

‘Business as Usual’ (BAU) Chief Officer Group

Safer Neighbourhoods Performance Management Framework

Report by A/Cmdr Crime and Customer Services Directorate

SUMMARY

This report sets out the outcomes expected from Safer Neighbourhood Teams (SNTs), approved by Management Board and the MPA as part of the SN Review Business Case. This report recommends performance measures to achieve the outcomes, aligned to corporate key performance indicators through the following:

- diagnostic measures to assess the impact of SNT activity
- performance meeting framework to drive performance against SN outcomes, and to ensure alignment with corporate objectives.
- development of further performance products to support the PMF

A. RECOMMENDATIONS – BAU COG is asked:

- *to ratify the alignment of SN outcomes to MPS KPIs.*
- *to approve the publication arrangements for the Borough SN Performance pack.*
- *to approve the proposed content and future development of the SN Borough Performance Pack.*
- *to agree the structure for BOCU SN performance meetings.*
- *to note the complementary problem Solving PMF, and development of other SN performance tools.*

B. SUPPORTING INFORMATION

1. Background

The Safer Neighbourhoods Business Case was approved by Management Board (MB), and ratified by the MPA in June 2011. MB and the MPA endorsed the developing model for Safer Neighbourhoods, including the recommendation that:

- **Crime reduction and tackling ASB are objectives of SNT activity.**

The developing SN model set out within the business case specified that the primary outcomes sought from Safer Neighbourhoods Teams will be:

- **Maintenance or improvement in levels of community engagement, confidence and satisfaction in policing**
- **Cuts in crime and ASB**

The MPA added a further recommendation to the SN Business case, specifying that monitoring is undertaken of Boroughs' use of temporary flexible deployment of SN resources across ward boundaries (known as 'flex'). The Commissioner agreed to provide a monthly report on flex to the MPA.

To enable the Commissioner to report to the MPA, and for SN managers and staff to understand and deliver the required outcomes through a locally based problem solving approach, a performance management framework is required for Safer Neighbourhoods. The framework sets out in clearly defined terms expected outcomes and performance indicators against which SNT problem solving activity will be assessed, and a performance meeting structure that drives performance from local to corporate level.

SNT Priorities

Every SN ward team has three local priorities set and agreed with ward panels. These are unique to each ward, and are published on the local Borough SNT internet site page. Progress against each objective is published on the internet site by the local SNT, for the information of local residents, and is reported at ward meetings. Community confidence can be influenced by how successful a ward team is at addressing locally set priorities.

The measure of success for local ward teams in relation to their priorities will be reflected through the Borough results in the Public Attitude Survey. It is not possible to interrogate PAS data to ward level at the present time. See **Appendix A** for the specific PAS questions that will be monitored through the SN PMF.

Design Principles

In designing the SN PMF, the following principles were adopted to ensure corporacy, minimise cost, and deliver a workable product to timescale.

- SN performance Indicators to be aligned to MPS Key Performance Indicators (KPIs)
- SN performance products to be produced using corporate standards where possible
- Automated data gathering through existing PIB programmes to be used where possible.

2. Methodology

The SN project team met with representatives of PIB, SN Policy and TP Performance to design the new SN PMF in accordance with the approved SN business case and consulted with SID (Strategy and Improvement Dept) and the TP Development Performance project.

Performance Management Framework

SN Outcomes

The outcomes required from SN problem solving activity can be defined under four key performance headings.

- Community Confidence, and Satisfaction (includes SN Priorities)
- Cut in crime
- Cut in ASB

SNT success should be measured by these outcomes. However, SNT activity is not the only factor to impact upon these outcomes at ward level. Borough performance is influenced by the presence

and activity of a wide range of policing resources, both local and pan-London. For this reason, a series of diagnostic 'management indicators' focused on SNT activity at ward level is aimed at enabling staff and managers to assess how SNTs have **contributed** to the overall outcomes.

Corporate Objectives

In order to measure the effectiveness and accountability of policing within a SNT delivery model it is important to understand the current performance strategy for the MPS and TP business group.

The current TP KPIs, reported on within the monthly Strategic Performance Review Meeting (SPRM) and quarterly Key Performance Review Meeting (KPRM), are binding within the corporate business plan for 2011-2014 (set out below). It includes a set of KPIs in terms of a desired percentage cut of crime for the period 2011-2012.

Corporate Measures 2011-14 - Headline Set

This table shows MPS Headline Key Performance Indicators (KPI) for 2011-14. These are grouped into performance areas.

