



**To:** Business Coordination Board

**From:** Chief Constable

**Date:** 04 June 2015

## PERFORMANCE UPDATE – 12 MONTHS TO MARCH 2015

### 1. Purpose

1.1 The purpose of this paper is to provide a performance update to the Business Coordination Board (“the Board”) on Cambridgeshire Constabulary’s (“the Constabulary”) performance against the priorities identified in the Police and Crime Commissioner’s Police and Crime Plan (“the Plan”) in the 12 months to March 2015.

### 2. Recommendation

2.1 The Board is invited to note the contents of the report.

### 3. Background

3.1 As the Constabulary has turned its focus towards vulnerability and responding to reported crime on the basis of threat, risk and harm, a move away from a purely quantitative regime is required. Thus, this report will be largely narrative and focused on the Plan objectives and outcomes and not the measures alone. In the main, the report reflects achievements in the year ending 31<sup>st</sup> March 2015, and covers the majority of outcomes and measures identified in the framework in the Plan. Performance against the Plan is monitored and managed through the wider governance framework in the Constabulary; specifically through the Force Operational Performance Meeting working alongside the Police and Crime Commissioner’s Performance working Group.

3.2 Delivering policing within the available budget (objective 2) is monitored through the Finance Subgroup. Maintain the resilience of protective services (objective 5) is monitored through Strategic Alliance governance processes.

#### **4. Maintain Local Police Performance – Objective 1 (12 months data to 31<sup>st</sup> March 2015)**

4.1 Keeping people safe and protecting the vulnerable underpins the Constabulary's approach to delivering a policing service; achieving this requires an effective and efficient prioritisation process and close working with communities and volunteers. Delivery against the key outcomes associated with this objective is discussed below.

4.2 **An effective response** to public calls for help is achieved through a call handling facility which responds to the public's prioritisation of their call (either through using 999 or 101). Emergency and non-emergency call handling performance in the rolling 12 months to March remained statistically comparable to the 2014 year end position. Although secondary call handling performance has remained a challenging issue this year, an uplift in resources agreed in March should see some improvement once posts are filled and staff are trained. The complex environment created by collaboration plans remains a risk to maintaining performance, however the Constabulary remains committed to supporting staff through this in an open and honest process.

4.3 **The drive to enhance operational policing resources through the use of volunteers (special constabulary) continues.** Offering career development opportunities and the integration of Specials across the wider policing environment are seen as important influences on the recruitment and retention of Special Constables<sup>1</sup>. There has been an increase throughout the year to 284, with the contribution made by the officer cohort over the 12 months increasing by 14,107 hours (an increase of 23% year on year). A further 31 new officers are currently undertaking training. Local Policing Areas remain the main beneficiaries of Specials' hours, with the Territorial Policing Command Integration Model providing a positive influence on specials engagement and working hours. Recruitment into the regulars has remained constant.

4.4 **The Public's confidence** in the Constabulary (to deal with the issues that matter the most) is reflected in the Policing in Cambridgeshire Survey (PiC); the key issues for respondents remain reasonably constant, with a desire for more police presence featuring highly. As the benefits of project METIS become firmly established, opportunities for impacting on this may present themselves. However, this should be weighed against the increasing demand arising from the threat, risk and harm approach to prioritisation, which means resources will be tasked accordingly but consequently there will be less visibility in areas where there is less demand in respect of threat, risk or harm. The overall confidence of the public is statistically higher at March 2015 year end than at the same point last year.

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<sup>1</sup> Action 4; Operational Performance Board February 2015

4.5 Research shows that victims of crime form a perception of whether the police are interested in and engaged with them through the treatment they receive<sup>2</sup>. Thus, ensuring victims are satisfied with the service they receive (from the Constabulary) will facilitate an environment through which close working relationships can grow. Whilst **victim satisfaction** rates remain high in the Constabulary, and statistically better than the most similar group (MSG) of police forces, there has been some deterioration in recent months. In an environment where some victims are unlikely to receive the service they desire on their (lower level) crime, it has been recognised that improving the message at the first point of contact is key to setting expectations; the Local Policing Priority Review Meeting is addressing this.

