



**Lancashire  
Constabulary**

police and communities together

Originator(s): **ACC Bates**  
Territorial Policing Operations

Author(s): **ACC Bates**

Governance: **COG/SMT/PCC**

Date: 27<sup>th</sup> March 2017

Document Owner(s): Lancashire Constabulary

Handling Instructions: Restricted  
Version 2

**Dissemination is not permitted without reference to the author.**

## 1. Background

**1.1 Measures not targets** - Over the last three years the Constabulary has developed its performance approach. This work has been taking shape alongside more detailed leadership and cultural development, an innovative approach to wellbeing and the introduction of the Police Code of Ethics. The key driver for this evolving performance proposal is to develop a set of performance measures that connect to the public and professional expectations of the service, not merely numerical targets. We have purposefully striven to acknowledge the need to better connect performance measures and priorities to the core 'why' values of our staff. The proposals within this paper shape our performance approach in a way that is entirely consistent with our core organisational values of **'Fairness, Integrity and Respect'**. This proposal also recognised 'Post Targets Model for Performance Management' guidance notes (CC Jeff Farrar of Gwent 2016) but clearly localises it to the journey of Lancashire Constabulary as a high performing Force. The Constabulary always endeavours to be a learning organisation, which is in part driven by its performance culture. The ambition of the Constabulary is clear for 2017-2021:

**'A determination to consistently be the best police force in the country delivering the best quality of service to the public'**

**1.2 Austerity and change** - The context for the changing performance structures of the organisation has been the impact of austerity within public services, a shrinking organisation and a move toward integrated public service working. Similarly within context the scrutiny of the service must recognise the requirement to demonstrate value for money and hence our efficiency plans and force management statement will complement this framework. The challenge moving forward is to refine our approach to performance to drive the key priorities of the Constabulary as determined through public consultation and the Police and Crime Plan. The proposed performance framework is designed to support the overarching mission of the Constabulary:

**'To keep people safe and feeling safe, particularly the most vulnerable'**

The key priorities being:

1. Local Policing
2. Protecting Vulnerable People
3. Value for Money

## 4. Our People

**1.3 The Enablers** – The proposed approach to the performance framework also recognises that to achieve true continuous improvement there are several key enablers. These are recognised within the plans of the Constabulary and firmly recognise the value of development in '*culture, technology, partnerships and Leadership*'. These will underpin our achievements.

## 2. The Performance Model – 12x12

**2.1 Police & Crime Plan and PEEL** - The model is simple and is made of up of 12 key measures and 12 key diagnostics. It is constructed to demonstrate how the Constabulary delivers the Police and Crime plan, but also how it can deliver on the expectations within the HMIC Peel Performance framework. This will allow a simple way to ensure that performance governance; performance measures and accountability mechanisms throughout the organisation support us to deliver on our Police and Crime Plan priorities of:

1. Protecting Local Policing
2. Tackling Crime and Reoffending
3. Supporting Vulnerable People and Victims
4. Developing safe and confident communities

**2.2 Our community** - There are a number of benefits to this approach. The objectives within the Police and Crime Plan are based on consultation with the community and key stakeholders. In addition the framework also recognises the commitment of the Constabulary of emergency policing, neighbourhood policing and serious and organised crime.

**2.3 Understanding new demand** - The nature of policing demand is rapidly changing and is likely to continue to be so. One of the developments within this new performance approach is measures that include tracking and managing demand and to better understand the effective use of resources to meet that changed risk and threat demand. This does link to established work within the Constabulary futures programme to predict that demand and to play a part in national work across policing in England and Wales to improve the understanding of demand and effectively gear up policing and its funding structure to deal with it in partnership.

**2.4 Organisational Development 'Our People'** – the creation of an organisational strategy, a full programme of work and the relationships of the roles and responsibilities, occupational and professional development of

our staff feature within our approach. The methods to understand the requirements to 'up skill' and maximise the asset that is our current workforce whilst planning the development and scope of our future workforce are essential parts of the new performance and OD landscape. This creates more emphasis on leadership and how it delivers quality through people. This is reflected within the performance framework in a qualitative sense through reality checking, peer work and national lead activity across OD as a whole but also through some specific diagnostics on our people issues.

