

## Performance and Resources Scrutiny Programme 2022

### Report to: the Police, Fire and Crime Commissioner for Essex

<b>Title of Report:</b>	<b>Rebalanced Scorecard Gradings Cycle 13</b>
<b>Agenda Number:</b>	<b>6.0</b>
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<b>Date Paper was Written</b>	<b>6 July 2022</b>
<b>Version Number</b>	<b>2.7</b>
<b>Report from:</b>	<b>Essex Police</b>
<b>Date of Meeting:</b>	<b>28 July 2022</b>
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<b>Date of Approval:</b>	<b>DCC Prophet - 22 July 2022</b>

#### 1.0 Purpose of Report

The purpose of this paper is to provide an overview of the final grades for Cycle 13 of the “Rebalanced Scorecard” (the 25<sup>th</sup> cycle of Essex Police’s Balanced Scorecard process). This paper will also provide the rationale for the Force-level grades, as determined in the Force Performance Board held on Wednesday 25 May 2022 and presented at the Force Performance and Leadership Forum on Tuesday 21 June 2022.

The data review period for this cycle was January to March 2022 inclusive.

#### 2.0 Recommendations

There are no recommendations. This report is for the board to note.

### 3.0 Executive Summary

The final agreed grades for Cycle 13 of the BSC were:

- **Keeping People Safe: REQUIRES IMPROVEMENT** ↑ (trajectory improving)
- **Efficiency & Effectiveness: REQUIRES IMPROVEMENT** ↑ (trajectory improving)
- **Our People: ADEQUATE** ↓ (trajectory deteriorating)
- **Community Focus: GOOD** → (stable trajectory)

**The trajectory for two quadrants – Keeping People Safe and Efficiency & Effectiveness – is improving** but is deteriorating for Our People. Furthermore, based on its current trajectory, **the grading for Efficiency & Effectiveness is likely to be upgraded to either Adequate or Good in the next cycle.** There have also been **two changes in grades since the last cycle: Efficiency & Effectiveness was downgraded to Requires Improvement** (from Adequate) and **Our People was downgraded to Adequate** (from Good).

#### Keeping People Safe – REQUIRES IMPROVEMENT

This area relates to our priorities, namely preventing crime, keeping our communities safe, protecting the vulnerable, violence (including Serious Organised Violence), and identifying suspects and bringing them to justice (targeting the most harmful).

The **Primary Redline Measure for this area is the volume of Violence with Injury (VWI) solved offences. The trajectory for this Redline is improving.** The Force solved 41 more offences in the three months to March 2022 compared to the three months to March 2021 (556 v. 515); the Force also solved 47 more offences in the 12 months to March 2022 compared to the 12 months to December 2021, the data period for the previous Force Performance Board (2,184 v. 2,137). However, as **the Force solved 196 fewer VWI offences** for the 12 months to March 2022 compared to the same period the previous year (2,184 v. 2,380), this **Primary Redline was not met.** By way of context, Essex Police solved 203 fewer offences in the 12 months to March 2022 compared to the 12 months to December 2019 (2,184 v. 2,387).

Since the last Force Performance Board there has been a **deterioration in the number of High Harm Offences per 1,000 pop.** (from 14.8 for the 12 months to December 2021 compared to 15.7 for the 12 months to March 2022). This Redline Measure was not met.

There was a reduction in the overall volume of all “High Harm”<sup>1</sup> solved offences. 1,719 fewer High Harm offences were solved in the 12 months to March 2022 compared to the 12 months to March 2021.

There was a further drop in the **Emergency Response Grade of Service (G.O.S.)**: from 79.8% for the 12 months to December 2021 to 78.5% in the 12 months to March 2022. Performance has now been below the 80.0% target for the last two cycles. This Redline Measure was not met.

There was a **deterioration in Emergency Allocation Times**: from 76.5% in December 2021, to 74.2% in March 2022 (the target is 80%). This Redline was not met.

**A grade of REQUIRES IMPROVEMENT was agreed** due to the Force solving fewer VWI offences.

### **Efficiency & Effectiveness – REQUIRES IMPROVEMENT**

This area is about how efficient and effective our processes are, specifically in relation to improving our ability to address our priorities and meeting the needs of the public.

