

CAMBRIDGESHIRE POLICE AND CRIME PANEL	Agenda Item No. 9
6 September 2017	Public Report

Report of Cambridgeshire Police and Crime Commissioner

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PERFORMANCE MONITORING

1. PURPOSE

- 1.1 The purpose of this report is to update the Police and Crime Panel (the “Panel”) on the Police and Crime Commissioner’s (the “Commissioner”) approach to performance monitoring of Cambridgeshire Constabulary (the “Constabulary”) and to inform the Panel’s approach to scrutinising how the Commissioner carries out this function.

2. RECOMMENDATIONS

- 2.1 The Panel is recommended to note the report and consider how it wishes to exercise its remit to challenge and support the Commissioner in his statutory functions through a future programme of reports on how each section of the Police and Crime Plan 2017 – 20 (the “Plan”) is being taken forward.

3. TERMS OF REFERENCE

- 3.1 Item 7 - To make reports or recommendations to the Police and Crime Commissioner with respect to the discharge of the Commissioner’s functions.

Item 8 - To support the effective exercise of the functions of the Police and Crime Commissioner.

4. BACKGROUND

- 4.1 The Police Reform and Social Responsibility Act 2011 (the “Act”) places a requirement on the Commissioner to:

- a) Hold the Chief Constable to account
- b) Scrutinise, support and challenge the overall performance of the Constabulary, including against the priorities set out in the Plan
- c) Set out in the Plan how the Chief Constable’s performance in providing policing will be measured
- d) Publish information to enable people to assess the performance of the Commissioner and Chief Constable
- e) Produce an Annual Report.

- 4.2 Under the Act, the Panel has a role in scrutinising the Commissioner’s exercise of his statutory functions. The Policing Protocol Order 2011 (the “Protocol”) states: “24. *The Panel provides checks and balances in relation to the performance of the PCC. The Panel does not scrutinise the Chief Constable – it scrutinises the PCC’s exercise of their statutory functions. While the Panel is there to challenge the PCC, it must also exercise its functions with a view to supporting the effective exercise of the PCC’s functions*”. In the spirit of the Protocol, this report provides details of operational policing performance, for the Panel’s information only.

4.3 The Panel endorsed the Commissioner's Plan in February 2017 and the Plan was published on 29 March 2017. The Panel considered the Commissioner's approach to performance monitoring on 14 June 2017.

5. CONTEXT

5.1 In 2010, the then Home Secretary abolished Home Office policing performance targets and then sought to ensure that numerical targets were not able to distort priorities¹. In line with this, nationally there has been a clear move away from a purely quantitative or numerical performance regime to one that is more qualitative and embraces an assessment of vulnerability and impact. This move has been reflected in the assessments made by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS).

5.2 The changing nature of policing is well recognised nationally². The College of Policing demand analysis report found that while recorded crime has reduced, demand on the police has grown in other ways. Crime types which are more complex to investigate and require more police time are now a greater proportion of police recorded crime. Incidents involving people with mental health issues appear to be increasing. Non-crime incidents account for over 80% per cent of calls in Cambridgeshire, with over 41% of all calls had a public safety or welfare element.

5.3 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 which remains one of the safest places in the country.

5.4 Recent rises in levels of recorded crime nationally, are also reflected in Cambridgeshire. These changes have been strongly influenced by improvements in police crime recording practices and, for instance, the expansion of the types of crime included in the category of 'violence without injury'. There is, however, no room for complacency.

5.5 There has been a rise in calls for service and there are pressures in some areas. The Constabulary's Local Policing Review has been reviewing the Constabulary's policing and governance model to ensure it is sustainable for the next three to five years and supports delivery against the Plan.

6. BUSINESS INTELLIGENCE INFORMATION

6.1 The Chief Constable is responsible for the delivery of policing and has arrangements in place for the management of the Constabulary's performance. A vast range of performance information is monitored by the Constabulary to inform decision making and prioritisation on a daily basis. At a strategic level in the Constabulary, the Constabulary's Executive Board, Force Performance Board and Force Monthly Performance Meeting each have a monitoring role.