Safety		
KPI	Indicator	Target 2011/12
	VIOLENCE	
1	THE NUMBER OF VIOLENT CRIMES (INCLUDING ALL VICTIM BASED CRIME TYPES)	-2%
2	THE NUMBER OF SANCTION DETECTIONS FOR ALL RAPES	+4%
3	THE PERCENTAGE CHANGE IN THE NUMBER OF PEOPLE KILLED OR SERIOUSLY INJURED IN ROAD TRAFFIC COLLISIONS	-2%
	PROPERTY CRIME	
4	THE NUMBER OF PROPERTY CRIMES (INCLUDING ROBBERY)	-1%
	ANTI SOCIAL BEHAVIOUR	
5	THE NUMBER OF ANTI-SOCIAL BEHAVIOUR INCIDENTS	BASELINE
Confidence		
	Indicator	Target 2011-14
	LOCAL POLICE DOING A GOOD JOB	
6	PERCENTAGE OF PEOPLE WHO THINK THE POLICE IN THEIR AREA ARE DOING A GOOD JOB	+1%
	USER SATISFACTION	
7	PERCENTAGE OF VICTIMS SATISFIED WITH THE OVERALL SERVICE PROVIDED BY THE POLICE AND OF THESE THE PERCENTAGE OF I) WHITE USERS AND II) USERS FROM MINORITY ETHNIC GROUPS	+1%
Olympics		
	Indicator	Target 2011/12
	DELIVERING A SAFE AND SECURE OLYMPICS	
8	LONDON 2012 OLYMPICS AND PARALYMPIC GAMES - OLYMPIC SAFETY AND SECURITY PROGRAMME STATUS (RED, AMBER, GREEN)	GREEN
Value for Money		
	Indicator	Target 2011/12
	EFFICIENT USE OF OUR ASSETS	
9	DELIVER A BALANCED BUDGET FOR 2011/12 AS SET OUT IN THE POLICING PLAN 2011-14	BUDGET REQUIREMENT £2,713M

In order to harmonize the SN performance framework with that of TP business group (and the MPS) SNT outcomes have been aligned to corporate KPIs and targets as follows:

SN Outcome	Corporate KPI	Target	Data level
Cut in crime	KPI 1 number of violent crimes	-2%	Ward

	KPI 4 number of property crimes (inc robbery)	-1%	Ward
Cut in ASB	KPI 5 number of ASB incidents	Baseline	Ward
Confidence and Satisfaction	KPI 6 percentage of people who think police in their area are doing a good job.	+1%	Borough
	KPI 7 percentage of victims satisfied with the overall service provided by the police	+1%	Borough
Use of Resources (SNT Flex)	KPI 9 Efficient use of our asset	Baseline	Ward

- **BAU COG is asked to ratify the alignment of SN outcomes to MPS KPIs.**

Performance Products

Data Sources

Performance products can be generated from a number of existing data sources. CRIS, CAD, and the Public Attitude Survey (PAS) and User Satisfaction Survey (USS) are all valuable sources of information relating to SN, and can be interrogated remotely to varying levels. CRIMINT is a less reliable data source, owing to the need to manually collate the outcome of queries.

A number of new initiatives are currently being trialled and could be incorporated into the SN PMF at a future point - the 'Quality Call Back' system is currently being piloted on 10 boroughs, in which PIB run a monthly report on victims of ASB which is sent to Boroughs. A random selection are then contacted by Met Volunteers and asked pre-determined questions. A full report on the outcome will be submitted to the Home Office by the SN ASB Unit in .

Performance Standards

PIB are responsible for generating corporate performance products, using agreed comparisons periods, to approved corporate standards. These reports are published via the TP Performance unit intranet page, using a series of portals relating to individual areas of TP business. The TP Performance unit has agreed to create an SN Portal to publish all SN performance products from PIB as a Borough SN performance pack. The SN intranet site will contain a link to the TP performance SN Portal.

- **BAU COG is asked to approve the publication arrangements for the Borough SN Performance pack.**

Performance reports

PIB reports are currently produced at borough level in relation to cut in violent and property crime (KPI 1 and 4) and cut of ASB (KPI 5). The data is available to drill down to ward level, therefore ward level performance products in relation to these KPIs can be produced by PIB in exactly the same format for use at ward level performance meetings.

Work to define corporate standards in relation to repeat victims of crime and ASB is ongoing, in relation to defining which ward 'owns' the victim, where the ward or wards in which the offence(s)

occurred differ to the ward the victim resides in. Ward level repeat victimisation measures will be incorporated into the SN PMF as soon as this corporate level work is complete.

