



STRATEGIC POLICING AND CRIME BOARD
14th May 2013

**Professional Standards
Quality of Service**

PURPOSE OF REPORT

1. To provide an update on the work of the Force to ensure and to seek improvements to quality of service, with a particular focus upon the contribution of the Professional Standards Department.
2. This is in response to an Outline Request received from the OPCC on 30 April 2013.

BACKGROUND

3. a) What is the strategy of West Midlands Police in terms of securing improvements to quality of service?

See below:

- b) What is the contribution of the Professional Standards department to improving quality of service for the Force?

Professional Standards Ethos

4. The development of the Professional Standards Department over the last 2 years has been aimed at changing the ethos of the department to one that is more proactive and interventionist. The focus is on prevention throughout the areas of business within the department.

Recording Dissatisfaction

5. The Professional Standards 'Centurion' (Complaints and Conduct Recording and Management) system has been revised nationally to cater for the 2012 Regulations and to cater for the recording and management of Direction and Control complaints within that system, and consequently, Centurion now provides the Independent Police Complaints Commission with information about ALL complaints.
6. The force Quality of Service database (which essentially recorded only Direction and Control complaints, each case recorded being required to be linked to Local or Force policy) is no longer in use. All such complaints are now recorded as 'Statutory Complaints Against the Police' on Centurion.

7. This change in Regulatory process and cessation of Quality of Service database brought about the requirement for a revised system of initial recording on LPU/Department. A revised Complaint Against the Police form was devised to cater for both 'individual' (conduct) and 'organisational' (direction and control) complaints on one form available to all staff via the PSD website. Where an issue arises that does not lead to a complaint against the police, because the matter has been subject of 'Service Recovery' at point of receipt, then an adaptation to the force Command and Control system has been identified. This will enable LPU/Force Contact to endorse the relevant incident log that the matter has been subject of Service Recovery to enable retrieval of data and information relating to numbers of such matters, issues that have led to the service needing to be recovered and lessons learned to be identified.
8. A further benefit of the use of Centurion to record all complaint matters is the recent introduction of a Learning the Lessons section within Centurion that links learning to cases and allows far greater research and evaluation of learning and thereby supports greater improvement by identifying such issues to the force in a more automated and readily available way.

Service Recovery Approach

9. The role of the Professional Standards Assessment and Improvement Team is to receive all reports of dissatisfaction and, where appropriate, seek to make early contact with the member of public concerned and work to resolve the issues to their satisfaction. Where successful, the learning is fed back to the staff member involved with the aim of improving performance and raising service delivery.
10. Where Service Recovery is not achieved a decision will be made regarding recording the matter as a complaint against the police within the 10 days indicated in the IPCC Statutory Guidance.
11. The Service Recovery process is encouraged to resolve complaints at the earliest opportunity. LPU's and Departments will make early contact with the complainant to attempt to resolve the issue promptly. If Service Recovery is not achieved papers are forwarded to PSD and recorded within the 10 day target of the initial contact from the complainant.

Assessment and Improvement Team

12. The work undertaken by the Assessments and Improvement Team, dealing with approximately 45% of all reports of dissatisfaction that arrive in the department at point of receipt, and the prompt determination and allocation of complaints and conduct matters to LPU/Department or PSD, has contributed to improved timeliness of investigation, allowing more time to focus on the more serious allegations. This in turn, as time has progressed has increased time and resource that can be directed towards the prevention and investigation of corruption.
13. The introduction of the 'Improvements' aspect of the Assessments and Improvement Team, works as the preventative arm of the department, aimed at identifying risk and working with LPU's and departments to reduce the opportunity, by addressing performance issues, for officers and staff to become susceptible to corruption.

