

**CUMBRIA POLICE AUTHORITY  
Policing Plan and Best Value Committee**

**17 October 2006**

**Agenda Item No 8.**

**INITIAL WORK ON DRIVERS FOR PRIORITIES 2007/8**

**A report by the Chief Constable**

**1. SUMMARY**

This report is the first stage in an iterative policing plan priority setting process for 2007/8. It provides initial information on internal and external drivers for priorities, based on the intelligence available to September 2006. It considers the match between national and local drivers, and, using this analysis, arrives at a long-list of potential strategic priorities, based on current information.

Priorities will be updated and refined as new information is received to January 2007.

**2. RECOMMENDATION**

That Policing Plan and Best Value Committee note the report.

**3. DETAIL**

Report attached

**Michael Baxter  
Chief Constable**

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## **Initial Work on Drivers for Priorities 2007/8**

**Strategic Development**

**September 2006**

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## Initial Work on Drivers for Priorities 2007/8

### 1. Executive Summary

This report is the first stage in an iterative priority setting process for 2007/8. It provides initial information on internal and external drivers for priorities for the Annual Policing Plan, based on the intelligence available in September 2006. It considers the match between national and local drivers under the summary headings below:

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### Summary of Emerging Themes at September 2006

Using all the information currently available, neighbourhood policing, anti-social behaviour and violent crime have been identified as the top three priorities for 2007/8. The complete list is shown on page 17.

- **Neighbourhood Policing**

The Constabulary is committed to this approach and has invested significant time and resources in this area. Also identified as 'mission critical' by the Home Office. Official 2006 Baseline Assessment results will be published in October (Baseline grade for 2005 was fair and stable).

- **Anti-social behaviour**

This area emerged as a priority for 2006/7 as a result of public consultation and NIM assessments. This area has been incorporated within the Policing Performance Assessment Framework Local Domain for 2006/7.

- **Violent Crime**

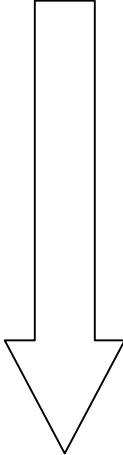
Throughout 2005/6 this crime category placed the Constabulary below its peers in MSF assessments. Performance towards the end of 2005/6 stabilised and reductions in violent crime have been seen in 2006/7. Although the overall trend in violent crime is down, increases were experienced in June, which was against the seasonal trend. A major contributor to this rise were the instances of violence and disorder which have been attributed to the World Cup. Violent crime has continued to reduce over July and August.

- **Core Business**

The core business of the Annual Policing Plan will remain focused on Public Service Agreement Domains 1 and 2. Namely focusing on crime reduction and investigation performance against level 1 issues in the key crime categories, for which the Constabulary has set three year targets for 2005-2008.

### **Planning Timeline**

The table below identifies several key pieces of information (that are not yet available) which will be used to inform further priority work up to January 2007. Subsequent Police Authority meetings in November and December 2006 will receive updated information as it becomes available.

<b>September 2006</b>	<b>Key Information</b>	
	Partner Priorities	<i>October 2006</i>
	National Policing Plan	<i>November 2006</i>
	Staff Consultation	<i>December 2006</i>
	Environmental Scanning	<i>December 2006</i>
	Drivers for Targets 2007/8	<i>December 2006</i>
	Constabulary Performance against targets	<i>January 2007</i>
<b>January 2007</b>	<b>Agreed 2007/8 Priorities</b>	

The remainder of this report summarises the information currently to hand.

## **Main Report**

### **2. Constabulary Priorities 2006/7**

The 2006/7 priorities (approved by the Police Authority in December 2005) are:

1. To reduce overall crime, with a focus on violent crime, drug crime, vehicle crime and burglary.
2. To work with our partners to further increase detection rates, targeting prolific and other priority offenders, bringing more offenders to justice and reducing road traffic collisions across the county.
3. To develop Neighbourhood Policing across all communities in the county, ensuring that we address locally identified concerns about fear of crime, anti-social behaviour and disorder.
4. To develop our protective services capability with a particular focus on Serious, Organised Cross Border Crime, Counter Terrorism and Extremism.
5. To develop a professionally-trained and integrated workforce, ensuring that people are supported at all levels, to provide an excellent service to all the communities we serve.
6. To secure the policing capability and capacity needed to maintain and develop current performance and meet future demands, by working with other North West police forces to review police structures in the region.
7. To deliver the phased implementation of the National IMPACT Programme, in order to optimise key police and partner decision-

making through proactive capture and use of well-managed data, intelligence and other information.

