

Committee(s):	Date(s):
Police: Performance and Resource Management Sub Committee	4 th December 2014
Subject: Satisfaction Surveys	Public
Report of: Commissioner of Police Pol 74/14	For Information
Summary	
<p>At your September Sub Committee Members raised concerns regarding the performance in relation to satisfaction surveys. The Assistant Commissioner undertook to bring a report to the November meeting of your Sub Committee.</p> <p>This report provides an overview of issues relating to Victim of Crime Satisfaction Surveys including the Home Office (HO) requirements to return quarterly data; weightings applied and national and Force data for the five core questions asked in the surveys and City of London Police (CoLP) practice which include volume crime categories of Theft, criminal damage, 'other' violence and non domestic burglaries, in addition to the HO categories.</p> <p>In terms of performance, most comments received for CoLP are positive; where expressed satisfaction is high, it is often related to the interpersonal skills and professionalism of the officer dealing. There are relatively few dissatisfied responses even when satisfaction rates are low. However, predominant themes relate to unmet expectations around CCTV, victims feeling like they are not being taken seriously and lack of progress updates. In order to make improvements in this area the Force is bringing a number of changes on line one of which is establishing a Visual Images Identification Office (VIIDO). This unit will assess, view and collect imagery from crime scenes and will be the central repository for all digital imagery for the Force; this will improve the efficiency and effectiveness of handling and processing CCTV footage. One of the other main changes is the transfer of the Crime Management Unit (CMU), (which is essentially the first port of call where crimes are received and screened), to Crime Investigation Directorate. This will enhance the responsibilities of the unit and improve investigation, efficiency and quality of victim updates.</p> <p>There is also an internal action plan around improving Victim Satisfaction outcomes. This includes making improvements to supervision of crimes and educating officers in respect of follow up and first point of contact.</p> <p>Recommendation It is recommended that Members receive this report and note its contents.</p>	

Main Report

1. BACKGROUND:

Home Office Requirements and Targets

1.1 Victim satisfaction surveys provide an indication of victims' perception of the quality of service they have received from police. In terms of police accountability to the public, satisfaction is important in its own right. In addition, it is regarded as having a crucial role in crime reduction. Positive experience when encountering the police is linked to the perception of policing legitimacy, and contributes to public willingness to cooperate (e.g. provide intelligence and act as witnesses) and obey the law. This in turn contributes to crime reduction. Victim satisfaction rates are therefore seen as an important indicator and are included in a range of HMIC force assessments (e.g. each force's Response to the Funding Challenge 2013).

1.2 All police forces are required to return quarterly data to the Home Office (HO) relating to satisfaction levels of victims of crime and racist incidents. Technical guidance must be followed in order to achieve consistency across the service:

- The surveys must be conducted using telephone methodology by a recognised market research company or trained field workers. CoLP outsources the surveys to a research company, SPA Future Thinking (SPA).
- Victims must be surveyed between 6 and 12 weeks after the crime or incident is recorded.
- Survey scripts must be structured around core questions that explore satisfaction responses across four stages of interaction: initial contact, actions, follow-up, treatment, and then satisfaction with the whole experience (service provided).
- Victims of Domestic Burglary, Violent Crime (assaults and robbery), Vehicle Crime (theft of and from a vehicle, and vehicle interference) and racially aggravated crimes and incidents must be surveyed.

1.3 Results published by the HO are adjusted to give equal weight (33.3% each) to each of Domestic Burglary, Violent Crime and Vehicle Crime categories, regardless of the actual number of respondents in each category. Results for racist crimes and incidents are reported separately.

1.4 The number of responses City of London Police (CoLP) can achieve from these mandatory crime categories alone is low (generally 30-45 per quarter). To ensure that the experience of the majority of victims of crime in the City is captured, CoLP includes victims of theft, criminal damage, other violence and non-domestic burglary crime categories. This increases the responses to around 180 per quarter. Data for the non-mandatory categories is not submitted to the HO.

