

Warwickshire Police Authority – 23rd February

Report of the Chief Constable

Report on Proposed Policing Priorities 2009/10

Recommendation

Members to agree proposed priorities and measures

Keith Bristow
Chief Constable

To reduce the number of people killed or seriously injured

- *Reduce the number of people killed or seriously injured through road traffic collisions compared with last year*
- *Reduce the number of people killed or seriously injured as a result of violence compared with last year*
- *Detect 45% of crimes where someone is killed or seriously injured*
- *Increase the number of serious sexual offences we detect compared with last year*
- *Reduce the number of victims of aggravated burglary and robbery compared with last year*
- *Identify and charge 15 members of organised crime groups whose activities harm communities*

To reduce the number of homes burgled and vehicle crimes committed

- *Reduce the number of homes burgled and vehicles stolen by three percent compared with last year*
- *Reduce theft from vehicles by five percent compared with last year*

To improve trust and confidence

- *Local Safer Neighbourhood teams will deliver 100% of agreed policing activity that protects people from harm and supports Community Forum priorities*
- *Increase the number of victims of serious sexual offences who report crimes to us compared with last year*
- *Ensure 85% of victims are satisfied with the overall experience they receive*
- *Increase confidence (measured by survey)*

INTRODUCTION

The proposed priorities for 2009/10 continue to build on the approach of 2008/09, seeking to address those matters that cause most harm to communities.

The paper presents three priorities with a series of associated measures under each priority. Each priority represents an element of the force vision 'Protecting our communities together.' The priority sets out the theme that the force seeks to address while the measures will demonstrate performance in support of the priorities.

Reducing harm and addressing these priorities will be delivered through a number of approaches. This paper highlights Priority Policing Areas (PPA) and High Harm Causers (HHC) as key strategies. These will, for the first time ensure that those geographical areas which experience disproportionate levels of harm in Warwickshire, receive additional focus. The introduction of differential targets, which focus on these PPAs and set challenging objectives in these geographic locations, will support this work.

Tackling High Harm Causers is about focussing on the offender rather than the offence. Individuals may be identified for volume offending, domestic abuse or organised crime. This approach will focus on criminals with a more concerted effort with outcomes being harm reduction rather than detection rates.

The force is clear in its priorities and will focus on these throughout the year, however, the measures associated must clearly demonstrate how the force is performing - throughout 2008/09 the force and authority have been quick to identify where a measure has not clearly represented performance and have revised them accordingly. For 2009/10, it is important to recognise that while the force remains focussed on delivering its priorities, the measures must always reflect performance against them and will be continually reviewed to ensure this.

To reduce the number of people killed or seriously injured

Reduce the number of people killed or seriously injured through road traffic collisions, compared with last year

Throughout 2008/09 the force has remained committed to reducing the number of people killed or seriously injured on Warwickshire's roads by 5%. At the end of January the force is showing a significant reduction of almost 16%.

Force Road Related Death and Seriously Injured (figures to end of January 2009)	2007-08	Current Performance	
	No.	%	No.
Child (<16) Fatal	0		2
Child (<16) Seriously Injured	33	-36.4%	21
16 and over Fatal	42	-23.8%	32
16 and over Seriously Injured	271	-12.9%	236
All Killed or Seriously Injured	346	-15.9%	291

The force remains focussed on making the roads even safer and proposes a target be set to reduce the number of people killed or seriously injured compared with last year.

No percentage or numerical target is proposed, simply to further reduce. Given the previous reductions over some years this appears an appropriate measure.

The measure also forms part of the Local Area Agreement and is seen as an area needing engagement across a number of partner agencies.

Reduce the number of people killed or seriously injured as a result of violence compared with last year

April to January 2009

	Detections		Crime Reduction		
	Current Performance	2007-08	2007-08	Current Performance	Current Performance
Most Serious Violent Crime	%	No.	No.	%	No.
Homicide	150.0%	6	6	-33.3%	4
Attempted Murder	100.0%	8	3	166.7%	8
Wounding or other act endangering life	33.6%	43	101	26.7%	128
Grievous Bodily Harm without intent	34.2%	38	97	14.4%	111
Causing Death by Dangerous Driving	200.0%	2	8	-87.5%	1
Causing Death by Careless Driving while under the influence of drink or drugs		0	0		0
Causing Death by Careless or Inconsiderate Driving		0	0		0
Causing Death by Aggravated Vehicle Taking		0	1	-100.0%	0
Total	38.5%	97	216	16.7%	252

The national indicator for Most Serious Violence came into effect at the beginning of 2008/09 at the same time as a revised methodology for recording these crimes. This resulted in the data for the current year not being comparable to previous years. The Authority took the decision to amend the

measure to include all assaults with injury, thereby negating the confusing effect of the new counting rules.