### 3. National Priorities



The diagram above, taken from the National Community Safety Plan 2006/9, illustrates how central government wishes to bring together the relationship between local, regional and national priorities.

The current national priorities for the police service for 2006/9 determined by the Home Secretary are to:

- Reduce overall crime by 15% by 2007/8, and more in high crime areas;
- Provide every area in England and Wales with dedicated, visible, accessible and responsive neighbourhood policing teams;

- Tackle serious and organised crime including improved intelligence and information sharing between partners; and
- protect the country from both terrorism and domestic extremism.

#### **4. Local Area Agreements (LAAs)**

'Building Pride and Respect 2006/7' is the Safer and Stronger Communities Fund Agreement for Cumbria. Government Office North West approved this in April 2006.

The only agreement in force currently is the Safer and Stronger block. In April 2007 there will be a full LAA in operation, which will cover the following areas or 'blocks':

- Safer and Stronger Communities
- Healthy Communities and Older People
- Economic Development and Enterprise
- Children and Young People
- Liveability (A cross cutting group which considers issues across the blocks above)

Thereafter, the LAA will be refreshed annually within its planning cycle. The lead agency responsible for the development of the agreement is Cumbria County Council. The Constabulary is one of many partners who have signed up to the 2006 agreement. The agreement contains targets which the Constabulary has put forward in order to contribute to the performance management of the agreement.

The targets for 2006/7 are under four key outcomes. These have been developed by considering local issues alongside government priorities. National Outcome 1 within the agreement is where the Constabulary has contributed targets for 2006/7.

**National Outcome 1**

To reduce crime, harm caused by illegal drugs and to reassure the public, reducing the fear of crime. To build respect in communities and to reduce anti-social behaviour.

<b>Target Area</b>	<b>Baseline and year</b>	<b>Target 2006/7</b>
Reduce fear of anti-social behaviour	60% in 2005	Reduce to 55%
Improve the rate of respondents who feel completely or very safe when out after dark	26% in 2005	Improve to 30% in 2006/7
To reduce the number of anti-social behaviour incidents	To be determined in 2006 due to new incident recording standards	2006/7 will be used as a baseline year to gather an accurate picture of the numbers of incidents. A target will be set in 2007/8
To tackle Class A drugs supply		
Increase the number of offences dealt with	124 (2005/6)	To increase to more than 124 in 2006/7
Increase the number of offenders dealt with	133 (2005/6)	To increase to more than 133 in 2006/7

**Milestones for the LAA**

The following milestones for the development and approval of the final LAA which will operate in 2007/8 are:

<b>Target Date</b>	<b>Activity</b>
September 6 2006	Initial LAA draft to be agreed by Cumbria Strategic Partnership (CSP) executive
September 26 2006	County Council Cabinet to agree initial draft
September 29 2006	Submit initial draft to Government Office North West (GONW)
November 28 2006	County Council to agree final submission
First week in December 2006	Final submission to GONW
January 9 2007	County Council Cabinet to recommend agreement sign-off
January 18 2007	Full County Council sign-off agreement
January 22 2007	CSP executive sign-off agreement

**Proposed Target Areas for 2007/8**

The below target areas have been agreed by the Safer Stronger Communities Thematic Partnership as areas for consideration within the 2007/8 LAA. Until the final approval of the agreement in January 2007, further work will be completed in order to establish reliable and valid targets under these headings. There is a challenge for the Constabulary and Police Authority to ensure that targets proposed for the LAA are agreed, for a three-year period, outside the usual target setting arrangements currently used within our core business.

- Reduce the proportion of adult and young offenders, and prolific and other priority offenders who re-offend.
- Maintain at least a 90% level of respondents who report feeling fairly safe or very safe in their own area during the day.
- Maintain at least a 70% level of respondents who report feeling fairly safe or very safe in their own area after dark
- Increase the number of detections of Class A drug supply offences.
- Reduce the numbers of killed or seriously injured casualties on Cumbria's roads.

The responsibility of addressing these target areas does not rest solely with the Constabulary. The categories lend themselves to improved partnership working across the LAA.

### **5. Public Service Agreements (PSAs) 2008/9-2010/11**

In May 2006 the Home Office entered into a round of consultation on the PSAs for the next three years.

