



## ACCOUNTABILITY AND GOVERNANCE BOARD

23<sup>rd</sup> June 2026

**Support and Challenge People to  
Address Harmful Behaviours, Drugs and Alcohol  
Presented by: T/ACC Richard NORTH & T/ACC Andrew PARSONS**

### Cover Report

#### **1. Police and Crime Plan**

1.1 To provide the Commissioner with a report on supporting the Prevention and Rehabilitation chapter within the West Midlands Police (WMP) and Crime Plan 2025-2029.

1.2 In reference to the Police and Crime Plan specifically:

The Prevention and Rehabilitation chapter of the police and crime plan contains the following commitments:

- Work with retailers on the Offending to Recovery (O2R) programme, ensuring offenders are referred to appropriate support services.
- Deliver and seek to extend, the Offending to Recovery project.
- Seek wider availability of life-saving Naloxone.
- Increase the use of out of court disposals for low-level drug possession for personal use through Divert.
- Increase the use of out of court resolutions ("OOCRs") and diversion from the CJS through OOCRs.
- Increase the use of civil orders including prohibitions to prevent and tackle crime, ensuring swift action when breaches occur.
- Work with WMP and partner agencies to develop a holistic, intersectional and trauma informed response, to protect women and girls at risk of or involved in offending from further harm and reduce their risk of re-offending. / Co-locating services for vulnerable people, with a focus on women to improve access to tailored support.

#### **2. 94/271: Offending to Recovery**

**2.1 How does WMP plan to build resilience into the O2R model, given most of the teams are made up of one police officer and one drug and alcohol worker?**

2.1.1 To date the Offending to Recovery (O2R) model has not been adversely impacted by staff absence. WMP ensure periods of leave are covered so that we can continue to provide an effective service. This position is closely monitored. From a drug and alcohol service perspective, discussions are ongoing in relation to training staff on the O2R model to provide additional resilience in the event of staff absence. This will enable extra staff are available to perform triage or accompany officers to home visits. This is an agenda item for the next stakeholder meetings. As a result of the cover provided, there has been no adverse impact on the service O2R provides due to staff absence.

**2.3 How are WMP able to demonstrate the medium to long term impact of Offending to Recovery?**

2.3.1 O2R performance is discussed in quarterly meetings with all stakeholders, WMP, drug and alcohol services and the local authority. Statistical analysis of referrals, enrolments, treatment pathways and the latest crime figures for nominals enrolled on O2R are presented by the O2R Manager. The programme currently shows a consistent desistance rate between 71% and 83% per quarter, for individuals engaged with O2R.

2.3.2 O2R has received analytical support from WMP since Q3 2025. Officers and support staff submit monthly information which is collated and sent to the O2R Manager. Information includes data relating to criminal behaviour before, during and after engagement with O2R, along with the value of goods stolen and money spent on drugs and/or alcohol before, during and after O2R. Data positively indicates a reduction in offending, value of goods stolen and amount spent on drugs and/or alcohol when an O2R intervention has occurred.

2.3.3 Data for the 108 nominals who have been engaged as part of the programme is as follows:

	Pre O2R Key Stats	During O2R Key Stats	Post O2R Key Stats:
<b>Most common type of offending</b>	Shoplifting	Shoplifting	Shoplifting
<b>Median No. of linked crimes</b>	54	13.5	4
<b>Median amount of stolen per week</b>	£1372	£285	£525

**2.4 How is awareness raised amongst Neighbourhood Police Teams about the effective support and interventions provided by the Offending to Recovery programme, for offenders whose substance addictions are driving their retail crime, so they make appropriate referrals into the programme? Could further work be done to improve awareness and understanding?**

2.4.1 O2R presentations are delivered routinely to Neighbourhood, Response and Offender Management teams, amongst other departments across WMP. PCSOs are also visited during their training at Tally Ho! to educate and explain the referral process. Further presentations are booked with teams across WMP and the O2R team endeavour to visit as many teams as possible. O2R also utilises Corporate Communications from both WMP and the OPCC to publicise the programme through good news stories on Newsbeat and social media.

**2.5 How are Neighbourhood Officers and retailers updated regarding the individuals they have helped refer to the programme and their progress? Could this be improved to motivate and encourage referrals from local officers and retailers?**

2.5.1 Neighbourhood officers and retailers are updated via numerous methods. For example, O2R officers attend various Business Watch meetings to provide updates and discuss referrals where both WMP and retailers are present. O2R officers also attend meetings held by local Business Improvement District teams and regularly attend meetings in large shopping centres to provide updates and answer questions.

