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| CAMBRIDGESHIRE POLICE AND CRIME PANEL | Agenda Item No. 9 |
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Report of the Cambridgeshire Police and Crime Commissioner

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POLICE AND CRIME PLAN VARIATION – PERFORMANCE FRAMEWORK – APPENDIX 2

1. PURPOSE

- 1.1 For the Police and Crime Panel (“the Panel”) to review the variation to Appendix 2 (Performance Framework) of the Police and Crime Commissioner’s (“the Commissioner”) Police and Crime Plan (“the Plan”). The variation seeks to update the Plan to reflect changes to performance reporting.

2. RECOMMENDATIONS

- 2.1. The Panel review the variation to the Plan provided with this report.

3. TERMS OF REFERENCE

- 3.1 Item 1 - To review and make a report or recommendation on the draft Plan, or draft variation, given to the Panel by the Commissioner.

4. BACKGROUND

- 4.1 When the Commissioner took office it was his intention for the evolution of the former Police Authority’s Local Policing Plan rather than a revolutionary approach and starting from scratch. The Plan sets out the Commissioner’s clear commitment to holding the police to account on behalf of the public. The Commissioner has treated the Plan as a ‘live’ document; some aspects of the Plan are still relevant after 18 months and other aspects have been subject to variations. These variations will continue as required.
- 4.2 The Police Reform and Social Responsibility Act 2011 (“the Act”) places a responsibility on Police and Crime Commissioners to issue a Plan within the financial year they are elected. The Commissioner’s Plan was published by 31st March 2013.
- 4.3 Since the initial publication of the Plan there have been a number of operational developments which are not reflected in the current version of the Performance Framework within the Plan. There has been an increasing focus on responding to reported crime on the basis of threat, risk and harm, including the proactive identification of those who are vulnerable to becoming victims or offenders, ensuring a range of options are available.
- 4.4 Under the Act, before issuing or varying a Plan, the Commissioner must consult with the Chief Constable of Cambridgeshire Constabulary (“the Constabulary”) and send the draft plan or variation to the Panel. The Panel must review the draft plan or draft variation and make a report or recommendations to the Commissioner.
- 4.5 The Commissioner has consulted with the Chief Constable. Papers on the variation of Appendix 2 of the Plan was submitted to the Commissioner’s Business Coordination on the 24th March and 4th June 2015.

5. PERFORMANCE FRAMEWORK - PRINCIPLES

- 5.1 The Commissioner wants the Constabulary and other partners to be focused on what is important: making Cambridgeshire a safer place in which to live, being focused on getting the job done, not just measures and targets. The Commissioner expects the Constabulary and other partners to strive to be more joined up, efficient and effective.
- 5.2 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 fulfil his statutory duty to hold the Chief Constable to account for the Constabulary's performance.
- 5.3 Performance monitoring must be visible to the public. One of the Commissioner's pledges focuses on being the voice of the people. The Commissioner uses feedback from the public to help him to continually support and challenge the provision of policing in Cambridgeshire.
- 5.4 Statistics are a valid information source and one element that can help in providing knowledge about performance levels. The measures must, however, be an indicator of one element of performance not the end in themselves. Indeed, one of the profound learning points for the wider public sector from the Mid Staffordshire NHS Foundation Trust Public Inquiry, was that governance systems should not enable targets to be met while missing the point on the provision of services.
- 5.5 This point was recently reinforced in a speech made by the Home Secretary when she announced an independent review of the use of crime and performance targets in every police force in England and Wales. The Home Secretary recognised the use of data to understand and manage operational policing but expressed concern about targets distorting operational reality, pointing to the perverse outcomes that took place in Rotherham and Sheffield.
- 5.6 The Commissioner does not set arbitrary targets for operational policing which can hinder the overriding need to 'do the right thing in the right way'. This ethos is in line with the Home Secretary's view.
- 5.7 The Commissioner takes a risk-based approach to performance. Risk management has been embedded into the work of the organisation on an ongoing and continuous basis. Robust controls assurances are in place to ensure continuous and appropriate management of policing.
- 5.8 A vast range of performance measures are monitored by the Constabulary and the Commissioner over time, in order to scrutinise the overall performance of the Constabulary, including against the priorities and outcomes set out in the Plan. The pledges and key indicators are monitored closely to explore volumes and trends, as well as the Constabulary's response to emerging issues. It is important to note that the indicators monitored are not targets.
- 5.9 The Commissioner has set up a Performance Working Group, which he chairs. The Group consists of the Assistant Chief Constable, the Constabulary's Principal Performance Analyst, and senior members of the Commissioner's Office. The Group enables the Commissioner to add additional rigour to the governance of performance. It also provides him with an opportunity to scrutinise the Constabulary's performance against the performance framework, and assure himself that the Chief Constable has performance monitoring arrangements in place.

