

**Police and Crime Plan Priority: Building Trust and Confidence II**

**Title:** Reporting and recording crime

**Presented by:** DCC Rolfe

**Purpose of paper**

1. The purpose of this report is to update the Commissioner and the Strategic Policing and Crime Board on progress towards delivery of the objectives set out in the Police and Crime Plan that relate to 'Reporting and Recording crime'. The report will focus on two specific areas; Increased Reporting and Accurate Recording aimed at building public trust and confidence in West Midlands Police (WMP). The report is for discussion.

**Hidden/Under-reported Crime - Background**

2. Increased reporting of hidden/under-reported crimes is a key indicator of public trust and confidence. By their very nature, 'hidden crimes'<sup>1</sup> are often under-reported, meaning that victims and witnesses are unwilling to come forward to the Police. As detailed in the current Force Ambition Plan (2018-2020), WMP continues to prioritise increased reporting and accurate crime recording in order to prevent crime, protect the public and help those in need.
3. To support the vision, the Assistant Chief Constable (ACC) for Crime is responsible for governance and strategic oversight of reporting and recording crime to drive resourcing decisions and overall efficiency throughout WMP. Chief Officers are also assigned as Subject Matter Experts to core business areas including Domestic Abuse, Hate Crime and Modern-Day Slavery and Human Trafficking to drive activity against these prioritised threats.

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<sup>1</sup> Hidden crimes are defined as Domestic Abuse, Child Abuse, Adults at Risk, Child Sexual Exploitation, Female Genital Mutilation, Forced Marriage, Honour based Abuse, Modern Slavery, Human Trafficking, Hate Crimes and Gender Selective Abortion

4. As well as internal mechanisms for increasing crime reporting and recording, the Force is also subject to national inspection by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Service (HMICFRS), to ensure all Forces record crimes accurately and in accordance with published rules and standards. As part of the 2017 Effectiveness Inspection, HMICFRS stated 'The force has a good understanding of the nature and scale of vulnerability and has completed profiles for child sexual exploitation (CSE), modern slavery, domestic abuse, child neglect, parental imprisonment and vulnerable adult abuse. It holds monthly meetings to ensure that it has a comprehensive view of each area of vulnerability, taking full account of partner data'.

### **Increased Reporting**

5. The following section will detail how the Force is seeking to increase reporting of hidden/ under-reported crimes.
6. The Force established 'Operation Sentinel' in 2013 to tackle hidden/under-reported crime, with the primary aim of '*Making hidden suffering of children and vulnerable people everybody's business*'.
7. This highlights a core component of Sentinel in terms of improving awareness and ensuring that hidden/under reported crimes are a priority for the whole organisation and not the sole responsibility of dedicated departments such as the Public Protection Unit (PPU). As well as awareness raising, Sentinel prioritises closer integration with partners as well as the deployment of targeted operations aimed at increased reporting and ultimately reduced offending.
8. In October 2017, the Force ran a dedicated week of action as part of Sentinel involving a multi-faceted approach which included:
  - Partnership working with Local Safeguarding Children and Adult Boards to enhance vigilance
  - Disruption of crime groups exploiting young and vulnerable people via the Regional Organised Crime Unit (ROCU)
  - Increased focus by the Force Criminal Investigations Department (FCID) on the needs assessment of potentially vulnerable prisoners
  - Local Neighbourhood Policing Units (NPU) engaging with landlords and private businesses to raise awareness around people trafficking and modern day slavery.
9. This reflects the wider WMP strategy to increase active citizenship amongst communities, sectors and partners who may be able to identify hidden crimes at an early stage.
10. After two successful years, Sentinel 3 launched a new year-long campaign for 2018, focusing on specific hidden/under-reported crime themes. The first theme focused on Domestic Abuse, in particular the universal application of the compulsory Domestic Abuse, Stalking, Harassment and Honour-based violence risk identification, assessment and management model (DASH) for domestic

incidents as well as targeted media campaigns on stalking and harassment which reached an audience of over 1.3 million people.

11. The current Sentinel theme concerns 'Vulnerability in Volume Crime'. This seeks to enhance officer and staff knowledge of hidden/under-reported crime when conducting their day to day duties which often involves unique access to the public, to uncover harm which may otherwise be invisible. An updated training package for all staff and a refined policy for recording child protection concerns at a non-statutory level are also supporting delivery against this theme.
12. Whilst Multi Agency Safeguarding Hubs (MASH's) are now in place for each of the seven local authority areas, the next Sentinel theme will focus on 'Vulnerable Adults' in order to progress the strategy around the development of local 'Adult MASHs' and better define the process whereby crimes against adults and non-crime concerns are processed through the organisation.
13. Future Sentinel themes include Female Genital Mutilation (FGM) and Forced Marriage and Honour Based Abuse which will include a conference in July 2018. Missing Children and Adults will also be prioritised towards the latter part of 2018.
14. In addition to Operation Sentinel, the Force thematic leads are also seeking to deliver a partnership approach to tackle hidden/under-reported crimes in their respective areas. One example is the approach to Modern Day Slavery and Human Trafficking which is being driven via the WMP 'Liberate Plan' (2017-2018)<sup>2</sup>. This '4P' plan incorporating Pursue, Prevent, Protect and Prepare strands includes intelligence development as well as internal and external awareness raising and engagement across the seven NPUs to deliver a multi-agency and community partnership approach against specific issues, an example being the potential for trafficking via internet based offending and the 'pop-up' brothel phenomenon. The plan also incorporates findings from the inspection by HMICFRS in March 2017 which raised issues in terms of both staff training and awareness and resourcing and capacity in dealing with this particular crime type. To address this, significant investment has been made in frontline staff via NCALT packages, leaflets, toolkits and guidance as well as targeted media campaigns.
15. Hate Crime is a further example of a hidden/under-reported crime thematic being driven by a WMP lead. A Hate Crime control strategy is currently being refreshed which will be launched in June 2018 to address the following four strategic priorities; Close the reporting gap by increasing confidence and removing barriers to reporting, Recognise hate crime victims and the wider community as potentially vulnerable, Improve outcomes and satisfaction for victims and Work with partners to identify opportunities for early intervention and prevention against the five Hate Crime strands<sup>3</sup>. The plan also incorporates various tactical activities to achieve these overarching objectives including promotion of the national application 'True Vision'<sup>4</sup>, development of new third party reporting centres, exploration of technological solutions for reporting and re-invigoration of local Independent Advisory Groups.