2.5.2 O2R officers hold drop-in surgeries at retail premises, high streets, churches and other premises. These are frequented by retailers, security staff and street wardens and updates on referrals are provided. Officers and retailers also attend a O2R steering group, and quarterly update meeting where they are updated on activity / performance

and can give feedback and make suggestions relating to O2R practices and procedures. This also provides a networking opportunity for O2R staff.

### **3. 274: Naloxone**

#### **3.1 How do WMP ensure consistency across all LPAs when it comes to:**

3.1.1 Officers being given the opportunity to be trained and carry Naloxone

3.1.2 To ensure consistency across all LPAs regarding the training and distribution of Naloxone, WMP has appointed a dedicated 'Operational Naloxone Lead,' Sgt Lucy Diment. Lucy chairs regular LPA and Departmental meetings to ensure that training gaps are identified and that best practices are shared uniformly across the force. Currently, 263 frontline officers (predominantly in Response and Neighbourhood teams) and 31 support staff (Forensics and Drug Expert Witness teams) are trained.

3.1.3 Consistency is driven through localised training. 150 additional officers are currently being trained in Birmingham and kits and training for City Centre teams in Coventry is being refreshed. All remaining LPAs are currently finalising their training quotas for the 2026/2027 fiscal year to ensure that access to training is spread across the WMP geography.

3.1.4 The force lead will then finalise the total number of trained staff required across WMP to ensure that every LPA has the appropriate level of Naloxone trained responders.

#### **3.2 Recording officers who have been trained; recording when Naloxone carried by police officers will expire and needs replacing; and recording when Naloxone has been used by a police officer?**

3.2.1 WMP is developing a Naloxone Policy to formalise the administrative and operational process. This policy will mandate the recording of training and provide a structured protocol for replacing units nearing their expiry dates. The Policy is currently being drafted and is expected to be circulated for consultation in June this year. The current process is governed by the Memorandum of Understanding with our partners, but the policy will provide stronger internal WMP governance. The current MoU, which is reviewed annually, states that Local Authorities 'are responsible for funding naloxone provision and have agreed to support police carriage of naloxone for a *proportionate* number of officers'

3.2.2 To address current under reporting, WMP is introducing a 'QR coded rapid survey'. The first draft of the QR survey has been completed. The Partnering and Research team in Corporate Change are supporting development of this and exploring whether Local Drug Information Service (LDIS) reports can be auto generated to partners from the survey. This allows officers to immediately report the deployment of Naloxone via their mobile devices, capturing real-time data. This digital approach will bridge the gap between initial rollout data (currently 8 reported uses but likely to be more) providing a more accurate force wide picture of the impact the intervention has had.

### **3.3 What plans do WMP have in place to improve communication:**

3.3.1 *Internally so officers are aware of the process and expectations for training and carrying Naloxone*

3.3.2 WMP utilises the expertise of community partners to deliver comprehensive training to officers. This includes the identification of units close to expiration and how they can be replaced. Communication pathways have been established to ensure officers know how to access Naloxone kits and replacements provided by partners.

3.3.3 *With local authorities to report Naloxone use into Local Drug Information Systems*

3.3.4 WMP are currently reviewing the MoU which is currently in place and most partners have already confirmed that they support this review being signed off. Our reporting requirements are as follows:

- a. The names of officers attending each training course (and any cancellations)
- b. Any instance where a dose has been reported as having been used to reverse an overdose
- c. Any other instance where an officer reports to no longer be in possession of their dose (e.g. lost)

The reporting requirements will be built into the rapid survey to ensure the consistency, speed and the data integrity of the information that will be shared.

3.3.5 *Externally to communicate when Naloxone has been used by police officers to save a life*

3.3.6 WMP are currently developing a QR code survey designed to standardise the reporting of Naloxone deployments. This will ensure that all officers who deploy Naloxone will be required to make a submission to the survey. This submission will collect operational data, including the time, location and effectiveness of the use. It will also provide the relevant e-mail address for the Local Drug Information System (LDIS) prompting officers to notify partners and improve information sharing. Work is currently underway with the WMP Corporate Communications team to produce a drugs communications plan. This will focus on the publication of external communications involving the use of Naloxone and internally increasing the awareness and confidence of staff to carry and use it operationally. The OPCC (Esther Whittock) attends the Force Drugs Strategy meeting and has monthly progress meetings with Superintendent Gareth Mason.

