



**To:** Business Coordination Board

**From:** Chief Executive

**Date:** 10 November 2016

**DEVELOPING A PERFORMANCE FRAMEWORK FOR THE POLICE AND CRIME PLAN  
(COMMUNITY SAFETY AND CRIMINAL JUSTICE) FOR CAMBRIDGESHIRE**

**1. Purpose**

1.1 The purpose of this report is to update the Business Coordination Board (“the Board”) on the development of the performance framework for the Police and Crime Plan (the “plan”).

**2. Recommendation**

2.1 The Board is recommended to note the update.

**3. Progress in developing the Cambridgeshire Police and Crime Plan**

3.1 The Commissioner is building his plan around an overarching ‘Plan on a Page’ strategic summary. This single page sets out the priority Police and Crime Objectives themes of: **Victims, Offenders, Communities and Transformation**. Each theme has its own aim and suggests a framework through a series of shared outcomes to enable all agencies with a part to play in community safety and criminal justice to strategically direct the future delivery of services through these common goals. The plan is not being developed in isolation. Engagement on the plan has been ongoing throughout its development. It is being shaped by the views of the public, Cambridgeshire Constabulary, partners and the Police and Crime Panel.

3.2 The final sections of the plan are being worked up, this will include narrative around each theme and the resources set to be allocated to the plan. It is intended that a final version of the plan will be shared with this Board at the meeting on 16 December 2016. It will then be taken to the Police and Crime Panel for final comments on 1 February 2017.

#### 4. National Context

- 4.1 In 2010, the then Home Secretary abolished Home Office performance targets. This required a move away from a purely quantitative performance regime to one which is more qualitative and embraces an assessment of vulnerability and impact on long term demand. This move was reflected in the new 'PEEL' assessments made by Her Majesty's Inspectorate of Constabulary ("HMIC") which consider Police efficiency, effectiveness and legitimacy.
- 4.2 Nonetheless, in 2014 HMIC found the continuing existence of a target mentality on the frontline of some forces. In June 2015, the then Home Secretary therefore announced a comprehensive review of the use of targets in policing. The Home Secretary was clear that this was not a criticism of the use of data and management information by Chief Constables in the running of their forces. A measure (or indicator) is a source of information that can help users make informed decisions. Whereas a target relates to a particular level of performance that is to be aimed for, met or, exceeded over a period of time.
- 4.3 Chief Superintendent Irene Curtis' review 'The Use of Targets in Policing' was published in August 2015. The review reflected on the use of numerical targets in public services which began in the 1980s with greater use throughout the 1990s and early 2000s. With rapid technological advances the capture and processing of ever larger and larger amounts of data for use as management information was made possible.
- 4.4 The review also highlighted the well documented problems about numerical targets in public services including that they are often too crude for complex systems and can cause dysfunctional behaviour. The context for performance management in public services has changed dramatically in recent years. The Mid Staffordshire NHS Trust Public Inquiry, published in February 2015, provided a lesson for wider public services to ensure that governance systems do not enable targets to be met while missing the point on the provision of those services. The then Home Secretary expressed concern about targets distorting operational reality, pointing to the perverse outcomes that took place in Rotherham and Sheffield.
- 4.5 The review also considered the future context for policing and the implications this has for how police performance is measured and managed – the changing nature of crime, reducing resources, the need for transformation.
- 4.6 The review highlighted a draft set of guiding principles for effective performance management in policing:
- **Organisational purpose** – measure which clearly link to the purpose, vision and objectives of the organisation and a balance of indicators to reflect the performance of the whole 'system'.
  - **Decision making and problem solving** - measures should help the organisation make decisions about how to improve performance through effective deployment of resources. The choice of measures should be kept

under constant review to respond to the latest problems presented by a changing environment.

- **Accurate data recording** - measures rely on accurate data to provide a realistic view of performance.
- **A proportionate approach** - the approach should not create unnecessary layers of reporting or bureaucracy. Rather, it should align naturally with the organisation's decision-making processes, with the right information available at the right time to those who need to use it.
- **Leadership and culture** - leaders should have the skills and abilities to understand and interpret performance information and to use it effectively to make decisions. Leadership behaviour should promote a positive performance culture, supported by recognition mechanisms.
- **Communication**: the communication of measures should engage everyone in understanding the organisation's performance. The language used to describe performance should be commonly understood.

## 5. Cambridgeshire Context

- 5.1 Nationally crime levels have fallen over the last twenty years; however the nature of crime has changed from high volume burglary and vehicle crime to previously 'hidden' crimes like child sexual exploitation, sexual violence, domestic abuse, as well as online fraud and cybercrime. This has also been reflected in Cambridgeshire and Peterborough. Despite recent rises in levels of recorded crime, believed to be driven by improved recording practices, the overall crime rate for Cambridgeshire remains lower than previously. However, more locally there is a mixed picture with pressures resulting from crime levels in some areas.
- 5.2 HMIC's 2015 Assessment found Cambridgeshire Constabulary to be "good" at preventing crime and anti-social behaviour and keeping people safe, but it found it "requires improvement" in terms of investigating crime and managing offenders. An action plan is in place and a programme to improve crime investigation is underway.
- 5.3 The Chief Constable is responsible for the delivery of policing and has arrangements in place for the management of performance and the Constabulary's response to emerging issues. The Commissioner monitors the Chief Constable's performance management arrangements in order to hold the Chief Constable to account for the Constabulary's performance.