The force has now been able to use 2008/09 as an effective baseline year to establish the true effect of the changes.

There is no specific reduction number attached to this measure. The force will focus on the most serious violence (e.g. Grievous Bodily Harm, Attempted Murder and Homicide) and any reduction from the 2008/09 position will demonstrate tangible success in this area.

Detect 45% of crimes where someone is killed or seriously injured

The force is currently achieving 38.5% in this area and a 45% target for 2009/10 represents a significant challenge, but recognises its importance in the context of the severity of harm. The measure again focuses on the most serious levels of violence. The measure also represents the only proposed percentage detection rate for the force.

Increase the number of serious sexual offences we detect compared with last year

The force has detected more serious sexual offences compared with last year, most notably, for rape and sexual assaults. The force is looking to increase detections in this area. The proposal is to recognise all detections not just those classed as *sanction* detections. This will include offences that are detected but not proceeded with, for a number of reasons (e.g. involves minors, the offender is mentally disordered, a prosecution would not be in the public interest). In all these cases an offender is identified and dealt with to an appropriate level. These are all legitimate detections and it is important that this work, which is open to external scrutiny and audit is duly recognised.

Reduce the number of victims of aggravated burglary and robbery compared with last year

During 2008/09 the force has dealt with these crimes within its acquisitive crime category and has delivered significant reductions of almost 9% (30 fewer victims) by the end of January 2009. Although the numbers are relatively low it must be noted that these crimes, while concerned with theft, are nevertheless violent and need to be acknowledged as such. Again, there is no specific reduction number associated with the measure. The achievement will be demonstrated through a further reduction of these crimes in 2009/10.

April to January 2009

	Detections		Crime Reduction			
	Current Performance		2007-08	Current Performance		
	%	No.	No.	%	No.	
Aggravated Domestic Burglary	33.3%	9	27	0.0%	27	
Personal Robbery	19.5%	41	230	-8.7%	210	
Business Robbery	22.4%	17	86	-11.6%	76	
Total	21.4%	67	343	-8.7%	313	

Identify and charge 15 members of organised crime groups whose activities harm communities

Throughout the year the force has approached dealing with organised crime networks by targeting the activities of the highest harm causing individuals within those networks. This approach has worked in dismantling some of the organised crime groups in Warwickshire and exceeding the target for this year.

The proposed measure to charge 15 is based on the fact that an ongoing organised crime group (OCG) management process, which is now a requirement for every force and criteria for inclusion, is set at a regional/national level.

This has recently seen the criteria for adoption as an OCG being tightened and a number of the groups have now been removed from the process, leaving a smaller pool of individuals from which to draw the highest harm causers.

To be eligible for adoption as an organised crime group member, an individual must first have been adopted into the force's OCG management process.

In addition, the force has tightened up the criteria for adoption as an OCG high harm causer to ensure that we are actually targeting those whose activity cause the most harm, rather than just anyone involved in organised crime, however small their role.

To reduce the number of homes burgled and vehicle crimes committed

Reduce the number of homes burgled and vehicles stolen by three percent compared with last year

Reduce theft from vehicles by five percent compared with last year

For 2008/09 the force has been working towards a target to reduce serious acquisitive crime by 5%. Within this category, the more serious harms of domestic burglary and theft of a vehicle have reduced by 3% and 18% respectively. It must be noted that the reduction for burglary at the end of 2007/08 was 16.6% - 471 fewer victims. During the same period, theft of vehicles reduced by 7.6% which resulted in 129 fewer victims.