6.2 The approaches to performance monitoring by the Constabulary and the Commissioner recognise the complex interaction between different issues and the importance of context and narrative around each data set. Given that it is acknowledged that targets can distort, to provide a RAG (red, amber, green) rating as a visual cue to monitoring performance can be equally misleading. However, the Plan provides an indication of the business intelligence information that is being captured through the new Plan's Business Intelligence Information Dashboard 2017 - 20. It is recognised that not all data sets lend themselves to dashboard-style reporting but these will be monitored and incorporated appropriately through performance reports.

¹ "This Government has abolished all national police targets...the problems I have long noted with numerical targets: skewing priorities; causing dysfunctional behaviours; and reducing officer discretion...targets don't fight crime, they hinder the fight against crime. They distort operational reality...while undue focus on one target can lead to some other crimes being neglected altogether...the public expects to see forces serving their communities, not chasing arbitrary targets" Theresa May, December 2015

² "The nature of police work has changed significantly. Cyber-enabled crime has increased. So has the need for officers and staff to investigate and gather intelligence online and via information technology. Protecting vulnerable people has rightly become a high priority for policing. Officers and staff now spend more of their time working to prevent domestic abuse, monitor high-risk offenders and protect at-risk children" College of Policing CEO, December 2016

- 6.3 The Commissioner and his office are able to access a wide range of performance information including through the Performance Working Group, performance reports and other reports which hold the Constabulary to account through the Business Coordination Board.
- 6.4 Formal quarterly performance reports continue through the Business Coordination Board, along with reports on other areas of the business which are delivering towards the Plan.
- 6.5 In addition, the Commissioner uses feedback from the public to help him to support and challenge the provision of policing in Cambridgeshire. He also undertakes a programme of frontline visits to inform him to help him support and challenge across the system of policing, community safety and criminal justice. HMICFRS also provides information on how the Constabulary is performing and the force acts upon the feedback from HMICFRS.
- 6.6 The Plan focuses on the community safety and criminal justice system as a whole which requires a partnership response. The Commissioner now Chairs the Countywide Community Safety Strategic Board (the "Countywide Board") and the Criminal Justice Board. The Countywide Board and Countywide Community Safety Agreement aim to develop a more joined-up approach to community safety service delivery, enable more effective and co-ordinated strategic planning across partner agencies and to ensure sustainable and lasting improvements in delivering outcomes. The Criminal Justice Board helps to ensure an efficient and effective criminal justice system. The development of the dashboard is an iterative process and in due course will see the inclusion of a number of new and partnership data sets which capture the work partners and these Boards are delivering towards the Plan.

7. SUMMARY OF CURRENT TRENDS AND CONSTABULARY PERFORMANCE – 12 MONTHS TO JUNE 2017

- 7.1 Nationally, the current level of demand on policing is high in terms of '999' calls and recorded crime and Cambridgeshire is no different. This year has seen an early rise in the number of incidents recorded and 999 calls for service creating high overall demand. This has an impact in a range of ways including:
- **Victims** – victim satisfaction in terms of police attendance and follow up contact. Encouragingly, victim satisfaction remains high (and higher than Most Similar Forces), despite some recent deterioration linked to the demand pressures. Crime types, such as serious sexual offences and domestic abuse, which are more complex to investigate and require more police time are now a greater proportion of police recorded crime and therefore put pressure on investigative resources and prosecution possible outcomes.
 - **Offenders** – levels of recorded crime and pressure on investigative resources and prosecution possible outcomes, again reflecting national trends.
 - **Communities** – call handling times, levels of hate crime and public feedback about whether the Constabulary was dealing with local concerns. Although the percentage of respondents who feel safe in their community remains high, anti-social behaviour (ASB) incidents recorded by the police remain stable and there continues to be a low percentage of respondents concerned about high levels of ASB in their area.
- 7.2 The Constabulary's focus remains on protecting the most vulnerable victims in our community and targeting the most dangerous offenders. During the summer months the police traditionally see an increase in calls for service. In response, and to meet anticipated additional demand during the summer holiday period, the Constabulary has put in place a specific time limited operation to ensure front line resilience. The Constabulary recognises that when demand grows it will be necessary to prioritise and focus activity upon the areas of highest risk and harm to our communities. The Constabulary has commissioned a Local Policing Review that is tasked with developing a sustainable policing model for the next three to five years. In support of this, a detailed study of current demand is being undertaken using bespoke demand modelling software, analysing data from the last three years to enable the optimum use of resources. HMICFRS had previously highlighted the need to more fully understand demand and to plan for demand in the future.

