Evaluation of Scottish Police Performance Measurement and Reporting Systems (PMRS)

September 12, 2012

Authors:

Ayotunde Aladejana

Himani Singhi

MSc Business Analysis & Consulting

University of Strathclyde

Executive Summary

From April 2013, the eight existing regional police forces in Scotland will be merged into a single national force. At present, all eight regional police forces use different frameworks and approaches to measuring and reporting performance. However, what the Performance Measurement and Reporting Systems (PMRS) of new single force will look like is still in question. Considering the importance of need, depth and breadth of information required to have informed decisions while answering this, this report was commissioned to understand and evaluate the strengths and weaknesses of the current PMRS practices in the eight Scottish police forces, Scottish Policing Performance Framework (SPPF), Scottish Police Services Authority (SPSA) and four international forces. Desk research on these organisations along with literature review and interviews with members of key stakeholders of Scottish policing was the approach used.

The report found that the SPPF, which is Scotland's national PMRS, is not considered appropriate for the new single force as it is inflexible in coping with changing priorities and not useful to local-area needs, thus the measures it represents are not useful to all forces across Scotland. Similarly, none of the PMRS of the eight forces and SPSA is perfect and can be recommended for a single national force. Though performance measurement systems of these organisations are developed after considering the information needs of several stakeholders, potential risk areas, public concern areas, national as well as local priorities, and community planning agreements, there are key weak areas. These include lack of measures on prevention activities, lack of robustness, lack of comparisons with similar forces and not relating performance to the costs associated with achieving performance.

In terms of reporting, lack or absence of appropriate explanations such as of performance results (reasons for increase or decrease), target setting (if present) process and data collection methodology, and imbalance in presenting good and bad performance, are key weaknesses of these organisations. Among all eight forces and SPSA, Tayside Police and Northern Constabulary are good examples for several aspects of good PMRS, such as breadth of policing activities covered in performance measurement framework and effective information presentation.

In case of international forces, a range of good and bad examples of PMRS was found. Netherlands and Denmark were found to have performance contracts systems which were reported to have several issues. Northern Ireland (NI) uses performance metrics and New Zealand (NZ) has a wide range set of measures as PMS. NI and NZ set some good examples of PMRS in one or more aspect such as comprehensiveness, clear rules for PMRS and presenting bad aspects of performance.

The report presents issues and examples of good/bad features of PMRS, besides highlighting some best features from organisations under investigation. It also provides a checklist on elements of best practices in PMRS along with recommendations on some aspects to be considered while developing PMRS of single model.

Table of Contents

Table of tables

Table of Figures

1 Introduction

The eight regional Scottish Police forces will be merged into a single national police force by April 2013 and in this context developing a performance measurement and reporting system (PMRS) for new single force is still under speculation. Will the single force initially adopt the current national performance framework (SPPF), or will a new framework be developed for being in effect by April 2013, and if so, what will it look like? No answers are yet available to these questions. Being mindful of the situation, this report throws light on current PMRS practices (along with merits and issues) in Scotland and some international forces that can be considered while developing PMRS for the new National Force. The report discusses the PMRS of these organisations with a view to identify their good features and practices.

1.1 Objective and Scope

The main objective of the project is to come up with recommendations on best practice(s)/guiding principles for performance measurement and reporting system (PMRS) that can be considered for the single National Police force in Scotland. This also includes suggestion on what constitutes best PMRS (one system or mix of elements from different systems) among the organisations considered as part of the project. In order to get insights on the best practices, this project identified the strengths and weaknesses, besides understanding PMRS, of the following organisations/framework, to which the scope of analysis was limited:

- Current Eight Police forces in Scotland
- Scottish Police Performance Framework (SPPF)
- Scottish Police Service Authority (SPSA)
- International police force model /services of:
    - Netherlands
    - New Zealand (NZ)
    - Northern Ireland (NI)
    - Denmark

1.2 Approach

The project was approached through a mix of primary and secondary (desk) research.

1.2.1 Secondary Research: Desk research on the above organisations was done by exploring material on the websites of these organisations, some relevant public authority websites (such as that of National Audit Office UK , Audit Commission UK, HMICs, Audit Scotland), press releases, literature review, third party or public reports (freely available) related to the above subject matter. First, based on literature review, the good/best practices/guiding principles for developing PMRS was developed and then the

analysis of the current PMRS of the organisations mentioned above was undertaken by comparing them against good practices. Besides this, research was done with the aim of finding specific information of each organisation, especially from their respective websites. In order to assess the reports for strengths and weaknesses, we analysed current reports of latest year (2011-12 or 2010-11) available on website at the time of analysing specific organisation as mentioned in timeline of project plan (Appendix 1) sent earlier.