3.3.7 An initial version of the survey has been developed and will be circulated to LPA SPOCs for feedback. Following this, a force wide pilot will be launched to test its functionality in live operational environments before embedding it into a new Naloxone policy. The data collected can then be presented to LDIS and the Force Drugs Strategy meeting to monitor the effectiveness of Naloxone.

**3.4 What is WMP's position regarding which officers can be trained to carry Naloxone, and how does this position maximise harm reduction?**

3.4.1 Only officers trained in the use of Naloxone can carry and use it. Throughout 2026/2027, WMP will be increasing the general availability of training across all LPAs. Superintendent Gareth Mason is currently collating a training proposal to present to the Force executive Team which will include the training of response officers to ensure we have a 24/7 capability.

WMP is also actively working to expand training to Firearm Officers. Given their existing enhanced first-aid training and frequent deployment to medical emergencies, equipping this cohort will ensure that Naloxone is available in time critical situations where response units may still be on route.

**4. 279: DIVERT**

**4.1 How will WMP ensure that officers continue to refer appropriate individuals into the pre-arrest diversion scheme, to maintain a high number of out of court resolutions for low-level drug possession for personal use?**

4.1.1 WMP continues to promote the use of out-of-court resolutions for low-level drug possession through a programme of ongoing development and partnership working. Key areas of focus include: the continuous improvement of the DIVERT scheme, informed by evaluation, performance data, and operational feedback. Strengthened partnerships with service providers such as Cranstoun, ensuring individuals receive timely and effective interventions. Enhanced data monitoring and analysis, enabling the Force to track usage, ensure consistency, and identify areas for improvement. Ongoing officer training and internal communications, reinforcing the importance of diversion as part of a public health-led approach. Alignment with national best practice, including guidance from College of Policing.

4.1.2 Through these measures, WMP continues to embed a public health approach to drug possession, recognising that early intervention and support are more effective than punitive measures in reducing reoffending and long-term harm.

**4.2 If someone is found in possession of drugs (for personal use), and is not suitable for the pre-arrest diversion scheme, what action do WMP take to ensure action is taken against this offence?**

4.2.1 Where an individual is not suitable for the DIVERT scheme, WMP will take proportionate enforcement action in line with relevant legislation and national policing guidance. Unsuitability may arise in cases involving evidence of possession with intent to supply, repeat offending or previous non-engagement with diversion opportunities or the presence of aggravating factors or links to wider criminality.

4.2.2 In such circumstances, officers may proceed with arrest and investigation, charge or postal requisition; or to seek alternative criminal justice disposals, such as appropriate conditional cautions with a further structured compliance requirement. This approach ensures that while diversion is prioritised for low-level offences, robust enforcement remains in place for more serious or persistent offending.

**4.3 What further work is WMP doing to promote the use of out of court resolutions for low-level drug possession for personal use?**

- 4.3.1 West Midlands Police ensures that officers continue to refer appropriate individuals into the pre-arrest diversion scheme through the structured implementation of the DIVERT programme, delivered in partnership with Cranstoun.
- 4.3.2 DIVERT is embedded as the primary disposal option for low-level drug possession offences, ensuring that officers routinely consider diversion at the point of contact. Clear operational guidance and eligibility criteria enable officers to confidently identify suitable cases, specifically those involving simple possession for personal use.
- 4.3.3 The scheme is designed to be efficient and accessible, with officers able to complete referrals at the scene using mobile technology. This streamlined process reduces administrative burden and makes diversion a more practical option than arrest in appropriate circumstances.
- 4.3.4 In addition, WMP supports continued use through training and awareness inputs, ensuring officers understand both the process and the benefits of diversion. Supervisory oversight and performance monitoring, promoting consistency and accountability across teams. Leadership and cultural reinforcement, positioning diversion as a legitimate and effective policing outcome. Use of outcome data, demonstrating reductions in reoffending and reinforcing officer confidence in the scheme. Collectively, these measures ensure that diversion remains an embedded and sustainable aspect of frontline policing practice.
- 4.3.5 West Midlands Police maintains a high level of referrals into pre-arrest diversion by ensuring that the DIVERT scheme is clearly defined, operationally efficient, and fully supported at all levels of the organisation. This approach enables the force to deal proportionately with low-level drug possession while focusing on more robust action with the more serious criminal activity.