**2.5 Vulnerability demand game changer** - It is clear that vulnerability demand is growing at a faster pace than crime, and complex crime is also increasing simultaneously. This performance approach tracks and monitors changing demand and the ability of the Constabulary to get its key resources up-skilled and in the right place at the right time to meet that demand. Additionally, there is a focus through the change programme to better scope future demand and to become more efficient. The OD diagnostics element is constructed to ensure that the delivery of good performance is all clearly linked back through the OD structure to role definition, PDR, CPD and what we expect of our people. This is developing at a pace and has been prominent within expectations of the OD Board for the Constabulary.

### 3. Quality Assurance Model and Reality Checking (QAM and PEEL)

**3.1 Not just statistics** - The framework proposes that within the measures and diagnostics there is about two-thirds qualitative data and one-third quantitative data, this providing a framework for qualitative assessments leading to continue improvement. This also supports the idea that the Constabulary can develop its approach to capability, capacity and commitment to deliver. This also features heavily in our learning from the leadership and OD review, in that monitoring quantitative data, and clear accountability for balancing the numbers needs to be considered with real stories, reality checking and reward and recognition.

**3.2 Quality and action plans** - This work follows extensive conversation through the last round of QPR in 2016 and the presentation of plans in early 2017. In each of the four areas there is an emphasis on the development plans in existence across the Constabulary on such key issues as CSE and Domestic abuse. The exception reporting, together with reality testing, will form a key part of gaining a more qualitative view on delivery through the Constabulary and on the learning and continuous improvement of our service offer. The testing of delivery will then form a large part of the QAM (Quality Assurance Model) structure proposed through the new **Learning Reviews** (replacing QPR).

**3.3 All year round** – The principles of linking the priorities of the Police and Crime Plan to the performance measures and diagnostics of the whole organisation provides the benefit that all activity to address PEEL and other key action plans are consistent and connected. This will reduce waste activity and place the very real

questions of PEEL within the context of the day to day of the Constabulary e.g. ‘how well does the Force understand its demand, what is it doing about it?’ This allows leadership to focus on key priorities all year round and to have the ability to spend valuable time on key exceptions. During April 2017 the Constabulary will determine which thematic quarterly emphasis will be placed on the four learning reviews for 2017/18. There is an opportunity to theme them on the four priorities of the Police and Crime Plan and time them so that they support the self-assessment process towards PEEL Inspection.

## 4. I-Serve and Place

**4.1 Local policing and place** - Throughout the presentation of plans around the Constabulary for 2017-18, and specifically within the place based delivery model for local policing, the core services being delivered have been identified as significant core business (see ‘I-SERVE’ below). The performance model also demonstrates how the diagnostics and measures relate to those I-SERVE services. A guiding principle within Place is to reconnect with our communities and also to adopt a ‘one team’ approach across all frontline policing services to meet our commitment. I-SERVE delivery is identified as:

- Investigation
- Safeguarding
- Early Action (prevention)
- Response
- Visibility
- Engagement

**4.2 How will it be delivered? Place, People and Teams** – The primary delivery method for many of the performance products within local policing and across the Constabulary as a whole has been to develop information at a place level but also across teams and individuals. This is vitally important for much of the information contained within this 12x12 model too. It helps local leaders to engage staff to deliver and to build performance as a clear part of continuous development. There are also significant opportunities to develop performance dashboards in this model to compare progress by place but also within roles such as ‘local policing – response’ an individual dashboard per officer based on say the 5 key aspects of the whole framework most pertinent to the individual role. (New performance tools such as POWER BI can do this).