## 6. Performance Monitoring

- 6.1 A vast range of **performance measures** are monitored by the Constabulary to inform decision making and prioritisation on a daily basis. At a strategic level, the Force Executive Board has a monitoring role for performance which is delegated to the Force Performance Board which is now chaired by the Chief Constable. The Force Monthly Performance Meeting is chaired by the Assistant Chief Constable.

The Commissioner uses **feedback from the public** to help him to support and challenge the provision of policing in Cambridgeshire. The Commissioner also undertakes a

programme of frontline visits to help him support and challenge across the system of policing, community safety and criminal justice.

- 6.2 The governance process results in a formal **quarterly performance report** to the Business Co-ordination Board, which is then published on the Commissioner's website will continue. The Commissioner will continue to request **in depth reports** on elements of performance where appropriate, as part of his transparent holding to account. Further detail and verification is sought through the Constabulary and the Office of the Police and Crime Commissioner's access to relevant performance databases.
- 6.3 The Commissioner and Chief Constable meet frequently and informally to ensure both are up to date with respect to each other's work. The Commissioner chairs or sits on key collaboration and partnership boards. The Office of the Police and Crime Commissioner is represented at key boards and groups both within the Constabulary and with partners, including the Professional Standards Department Governance Board (complaints). Any issues emerging through these discussions requiring decision or performance monitoring are escalated to the Business Co-ordination Board.
- 6.4 Each **Collaboration Agreement** sets out the arrangements for monitoring performance. Overall monitoring by Police and Crime Commissioner will take place through the Strategic Alliance and Eastern Region Collaboration Meeting.
- 6.5 There is a comprehensive programme of **internal and external audit**. Internal and External Audit reports are reviewed by the **Joint Audit Committee**. As set out in the **Joint Strategic Risk Register**, robust controls assurances are in place to ensure continuous and appropriate management of policing.
- 6.6 **HMIC inspections reports** regarding Cambridgeshire are reviewed by the Commissioner when received and the Commissioner's response is published. Regular monitoring of progress against recommendations is undertaken by the Commissioner and his office.
- 6.7 The Commissioner publishes an **Annual Report** on the exercise of his functions. The **Police and Crime Panel** scrutinises the Commissioner's exercise of his statutory functions. The Panel does not scrutinise the Chief Constable.
- 6.8 The Commissioner may make a **crime and disorder reduction grant** to any person or organisation and may make this grant subject to any conditions considered appropriate.
- 6.9 The Office of the Police and Crime Commissioner maintains an **Independent Custody Visitors Scheme** to provide independent monitoring of police custody areas and check that Police and Criminal Evidence (PACE) Act guidelines are being followed. Issues are addressed with the Constabulary and escalated to regular discussions between the Commissioner and Senior Officers of the Constabulary as necessary.
- 6.10 The **Animal Welfare Visiting Scheme** is managed and co-ordinated by the Hertfordshire Commissioner's office on behalf of Hertfordshire, Bedfordshire and Cambridgeshire. It provides an independent check on the condition and welfare of police dogs across the tri-force area.

## **7. Performance Framework**

- 7.1 A vast range of performance measures are monitored by the Constabulary to inform decision making and prioritisation on a daily basis. For example, part of the Daily Management Meeting will include victim contact compliance. At a strategic level this will be reflected through monitoring of victim satisfaction. Strategic level measures will be captured within the performance indicators throughout the plan.
- 7.2 A vast range of performance measures, reports and emerging issues are monitored by the Constabulary and the Commissioner and his office throughout the year. This enables the Chief Constable and the Commissioner to scrutinise the overall performance of the Constabulary, including against the priorities and outcomes set out in the Police and Crime Plan. Key indicators are monitored closely to explore volumes and trends but this needs to be set in the context of the Constabulary's operational interpretation. It is important to note that the indicators monitored are not targets.
- 7.3 The performance indicators monitored by the Constabulary and the Commissioner will evolve over time to reflect operational developments. Given the focus on the community safety and criminal justice system as a whole, broader indicators rather than purely policing data have been incorporated for the first time, this includes Ministry of Justice data on reoffending rates and public health data.
- 7.4 Partnership governance and the performance framework will be developed further with partner agencies. In the context of increased partnership working, shared performance monitoring on topics such as domestic abuse and drugs and alcohol in the community safety sphere will be increasingly important. We are also working with the Criminal Justice Board to understand strategic performance monitoring of the criminal justice system.

## **8 Recommendation**

- 8.1 The Board is recommended to note the update.

## **BIBLIOGRAPHY**

<b>Source Document(s)</b>	
<b>Contact Officer(s)</b>	Cristina Strood, Head of Police and Performance