## **5. 282: OOCRs**

- 5.1 Please provide the last 12 months for Out of Court Resolutions compared to the baseline figure of 8,721 [Year Ending March 2024] as set out in the performance framework.**

The data shows the progression of OOCRs since 2024:

Year	Amount of OoCRs
Apr 24 to Mar 25	12,176
Apr 25 to Mar 26	14,740

The last 12 months (Apr 25 to Mar 26) shows 14,740 OoCRs, representing an increase of 6,019 above the baseline figure of 8,721 — a 69% increase against baseline.

**5.2 Positive progress has been made in increasing the use of OoCRs and diversion from the CJS. What has been the main drivers of this progress, how can these drivers be promoted further and what barriers and challenges remain to continue increasing these numbers?**

5.2.1 The OOCR Team has been central to this growth through a range of proactive activities. These include delivering training inputs across the force, migrating referral mechanisms into a digital process, hosting weekly drop-in sessions to all staff and actively promoting the providers and services available. The OOCR team are constantly reviewing reports that have been submitted to ensure compliance. If an error has been found, it is fed through an automated feedback system which provides advice that educates officers to prevent any repetitive failings. Collaborating with Learning and Development has successfully refined the delivery of OoCRs for student officers. To sustain this momentum, the team aims to further integrate into operational policing, expand its training footprint and strengthen relationships with diversion providers.

**5.3 Are there any gaps in WMP’s current OOCR/diversion offer? This could be for a) particular crime-type (e.g. hate crime, ASB, road safety), b) crime patterns (e.g. people who are persistent/repeat offenders) or c) particular demographics (e.g. neurodiversity) or vulnerabilities (e.g. people who have complex and multiple needs that may be driving their offending)?**

5.3.1 There are identified gaps in the current OOCR/diversion offer. Currently, there is no male holistic support service equivalent to the New Chance offer available for women, leaving male offenders with complex needs underserved. There is a lack of interventions for domestic abuse cases that fall outside alcohol-related or intimate partner contexts, meaning certain DA offending patterns have limited diversion pathways available. These gaps represent priority areas for development to ensure

the OOCR offer is equitable and comprehensive across offender demographics and offence types.

**5.4 What scrutiny mechanisms/panels are in place to review OOCR decision-making, and how does learning/feedback from scrutiny panels inform future decision-making and processes around OOCRs?**

5.4.1 West Midlands Police operate two scrutiny panels under a formal Terms of Reference. These being the Thematic Panel and the Domestic Abuse Scrutiny Panel. The Thematic Panel meet up four times per year, reviewing approximately 21 cases per panel across Eastern, Central and Western areas, covering both adult and youth cases. The Domestic Abuse Scrutiny Panel also meet four times per year, reviewing approximately 10 cases per panel with an equal split between male and female offenders. Cases are selected randomly by crime reference number and reviewed against criteria including victim and offender views, policy compliance, decision rationale, offence seriousness community impact and available alternatives. Outcomes are also reviewed against criteria including appropriate based on information provided, appropriate with observations, inappropriate and inconsistent with policy and panel fails to reach agreement.

5.4.2 The panels include core members such as Magistrates, CPS, Police, Youth Offending Teams and Victim Representatives, with the chair held by a magistrate. The OOCR Team facilitates but remains impartial. A minimum of three non-police members is required for quorum. Key themes and observations identified by panels are fed back directly to officers and supervisors. Summary reports which are anonymised for confidentiality are shared with all panel members within 28 days of the panel taking place. This feedback loop ensures learning from scrutiny directly informs future OOCR decision-making, supports consistency, and strengthens confidence among criminal justice partners and the public.

**6. 284: Civil orders**

**6.1 Please provide the last 12 months for Civil Orders and Interventions compared to the 6,248 [Year Ending March 2024] baseline figure.**

6.1.1 There were a total of **8078**.

6.1.2 Order Type	Total No. of Orders
Domestic Violence Protection Order (Court)	2,875
Partner Referral	2,356
Non - Molestation Order	1,145
On Licence	676
CPW - Community Protection Warning	411
CPN - Community Protection Notice	86
Community Resolution	85
Youth Conditional Caution	73
ASB Stage 1	71
Knife Warning letter	40
Enhanced Community Resolution	38
Youth Rehabilitation Order	31
Stalking Protection Order (SPO) - Full	28
CBO- Criminal Behaviour Order	23
Stalking Protection Order (SPO) - Interim	23
ASB (ABC) Acceptable Behaviour Contract	19
Community Order	11
Anti-Social Behaviour / Housing Act Injunction	10
Injunction - With Power of Arrest	10

## **6.2 How will WMP introduce respect orders and ensure understanding of the new civil orders in the crime and policing bill is satisfactory upon introduction?**

### **6.2.1 Background and Current Position**

6.2.2 Respect Orders, introduced in the UK's Crime and Policing Bill 2024-2026, are new civil behavioural orders for adults over 18 designed to curb persistent antisocial behaviour (ASB). Replacing some ASB injunctions, these orders can ban individuals from town centres, restrict public drinking, and enforce rehabilitation. Breaching them is a criminal offence, carrying penalties of up to two years in prison.

