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**Meeting:** Police Accountability Board  
**Venue:** Council Chambers, Haverfordwest  
**Date:** 15<sup>th</sup> March 2016  
**Time:** 10:00 – 12:25



<b>Members:</b>	Mr Christopher Salmon, Police and Crime Commissioner (PCC) Chief Constable Simon Prince QPM (CC)
<b>Also Present:</b>	Dr Helen Morgan-Howard, Temporary Chief of Staff, OPCC (HM-H) Mrs Carys Morgans, Substantive Chief of Staff, OPCC (CM) Inspector Mark McSweeney, Staff Officer (MMS) Mrs Sharon Richards, Performance Manager, OPCC (SR) Mrs Claire Bryant, Office Manager, OPCC (CB)
<b>Apologies:</b>	Temporary Deputy Chief Constable Liane James (T/DCC)

ACTION SUMMARY FROM MEETING ON 17/02/2016		
Action N <sup>o</sup>	Action Summary	Progress:
<b>PAB 302</b>	<b>For the purpose of scrutiny, the OPCC to define information requested from the Force in relation to complaints, FOI requests and vetting. Standard information was requested on the distribution of figures and how figures are set out in context</b>	<b>Completed</b>
<b>PAB 303</b>	<b>Force to share findings of its review on cases where children and young people are detained in custody</b>	<b>In progress</b>
<b>PAB 304</b>	<b>Force to share its copy of multi-agency problem profiles data in relation to child sexual exploitation due in April</b>	<b>In progress</b>
<b>PAB 305</b>	<b>OPCC to confirm the provision of the mediation service which is delivered as part of the Commissioner's contract with Llamau service</b>	<b>Completed</b>
<b>PAB 306</b>	<b>Force to share its audit of the investigation of child protection cases with the Commissioner and for SR to meet with the Force to look at other audits around the area of public protection</b>	<b>Completed</b>
<b>PAB 307</b>	<b>Force to provide an update to the PCC on the situation in respect of its current child protection inspection work and subsequent update in 3 months</b>	<b>In progress</b>

The PCC opened the meeting bilingually, stating that two Police and Crime Plan priorities would be discussed.

## **Minutes of the Accountability Meeting held on 17<sup>th</sup> February 2016 and Matters Arising**

MMS reported that February's updated performance report was with the T/DCC for approval. It was agreed MMS would confirm with SR when the report could be published.

### **Force Accountability Report on Priorities 1 and 3**

#### ***Priority 1 – Preventing and dealing with incidents and crime***

The CC presented the report, drawing attention to the salient points. The PCC stated that the Integrated Offender Management programme figures were encouraging, especially with the associated reduction in crime. The PCC was also encouraged that few offenders re-joined the scheme. It was clarified that the average number of crimes per offender included those who may have been in prison during the previous 12 months. This resulted in it being unclear whether the reduction was entirely due to participation in the scheme. The CC acknowledged it would be useful to breakdown the data further to distinguish between those engaging and those in prison. The CC stated that for some individuals, custodial sentences were the appropriate avenue at that point in time. The PCC clarified that it wasn't a criticism of the scheme but an opportunity to consider the full impact of the scheme.

#### **Action: Force to provide re-offending data differentiating between IOM scheme participants and IOM members in prison by the Policing Accountability Board in May**

The PCC queried if there was a way to quality assure DPPs assessment of their performance against the Strategic Policing Requirement (SPR). The CC stated that DPP work to the College of Policing frameworks and assessments are made in comparison with the other Welsh forces under the direction of the Welsh Chief Officer lead. The CC would look into what is done nationally which could be utilised and report back to the PCC via a future Policing Board meeting. The PCC sought assurance that DPP had appropriate mechanisms to call up national resources. The CC clarified that the Force needed to have regard to the SPR, with the framework enabling DPP to detail what resources they do provide, not necessarily what they would call on. This would be organised by the National Police Chief's Council (NPCC) using the Mercury mutual aid system.