1.2.2 Primary Research: The information was also supplemented with data collected from semi-structured interviews with key stakeholders of Scottish Policing.

Sample size and target organisations: Initially we targeted and approached 12 organisations, including the 8 police forces, SPSA/SCDEA, HMICS, Audit Scotland, and ACPOS, with interview requests. Later we also approached Strathclyde Police Authority (SPA) with view to getting some information (because Strathclyde Police didn't respond to interview request). Thus in total, we approached 13 organisations with interview requests. However, due to a number of different reasons such as contact persons being on leave, busy schedules (not being able to arrange meetings within the project time), lengthy bureaucratic procedures and non-responses, we were only able to conduct interviews with 6 individuals from a variety of organisations (Appendix 2 provide details on how we approached and the responses we got from all 13 organisations).

Timelines: The Table below outlines activities schedule for primary research data collection process

Table 1: Primary Data Collection Schedule

Start (2012)	End (2012)	Activity/Comment
July 6	July 16	Preparing Interview Guides
July 6	Aug 10	Requesting and Scheduling Interviews
July 17	Aug 14*	Conducting Interviews

Note: *Except one interview (on August 17, 2012) as per prior agreement.

Mode of Interviews: Initially we targeted face to face interviews; however, a couple of respondents preferred to have phone interviews. We targeted Performance Managers or Policy planning managers in police forces, and for other organisations we tried to talk to senior managers or performance analysts.

Focus of Interviews: From such interviews we planned to get information mainly on the strengths and weakness of the current practices, general issues, areas of improvement and their take on current practices in PMRS. The question guides used for interviews with police forces, HMICS (focused on SPPF) and Audit Scotland are attached in appendix 3.

1.3 Limitations of research

Unavailability of respondents, limited time period for arranging and conducting interviews and issues in conducting secondary research on police forces such as Netherlands and Denmark due to issues in

translation of available documents to English language are some of reasons that limited the extent of expected data collection from both secondary as well as primary research. For instance, when searching the websites of Netherlands and Denmark police, we were not able to convert all available material to English and also not able to search their respective websites using keywords in English, and this hampered our understanding of the whole picture, and analysing strengths and weaknesses especially of reporting practices. Thus, for Netherlands and Denmark we had information mainly from literature review or secondary research besides information from their website.

The data collected from interviews is limited only to views of organisations interviewed such as SPA, Lothian and Borders Police, Dumfries and Galloway Police, Tayside Police, Audit Scotland and HMICs. This resulted in unequal level of information (**not available from secondary research**) gathered for each organisation. For example, information on how the performance measurement systems (PMS) is developed and different types of reports and for whom, is available generally for police forces, but not for SPSA and international forces.

1.4 Report Structure

The report is categorised as follows:

SPPF – This chapter Provides overview of the SPPF, its strengths and weaknesses from two perspectives; Interviews and our analysis, along with some general views on SPPF that emerged from Interviews

Performance Measurement and management: Describes how performance measurement systems (PMS) are developed in the eight forces and their current PMS (along with that of the SPSA). The chapter further outlines the strengths and weaknesses of these organisations.

Performance Reporting: This chapter answers the questions of what, who and how performance reporting is done in the eight police forces, along with an evaluation of strengths and weaknesses of eight forces and SPSA.

International Scenario: This chapter includes case studies on four international forces that are under the scope of this project. A case study outlines the type of PMRS, its impact and/or strengths and weaknesses.

Recommended Checklist and Examples (good/bad) – PMRS: This chapter provides recommendations on the checklist/guiding principles for developing good PMRS. The chapter further provides examples of some good/bad examples along with issues, based on PMRS of organisations covered in this project. It also suggests some good features that can be incorporated in the new single force model.

Recommendations: This chapter provides key recommendations on the aspects to be considered while developing PMRS for single force model.

2 Scottish Policing Performance Framework (SPPF)

Summary

SPPF as Performance Measurement Systems (Interviews and our evaluation)

Strengths	Weaknesses

Strengths

- Emphasized importance of performance measurement among Scottish police.
- Provides overall performance picture of all Scottish police forces via common framework.
- Serves as a platform for identifying best practices.
- Includes minimum dimensions that should be considered for evaluation of police performance.

Weaknesses

- Inconsistency in its use and data reporting across the police forces.
- Inflexibility in coping with changing priorities.
- Not all areas or measures are useful or applicable to each force.
- It cannot be used to compare the performance of the eight police forces across Scotland.