### **6.2.3 Key Aspects of Respect Orders**

- **Purpose:** To tackle anti-social behaviour (ASB) and replace existing ASB injunctions.
- **Target:** Adults over 18 involved in persistent antisocial behaviour, such as street drinking, harassment, or vandalism.
- **Powers:** Police and local councils can ban offenders from specific areas (e.g. town centres) or prohibit specific activities.
- **Breaches:** Breaching a Respect Order is a criminal offence that can lead to penalties including up to two years in prison, unlimited fines, and community orders.
- **Requirements:** Offenders may be required to attend drug/substance rehabilitation, anger management classes, or perform unpaid work.
- **Implementation:** The orders are part of the Crime and Policing Bill 2025, with plans for a pilot program before a national rollout.

6.2.4 As of early May 2026, the bill is currently in the final stages of the legislative process, with the Lords considering Commons messages as of late April 2026.

6.2.5 An update from the NPCC / Home Office at a recent national neighbourhood policing meeting (April 2026) stated that the new orders will be rolled out to all Forces simultaneously. At the time of writing, this is believed to be planned for the autumn of 2026.

#### 6.2.5 Introduction

6.2.6 West Midlands Police are committed to ensuring that all available powers are understood and effectively utilised to manage offenders and their behaviours to protect victims. Respect orders provide a great opportunity to do this, and it has already been recognised that they offer positive requirements as well as control measures – something existing legislation does not offer.

6.2.7 Ahead of the formal rollout of the new orders, the Force Prevention Hub will work with the College of Policing and the Home Office and secure all available marketing and training packages for the new Respect orders. The Hub will then work with both the Force Corporate Communications and Learning and Development teams to ensure that there is a coordinated awareness and officer / staff development plan in place that ensures all staff know what the orders are and how and when to apply for them. In addition to this, clear direction as to what to do when an order is breached will be provided, either as a new or an amendment to existing Force policy.

### 6.2.8 Ensure Understanding

6.2.9 Every month there will be a force wide audit undertaken within the Prevention Hub that will understand the use of Respect orders and responses when breaches occur. The data from this audit will:

1. Identify where and when orders are being used
2. Identify proportionate / disproportionate level of use across the Force area
3. Understand if breaches are being addressed correctly
4. Identify examples of best practice as well as areas of development

The data will be presented on a quarterly basis at Local Policing Governance Board (LPGB) in order that this can be discussed and considered by the chair as part of the wider local policing performance assessment.

### 6.3 What proportion of WMP issued civil orders are breached, how does WMP typically respond to breaches of civil orders, and please describe the escalation pathway for repeat breaches?

6.3.1 West Midlands Police have arrested 1,736 people for breaches of civil orders over the past 12 months, relating to 1,159 crimes.

6.3.2 A breach of a civil order can occur in several ways, and the response will depend on the type of order and the way it has been breached. Examples to support this include:

- **Criminal Behaviour Orders (CBOs):** These are applied for upon conviction and are used to prevent offenders continuing certain behaviours. If these orders are breached the offender is subject to arrest and this will be escalated via local tasking processes. Those who are issued CBOs are an area's most prolific offenders and therefore any breaches will be treated as a priority, and the local neighbourhood team will be informed.
- **Public Space Protection Orders:** The Local Authority are responsible for the application of these orders, but the police will work in conjunction with them to build the evidence case. Each order can be different, and breaches will predominately be

driven via the Local Authority, but again by closely working with the police who will gather and present the evidence.

- **Community Protection Notices (CPNs):** These are applied for by the police and follow an initial process of first issuing an offender with a Community Protection Warning (CPW). Any breach will be subject to arrest, and the local neighbourhood team will be made aware to deal with the case in custody. Such an approach ensures local continuity and management of the offender moving forward, to prevent further harm.