1.5 The challenging Policing Plan target to achieve 90% victim satisfaction with the Whole Experience¹ is based on the un-weighted calculation of the number of respondents who answer Completely/Very/Fairly Satisfied, as a percentage of all respondents

¹ The question asked is: "Taking the whole experience into account, are you satisfied, dissatisfied or neither with the service provided by the police in this case?"

excluding 'Don't Knows'. There is also a 2014/15 Policing Plan Target derived from the Victim of Crime Survey to monitor satisfaction with crime outcome, but no target level has yet been set. Data for other satisfaction targets within the Policing Plan (Fraud and ASB) comes from separate surveys.

1.6 Comparison with other forces for the data set used for the Policing Plan target is not available². For the HO data set, rolling 12 month weighted categories, between June 2011 and June 2014 the national average ranged from 84.7% to 86.1%, and a result of 90% would always rank a force within the top three. CoLP achieved 90%+ for these weighted categories twice during the period. However, due to the low numbers and the effect of weighting, CoLP's results fluctuate greatly and have ranged from 75% (Q2,2012) to 91% (Q2,2011), averaging 86%. For the rolling 12 month period ending September 2014 the published result for CoLP will be 87%.

2. NATIONAL FIGURES FOR HOME OFFICE DATA

2.1 Home Office categories: Chart 1 shows the national trend for HO weighted data for the five core questions. Chart 2 shows CoLP's results for the same.

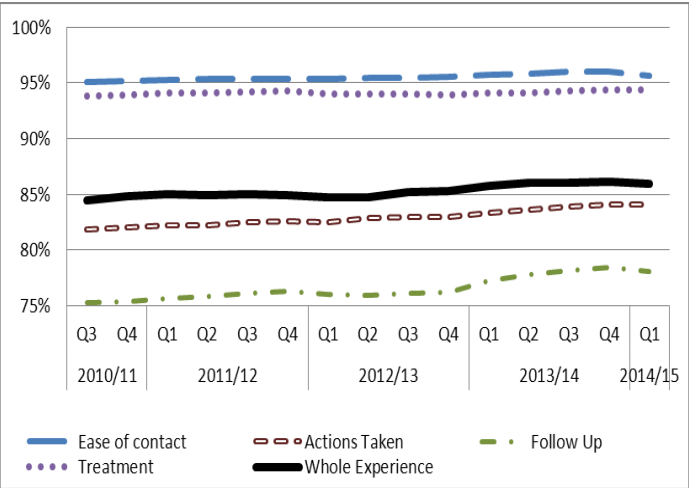


Chart 1: National Rolling 12 month results (HO categories weighted)

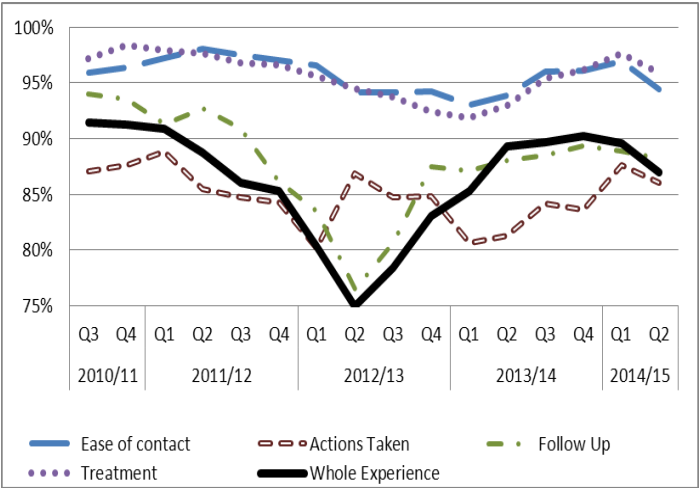


Chart 2: CoLP Rolling 12 month results (HO categories weighted)

² Another force in the south east region also surveys victims of theft, criminal damage and burglary other than a dwelling. Their monthly results for these categories average 80% between April 2013 and August 2014. Their weighted HO categories results average 84%.