SPPF Reporting (Interviews and our evaluation)

Strengths

- Indicators are clearly differentiated into inputs, activities and outcomes.
- Influence of other organisations on specific measures is clearly highlighted.
- Data risks and issues are mentioned din he report
- Report is understandable to non-technical readers

Weakness

- Information missing on many parameters by one or more forces.
- Targets are not available for majority of measures, and even when they exist, they are not mentioned.
- Financial and Non-financial information is not related.
- It refers to three reports for one to get a holistic view of national police performance.

General Views (Interviews)

- It is not used as a tool to judge performance
- It does not cover areas of specialist policing such as counter-terrorism, helicopter operations, organised crime and so on.
- Forces are not compared due to geographical differences and staff numbers

2.1 Introduction

SPPF is a national framework for assessing the performance of all 8 Scottish police forces within a national strategic context. In order to develop it into a best practice performance framework, it is reviewed periodically to incorporate appropriate changes. SPPF is an outcome-based PMRS that aims to:

- Develop standard national performance measures covering a variety of police activities.
- Enable police forces to mend their performance by reflecting on given measures; thus, increasing the effectiveness of their services in respective communities.
- Increase accountability to stakeholders (such as general public, Scottish government, police authorities) by being consistent and transparent in providing information on policing performance.
- Robust performance management leading to performance improvement.

2.2 Development and Areas of Focus - SPPF

SPPF is an outcome of collaborative efforts of many organisations including *"The Association of Chief Police Officers in Scotland (ACPOS), the eight Scottish police forces, the Scottish Government, Her Majesty's Inspectorate of Constabulary for Scotland (HMICS), Audit Scotland, the Scottish Police Authorities Conveners' Forum and the Scottish Police Services Authority (SPSA)"* (Scottish Policing Performance Framework Annual Report 2010-11, page 1).

The framework is categorised into following 4 broad areas namely *"Service Response"; "Public Reassurance & Community Safety"; "Criminal Justice & Tackling Crime";* and *"Sound Governance & Efficiency"* (Scottish Policing Performance Framework Annual Report 2010-11, page 1-2), that covers the wide range of activities of Scottish policing. SPPF has been reviewed annually, since its launch in 2007; the performance measures contained are added, deleted or edited. All the changes made in SPPF are described in the report and reasons for these changes are also provided, where applicable.

As per the information provided by a respondent from HMICS, The ACPOS and the Scottish Government are the main players involved in making changes to the SPPF. There is a group called the performance management (one of the business areas of the ACPOS) that looks at indicators that need to be improved, added or removed and what policing priorities are. The new indicators are incorporated in the framework based on the priority areas identified by a majority of the police forces.

2.3 SPPF - HMICS and Police Forces Views

2.3.1 Strengths/Benefits of SPPF

Platform for police forces to identify good practices

SPFF provides a common set of performance indicators that are considered to provide an overview of overall performance of the Scottish police. The SPPF annual report captures data from each force based on a set of agreed measures and states the reasons for performance on the set of the activities contained in the SPPF. This can help the police forces to benchmark their performance against other forces by identifying

the reasons for better performance (if any) as indicated by numbers, in light of their geographical, social and environmental differences.

Brings forth an important set of indicators to identify improvement areas

An attempt to set a common group of indicators which can be used to assess where improvements can be made, besides identifying where good practices are used is considered as a major strength of the SPPF by a Performance Assessment Manager of HMICS.

"A good performance framework will tell you what the question is, tells where to go to, where to ask questions." Performance Assessment Manager, HMICS

Facilitates decision making and works as a catalyst to enhance improvement

Though SPPF is not a comprehensive, one stop framework that can be used by forces without making any other efforts to improve ways of measuring performance; however, the SPPF has hugely contributed to emphasizing performance measurement and made the forces think about performance measurement in order to drive improvement. The SPPF has been a step forward in performance measurement by Scottish policing, and this is well reflected by the following statement;

"SPPF is a good step in a right direction as it brought people together to talk about performance. Compare the Fire and rescue service struggling to get performance framework for years, tried to adopt the SPPF, but couldn't manage it." Justice Portfolio Manager, Audit Scotland

2.3.2 Weaknesses of SPPF

Inconsistency in use hampers optimal utilization of SPPF

A major weakness of the SPPF (as considered by Performance Assessment Manager, HMICS) is the inconsistency in its use and importance across the police forces. Some police forces such as Dumfries and Galloway use SPPF as the primary framework for their performance measurement and reporting needs, however, some other police such as the Strathclyde police do not use SPPF as their primary PMS, and instead have their own PMS. Also, SPPF is used as a prominent part of planning and business decisions by Dumfries and Galloway, and Grampian, which is not the case with Strathclyde police.

