

Annual report to Dudley Metropolitan Borough Council by Cllr Judy Foster, Member of West Midlands Police Authority

1. Introduction

It is a statutory requirement for a Police Authority to report to the local authorities in their police area, and to respond to questions from members of those authorities.

This report provides Dudley Councillors with an overview of the Authority's work during the last year. The most significant challenge during this period and at the present time is to ensure the delivery of the frontline services our communities have told the Authority they want, while facing the financial challenges that will affect all organisations in the public sector including the Authority. Over the past year, the Authority has recognised and responded to the scale of the challenge. It has been a key driver of Programme Paragon, the major organisational change introduced by the Chief Constable on his appointment to West Midlands Police, and also other initiatives which aim to improve local policing and increase value for money.

The Authority believes that effective governance and scrutiny of policing is essential. The police are in a uniquely privileged position in our democratic society. They exercise independent professional judgement but they must do so with the public's consent. Therefore they must be accountable.

The Coalition Government's Queen's Speech in May 2010 included a Police Reform and Social Responsibility Bill which includes proposals for directly elected Police and Crime Commissioners. Whilst expressing concern about this and other proposals described in the Bill, the Authority has nonetheless applied its extensive knowledge of policing and the communities of the West Midlands to engage constructively with the Government to support the shaping of a governance and accountability structure that is fit for purpose for the future. More information about the Bill is given later in this report

2. Programme Paragon

In June 2009, Chief Constable Chris Sims launched a major organisational change programme "Programme Paragon" designed to deliver a first class policing service and protect our communities from harm.

The most obvious change has been the reorganisation of Force boundaries from 21 Operational Command Units to 10 Local Policing Units (LPUs). These LPUs are co-terminus with local authority boundaries. (In Birmingham the four LPUs follow ward and constituency boundaries). In Dudley two OCUs have now become one LPU.

There have been other less obvious changes too. A number of service areas – such as Public Protection, Custody, Traffic and Criminal Investigation Unit (CID) – have become locally based but centrally managed, in order to ensure greater consistency and raise standards.

Paragon Phase 1 occurred between April and September 2009, this was an initial concept phase where various models of service delivery were explored. Phase 2 occurred from September 2009 until April 2010, where the entire force was re-structured, seeing the introduction of LPUs and new corporate departments. Phase 3 was a period of consolidation following the change programme.

Phase 4 commenced in June 2010 and saw the launch of seven strategic projects. These projects are examining all areas of the organisation with the aim of 'future proofing' the force against the financial cuts imposed by the Comprehensive Spending Review (CSR). Since then, three further projects have been brought under the umbrella of Programme Paragon these being Continuous Improvement, Priority Based Budgeting and Workforce Reductions.

A full list of the ten projects are as follows:

- Business Support and Shared Services
- Community, Justice and Custody
- Crime Portfolio
- Contact Management
- Learning and Development
- Information Services
- Local Policing
- Continuous Improvement
- Priority Based Budgeting
- Workforce Reductions

Emerging issues from the new structure and operating model have been identified and addressed through the year in particular:

- Strategic Projects
- Organisational Reviews
- Post-implementation Reviews
- Cross-Cutting Thematic Reviews

During 2010-11 the Police Authority has been engaged very closely in the development and implementation of Paragon. The Chair of the Police Authority and the Chief Executive have attended the Organisational Change Programme Board meetings with the Command Team and there has been further consultation and engagement with Police Authority Members on specific projects. As Vice-Chair, I have been closely involved in providing a community view on work to develop a values based policing model.

One of the major impacts of Paragon has been workforce reduction. The Authority approved the use of regulation A19 and has been involved on appeal panels. The Authority has also had a key role monitoring performance and any impacts upon customer confidence and staff morale, the latter of which has been monitored through meetings with staff associations. Following representations made by the Authority, the Force is shortly to conduct a survey of all staff.