Similarly, CAD calls for police assistance relating to crime and disorder that do not result in a CRIS report can be interrogated by PIB at ward level, but without the definitions of repeat victims as above, add little to the information provided by CRIS at this time.

PAS data is available only at Borough level, but can be incorporated into the Borough SN Performance pack. **Appendix A** sets out the relevant PAS questions for the purpose of community satisfaction.

The SN website contains ward level information regarding SN engagement activity that impacts upon community confidence. All SNTs are expected to publish photographs of team members, a regular ward letter, and details of local priorities, along with updates against these priorities. PIB confirm that it is possible to interrogate this information and generate comparison reports based upon timescales agreed with C&CS.

The probation service is currently developing systems to share offender management data with SNTs. This information is not geo-coded and will require further work by the Crime and Customer Strategy Command before it can be relied upon to inform SN performance analysis.

PIB presently produce a monthly SNT abstraction report, based upon CARMS data. Work is in hand to update this report, as CARMS can be readily adjusted to incorporate a new 'SNT Flex' activity. The revised SNT abstraction report will be used to inform the Commissioners briefing to the MPA on Boroughs' use of SNT flex.

SN Borough Performance Pack

It is proposed that the Borough SN performance pack compiled by PIB and published via the TP performance unit SN portal will comprise:

Cut in Crime (KPI 1 & 4)

- TNO classifications (grouped by Property/ Violence /ASB) - ward level
- CRIS repeat victims - ward level (awaits)
- Offender Management data from Probation Service (awaits)

Cut in ASB (KPI 5)

- TNO Classifications (ASB) - ward level
- CRIS repeat victims of ASB (awaits)
- Repeat callers on CAD (ASB awaits)
- Vulnerable callers on CAD (awaits)

Confidence and Satisfaction (KPI 6, 7)

- Public Attitude Survey (borough level data, rolling 12 month)
- Engagement data from SN website (awaits) Quality call backs for victims of ASB (ward level data - awaits)

Use of Flex (KPI 9)

- SN Abstraction Report - (ward level data - monthly report currently being revised by PIB to measure 'Authorized Ward Flex' recorded on CARM3)

Granularity will be achieved by filtering data sets down to ward level. However, further work needs to be commissioned to achieve this.

Although most of these performance reports are already in existence, some do not currently provide ward level data required by the SN PMF. Others are either at the planning or development stage (refer to *Complimentary SN performance frameworks and developing products*) and require the support of COG for this paper to progress.

BAU COG is asked to approve the proposed content and future development of the SN Borough Performance Pack.

Performance Meetings

In order to support the performance measures outlined above, a SN performance meeting framework should be implemented on the BOCU to identify key performance challenges, and link into the corporate performance framework. The suggested model is outlined below, although it is recognized that some Boroughs already have an existing structure which could be retained if it satisfies corporate and local performance management needs.

BOCU Cluster Performance Meeting

Weekly - chaired by Cluster Inspector, attended by ward sergeants

Cluster Inspectors should conduct weekly cluster level performance meetings with ward sergeants within that cluster. Cluster level weekly meetings will alternate thematically:

Week 1 will involve preparation for the forthcoming fortnightly Tactical Performance and Problem Solving Review (TPPSR) meeting. New Problem Solving 302s will be discussed and assessed, and existing 302s will be reviewed for progress and outcomes. Detailed resource plans will be developed for 302s requiring the support of SN officers from other wards. Sergeants will report progress against ward priorities to the cluster Inspector.

Week 2 will involve the SN cluster Inspector providing feedback on performance against SN outcomes from the TPPSR, and addressing challenges arising from that meeting by planning for the forthcoming two week period.

BOCU Tactical Performance & Problem Solving Review

Fortnightly - chaired by the BOCU SNT lead, attended by SN cluster Inspectors, problem solving advisor.

The purpose of this meeting is to have vision, governance and tactical overview of SNT activity. It will examine ward teams activity and how this supports the BOCU against the MPS KPIs.

The meeting should review current Problem Solving form 302s, and consider proposals for future Problem Solving 302s, particularly in relation to where flexing of SN resources is proposed. A detailed resource plan setting out proposals for which wards will be resourcing the planned flex should be included in the 302.

This meeting should feed into the Borough tasking process for approval of Problem Solving SN resource flex proposals, and Weekly Intel meetings to inform the BOCU chair of activity of SNT asset.

This level of meeting enhances the SNT position to be able to bid for additional BOCU & corporate asset to support operational and performance challenges at a ward level.