"SPPF was designed to give an overall picture of policing in Scotland, but because some forces have not utilized the framework, it has failed to do so." Performance Assessment Manager, HMICS

Inconsistency in Data Recording

Inconsistencies are also found in terms of data reported on SPPF by different forces. For instance, there are cases where indicators are counted differently by forces or not reported by all the forces. For example, a crime reported to the police will be interpreted differently in the various police forces. Such inconsistencies can be attributed to disagreement among police forces about what to measure, how to measure things such as performance, what are good indicators for crime and so on.

"Data recording mechanisms can differ from areas to area, so the performance information reported can't be compared and judged in same light" Respondent from Lothian and Borders Police

Inflexibility and Lack of Robustness

One of the weaknesses of the framework has been its inflexibility in coping with changing priorities. It is not dynamic or robust enough to incorporate changes as and when the need arises. In addition to this, SPPF also does not satisfy the local needs and priorities of some of the police forces, unless those needs are considered to be important for all or majority of the forces.

It is important to note that even if some local needs or changes are decided to be incorporated in SPPF as mentioned above; there is a time-lag between priorities and the framework as the timeframe for agreeing strategic priorities are different from the time-table for agreeing on the framework itself. Thus there is lack of robustness in incorporating changes when they are needed.

SPPF only monitors performance, doesn't evaluate it

The SPPF is only a monitoring tool; it is not actually used as a tool for assessing or directing performance as revealed by police forces. For instance, The SPPF uses measures such as 'Group 1 crime per 10,000' not necessarily to check who is performing better, but to help understand reasons why the numbers in one force are going up while the another force's numbers are dropping.

It is seems to be have been "a ***bit high jacked*** "(Justice Portfolio Manager, Audit Scotland) by information practitioners, who are stuck in details of each measure and how it should be measured. Forces are using SPPF for sake of reporting on that, however, is it is adding any real value or influencing performance improvement in majority of forces.

Long length of SPPF report

SPPF report is very lengthy, about 100 pages, which is considered a weakness of the report.

2.3.3 General Views

Below are some other aspects of SPPF, which are not particularly the strengths or weaknesses of SPPF, but add to the understanding of SPPF.

SPPF is not meant to judge performance

Contrary to what is generally perceived about a national performance framework to judge performance, SPPF is not meant as a tool to judge the performance of the police force. The SPPF was aimed at providing a common set of performance indicators across Scotland to show overall performance of the Scottish police along with reasons for the same. However, it is the responsibility of respective police boards to judge the performance of their police forces.

All types of policing activities can't be covered in SPPF

The SPFF tries to cover the length and breadth of policing activity in Scotland, however it neglects areas of specialist policing such as counter-terrorism, helicopter operations, and serious organised crime, prevention, etc. This is because it is very difficult to incorporate these areas into a performance framework. For Instance, counter-terrorism can't be easily measured as there are no obvious outcomes and it is difficult to measure or even determine the outcomes. A lot of activities go into the process of Counter-terrorism; good performance here will mean no terrorist attack.

All areas of policing activities can't be publicized

Activities such as targeting gangs have to be kept secret and cannot be put in the public domain. For instance, SCDEA has internal measures to keep up to date of their activities; however, this cannot be put in the public domain as they do not want to tip off gangs and organised criminals.

Setting targets is not important for policing

The SPPF does not put in targets into the framework. It is believed that putting in targets for policing distorts activity, as the police would likely go after the targets rather than dealing with the main problems.

The only areas where targets are put in place are areas which are in collaboration with the criminal justice system- targets about reporting cases to the Procurator-fiscal within 28days. The rationale behind this is that not reporting a case within the specified time would prejudice a court case.

Understanding social and environmental factors are important to understand performance

Performance measurement of an area is significantly impacted by social and environmental factors that are used to define and explain performance in a particular area. The HMICS is looking at comparing performance across Scotland and trying to set up a system which tracks crime, deprivation, unemployment and checks a linkage between these factors and crime rate.

Practice is different from theory behind SPPF use

In theory, all areas of the framework are of equal importance, however, in reality, police forces generally concentrate on crime numbers.

Forces can't be compared on SPPF parameters

Forces aren't compared directly due to geographical differences and staff numbers. Priorities between forces are also different. Comparison is expected to be more coherent under a single police force as it would have 32 divisions, wherein similar divisions could be compared.