**The Primary Redline Measures for this area are File Quality and Forecast Outturn.** The Financial Outturn was met for financial year end March 2022. There was a forecast underspend of £1.882m, 0.57% of the total Force budget.

**The trajectory for the Athena Remand File Compliance Primary Redline Measure is improving.** For the 12 months to March 2022, compliance was at 78.4%, a 6.2% pt. improvement on the position in the same period the previous year; compliance was also 0.4% pt. better than the 12 months to December 2021, the data period for the previous Force Performance Board (78.0%). However, as the Force did not meet the 80% threshold for the full 12 months, this **Primary Redline was not met**.

There has been **improvement in the percentage of correct files submitted for Magistrates’ Not Guilty Anticipated Plea (NGAP)** hearings since the last Force Performance Board (from 58.5% at the last Board to 61.3% by the end of March 2022). There has also been an **improvement in the percentage of correct**

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<sup>1</sup> Home Office Level 3 Crime Tree categories of: Violence with Injury; Rape; Other Sexual Offences; Burglary Residential; Robbery of Personal Property

**Magistrates' Guilty Anticipated Plea (NGAP) files submitted** (from 75.0% at the last Board to 77.2% January to March 2022).

**A grade of **REQUIRES IMPROVEMENT** was agreed** because while the Athena Remand File Compliance Primary Redline had been met for the past four months, it was not met for the 12-month period. However, based on the current trajectory for this Primary Redline, **the grading for this quadrant is likely to be upgraded to either Adequate or Good in the next cycle.**

### **Our People – ADEQUATE**

This area relates to how we are sustaining our ability to change and improve, and consequently address our priorities. It covers subjects such as staff satisfaction and the link between organisation and procedural justice, absenteeism (police officer and staff), and recruiting and training investigators.

The **Primary Redline Measure for this area is Staff and Officer Sickness v. the Most Similar Group (MSG) average. The trajectory for Police Officers and Police Staff sickness deteriorated from April 2021 to March 2022 compared to the same period in 2020/21** (when COVID restrictions were in place), although it is better than the levels experienced in preceding two years (2018/19 and 2019/20). Whilst Officer sickness for the year is at the second *lowest* level it has been over the last seven years, Staff sickness is at the fourth *highest* level; the Staff sickness level was also higher than the average for the last seven years.

**These Primary Redlines were also met.** In the 12 months to March 2021, Essex was better than the MSG average for police officer sickness (3.0% of contracted hours lost in Essex, compared to 3.3% MSG average); Essex was 3<sup>rd</sup> in its group (out of 8 forces with 1<sup>st</sup> being the best performing). Although Staff sickness was 0.1% above the MSG average of 3.6%, and Essex was 6<sup>th</sup> in its group, this difference is not statistically significant.

PDR completion rates (for Officers and Staff combined) have slightly improved, from 91.7% in December 2021, to 93.1% in March 2022.

**A grade of **ADEQUATE** was agreed.** The Primary Redline Measures for this area are met. However, national data are only to March 2021 and are therefore out of date. More recent data, which is held by the Force, show a deteriorating picture for Police Officer sickness, but more acutely for Police Staff; Staff sickness rates are the fourth highest levels in the last seven years. Due to this declining trend, it was agreed that a grade of "Good" was not justified; as the Primary Redline Measures for

the quadrant are met, however, it was also agreed that a grade of “Requires Improvement” was not warranted.

### **Community Focus – GOOD**

This area relates to how we are meeting the needs and expectations of the communities of Essex and our partners, specifically in relation to visibility and accessibility, public confidence, looking after our victims, and working with our partners.

The **Primary Redline Measure for this area is confidence from the SMSR independent survey.**<sup>2</sup> **The trajectory for this Primary Redline Measure is stable. Confidence was at 79.0% for the 12 months to March 2022** compared with the 80.1% reported for the 12 months to December 2021 (the data period discussed at the previous Force Performance Board), and with the 79.3% reported for the 12 months to March 2021; this difference is not statistically significant. By way of context, confidence was at 64.7% (14.3% lower) for the 12 months to December 2019.

Although the Force has experienced slightly deteriorating 999 abandonment rates, 999 wait times in Essex are stable. Nationally, Essex Police ranked 19<sup>th</sup> out of 42 forces for the proportion of calls answered within 10 seconds for the period January to March 2022, despite having the 8<sup>th</sup> highest volumes of 999 calls in the country.