Values, Standards and Behaviours Monitoring and Intervention

14. An officer or member of police staff who consistently becomes subject of complaint or conduct investigations may become subject of a review by Professional Standards to

identify any failures, training requirements, skills gaps or ultimately possible misconduct. The purpose however, from the Assessments and Improvement Team is to make an early identification of issues and identify opportunities to improve the officer or staff member's performance or consider policy changes to improve service delivery. This is progressed by way of a Management report to the relevant Appropriate Authority who will take responsibility for the improvement of that individual, alongside the relevant line manager. The Appropriate Authority will report the findings and outcomes back to the Professional Standards Department.

1st and 2nd Line Supervisor Development

15. With the force undertaking mandatory development for all 1st and 2nd line supervisors, Professional Standards are currently engaged in the delivery of training to assist supervisors deal with performance, conduct and corruption, with the main emphasis being on prevention and delivery of an excellent level of service through effective supervision.

Disproportionality

16. The most recent work on disproportionality began upon receipt of the report published by Manchester University citing the disproportionality within PSD investigations. PSD responded promptly to it by setting up a Disproportionality Working Group. The Working Group is internally focussed with all relevant Staff Associations playing an active part. The Working Group has an agreed Terms of Reference and targets and milestones are measured through the force EDHR forum and online portal. The main areas of work are as follows:

- Problem Profile completed August 2012.
- New data capture measures put in place to better inform future Problem Profiles.
- Next Problem Profile due August 2013.
- Engagement with external bodies including Universities to carry out qualitative research within WMP.
- Closer working relationships between PSD and HR to align resolutions and misconduct procedures and ensure more accurate recording on both systems.
- Increase BME representation with PSD. (At the start of the Working Group PSD had only one BME member of staff, excluding administration staff. That has now increased to 4 BME staff with the recruitment of one BME police staff investigator, one BME sergeant and one BME Inspector. The success has come about using a multifaceted targeted approach. Identifying people with skills who might be in a position to apply, proactive messaging, and support through mentoring. This could not have been achieved without support from HR. All the SSA's have identified this as good practice and the group are seeking to share this with a wider audience.)
- Attachments of BME staff to PSD. Currently have one BME sergeant in post on attachment to gain greater awareness, understanding and transparency.
- Training is key to this area of work and a number of other issues relating to raising Values Standards and Behaviour. As such PSD have worked in partnership with HR and L&D and 1st and 2nd line supervisor training is being carried out across the force. The training is mandatory and the aim is to train all 1st and 2nd line supervisors within a three month period.
- Closer working relationships are now in place between SSA's and the Federation.

PSD will now recognise an SSA member as a key stakeholder within a PSD investigation if the individual subject of the investigation wishes that to be the case. The Federation has agreed to work jointly with an SSA member in order to support the individual and offer cultural background information where necessary.

- Varies different ideas are being explored relating to releasing PSD data and information externally. All outcomes of meetings and hearing now published on the PSD intranet website and Newsbeat with the aim of being more open and transparent.
- PSD Senior Leadership Team are attending Independent Advisory Groups and other local community forums to engender better engagement and openness and transparency. This is being done with the support of LPU's and SSA's.

17. Training for chairs of Misconduct Proceedings has been arranged to ensure staff carrying out these functions can do so with the utmost confidence and with consideration of relevant force and national approaches and trends.

Sexual Predators

18. Following a joint report by the Association of Chief Police Officers and the Independent Police Complaints Commission on this subject, West Midlands Police has lead, (through work with the ACPO Anti Corruption Advisory Group and Regional Heads of Professional Standards Group), on a regional case review of common themes, behaviours and vulnerabilities which are being addressed through a series of recommendations and initiatives. This work has been shared with Professional Standards colleagues nationally through Police Online Knowledge Area (POLKA).

Counter Corruption.

19. The Counter Corruption Intelligence Unit (CCIU) is an integral part of the Professional Standards Department and incorporates the Vetting function for the force. Since the incorporation of CCIU into the main Professional Standards Department premises in June 2011 it has worked as one team in the areas of managing corruption allegations and information, vetting of officers and staff and the management of Business Interests.