**5. Continue to Tackle Crime and Disorder – Objective 3 (12 months data to 31<sup>st</sup> March 2015)**

- 5.1 Effectively tackling crime and anti-social behaviour requires a coordinated partnership response; through which the public can be protected from the harm caused and victims and witnesses can be supported. Whilst the Constabulary's focus is towards 'vulnerability', the Plan's objectives require recognition of the impact of specific crime categories on the public. Monitoring the wider 'victim based crime' category, together with burglary dwelling and hate crime is thus included.
- 5.2 March 2015 saw the anticipated seasonal increase in **calls for service**; providing an effective response to this demand based on the threat, risk and harm remains the Constabulary's aspiration. To that end, it is pleasing to report that attendance at the higher priority incidents remains comparable to last year at this time.
- 5.3 There has been a subtle change in the profile of incidents, with a reduction in anti-social behaviour and road related incidents, and an increase in violence, concern/welfare and domestic incidents. Improved compliance to crime recording standards and the prioritisation of victim vulnerability are key influences on crime levels. Notwithstanding these, as victims become more confident in reporting some crime types (for example domestic abuse), the quantitative picture will change; this is welcomed. Through the prioritisation of threat risk and harm, the organisation remains committed to directing resources to those most at risk.<sup>3</sup>
- 5.4 Attendance at some domestic incidents, particularly where there is no immediate danger has proved difficult in recent months. This is likely to be as a result of significantly higher incident levels and the complexities associated with the focus on this particular vulnerability. Notwithstanding these influences, the work of the Domestic Abuse Improvement Group is actively working to address performance in

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<sup>2</sup> (Bradford *et al*, 2009, p. 31).

<sup>3</sup> Agenda item 4.0, Performance Update, Business Coordination Board, 25 February 2015

this area; the forthcoming Chief Constable Leadership Seminars will reaffirm the need for the appropriate response to these victims in order to capture the best evidence available in a timely way.

- 5.5 **Victim Based crime** increased by 5.9% year on year. Although the rate of increase year on year exceeds the national, Cambridgeshire's rate of increase is lower than the regional average. At the same time the crime rate per thousand population remains comparable to the MSG (50.61 v 46.75)<sup>4</sup>. This direction of travel should be balanced against the Constabulary's objective to 'do the right thing' by focusing on crime data integrity and vulnerability; the change in crime profile reflects this. Whilst violence against the person offences have increased, the rate of increase is greater in the category 'without injury', which now accounts for a greater proportion of victim based crime than was the case last year, this has been strongly influenced by the drive for improved crime recording standards .
- 5.6 The change in profile is positioned against a year on year reduction in offences of 'theft'; and is broadly reflected in the national picture. The recent Crime Survey of England and Wales <sup>5</sup> focussing on property crime highlights the national trend in the fall in property crime. The diminishing proportion of theft offences in the Cambridgeshire crime profile<sup>6</sup> is in line with the CSEW trend<sup>7</sup>.
- 5.7 **Sexual offences** (a key component of victim based crime) have increased reflecting an additional 361 victims who have been confident enough to report their case for investigation. The proportion of these deemed 'historic' has been an influential factor on this increase, rising from 34% in 2012 to c45% in the year ending March 2015. Whilst this trend is welcomed, it does come with its own challenges, due to the often complex nature of the cases, specifically around the length of time it takes to gather evidence and present a case for prosecution. The impact of this change in demand profile is apparent in investigative workload tensions.
- 5.8 Whilst there has been an increase in **Robbery** offences this masks the driving influence which is one of youth on youth aggression, sometimes within an educational environment. The Constabulary's response to this has been to engage partnership resources in the solution through the safer schools project. Educating young people about the consequences of committing these types offence is a key part in proactively attempting to change behaviours.

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<sup>4</sup> FORCESIGHT March 2015

<sup>5</sup> <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/focus-on-property-crime--2013-14/sty-patterns-and-trends-in-property-crime.html>

<sup>6</sup> Which includes (but is not limited to ) vehicle crime, burglary , theft of pedal cycles, theft from person,

<sup>7</sup> <http://www.ons.gov.uk/ons/rel/crime-stats/crime-statistics/year-ending-september-2014/sty-stock-take-of-crime-statistics.html> accessed 29/05/2015 11:33