**4.3 OD Delivery through Transformation and leadership**– What has been apparent throughout the presentation of plans in 2017 has been the enthusiasm of our leaders to step up regarding measures that support the key priorities and allow a clearer focus on who is delivering what. The engine room of organisational transformation and supporting its people to meet new challenges is contained within the OD strategy and delivery mechanism of the Constabulary. There is an understanding that certain performance

challenges are identified as occurring because there are skills gaps across core delivery roles and therefore this plan, linking closely to the redefining of roles and responsibilities and a blended learning approach, is entirely the right thing to do at this time. Finally, leadership across the Constabulary has identified an opportunity to add greater clarity on performance accountability and expectations at the service delivery point. This is another major factor in supporting our staff to define what good looks like when not in a performance target culture and to put emphasis back toward the frontline and leadership structures.

## 5. Governance and Accountability

**5.1 Executive direction** – The recommended performance approach addresses the requirement to simply disseminate the performance and delivery expectations of the Chief Constable and the Police and Crime Commissioner throughout the whole organisation. Being founded on national and local priorities, set within the context of Lancashire and its changing demand, enables one set of deliverables to be used to satisfy a complex range of expectations. Legitimacy through public consultation and accountability to the Police and Crime Panel (PCP) is also achieved.

**5.2 Force Management Statements** – The governance mechanism from place all the way through to strategic scrutiny for the Chief Constable and PCP for the PCC is supported in this framework which clearly addresses how the Constabulary as a whole is delivering toward the mission of the organisation. This creates only one set of leadership messages. The reporting methodology both qualitative and quantitative also informs PEEL inspection and the construction of delivery to plans on an annual basis. The performance structure therefore enables a useful mechanism to check the core elements committed through the Force Management Statements and reported directly to HMIC each year.

**5.3 Governance structures** – The revision of the performance framework on the Force intranet and the exception reporting through internal performance mechanism will commence from 1<sup>st</sup> April 2017. It will be reviewed annually and certain aspects will be emphasised when required. The annual calendar will include which broad thematic issues will appear 12 months ahead (the aspects of the Policing Plan are a good start) through the Learning Review process. As the purpose is to work together on delivery then the Learning Review and Strategic Scrutiny in addition to exception reporting of key performance elements will streamline effort to improve. This will allow better timing and enable thematic reviews for the Constabulary and PCC in advance of them being subject to external review by such agencies as HMIC.

**5.4 De-cluttering and “reality bites”** – The final quarter of the 2016/17 year will include a deliberate effort to de-clutter the myriad of performance products currently available to all staff. In truth their use is sporadic and in some cases inconsistent. This will help to alleviate unwanted and waste performance management activity and enable performance analysts to be better tasked to deliver true analysis rather than a transactional

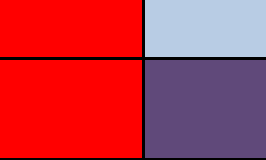
approach to PowerPoint slides and performance information. A number of the performance measures and diagnostics are new and developing and there may be no baseline of what good looks like. This is to be accepted but this framework can grow over time. It will need to be communicated alongside annual plans. There is also excellent work going on to gather much of the information to drive performance analysis across the Constabulary through the use of a data warehouse and new performance scripts delivered to the right people at the right time and only when performance exceptions exist. This is exciting and will develop our approach and people in delivering excellent service to our communities.



“To keep people safe and feeling safe, particularly the most vulnerable.”