20. In addition to dedicated unit staff, there are other officers within the wider PSD that are appropriately trained and accredited and are utilised for both covert and overt operational and investigative purposes.

21. The CCIU manages information provided through various sources from members of the organisation and external sources in relation to activities as disparate as leakage of information, criminal/inappropriate relationships with criminals, drug dealing/usage, fraud and misuse of systems.

22. While managing a significant number of intelligence referrals and investigations, the CCIU in the last 12 months have also managed two, year long investigations which has led to officers being charged with offences of disclosure of information, misconduct in public office, money laundering and being concerned in the management of a brothel.

23. The vetting part of CCIU deal with all types of vetting and also manage the business interests of officers and staff. (currently totalling approximately 1000).

24. The CCIU links with the Assessment and Improvement Team in relation to information that may be relevant to the Management Review of individuals and in particular where profiling identifies potential vulnerability to corruption.

Community Engagement

25. Senior Leaders within the Professional Standards department are engaging in Local Independent Advisory Groups to share information about the role and purpose of Professional Standards in the force, with the focus on promoting the values, standards and behaviours expected of officers and staff within the organisation and raising trust and confidence amongst the wider public.

Independent Police Complaints Commission - Learning the Lessons Bulletins

BACKGROUND

26. Learning the Lessons bulletins summarise investigations conducted by the Independent Police Complaints Commission (IPCC) or police forces where learning opportunities are identified. Police forces facing similar situations to those described can use the experience of other forces to improve their policies and practices. The bulletin challenges forces to ask "Could it happen here?" and includes learning on a range of themes.
27. Within the Professional Standards Department itself, the Assessment and Improvement Team manage a 'Learning the Lessons' approach for staff both across the force and within the department to ensure that staff are fully aware of the lessons learned both from IPCC and internally to ensure the best level of service provision and professionalism, and to support onward transmission of the same across the force.
28. The Appropriate Authorities (Chief Inspector rank) responsible for LPUs and corporate departments all have access to the bulletins, with discussions every two months at the Appropriate Authorities meetings; which affords an opportunity to comment and discuss specific areas of concern.

BULLETIN No. 18

29. IPCC Bulletin No.18 concerns National Recommendations in relation to retention of DNA samples and the processes required to ensure that DNA samples are correctly recorded on National DNA Database.
30. The content of this bulletin has been identified at force level to ensure that West Midlands Police complies with National Guidelines to adopt that the most effective approach to the investigation of serious crime to maintain and improve public trust and confidence in the service.

INTERNAL LEARNING THE LESSONS

31. The Professional Standards Assessments and Improvement Team identify emerging or recurring trends in relation to dissatisfaction by members of the public. This is linked into the relevant LPU or department for discussion and learning purposes.
32. Examples of Professional Standards intervention in terms of learning and improvement include contributions to Operation Pirahna (recovery of uninsured vehicles on Birmingham East LPU) following reports of the way the process was adopted resulting in a number of complaints against the police, which led to revised practices and approaches to the procedure.

33. Further reports of poor investigation and response to Road Traffic Collisions was identified to the force, which has subsequently revised the approach to collision investigation.

Complaints Against the Police

34. For the year 1 April 2012 to 31 March 2013 the Force (as compared to 2011 to 2012) has:

- reduced complaints against the police by 13%;
- improved contact with complainants from 73% to 85%;
- improved contact with staff subject of complaints from 75% to 88%;
- improved the time it takes to carry out Local Resolution from 43.7 days to 40.1 days;
- improved the time it takes to deal with complaints subject of investigation from 102.5 days to 97.1 days.

In each category with analysis of trends over previous years, force-wide and analysed according to LPU.