- 7.3 In line with the picture emerging from the most recent national crime statistics published by the Office for National Statistics, improved compliance with national recording standards, the expansion of definitions of crime types and the willingness of victims to come forward are all having an impact on the levels of recorded crime. Although in the context of significant falls in crime levels more generally in the last twenty years, nationally and locally there are now signs of some genuine increases in some crime types such as violence. The Constabulary is monitoring these trends to better understand what is driving these changes and what mitigating action is required.
- 7.4 In terms of offenders, these demand pressures also have an impact on the Constabulary's ability to resolve crimes with a recent deterioration in 'prosecution possible outcomes'. The Constabulary's Local Policing Review is intended to help to effectively manage demand on investigative resources by creating a demand hub to more effectively triage at the front end of the process. The Constabulary is also focussing on ensuring the quality of the whole investigative process.
- 7.5 In terms of communities, the Constabulary has work in place to tackle hate crime across the county, incorporating national policy, strategic and tactical plans, and victim satisfaction.
- 7.6 The Commissioner continues to monitor performance, hold the Chief Constable to account for performance, exploring and seeking reassurance as to what the Constabulary are doing to address matters. This has been carried out through regular 1:1's, internal strategic meetings, the Performance Working Group, and the Business Co-ordination Board. In line with the Plan, the Commissioner is also working with partners to address issues which have a direct impact on demands on policing, and other issues relating to victims, offending and communities through the Criminal Justice Board, Cambridgeshire Countywide Community Safety Strategic Board and other mechanisms.
- 7.7 Detailed quarterly performance reporting for the 12 months to June 2017 can be found in the Business Co-ordination Board report Performance Update – 12 months to June 2017', Agenda Item 4.0, 7th August 2017, which Panel members have been sent previously.

8. TRANSFORMATION

- 8.1 The transformation section of the Plan is key to delivering economy and efficiency across the Police Service in order to ensure investment can be made in the frontline services and improved outcomes delivered to victims, the community and in tackling offenders. The current year has a balanced budget, as approved by the Commissioner in January 2017 but work is now underway for budget setting 2018/19 and a new Medium Term Financial Strategy (MTFS) for the period up to 2021/22. A detailed report on the early stages of the MTFS is also presented to the Panel at their September 2017 meeting. That report highlights the risks and issues that are currently in place and discusses investments required to help manage demand and developments taking place across the police service.

9. NEXT STEPS

- 9.1 The Panel may wish to consider how it wishes to exercise its remit to challenge and support the Commissioner in his statutory functions through a future programme of reports on how each section of the Plan is being taken forward.
- 9.2 In line with its role in supporting the exercise of the Commissioner's functions, Panel members are asked to consider how they might communicate key messages and challenges to their respective organisations. Key partnership issues include housing, mental health, drugs and alcohol, education, training and employment.

10. BACKGROUND DOCUMENTS

- 10.1 Business Coordination Board, 7 August 2017 'Performance Update – 12 Months to June 2017'
<http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2017/08/17-08-07-BCB-Agenda-Item-4.0-Quarterly-Performance-Report-12-months-to-June-2017-.pdf>
- <http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2017/08/17-08-07-BCB-Agenda-Item-4.0-Data-Pack-June-2017.pdf>
- Office for National Statistics, 'Crime in England and Wales: year ending Mar 2017' 20 July 2017
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmar2017>
- Business Coordination Board, 22 June 2017 'Cambridgeshire Constabulary Local Policing Review – Update' <http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2017/06/17-06-22-BCB-Agenda-Item-9.0-Cambridgeshire-Constabulary-Local-Policing-Review-update.pdf>
- Police and Crime Panel, 14 June 2017 'Performance Monitoring'
<http://democracy.peterborough.gov.uk/documents/s31128/10.%20Performance%20Monitoring.pdf>
- Police and Crime Plan 2017-20 Community Safety and Criminal Justice Cambridgeshire and Peterborough, <http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2016/09/Police-and-Crime-Plan-March-2017-FINAL.pdf>
- Business Coordination Board, 10 November 2016 'Developing a Performance Framework for the Police and Crime Plan (Community Safety and Criminal Justice) for Cambridgeshire'
<http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2016/11/16-11-10-BCB-Agenda-Item-7.0-Police-and-Crime-Plan-and-Performance-Framework.pdf>.

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