Quarter / (no of respondents)	CITY OF LONDON POLICE RESULTS BY HO CALCULATION CRITERIA (Rank out of 43 forces – national data not yet available for Sep 2014)					Whole Experience Unweighte d
	12 months ending:	Ease of Contact	Actions Taken	Follow Up	Treatment	
Q1,12/13 (157)	96.6% (12 th)	80.2% (33 rd)	83.5% (3 rd)	95.6% (10 th)	80.4% (42 nd)	81.0%
Q2,12/13 (137)	94.1% (35 th)	86.9% (9 th)	76.5% (23 rd)	94.4% (21 st)	75.0% (42 nd)	78.8%
Q3,12/13 (132)	94.2% (35 th)	84.8% (15 th)	80.7% (13 th)	93.7% (32 nd)	78.4% (42 nd)	78.8%
Q4,12/13 (138)	94.3% (32 nd)	84.8% (19 th)	87.5% (3 rd)	92.4% (36 th)	83.1% (34 th)	81.2%
Q1,13/14 (134)	93.0% (41 st)	80.7% (32 nd)	87.1% (2 nd)	91.9% (39 th)	85.3% (28 th)	81.3%
Q2,13/14 (131)	97.7% (5 th)	81.3% (33 rd)	88.1% (1 st)	93% (35 th)	89.3% (6 th)	84.0%
Q3,13/14 (141)	96.0% (22 nd)	84.2% (22 nd)	88.5% (1 st)	95.4% (16 th)	89.7% (5 th)	85.1%
Q4 13/14 (140)	96.1% (24 th)	83.6% (25 th)	89.4% (1 st)	96.1% (5 th)	90.2% (2 nd)	85.0%
Q1 14/15 (142)	97.0% (13 th)	87.6% (8 th)	88.9% (1 st)	97.6% (1 st)	89.6% (4 th)	84.5%
Q2 14/15 (152)	94.5%	86.1%	88.2%	95.2%	87.0%	80.3%

Table 1: CoLP Weighted Results for Vehicle Crime, Assaults and Domestic Burglary

2.2 As a result of the low number of domestic burglaries in the City of London, responses from this category of victims have a disproportionate effect when weighting criteria is applied. This, combined with the known problems of percentages of small numbers, can lead to large fluctuations. For example, the latest result includes 5 victims of domestic burglary, all of whom were satisfied. Had one of these respondents been dissatisfied or answered neither/nor, the Whole Experience rate for Q2 2014 would be 80.3% instead of 87%. Table 1 shows CoLP HO results since 2012/13 together with the national ranking up to Q1 2014). For comparison purposes, the final column shows the un-weighted satisfaction rate for the same crime categories of crime.

2.3 *Whole Experience:* From a low position in 2012/13, Whole Experience satisfaction improved to 90.2% in March 2014, which ranked CoLP 2nd. It slipped slightly in the next quarter and is likely to be around 19th when national data for September is known.

2.4 *Treatment:* National results for Treatment have a relatively small range, so very small percentage differences can have a large effect on ranking. From a low point of 39th with 91.9% in June 2013, satisfaction with Treatment improved to top position for June 2014 (97.6%). The slip of 1.4 percentage points to 95.2% in quarter 2 is likely to rank CoLP around 15th.

2.5 *Follow Up:* CoLP is frequently ranked top for follow up, and is likely to remain in this position for the next quarter.

2.6 *Actions Taken:* Q1 2014 saw CoLP's highest result for Actions Taken (87.6%) for the last ten quarters, ranking the Force 8th. It has since fallen slightly to 86.1%, which is likely to have a small negative impact on ranking, around 10th or 11th.

2.7 *Ease of Contact*: As with Actions Taken, national results for Ease of Contact have a small range (89.5% and 98.4% in June 2014). CoLP results fluctuate but the drop to 94.5% in Q2 is likely to drop the Force to about 33rd.

3. CITY OF LONDON POLICE VICTIM OF CRIME SURVEYS

3.1 To capture the experience of the majority of victims of crime in the City, it is necessary to include volume crime categories - theft, criminal damage, other violence and non-domestic burglary – in addition to the HO categories. Data for the non-mandatory categories makes up between 75% and 80% of respondents, but is not submitted to the HO or included in their results. It is this wider data set, including all but the most vulnerable victims, that is used for informing the Policing Plan Targets.