BOCU Strategic Performance & Problem Solving Review

Monthly - chaired by the BOCU SNT lead, attended SN Cluster Insps, problem solving advisors

The purpose of this meeting is to have a strategic perspective on SNT activity and how this supports the BOCU against the MPS KPIs. The meeting should address strategic priorities of SNT based policing by ward, and problem solving activity. This meeting should collate ward panel priorities, activity and outcomes, which are checked against budgetary demands and direction for success. SN resource flexing can be monitored and reviewed to ensure a balanced policing model is delivered across all wards on the BOCU, The Chair of the meeting should also look to harmonize local priorities with MPS KPI's to ensure joined up working between SNT and policing family. This meeting would also feed into the BOCU performance structure in terms of governance and accountability, to prepare for the corporate Strategic performance meeting

BAU COG is asked to agree the structure for BOCU SN performance meetings.

Engagement with corporate level PMF

The BOCU level performance meetings should feed into the corporate level PMF via the TP Performance Unit. SN ward level data relating to corporate KPIs will be produced by TP Development for the following meetings, on an exception basis, to highlight the most significant performers.

Strategic Performance Meeting

Monthly, corporate, chaired by ACTP, attended by area Cmdrs.

The purpose of this meeting is to examine generic BOCU performance against corporate KPIs. An MI package is prepared by the TP Performance Unit, which could be amended to incorporate measures of SN outcomes, on an exception basis.

Key Performance Review Meeting

Quarterly, corporate, chaired by DACTP, attended by Area and BOCU Cmdrs.

The purpose of this meeting is to examine Borough Performance across a wide range of measures. MI package is prepared by TP Performance Unit.

Systems and processes

Target setting

SNTs will **contribute** towards Borough performance against corporate KPIs. *Therefore, no further bespoke SNT target setting is required.* Effective performance can be assessed through comparison against previous periods.

Data gathering

Responsibility for data gathering and generating performance reports will remain with PIB to ensure adherence to corporate standards.

The TP Performance Unit will create a bespoke SNT portal on the TP Performance intranet page to provide access to SNT performance reports.

SNT Flex

Boroughs' use of flex will be monitored via CARM3. A new 'Authorised Ward Flex' activity descriptor has been created using the 'Operations Field' to enable the planned change of SNT duties to be captured on CARMS upon authorisation of the use of flex by the BOCU Superintendent or other senior officer in charge of the Borough tasking process.

PIB currently run a monthly SNT Abstraction report, which is being revised to include this additional SNT activity, and will be posted to the TP Performance Unit SNT portal. The Strategic Improvement Department (SID) will be responsible for accessing this report to enable the Commissioner to provide the required MPA update.

BAU COG is asked to note that monitoring of the flexible use of SN resources will be undertaken using CARMS data.

Complimentary SN performance frameworks and developing products

Problem Solving PMF

A paper titled 'Performance Management of Problem Solving' was submitted by CI Kevin Hobson, TPHQ SN and approved by Performance Board on 23rd June. Having described the rationale including the results of a review of MPS problem solving in May 2010, the report set out a Problem Solving PMF using the following headings:

- Joint Action Groups for Problem Solving
- 302 Case Management
- Performance Meetings
- POP Quarterly Performance Indicators
- Problem Solving and ASB

Youth PMF

Alastair Reid, Programme Manager for Youth Strategy is developing a PMF under the MPS Children and Young People Strategy 2011 - 2014 (see **Appendix B**). This is currently under development and is linked in the SN PMF.

302s on CRIMINT

During the development of the SN PMF, the concept of transferring and managing the 302 process on CRIMINT was examined. This would allow capture of intelligence held on 302s, robust management and measurement of the whole process.

SNT Engagement Monitoring

In the absence of EPIC, there is currently no MPS system that specifically monitors SN engagement activities. The concept of using engagement data from SNT Web pages to generate an engagement report has already been developed. Like the 302 on CRIMINT process, this awaits

further development following the approval of the SN PMF and launch of the revised SN Operating Model.

- *To note the complementary Problem Solving PMF, and development of other SN performance tools.*

C. OTHER ORGANISATIONAL & COMMUNITY IMPLICATIONS

1 Equality and Diversity Impact

None

2 Financial Implications

There are no financial implications as a result of these recommendations. The only business change required is for PIB to migrate SN Engagement activity into an automated format, which can be accommodated within existing budgets.

3 Legal Implications

None identified in this report.

4 Environmental Implications

None identified in this report.