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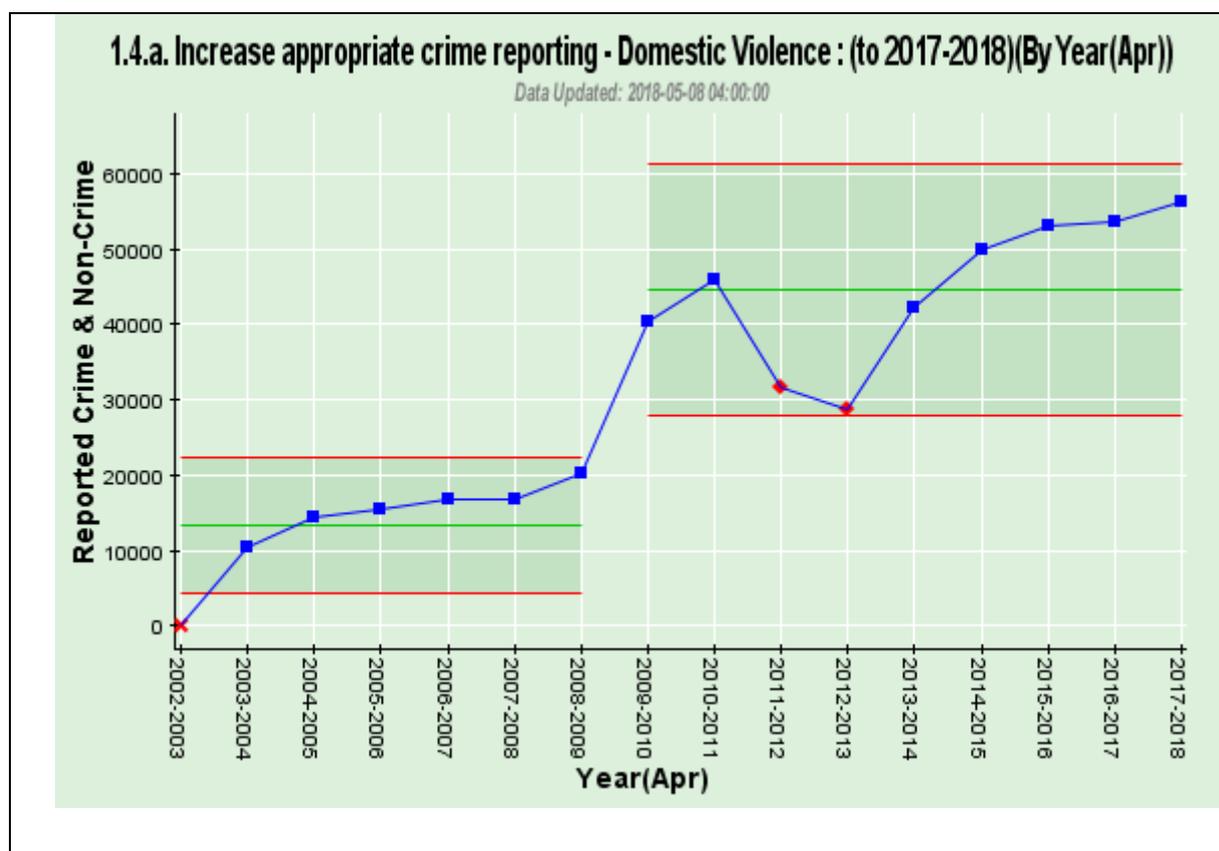
<sup>2</sup> [http://intranet2/content/B\\_Press/Campaigns/Liberate\\_plan.pdf](http://intranet2/content/B_Press/Campaigns/Liberate_plan.pdf)

<sup>3</sup> Race or Ethnicity, Religion or Belief, Sexual Orientation, Disability, Transgender identity

<sup>4</sup> National Police Hate Crime App

*Hidden/Under-reported crimes analysis*

16. The following analysis details recording of key hidden-reported crime types year on year since recording commenced, with a specific emphasis on the last three years. As detailed in the following analysis, crime reporting during the past three years in particular has increased significantly in all crime types typically associated with being a hidden/under-reported crime. It is assessed that this is indicative of greater awareness and an increase in confidence in the police response by members of the community. Ongoing focus and prioritisation of hidden/under-reported crimes also provides the organisation with an enhanced understanding of the issues that prevent vulnerable people coming forward which will in turn drive a more focused and tailored approach moving forward.

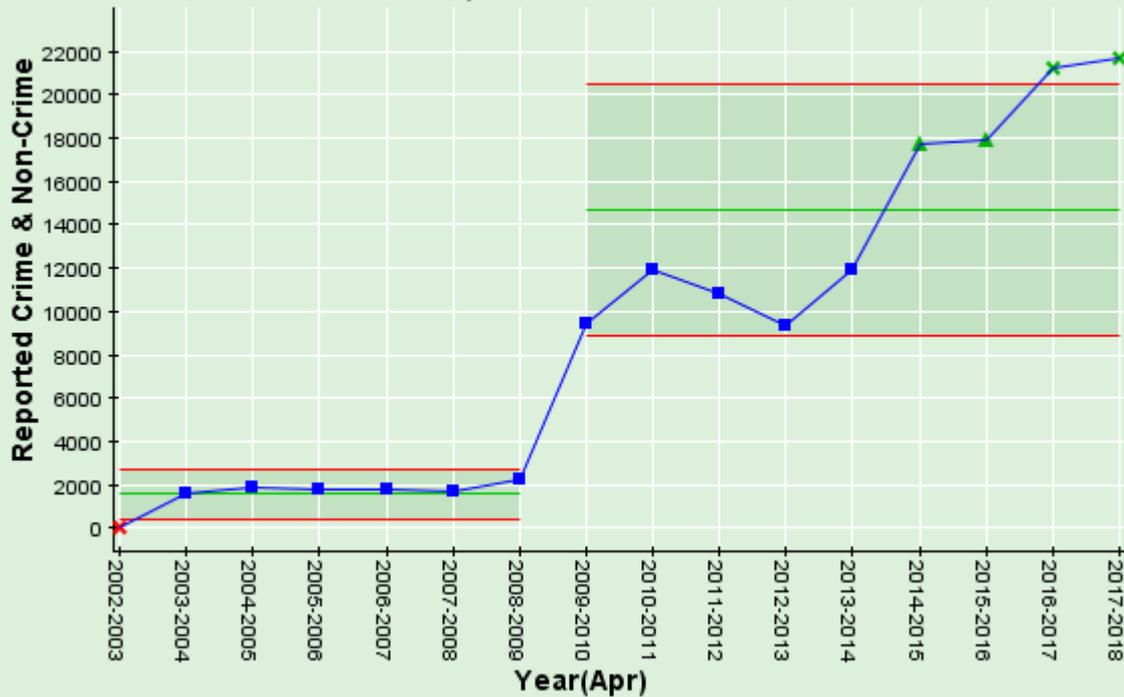


Overall reporting in Domestic Abuse increased significantly in 2009/10 when the number of reports rose from an average of 13,400 to 40,700. There is current evidence of further upwards trajectory over the past 5 years since 2013/14 all being recorded above the new average. Over the last three years DA non crime reports are reducing with DA Crime increasing driving this upwards pressure.