Because current confidence levels are significantly higher than those reported in the final Crime Survey of England and Wales (CSEW) survey for residents of Essex, **a grade of GOOD was agreed.**

## **4.0 Introduction/Background**

Essex Police use the “Balanced Scorecard” (BSC) strategic performance management framework to assess its own performance. Grades are provided at command and Force-level for each of the four BSC areas:

1. **Keeping People Safe**
2. **Efficiency & Effectiveness**
3. **Our People**
4. **Community Focus**

The following graphic details the four quadrants of the Rebalanced Scorecard:

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<sup>2</sup> Q13b Taking everything into account, how good a job do you think the police in this area are doing?



Essex Police use the grades of 'Outstanding', 'Good', 'Adequate', 'Requires Improvement', and 'Inadequate'.

Where possible, Essex Police benchmarks its performance, either against other forces in its Most Similar Group (MSG) of forces, or against national or internal targets. This enables Essex Police to derive minimum standards (and consequently assess what is 'Good'); these minimum standards are referred to as "Redline Measures".

The BSC process is conducted on a quarterly basis. Individual commands first grade their performance for each area of the Rebalanced Scorecard, considering the recommended grades and analysis provided by the Performance Analysis Unit (PAU), as well as any relevant Redline Measures (minimum standards) and Key Performance Indicators (KPIs). These grades are then reviewed and moderated (where necessary) by the relevant Assistant Chief Constable/Director. Force-level grades are agreed at the Force Performance Board, which is chaired by the Deputy Chief Constable.

## 5.0 **Current Work and Performance**

Data are to the end of March 2022.

## **5.1 – Keeping People Safe – REQUIRES IMPROVEMENT**

### **KPIs**

- **Decreasing volumes of Organised Crime Group (OCG) disruptions:** 72 from January to March 2022 inclusive compared with 79 in the same months in 2021 (7 fewer).
- **Decrease in Stop & Search:** 1,139 fewer stops in January to March 2022 than the same period last year (4,287 v. 5,349), and 1,600 fewer Stops than 2020 (5,887). There was also a **decrease in public confidence that the Force use their Stop & Search powers fairly and respectfully**<sup>3</sup> (60.0% in Q4 2021/22 v. 68.0% in Q3).
- **Increasing trend in the average days taken to investigate DA:** 35.3-day average for January to March 2022 v. 32.3-day average for same period in 2021. This is also higher than the same period in 2020 (29.9 days average). Essex Police prides itself on having excellent Crime Data Accuracy (CDA). In its most recent inspection by HMICFRS, Essex Police was graded as Outstanding in relation to its CDA. Maintaining excellent CDA, however, requires the Force to neither under-record nor over-records offences. To this end, Essex Police are currently investigating whether the Force are over-recording Stalking & Harassment offences, which account for around a quarter of all Domestic Abuse offences (25.3%). The higher the volume of DA offences recorded, the more negatively it can affect the Force's ability to efficiently investigate them.
- **Decreasing trend in the average investigation length for High Harm offences:** 47.1-day average for January to March 2022 v. 52.6-day average for same period in 2021. This is higher than the same period in 2020 (45.5 days average).
- **Decreasing trend in the volume of outcomes 14 and 16** (victims do not support) **for Domestic Abuse investigations:** 1,407 offences per month average for January to March 2022 v. 1,409 for same period in 2021, and lower than 1,652 in 2020. Also, an **increase in victims not supporting outcomes for High Harm offences:** 808 offences per month average for January to March 2022 v. 671 for same period in 2021. This is lower than the 922 recorded in 2020.
- Road traffic safety is the responsibility of the Safer Essex Roads Partnership (SERP). Members of SERP comprise Essex Police, Essex County Fire & Rescue Service, Essex County Council, Southend on Sea Borough Council, Thurrock Council, National Highways, East of England Ambulance Service Trust, Essex

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<sup>3</sup> SMSR survey Q15

and Herts Air Ambulance Service Trust and The Safer Roads Foundation (Registered Charity). The aspiration of Essex Police and partners is 'Vision Zero', namely, to have no road deaths or serious injuries by 2040. The SERP Safety delivery plan sets out a structured programme of educational and engagement activity to address these drivers and support behavioural changes.