Report author: Joanne Chinn TP Development SN Review Project Lead

Other relevant background papers:

- SN Deployment Protocol BAU COG paper
- SN Shift Pattern BAU COG paper
- MPA paper - 'Proposals arising from the Review of Safer Neighbourhoods' June 2011
- Performance Management of Problem Solving (approved by Performance Board 23rd June 2011)

Reference material and reports include:

- MPS Policing Plan 2011 - 2014
- Home Office White / Consultation Paper (circulated July 2010)
Policing in the 21st Century: Reconnecting police and the people
- MPS Diversity and Equality Strategy 2009 – 2013 - Achieving Equality, Improving Confidence
- Louise Casey - Engaging Communities in Fighting Crime
- NPIA - Neighbourhood Profile Guide
- The Safer Neighbourhoods Team Manual - Advice, Guidance and Support for Practitioners
- MPS NIM Implementation Team - Guidance for Tactical Co-ordinating and Tasking at OCU Level
- CW Crime Command - Tactical Tasking Together
- TPHQ SN Unit: Integration of the Neighbourhood Intelligence and Priorities into the National Intelligence Model (NIM)

- SRAU Report – Three BOCU Improving Confidence – Final Report (June 2010)
- MPS Community Engagement Action Plan

Appendix A

Public Attitudes Survey:

Measurement at borough level only:

Working towards the key performance indicators of:

- **Q 77: Confidence in local policing (KPI 6)**
- **Perceptions of ASB (KPI 5)**

The following PAS questions will be used as diagnostic indicators on what is driving these performance measurements:

Anti-social behaviour:

- Q10. How much of a problem are these ASB incidents in your area (KPI 5)
- Q12. Would you say ASB has got worse or better in the local area in the past 2 years (KPI 5)
- Q15. Worry about ASB (KPI 5)
- Q16. Is this based on (worry about ASB incidents) (KPI 5)
- Q74 A. Confident that police and council seek views from neighbourhoods about ASB (KPI 5)
- Q74 B. Confident that police and council deal with ASB (KPI 5)

Confidence

- Q27. Perceived problems in your neighbourhood
- Q62 E & F. Understanding and dealing with community issues
- Q120. Over the past 12 months what engagement have you had with the local police (KPI 6)
- Q131. Feeling informed about local policing
- Q65. On average see police patrolling on foot or cycle
- Q79 E. Support victims and witnesses (KPI 7)

This data will use the official PAS statistics and will present data as a rolling 12 month period

TP Development Programme

Developing and implementing a cost efficient model for policing that will deliver excellent local services where people who live in, work in and visit London are our priority

Appendix B

MPS Children and Young People Strategy 2011 - 2014: Discussion document : Towards a PMF

1. **Landscape:** Total policing approach of cutting crime, cutting costs, and developing the culture of the organization.

Focus:

Delivery of outcomes =	Results
Communication + Consultation + Prevention =	Engagement
Evaluation + cost benefits =	Impact
Coordinated processes =	Delivery

2. **Theory of Change**

	Risk = reduced confidence	Control = Engagement	Benefit = improved confidence
V	Accessibility and empathy	Communication	Youth issues identified (local, BOCU, generic)
O	Perceived criminalisation	Coordinated Preventative education	Raised awareness
L / T	Post Code territorialism	Consultation	Problem solving

3. **Performance**

Benefit = improved confidence	Activities	Measures	Data
Youth issues identified (local, BOCU, generic)	Local Youth panels/school councils; BOCU councils/parliaments; CYP Youth Reference Network (YRN); Surveys; digital comms	- Issues identified at local, BOCU, and generic levels - Outcomes of analysis inform priority setting and intel products	- Issues as precursors to crime - Ratios of Crime types and ASB
Raised awareness	Growing Against Gangs and Violence (GAGV)	GAGV performance measures and evaluation (link with Oracle)	GAGV data
Problem solving	302 process; BOCU Youth Engagement action plans; EIA consultation and action plans	Minimum standards for action plans	302 and action plan outcomes

4. Assumptions

- i) CYP strategy delivery will be held to account in part by performance outcome delivery
- ii) Confidence levels will remain a performance issue through to 2014
- iii) Community Engagement (in this context - Youth Engagement) is an accepted element supporting confidence
- iv) The ACPO definition of 'engagement' as meaning communication + consultation + prevention + problem solving is consistently upheld
- v) The MPS SRAU Confidence Model shows Engagement followed by Fair treatment as the two most influential factors, and that by demonstrating positive impact outcomes of engagement, this also empirically evidences fair treatment
- vi) Measuring confidence through engagement and fair treatment impactors will assist to develop the organisational culture as part of total policing

5. Summary

It is recommended that consideration be given to the identification and agreement of engagement performance measures that will support the total policing concept, as being minimum standards for MPS activities. This approach further provides for a cost benefit analysis and the identification of an improvement direction of travel as set against a baseline.