DOMESTIC ABUSE						
Date	Non Crime		Crime		Total	
	Number	Increase	Number	Increase	Number	Increase
<b>2015-2016</b>	33,274		19,780		53,054	
<b>2016-2017</b>	31,061	-2,213	22,548	2,768	53,609	555
<b>2017-2018</b>	30,540	-2,734	25,653	5,873	56,190	3,136

### 1.4.b. Increase appropriate crime reporting - Child Abuse : (to 2017-2018)

Data Updated: 2018-05-08 04:00:00



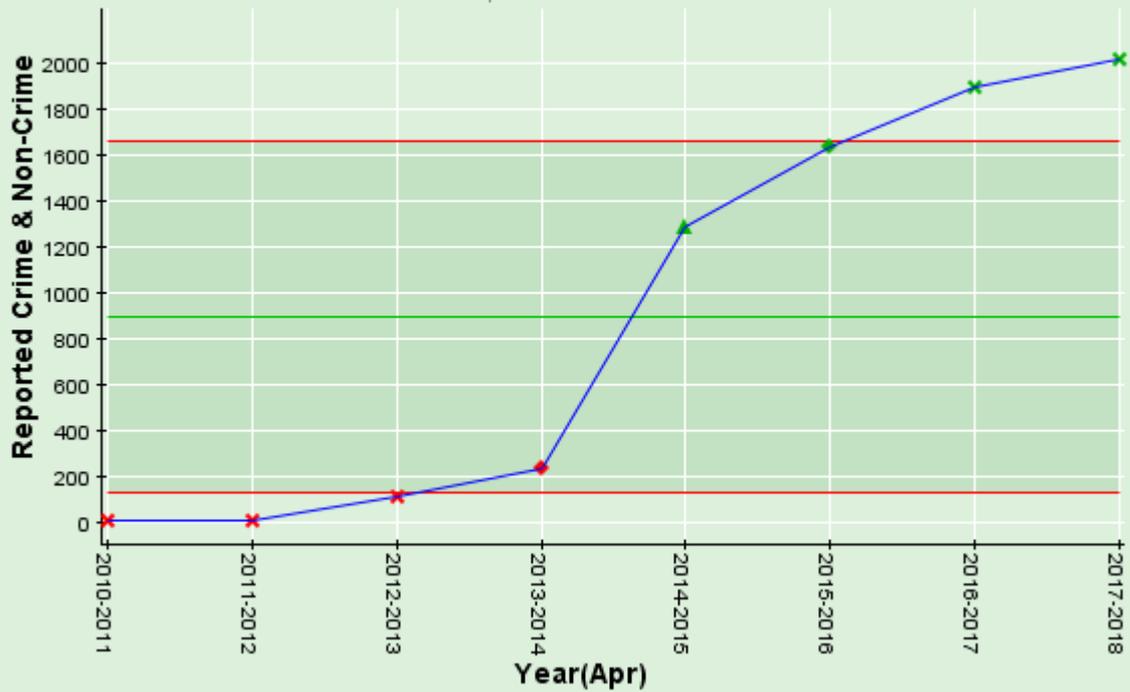
Overall reporting in Child Abuse increased significantly in 2009/10 when the number of reports rose from an average of 1,558 to 13,398. There is current evidence of a further upwards trend with recording over the last 4 years being recorded above the new average. Over the past three years, the increase in CA non crime reports has been less significant than the increase in CA Crime.

#### CHILD ABUSE

Date	Non Crime		Crime		Total	
	Number	Increase	Number	Increase	Number	Increase
<b>2015-2016</b>	12,558		53,55		17,913	
<b>2016-2017</b>	14,119	1,561	7,112	1,757	21,231	3,318
<b>2017-2018</b>	13,031	473	8,691	3,336	21,722	3,809

### 1.4.c. Increase appropriate crime reporting - Child Sexual Exploitation : (to 2017-2018)

Data Updated: 2018-05-08 04:00:00



Overall reporting in CSE has risen during the past 4 years since 2014/15 where each year has been recorded above the average of 814 reports and is increasing year by year. 2017/18 recorded a significant increase in CSE Crime reporting with Non Crime reports showing a reduction.

#### CSE

Date	Non Crime		Crime		Total	
	Number	Increase	Number	Increase	Number	Increase
<b>2015-2016</b>	1,360		270		1,630	
<b>2016-2017</b>	1,609	249	285	15	1,894	264
<b>2017-2018</b>	1,566	206	455	185	2,021	391

### 1.4.d. Increase appropriate crime reporting - Vulnerable Adult : (to 2017-2018)

Data Updated: 2018-05-08 04:00:00



Recording of Vulnerable Adult abuse peaked in 2010/11 at 17,573 reports, albeit there is no clear indication to explain this peak. Recording has since reduced and the last three years have all been recorded around the mean of 1,930 reports.

#### VULNERABLE ADULT

Date	Non Crime		Crime		Total	
	Number	Increase	Number	Increase	Number	Increase
<b>2015-2016</b>	1,051		747		1,798	
<b>2016-2017</b>	1,016	-35	752	5	1,768	-30
<b>2017-2018</b>	1,076	25	906	159	1,982	184

### 1.4.j. Increase appropriate crime reporting - Human Trafficking : (By Year(Apr))

Data Updated: 2018-05-08 04:00:00



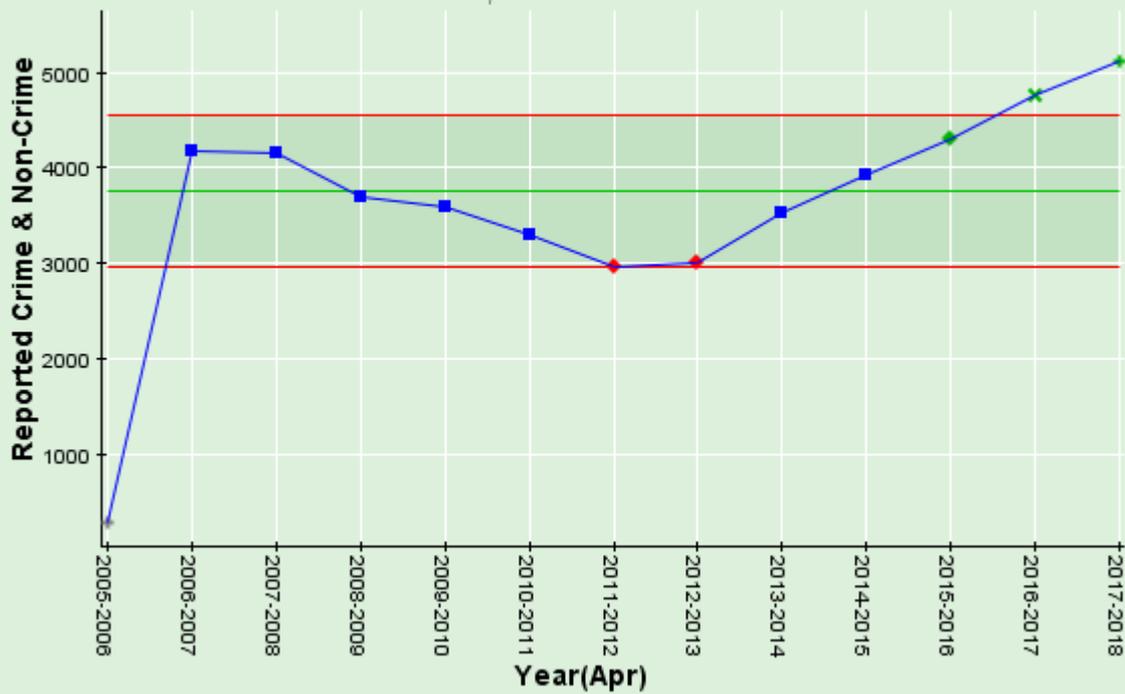
Reporting in Human Trafficking has increased steadily over the last 16 years up to a peak in 2014/15 of 23 reports. The last three years have seen recording return back to around the average which is 6 reports per year.