April to January 2009

	Crime Reduction		
	2007-08	Current Performance	
Burglary and Vehicle Loss	No.	%	No.
Burglary in a Dwelling	1906	-3.1%	1847
Theft or Unauthorised Taking of a Vehicle (inc Agg)	1327	-18.9%	1076
Total	3233	-9.6%	2923

April to January 2009

	Crime Reduction		
	2007-08	Current Performance	
Theft from a Vehicle	3119	10.1%	3434

The one area that has seen a significant increase this year is theft from a vehicle. Analysis has shown that in one in four of these cases the vehicle is not even entered, resulting in the thefts of a number of low value items e.g. hubcaps, number plates, aerials and wing mirrors. The force has recognised that although theft from a vehicle is a volume area of crime it is not appropriate to group it with burglary and the actual loss of a vehicle. The reductions shown in burglary and vehicle loss in 2008/09 have been significant against the current economic downturn. A further 3% force reduction is a real challenge.

Theft from vehicles has seen a 10% increase, although the 2007/08 outturn resulted in 1519 fewer victims (-29.2%) In the context of previous performance and the current economic backdrop, a 5% reduction represents a stretching target that will be tackled, along with burglary and vehicle loss through differential targets

Differential Targets

Differential targets provide a much clearer focus on the real threats, risks and harms facing Warwickshire. The purpose is to highlight and tackle those areas of the county that experience disproportionate levels of harm across Warwickshire.

A differential target means a specific target for an identified geographic area. i.e. Priority Policing Areas may face a higher target in a key area of leverage for the force to make a significant impact on harm reduction. Conversely, a consistently high performing area may have a numerically less challenging target, but nevertheless appropriate and testing for the area given its resources, previous reductions and geography.

Until now, force targets have been applied across all Boroughs and Districts with the expectation that all will contribute evenly. Performance information visibly identifies that this is not feasible and some areas have not performed as well as others over the past years.

Reduction at the same rate year on year in a particular borough becomes more and more difficult. While there is still a focus on these areas to 'raise the bar' (reducing levels of harm and improving service delivery across the force) – the benefit of differential targets is that it gives the force the capability to focus on 'narrowing the gap' (reducing the disproportional levels of harm between the Priority Policing Areas and the other geographical locations within the county). These are key to protecting our communities

For 2009/10 the following differential targets will apply.

Burglary and Vehicle Loss	Force Total	North Warwickshire	Nuneaton & Bedworth	Rugby	Stratford	Warwick
2009-10 PPA % Reduction	-6.0%		-5.2%	-6.4%		-6.7%
2009-10 Non-PPA % Reduction	-2.0%	-2.0%	-2.0%	-2.0%	-2.0%	-2.0%
2009-10 Total % Reduction	-3.0%	-2.0%	-3.1%	-3.6%	-2.0%	-3.5%

In order to 'narrow the gap', the force focus will be on PPAs with a more challenging reduction target. The table above highlights that a force target to reduce burglary and vehicle loss by 3% should be a 2% reduction in non-PPA areas, and a more challenging target in Rugby and Leamington PPAs where crime makes up a greater proportion than other areas.

Theft from Vehicles	Force Total	North Warwickshire	Nuneaton & Bedworth	Rugby	Stratford	Warwick
2009-10 PPA % Reduction	-11.8%		-5.0%	-5.0%		-21.6%
2009-10 Non-PPA % Reduction	-3.2%	-3.2%	-3.2%	-3.2%	-3.2%	-3.2%
2009-10 Total % Reduction	-5.0%	-3.2%	-3.6%	-3.9%	-3.2%	-8.9%

During 2008-09 there has been a significant increase in theft from vehicles within Leamington PPA, therefore the focus will be on this area to provide the greatest contribution to the 5% reduction target for the force.

Detection Rates and High Harm Causers

Detection rates have historically been seen as a principal measure of success in how crime is tackled. While within the priorities detections for most serious violence and serious sexual offences are retained, the emphasis is on a fundamental shift of approach to one of addressing high harm causers (HHC).

High harm causers is the term being applied to those offenders responsible for most harm. These people fall into a variety of categories, some are Prolific and Priority Offenders (PPO) others will operate in the sphere of domestic abuse, violence and volume crime.

The force has established processes to identify HHC's, allocate tasks and ownership to rigorously drive this exciting new concept forward.