Totals of Recorded Complaints Against the Police

Complaints	April 12 to March 13	April 11 to March 12	Difference +/-
BE	171	200	-29
BM	1		1
BN	80	107	-27
BS	131	112	19
BW	219	254	-35
CC	4		4
CJC	23	27	-4
CMPG	11	5	6
CS	1	1	0
CTU	3	5	-2
CV	91	104	-13
DY	74	94	-20
FC	10		10
FCC	2		2
FCT	1		1
Force CID	64	61	3
HR	3	1	2
Intel	9	1	8
IS	4	4	0
LP	1	4	-3
LS	2		2
NS	16	7	9
OFA	3	3	0
OPS	54	82	-28
OSD	2		2
PPU	45	38	7
PSD	20	5	15
SH	33	80	-47

SW	98	113	-15
WS	63	112	-49
WV	101	118	-17
(blank)	1		1
Grand Total	1341	1538	-197

35. This chart shows that in the most recent year, every LPU, with the sole exception of Birmingham South, has recorded a reduction in complaints against the police.

36. Of note are the two departments, Force Contact and Professional Standards, both of whom record an increase in complaints. In relation to force contact, this is a new entity in terms of recorded complaints and therefore no data has been recorded against that department prior to June 2012.

37. In relation to Professional Standards, there appears an increasing approach to making complaints about the conduct of investigators, which would under previous IPCC guidance have been dealt with as Direction and Control matters.

Categories of Complaints

Complaint Allegations	11/12	Complaint Allegations	12/13
Breach Code A PACE	20	Breach Code A PACE	24
Breach Code B PACE	107	Breach Code B PACE	67
Breach Code C PACE	89	Breach Code C PACE	79
Breach Code D PACE	2	Breach Code D PACE	5
		Breach Code E PACE	1
Corrupt practice	26	Corrupt practice	42
Discriminatory Behaviour	46	Discriminatory Behaviour	77
Improper disclosure of information	68	Improper disclosure of information	65
Incivility, impoliteness and intolerance	529	Incivility, impoliteness and intolerance	429
Irregularity in evidence/perjury	108	Irregularity in evidence/perjury	113
Lack of fairness and impartiality	100	Lack of fairness and impartiality	126
Mishandling of property	133	Mishandling of property	134
Multiple or unspecified breaches of PACE	12	Multiple or unspecified breaches of PACE	3
Oppressive conduct or harassment	154	Oppressive conduct or harassment	141
Other	55	Other	23
Other assault	428	Other assault	356
Other irregularity in procedure	63	Other irregularity in procedure	65
Other neglect or failure in duty	601	Other neglect or failure in duty	644
Serious non-sexual assault	16	Serious non-sexual assault	12
Sexual assault	5	Sexual assault	8
Traffic irregularity	14	Traffic irregularity	3
Unlawful/unnecessary arrest or detention	178	Unlawful/unnecessary arrest or detention	125
		Operational management decisions	2
		Operational policing policies	2
		Organisational decisions	4
Grand Total	2754	Grand Total	2550

38. Recorded complaints for the financial year 2012/2013 have additional categories created due to changes in legislation and the requirement to record 'organisational' complaints as recorded complaints.

39. The number of allegations will be higher than the number of recorded complaints as each complaint may have more than one allegation associated to it.

Outcomes of Complaints – April 2012 to March 2013

Case Result Description

De Recorded	4
Disapplication - by Force	3
Discontinued	7
Discontinued - by Force	1
Dispensation - by Force	37
Dispensation - by IPCC	41
Local Resolution - by Division	455
Local Resolution - by PSD	117
Not Upheld - by Division	690
Not Upheld - by PSD	354
Substantiated	2
Unsubstantiated	6
Upheld - by Division	190
Upheld - by PSD	110
Withdrawn	124
Withdrawn - by Force	26
Withdrawn - Not proceeded with	18
Grand Total	2185

Investigation Outcomes by LPU/Department – April 2012 to March 2013

BE	171
BM	2
BN	87
BS	87
BW	273
CC	3
CJC	17
CMPG	6
CS	1
CTU	2
CV	62
DY	68
FC	4
FCT	1
Force CID	81
Intel	2
IS	2
LP	1
NS	1
OFA	3
OPS	69
PPU	50
PSD	6