6. DEVELOPMENT OF PERFORMANCE FRAMEWORK

- 6.1 Since the mid 1990s, the estimated level of crime in England and Wales has fallen. Historically many people have chosen not to report crime and methods of recording were inconsistent. As more people report crimes and recording processes nationally have been tightened up, levels of recorded crime have seen some rises. The threat, risk and harm approach taken by the Constabulary means that by targeting specific areas of crime and those most vulnerable, there is likely to be an impact on patterns of recorded crime. It is within this context that the performance framework has been refreshed.
- 6.2 The updates to the Plan since it was first published have seen a move away from a focus solely on volume crime to one where victims and their vulnerability are placed at its centre. The existing performance framework does not adequately reflect these changes.
- 6.3 In refreshing the performance framework, considerations have included:
- best practice in performance monitoring;
 - other Police and Crime Commissioner's performance monitoring approaches;
 - local authority performance monitoring approaches;
 - links with strategic risk management; and
 - Constabulary performance management arrangements.
- 6.4 The performance indicators monitored by the Constabulary and the Commissioner will evolve over time to reflect operational developments. Current developments which are likely to need to be captured more explicitly relate to the work of the Victims' Hub and the use of restorative justice and out of court disposals (including community resolutions). The performance framework will be developed further with partner agencies.

7. UPDATED FRAMEWORK

- 7.1 The updated Performance Framework (Appendix 2 in the Plan) is organised under the following headings and outcomes:
1. MAINTAIN LOCAL POLICE PERFORMANCE
 - We will build a policing model which provides better local policing, effective responses and uses resources efficiently
 - We will enhance local policing, responding to local priorities through close working relationships with communities and volunteers
 2. DELIVER POLICING WITHIN THE AVAILABLE BUDGET
 - We will maintain high standards of local policing through the effective and efficient management of resources
 - We will work collaboratively to secure best value and outcomes for the public within available resources
 3. CONTINUE TO TACKLE CRIME AND DISORDER
 - Individuals and communities from the harm caused by crime and anti-social behaviour
 - A police and partnership response to crime and disorder that supports victims and witnesses
 4. KEEPING PEOPLE SAFE
 - A policing approach that will work with partners to ensure those most at risk of harm are protected
 5. MAINTAIN THE RESILIENCE OF PROTECTIVE SERVICES

- We will ensure the constabulary is resilient in all areas of protective services, managing local demand with the ability to support national requirements.

8. NEXT STEPS

- 8.1 The draft variation will be reviewed by the Panel on the 17th June 2015. The Commissioner is aware that he must have regard to any report or recommendation, give the Panel a response to any such report or recommendation and publish his response.
- 8.2 The Panel are asked to note that other sections in the Plan will be updated in the coming months to give the entire document a refresh. In accordance with the Act, the Commissioner will bring these variations before the Panel to review.

9. BACKGROUND DOCUMENTS

- 9.1 Police and Crime Plan 2013-16 www.cambridgeshire-pcc.gov.uk/police-crime-plan
Performance Framework Update Report – Business Coordination Board
<http://www.cambridgeshire-pcc.gov.uk/work/>

10. APPENDICES

- 10.1 Appendices A and B - Draft Variation to Appendix 2, Cambridgeshire Police and Crime Plan.

PERFORMANCE FRAMEWORK FOR POLICE AND CRIME PLAN

Performance Framework

The Police and Crime Plan sets out the Commissioner's clear commitment to holding Cambridgeshire Constabulary to account on behalf of the public.

The Commissioner wants the Constabulary and other partners to be focused on what is important: making Cambridgeshire a safer place in which to live. This means being focused on getting the job done, on outcomes, rather than measures and targets.

The Commissioner expects the Constabulary and other partners to strive to be more joined up, efficient and effective. 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.

One of the Commissioner's pledges focuses on being the voice of the people. The Commissioner uses feedback from the public to help him to continually support and challenge the provision of policing in Cambridgeshire.

A vast range of performance measures, reports and emerging issues are monitored by the Constabulary and the Commissioner through 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. The pledges and 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.

The Commissioner takes a risk-based approach to performance, focusing on the most significant issues, with issues that require decision or performance monitoring by the Commissioner being escalated to the monthly Business Co-ordination Board.