SPPF is not sufficient for single force – new model under development by HMICS is expected to replace SPPF

In the future, Scotland's single police force is expected to have lot more indicators than those currently present in SPPF; however, about 20 odd indicators would probably be regarded as the important ones at a national level. Currently a new format of PMRS is being looked at for the single force - 'Performance on a page' with 20 odd indicators which would represent the most important areas of policing activity. This is expected to provide a big picture reporting format, which would help to identify and focus on problematic areas. Consensus from interviewees has been observed on moving ahead from SPPF as SPPF won't serve the purpose of single police force and its performance measurement requirements comprehensively. This can also be inferred from views of the Justice Portfolio Manager, Audit Scotland, who mentioned that *"SPPF has had its day"*

2.4 SPPF Evaluation

2.4.1 SPPF as Performance Measurement Framework

2.4.1.1 Strengths
Include dimensions essential to evaluate police performance

The four areas of focus of SPPF include the minimum dimensions that are suggested by Moore and Braga (2003) as a "must" to be considered in evaluating the performance of police forces. The SPPF's four areas of focus are aligned with objectives of the SPPF and also contribute to strategic objectives of the Scottish Government (as per single outcome agreement) by including national performance measures related to criminal justice, which is one of the important areas of national strategy developed by Scottish Government.

Indicators are appropriately categorised

The indicators are clearly differentiated into three types, namely; inputs, activities and outcomes. This shows the balance in presenting the activities as well as respective achievements. In addition to this, some context measures are also included to enhance understanding.

2.4.1.2 Weaknesses
Lacks Comprehensiveness

Though SPPF is considered as a national performance framework, however, it cannot be used as comparison framework to assess the performance of Scotland across 8 police forces. It is not a comprehensive framework that can be adopted by forces without having their own separate PMS to serve their particular environment. All areas/performance measures of framework are not useful for each force. This means all forces are reporting on all the indicators, for the purpose of reporting, even if measuring on some performance measures might not be useful to them. A respondent from Tayside police was also of the same view.

2.4.2 SPPF – Reporting Practices

2.4.2.1 What, How, to Who and Why is reported?

SPPF report contains information on SPPF parameters from all eight forces. Quarterly and annual reports for SPPF (along with technical report that outlines details on each measure such as data collection process, definition, etc.) are published by ACPOS. Also, a yearly revised version of the framework is published by ACPOS. SPPF results are also highlighted and briefly reported through press releases of ACPOS. Besides the annual report by ACPOS, Scottish Government publishes an annual data report (mainly contains statistics – quantitative tables on measures) on SPPF. All reports are available from either websites of concerned organisations such as ACPOS or The Scottish Government. Performance Management Business Area from ACPOS and The Scottish Government's Justice Analytical Services Department of Scottish Government are the respective departments of the organisations involved with SPPF.

These reports are mainly produced for **public and key stakeholders of Scottish policing** such as Scottish Government, HMICS, police forces to provide them with Scottish police performance view at the national level and also in particular help police forces to identify best practices for improving performance. In addition to this, accountability (of government towards public and stakeholders), transparency were found to be other main reasons for reporting on SPPF (as revealed from interviews).

2.4.2 .2 Strengths of SPPF Reporting Practices

Performance Measures are appropriate and aligned to aims and objectives

The indicators are clearly differentiated into three types, namely; inputs, activities and outcomes. This shows the balance in presenting the activities as well as respective achievements. Moreover, presenting them by showing each set of indicators under the relevant focus area depicts alignment of indicators within the objectives of the framework. This method of presentation of results within strategic context strengthens the report and makes it more understandable. Performance measures specified in SPPF have standard definitions and are quantifiable, relevant, practical, clear and timed as also suggested by literature (Boyle, 2009; CCAF~FCVI, 2002 & 2007) on good practices of PMRS. It emphasizes on outcomes, activities used to achieve these outcomes are put in place. Resources used in the process are mentioned as well.

Contribution of other agencies is clearly mentioned, ensuring informed judgements on common measures

The objectives and measures that are not unique to police agency and are also influenced by other organisations are clearly highlighted in SPPF. Such practice is considered good (Boyle, 2009) as it illustrates that the achievement of such outcomes is not solely dependent on police forces or the environment created by them. Thus, depicting the fact that inputs from other organisations also impacts the achievement of such objectives.

Understandable to non-technical user

Prerequisites of a good practice of reporting such as explanation of methodology of data collection, sources of information, calculations, type indicators, change in indicators, and commentary on measures and performance of different police forces on that measure are included in the annual reports. In order to increase the understanding of users, a technical report is also generated that meets the information needs of users around each performance measure and provides a standard definition for each measure. A snapshot of the information format from technical report is given below.