#### HUMAN TRAFFICKING

Date	Non Crime		Crime		Total	
	Number	Increase	Number	Increase	Number	Increase
<b>2015-2016</b>	N/A		16		16	
<b>2016-2017</b>	N/A	N/A	8	-8	8	-8
<b>2017-2018</b>	N/A	N/A	8	-8	8	-8

### 1.4.e. Increase appropriate crime reporting - Hate Crime & Non-Crime : (to 2017-2018)

Data Updated: 2018-05-08 04:00:00



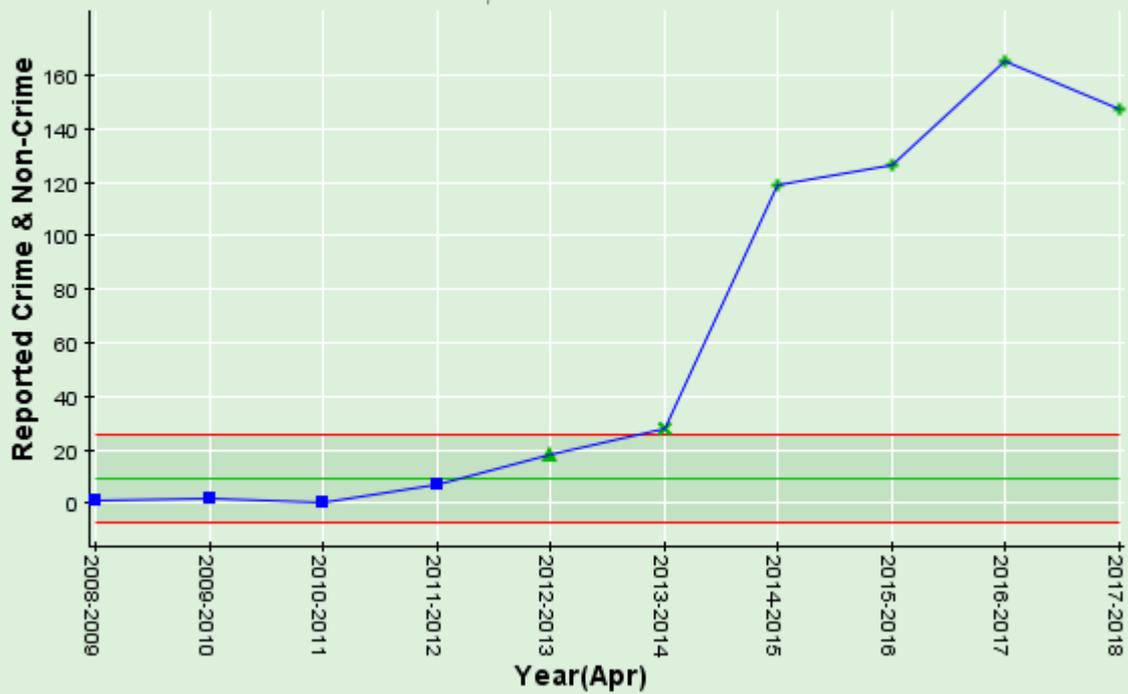
In 2006/07 WMP recorded 4,182 total incidents of Hate Crime. From 2011-2012, reporting in Hate Crime has increased annually and in 2017/18 WMP recorded a high of 5,129 overall incidents. During the past year, there was a significant reduction in non-crime reporting with the increase being driven up by Crime reporting.

#### HATE CRIME

Date	Non Crime		Crime		Total	
	Number	Increase	Number	Increase	Number	Increase
<b>2015-2016</b>	701		3,607		4,308	
<b>2016-2017</b>	721	20	4,042	435	4,763	455
<b>2017-2018</b>	484	-217	4,645	1,038	5,129	821

### 1.4.f. Increase appropriate crime reporting - Female Genital Mutilation : (to 2017-2018)

Data Updated: 2018-05-08 04:00:00



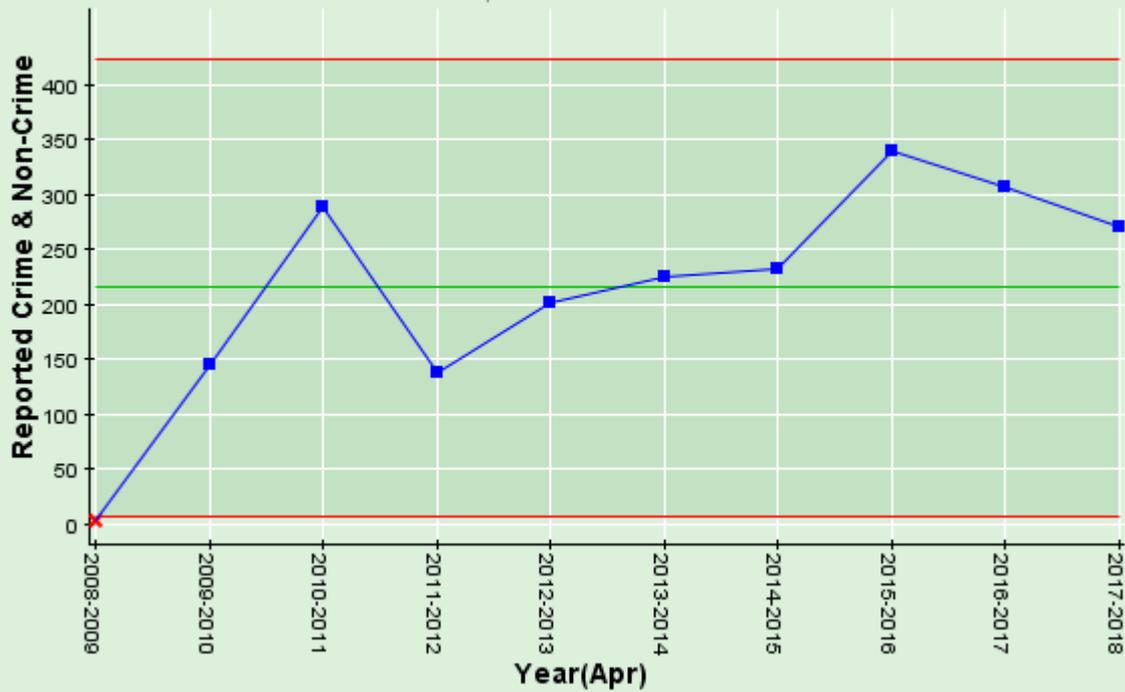
Reporting in FGM increased significantly in 2014/15 where levels moved above the 11 year average of 56 reports. This peaked in 2016/17 at 165 reports. The vast majority of recording of FGM sits in Non Crime, with only a small proportion resulting in a Crime.