The threat, risk and harm approach taken by the Constabulary means that by targeting specific areas of crime and those most vulnerable, there is likely to be an impact on patterns of recorded crime.

The Commissioner publishes information to enable people to assess his performance and that of the Chief Constable in exercising their functions. The Commissioner also produces an Annual Report on the exercise of the Commissioner's functions.

MAINTAIN LOCAL POLICE PERFORMANCE

Outcomes

- We will build a policing model which provides better local policing, effective responses and uses resources efficiently
- We will enhance local policing, responding to local priorities through close working relationships with communities and volunteers

Pledges

- Call handling – every call answered within 30 seconds
- Special Constables – numbers increased
- Local Policing – meet local needs
- Working in partnership – champion local initiatives and encourage more people to get involved with local Neighbourhood Watch groups
- Hold to account – hold the police to account on behalf of the public

Assurances

- Constabulary monitoring through Force Executive Board and performance management through Operational Performance Board; Organisational Development Board; People Group; Engagement Group; Ethics Equality and Inclusion Group
- Commissioner monitoring through Business Coordination Board and visits. Public feedback to the Commissioner through surgeries; correspondence; visits; outreach workers and other engagement
- Policing in Cambridgeshire survey data; Victim satisfaction surveys; call handling data; HR management system data

DELIVER POLICING WITHIN THE AVAILABLE BUDGET

Outcomes

- We will maintain high standards of local policing through the effective and efficient management of resources
- We will work collaboratively to secure best value and outcomes for the public within available resources

Pledges

- Visible policing – priority to frontline and as much visible policing as possible
- Increased collaborative working – improve efficiencies and make cost reductions by more co-operation with neighbouring forces

Assurances

- Constabulary monitoring through Finance Governance Board
- Deputy Commissioner monitoring through Finance Sub Group and Estates Sub Group. Commissioner monitoring through Business Coordination Board
- Finance and HR management system data; savings data

CONTINUE TO TACKLE CRIME AND DISORDER

Outcomes

- A Police and partnership response to crime and anti-social behaviour to protect individuals and communities from the harm caused by crime and anti-social behaviour
- A police and partnership response to crime and disorder that supports victims and witnesses

Pledges

- Anti-social behaviour – must be systematically tackled
- Burglary – all burglaries should be investigated by the police within an appropriate time of the offence taking place. I will be monitoring burglary detection rates
- Drugs – supporting work with partners to tackle drugs misuse and associated crimes

Assurances

- Constabulary monitoring through Force Executive Board and performance management through Operational Performance Board; Organisational Development Board; Operational Priority Review Group; Children and Young People Steering Group; ASB Group; Custody Steering Group; Cyber Crime Steering Group
- Commissioner monitoring through Business Coordination Board, visits and Independent Custody Visitors Scheme. Public feedback to the Commissioner through surgeries; correspondence; visits; outreach workers and other engagement
- Police recorded crime data; Policing in Cambridgeshire survey data; police recorded incident data; asset recovery data; Integrated Offender Management reoffending data; Youth Offending Service data; organised crime harm data; Restorative Justice performance framework

KEEPING PEOPLE SAFE

Outcomes

- A policing approach that will work with partners to ensure those most at risk of harm are protected

Pledges

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| <ul style="list-style-type: none"> • Taking a preventative approach – prevention and early intervention is key with persistent offenders and troubled families • Young People – supporting work with young people to divert them away from a life of crime |
| <p>Assurances</p> <ul style="list-style-type: none"> • Constabulary monitoring through Force Executive Board and performance management through Operational Performance Board; Organisational Development Board; Operational Priority Review Group; Children and Young People Steering Group; ASB Group; Custody Steering Group; Cyber Crime Steering Group • Commissioner monitoring through Business Coordination Board and visits. Public feedback to the Commissioner through surgeries; correspondence; visits; outreach workers and other engagement • Victims' Hub and Restorative Justice performance frameworks; police recorded crime and CPS data; policing in Cambridgeshire survey data; victim satisfaction survey data |
| <p>MAINTAIN THE RESILIENCE OF PROTECTIVE SERVICES</p> |
| <p>Outcomes</p> <ul style="list-style-type: none"> • We will ensure the Constabulary is resilient in all areas of protective services, managing local demand with the ability to support national requirements |
| <p>Pledges</p> <ul style="list-style-type: none"> • Increased collaborative working – improve efficiencies and make cost reductions by more co-operation with neighbouring forces |
| <p>Assurances</p> <ul style="list-style-type: none"> • Constabulary monitoring through Force Executive Board and performance management through Tri-Force Joint Protective Services Steering Groups • Commissioner monitoring through Eastern Region Collaboration Meeting, Strategic Alliance, Business Coordination Board and visits. • Road traffic collision data |

Across the full range of the Police and Crime Plan, internal and external audit reports are reviewed by the Joint Audit Committee. Her Majesty's Inspectorate of Constabulary (HMIC) inspection reports are reviewed by the Commissioner when received and the Commissioner's response is published.