Figure 1: Level of information available for measures in SPPF

TITLE	A clear and unambiguous title of what the indicator is intended to measure.
AREA OF POLICING	The Area of Policing the indicator is aligned to, taking cognisance of its relevance to the High Level Objectives of that area.
STATUS	An indication of whether the performance indicator/contextual measure is an existing one, new or revised. Any changes to the definition, calculation etc. of the indicator will also be recorded here.
PURPOSE	A clear indication of the contribution the measure makes to the High Level Objectives.
DEFINITION	A concise specification of the relevant measure.
CALCULATION OF INDICATOR	A clear and unambiguous statement of exactly how the indicator is calculated.
DATA SOURCE	Specific details of where the data for the relevant measure of the indicator is derived and who is responsible for collecting the data.
FREQUENCY OF REPORTING	The frequency and to whom the indicator will be reported.
KNOWN QUALITY ISSUES	Any factors affecting the calculation or use of the indicator.
OTHER FACTORS	Any other factors that are relevant to the indicator and may include the main drivers for change in the indicator and other factors that need to be taken into account when putting the indicator into context.

Source: 2011/2012 Scottish Policing Performance Framework Technical Notes Report, page 12

Baseline and trends of data are reported

The annual report captures data on all performance measures of SPPF for all eight forces and apart from showing data of the reporting year; a previous 3-year data is also captured. This shows the direction of performance with time and provides meaning to interpretation of current performance as good, better or bad based on previous performance. Data trend analysis, wherever possible, is provided. The data is revised as per the edition made in measures.

Data Concerns and Risks are addressed

Data interpretation risks have been considered and based on that, the comparisons on certain performance measures have been limited to previous year of same force instead of comparison with other forces. . For instance, ACPOS annual performance report 2010-2011 (page 6) states that "*Through consideration of crime and community safety statistics in Scotland and beyond, ACPOS has recognised that there are inherent risks in simply comparing performance data from one police area with another. This is due to the inevitable variances in crime and........*" In addition to this, some issues or expected concerns on data quality along with reasons are also addressed in the report. For instance, ACPOS annual report 2010/11

mentions the reasons for disparity or incoherency of data on new indicator. Another example includes mentioning the reason for not focusing on percentage change comparisons among forces.

Attempt to engage stakeholders

Consideration for the response of the general public has been shown by asking for comments and suggestions from them.

2.4.2.3 Weaknesses of SPPF Reporting Practices

Inconsistency in data reporting

There are many cases where information on measures is missing (due to unavailability of data from respective forces for that time period, as mentioned in the report) in comparison tables, covering the information on each indicator for the last four years of all eight forces. An example of this is shown in a snapshot from the report below.

Figure 2: Missing information in SPPF reporting

Source: Scottish Policing Performance Framework Annual Report 2010-11, published by Scottish Government, page 11

Though SPPF includes all priority areas in terms of measures, however, all the measures might not have the same priority across all eight police forces in Scotland. Lack of national standards on data collection and performance management leads to inconsistency in data recording and reporting.

Inconsistency in mentioning targets, wherever applicable

The targets are not available for majority of measures and even though they exist, there are cases where the targets are not mentioned in the report, For instance, in the case of measures on "*Time taken to respond to emergency incidents*", both ACPOS and Scottish Government data report mentions that different forces have their own target times; however, information on targets is not captured in the annual report. Another issue includes instances where some forces don't have targets in case of an indicator for which majority of other forces do have targets. For instance, Strathclyde police don't have any set targets for emergency response incidents and Fife Constabulary discontinued target practice for this measure since September 2010.

Outcomes not related to cost associated with them

Though the measures around financial information are captured, however financial and non-financial information is not related.

Explanations and Discussions are not satisfactory

The ACPOS report is mainly qualitative and doesn't include tables; it however refers to the data report for statistical information. For explanation on measures, it refers to a technical report. In order to understand the framework and performance one has to refer to all the reports to get a view on national police performance. The report explains the statistical data in terms of increase or decrease in performance of the various forces; however it does not explain the reasons for these changes. Explanations are also lacking on how the performance targets (where present) are arrived. In addition to this, the future targets or performance information use is not highlighted in the report. And most importantly the report doesn't conclude on improvement areas based on analysis of all measures

2.5 Conclusion

SPPF has significantly impacted the performance thinking and shown the importance of performance measurement in police forces. Though SPPF is not equally useful for all police forces, SPPF is used as a prominent part of planning and business decisions in a number of forces such as Dumfries and Grampian. It is important to highlight here that national level objectives cannot be realised without having coherent set of activities in each local area. Also, in order to understand the national position it is extremely important to get glimpse on what is happening at local level on similar areas as that provided by SPPF. Thus, even though SPPF is not suited to local needs of each force and is not what can be used across the board without having some sort of own PMS, it has been a step forwarding in terms of performance measurement, but has not achieved the desired goal.