- **Increasing trend for those Killed or Seriously Injured (KSIs)** on Essex's roads: average of 54 each month for January to March v. 43 in 2021. This is an improvement on 2020, however, when there were an average of 55 per month.
- **Increasing trend for Drink driving offences:** 367 total January to March 2022 v. 215 in the same period in 2021. **Declining trend in Drug Driving offences:** 254 total January to March 2022 v. 369 in the same period in 2021. A fall in these offences indicates a drop in police proactivity (and therefore deteriorating performance).

## Redlines

- **PRIMARY REDLINE: Solved Violence with Injury (VWI) offences - Not Met.** 196 fewer VWI offences solved for the 12 months to March 2022 compared to the same period in 2020/21 (2,184 v. 2,380). Essex Police also solved 203 fewer offences in the 12 months to March 2022 compared to the 12 months to December 2019 (2,184 v. 2,387). However, the Force solved 41 additional offences in the 3-month period of January to March 2022 v. the same period the previous year (556 v. 515).
- **High Harm Offences per 1,000 - Not Met.** Deterioration since position in December (last Force Performance Board data period) from 14.8 to 15.7 for the 12m to March. MSG average is 15.4.
- **Emergency Response Times - Not Met.** Below the 80% target at 78.5% for 12m to March, a further Deterioration from 12-month position in last Force Performance Board, when it was 79.8%.
- **Emergency Allocation Times - Not Met.** Below the 80.0% target at 74.2% for March 2022, a Deterioration from position in last Force Performance Board, when it was 76.5%.
- **High Harm VCC Compliance - Met.** 95.6% in March 2022. This is an improvement from the position in December 2021 (92.7%).
- **Risk Register Scores Above 75 - Met.** No items (no change).
- **HMICFRS Effectiveness Inspection Grading - Met** (Good).



## **5.2 – Efficiency & Effectiveness – REQUIRES IMPROVEMENT**

### **KPIs**

- **Decreased volumes of Quality of Investigation audits** per month January to March 2022: 524 per month. This is 124 fewer than the average for January to March 2021 (648 per month).
  - **Case Action Plan (CAP) present** - 88.7% January to March 2022. This is an **improvement** on 86.3% for the same period in 2021.
  - **CAP Quality** (% sufficient quality or above) – 93.5% for January to March 2022. This is an **improvement** on 92.1% in 2021.
- **File Quality (as of March 2022)**
  - **Magistrates’ Guilty Anticipated Plea (GAP) CJ Quality Check: improvement** to 77.2% (it was 75.0% at the last Force Performance Board – data to December 2021)
  - **Magistrates’ Not Guilty Anticipated Plea (NGAP) CJ Quality Check: improvement** to 61.3% (it was 58.5% at the last Force Performance Board – data to December 2021)
- **Stable Crime Conversion rate:** 65.7% March 2022, down from 65.9% March 2021.
- **Deteriorating numbers of Domestic Violence Prevention Orders (DVPOs)** compared to January to March last year (57 in 2022 v. 61 in 2021).

### **Redlines**

- **PRIMARY REDLINE 1: Financial Outturn - Met.** The Financial Outturn was met (financial year end March 2022, there was a forecast underspend of £1.882m, 0.57% of the total Force budget).
- **PRIMARY REDLINE 2: Athena Compliance for Remand Files - Not Met:** 85.7% (March 2022). This is below the 95% target, but an improvement on the 78.0% in the last Force Performance Board (December 2021).

## **5.3 – Our People – ADEQUATE**

### **KPIs**

- **Second lowest level of Officer sickness (days lost per person)** in the previous seven years for this period (April 2021 to March 2022 inclusive): 8.55 days per officer. While this is 1.98 days higher than the same period in 2020/21 (when the average was 6.57 days lost per officer), it is 1.31 days lower

the average over the last seven years. Although Officer sickness was also higher in the period April 2021 to March 2022 than it was during the COVID restriction period (April 2020 to March 2021), it is lower than it was the preceding year (2019/20), when it was 9.21.