#### **Action: SPR frameworks to be presented at a future Policing Board meeting, to include quality assurance of assessments**

The PCC sought clarity on the level of confidence that could be placed on the weather being a major influence on the fluctuation of road traffic collisions (RTCs) data. The CC stated that a degree of assumption was made, based on the experience and skills of the officers making the assumptions. However, it was rare that weather conditions alone

were responsible, as the interaction of vehicles, roads, drivers and weather conditions could all influence RTCs.

The PCC queried what the consequences were if the targets set by Welsh Government were not met. The CC stated that there were no punitive consequences, but the targets were used between partner agencies to assess the effectiveness of the work being undertaken to make roads safer. The CC acknowledged that there was still work to be done to achieve the level of reduction of accidents aimed for. The PCC sought assurance that there was no risk to the resources being put into roads policing as a result of not achieving the targets. The CC confirmed this was the case, and that regular meetings were held with partners and with the Minister for Transport, where there had been no suggestion of any reduction in resourcing.

The PCC asked if the upward trend of older casualties was a cause for concern, why this is thought to be happening, and what measures were in place to address this. The CC stated that further research in this area was being undertaken to understand if the rise was a natural consequence of the aging population, or age-related issues such as health problems. The CC assured that roadside eye tests were being undertaken. The PCC queried if any other forces were conducting research on this subject. The CC stated that the NPCC lead would be working with all forces to identify emerging trends, but he was not aware of any specific research at this point in time. The CC considered that work needed to be undertaken between forces and insurance companies to obtain as much data as possible, as not all incidents are reported the police, to identify what is causing the rise.

SR queried if information was available on the drug driving scheme. The CC stated that data was available and had been presented in a Policing Board meeting last month. The data would be updated and provided to the PCC.

**Action: Drug driving scheme data to be updated and provided to PCC, and included in future priority 1 reports**

The PCC welcomed broadly the reduction in the use of cautions, but accepted they remain an important and relevant tool and was pleased to see them being applied more judiciously. The PCC was also encouraged by the use of Adult Community Resolutions (ACRs). A discussion ensued regarding the monitoring of the types of ACRs applied. A dip-sample of cases had been looked at, but routine data showing the number of different ACRs applied could not currently be extracted. SR asked what type of intervention was the 'police only' ACR option. The CC stated this was an interaction purely with a police officer, where there were likely to be significant requirements placed on the individual. The CC considered these to be closer to a caution than a restorative justice outcome. He suggested the Force share some examples to assist understanding.

The PCC queried if there were plans to include a selection option for the type of resolution applied to the recording system. The CC stated that ACRs were recorded on the handheld devices and agreed there was a need to establish a system to record the

types of ACRs used, which could be easily be adjusted if the menu of ACRs available is altered in the future. The CC stated an analysis of ACRs utilised would be conducted to assess which were being used the most, which were deemed effective and which required further promotion.

The PCC queried what the difference was between youth community resolutions and youth restorative disposals. The CC stated this was a distinction applied by Youth Offending Teams regarding the status of what happens next to the individual in the criminal justice trail. The CC agreed to provide examples to demonstrate the difference.

**Action: Examples of 'police only' ACRs utilised, and examples of the difference between youth community resolutions and youth restorative disposals, to be shared with the OPCC**

The PCC reflected that due to the change in recording practices, the increase in recorded crime figures was good in providing a better understanding of reality, but sought the CCs professional judgement in when an increase will be due to an increase in actual crime rather than better recording. The CC stated that Her Majesty's Inspectorate of Constabulary (HMIC) considered that crime recording across England and Wales is not yet at the standard expected. The CC acknowledged that the rise cannot be continually attributed to ethical crime recording, but because such a significant change in how crime is recorded has been made, there is no current baseline to assess change against. The decrease in antisocial behaviour and increase in recorded crime alongside the crime survey of England and Wales' findings suggest that the experience of the public is similar to what is being recorded, which gave the CC the confidence to say that the rise is due to the change in recording practices, not an increase in crime. The CC expects the effect of ethical crime recording to lessen over time, and needs to be continually monitored, which the PCC agreed with.

