

POLICE AND CRIME PANEL

12 MARCH 2019

POLICE AND CRIME PLAN 2019-21

1. OVERVIEW

Alongside the development of the Police and Crime Needs Assessment in the autumn of 2018, the Avon and Somerset Police and Crime Commissioner produced and shared a project plan for refreshing her statutory Police and Crime Plan for the completion of her second term in office, required under the Police Reform and Social Responsibility Act 2011. The Police and Crime Panel are presented with this paper to accompany the draft Plan for their statutory review.

The Plan sets out the Commissioner's strategic priorities of:-

- Protect the most vulnerable from harm;
- Strengthen and improve your local communities;
- Ensure Avon and Somerset Constabulary has the right people, the right capability and the right culture; and
- Work together effectively with other police forces and key partner agencies to provide better services to local people.

The statutory Avon and Somerset plan covers the period 1 April 2019 to 31st March 2021. Progress in delivering the Police and Crime Plan is formally reported as part of the Commissioner's Annual Report in June each year, quarterly on the PCC website, and monitored and evaluated at monthly Police and Crime Boards. Delivery of the Plan is also assessed through a programme of assurance which include HMICFRS inspections, jointly commissioned audits, independent scrutiny panels and OPCC-led service delivery audits.

2. PROCESS

2.1 The Police Reform and Social Responsibility Act 2011 requires that the Police and Crime Plan, and any subsequent update of the plan, sets out for the Commissioner's remaining period in office¹ the:-

- policing of the police area which the chief officer of police is to provide;
- financial and other resources which the Commissioner is to provide to the chief officer of police;
- means by which the chief officer of police will report to the Commissioner on the chief officer's provision of policing;
- means by which the chief officer of police's performance in providing policing will be measured; and

¹ Up to the point at which the following statutory Police and Crime Plan must be issued by (in this case 31st March 2021).

- crime and disorder reduction grants which the Commissioner is to make and the conditions (if any) of those grants.

2.2 The plan has been developed by the Strategic Planning and Performance Officer in consultation with the Chief Constable, as required by the Act, and with the Strategic Plan Working Group (SPWG). This group comprises representatives of the OPCC, Constabulary, Police and Crime Panel and partner agencies. Panel member Councillor Asher Craig is the nominated panel representative on the SPWG.

2.3 Members of the SPWG were involved in developing the Police and Crime Needs Assessment (PCNA) in the autumn, which determined the current priorities were still relevant for the remainder of the PCC term. This was also supported by analysis of ongoing feedback from local people, indicating 98% of support for the priorities as previously set out. SPWG members participated in a workshop to review the PCNA findings, critique the current Plan objectives and measures and shape these for the refresh. In January 2019, the Panel were issued with a copy of a draft structure of the Plan, populated with the priority headings, priority objectives, resources available and financial planning information and proposed performance framework and methods of evaluating delivery progress. They were specifically invited to comment on the following:

- Whether the Plan accurately explains the financial context
- Whether the objectives are right for the continuing four priorities and whether any are missing
- Whether any of the objectives are likely to drive the wrong behaviours or achieve the wrong outcomes
- Whether any of the objectives seem unachievable in the current climate
- Whether the performance framework effectively matches the objectives
- Whether the balance is right in relation to performance by the police and partners
- Whether performance measures are set at the right level and are strategic

2.4 Further development of the Plan continued in parallel and on 6 February, the SPWG was issued with a draft of the Plan that was more complete in relation to the narrative to accompany objectives and spotlight features that illustrate core areas of focus either through their strategic importance or in relation to plans for significant improvement. Stakeholder feedback was invited and all feedback received was duly considered, with the majority of requests for change adopted.

3. DEVELOPMENT UNDERPINNING THE PLAN (INCLUDING SCRUTINY DESIGN)

3.1 Validation of the objectives for the Police and Crime Plan has not been limited to requests for stakeholder feedback. The Strategic Planning and Performance Officer has reviewed how each link to the stated outcomes of the Plan:

- People will be safe
- Vulnerable people and victims will be protected and supported
- Offenders will be brought to justice
- People trust the police
- People feel safe.

The same process has been done for the performance measures that will form the Central Dashboard, evaluating the linkage between both objectives and outcomes.