In parallel with Paragon several initiatives have been launched in order to improve service delivery whilst reducing costs. The Authority authorised the use of external consultants to initiate work around Continuous Improvement and Priority Based Budgeting. Again the Authority has had representation on the programme boards for these schemes and will continue to monitor their delivery and performance whilst the use of consultants is phased out.

3. *Police Reform and Social Responsibility Bill*

In the Queen's 2010 speech, the government announced the introduction of legislation that it has stated will make the police service more accountable to local people and tackle alcohol-related violence. The Police Reform and Social Responsibility Bill provides for this and other key coalition agreement commitments. It marks the next step in the government's programme to reduce central bureaucracy, increase democratic accountability and empower local communities.

The Police Reform and Social Responsibility Bill is currently on its passage through Parliament, following its introduction to the House of Commons on 30 November 2010, and is now in the House of Lords.

The Bill includes the following provisions:

- making the police service more accountable to local people by replacing police authorities with directly elected police and crime commissioners to be introduced from May 2012
- overhauling the Licensing Act to give more powers to local authorities and police to tackle any premises that are causing problems, doubling the maximum fine for persistent underage sales and permitting local authorities to charge more for late-night licences to contribute towards the cost of policing the late-night economy
- introducing a system of temporary bans for new psychoactive substances, so-called 'legal highs', whilst the health issues are considered by independent experts, to ensure our legislative process can respond quickly to emerging harmful substances
- restoring the right to non-violent protest around Parliament whilst ensuring that Parliament Square remains accessible to all by repealing sections 132-138 of the Serious Organised Crime and Police Act (SOCPA) 2005 and prohibiting encampments and other disruptive activity on Parliament Square
- amending the process for issuing private arrest warrants for universal jurisdiction offences to ensure that they are issued only where there is a reasonable prospect of successful prosecution

The Police Reform and Social Responsibility Bill Committee has taken both oral and written evidence and submissions. The Authority has made a detailed submission to the Committee and it can be found on the Authority' website: www.west-midlands-pa.gov.uk

4. Police Authority activity – local

Leadership, Challenge and Oversight – examples of the Police Authority's role

Oversight of Paragon Contact Management. The Authority is represented on a number of programme and project boards in relation to Paragon, and members are briefed at monthly group meetings and via formal public reports. Contact Management is a particular area of concern for the Authority, which has been scrutinising and monitoring the impact of changes since the force reorganisation in April 2010, ensuring that improvements in contact management are sustained. Contact management is within the remit of the Local Policing and Justice Committee, on which I serve as vice chair. Members have been involved in the process of determining what needs to be put in place, or amended to enable the smooth running of the contact centres, achieve objectives, improve the customer experience and reduce costs. This has taken place through direct challenge of senior officers, scrutiny through formal Authority structures, and also regular visits to contact centres.

Mental Health and Places of Safety. It is not uncommon for the police to encounter people with mental health needs. If necessary, police officers have powers to detain individuals they believe to be suffering from a mental health illness and are a danger to themselves or others, and transfer them to a "place of safety". There are about 80 cases a month across the Force area. Historically, the "place of safety" would have been a police station owing to a lack of other options. However, the Mental Health Act Code of Practice and other policy authorities have highlighted that it would be preferable for there to be provision in a health setting. For some time, and following from recommendations by a coroner following a death in custody, it has been recognised that a police station may not be the best place for someone with a mental health need. The Authority has given this issue close attention, and supported the Force in its negotiations with NHS partners to commission and provide alternative premises.