The PCC sought clarity on the function of the Crime Recording Bureau (CRB) within the Force, as his understanding was that it no longer existed. The CC stated that the Force requires a Crime and Incident Registrar and a team working for them. The CRB had been merged into the Business Support Unit, and supports the decision making to ensure crimes are recorded accurately and in line with the national crime recording standards. The CC clarified that incidents and crimes recorded are checked that they have been accurately applied, in order to ensure consistency in recording and to ensure incidents have appropriate crimes recorded if required. The PCC queried if every crime was checked, or if a dip-sample was conducted. The CC confirmed that certain crime outcomes are checked, as well as regular audit and compliance checks. A national crime recording standard audit was currently underway, with results anticipated in the near future.

The PCC questioned if the increase in sexual offences and violence against the persons witnessed in DPP was significantly different to the increases seen in other forces. The CC stated that forces across the country had seen increases in sexual offences, and under-recording nationally had been estimated at 26% by HMIC in 2014. HMIC had also found

that a number of police forces had poor processes for crime recording specialist units. The CC stated this was particularly true in DPP, with a compliance rate of 14%. Whilst crimes were being investigated appropriately, there had been administrative issues in recording the crimes on the crime recording system. Improvements to processes to allow crimes to be recorded directly at the point of referral had resulted in an increase in compliance to 95% in December 2015. The CC stated that child sexual offences recorded in DPP have risen by almost 10%, with other forces seeing rises from 5 to 70%, which he considered to be attributed to the alignment of crime recording rather than significant increases in offending behaviour.

The PCC requested sight of the current status of the comparison between historic and current sexual offences.

**Action: Force to update data on historic and current sexual offences by the Policing Accountability Board in May**

The PCC noted from the report that positive Stop and Search rate of 47% had remained consistent, and asked how this compared with other forces. The CC stated that approximately 10 months ago DPP were found to have by far the highest positive rate, but the analysis should be repeated between forces who are members of the Best Use of Stop and Search Scheme. A discussion ensued regarding the appropriate use of Stop and Search powers, with agreement that it is an important tool in avoiding unnecessary arrests and is only used when there are appropriate grounds.

**Action: SR to consider breakdown of Stop and Search data by territory, and to conduct comparison of positive Stop and Search rates between forces on Best Use of Stop and Search Scheme**

***Priority 3 – Bringing people to justice***

The CC presented the second half of the report, highlighting the key points.

The PCC expressed concern that 30% of files going into the Case Progression Unit (CPU) in DPP are being defined as not satisfactory. He queried the statistics for the quality of files being presented to the Crown Prosecution Service (CPS). The CC stated that at present file quality performance was fairly consistent, with no issues identified by the CPS. The CC agreed to obtain statistics for the quality of files being submitted to the CPS. The CC explained that the CPU was a quality control and checking mechanism, and the statistics presented in the report demonstrated where files were deemed unsatisfactory by the CPU and therefore returned to the submitting officer for improvement. The PCC queried what issues officers were struggling with in the preparation of case files. The CC explained the main issues were – points to prove the offence; missing statements; the tabling of unused material; missing compensation sections and suitable summaries for CCTV evidence. The CC stated that the infrequency of files being prepared meant that officers may not be as well versed in preparing them to the required standard.

Monkton School arrived in the gallery to witness proceedings as part of their visit to County Hall.

The CC stated that in order to address the concerns of file quality raised by recent reviews, officers had received training from the CPS, which was being cascaded through the Force. The PCC requested an update on the status of the training.

**Action: Case file quality statistics for files being sent to CPS to be shared with the OPCC**

**Action: Summary of status of case file preparation training to be included in the criminal justice joint services review**

Monkton School left the gallery.

