

Devon & Cornwall Performance Management Framework

Background

In June 2010 Teresa May speaking at the ACPO conference said that police targets hinder the fight against crime. In a speech that outlined the intention to introduce Police & Crime Commissioners, she urged Chief Constables and Police Authorities to remove targets and reduce bureaucracy.

In January 2014 the UK Statistics Authority removed the 'national statistics' designation from police recorded crime data.

In April 2014 the Public Administration Select Committee published the report 'Caught red-handed, why we can't rely on Police Recorded Crime.' This report highlighted a number of key points including statements that:

- Numerical targets drive perverse incentives to mis-record crime.
- Associated "attitudes and behaviour... have become ingrained, including within senior police leadership" raising "broader concerns about policing values".
- This presents officers with "a conflict between achievement of targets and core policing values."
- PASC "deprecate the use of targets in the strongest possible terms" and accuses the police of adopting a "flawed leadership model, contrary to the policing Code of Ethics."

The recommendations included:

- The Home Office should do more to discourage use of targets.
- The Home Office must take responsibility and accept accountability for the quality of Police Recorded Crime Statistics.
- Senior police leaders must emphasise data integrity and accuracy, not targets.
- They should place new emphasis on values and ethics, especially in the Metropolitan Police.

The HMIC report 'Crime recording: a matter of fact' was published at the beginning of May. It described the early results of the inspection into the way that police forces record crime data. This interim report was limited to the findings following inspection of 13 forces including Devon & Cornwall. The data presented in the report was not statistically significant and so can at best only be taken to be indicative at force level.

Overall the report provided a fairly damning view of the reliability and validity of the way that the police service records crime data. This supports the findings of the

Public Affairs Select Committee and the removal of the national statistics designation from police crime data.

Taken together it is clear that the use of performance targets within the context of policing is not considered prudent and indeed is attracting considerable criticism from the Home Office and HMIC.

In addition the evidence suggests that police recorded crime data cannot be reliably compared between forces. Issues that affect this include the processes adopted by individual forces to record crime, variation in leadership and integrity around recording crime.

Until such time as these issues have been addressed we need to be cautious when considering Devon & Cornwall's position in national rankings and the use of total crime as a performance measure needs to be balanced by an understanding of the competing tensions driving trends in this measure.

The New Approach for Devon & Cornwall

The refreshed Police & Crime Plan for Devon & Cornwall has reflected this debate, developing a bold new approach to performance management and in particular to how we assess delivery against the objectives set out in his police and crime plan. The new approach has been risk assessed for reliability, validity and the extent to which the measures are deliverable in context of the current and anticipated future pressures on police resources.

The following is an extract from the recent paper presented by the Tim Passmore of the APCC to HMIC 'Forward Looking Performance' which included our new performance management framework as an example of good practice.

The new framework provides greater depth of detail of the performance landscape, with many more aspects of police service provision being monitored than was previously the case. In addition we have removed potential for conflicting messages from for example requiring decreases in volume crime set against increases in reporting by vulnerable victims.

The measures take a 3 tiered approach to provide a focused direction of travel as follows:



As we worked through the risk assessment of the identified performance measures it became clear that some required considerable further development to establish a valid baseline or were less robust than we would have liked ideally (total crime per 1000 population for example). In response to these concerns we adopted headline measures (those that are robust with available baseline information) and secondary measures (those that require further development but which may become headline measures at a later point).

We believe that the new performance management framework offers a more detailed approach to performance than was previously the case and supports greater description of progress against the Police & Crime Plan priorities. It also shifts the focus of our performance scrutiny towards a more effective understanding of the drivers of performance and a more sophisticated understanding of performance.

A key challenge that remains is how we translate what is a quite complex performance framework into an effective dialogue with the public.

The table below provides an extract of some of the measures to illustrate the approach taken.

Headline Measure	Attainment	Secondary measure	Attainment
Victim based crime (excluding domestic and sexual abuse and hate crime)	Improvement in performance is expected	Total number of recorded crimes per 1000 population	Subject to performance in victim based crime, domestic abuse, sexual abuse and hate crime.
		Victim-based crime specific to rural areas	Current good performance should be maintained
		Victim-based crime specific to urban areas	Current good performance should be maintained
		Number of recorded domestic burglary offences per 1000 households	Current good performance should be maintained
%age of 101 callers satisfied with the overall service	Current good performance should be maintained	%age of 999 calls answered in target	Current good performance should be maintained
		%age of abandoned non-urgent FEC calls	Transformation of performance is required
Number of recorded violence against the person (excluding domestic abuse) offences per 1000 population	Transformation of performance is required	Number of recorded alcohol-related violent crime offences per 1000 population (excluding domestic abuse)	Transformation of performance is required