Scrutinising Force performance. The Authority is responsible for ensuring that the Force is efficient and effective. This places the Authority in a performance oversight role, setting targets,

monitoring performance and holding to account as required. Police performance is a complex area, but high-level performance targets are based around four key themes:

- Public perception data
- Customer experience data
- Recorded crime data
- Detection rates

Police Authority consultation. Police Authorities have a statutory duty to consult. Section 96 of the Police Act 1996 states that arrangements shall be made for each police area to obtain the views of people in that area about matters concerning the policing of the area. The Authority's approach is underpinned by the following principles:

- The Authority will make more effective use of the consultation work conducted by the Force, identifying areas for targeted qualitative or quantitative research to complement the Force's work
- The Authority will employ a range of consultation methods recognising the benefit of using underpinning quantitative methods supplemented by qualitative research into the outcomes
- The Authority will work in partnership with the Force on individual projects where appropriate, for example the project looking at the satisfaction gap demonstrated in the Feeling the Difference survey. This work has resulted in the Authority agreeing local targets to close this gap
- The Authority will work in partnership with local authority colleagues recognising that they too have consultation responsibilities in respect of community safety issues
- The Authority will develop an approach to business and youth consultation recognising that such engagement was not occurring in a systematic way elsewhere
- When conducting qualitative or quantitative research the Authority will not duplicate the work of the Force reflected in the Feeling the Difference and Contact Counts surveys. However, recognising the need for comparability, the Authority may need to ask one or two questions covered by the Force surveys and where this happens the Authority will work with the Force Performance Review Department to minimise the risk of unnecessary duplication
- A standardised approach across the West Midlands is unlikely to be achievable therefore for geographically based consultation activities; a tailored approach linked to local authority areas will be followed. The Authority will work with the seven local authority Heads of Community Safety to both deliver and share the outcomes of consultation activity. This is achieved through quarterly meetings with this Group facilitated by the Authority. These meetings also include representatives from the Force, Local Criminal Justice Board and Government Office West Midlands. This Group also ensures a coordinated approach to the development of both the strategic and policing plans. The remit of the Group has expanded since its inception to consider a range of issues including, Local Area Agreements, the policing pledge, the single confidence measure, and other issues that affect the region
- The Authority will maintain a visible presence within the community through its consultation activities. An element of this is achieved through the conduct of consultation activity independent from that of the Force
- The Authority will demonstrate that communities are being invited to take part in decision making and that they are given the opportunity to influence the delivery of policing

- The Authority will ensure that there is a demonstrable link between the views of communities and the plans it approves
- The Authority has an overarching objective to ensure that the Force discharges its responsibility for community engagement and that local information gathered through neighbourhood policing is used to inform the strategic planning process.

The Authority carried out an extensive programme of consultation activity across the West Midlands during 2010-11 in order to ensure that the views of local people are used to inform planning and priority setting. For Dudley this involved the Authority participating in the PACT arrangements and a joint meeting with partners.

The consultation plans for 2011-12 were agreed at the Local Policing and Justice Committee on 14 April 2011, with details available on the Authority website.

Cllr Foster has a range of duties and responsibilities including:

Vice Chair of the Police Authority
 Link Member for CDRP/CSP Dudley
 Lead Member - Equalities and Diversity, Human Resources & Vulnerable Persons (children)
 Link Member Dudley LPU
 Departmental Link - Public Protection Unit
 Policing Protests Working Group

Cllr Caunt has a range of duties and responsibilities including:

Chair and Departmental Link - Professional Standards
 Departmental Link - Learning and Development
 Link Member Dudley LPU
 Overview and Scrutiny Dudley
 Value for Money Working Group

5. *Partnership Working*

The Authority supports Partnership Working across Dudley and the West Midlands in order to improve community safety.

Local Community Safety Partnerships are an alliance of organisations required by statute to generate strategies and policies and implement actions and interventions concerning crime, disorder and substance misuse within their area. The Dudley Community Safety Partnership is committed to making Dudley a safe place in which to live, work and visit. It's role is to plan strategically, commission and oversee services that tackle crime and disorder and address drug and alcohol misuse.

Dudley's Community Safety Partnership is called Safe & Sound. The partnership is made up of representatives of public sector and voluntary organisations, who, by actively working together, aim to reduce crime and disorder in the borough, as well as improving the availability, capacity and effectiveness of treatment for drug and alcohol misuse.