3.2 To avoid the wide fluctuations described above, calculations are not weighted by crime type.

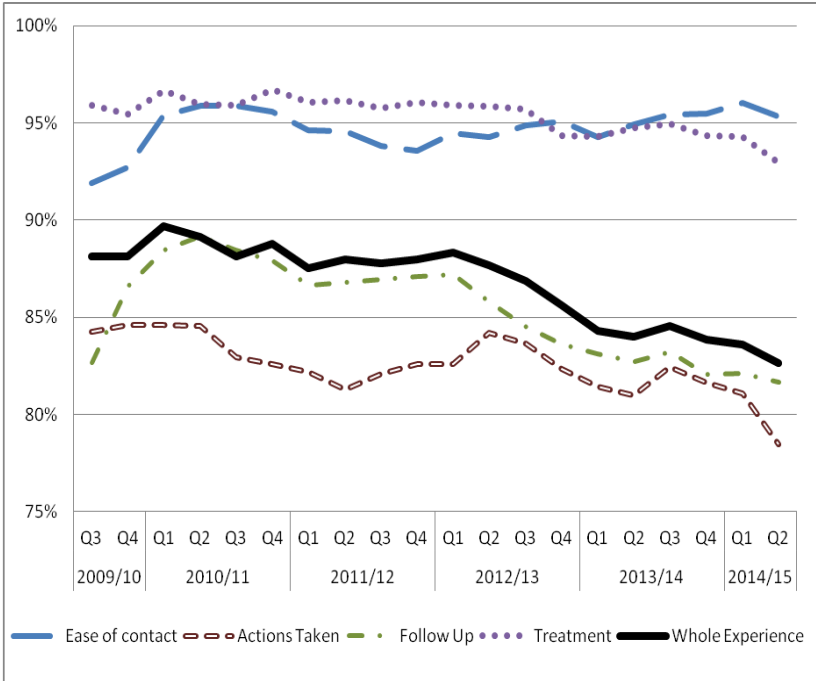


Chart 3 shows that performance over the last two years has fallen steadily across all areas except ease of contact. It is already clear that the 2014/15 Policing Plan Target of 90% for Whole Experience cannot be met.

Charts 4-8 in Appendix A illustrate CoLP changes since Q1 2009/10 for each of the five core questions.

Chart 3: CoLP Rolling 12 month results (unweighted, all crime categories)

3.3 There have been no significant changes to the core questions since April 2007 when telephone methodology was introduced. However, the number of people surveyed has varied over time and with it the proportion of respondents from different crime categories.

3.4 A decision was made in 2011 to reduce costs by reducing the number of responses SPA was required to achieve for VOC surveys from 2012/13 onwards. As can be seen

from Chart 3, the lower number of responses coincides with the commencement of the reduction in satisfaction levels. Table 2 shows that numbers of respondents have fluctuated in the past and there is no obvious link between number and satisfaction rate. Nevertheless SPA has been asked to increase the number of respondents with effect from Q3 2014/15.

Financial year	Number of respondents	Satisfaction Rate
2009/10	700	88.1%
2010/11	1032	88.8%
2011/12	913	88.0%
2012/13	689	85.6%
2013/14	762	83.9%

Table 2: Number of respondents and satisfaction rates by financial year.

4. UNDERSTANDING PERFORMANCE

4.1 Free text comments questions, “Why do you say that?” follow each of the core questions. Analysis of responses assists in identifying actions and behaviours that attract high assessments of satisfaction, and the specific issues that victims use to explain negative impressions of the service they have received. In addition the College of Policing has summarised academic research on the subject and other forces have commissioned focus groups of victims. Some of the findings are referred to below.

4.2 Factors influencing Satisfaction

4.2.1 Most comments are positive and evidence that victims appreciate being taken seriously. Empathy at the point of taking the crime report and proactive contact from police is seen as a demonstration of interest and understanding. Where expressed satisfaction is high, it is very often related to the interpersonal skills of the officers.