The PCC identified that although the volume of cases going through the courts system is falling, the time taken to bring offences to completion is growing, with the DPP average currently at 28 weeks, compared to the England and Wales average of 22 weeks. The PCC queried where the problem lies. The CC stated that the longest times from offence to charge was seen in sexual offence cases. In the 12 months ending September 2015, DPP recorded 865 sexual offences, 53% higher than the previous year. Historic sexual offences reported had also increased by 41% during the same period. Due to the way in which the Ministry of Justice calculate the time to charge, the recording of more historic offences then would have a more disproportionate impact on the average. The CC assured that cases were being dealt with in a timelier manner and wouldn't expect the differential to continue, but the matter would be kept under close review. The PCC acknowledged that the delays were due to the wider criminal justice system, but urged that more needed to be done to minimise the adverse effects on victims and offenders.

The PCC queried if the rape/sexual offences and domestic violence attrition rates status was an issue across England and Wales. The CC highlighted that although the red, amber, green status within the report suggested so; the figures remained relatively consistent. He considered that a number of the cases needed to be brought to court to show victims that they were being taken seriously, and had no concerns over the quality of investigations undertaken.

The PCC asked for a definition of virtual police support at guilty and not guilty courts. The CC stated that this was the provision of a live helpline connected to the CPU to deal with queries arising during court sittings.

The PCC queried if the Track My Crime system was now live. The CC stated the pilot was due to be launched later in the week.

The CC had stated within his overview of the report that the costs awarded under Police Led Prosecutions (PLPs) were not always equal to the costs received. He was however confident that the cost to the Force for pursuing the cases was covered, and would

welcome the extension of PLPs. The PCC stated his Chief Finance Officer (CFO) would evaluate the current position.

**Action: CFO to refresh what proportion of costs awarded via PLPs are received and therefore what is outstanding and what courts are doing to pursue payments**

The PCC sought clarification on the changes to postal requisitioning. The CC stated that previously information was brought in front of the court, for the court to raise a summons to require an individual to attend court. Postal requisitioning allows the police to directly summons an individual to attend court.

The PCC acknowledged the work undertaken in the area of driver retraining and thanked the Force, stating that it was set to continue for another year.

The PCC asked what the Force's plan to meet the requirements set by the new thresholds for the management of bail was. The CC acknowledged the gravity of the task, stating that the Force currently had 10 Superintendents, and there would be a significant task to consider each bail case prior to the threshold dates. The CC stated that administrative processes would need to be established to allow officers to consider cases appropriately. SR queried if the bail management pilot results had any bearing on the thresholds. The CC considered it too early to say, however he thought it unlikely. The PCC stated the aim was to reduce the amount of time individuals are on bail, and whilst bail was not necessarily a bad thing in order to conduct appropriate investigation, it should not be extended unfairly. The PCC queried how often the IT bail facility would be checked, and by whom. The CC stated that operational commanders would review this regularly at performance meetings. He wholly agreed with the PCC that those accused should not be kept on bail for longer than is necessary, however some lengthy and complex cases may require extended periods of bail. In these situations, an extended bail period would be appropriate, but the CC considered it inappropriate for bails to be extended due to a delay in prosecution decisions being made. The CC was concerned about the issues that were out of the Force's control but which may impact adversely on the Force.

The PCC requested that the Force representative in charge of mobile device updates discuss the development of ACR menu options with the OPCC, to allow for future data analysis.

**Action: Force representative to contact OPCC to discuss how ACR menu options are recorded to allow for future analysis**

### **OPCC Accountability Reports on Priority 1 and Priority 3**

HM-H presented the report on behalf of the Director of Commissioning.