The Association of Chief Police Officers invited responses to the consultation from constabularies across the country.

Our response to the consultation centred around the need to maintain clarity of purpose within the PSA in order for public agencies to be clear as to the performance improvement required. However, there was recognition that an over-simplified target can produce conflicting tensions that can work against each other.

### **6. Police Reform**

Since the Home Secretary's announcement on June 19 2006 that the plans to follow enforced mergers were withdrawn, there has been a continued desire to examine all multi-force options. This includes collaboration, the lead force model (e.g. where one force in an area or region leads on the provision of a particular service and the other forces effectively buy in that service) and the greater use of shared services (e.g. back office services such as IT or HR).

The Home Secretary has emphasised that responsibility is shared between the tripartite partners: Home Office, ACPO and APA and that future efforts to bridge the protective services gap need to be set in the wider context of, and reinforce,:

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- The roll-out of neighbourhood policing, so that every community in England and Wales has a visible, accessible and responsive local policing service;
- Workforce development and modernisation, so that policing has the right people, with the right training and skills in the right places; and
- Efficient and effective shared services which best support police forces.

Reducing overall crime and disorder remains the main goal, together with:

- building a more responsive, citizen-focused police service with neighbourhood policing at its heart
- ensuring effective policing at district, force and national level
- modernising the police workforce.

Other key aims involve:

- establishing a National Policing Improvement Agency
- ensuring the service is structured in a way that enables it to provide effective neighbourhood policing and to protect us from serious organised crime and terrorism.
- improving the way the police are held to account
- a relentless focus on improving police performance
- publication of a national community safety plan
- reducing bureaucracy, which will effectively free up 12,000 officers for the front line

The Police and Justice Bill will help build safer communities by driving forward key elements of the Government's police reform programme and measures contained in the Respect Action Plan. It will help sustain further improvements in performance at neighbourhood, basic command unit, force, national and international levels (For a summary of the key aspect of the Bill, see Appendix 1).

### **7. Partner Consultation and Priorities**

A partner consultation exercise led by the Chief Constable will take place on Tuesday October 17 2006 at Newton Rigg, Penrith. Key partners will be invited to contribute again to the priority planning process.

### **8. Public Consultation**

The 2006/7 Annual Public Consultation survey was conducted in July/August 2006. Part of the survey asked the public what issues concerned them and which they consider the police should be addressing as priorities. The survey identifies that anti-social behaviour, dangerous driving and criminal damage are the top three concerns of the respondents.

### **9. Staff Feedback**

Work is ongoing currently to complete a staff consultative exercise involving a survey-based approach. This work will be completed over the next quarter.

### **10. Control Strategy Priorities**

Current Constabulary Control Strategy Priorities are:

- Class A Drugs Supply
- Terrorism
- Burglary
- Violent Crime/Disorder
- Anti-Social Behaviour/Criminal Damage
- Auto Crime (Theft of and theft from vehicles)
- Roads Policing

**11. Constabulary Performance**

Constabulary performance in the policing plan key crime categories is summarised in the table below with a simple on or off target colour indication.

Type	Performance in 2006/7		ON/OFF Target
	Year-to-date Target	Performance April-August 2006	
Theft from motor vehicle	854	781	√
Burglary (people's homes)	505	425	√
Sanctioned Detections	27%	30.2%	√
Class A drugs supply offences	70	109	√
Fatal or Serious Road Traffic Collisions (RTCs)	268	222	√
Theft of motor vehicle	385	404	√
Violent Crime	3663	3873	X
Robbery	34	37	X
Criminal Damage	5405	5559	X

**Comment: Violent Crime**

Although the overall trend in violent crime is down, increases were experienced in June, which was against the seasonal trend. A major factor in this rise were the instances of violence and disorder, which have been attributed to the World Cup. Violent crime has continued to reduce over July and August.

**Comment: Criminal Damage**

Overall, it can be said that the RESPECT campaign is having a positive effect on criminal damage levels. Although there are rises within this category year on year, the rises experienced are at a much-reduced rate than comparable periods before the initiative was commenced. Since RESPECT began on Monday April

24 2006, there has been a 12.9% reduction, month-on-month, in criminal damage offences. Criminal damage has continued to reduce month-on-month. The Constabulary has improved its year-to-date target position, moving to 2.8% (154 offences) outside the year-to-date target (source PDC Pack August 2006). (In May, the Constabulary was 5.6% (183) offences over target.)