4.2.2 OPM’s³ research and focus groups on behalf of MPS found that most victims have realistic expectations regarding the level of investigation that will be put into crimes, and are impressed with the service when their expectations are exceeded. This finding is supported by many positive comments in responses to the CoLP VOC survey.

4.2.3 Another OPM finding was that some victims no longer expect updates, and when good quality follow up is proactively provided this often seen as an indication of real service commitment. Again, this finding is supported in the CoLP survey’s “Completely Satisfied” responses.

4.2.4 Efficiency and professionalism are frequently cited as reason for high satisfaction.

4.2.5 Satisfied comments usually make some reference to how victims felt they were treated – e.g. empathy, politeness, good listening skills, being kind and helpful. This supports the College of Policing’s finding that treatment has the strongest influence on satisfaction.

³ Report by OPM “Listening to Clients” on behalf of MPS (March 2005)

4.3 Factors influencing Dissatisfaction

There are relatively few dissatisfied responses, even when satisfaction rates are low (Table 3). Respondents who answer “Neither Satisfied nor Dissatisfied” count along with the dissatisfied as non-satisfied responses. This accords with HO technical requirements.

Apr-Jun 2014/15 Whole Experience	Frequency
Completely Satisfied	102
Very Satisfied	31
Fairly Satisfied	14
Neither Satisfied nor Dissatisfied	15
Fairly Dissatisfied	4
Very Dissatisfied	5
Completely Dissatisfied	9
Total	180

Table 3: Number of responses by level of satisfaction Q1 2014/15

Predominant themes for dissatisfaction relate to:

4.3.1 *Unmet expectations around CCTV:* Sometimes the expectation might be regarded as unrealistic, where victims fail to understand the limitations of CCTV, the likelihood of identifying a suspect caught on CCTV, or the resourcing implications of watching hours of footage. Often, however, the dissatisfaction is caused by what the victim regards as police inefficiency resulting in missed opportunities. Typically this occurs when there are long delays in collecting or viewing available CCTV, especially if the victims themselves tracked down the CCTV and informed the police that it is available. To combat these issues CoLP are introducing a new Visual Images Identification Office (VIIDO) which will assess, view and collect imagery from crime scenes and will be the central repository for all digital imagery for the force. It will also seek to strengthen the process of producing imagery for court purposes and will work in collaboration with the Metropolitan Police VIIDO unit to identify unknown suspects involved in crime via a network of Police super recognisers based both in the Metropolitan Police and City of London. This unit will also be looking at support from the public in their quest and will be supported by the Police volunteer scheme.

4.3.2 Victims feeling that they have not been taken seriously or have been discriminated against because they have had some alcohol. There are also cases where victims have been unable to report their crime at first point of contact, being told by officers to report it when they are sober. Not only have victims found this insulting, but they are angry when investigative opportunities are lost because of the delay.

4.3.3 Although CoLP is regularly ranked top nationally for Follow Up in the HO categories, lack of up-date is fairly commonly given as the cause of dissatisfaction. For crimes of theft it is quite common to find that crimes where the victims express dissatisfaction with follow up have actually been screened out by the Crime Management Unit (CMU), i.e. not allocated for investigation. It is expected that quality of communication to victims will improve when CMU transfer to the Crime Investigation Directorate from Intelligence & Information. They will then have an enhanced function, with desk-top investigations conducted and supervised by warranted officers, and also a performance regime that will include management of backlogs, victim contact, NCRS compliance and crime finalisation.

4.3.4 Perceived lack of police action. Victims complain when lack of action makes it appear that crime reporting is just a bureaucratic exercise and waste of time. Tracking

devices on laptops, iPads, mobile phones and bikes seem to be becoming increasingly commonplace, and raise victims' expectations that they will assist police to recover their property. In practice, however, trackers seldom show a specific premises, rather they indicate the stolen items as being on a housing estate, street or somewhere in a block of flats. In these circumstances police are rarely able to use the information to recover stolen property or locate a suspect. Tracker information is, however, collated for intelligence purposes in order to identify locations that may be repeatedly featured.