SH	49
SW	108
WS	96
WV	100
Grand Total	1352

Timeliness of investigations analysed over time and according to LPU

Timeliness of Investigations (Average Days – Target below 110)			Achievement
	April 2012 to March 2013	April 2011 to March 2012	Actual
BE	97	107	-10
BN	115	99	+16
BS	45	63	-18
BWC	95	88	+7
CJC	83	84	-11
CV	102	102	0
DY	56	47	+9
FCID	107	137	-30
OPS	113	58	+55
PPU	126	145	-19
SW	74	102	-30
SH	125	79	+46
WS	81	85	-4
WV	110	117	-7
PSD	103	117	-14
FORCE	97	103	-6

40. This chart shows an overall improvement in the time taken to conclude complaints against the police by way of investigation, with most LPU's recording an improvement, with particular note in relation to the performance of Birmingham South LPU who are more than 50% better than the force average.

Local Resolution by LPU/Department

Numbers of cases dealt with
by way of Local Resolution

BE	96
BN	28
BS	44
BW	65
CC	2
CJC	12
CMPG	6
CV	39
DY	48
FC	4
Force CID	15
LS	1
OFA	3
OPS	31
PPU	28
SH	20
SW	62
WS	23
WV	45
Grand Total	572

Timeliness of Local Resolution (Average Days – Target below 28)			Achievement
	April 2012 to March 2013	April 2011 to March 2012	Actual
BE	49	56	-7
BN	51	58	-7
BS	18	30	-12
BWC	61	71	-10
CJC	59	36	+23
CV	40	50	-10
DY	32	53	-19
FCID	82	62	+20
OPS	59	25	+34
PPU	98	66	+32
SW	25	36	-11
SH	29	36	-7

WS	47	37	+10
WV	45	44	+1
PSD	23	19	+4
FORCE	40	44	-4

41. This data shows that while overall the time taken to deal with Local Resolution has improved, there is a mixed measure of success across the LPU's. Of note is the improvement made by Birmingham South and Sandwell LPU's in terms of their performance in this area.

Contact with Complainants at least every 28 days

Contact with Complainants			Achievement
	April 2012 to March 2013	April 2011 to March 2012	Actual
BE	62%	59%	+3%
BN	76%	59%	+17%
BS	87%	91%	-4%
BWC	72%	52%	+20%
CJC	55%	54%	+1%
CV	75%	52%	+23%
DY	76%	71%	+5%
FCID	59%	49%	+10%
OPS	77%	66%	+11%
PPU	60%	60%	+0%
SW	68%	54%	+14%
SH	86%	82%	+4%
WS	71%	56%	+15%
WV	72%	66%	+6%
PSD	98%	88%	+10
FORCE	85%	73%	+12%

42. Our target is 100% compliance in this area. While this chart shows significant improvement in this area there is still some way to go to achieve contact with complainants at least every 28 days. Work is ongoing with Appropriate Authorities on every LPU/Dept and the figures are shared at the monthly Force Tactical Tasking. On a positive note, all but one LPU (Birmingham South) have seen an improvement in this area of business.

Recordable Conduct Matters

Totals of Recordable Conduct Matters

Conducts	April 2012 March 2013	to	April 2011 March 2012	to	Difference +/-
BE	25		26		-1
BM	1				1
BN	12		9		3
BS	21		23		-2
BW	25		24		1
CC	1				1
CJC	7		9		-2
CMPG	1		4		-3
CS	1		2		-1
CTU	8		7		1
CV	14		25		-11
DY	20		18		2
FC	8				8
Force CID	12		12		0
FP			2		-2
FS	1				1
HR	4				4
Intel	9		5		4
IS			2		-2
LD	2		3		-1
LP	1		2		-1
NS	4		4		0
OFA	4		6		-2
OPS	22		17		5
PPU	17		4		13
PSD	1				1
SH	10		18		-8
SW	26		22		4
WS	20		19		1
WV	14		13		1
Grand Total	291		276		15

43. This chart shows an overall increase in the number of Recordable Conduct Matters recorded in the most recent 12 months, with disparate data across the LPU's.