**12. Medium Term Financial Forecast (MTFF)**

The MTFF predicts that Constabulary projected expenditure will grow at a greater rate than income. This will result in a situation, where if, council taxes increase in line with the predictions in MTFF, then the Constabulary must find further funding savings and cashable efficiencies from planned expenditure (see table below).

<b>Financial year</b>	<b>Annual Savings (£M)</b>	<b>Cumulative savings (£M)</b>
2007-08	1.157	1.157
2008-09	1.376	2.533
2009-10	1.242	3.775
2010-11	0.578	4.353

MTFF Predicted Savings: Source MTFF September 2006

The MTFF suggests that the Constabulary and Authority are entering a period where there is a range of financial challenges to manage.

‘Perhaps one of the greatest challenges will be to carefully balance the many competing demands for limited resources, not least, as the post amalgamation era begins, because of the need to make significant investments in protective services, to reach a better recognised standard’ (MTFF September 2006).

### **13. Strategic Focus**

In a staff announcement on August 11 2006, the Chief Constable outlined his strategic vision for the future configuration of the Constabulary. This has three aspects:

- Maintain and improve Neighbourhood Policing
- Provide effective protective services
- Secure an affordable infrastructure

A more detailed appraisal of the options for further work is being undertaken by the working group led by the Director of Strategic Development and will be reporting to the Police Authority in due course

## 14. Taking Stock

Based on best practice identified from the Audit Commission guidance (Appendix 2) information on external and internal drivers provides some key themes, where various national drivers, local drivers and local vision meet. This long list of priorities will be further refined and will be used to inform professional judgment to determine the final priorities for 2007/8.

	National Drivers (Information to September 2006)			Local Drivers (Information to September 2006)					
	National priorities	National PSA	Mission Critical Reform	Partner Priorities	Public Priorities	Staff Priorities	Performance Priorities	NIM Priorities	Fit With Local Vision
Neighbourhood policing	✓	✓	✓	✓	✓	✓	✓		✓
Anti-social behaviour	✓	✓		✓	✓	✓	✓	✓	✓
Violent Crime	✓	✓		✓		✓	✓	✓	
Structural Reform	✓		✓			✓	✓		✓
Drug-related crime	✓	✓		✓			✓	✓	
BME community confidence	✓	✓				✓	✓		✓
Bring Offenders to Justice	✓	✓		✓	✓				
Workforce Modernisation	✓					✓	✓		✓
Sanction detections	✓	✓		✓			✓		
Road safety/policing					✓	✓		✓	✓
Bichard (Impact)	✓		✓				✓		✓
Local Area Agreement	✓			✓					✓
Burglary	✓	✓						✓	
Vehicle-crime	✓						✓	✓	
Prolific/priority offenders	✓			✓	✓				
Reducing Bureaucracy	✓					✓			✓
Training						✓	✓		
Reduce Crime	✓	✓							
Tackling Serious Crime	✓						✓		
Terrorism	✓							✓	
User satisfaction	✓								
Staffing Levels/Sickness						✓			
Carlisle redevelopment							✓		
Disability Act Compliance	✓								

## 15. Emerging Themes

Using the table above, it is possible to identify those issues with best *fit* in terms of match between local, regional and national drivers for priorities.

- **Neighbourhood Policing**

The Constabulary is committed to this approach and has invested significant time and resources in this area. Also identified as 'mission critical' by the Home Office. Official 2006 Baseline Assessment results will be published in October (Baseline grade for 2005 was fair and stable).

- **Anti-social behaviour**

This area emerged as a priority for 2006/7 as a result of public consultation and NIM assessments. This area has been incorporated within the Policing Performance Assessment Framework Local Domain for 2006/7.

- **Violent Crime**

Throughout 2005/6, this crime category placed the Constabulary below its peers in MSF assessments. Performance towards the end of 2005/6 stabilised and reductions in violent crime have been seen in 2006/7. In December 2005, the Constabulary was 10.4% outside the MSF average. This has now reduced further, to 4.5% outside the average (July iQuanta data), and is showing a continued downward trend.

### **Gaps**

There are identified gaps at this stage in the planning cycle. Priorities will be updated and refined as new information is received to January 2007.