#### FGM

Date	Non Crime		Crime		Total	
	Number	Increase	Number	Increase	Number	Increase
<b>2015-2016</b>	124		2		126	
<b>2016-2017</b>	159	35	6	4	165	39
<b>2017-2018</b>	145	21	2	0	147	21

### 1.4.g. Increase appropriate crime reporting - Honour Based Violence : (to 2017-2018)

Data Updated: 2018-05-08 04:00:00



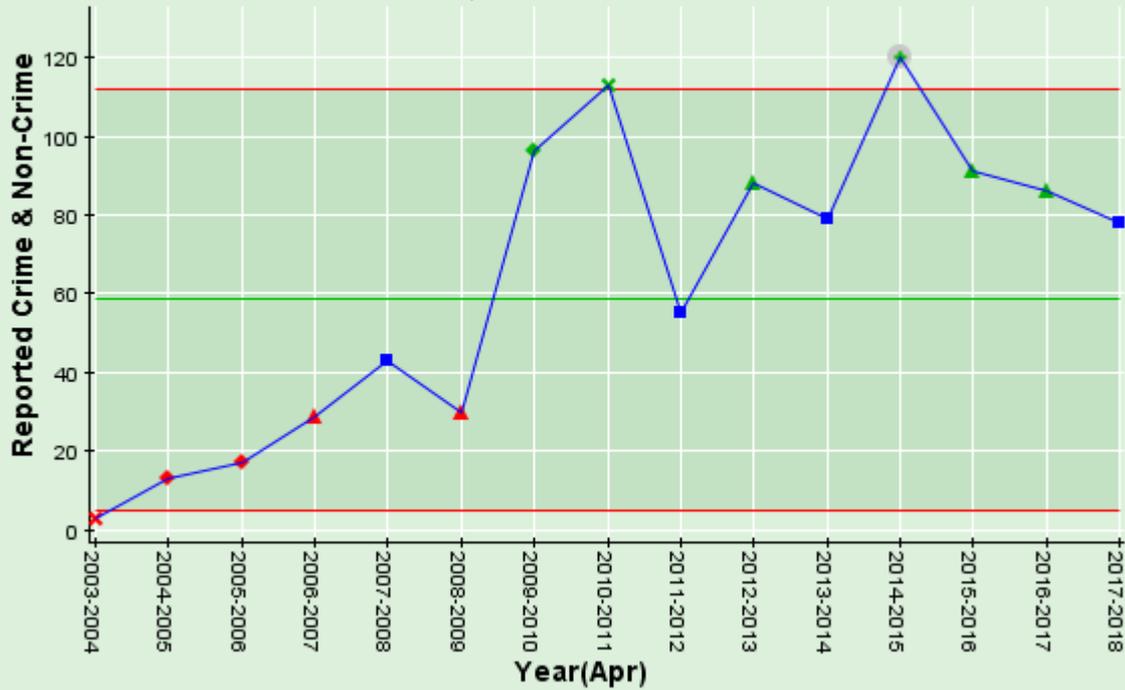
Over the last 10 years recording of HBV has maintained a constant average of 198 reports per year. There is evidence of an upwards trend in recording since 2012/13.

#### HBV

Date	Non Crime		Crime		Total	
	Number	Increase	Number	Increase	Number	Increase
<b>2015-2016</b>	180		160		340	
<b>2016-2017</b>	150	-30	157	-3	307	-33
<b>2017-2018</b>	132	-48	139	-21	271	-69

### 1.4.h. Increase appropriate crime reporting - Forced Marriage : (to 2017-2018)

Data Updated: 2018-05-08 04:00:00



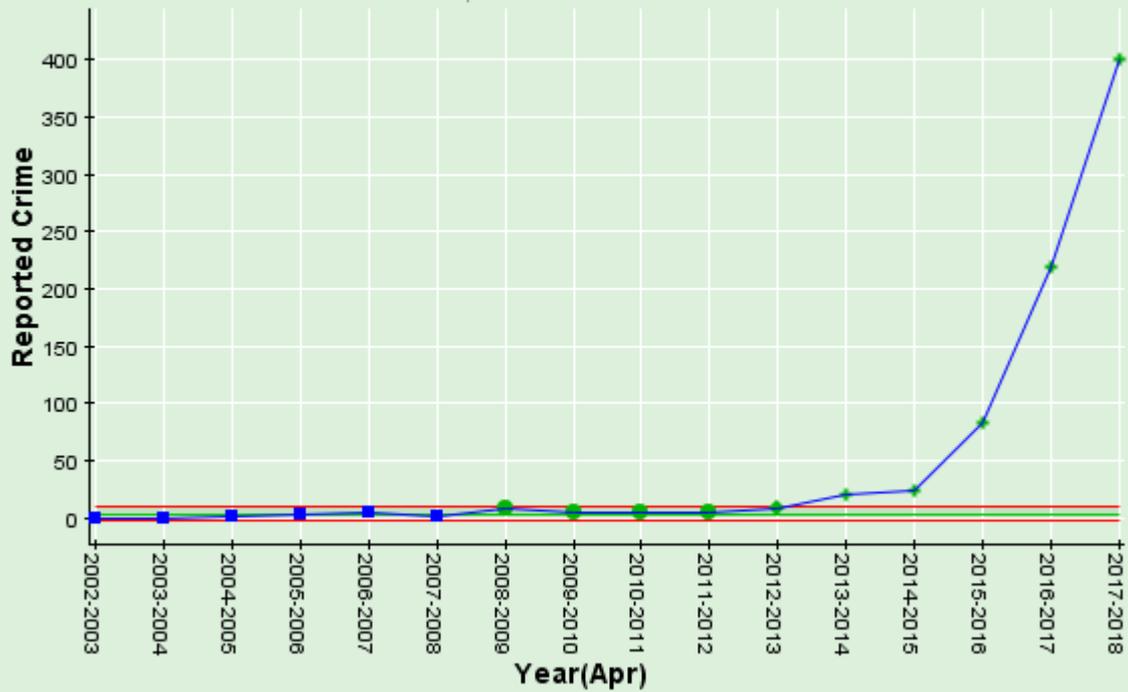
Reporting in Forced Marriage increased significantly in 2009/10 with the average rising from 23 to 77 reports per year. The peak of reporting was seen in 2014/15 at 120. There is some evidence of increased reporting within the last 5 years, with reporting consistently above the new average.

#### FORCED MARRIAGE

Date	Non Crime		Crime		Total	
	Number	Increase	Number	Increase	Number	Increase
<b>2015-2016</b>	59		32		91	
<b>2016-2017</b>	65	6	21	-11	86	-5
<b>2017-2018</b>	49	-10	29	-3	78	-13

### 1.4.i. Increase appropriate crime reporting - Modern Slavery : (By Year(Apr))

Data Updated: 2018-05-08 04:00:00



Reporting in Modern Slavery was low until 2013/14 when records started to rise significantly. The last 5 years are all recorded above the average with 2017/18 recording a high of 400 reports per year. All modern slavery reports are found within Crime records rather than Non Crime.