There are a number of specific areas to highlight, some of which have been completed whilst others are ongoing.

Dudley: Face the People Event – an annual event providing the public with the opportunity to question the key Safe and Sound partners,

Operation Spotlight - is an ongoing operation to reduce the risk of repeat victimisation of burglary victims. Safe and Sound has provided funding for each victim of a burglary to be visited by a PCSO and provided with a DNA property marking kit. Each kit is demonstrated and registered to that address. The local Community Payback Team have been commissioned to put up awareness raising signs in the vicinity of the target hardened address's. Initial evaluation has shown a national average of 7% has been reduced to 2.2% in Dudley.

Operation Team Work – is an activity which is currently at the planning stage. It will be multi agency two day intensive activity operation where agencies work together to help improve two areas in the borough. The aim is to implement a high profile partnership initiative that combines intensive targeting of offenders, community reassurance and environmental improvements that not only address local community safety issues that impact on residents quality of life but also contribute to individual agency and partnership outcomes.

Operation Staysafe – has been part of the Safe and Sound drive to reduce anti social behaviour (ASB), ensure that youngsters on the street are safe and reassure residents that ASB is being addressed. It was a joint project between Police, Community safety and Children's Services.

Alcohol Banning Signs - 2000 Alcohol Banning Signs were funded following a police application for a banning order. The Community Payback Team have been commissioned to erect awareness raising signs

Partnership Business Watch Signs - in conjunction with police and local business's, Business Watch has been established and signs purchased.

Anti Graffiti Paint – at the request of the Police, work was commissioned and the application of anti graffiti paint was carried out in Stourbridge Town Centre

Taxi watch scheme - local police and the licensing dept purchased 534 personal attack alarms for drivers to use to help reduce robberies and personal attacks. This is being complimented by a wide ranging taxi watch scheme under development with licensing and the police.

Darker Nights Campaign – Every year the Force and Council run a Darker Nights campaign with the police. Using posters and leaflets the aim is to reduce crime and ASB. *No Trick or Treat* posters for residents to place on their doors are distributed. Various campaign messages are put also put on posters particularly related to fireworks and reducing burglaries during the darker nights.

Cocaine and Alcohol Campaign - each year the Force and Council run a campaign called Drop Dead Gorgeous. This is usually around Christmas time but this year it has been moved to the August Bank Holiday. With the support of the Police and Kerrang radio, partners aim to deter people from mixing alcohol and cocaine.

Rogue Traders Initiative - the Police and Council have worked together to raise awareness of rogue traders in the form of information packs and street signs.

Operation Kryptonite – a Police led operation where the partners that make up the Joint Activity Group (JAG) have contributed to fund various covert devices.

Booze and Abuse – Domestic Violence campaign delivered by the Council and the Police to reduce domestic violence during the 2010 World Cup.

PPO Shared Priority Forum - in common with most areas there is collaboration between partners over management of Priority and Prolific Offenders.

HCCU management - partnership management of High Crime Causing Users (of substances).

Strategy Development – Safe and Sound has developed Alcohol and re-offending strategies.

Anti-Social Behaviour Work is currently being undertaken to more closely align police and council activities addressing anti-social behaviour. This will include the possible co-location of police and council officers.

6. Dudley Performance

An outline of performance for Dudley is attached at Annex A.

Dudley has experienced an 18.7% reduction in total recorded crime, based upon the twelve months to the end of March 2011 when compared to the baseline year of 2007-08. This equates to nearly 4,250 fewer crimes committed in the borough and the largest percentage reduction of any LPU exceeding the 10% reduction target set. Dudley also exceeded the reduction target for Serious Acquisitive Crime (which consists of Burglary Dwelling, Vehicle Crime and Robbery) achieving a 15.0% reduction. Although Dudley experienced a reduction in Most Serious Violence, it was just short of the 7% reduction target achieving a 6.4% fall in this type of crime. Most Serious Violence is a small category of crime, 264 offences in Dudley for 2010-11 but it does cause a great deal of harm for victims, their families and witnesses of these offences.