- 3.2 Consideration has been given to how to assess delivery. As the Panel have rightly pointed out, there is a need for both qualitative and quantitative measures. Governance arrangements were reviewed at the start of the second PCC term and with joint agreement between the OPCC and Constabulary were strengthened by the introduction of monthly Police and Crime Boards with thematic assurance reports accompanying regular performance reports.
- 3.3 Mapping the areas tested by HMICFRS and internal audit, the oversight provided by the Criminal Justice Board, Reducing Reoffending Board and Change Programme Boards, and the relative challenge of evaluating performance of each strategic priority (determining successful delivery of 'Protect the most vulnerable from harm' harder to evaluate in quantitative terms) it was agreed that the primary priority of Protect the most vulnerable from harm required more frequent review. It was also agreed that focusing internal audit on functional areas of the organisation would deliver best value for money, making best use of the auditors' knowledge, and avoid duplication with HMICFRS inspections.
- 3.4 A successful introduction of a risk-based approach to the annual internal audit plan was further improved by increasing the OPCC oversight of audit scopes. The same principles were applied to the thematic assurance reports and these have been jointly scoped by the Strategic Planning and Performance Officer, OPCC SLT lead for a priority area, the Constabulary's Governance Manager and relevant business lead. This has consistently improved the quality of scrutiny.
- 3.5 The introduction of the need to complete Force Management Statements as part of the HMICFRS annual assessment has advanced (alongside that brought from its investment in innovative technology) the Constabulary's understanding of its current and future demand, and its strengths and areas for development related to strategic threats and response to growing complexity of crime – particularly hidden crime, and need for a holistic approach to understanding vulnerability. These documents are a key source of assurance for both the Chief Constable and the PCC. The first set were completed in 2018 and shared with the Police and Crime Panel. Going forward they will be a key source for strategic decision-making. Alongside the Strategic Threat Assessment they will be the key Constabulary documentation to consider when refreshing PCNAs and developing Police and Crime Plans.
- 3.6 In considering the refreshed Plan and the new Strategic Framework that the Constabulary will launch in April 2019 (which includes revised governance arrangements for the Constabulary, and the development of a delivery plan that will underpin the Police and Crime Plan and internal assurance systems and processes), the Strategic Planning and Performance Officer has proposed revised governance arrangements for reviewing the Plan at monthly Police and Crime Boards. Preserved is the monthly overarching performance report, a thematic assurance report and the scoping approach to these referred to earlier in this paper. Changes include an appended report to the general performance report to cover delivery of Operation Remedy and its benefit realisation,

categorisation of the assurance that requires a qualitative assessment into areas that will align with OPCC and Link Panel Member Priority leads, and a dynamic performance assessment using Qlik technology that will generate actions to track through the delivery plan and report back to future Board meetings. The thematic areas of assurance and proposed frequency are:

- Vulnerability and effectiveness of victim support – quarterly
- Engagement and partnership – quarterly
- Prevention and enforcement – quarterly
- Capacity and capability – six monthly
- Strategic policing requirement – six monthly.

3.7 In determining the thematic areas of assurance, the Strategic Planning and Performance Officer has identified not only how the areas listed in the Plan for qualitative assessment would fit these categories but also which performance reports that sit in the layer beneath the central dashboard (see illustrative figure in the Plan) would likely inform the scoping of these reports (and so performance data from these could also be presented within the reports and reviewed at the Board).

3.8 A draft equalities impact assessment has also been carried out in relation to the process for developing the Police and Crime Plan and the anticipated impact of the Plan's delivery. This has been reviewed by the OPCC SLT. A copy of the current assessment can be obtained on request.

4. CONSIDERATION OF PANEL FEEDBACK TO-DATE IN PLAN DEVELOPMENT

4.1 The Panel provided feedback in July on the annual report. It acknowledged the assurance provided by HMICFRS inspection reports. The priorities for local communities are were also identified as road safety, ASB, drug crime, burglary. The PCC agrees with the Panel's view that the Constabulary need to make continued efforts to improve and has strengthened both the narrative in the Plan around local priorities but also ensured there are specific measures in the performance framework:

- inclusion of road safety measure in central dashboard
- 'tackling community priorities' measure has been expanded – continuing with national survey measure but also adding measurements relating to evaluation of problem-solving plans (road safety speeding issues and ASB)
- Operation Remedy performance framework will track performance of addressing drug dealing and residential burglary
- The thematic assurance reports offer the opportunity to assess performance in these areas in a qualitative way.

4.2 The Panel indicated it would want assurance from the PCC that she had confidence in the effectiveness of the Neighbourhood Policing model. The objectives set within Strategic Priority Two each align with a pillar of the model and having reviewed (through a previously scoped assurance report) the benefits realisation plan, measures identified to track benefits have been incorporated into the Central Dashboard of the Plan. The thematic assurance reports will also offer the opportunity to assess local policing performance in a qualitative way.