#### MODERN SLAVERY

Date	Non Crime		Crime		Total	
	Number	Increase	Number	Increase	Number	Increase
<b>2015-2016</b>	N/A		84		84	
<b>2016-2017</b>	N/A	N/A	219	135	219	135
<b>2017-2018</b>	N/A	N/A	400	316	400	316

### *Crime Types/Population Groups linked to under-reporting*

17. Despite a consistent increase in reporting of key hidden/under-reported crimes, WMP acknowledge that there remain specific crime types and population groups where the Force experiences under-reporting. Many of these trends do not represent an emerging issue, rather they are known areas where the Force is seeking to prioritise resource and effort. Details of such crime types and population groups are detailed in the following section where it is assessed there are specific concerns with under-reporting.
18. Despite an increase in reporting of **Hate Crime** during the past three years, recent research by Nottingham Law School on behalf of the Hate Crime Steering Group indicates that the majority of offences remain unreported. It is assessed that this trend is reflected across the Force for all strands of hate crime and subsequently this specific crime type remains a priority for WMP. As detailed previously, the Hate Crime control strategy is currently being refreshed to address this issue and ensure that the Force can further combat hate crime and subsequently improve our approach to tackling the issue. In terms of victim analysis, the majority of hate crime victims tend to be Asian males between the ages of 25 and 38. This may suggest a degree of under-reporting from other ethnic groups in particular when considering the demographics of the Force.
19. Whilst **Domestic Abuse** (DA) reporting has increased in recent years, it is assessed that this remains a key area for under-reporting.<sup>5</sup> There are multiple contributory factors including complex individual needs, lack of awareness, fear, shame, coercive-controlling behaviour and low conviction rates<sup>6</sup>. Research and crime statistics indicate that most victims of DA are female and perpetrators male. 80.4% of known victims are White European, indicating potential under-reporting by other ethnic groups and also males<sup>7</sup>. In order to address these issues, a DA delivery plan (2018/19) has been developed by the DA lead in order to drive activity across the organisation including ongoing investment and awareness raising.
20. The recent child neglect profile highlights an issue with under-reporting of **Child Abuse** across the West Midlands. The profile indicates certain ethnicities are likely to be misrepresented in recorded data when compared to the population, for example<sup>8</sup> Birmingham's Profile shows that whilst White European is the majority in terms of population breakdown, victims were under represented by 103%, which may indicate a level of under-reporting. As part of Operation Sentinel, training and professional development underpins the drive by WMP to raise awareness of Child Abuse which includes promotion of 'Voice of the Child' and bespoke training and inputs to all staff as well as advice and support by accredited Child Abuse investigators.
21. Whilst reporting of **Female Genital Mutilation** (FGM) has tripled in recent years, this is still assessed to be a key area of under-reporting and limited intelligence reporting is received into WMP. The majority of records held by WMP relate to

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<sup>5</sup> SIDT (2017). *Domestic Abuse Profile Update*. WMP

<sup>6</sup> SIDT (2017). *Domestic Abuse Profile Update*. WMP

<sup>7</sup> SIDT (2017). *Domestic Abuse Profile Update*. WMP

<sup>8</sup> SIDT, (2017). *Black Country and Solihull Child Neglect Profile April 2014 – March 2016*. WMP; SIDT (2017). *Coventry Child Neglect April 2014 – March 2016*.

referrals from midwives about expectant mothers who have undergone FGM, and do not require any police involvement. As detailed previously, Operation Sentinel has focused on raising awareness of this hidden crime via internal and external messaging. Force Subject Matter Experts are also involved in educating local communities and highlighting the legislation that is in place to tackle the issue.

22. As per national trends, it is assessed that WMP experiences under-reporting in the area of **Honour Based Violence and Forced Marriage (HBV/FM)**, due to a multitude of factors including cultural traditions, fear of repercussions and an unwillingness to criminalise the wider family network. WMP have deployed a variety of tactics to tackle the issue of under-reporting including briefings and aide memoires for all frontline officers and staff, internal posters and letters to school head teachers to communicate the warning signs with HBV/FM.
23. **Human Trafficking and Modern Slavery (HTMS)** remains an area of under-reporting across WMP which is reflective of national trends. Local charity Hope4Justice state that 80% of victims they engage with are unwilling to report to Police due to issues with trust, language barriers and lack of knowledge<sup>9</sup>. There is a concern that the number of victims is growing and will continue to grow due to displacement caused by on-going conflict and civil unrest internationally. Despite being a traditional hidden crime, WMP has seen an increase in reporting, particularly in terms of Labour exploitation. Whilst the majority of reporting has emerged from female victims, key charities including the Salvation Army are supporting increasing numbers of males as well as victims from 91 different countries. The WMP 'Liberate' plan, led by the Force lead for HTMS has been initiated to deliver incisive engagement and communications in order to target specific underreporting concerns. This has included numerous targeted media campaigns to increase awareness both internally and externally. The plan also includes targeted action where concerns have been raised, for example, engagement with the local Nigerian community, to enhance awareness and improve intelligence flow surrounding Domestic Servitude.
24. **Child Sexual Exploitation (CSE)** remains an area of under-reporting, despite an increase in recent years. CSE can affect any child regardless of their gender, home life, religion or ethnic background, however, WMP systems show the majority of known victims are White European teenage females who are from abusive families and are involved in the care system. Male, BME and LGBT victims are currently underrepresented, as are those who are young carers or have learning/physical disabilities<sup>10</sup>. CSE remains a priority for WMP in partnership with the seven Local Safeguarding Child Boards and in accordance with the 'See Me Hear Me' framework. Each of the seven local authority areas also have dedicated CSE Co-ordinators who are responsible for the co-ordination of activity around children at risk of sexual exploitation as well as internal and external partnership engagement and awareness raising. Any location identified as a potential space for CSE victims are identified and tackled at the CSE Operational Group.

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<sup>9</sup> Hope4Justice Charity Worker, 2017

<sup>10</sup> WMP CSE See Me Hear Me Ambassadors. *Child Sexual Exploitation Awareness Powerpoint presentation* delivered December 2017

25. **Vulnerable Adults** who live independently are susceptible to all forms of abuse, and it is assessed that such individuals may be less likely to report crime than others<sup>11</sup>. Within the PPU, the Adults at Risk Team continues to work with partners and the Care Quality Commission to protect vulnerable adults and raise awareness of this hidden crime. The development of Adult MASHs has also been supported to tackle under-reporting.
26. Engagement with representatives from West Midlands' Business Communities highlights that **Business Crime** (BC) is greatly under-reported, particularly Theft of Shops and Stalls due to a multitude of factors including a perceived lack of police response. This is problematic, as it impacts on both the Forces understanding of Business Crime as well as impacting on trust and confidence. In response, the Business Crime Force lead is driving force wide activity at both a strategic and neighbourhood level to understand this particular crime type and address under-reporting concerns.
27. As detailed in the report, WMP continues to prioritise reporting of Hidden/Under-reported crimes, however, prevention and detection cannot be the sole responsibility of police alone and WMP recognises the need for increased collaborative working to protect communities from harm. A significant number of partners/agencies have access to potentially vulnerable individuals and a multi-agency approach is key to not only improving the Force's knowledge around hidden crimes, but improving the reporting cycle to support victims and ultimately bring offenders to justice.