4.3.5 The College of Policing are clear that detections are not the most significant factor in determining satisfaction. However, failure to solve the case is cited as cause of non-satisfaction by some respondents each quarter. It is difficult to quantify how many people are disappointed because there is no criminal justice outcome, as comments can overlap with "lack of action/not enough investigation", but it is clearly a factor for some non-satisfied respondents.

4.4 Comments that make specific criticism of lack of actions taken or lack of follow up often use this to support the respondent's view that police did not care, were disinterested or did not take the victim seriously. This supports the view that quality of treatment and perceptions of fairness are the principal factors associated with high satisfaction.

4.5 Research summarised by the College of Policing and focus groups held on behalf of MPS and Merseyside, have found that perception of empathy and fair treatment is a key factor in determining satisfaction. Officers' assessment of what the victim may need is not always accurate, particularly when they underestimate feelings of fear or vulnerability, or the victim's concern about the disruption that the crime may cause to their work or social activities. The victim's own perception of the seriousness of the crime is clearly a key factor affecting their expectation of how police should respond. Since the percentages achieved for satisfaction with Treatment are always above 90%, it may be overlooked when analysing dissatisfaction. However, it may well prove to be the key factor.

4.6 In all but one of the last ten quarters, male victims have had lower satisfaction rates than females in the VOC survey (Table 4). The focus groups carried out on behalf of other forces have shown that the fears and vulnerabilities of male victims of crime, especially young men, are often not recognised, and that men have more difficulty than women in expressing to police or friends and relatives how traumatic they found the experience, particularly of violent crime and robbery. In CoLP the have been several examples of male victims feeling they have been discriminated against and not taken seriously because the suspect in an assault was female.

		Male	Female
2012/13	Q1	86.8%	89.7%
	Q2	87.2%	87.7%
	Q3	79.8%	84.9%
	Q4	84.6%	87.7%
2013/14	Q1	82.8%	82.5%
	Q2	85.5%	86.4%
	Q3	80.9%	90.6%
	Q4	82.1%	83.3%
14/15	Q1	78.9%	88.5%
	Q2	78.3%	89.8%

Table 4: Satisfaction with whole experience by gender

4.7 Between April 2010 and September 2012 satisfaction averaged 88.2%. Since then it has averaged 83.4%. The Force should consider whether the changes that have occurred in this period, and in particular the reduction in police officer numbers, may have impacted either directly on service delivery or adversely affected police morale and had a

knock on affect on the way victims are treated. Excluding ECD, police officer numbers have fallen by 150 since 2010.

5. ACTIONS TAKEN TO ADDRESS DECLINE IN SATISFACTION

5.1 The Force's Action Plan focuses on addressing performance shortfalls through improved supervision, education of officers in respect of follow up and taking crime reports at first point of contact, managing expectations relating to CCTV and other issues as they are identified. The plan is refreshed quarterly, taking into account issues raised as good practice or causes of dissatisfaction. Progress is monitored at both Performance Management group and the Quality of Service/EDHR Board.

5.2 SPA have been instructed to maximise the number of respondents achieved, aiming for 200 per quarter.

5.3 A new Visual Images Identification Office (VIIDO) is to be introduced to enhance the efficiency and effectiveness of handling CCTV. This unit will assess, view and collect imagery from crime scenes and will be the central repository for all digital imagery for the Force.

5.4 The transfer of the Crime Management Unit (CMU), which is essentially the first port of call where crimes are received and screened, to Crime Investigation Directorate will enhance the responsibilities of the unit and improve investigation, efficiency and quality of victim updates. They will also have an enhanced function, with desk-top investigations conducted and supervised by warranted officers, and also a performance regime that will include management of backlogs, victim contact, NCRS compliance and crime finalisation

Appendices

Appendix A Charts 4-8- CoLP changes since Q1 2009/10 for each of the five core questions, un-weighted and for all crime categories.

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