1. Protecting local policing			2. Tackling crime & reoffending			3. Supporting vulnerable people & victims			4. Developing safe, confident communities		
Measures	P	LP	Measures	P	LP	Measures	P	LP	Measures	P	LP
<b>M1 Our People</b>  FTE to actual, temp and unfunded posts  Attendance management, H1 and PIU  Digital development and agile working measures  Development & temporary promotions plans			<b>M4</b> Crime outcome measures: response, investigation, detection, conviction and attrition  <b>M5</b> CJ file quality measures: minimum standards, quality of documents, length of investigation and compliance  <b>M6</b> Preventing reoffending measures: SOC, Repeat DV, use of DVPN/Claire's law, MAPPA & SOMU			<b>M7</b> Early action outcomes – Vulnerable caller management, Repeat MFH & step-down case management  <b>M8</b> Victim code of practice compliance measures (Qualitative & Vicman)			<b>M9</b> ONS Public Confidence measures for England and Wales – Confidence and Perceptions  <b>M10</b> Engagement levels: · ITK/Social media – proportionate to NNI rating · PACT/EPACT · Neighbourhood contact  <b>M11</b> Victim satisfaction levels (to include victim focus groups)  <b>M12</b> Local policing visibility (ARLS)		
<b>M2 Response Performance</b>  Grade 1 Grade 2 (average time team/place) Grade 3  Call taking performance:  999 & 101 (average time)  <b>Frontline percentage</b> (No of officers & % of time quarterly)											
<i>Diagnostics</i>			<i>Diagnostics</i>			<i>Diagnostics</i>			<i>Diagnostics</i>		
<b>D1</b> Demand monitoring including digital channel shift and mobile data  <b>D2</b> Shift system compliance &			<b>D5</b> Investigations Quality (converting key lines of enquiry including digital identification – identifiable property, named offenders)  <b>D6</b> Monitoring high impact crime (exception reports only)			<b>D7</b> Safeguarding including CT, Fraud, IIOC, Cyber, DA, CSE, HBV, FGM, MFH  Hate crime, domestic abuse diagnostics (quality assessment)			<b>D8</b> SMSR survey of local confidence  <b>D9</b> Feel safe surveys (HMIC)  <b>D10</b> Problem solving (QA)		



<p>Supply to demand match</p> <p><b>D3</b> PCSO utilisation (for 2017 crime allocations)</p> <p><b>D4</b> Capacity Building – CIP SC's, Volunteers, Cadets, NHW (numbers, hours worked, development by place, workforce diversity)</p>		<p>(Homicide, serious assault, HIAC, hate crime, KSI, rape, sexual assault - inc SOC management assessment)</p>			<p><b>D11</b> Stop &amp; Search</p> <p><b>D12</b> Legitimacy monitoring including diversity and complaint management</p>		
<i>Supporting plans</i>		<i>Supporting plans</i>		<i>Supporting plans</i>		<i>Supporting plans</i>	
<p>Citizens in policing strategy and plan</p> <p>Efficiency plan (VFM)</p> <p>Estates strategy</p> <p>Information, communication &amp; technology strategy</p> <p>Fleet strategy</p> <p>OD strategy and plan</p> <p>Collaboration &amp; joint statement of intent</p> <p>Central management strategy</p> <p>Digital Development Plan</p> <p>Agile Working Plan</p>		<p>Modern slavery plan</p> <p>Serious harm strategy</p> <p>Cyber-crime strategy</p> <p>Digital intelligence &amp; invest strategy</p> <p>Crime prevention strategy</p> <p>Evidence based policing</p> <p>Reducing reoffending strategy</p> <p>Business crime strategy</p> <p>Rural policing strategy</p> <p>Anti-social behaviour strategy</p> <p>Criminal Justice strategy</p> <p>Prevent strategy</p> <p>Hate crime strategy</p>		<p>Domestic Abuse plan</p> <p>Child Sexual exploitation plan</p> <p>Victim &amp; Witnesses plan</p> <p>Mental Health policy plan</p> <p>Early action plan</p> <p>Alcohol harm (tactical &amp; strategic) plans</p> <p>Rape action plan</p> <p>Missing from home action plan</p> <p>Child abuse action plan</p> <p>Forced marriage/honour based violence</p> <p>FGM action plan</p> <p>Sex worker &amp; vulnerable adult plan</p>		<p>Engagement strategy</p> <p>Internal engagement strategy</p> <p>Stop &amp; search <small>(BUS)</small></p> <p>Anti-corruption strategy</p> <p>Code of ethics compliance</p> <p>Satisfaction surveys</p> <p>Confidence surveys</p> <p>Valuing difference strategy</p>	

**Key**

<b>PEEL</b>
Efficiency
Effectiveness
Legitimacy
OD (people)

<b>Local Policing</b>
Investigation I
Safeguarding S
Early Action E
Response R
Visibility V
Engagement E