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<sup>11</sup> SIDT (2017). Adults at Risk: Future Threat, Risk and Harm. WMP

## Accurate Reporting

### *HMICFRS Crime Data Integrity Report*

28. On 7 September 2017 HMICFRS published the WMP Crime Data Integrity Inspection (CDI) report which examined crime reports between 1 July 2016 to 31 December 2016. HMICFRS stated '*West Midlands Police has taken action to improve crime-recording accuracy since the HMICFRS 2014 Crime Data Integrity inspection report*'. HMICFRS found that:
- Most officers and staff have made progress in placing the victim at the forefront of their crime-recording decisions
  - It has worked hard to improve the knowledge and understanding of crime-recording requirements for modern slavery crimes among officers and staff
  - It has implemented most of the recommendations set out in our 2014 report
  - It has made good progress against a national action plan developed to improve crime-recording by police forces.
29. The report concluded '*West Midlands Police has made progress in its crime-recording processes since 2014. However, improvements must continue to be made. The strong leadership and positive approach among the majority of officers and staff toward victims is welcome. However, the force needs to improve the crime-recording process, ensuring that its staff and officers fully understand the crime-recording standards expected of them, and that these standards are supervised effectively*'.
30. WMP achieved 83.8% crime recording compliance and received an overall judgement grading of *Inadequate*. However, HMICFRS found that where reported incidents are recorded directly as a crime at the first point of contact, the compliance rate is 97%. The Force has responded positively to the inspection report and produced a plan to improve crime recording accuracy. The plan contains three tiers: Training, Quality Assurance Audits and Governance.

### *HMICFRS Recommendations*

31. The inspection addressed three crime categories; Sexual Offences (*inc Rape*), Violence and All Other Crime. The following Cause of Concern was identified.

#### *Cause of concern*

32. In WMP, officers and staff fail to make correct crime-recording decisions at the first opportunity. This is due to deficiencies in the force's crime-recording processes, insufficient understanding of crime-recording requirements and limited supervision to correct decisions and improve standards from the outset.
33. The force is failing to ensure it adequately records all reports of sexual offences and violence, including domestic abuse crimes and crimes reported directly to its public protection department.
34. The Force subsequently received four recommendations from HMICFRS as detailed in the table overleaf:

	<b>HMICFRS Recommendation</b>
1	<p>Within six months, WMP should take steps to identify and address gaps in its systems and processes to ensure that when officers have attended incidents all reported crimes are recorded. This should include satisfying itself as to the effectiveness of its arrangements for the recording of crimes by officers through the crime service team. The force also needs to implement a consistent and structured approach to call-handling quality assurance processes that includes checking compliance with the National Crime Recording Standards.</p>
2	<p>Within three months, the force should review its operating arrangements to ensure that these arrangements secure the recording of all reported crimes at the first point at which sufficient information exists to make a crime-recording decision, and in any event within 24 hours of receipt of the report.</p>
3	<p>Within three months, the force should develop and implement procedures for the effective supervision of crime-recording decisions throughout the whole force</p>
4	<p>Within six months, the force should put in place arrangements to ensure that:</p> <ul style="list-style-type: none"> <li>• At the point of report, particularly in domestic abuse cases, greater emphasis is placed on the initial account of the victims;</li> <li>• Where more than one crime is disclosed within an incident record, or identified as part of other recorded crime investigations, these are recorded.</li> </ul>

## ***Progress against HMICFRS CDI Recommendations***

The following section details WMP's response to each of the recommendations.

### *Recommendation 1*

35. The Crime Service Team (CST) are now up to full establishment. A robust audit process has begun to ensure compliance with Crime Recording standards as set out in the CDI plan. Further details on the CST can be found at Paragraph 57, Page 23.
36. Force Contact are also exploring an opportunity through the Data Driven Insights (DDI) project, to provide a proactive response to the management of incidents where crimes are opened as a crime related incident (CRI) but closed without a crime record being created, therefore helping to reduce the risk of crimes being missed.
37. WMP is investing in 'Connect' as a new crime recording system, which has the potential to include business rules that ensure certain crime types are not missed and additional crimes are identified and recorded. It also offers *Express & Go* and mobile crime recording, which would allow officers to input crime details at the scene and transfer the information digitally to the CST. Interim solutions to deliver mobile crime recording have been explored and to date, offer no benefits over and above calling reports directly into the CST.
38. In response to this recommendation, WMP has also introduced a non-crime record for Modern Slavery (MS), which will capture all MS referrals from the National Referral Mechanism (NRM) and Partner Agencies. MS is subject of national concern and is believed to be an area of hidden crime. MS crime recording was subject of discussion with HMICFRS during the CDI inspection and this new process will provide a strong audit function for WMP to ensure MS crimes are recorded correctly. The new MS non-crime number is seen as a good practice from the Home Office, as it mirrors the national N100 Rape Incident report and it is subsequently being considered by the Home Office - National Crime Registrar to evaluate it as a pilot for national roll-out.

### *Recommendation 2*

39. It is assessed that recommendation 2 reflects HMICFRS's preference for crime recording at the point of first contact. With over 950,000 incident records per annum, WMP assess it is not feasible or practical to adopt this approach with current technology. To do so would require a change to the current operating model and generate increased work to achieve marginal gains in accuracy, which would be better achieved through continual improvement of current crime recording processes. However, the Force remains committed to continual improvement of the current crime recording processes as specified within the CDI improvement plan.
40. Following the inspection, Force Contact introduced a number of process changes to front-end crime recording. Firstly, Force Contact has introduced on-line crime reporting, allowing members of the public to report crime incidents to WMP

through a digital platform. The on-line report is reviewed by staff in the Public Contact Offices for vulnerability and then forwarded to the Crime Service Team (CST) for a crime recording validation decision.

41. Force Contact are also recording more crime; such as Bilking, Petrol theft and Theft from Shops and Stalls at the point of first contact. At the end of January 2017, 27% of all crime was being recorded at point of call. At the end of January 2018, this has increased to 34%.
42. Recording of additional crime types at the first point of contact has been in place since November 2017 and was introduced to provide the Initial Investigation Teams (IIT) more capacity to deal with more complex issues requiring an investigator. This has resulted in Force Contact criming approximately 70 additional crimes per day.