6.3.3 The majority of civil orders are placed on PNC, ensuring officers have knowledge of the order and the power of arrest which may be available, enabling positive enforcement as appropriate.

6.3.4 There is no standalone process or escalation pathway for repeat offending. Each time a person breaches a civil order, positive action - either in the form of arrest or application for the Local Authority to prosecute – will take place at the earliest opportunity.

#### **6.4 How does WMP utilise best practice and work in partnership with other agencies to ensure all powers are used to their full and most effective extent to reduce crime and anti-social behaviour?**

6.4.1 West Midlands Police recognise the importance of strong partnership working and have developed and maintained such joint arrangements over many years to identify and tackle those who commit harm.

6.4.2 The closest relationship policing has when it comes to the use of civil orders is with local authority housing, community safety and safeguarding teams. There are several existing joint agency governance arrangements in place with those agencies, enabling details of offenders, crime patterns and reports of ASB to be shared.

6.4.3 These governance arrangements provide an opportunity for both police and partners to discuss the use of civil orders as part of a wider range of tactical options, ensuring that the right order is used in each circumstance. This could be a PSPO to

tackle street drinking and violence on the nighttime economy or a CBO to tackle a persistent shoplifter or a dispersal order to tackle area based ASB.

6.4.4 Once it is determined which the most appropriate order is, the relevant agency will apply for it. Jointly, all parties will then seek to gather evidence of the order's effectiveness or otherwise. This may result in an extension where an order is working well, or a revocation / variation if the behaviour has reduced or is necessary due to a change in the behaviour dynamic (change of location or time of day for example).

6.4.5 In summary there are strong relationships between the right agencies who understand the effectiveness of civil orders and jointly apply for or enforce their requirements.

## **6.5 What supervisory arrangements and skills development are in place to ensure staff have an expected knowledge of civil orders and are using them correctly and to their full extent?**

6.5.1 The role of the supervisor

6.5.2 The role of the supervisor is a vital component of the whole process of applying for and managing the enforcement of civil orders. In all cases, any application for a civil order must be authorised by at a supervisor and in most cases, by an Inspector too.

6.5.3 The supervisor role becomes even more important when it comes to breaches of orders as they will be contacted when a person who has breached an order is arrested, in order that an officer can be deployed to deal with the prisoner.

6.5.4 In addition, the supervisor has a responsibility to ensure that the officer in the case updates PNC when the person has been arrested or an order is varied or revoked.

6.5.5 Supervisor and Officer Development

6.5.6 As part of the ongoing commitment to provide professional development for all our neighbourhood officers, they are currently receiving bespoke Neighbourhood Policing Pathway programme (NPP) training. This is a 2-year accredited training programme that has been designed and built by the College of Policing.

6.5.7 There are a series of 6 modules for all staff to complete and then a portfolio of evidence to present that will be assessed for officers to successfully pass the course and become accredited neighbourhood officers.

6.5.8 Within those modules there are numerous sessions dedicated to the understanding of the civil powers available to officers to deal with ASB and disorder and address local issues. Also, as part of the portfolio process, officers need to demonstrate that they have used appropriate legislation and powers (including civil orders), to tackle local issues, thus demonstrating an ability to deliver effective neighbourhood policing for the community.

6.5.9 Summary

6.5.10 The use of civil orders as a tactic to prevent harm occurring in the first place or its continuance is well recognised, understood and utilised by West Midlands Police. The further development and introduction of the Respect order will only potentially enhance the use of such orders to tackle crime and ASB moving forwards.

6.5.11 This will require a clear communications package to be in place and then regular auditing and compliance testing to ensure civil orders are being utilised whenever and wherever appropriate moving forward. The force Prevention Hub will ensure this takes place and ensure there is accurate and informed reporting to this and other governance boards moving forwards.