- 5.9 The Constabulary continues to operate an intelligent dispatch process to most reports of **Burglary Dwelling**. Although this can be challenging in the smaller territorial areas due to resource levels. All areas prioritise demand according to threat risk and harm and the Board should be reassured by this; where there is an immediate risk the response time remains within c15minutes.
- 5.10 ‘Cocooning’<sup>8</sup> tactics in the area surrounding the offence location, have assisted in reducing offences to below the level in the year ending March 2014. Whilst the investigation of Burglary Dwelling offences remains the focus of dedicated resource teams, the broadening of their (the teams) remit to encompass the growing demand from focussing on the vulnerable has made managing workloads, and thus effective investigations, challenging; thus the ‘prosecution possible’ outcome rate remains lower than desired at year end. This issue is being addressed through the Local Policing Priority Review Process.
- 5.11 Despite the fall in outcome rates, 94.4% of Burglary Dwelling victims remain satisfied with the service they receive from the Constabulary, which is comparable to last year. This indicates that whilst the outcome of an investigation is important, a greater emphasis is placed on the interaction and communication officers have with victims than the criminal justice outcome.
- 5.12 Victims of **hate crime** can be some of the most vulnerable, therefore the significant increase in recorded offences is to be welcomed as an indication of more confident victims; thus providing more opportunities for the Constabulary to safeguard these vulnerable victims. However, in light of recent indications of religious intolerance nationally, the Force Operational Performance Board commissioned analysis in order to fully explore whether Cambridgeshire is experiencing the same trend. Further work has been commissioned seeking the views of the Key Individual Networks and the communities they represent; this will be reported on in due course. The Constabulary has dedicated resources allocated to Hate and Community cohesion issues; taking a proactive approach to identifying and dealing with Hate crime and engaging directly with individuals, groups and organisations in order to facilitate a better response. The development of a third party reporting scheme in Fenland provides a better environment for victims to report to a number of agencies, and makes increased reporting a likely outcome.
- 5.13 The **partnership approach to Anti-Social Behaviour (ASB)**, with appropriate use of new legislative powers is now firmly embedded across districts. Whilst some gaps remain in the deployment to ASB based on risk this is acknowledged and monitored through the ASB strategic group. The Public’s Perception of ASB in Cambridgeshire is

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<sup>8</sup> Where properties in the surrounding areas are visited in the immediate aftermath of the offence to provide crime prevention advice and gather any available evidence.

low, and whilst some variation is apparent at the local level, all areas report an improvement. At the same time, reports of ASB (to the police) and the local community safety partnerships have fallen, with the rate of reduction statistically significant (police).

5.14 **The Constabulary** remains committed to tackling the impact of **Organised Crime Groups** (OCGs) on the lives of the public of Cambridgeshire. The current focus is to adopt and investigate those OCGs which cause harm through the impact on communities or through the exploitation of vulnerable people. A reduction in the total harm caused by OCGs in Cambridgeshire was achieved in 2014/2015; however, the impact of OCGs will change, as intelligence pictures develop and criminal factions separate and merge. In line with the national guidance, the management of OCG's within the constabulary is currently under review; developing the effective use of all policing assets from the local through the regional (Eastern Region Special Operations Unit) and beyond (National Crime Agency) to disrupt organised criminality continues to be the focus.

## 6. Keeping People Safe – Objective 4 (12 months data to 31<sup>st</sup> March 2015)

6.1 Protecting those at most risk of harm through a policing approach that embraces partnership working is the desired outcome for the Constabulary. Some of the most vulnerable communities are those who are vulnerable to domestic abuse. The Multi Agency Safeguarding Hub (MASH) provides the partnership response to these victims, through which safeguarding is delivered.

6.2 **The Victims Hub** (The Hub) provides a resource which is designed to provide the support victims need to help them to cope and recover from their experience. Early indications are that victims are reassured to know the Hub is there to support them if needed, even if that need surfaces at some point in the future (even after the case is closed). However, the Constabulary has recognised this does not negate the need for all other Constabulary resources throughout the victim's journey, to remain focussed on the victim's needs.

6.3 The provision of victim initiated **restorative justice** is fulfilled by resources in the Victims' Hub. Victim Care coordinators in the Hub have begun the conversations with victims with positive results. The development of a performance framework is work in progress.<sup>9</sup>

6.4 The volume of **domestic abuse** has increased year on year. Safeguarding begins at the point an officer attends the call for service; with the scale of safeguarding designed to meet the level of risk identified. At the lowest level, this may simply be the actions of

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<sup>9</sup> BCB RJ Paper 15/06/2015

the response officer in ensuring the safety and wellbeing of the victim, through to the activities of the MASH in helping and protecting the victims deemed at medium or high risk. Improvements in domestic response times remain a focus in order to ensure a sustained improvement is achieved; with a move to using victim led appointments for the less urgent cases where appropriate in order to ease the demand burden on front line officers.