One of the local priorities set for the police by West Midlands Police Authority is to reduce business crime. In Dudley there have been nearly 1,300 fewer victims of business crime or a 20.6% fall during 2010-11 when compared to 2007-08.

With regards to detections, Dudley only achieved one of the detection targets set for the Force. This was also the case for the majority of Local Policing Units within the West Midlands and the Force overall. In light of this the Authority has held a number of Performance Workshops, which has enabled the Authority to 'delve below the line' in key areas of performance, such as crime reduction, detections and survey results during discussions with the Chief Constable and members of the Command Team.

Councillors will also be aware that the force conducts a major survey of residents across the West Midlands known as 'Feeling the Difference'. Twenty one thousand people are surveyed across the Force area in four, quarterly 'waves', and is one of the largest surveys of its type in the country. One of the questions asked is whether people feel confident that police and partners are addressing crime and ASB. For Dudley 76.6% of people state that they are confident in this respect. Similarly, when asked whether the police do a good job, 86.5% respond that they agree. Dudley does appear to have a higher percentage of people feeling that ASB has increased in their area when compared to other LPUs in the West Midlands, however perceptions of increased crime is on par with the Force overall. The Borough does perform lower than the Force overall when people are asked whether they perceive that the police can deal with minor crime; understand the issues or deal with things that matter.

The Force also undertakes a survey known as "Contact Counts." In this case, the victims of crime and ASB are surveyed regarding their satisfaction with the service they received. Although not achieving the targets set, Dudley is broadly in line with overall Force performance in these areas of service. As stated previously, the Authority takes a particular interest in how contact with the public is managed and looks to benchmark against other Forces through national surveys such as the British Crime Survey.

7. Financial information

Revenue Outturn 2010-11

The approved revised net expenditure budget for 2010-11 was £583.2m. During the year, savings from police staff vacancies and other areas were identified gave the opportunity to reduce expenditure by £5.7m

Against this revised budget of £583.2m, the final outturn for 2010-11 is £577.5m. This underspend of £5.7m reduces the overall call on the Initiatives Reserve from an expected £0.7m to a contribution of £6.4m. The following table summarises the outturn compared with the revised budget and shows the key areas of variance in spend and movement of reserves along with the capital expenditure for the year:

	Revised Budget 2010-11 £'000	Actual Spend 2010-11 £'000	Variance 2010-11 £'000
Police pay	430,706	423,403	-7,303
Police Community Support Officers	22,093	21,183	-910
Support staff pay	117,788	115,995	-1,793
Other employees expenses	3,864	13,501	9,637
Sub total	574,451	574,082	-369
Premises	27,746	23,592	-4,154
Transport	9,823	10,458	635
Supplies and services	54,381	53,434	-947
Agency	9,073	8,704	-369
Capital Financing Costs	7,282	6,700	-582
External income	-101,685	-101,424	261
Paragon Set Up Costs	0	0	0
Police Authority	2,089	1,897	-192
Net Cost General Fund Services	583,160	577,443	-5,717
Appropriations			
Initiatives Reserve	700	6,417	5,717
Net Budget Requirement	583,860	583,860	0

Capital Expenditure 2010-11

	Programme £000s	Actual £000s	Variance £000s
Building	3,092	1,783	-1,309
IT equipment	3,946	2,291	-1,655
Gateway	1,029	536	-493
Vehicles	4,000	4,305	305
General Equipment	200	148	-52
ANPR	14	64	50
WMCR Partnership	67	88	21
Helicopter	1,651	1,708	57
Op Pelkin	992	1,055	63
Sub total	14,991	11,978	-3,013
Counter Terrorism	6,678	5,521	-1,157
Total	21,669	17,499	4,170

Policing Precept 2010-11 & 2011-12

At its public meeting on 18 February 2010, West Midlands Police Authority agreed an increase in the local policing precept of 1.5% for 2010-11. The policing precept is the part of the council tax which funds West Midlands Police, and for 2010-11 this was set at £99.45 for a Band D property, rising from £97.98 the previous year. This equals an increase of £1.47 or an additional 3p per week. This was one of the lowest increases in the country and maintained the West Midlands as having the second lowest precept in England and Wales.