- **Fourth highest level of Staff sickness (days lost per person)** in the previous seven years for this period (April 2021 to March 2022 inclusive): 9.33 days per staff member. This is 2.24 days higher than the same period in 2020/21 (when the average was 7.09 days lost per person), and 0.21 days above the average over the last seven years. While Staff sickness was higher in the period April 2021 to March 2022 than it was during the COVID restriction period (April 2020 to March 2021), it is lower than it was the preceding year (2019/20), when it was 10.47.
- **Joint highest level of PCSO sickness (days lost per person)** in the previous seven years for this period (April 2021 to March 2022 inclusive): 15.75 days per person. This is 2.44 days higher than the same period in 2020/21 (when the average was 13.31 days lost per PCSO), and 2.34 days above the average over the last seven years. PCSO sickness was higher in the period April 2021 to March 2022 than it was during the COVID restriction period (April 2020 to March 2021), and higher also than the preceding year (2019/20), when it was 11.13.
- **Increase in the number of instances per officer** for the period April to March 2021/22 compared to 2020/21 (1.23 v. 0.74, an increase of 0.49 hours).
- **Decrease in the number of hours lost per instance** for the period April to March 2021/22 compared to 2020/21 (55.47 v. 71.14, a decrease of 15.67 hours).
- **Increase in the number of instances per staff member** for the period April to March 2021/22 compared to 2020/21 (1.30 v. 0.81, an increase of 0.49 hours).
- **Decrease in the number of hours lost per instance** for the period April to March 2021/22 compared to 2020/21 (53.22 v. 64.90, a decrease of 11.69 hours).
- **Increase in outstanding police staff return to work interviews** over 2 days overdue. There were 49, compared to 41 at the previous Force Performance Board (data to end of December 2021).
- **Improving PDR completion rates** - 93.1% as of end March 2022, compared to 91.7% in December 2021.
- **Improving trend in proportion of female police officers** as of end March 2022 (around 35.8%)
- **Improving trend in numbers and % of Ethnic Minority officers.** There were 152 Ethnic Minority officers in March 2022 compared to 130 in March 2021; this equates a rise from 3.7% of all officers in 2021 to 4.2% in 2022.

## Redlines

- **PRIMARY REDLINE MEASURE 1: Absenteeism of officers v. Most Similar Group (MSG) of forces average - Met.** This is an improvement compared to the 12 months to March 2020 (4.4% of contracted hours lost in March 2020 to 3.0% in March 2021). The MSG average is 3.3%; Essex is 3<sup>rd</sup> in its MSG.
- **PRIMARY REDLINE MEASURE 2: Absenteeism of staff v. MSG average - Not Met** (*the 0.1% pt. difference from the MSG average is not statistically significant, however*). Improvement compared to 12 months to March 2020 (5.2% of contracted hours lost in March 2020, to 3.7% in March 2021). The MSG average is 3.6%; Essex is 6<sup>th</sup> in its MSG.

## 5.4 – Community Focus – GOOD

### KPIs

- **PRIMARY REDLINE: local SMSR Survey Q13b. Stable confidence:** 79.0% for 12 months to March 2022 from 79.3% for the 12m to March 2021. Confidence also experienced a 14.3% pt. increase for the 12 months to March 2022 compared to the 12 months to December 2019.
- **ASB Perception (SMSR) - Deteriorating.** SMSR Q8a: 'To what extent do you agree or disagree that Essex Police and the organisations they work with are: Dealing with ASB'. 68.5% in the 12 months to March 2022, a slight deterioration on 70.4% in the 12 months to March 2021.
- **Deteriorating 999 abandonment rates:** 1.8% January to March 2022 v. 1.2% January to March 2021.
- **Stable 999 wait times:** average 9 seconds January to March 2022 (the average time was also 9 seconds from October to December 2021). Essex Police answered 79.3% of their 999 calls within 10 seconds v. 71.6% for the National average for the period January to March 2022 inclusive and ranked 19<sup>th</sup> out of 42 forces for their compliance rate. By way of context, Essex Police were ranked 8<sup>th</sup> highest nationally for 999 call volumes (taking a total of 67,100 calls).
- **Improving FCR 101 wait times:** 2 minutes and 27 seconds in January to March 2022, compared to 3 minutes and 31 seconds in October to December 2021.
- **Deteriorating FCR 101 abandonment rates:** decreasing average from around 20.2% October to December 2021 to 11.8% January to March 2022.