The result of our success in tackling HHCs is not measured in statistical detections but in meeting our priorities to protect communities from harm by seeing less crime and less harm committed

To improve trust and confidence

Local Safer Neighbourhood teams will deliver 100% of agreed policing activity that protects people from harm and supports Community Forum priorities

In a move to engage more directly with the community the force proposes a new target, which measures police delivery against a set of agreed actions.

PACT meetings have now developed further into Community Forums. Through these meetings the community agrees its priorities with Police, Councils etc. Based on these priorities and the force approach to protection from harm, a set of activities should be agreed. The target is to deliver on all agreed activities and report back to Community Forums. This is a clear step forward in the force's approach to building trust and confidence and will deliver a real contribution in protecting our communities from harm. The ownership for the Safer Neighbourhood Teams further demonstrates how the force has advanced in its understanding and prioritisation of local issues.

Increase the number of victims of serious sexual offences who report crimes to us compared with last year

Throughout 2008/09 the force has not aimed for a reduction in reported Serious Sexual Offences. This has been in recognition of the fact that, like domestic abuse, these offences are traditionally under-reported. The fact that the force has seen an increase of 14% and most notably in reported offences of rape and sexual assault should be regarded as a success as victims are now demonstrating more trust and confidence in reporting these crimes. Under reporting has been highlighted as a problem nationally and Warwickshire's increase has been recognised as a positive indicator. This must now develop further as the force looks to build upon this years result. The force seeks to continue to use the same categories as 2008/09 with the addition of two new ones - Abuse of Trust of a sexual nature and Sexual Grooming are proposed as new additions

April to January 2009	Detections		Crime Reduction		
	Current Performance		2007-08	Current Performance	
	%	No.	No.	%	No.
Serious Sexual Offences					
Rape of Male	133.3%	4	9	-66.7%	3
Rape of Female	22.6%	19	72	16.7%	84
Sexual Activity involving a Child under 13	50.0%	4	14	-42.9%	8
Sexual Assault on a Male	30.0%	6	17	17.6%	20
Sexual Assault on a Female	27.2%	37	107	27.1%	136
Causing sexual activity without consent		0	1	-100.0%	0
Sexual Activity etc with a person with a mental disorder	100.0%	1	1	0.0%	1
Abuse of children through prostitution and pornography	33.3%	1	4	-25.0%	3
Trafficking for sexual exploitation		0	0		0
Abuse of Position of Trust of a Sexual Nature	66.7%	4	6	0.0%	6
Sexual Grooming	66.7%	2	0		3
Total	29.5%	78	231	14.3%	264

Ensure 85% of victims are satisfied with the overall experience they receive

For 2008/09 the target has been to improve upon the 2007/08 (81.6%) position by 2%. Performance improvements through the year have been notable. The table shows how the results have fluctuated across the quarters and the proposal is that the force establishes 85% as a target. This will

demonstrate consistency and sustained improvement over the past three years

	Q1	Q2	Q3	Q4 (to 6 Feb 09)
Ease of Contact	92.9%	93.5%	90.8%	87.5%
Actions Taken	85.2%	83.3%	81.3%	83.0%
Kept Informed	73.8%	72.6%	69.3%	74.5%
Treatment by Police	95.3%	94.2%	93.1%	91.8%
Whole Experience	89.0%	83.4%	84.0%	85.4%

Increase confidence (measured by survey)

Confidence in policing within Warwickshire is currently assessed by the British Crime Survey (BCS). The BCS seeks the views of approximately 1000 people across the county. The responses to questions are counted as positive where a person either 'strongly agrees' or 'tends to agree' with the statement.

The force considers that the measure of confidence must take account of a wider sample and should focus on the vision of Warwickshire Police. The proposed BCS question surveys joint confidence between the Police and the Council. It is important that the force is able to demonstrate its own contribution to community confidence.

The force and authority recently met and discussed the broad issues relating to confidence, identifying a number of work streams that will help deliver greater confidence

The force proposes that it establishes a key local measure in respect of confidence.

Such a measure, '***do you feel confident Warwickshire Police are protecting you/your community from harm***' should be measured and reported upon regularly and a coordinated effort to drive up levels of confidence undertaken. The force proposes to measure continual improvement throughout the year once the baseline has been established.

It is anticipated that delivering increased confidence in line with this recommendation will impact positively on the BCS measure.

The force will continue to present these measures on a daily basis and is currently developing options around colour coding, which will be agreed for 1st April 2009