- 6.5 The scale of work reaching the **MASH**, from not only domestic referrals, but also child and adult abuse referrals is considerably higher than was once the case; with the risk profile remaining relatively constant at two thirds medium and one third high. These cases are resource intensive; supporting victims through the investigative process whilst safeguarding them from future abuse is challenging. As a consequence of the focus on vulnerability, victims of domestic (and child/adult) abuse are prioritised; this impacts on resources spanning both territorial policing and public protection.
- 6.6 It has been recognised through the Domestic Abuse Improvement Group that some officers require additional training in scene attendance, immediate investigations and safeguarding.<sup>10</sup> This is being facilitated through attachments to the Domestic Abuse Investigation Unit. Whilst **prosecution possible outcome** rates have deteriorated, and remained below the level seen in the last 12 months; an improvement in initial investigative quality and case preparation is acknowledged and it is anticipated this will manifest in an improvement in outcome rates in the coming months.
- 6.7 It is important that victims of Hate Crime, as potentially some of the most vulnerable victims, are reassured by and satisfied with the service they receive from the Constabulary. Achieving this will drive up confidence in the Police response, and therefore the likelihood of reporting. The **satisfaction of racist incident victims** (with the overall service provided) was comparable to last year in the 12 months to March 2015 (80.0% v 78.9%), this is to be welcomed. In line with recent Home Office guidance, the victim survey cohort has now been widened to cover other protected characteristics, thus the survey becomes a true reflection of 'hate victims'.
- 6.8 The Constabulary continues to prioritise **Child Sexual Exploitation** and **Human Trafficking**, with a number of intelligence led operations currently ongoing. This response is resource intensive, and whilst protecting the vulnerable is clearly the right thing to do, it puts additional pressure on resources.<sup>11</sup>
- 6.9 **Protecting vulnerable people** remains at the heart of operational policing priorities; however, the impact of this on response and investigative resources is acknowledged. Increasing investigative and safeguarding workloads are being monitored through the

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<sup>10</sup> Actions 4 and 10. Force Operational Performance Board March 2015

<sup>11</sup> Daily Management Meeting Briefing(s)

Local Policing Priority Review process. Outcome rates (all crime) are now statistically lower than at the year-end baseline; the same is observed for victim based crime. Work is currently ongoing to identify how workloads are prioritised, what the solvability threshold is/should be, and what investigative skill sets need refining. An investigative toolkit has been developed (based on the College of Policing evidence base through the ‘What Works’ foundation). This, in conjunction with the findings of bespoke analysis of investigative activity will inform future activity to ensure investigations are efficient and effective.<sup>12</sup>

6.10 Thus, **whilst total crime has increased (the majority of which is victim based)**, the board can be reassured that the increase reflects recent strategic direction, the organisations desire to protect the vulnerable and the changing nature of crime in society. The increase is reflected nationally, regionally and for the MSG. Cambridgeshire’s crime rates (per thousand population) remain comparable regionally and with the MSG of forces.<sup>13</sup>

6.11 It is acknowledged that more refinement of activities is required in order to ensure the response to demand is effective, efficient and legitimate. This is work ongoing and will be monitored through the governance processes in place.

6.12 However, the crime threat continues to evolve and develop, and with it the need to improve the Constabulary’s capability to respond; the changing demands on the Police was articulated in the HMIC Annual Assessment of policing in England and Wales<sup>14</sup>. In response to the problem posed by crimes with a technological aspect, the Constabulary has acknowledged the need to develop its capability to respond to and investigate both cyber dependent and cyber enabled crime. The establishment of the **Cyber Crime Unit (CCU)** is already well underway with an associated governance structure within Investigations to follow. Monitoring the volume of offences is already underway, with the Constabulary’s management information capturing reported offence levels on a daily/monthly basis.

<b>Contact Officer</b>	Head of Performance; Sue Ratcliffe, Corporate Development Department, Force Headquarters
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<sup>12</sup> Local Policing Priority Review Meeting; Action 1 March 2015

<sup>13</sup> FORCESIGHT March 2015

<sup>14</sup> <https://www.justiceinspectors.gov.uk/hmic/wp-content/uploads/state-of-policing-13-14.pdf>; P12