KEY CONTROLS ASSURANCE MECHANISMS

Force Executive Board (FEB)

The Force Executive Board is the monthly meeting chaired by the Chief Constable and attended by strategic heads of business. It is where close attention is paid to both finance and resources and where strategic direction is set and managed. It is also the governance forum for the Constabulary which monitors constabulary risk. Operational decisions will be made by the FEB while key strategic decisions will be referred to the Police and Crime Commissioner. Minutes of the meeting are published on the force website.

Force Operational Performance Board

The Force Performance Board meets monthly and is chaired by the Assistant Chief Constable. The Chief Constable may attend at various points throughout the year. At this meeting, the chair will hold Command leads (and equivalent) to account for their own performance across the range of Police and Crime Plan outcomes. The Assistant Chief Constable will set actions as necessary to ensure performance improvements are maintained, and ensure that support can be directed where most needed.

Force Organisational Development Board

The Force Organisational Development Board oversees the efficiency and legitimacy of the Force. The meeting is chaired by the Deputy Chief Constable. The Board is responsible for issues including collaboration, workforce development and ethics, equality and inclusion. The groups which sit beneath and report to the Board are the People Group; Force Health and Safety Group; Risk Review Group; Engagement Group; Ethics, Equality and Inclusion Group; Information Management Strategy Group. Groups which provide updates to the Board are the Tri-Force Information Assurance Group and the Tri-Force Professional Standards Department Governance Board.

Business Coordination Board

The Business Coordination Board is a monthly meeting between the Commissioner, Deputy Commissioner, Chief Officers of the Constabulary and senior officers of the Office of the Police and Crime Commissioner, chaired by the Police and Crime Commissioner. It is a forum in which current and future business is discussed between the senior leaders of the two bodies, focussing on issues relating to strategy, governance, business and holding the Chief Constable to account. It is one forum in which decisions can be made by the Commissioner, informed by the decision making policy. The Board takes a risk-based approach. Minutes of the meeting and key papers are published on the Commissioner's website.

Finance Sub-Group

The Finance Sub-Group is a monthly meeting between the Deputy Commissioner, the Commissioner's Chief Finance Officer and the Constabulary's Chief Finance Officer. It is a forum in which the senior finance

leads in the two bodies are able to ensure that the finances are managed effectively. This includes detailed financial planning and monitoring to inform advice to the Commissioner and Chief Constable.

Professional Standards Department Alliance Sub Group Meeting

The Deputy Commissioner holds a quarterly meeting with the Deputy Chief Constable, Head of the Professional Standards Unit and senior officers of the Office of the Police and Crime Commissioner. It is a forum in which the Deputy Commissioner is able to have oversight of the handling of complaints across the Strategic Alliance and the Office of the Police and Crime Commissioner.

Joint Audit Committee

The purpose of the Audit Committee is to provide independent assurance of the adequacy of the risk management framework and the associated control environment, independent scrutiny of the Commissioner's and Chief Constable's financial and non-financial performance to the extent that it affects exposure to risk and weakens the control environment, and to oversee the financial reporting process. The Audit Committee is made up of five members who are independent of the Police and Crime Commissioner and the Constabulary and meets quarterly. An Integrity Sub-Committee could provide oversight and controls assurance regarding appointments and the management and monitoring of complaints and integrity issues.

Collaboration

Each Memorandum of Understanding will set out the governance arrangements to allow all bodies involved in the collaboration to participate in joint oversight of the lead Commissioner and Chief Constable. The **BCH Strategic Alliance** undertakes this role for the Bedfordshire, Cambridgeshire and Hertfordshire Alliance, meeting quarterly. The **Eastern Region Collaboration Meeting** undertakes this role for the Eastern Regional Collaboration.

Other

Internal Audit undertakes a risk-based rolling programme of audits to assess the adequacy of the fulfilment of statutory functions and good governance practices.

External Audit considers whether appropriate statutory functions are fulfilled effectively.

Her Majesty's Inspectorate of Constabulary (HMIC) conducts a programme of inspections of the Constabulary. The Commissioner is also able to request an inspection of the Constabulary by HMIC.