## **7. 287: Female offenders**

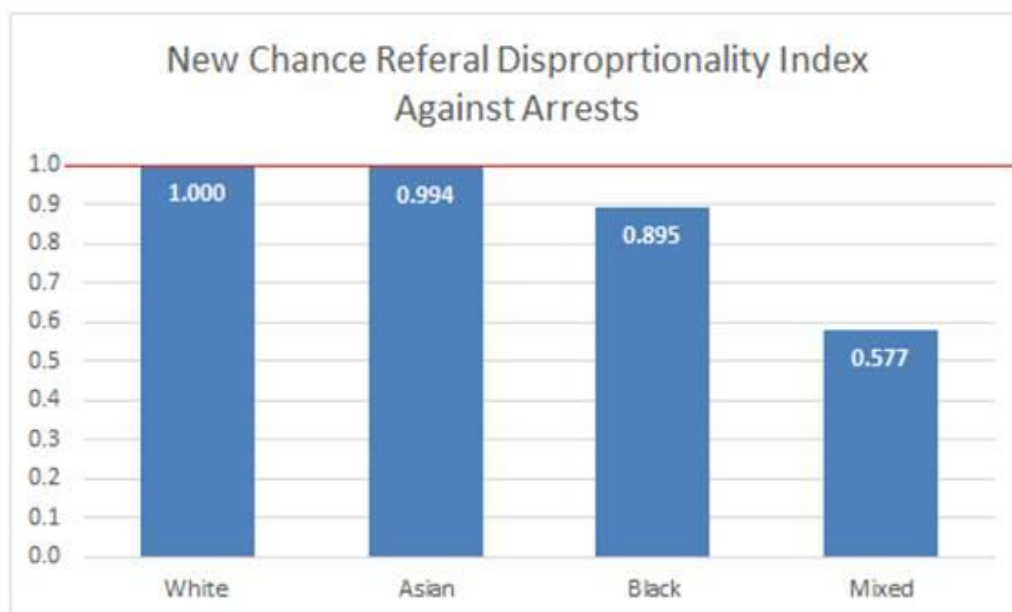
**7.1 What proportion of women in custody have a history of DA victimisation and, for reports of domestic abuse, how are the force identifying the primary perpetrator/victim in any report to ensure that victims who are taken into custody for offences against their perpetrator are appropriately safeguarded from further harm?**

7.1.1 Within policing, officers are often faced with situations whereby identifying a primary perpetrator in domestic abuse can be challenging. This may arise in cases whereby the suspect attempts to manipulate professionals, where the victim has used self-

defence or within same-sex relationships. This results in victim's feeling unsupported alongside a lack of trust and confidence in the police's ability to protect them from harm. Thus, a cycle of continued risk, isolation from services and lack of reporting occurs.

- 7.1.2 Establishing exactly what proportion of women in custody have a history of domestic abuse victimisation is not possible to establish with absolute certainty, not least because we know a lot of domestic abuse is not reported. Some research by charities dedicated to the issue estimate that close to 70% of women in prison have suffered domestic abuse in their lives.
- 7.1.3 West Midlands Police strive to ensure that the right person is under arrest and are taking all steps to avoid bringing victims into custody. Utilising tools and intelligence systems such as PNC, Insight and CONNECT provides officers on the frontline with the necessary information to make sound decisions and professional judgment no matter who has made the initial call. This assists in giving an overarching history and context for officers in assessing the situation at hand. Officers will review not just the domestic history, but the entirety of criminal history and intelligence for both parties individually for a holistic understanding.
- 7.1.4 Officers are expected to take details of any counter-allegations in custody post interview and ensure that these are appropriately recorded and investigated. This investigation will be reviewed independently and allocated to an officer separate to that holding the original allegation. This provides a fresh response avoidant of influence and prevents a conflict of interest from arising. The officers in charge of both investigations will liaise as the investigations progress to ensure that lines of enquiry are not being duplicated and to come to an overarching conclusion on who is the primary perpetrator. Persons in custody have the right to speak to the Sergeant or Inspector during their time under arrest and are free to make reports to custody staff.
- 7.1.5 WMP also work closely with partner charities and other statutory organisations in order to appropriately share information. West Midlands Police also have a dedicated safeguarding team, safeguarding high risk domestic abuse victims. They are appropriately trained to work with internal departments and external organisations to ensure a partnership approach.

- 7.1.6 Regarding counter-allegations, SafeLives have issued guidance on how to ensure officers are identifying the primary victim. Where professionals are unable to determine who the primary perpetrator is, the case will be listed twice for MARAC, presenting each party as the suspect and victim. This is built into local MARAC operating protocols within WMP therefore, ensuring that both parties are receiving the necessary intervention to prevent them from further harm.
- 7.1.7 MARAC can be utilised to ensure that actions undertaken by different agencies do not conflict. It also assists in actions being agreed to minimise risk and identify whether further assessment should take place. Additionally, it allows further screening assessments to assist in identifying the victim.
- 7.1.8 In the rare circumstance that it is identified through further lines of enquiry or via interviewing that a primary victim has been arrested, WMP will ensure that there is appropriate safeguarding in place upon their release and rebuild the trust and confidence. This may include arrest of the primary offender, referrals into supporting agencies such as Women's Aid or even authorising temporary accommodation to appropriately protect victims. Dependant on the risk, the domestic abuse safeguarding team may also contact the victim to offer extended support and may look to refer the victim into MARAC.
- 7.2 Is there disproportionality amongst those being referring into New Chance and those who end up in custody?**