Further information is expected in relation to the following areas:

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<b>Information</b>	<b>Due by</b>
Environmental Scanning	November
Partner Priorities	October
Staff Consultation	December
Medium Term Financial Forecast	September
Drivers for Targets 2007/8	December
Constabulary Performance against targets	January 2007

## **Appendix 1: Police and Justice Bill**

The Police and Justice Bill will help build safer communities by driving forward key elements of the Government's police reform programme and measures contained in the Respect Action Plan. It will help sustain further improvements in performance at neighbourhood, basic command unit, force, national and international levels.

The main measures of the bill will:

- establish the National Policing Improvement Agency (NPIA) – an agency to identify and disseminate good practice, assist police forces to deliver the national 'mission critical' priorities and provide operational policing support when needed. The NPIA will replace the existing Centrex (which leads on police training and development) and the Police Information Technology Organisation (PITO) and will also subsume parts of the Home Office;
- place Basic Command Units (BCUs) – the main operational division within police forces – on a statutory footing and require that they are coterminous with local authorities except with the Secretary of State's consent;
- make a number of changes to the composition and method of appointment of members of police authorities to simplify the arrangements, particularly the current convoluted process for appointing independent members;
- confer upon police authorities a number of new functions and powers, including holding the chief officer to account for the exercise of his functions. The Bill will enable the Home Secretary to confer other functions upon police authorities by order. This could include, for example, requiring a police authority to monitor the performance of its police force, secure arrangements for its force to cooperate with others or promote diversity;

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- amend the existing statutory powers to allow the Home Secretary to take action where the whole or part of a police force is underperforming, to ensure that they are framed more appropriately;
- create a standard set of powers available to all Community Support Officers (CSOs) regardless of their force. This will resolve the issue of public confusion surrounding CSO powers and help clarify their role. It will also ensure that CSOs in all areas have the powers they need to deal with the issues of anti-social behaviour and low level crime as part of neighbourhood policing teams;
- establish a single Inspectorate for Justice, Community Safety and Custody to simplify the process of inspection and to relate inspection more closely to the needs of users of the inspected services;
- provide the police with a new power to enable them to stop and search any person or vehicle in any area of an airport, where they have reasonable grounds to suspect that criminal activity has, or is about to take place. This will simplify the powers available to the police at airports to reduce airside theft, reduce opportunities for terrorist activities in the UK and reduce the smuggling of prohibited goods;
- enable Chief Constables to accredit Trading Standards Officers (TSOs) with the power to issue Penalty Notices for Disorder (PNDs) to free the police from having to provide an accompanying officer for test purchase operations;
- extend the conditional caution scheme to provide for punitive conditions to be attached, in addition to the reparative and rehabilitative conditions already allowed and introduce a power of arrest for breach of a Conditional Caution;
- amend the partnership provisions of the Crime and Disorder Act 1998 to make Crime and Disorder Reduction Partnerships (CDRPs) (in Wales

Community Safety Partnerships) a more effective vehicle for tackling crime, anti-social behaviour and substance misuse in their communities;

- create a mechanism, called the 'Community Call for Action', to give communities the means to request action on a community safety issue which they consider that the police or other crime and disorder reduction partners have failed to address adequately; and
- amend the Anti-Social Behaviour Act 2003 to extend the range of agencies that can enter into parenting contracts and apply for parenting orders beyond Youth Offending Teams and Local Education Authorities to include other parts of the local authority such as housing officers and Anti-social Behaviour co-ordinators as well as registered social landlords.

#### **Territorial extent**

All the provisions in the Bill extend to England and Wales. In addition a number also extend to Scotland and Northern Ireland, including the single Inspectorate for Justice, Community Safety, and Custody, and the new Police powers of stop and search in airports. See above.

## **Appendix 2 – Best Practice Guidance on Setting Priorities**

The Audit Commission sees priority setting as a critical success factor in the best public sector organisations. It recommends the following:

- a. Reconcile competing pressures
- b. Take control: make the government agenda work for you
- c. Focus on what your organisation is about
- d. Take stock to create a long-list of priorities, then refine
- e. Take action on what matters most
- f. Be clear about what comes first.

The Association of Police Authorities has produced guidelines to assist police authorities in setting and monitoring local priorities. In the section on selecting local priorities, it emphasises:

- adequate consultation, which can be demonstrated to influence decision-making and priorities
- local priorities should target problems, not solutions – they should be evidenced and take into account NIM/community intelligence findings
- considering priorities set by local partners, discussing the results of consultation with partners, and aligning priorities where possible
- effective joint working between authority and force in identifying and developing planning local priorities.