- **Deteriorating Resolution Centre wait times:** 6 minutes and 30 seconds compared to 2 minutes and 07 seconds for October to December 2021
- **Deteriorating Resolution Centre abandonment rates:** 10.4% average in January to March 2022 compared to 4.4% average in 2021.
- **Improving use of Criminal Behaviour Orders (CBOs):** average of 87 per month January to March 2022, compared to 72 in 2021. However, this is a deterioration compared to October to December 2021, when it was around 91 per month.
- **Improving trend for Community Protection Warnings (CPWs):** average 748 per month January to March 2022, compared to 600 in 2021. However, this is a deterioration in October to December 2021, when there were 793 per month.

## Redlines

- **VCC Compliance - Met 97.1%. Decrease in victim satisfaction** for their most recent experience: decreased confidence: 43.0% for 12m to March 2022 from 54.2% for the 12m to March 2021 (Q40 SMSR)
- **VCOP Compliance - Met.** 100% (no change).
- **Risk Register Scores Above 75 - Met.** No items.

## 6.0 Implications (Issues)

The Balanced Scorecard (BSC) process is used to identify and address command and Force-level performance issues. Force-wide issues that are identified at the Force Performance Board form the basis of discussions at the subsequent Force Performance & Leadership Forum.

### 6.1 Links to Police and Crime Plan Priorities

The Balanced Scorecard (BSC) process incorporates a review of the metrics that inform progress against the priorities within the 2021-2024 PFCC's Police and Crime Plan.

### 6.2 Demand

The Balanced Scorecard ensures that demand is managed appropriately by identifying both good practice and areas of concern at a strategic level. This is of particular focus within the Efficiency & Effectiveness quadrant of the BSC.

### **6.3 Risks/Mitigation**

Risk is discussed as part of the Balanced Scorecard (BSC) process. Risks that are Likely or Almost Certain, and would result in a Major or Catastrophic impact, constitute Redline Measures at both Force and Command-level.

### **6.4 Equality and/or Human Rights Implications**

No equality or human rights implications were identified in the process of writing this report.

### **6.5 Health and Safety Implications**

No health and safety implications were identified in the process of writing this report.

### **7.0 Consultation/Engagement**

The Performance Analysis Unit (PAU) continually work with commands to identify new and insightful evidence-based metrics for every area of the business. During Cycle 13, the PAU engaged with multiple commands to ensure the metrics that inform their returns are still relevant; these commands include Crime & Public Protection (C&PP) and Operational Policing Command (OPC).

### **8.0 Actions for Improvement**

The Balanced Scorecard identifies good practice, but also areas for improvement. Areas graded at “Requires Improvement” or below are discussed at the Chief Constable’s Force Performance & Leadership Forum.

### **9.0 Future Work/Development and Expected Outcome**

The PAU have historically recommended Balanced Scorecard (BSC) grades at both command and Force-level based on performance against “Primary Redline Measures”; these are the minimum standards commands and the Force need to meet for grades of Adequate and above to be awarded. However, these Primary Redlines are assessed by different criteria. Violence with Injury Solved volumes are assessed on a comparison to the previous 12 months against the same 12 months the previous year, whereas other Primary Redlines – such as Athena Remand File Compliance – is based solely on the previous 12 months of data. An action was raised at the Force Performance Board on 25 May 2022 for PAU to develop a series of guidelines to

ensure the recommended grades given by the PAU to all commands – and the Force – are consistent. This action is in the consultation period and the new methodology will be introduced for Cycle 14.

Following a consultation period during Cycle 13 of the BSC, the PAU will additionally be introducing new metrics for many of the commands for Cycle 14. Commands which will review these new metrics include Crime & Public Protection (C&PP), Contact Management, Operational Policing Command (OPC) and the Strategic Change & Analytics Directorate.

To further align the Balanced Scorecard to the Chief Constable's Force Plan, the Efficiency & Effectiveness quadrant will be renamed, "How We Work". This change will also be included for Cycle 14.

**APPENDIX ONE - Essex Police Rebalanced Scorecard Grades: Cycles 1 to 13**

Force - Rebalanced Scorecard