Categories of Conduct Allegations

Conduct Allegations	11/12	12/13
01 Honesty and Integrity	61	54
02 Authority, Respect and Courtesy	34	31
03 Equality and Diversity	6	4
04 Use of Force	12	12
05 Orders and Instructions	42	44
06 Duties and Responsibilities	61	58
07 Confidentiality	36	35
08 Fitness for Duty	1	3
09 Discreditable Conduct	134	137
10 Challenging and Reporting Improper Con	2	1
(blank)		
Grand Total	389	379

Outcomes of Proceedings

Outcomes of Misconduct Hearings – April 2012 to March 2013

Dismissal Without Notice	10
Final Written Warning	1
Management Advice	1
Grand Total	12

Outcomes of Misconduct Meetings – April 2012 to March 2013

FINAL WRITTEN WARNING	9
WRITTEN WARNING	16
MANAGEMENT ADVICE	11
NO FURTHER ACTION	23
Grand Total	59

Number of officers suspended analysed over time and according to LPU

44. There are currently 10 Police Officers suspended from duty.

Force CID – 2
Birmingham East LPU – 1
Birmingham South LPU – 1
Birmingham West and Central LPU – 2
Wolverhampton LPU – 4

45. During the financial year April 2012 to March 2013, there was a total of 10 officers and staff members suspended. Of those, 3 individuals resigned while under investigation; 6 cases are ongoing investigation or proceedings and one was dismissed following proceedings.

FINANCIAL IMPLICATIONS

46. The business of Professional Standards is in accordance with Priority Based Budgeting agreements.

LEGAL IMPLICATIONS

47. The approach to Professional Standards work is reflective of the Force Values and Vision and complies with relevant legislation within the Police Reform Act 2002, the Police Reform and Social Responsibilities Act 2011 and subordinate Regulations.

EQUALITY IMPLICATIONS

48. The work of Professional Standards department aims to support diversity and reduce and remove inequality in every aspect of the business of the force.
49. The development of 'Management Review Reports' is considered with an approach to equalities to ensure the information provided is fair and accurate and does not discriminate or disadvantage individuals.
50. In particular the 'disproportionality' review work that is being undertaken is seeking to evidence concerns raised by members of diversity groups and assumptions that may be drawn from data relevant to all groups to ensure that any potential disproportionality in the work of Professional Standards business is understood and responded to in an appropriate way.
51. Revisions to the recording capability of the Centurion Database will assist us to more easily identify members of diverse groups and those individuals with 'protected characteristics' as defined by the Equalities Act 2010.
52. Work is ongoing to develop wider reporting of Professional Standards information through the Freedom of Information Publication Scheme to support openness and transparency with the aim of inspiring an increase in trust and confidence.

RECOMMENDATIONS

53. The Board is asked to note the contents of this report.

Rachel JONES
Chief Superintendent
Head of Professional Standards

Key to Abbreviations in Charts

BE	Birmingham East LPU
BM	Business Management
BN	Birmingham North LPU
BS	Birmingham South LPU
BW (BWC)	Birmingham West and Central LPU
CC	Contact and Communications Department
CJC	Central Justice Services
CMPG	Central Motorway Police Group
CS	Corporate Services
CTU	Counter Terrorism Unit
CV	Coventry LPU
DY	Dudley LPU
FC	Force Contact
FCC	Force Contact - Central
FCT	Force Coordination and Tasking
Force CID	Force CID
HR	Human Resources
Intel	Intelligence
IS	Information Services
LP	Local Policing
LS	Legal Services
NS	Not Specified
OFA	Off Force Area
OPS	Operations
OSD	Organisation and Service Development
PPU	Public Protection Unit
PSD	Professional Standards
SH	Solihull LPU
SW	Sandwell LPU
WS	Walsall LPU
WV	Wolverhampton LPU