7.2.1 The above graph compares the ethnicity of referrals to New Chance against Adult female arrests (ethnicity data) for the period Apr 25 to Mar 26. There is nearly effective parity of referrals for Asian Females. Moderate underrepresentation for Black Females and Mixed Females appears to be significantly underrepresented. Many referrals into New Chance are from the issuance of OOCR's (638) with a small number from voluntary referrals (30). Issuance of OOCRS depends on several factors from previous cautions / convictions, offence eligibility and admission in interview.

7.2.2 15 months prior, it was mandatory to refer all females coming through custody to New Chance due to the lack of referrals being made. With conscious efforts such as introducing new processes within the OOCR team and removing the mandatory element, there has been a drastic increase of referrals causing significant delays within New Chance resulting in further uplifts in funds being required.

### 7.3 What training does police have to identify signs of abuse early and create safe environments for disclosure?

7.3.1 WMP officers receive training from their very first weeks as probation officers and have updated inputs when returning to training in their first year. There has also been the utilisation of response training inputs and internal training packages, to ensure

continued professional development. The training within the first few months covers the definitions of domestic abuse and how to identify its characteristics. Officers are also taught to utilise professional judgement, past experience and risk assessment tools such as the DARA to identify risk and take action to mitigate it.

#### 7.4 Are referrals into New Chance being made in all cases where appropriate?

The total number for New Chance referrals April 25 to March 26 is as follows:

April 25 to March 26	New Chance Referrals
Cautions	326
Community Resolution	312
Voluntary	30
<b>Total</b>	<b>668</b>

The total cautions / community resolutions given to Adult Females in custody April 25 to March 26 (Minus simple possession of cannabis offences)

Adult Female Arrests Outcome Apr 25 to Mar 26	Total
Community Resolution	388
Caution	427
<b>Total</b>	<b>815</b>

Simple possession of cannabis offences has been removed from the data set as these will ordinarily result in a single referral to DIVERT with no expectation to refer to New Chance.

Regardless of this, there is a gap between the total number of OOCR's given and referrals made indicating missed opportunities.

Additionally, the total number of adult females NFA'd in custody was 2714. However as mentioned above, mandatory asking officers to make voluntary referrals for all NFA cases was stopped due to it placing too much demand on New Chance.

When compared against totality of filed reports for the year April 25 to March 26, the gap is more pronounced. The below is all OOCRs issued to adult females during this period.

<b>Filed Investigations Apr25 to March 26</b>	<b>Total</b>
Community Resolutions	1286
Cautions	449
<b>Total</b>	<b>1735</b>

This figure accounts for several straightforward community resolutions that did not require formal arrests or interviews. Consequently, we should not assume the entire discrepancy between these cases and the total New Chance referrals represents missed opportunities. However, it is highly possible that some genuine missed opportunities are buried within those numbers.

## **ANNEX ONE**

**Table 1**

<b>Ref</b>	<b>Individual Commitment</b>	<b>Q3 25/26 Deliverable Rating</b>
94	Work with retailers on the Offending to Recovery programme, ensuring offenders are referred to appropriate support services.	Green
271	Deliver and seek to extend, the Offending to Recovery project.	Amber
274	Seek wider availability of life-saving Naloxone	Amber
279	Increase the use of out of court disposals for low-level drug possession for personal use through Divert	Amber

282	Increase the use of out of court resolutions ("OOCRs") and diversion from the CJS through OOCRs	Green
284	Increase the use of civil orders including prohibitions to prevent and tackle crime, ensuring swift action when breaches occur.	Green
287	Work with WMP and partner agencies to develop a holistic, intersectional and trauma informed response, to protect women and girls at risk of or involved in offending from further harm and reduce their risk of re-offending. / Colocating services for vulnerable people, with a focus on women to improve access to tailored support.	Green

**Table 2. Showing the RAG rating definitions used in table 1 above**

<b>RAG Rating Key</b>
On track – can be delivered by lead
Not on track – requires support from SMT lead to resolve
Not on track – requires support from wider SMT to resolve

Author(s):  
Job Title: