

WYPCC – Decision required

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Date: 22 November 2012

Timing:	Pressing. If agreed the PCC Community Outcome Framework will form the basis of the Police and Crime Plan, Commissioning Plan and Performance Management.
Purpose:	Decision required
Cleared by:	Fraser

SUBJECT : PCC Community Outcome Framework

Summary:

A PCC Community Outcome Framework is presented. A focus on high level outcomes provides a basis for strategic planning, commissioning and performance management.

The community outcome framework provides the starting point for delivery activity. The design began with partners and the final version was amended following consultation with a wider range of partners.

Recommendation:

To adopt the Community Outcome Framework for use when developing the five year Police and Crime Plan, commissioning plan and for performance management purposes. It is further recommended that the Commissioner ask officers to consider two or three organisational outcomes for West Yorkshire Police and their own office.

Consideration:

- An outcome framework can provide a focus for all partners in achieving short, medium and longer term results for people living, working and visiting West Yorkshire (our customers).
- The framework can be utilised for strategic planning, delivery decisions and performance management. Being publicly stated it will provide a sound basis for communities in assessing the success of the work partners are commissioned to do, and the PCC is elected to achieve.

- Partners involved and consulted recognise the benefits of having defined outcomes and are supportive of an approach of a shared community outcome framework.
- Outcome based thinking, planning, commissioning and managing performance is utilised by the Department of Health, the coalition government and the Centre for Public Innovation has been using the approach with private, public and third sector services since 2000
- By starting from what we wish to achieve we define the ultimate outcomes which will provide a focus for providers of services to influence. Outcome based targets can be agreed with providers, along with a number of defined milestones providing key steps towards success
- Work has taken place with the Police and Crime Plan project group on the inter-dependencies between of our work.

Affordability: The costs should be no more than producing the annual Policing Plan. Having a community outcome framework will inform other areas of work such as commissioning and managing performance so these processes will not need additional resources allocated to defining these two frameworks.

Handling: Working with policing, community safety and criminal justice partners and organisations involved in service delivery.

Risks/Legal Opinion: The principal risk is associated with acceptance of the framework by partners who did not take part in the consultation exercise as the approach differs from that previously used.

APPENDICES: There is one appendix with the paper which provides partner feedback from the consultation exercise conducted to gain views on the draft PCC Community Outcome Framework.

Option to adopt a Community Outcome Framework

- **for strategic planning, commissioning and performance management.**
- **to provide a clear vision for West Yorkshire communities and delivery partners**

Prepared by: West Yorkshire Police Authority in consultation with community safety, health, criminal justice, third sector and academic partners.

1.0 Introduction

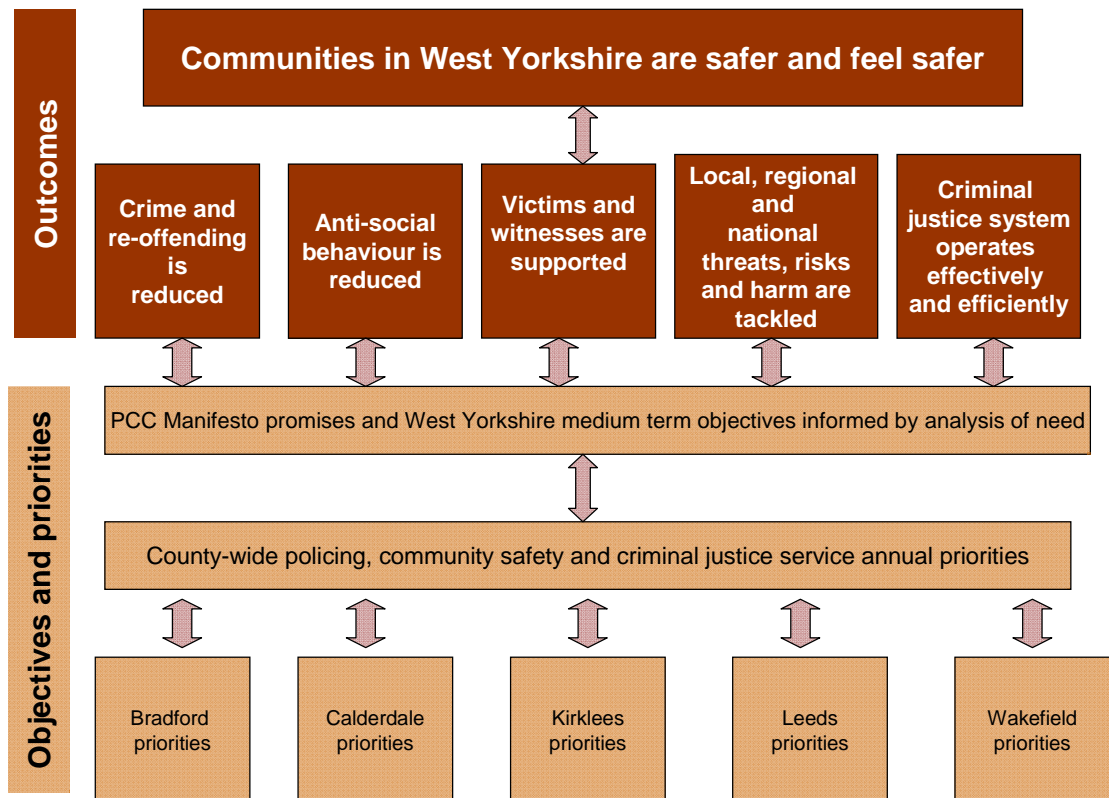
- 1.1 The Police and Crime Commissioner (PCC) has responsibility for issuing a Police and Crime Plan, prepare a budget, set the precept and allocate resources through commissioning or providing grants to others.
- 1.2 There are many factors that influence and impact on crime and disorder, all of which need to be understood. There are also many public, private and third sector organisations involved in delivering services to reduce these problems within our communities.
- 1.3 This paper proposes that an outcome framework can provide a focus for all partners in achieving short, medium and longer term results for people living, working and visiting West Yorkshire (our customers). The framework can be utilised for strategic planning, delivery decisions and performance management. Being publicly stated it will provide a sound basis for communities in assessing the success of the work partners are commissioned to do, and the PCC is elected to achieve.
- 1.4 Outcome based thinking, planning, commissioning and performance is utilised by the Department of Health, the coalition government and the Centre for Public Innovation has been using the approach with private, public and third sector services since 2000. (see Department of Health, Institute for Government and CPI)

2.0 Focus on outcomes?

- 2.1 Achievements are frequently focussed on outputs for example, more police officers on the streets. With sufficient resources these are easy to plan for, to commission and to count in terms of managing performance. What this focus overlooks is the improvement on social outcomes and the end experiences of communities.
- 2.2 By starting from what we wish to achieve we define the ultimate outcomes which will provide a focus for providers of services to influence. Such an approach can encourage partner collaboration and innovation. (CPI, 2012)
- 2.3 An outcomes focus provides a valuable framework for our medium term aims, annual priorities, performance management and the commissioning plan.
- 2.4 When commissioning services the framework will provide an effective link from high level outcomes to delivery activity. Outcome based targets can be agreed with providers, along with a number of defined milestones providing key steps towards success.

3.0 Developing a proposal for a PCC Outcome Framework

- 3.1 It was recognised early by officers supporting the police authority that post election they would also have a role in supporting the PCC in a wider range of responsibilities including involvement in the delivery of services.
- 3.2 Early exploration of defining outcomes began with partners through the Partnership Group and as part of two partnership events held with a wider range of agencies.
- 3.3 Following this input a draft framework was developed and circulated for consultation during the summer months. Feedback from this process is attached as Appendix A.
- 3.4 The revised and final version of the PCC Outcome Framework is provided below:



- 3.5 A final quality check was undertaken with the Centre for Public Innovation:

Overall this seems very sound and I'm encouraged by the thoughtful feedback. Bodes well for future joint working.

Mark Davison, Centre for Public Innovation, October 2012

4.0 Elements of the proposed outcome framework

4.1 High level outcomes

Communities in West Yorkshire are safer and feel safer

This is the long term vision we should expect to achieve from the investment of all those delivering policing, community safety and criminal justice services.

A target can be set at force level for measuring progress based on a battery of four questions contained within the British Crime Survey.

The four questions include safety in the home during the day and after dark; and safety in the local area during the day and after dark.

The public perception survey (PPS) the Police Authority has undertaken for a number of years does not currently measure feelings of safety.

During the summer a pilot study was undertaken in two geographical areas (one urban and one rural). The PPS questionnaire included the safety questions. Findings from the pilot areas show there was a statistically significant adverse affect on the results of the public confidence question.

As including these questions in the PPS questionnaire is not possible, and there are no annual local authority surveys asking these questions the PCC may wish to commission from research officers an annual study to gain district level analysis of data and allow local problem solving.



Achievement towards of each of the above outcomes will contribute to the overall vision for West Yorkshire communities. They are small in number but deliberately broad so they are relevant to all policing, community safety and criminal justice partners. Together they cover all areas of PCC community delivery responsibilities.

If adopted indicators and targets should be agreed at force level, based on evidenced need identified by all partners.

It is anticipated that targets will be to reduce all crime, re-offending, and anti-social behaviour incidents, victim and witness satisfaction, CJS high level targets, and finally indicators based on the delivery of the Strategic Policing Requirement (SPR).

4.2 **Medium term objectives**

PCC Manifesto promises and West Yorkshire medium term objectives informed by analysis of need

These elements of the framework will inform the community medium term objectives within the five year Police and Crime Plan. Indicators and subsequent targets will be set for whole of the period.

The PCC manifesto promises will convey to communities and delivery partners what they wish to achieve by the end of their first term of office in May 2016. If there are promises where the PCC requires delivery over a shorter period then they can be included as priorities for the first financial year within the next section of the framework.

Medium term objectives provide a milestone measures for the achievement of the high level outcomes.

4.3 **Shorter term / annual priorities**

County-wide policing, community safety and criminal justice service annual priorities

Annual force-wide priorities will be based on evidenced need. All partners should continue to provide evidence on an annual basis to contribute to the needs analysis which will be undertaken by the force, partners and officers supporting the PCC.

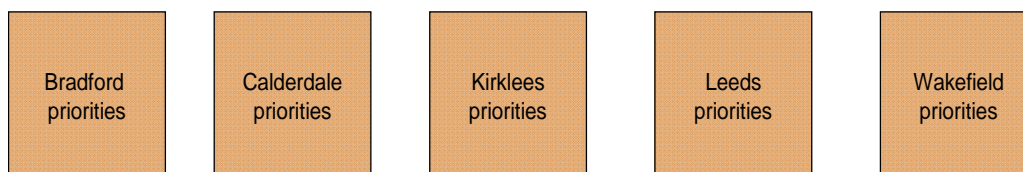
The PCC needs analysis will draw on a large range of sources including district based strategic assessments from the five Community Safety Partnerships and Joint Strategic Needs Analysis undertaken by health partners.

The Police Reform and Social Responsibility Act 2011 requires the PCC to have regard to community safety and criminal justice priorities and to consult with the Chief Constable in the development of the Police and Crime Plan. Shorter term/annual priorities will contain those priorities.

All indicators and targets to measure performance against these priorities should be outcome based rather than a count of outputs. For example a reduction in the re-offending rate for adults is outcome

based; while a count of offenders who have received support is an output.

4.4 District priorities



The district priorities identified for the Police and Crime Plan should be the same as those contained within the each district's Partnership Plan. If they are not it will cause problems for those involved in delivering services on behalf of the PCC. They will also be informed by the force-wide priorities but will not all district priorities will necessarily contain all.

For example, domestic burglary may continue to be an annual priority at force/county level. Analysis of data may show, however, that three districts have high rates and two do not. It does not make sense for these two districts to prioritise further reductions in domestic burglary when it's particular priorities lay elsewhere and should be the focus for activity. It may be appropriate though to ask the two areas to maintain their levels so the increases do not occur.

5.0 Organisational outcomes

In addition to community outcomes it is recommended that the PCC also looks to develop a small number of organisational outcomes with associated indicators and targets in the Police and Crime Plan.

Resources consulted

Centre for Public Innovation (2012) *Insight into Outcomes*

Department for Health (2012) *Public Health Outcomes Framework*
http://www.dh.gov.uk/en/Publicationsandstatistics/Publications/PublicationsPolicyAndGuidance/DH_132358

Education Scotland
<http://www.education.scotland.gov.uk/communitylearninganddevelopment/communitycapacitybuilding/capacityforchange/planning/strategicplanning/visionandoutcomes.asp>

Institute for Government *The State of Commissioning: preparing Whitehall for outcomes-based commissioning*

Partner feedback on the draft proposal for a PCC Outcome Framework

The authority circulated a draft Police and Crime Commissioner (PCC) community outcome framework, commissioning principles and areas for possible collaboration. Feedback was received from representatives of 26 organisations.

Question 1a - What are your thoughts on the proposed outcomes?

- There was broad support amongst respondents for the proposed Outcome Framework. Several respondents felt the outcomes reflected their own priorities, this was considered to be important and a suggestion was made that similar metrics should be used between organisations to avoid creating a 'raft of additional performance measures'. There was a query in relation to how performance against the outcomes and success will be measured.
- It was considered that the creation of an Outcome Framework presented a real opportunity to redirect the police agenda, and that emphasis should be on engagement with and support for the police in addition to communities being and feeling safer.
- There was an appetite for more detail to be provided, specifically around the outcomes and a suggestion that these be broken down further making the 'data more specific' with an example provided of what types of crime will be included under the 'crime is reduced' heading.

Question 1b What improvement, if any, can be made to the outcome framework?

- A number of suggestions were made in relation to improvements to the Framework and these were fairly wide ranging, reflecting the wide range of organisations that provided a response to this consultation.
- Respondents suggested those individuals who repeatedly commit crime should be tackled and therefore reducing re-offending should be specifically included as an outcome, potentially re-wording the 'crime is reduced' priority to 'crime and re-offending is reduced'
- Another commonly suggested area of improvement was the inclusion of the reduction in fear of crime. It was considered vital that the strategy balances the need to reduce crime and also ensure public confidence and empower people to feel safe in their own homes and neighbourhoods.
- Additionally it was suggested that Confidence and / or Satisfaction appeared to be an omission from the Framework, it was felt this will be a key area of business.
- It was felt the Framework should have regard to shared priorities of partners at both a local risk level, and where the expectations of Government align around national threats and risks.
- Respondents expressed a desire for more detail, for example around how the commissioner will work with Government and grass roots to set priorities. A definition of terms including 'local, regional and national' and 'threats, risks and harm' was also considered helpful.

- There was some confusion over the direction of the Framework, a number of respondents felt the diagram outlined a top down approach and consideration should be given to placing the objectives and priorities at the top of the framework with the outcomes sitting at the bottom half of the page, an alternative suggestion was that there should be additional directional arrows.
- It was felt that the PCC manifesto should be replaced by the Police and Crime Plan which the PCC will own, decisions and outcomes would then be measured against the plan rather than the election manifesto.
- Several respondents felt that protecting people from harm was an important outcome was missing from the Framework.
- It was suggested that consideration should be given to using Outcome Based Accountability across West Yorkshire, as this would ensure agreement on outcomes for communities as a whole.
- Additional suggestions included outcomes around business crime, including hard to reach communities, drug related crime and improving health and welfare.
- Finally, respondents felt care should be taken in relation to managing expectations in light of budget cuts and subsequent levels of resources.

Association of West Yorkshire Authorities (AWYA)
 Bradford District Community Safety Partnership
 Bradford District Community Safety Partnership
 Calderdale Metropolitan Borough Council
 Children and Young People's Services – Kirklees Council
 Collective Response of Parents (CROP) to Child Sexual Exploitation
 Home Group
 Joint Activities and Motor Education Service (JAMES)
 Leeds Community Safety Partnership
 Leeds Metropolitan University
 Member of West Yorkshire Police Authority/Leeds City Council/Police and Crime Panel
 Mid Yorkshire Chamber of Commerce
 NHS Kirklees Drug and Alcohol Action Team
 NHS Wakefield District
 Quakers for Criminal Justice
 Stop Hate UK
 The Bridge Project
 Turning Point – Wakefield Drug Intervention Programme
 Victim Support
 Voluntary Action Calderdale
 Wakefield and District Housing (WDH)
 Wakefield Community Safety Partnership
 West Yorkshire Fire and Rescue
 West Yorkshire Local Criminal Justice Board and Victim and Witness Sub-group
 West Yorkshire Police
 Women Centre Ltd