In line with the announcement of the Secretary of State for Communities and Local Government regarding the provision of £650m to enable a Council Tax freeze for 2011-12, West Midlands Police Authority decided not increase the precept, therefore the policing precept remains at £99.45 for a Band D property for 2011-12.

Revenue Budget 2011-12

The agreed total revenue expenditure for West Midlands Police for 2011-12 is £577.6 million. Almost all this money is delegated to the Chief Constable for operational purposes, though a much smaller amount, £1.9 million, supports the work of the Police Authority for the year. The Authority also has considered and agreed the Strategic Policing Plan for the next three years, which this Budget will support.

Following the funding settlement announced in December 2010 the Authority faced a funding reduction of 5.1% for 2011-12 and a further reduction of 6.7% in 2012-13 giving shortfalls of £40m and £38m respectively.

These funding issues are core to the processes at the heart of Programme Paragon and the other initiatives being pursued to meet the funding issues outlined.

Single Confidence Measure (FTD)
Target: 85% Performance: 76.6%

Community Experience	Public Perception
Customer Satisfaction with Service - Crime (CC) Target: 88% Performance: 85.7%	Public can Influence Decisions (FTD) Target: 65% Performance: 51.3%
Customer Satisfaction with Service - ASB (CC) Target: 88% Performance: 76.4%	Public perceive there is more ASB (FTD) Target: 10% Performance: 16.2%
Customer Satisfaction with Police Action (CC) Target 88%: Performance: 84.5%	Public perceive there is more crime (FTD) Target:10% Performance: 13.6%
Customer Satisfaction with Feedback (CC) Target: 80% Performance: 77.8%	Public perceive that the police do a good job (FTD) Target:88% Performance: 86.5%

National Reductions	Local Priorities	National Detections
Reduce Total Recorded Crime Target: -10% Performance: -18.7%	Reduce Business Crime Target: -10% Performance: -19.0%	Detect Most Serious Violence Target: 50% Performance: 40.1%
Reduce Serious Acquisitive Crime Target: -11% Performance: -15.0%	Reduce Fatal & Serious Road Traffic Collisions Target: -14% Performance: -29.5%	Detect Serious Sexual Offences Target: 37% Performance: 26.2%
Reduce Most Serious Violence Target: -7% Performance: -6.8%	Public perceive the police can deal with minor crime (FTD) Target: 80% Performance: 61.3%	Detect Burglary Dwelling Target: 17% Performance: 8.5%
	Public perceive that the police understand the issues (FTD) Target: 90% Performance: 83.4%	Detect Robbery Target: 25% Performance: 18.4%
	Public perceive that the police deal with things that matter (FTD) Target: 90% Performance: 82.1%	Detect Vehicle Crime Target 11% Performance: 11.7%
		Detect Hate Crime Target: 41% Performance: 36.3%

Notes:

- FTD : Source is the independent Feeling The Difference Surveys, waves 25 to 28 (which equates to Apr 2010 to Mar 2011)
- CC : Source is Contact Counts Surveys, rolling 12 months ending Mar 2011
- WH : Source is DW_CRIME (CRIMES data in the data warehouse) as at midnight 01/04/2011
- Recorded crime compares the last twelve months (ending 31/03/2011) with the whole baseline year (April to March)
- The baseline year for recorded crime is 1st April 2007 to 31st March 2008; except MSV which is 2008/09
- Detected crime shows the detection rate year-to-date (01/04/2009 to 26/01/2011) and includes CUC 18