- 4.3 The Panel noted increasing gang violence in Bristol and Weston-super-Mare and the need to reflect responsibilities and responses towards this. The offer of support and challenge in addressing these issues is very welcome. The duty to galvanise a response to serious violence is reflected within the Plan and it carries a specific objective for the police and partners to work together to address serious violence and increase community cohesion.
- 4.4 The Panel accepted the increased precept in 2018 was to enable recruitment up to establishment of local policing officers in order to be increasingly visible, responsive and able to gather local intelligence. Acceleration of recruitment resulted and the early assessments of the neighbourhood model indicate that engagement and problem-solving activity has increased, with the technological advancements (mobile devices and laptops) have enabled greater visibility through reduced need to spend time at stations to access systems. This will continue to be monitored closely (with the Board receiving regular reports on recruitment progress and the oversight of the neighbourhood model benefit realisation, digital programme progress and now additionally through monitoring of the impact of Operation Remedy).
- 4.5 The Link Panel Member actively participated in the shaping of the Police and Crime Needs Assessment which considered performance and areas of required development (as assessed internally and externally) and levels of crime as well as rate of victimisation, complexity of crime and of victim and offender needs. The Panel was invited to review the Needs Assessment and determine the issues that would need to be addressed in refreshing the plan. Emerging threats as noted within this document have been reflected in the refreshed Plan.
- 4.6 The Panel's concerns about the ability to resource policing in rural areas is noted. To assure, a borderless approach to policing in Response has been adopted and the ability to make a timely response to priority calls to rural areas has recently been tested and proved successful. All areas other than South Bristol are reporting increased capacity since the model was implemented. When looking at where the risk of being a victim of crime lies, residents of Bristol are twice as likely to be a victim of crime as the other Local Authority areas. The levels of resource are monitored regularly within the Constabulary, but it will not be possible to completely evaluate the success of the allocated resources until the full complement of officers and staff is reached in terms of planned establishment.
- 4.7 Within the Key Lines of Enquiry document shared in February, the Panel showed interest in a number of crime types and questioned the approach to addressing them, whether there was sufficient emphasis on them in the Plan etc. The refreshed Plan moves away from listing crime types that need to be prioritised. This is deliberate and reflects a matured understanding about the nature of vulnerability (that vulnerable people can become victims of more than one crime) and in recognition that it is more beneficial to focus on standards that would apply across the crime types. However, a number of the Panel's areas of interest have been selected as spotlight features to provide more information about challenges and areas for planned improvement.

5. NEXT STEPS

- 5.1 Following the review of the draft Plan by the Panel, once the PCC and Chief Constable have considered comments from the Panel and have approved a finalised version of the Plan (reflecting changes as appropriate), the Plan will be issued to designers for publication. The Plan will be published on the PCC website (using the existing Plan microsite that also incorporates quarterly performance updates). The easy read version of the Plan will be reviewed and updated as necessary. Liaison with Community Safety Partnerships will take place in relation to the developed Local Plans, agreeing whether these require any adjustment. Given the priorities remain in essence unchanged it is likely that it will not be necessary to produce new versions, but for the CSPs to assess their delivery plans against emerging priorities (this is part of their regular planning cycle).
- 5.2 Activity will continue in relation to scoping assurance and validation of delivery plans (particularly the Constabulary's as they embed their new Strategic Framework which will see them consolidate delivery plans into one single delivery plan). This will be led by the Strategic Planning and Performance Officer, liaising closely with the Constabulary, OPCC SLT priority leads and corresponding Panel Link Members.
- 5.3 Noted in the Key Lines of Enquiry document is the Panel's request to have a conversation on performance management, the selection and use of KPIs and frequency that the Panel could scrutinise performance. It is proposed to share general performance reports with the Panel on a regular basis as exempt papers and to share thematic assurance reports at quarterly priority meetings with Link Members.

6. RECOMMENDATIONS

- 6.1 The Panel is asked to review the Police and Crime Plan for 2019-21.
- 6.2 The Panel is invited to make final recommendations regarding the draft Police and Crime Plan, and ratify the Plan subject to those recommendations.
- 6.3 The Panel is invited to discuss with the PCC any feedback it has about the explanation of governance arrangements and planned scrutiny of Plan delivery as outlined in the paper.
- 6.4 The Panel is invited to discuss with the PCC any perceived benefit of working together in documenting the role of the Panel in holding to account arrangements.