime outcome data inconsistent with that provided by other forces. HMICFRS has decided not to use Dorset Police's outcome data in the interests of consistency of data use and to maintain fairness to all forces.

Nottinghamshire Police has been excluded from domestic abuse outcomes data. The force experienced difficulties with the conversion of some crime data when it moved to a new crime recording system. This means that the force did not record reliably some crime outcomes for domestic abuse related offences. The force subsequently solved the problem and provided updated outcomes figures. However, this makes Nottinghamshire Police's outcomes data for domestic abuse related offences inconsistent with that provided by other forces. HMICFRS has decided not to use Nottinghamshire Police's outcomes data for domestic abuse related offences in the interests of consistency of data use and to maintain fairness to all forces.

In April 2015, the Home Office began collecting information from the police on whether recorded offences were related to domestic abuse. Crimes are identified by the police as domestic abuse related if the offence meets the government definition of domestic violence and abuse which is:

“Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.”

The domestic abuse outcomes rate is calculated by the number of each outcome recorded for domestic abuse flagged offences in the 12 months to 30 June 2016, divided by the total number of domestic abuse offences recorded in the 12 months to 30 June 2016. The domestic abuse-related crimes used in this calculation are not necessarily those to which the outcomes have been assigned. Therefore, direct comparisons should not be made between general outcomes, where each crime is linked to its associated outcome, and domestic abuse outcomes.



Any interpretation of outcomes should take into account that outcomes will vary dependent on the crime types that occur in each force area, and how the force deals with offenders for different crimes.

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## **WEST MERCIA POLICE AND CRIME PANEL 19 JUNE 2017**

### **WORK THAT THE WEST MERCIA POLICE AND CRIME COMMISSIONER ENGAGES IN OUTSIDE OF POLICING**

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#### **Summary**

1. This item has been included on the agenda in response to the Chairman's request that West Mercia Police and Crime Commissioner (PCC) sets out details about the work that he engages in outside of Policing. The Chairman has asked that this includes activities carried out by the previous PCC which are no longer carried out and any new activities which have been introduced. The Panel will receive a presentation at the meeting about this.

#### **Background**

2. Among other requirements under the terms of the Police Reform and Social Responsibility Act 2011, PCCs must bring together community safety and criminal justice partners, to make sure local priorities are joined up.
3. This fits in with the responsibility of the PCC to work with partners to arrange for the "efficient transaction of criminal justice policy in the area" and co-operating with local community safety partners and funding crime and disorder reduction strategies.

#### **Recommendation**

**4. The Panel is asked to consider the presentation and identify any items it would wish to consider further or any comments that it would wish to make to the Police and Crime Commissioner.**

#### Specific Contact Points for this report

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#### **Background Papers**

In the opinion of the proper officer (in this case the Head of Legal and Democratic Services) the following are the background papers relating to the subject matter of this report:

Agenda and Minutes of the West Mercia Police and Crime Panel

[All agendas and minutes are available on the Council's website here.](#)

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