The PCC raised concern over the limited referrals into the drug and alcohol diversionary service, and considered more needed to be done to encourage referrals as early as possible. SR highlighted an example brought to light through the Out of Court Disposals Panel, where an individual with 16 previous drug-related arrests had been arrested again, and given a caution. It was thought that this case may have been appropriate for referral through a conditional caution. The PCC expressed an understanding that officers maybe concerned about the capacity of the referral services, stating that this would be managed if it became an issue and was not for officers to factor in when making a referral. The PCC requested that the message be reinforced across the Force.

A 10 minute comfort break was taken.

### **OPCC Monitoring Performance Report**

SR presented the report briefly highlighting the key points before the PCC asked the questions contained within the report. These were answered and will be published within the report and updated on the Commissioner's website.

A discussion ensued with regard to the application of outcome 10 to sexual offences, where it is deemed that prosecution is not in the public interest. The CC provided examples of cases where outcome 10 may have been appropriate. It was agreed that the proportion of change over time of the application of outcome 10 to sexual offences, along with a comparison with other forces, be considered.

**Action: SR to analyse the proportion of change over time of the application of outcome 10 to sexual offences, along with a comparison with other forces**

### **Questions from the Chief Officer Group Minutes**

SR asked what monitoring was planned for the Bad Apple Reporting Scheme. The CC stated this would be continually monitored via Chief Officer Group meetings and would be reported to Policing Accountability Board meetings when considering the professionalism priority.

The PCC was pleased to note that DPP and Hywel Dda Health Board had committed to a further two years of the mental health triage scheme. He sought confirmation of the Force's resourcing commitment, which the CC stated was the officers' time. The PCC also queried if the continuation had been agreed based on the current operating model. The CC knew of no proposed changes, but would confirm this following the meeting. The PCC urged that consideration be given as to how to extend the scheme into Powys.

**Action: CC to confirm the model for the extension of the mental health triage scheme**

The PCC closed the meeting reflecting on the progress made throughout the PCCs first term of office, thanking all for their work.

<b>ACTION SUMMARY FROM MEETING ON 15/03/2016</b>		
<b>Action N°</b>	<b>Action Summary</b>	<b>To be progressed by:</b>
<b>PB 308</b>	<b>Force to provide re-offending data differentiating between IOM scheme participants and IOM members in prison by the Policing Accountability Board in May</b>	<b>Force</b>
<b>PB 309</b>	<b>SPR frameworks to be presented at a future Policing Board meeting, to include quality assurance of assessments</b>	<b>Force</b>
<b>PB 310</b>	<b>Drug driving scheme data to be updated and provided to PCC, and included in future priority 1 reports</b>	<b>Force</b>
<b>PB 311</b>	<b>Examples of 'police only' ACRs utilised, and examples of the difference between youth community resolutions and youth restorative disposals, to be shared with the OPCC</b>	<b>Force</b>
<b>PB 312</b>	<b>Force to update data on historic and current sexual offences by the Policing Accountability Board in May</b>	<b>Force</b>
<b>PB 313</b>	<b>SR to consider breakdown of Stop and Search data by territory, and to conduct comparison of positive Stop and Search rates between forces on Best Use of Stop and Search Scheme</b>	<b>SR</b>
<b>PB 314</b>	<b>Case file quality statistics for files being sent to CPS to be shared with the OPCC</b>	<b>Force</b>
<b>PB 315</b>	<b>Summary of status of case file preparation training to be included in the criminal justice joint services review</b>	<b>Force</b>
<b>PB 316</b>	<b>CFO to refresh what proportion of costs awarded via PLPs are received and therefore what is outstanding and what courts are doing to pursue payments</b>	<b>CFO</b>
<b>PB 317</b>	<b>Force representative to contact OPCC to discuss how ACR menu options are recorded to allow for future analysis</b>	<b>Force</b>
<b>PB 318</b>	<b>SR to analyse the proportion of change over time of the application of outcome 10 to sexual offences, along with a comparison with other forces</b>	<b>SR</b>
<b>PB 319</b>	<b>CC to confirm the model for the extension of the mental health triage scheme</b>	<b>CC</b>