#### *Recommendations 3 & 4*

43. The WMP CDI improvement plan has specific focus on internal crime recording audits and Quality Assurance (QA) Reviews by the Audit and Compliance Team. This process requires supervisors from the five core departments; *Force Contact, Force Response, Initial Investigation Teams, PPU and Force CID* to examine the crime recording decisions of their direct staff both on incident records and non-crime records. These internal audits are then submitted to the Audit and Compliance Team for QA review.
44. The Force lead for Domestic Abuse (DA) has also created a specific DA working group, with cross department representation to specifically review DA incident records, identify missed crimes and share learning. In the future, this will be supported by the Joint Resolution Team (JRT) which will review incident records that haven't been subject of a crime report. The Audit and Compliance Team will continue to work with departmental leads to ensure improvements continue in this area.
45. The PPU Service Improvement Team (SIT), provides a broad range of internal audits, including crime recording. Whilst multiple crimes can be found across a range of different crime classifications, it is recognised that the MASH referral often includes more than one victim and a single crime. The PPU has a Central Referral Unit which oversees MASH referrals and the SIT ensure that their internal audits focus on this area. The QA reviews also identify missed crimes and provide direct feedback to the PPU.

#### **Governance**

46. The DCC is responsible for the WMP CDI improvement plan and meets quarterly with the FCR. The plan is managed primarily through the Strategic Information Management Board (SIMB), and features as part of the Crime Governance Board, Operations Governance Board and also the Crime Leaders Forum. There is also additional monitoring through the Joint Audit Committee (JAC).

## National Developments

47. HMICFRS has inspected 20 police forces to date under the CDI programme and 10 forces have also received an inadequate grading, 5 require improvement and 5 were assessed as good.

48. Three Forces who received an inadequate grading in 2016/17(GMP, Merseyside and Devon & Cornwall) have all been re-inspected and seen an improvement.

Force	2016/17	2017/18	New Grading
<b>GMP</b>	<b>85.5%</b>	<b>89.1%</b>	<b>Requires Improvement</b>
<b>Merseyside</b>	<b>82.4%</b>	<b>90.1%</b>	<b>Good</b>
<b>Devon &amp; Cornwall<sup>12</sup></b>	<b>81.5%</b>	<b>93.4% (Violence)</b> <b>94.4%(Sexual)</b>	<b>Good*</b>

49. In response to the CDI inspection of 2016, GMP created a Quality Assurance Team of 16 officers, for a four month period, to review every incident log. Following review, the investment only secured a 3.6 percentage point increase in compliance with HOCA. Of note, GMP has increased crime recording from 190,000 per annum in 2014 to 340,000 per annum in 2018 but HMICFRS still found that 10.9% of crime had not be recorded.

50. When reviewing Devon and Cornwall, they have achieved secured crime recording improvements of 11.9 percentage points and 12.9 percentage points. However, Devon and Cornwall recorded 103,516 crimes in 2018 and whilst this is a 22.2% increase on the previous year it is still significantly lower crime recording demand than GMP. The comparison highlights the challenges that larger forces can face in terms of crime recording accuracy.

	2014	2017	% change
England and Wales	3,544,563	4,805,365	+ 36%
WMP	175,418	227,865	+ 30%
GMP	194,058	335,488	+ 73%
Devon and Cornwall	81,211	100,637	+ 24%

## West Midlands Police Demand

51. WMP has seen an increase in recorded crime of 12.6% (27,102 crimes) compared to 2016/17. It cannot be ascertained if this is purely down to the improved crime recording practices or a real increase in crime (*recent or historic*), or a mixture of both. Non-crime records have reduced to 51,431 records per annum, which is a 3,322 (6.2%) reduction compared to 2016/17. This is encouraging as HMICFRS

<sup>12</sup> Devon & Cornwall CDI re-inspection light only looking at Violence & Sexual offences.

found that too many non-crimes were being recorded instead of substantive offences.

52. The Force received over two million calls-for-service in 2017/8, which equates to 5,611 calls per day. Whilst demand could be considered a contributory factor for missed crimes, the issue is not one of attendance, more about having the information and the details of the criminal offence but not always addressing the technical requirements to achieve crime recording compliance.

## **Recent Audits**

53. Internal crime recording audits are completed by all five core departments; Force Contact, Force Response, IIT, PPU and FCID. Engagement with the five departments is positive and there is leadership support through the individual Senior Leadership Teams (SLT) and Service Improvement Teams (SIT) to improve crime recording accuracy. There is also a nominated Chief Inspector lead/Police Staff equivalent within each Department to oversee and drive recording improvements with staff and supervisors.
54. The internal audits conducted between Sept 2017 and March 2018 show WMP to have achieved an 86.9% crime recording accuracy. The Audit and Compliance team has applied the same audit methodology as the HMICFRS auditors but CDI applies 'weighting' to certain crime types and gives additional credit where vulnerability has been identified, safeguarding has been applied and an investigation has taken place. This is not included in the WMP internal audits and the compliance figure is a cumulative total of all the individual audits over a 7 month period. Therefore this figure is not directly comparable to other force data. Additionally internal audits are based on small sample sizes. The first QA audit for the five core departments showed variation in crime recording compliance and highlighted inconsistent practices across the Force. Each Department has been provided with its individual findings with a clear expectation that crime recording accuracy will increase during the next phase of QA reviews.
55. It should be noted that HMICFRS found no evidence of any deliberate acts of under reporting which was confirmed by the Audit and Compliance Team during the internal audit process. However, HMICFRS Inspectors did find discrepancies between the victims' initial account and the account given to the police officer attending the scene. They commented that there was insufficient evidence recorded within the incident record to negate the crime and therefore the crime should have been recorded. This is still the case and some reports are still not being properly negated on the incident record. That said, there are still crimes being reported that should be recorded and are being missed. Future training will subsequently focus in this issue.
56. In summary, the Force has sustained and increased its CDI audit regime and raised expectations of leaders in ensuring both compliance and attendance at delivered training.

## **Crime Service Team**

57. The CST are now up to full establishment. A robust audit process has begun to ensure compliance with Crime Recording standards as set out in the CDI plan.
58. In terms of performance, incoming calls for service have remained stable within the CST with high levels of demand being experienced throughout summer 2017 and this impacted on the team's ability to respond to calls in a timely manner.
59. The CST receive an average of 700 to 800 telephone calls per day which has previously led to increased call waiting for staff and delays in obtaining crime numbers for officers at the scene. This was subject of comment from HMICFRS, however, now the team is up to full establishment and there have been significant improvements. The department has also introduced a process change with the introduction of 'Auto-Call Drop In', where calls automatically route to CST staff headsets which has seen call waiting reduce from 2 Minutes 20 seconds to less than 1 minute.
60. Now that staffing is at the agreed levels, supervisors are able to complete briefings to their staff on changes to legislation and policy. The department have already identified staff that will be leaving over the last 6 months and plans are in place to recruit into these roles to ensure that there are no gaps in staffing levels.

## **Next Steps**

The Board is asked to:

- Note the report and progress made by WMP in tackling the issue of hidden/under-reported crimes.
- Note the report and progress against the HMICFRS CDI recommendations.
- Continue to monitor progress against the WMP CDI improvement plan and allow phase 2 of the QA reviews to be completed to help the Force to better understand the trajectory of crime recording accuracy and to determine if further improvements are being achieved.

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