"SPPF have some measures that might not be priority for each police force. For instance, Strathclyde might have more violence/murders; however, that is not equally important area for Tayside. SPPF is based on national priorities (such as counter terrorism), thus it can't be ignored." Performance Manager, Tayside Police

It should be noted that the frameworks of police forces such as Strathclyde (that doesn't use SPPF as their PMS) still contain the fundamentals of policing such as crime, detection rates which are included in whatever performance measurement and reporting tools is being used by all the police forces. Thus, it can be inferred that SPPF strength lies in providing police forces with list of areas and performance measures that can potentially be the important ones to look at or consider for channelizing their efforts towards optimizing performance.

3 Performance Measurement and Management

Summary

Type and Development of Performance Measurement System (PMS) of Scottish Police forces

- The SPPF is used to measure national indicators

- Internal KPIs and Local indicators are used to measure local priorities

- Stakeholders priorities are considered while developing PMS

- Strategic objectives are translated to actions and then measures

Strengths

- The policing plan of the forces drives indicators used to measure performance.

- Strategic focus and planning within the forces are based on performance priorities and measures and stakeholder needs

- PMS is based on socially desirable outcomes and aids easy communication of performance to stakeholders

Weaknesses

- Areas of prevention are not incorporated into measurement

- Measurement frameworks are not dynamic and comprehensive enough

- The measurement frameworks do not allow for comparison between forces.

- Police Objective analysis is either very poor or lacking

3.1 Introduction

This chapter will discuss some of the best practices in performance measurement using literature culled from journals, articles and reports. An analysis on the performance measurement systems of the 8 police forces in Scotland, the SPSA and SCDEA will also be conducted to show areas where their performance is strong and areas of weakness. This analysis will be done by comparing the practices in these institutes with best practices deduced from literature, interviews with key stakeholders in performance measurement and our understanding of best practice.

3.2 Literature Review- Best Practices

A report by the National Audit Office *et al* (2003), states that performance measurement framework should be developed within a context of the Police force's mission, aims and objectives. It is important that the needs and perspectives of stakeholders/users are considered when developing the performance measurement framework. It is also recommended that the framework should be flexible to organisational changes. This view was echoed by Boyle (2009) in his paper titled 'Performance Reporting: Insights from International Practice'.

This means that changes in the strategic direction of the police force should be easily accommodated into the framework. New goals and objectives should also be easily aligned into the framework.

In the joint report by the National Audit Office and the Cabinet office, it was advised that the performance measurement framework should provide complete overview of police force's key activities. The development of the performance measurement framework should be deeply accommodated and merger in devising organisation's business and administrating it. A joint report published by the Australian National Audit Office (ANAO) and the Department of Finance and Administration (2004) emphasized the need for a performance measurement framework to be economical in terms of the cost associated with the gathering and presenting of useful information.

Boyle (2009) also recommended that the performance framework should use a consistent, comparable, and structured approach to performance information across all agencies and programs. This view was first put forward by the CCAF~FCVI Inc. (2007) in their report on effective public performance reporting.

Moore and Braga (2003) insisted that national policing targets should be developed around "broad socially desirable policing outcomes". They recommended that at the minimum, the following should be used in evaluating police performance;

- Reducing crime and crime rate
- Crime solvency rates
- Increasing security/Debase fear
- Ensuring Civility in Public Places
- Using funds and authority, fairly, efficiently and economically
- Offering quality services

According to Davis (2012) performance measures should be encouraged to be flexible to local context if there are national standards. The Australian National Audit Office (ANAO; 2004) went on to recommend that performance measures should also have standard definitions and should be realistic in nature. Davis (2012) also added that type of performance indicators should reflect balance in being categorised in to "*outcomes*" and "*outputs*", with more focus on outcomes rather than outputs, where outputs are the activities used to bring about outcomes or results.

Boyle (2009), ANAO (2004), CCAF~FCVI Inc. (2002 & 2007) are all in agreement that performance measures/indicators should exude the following characteristics (ANAO, 2004; page 13);

- *"Specific - clear and concise"*
- *"Measurable – quantifiable"*
- *"Achievable -practical & reasonable"*

- *"Relevant - to users"*
- *"Timed - range or time limit"*

A report by the Governor's Office of Budget and Planning, Utah (2007) stated that a good PMS is expected to offer relevant and useful information that can be used in decision making, and can also have measures that play a crucial role in day to day processes and activities of an organisation. The report also states that an essential criterion that must be surfeited by PMS includes:

- Result-focused make up, focusing on "*outcomes, efficiencies, and outputs*" (page 5)
- Selective approach: Focusing on key performance indicators
- Relevance, in terms of providing valuable and valid information to aid decision making
- Provides approachable information /results on regular basis
- *"Reliable: provides accurate, consistent information over time"* (page 5)

3.3 Development of the Performance Measurement Systems

All the police forces adopt somewhat similar approaches to developing their performance measurement framework in terms of choosing focus areas and developing performance measures. None of the force develops their PMS in isolation or only as per their requirements. Consideration is given to the information needs of several stakeholders, potential risk areas, national as well as local priorities and community planning agreements. Below mentioned models or partnerships or methods are considered while developing PMS;

- **National Intelligence Model:** It is designed to help police prioritise what they deal with. It is used for strategic assessment and development of control strategy. Strategic assessment of force is done to identify key risks, which are then prioritized. For instance, it generates information such as hot spots for crime, criminal profiles, etc. This helps to direct the resources accordingly.
- **Community Partnership Model:** Community Partnership (CP) model is designed to ensure that one organisation does not do something to prejudice other organisations. For example, The Police forces work in tandem with the Justice department, an initiative to crack down on drunk drivers would lead to an increase in people charged to court for that offense. Ensuring that the police force informs the Justice department about its actions to allow them make adequate provisions is the idea behind the partnership model.
- **Control Strategy:** This comes about through a risk analysis. The Control Strategy shows all the significant operational police priorities. Plans of action to deal with police concerns are published and included in the control strategy.

- **Single Outcome Agreements** – Agreements between the local authority areas and the Scottish Government which point out how they will work in tandem with each other to improve the national outcomes for the communities with a view to ensuring that local needs and objectives are met.

- **Community Promise** is an agreement which highlights what local community has brought up as their priority. This is developed as a result of consultation with local community. The Community Promise is matched against the Control Strategy; all the measurements in the Community Promise are part of the Control Strategy, they may not be measured or monitored the same way...

- **Public Feedback:** Through surveys and social media, the concern areas and improvement for public are identified and then the performance measures are developed for those areas. Also, the improvement areas are identified.

- **National Outcomes;** The Fifteen National Outcomes of the Scottish Government describe what it seeks to achieve over a period of ten years. These outcomes help provide a clearer picture of the purpose of the government. It enables easy understanding of the priorities and shows the way through which service delivery will be done. The police contribute to several of these outcomes, however it's contribution is more focused and inclined towards "*National Outcome 9: We live our lives safe from crime, disorder and danger*". (Scottish Government National outcomes at Scottish Government website)

The community promise document is linked to the control strategy. Prevention and Intelligence Actions from the control strategy and measurements from the single outcome agreement like road policing are what guide performance measurement and reporting framework.

3.3.1 Development of Performance Targets and Performance Measures

Based on interviews, we observed that there is no specific, rationalised process in place to set targets. Two views on targets development surfaced from discussions with police forces. **First,** the previous years' (usually 3) average is taken as a used as a benchmarking tool for current performance. This is used by both the Tayside Police (TP) and Strathclyde Police (SP). **Second,** a number is set which to which forces doesn't have an answer to how and why? For instance, a respondent from Lothian and Borders Police (L&BP) expressed that targets are not set for every area; however targets that are adopted from the SPPF are not backed by sound judgement or "*are arbitrary figures*" (respondent from Lothian and Borders Police). For instance, "*there is a target for submitting police reports to the PF of 80% in 28 days. If a force shows 78% in 28 days this might be seen as underperforming.*" (Respondent from L&B). A worthy note point is that targets are for sake of targets, they are not supported by sound development mechanisms.

All forces don't have performance targets. For instance TP and Dumfries & Galloway police (don't set targets at local level however, they use the ones set for national level measures) don't believe that performance targets are required, whereas Strathclyde Police do so. Continuous improvement has been the focus of some forces for performance measurement. General consensus (of interviewees) is that setting targets doesn't drive the performance in policing.

Interviews further disclosed that targets vary even across the areas under same force. For instance, a respondent from Tayside states that, TP includes three policing areas and targets for performance measurement varies accordingly. "*Having same targets for three areas seems unfair*". For instance, about 50% of crime cases happen in Dundee (that is most densely populated amongst three areas), thus performance targets related to crime reduction in Dundee differs from rest two areas.

Interviews also disclosed that there is no range or upper/ lower limit of number of indicators for which Scottish forces are mindful while developing them. Identifying the objectives, different activities are developed followed by action plans (that are incorporated into business) and performance measures. Senior management such as the force's Chief Constable, deputy Chief Constable and Divisional commander are also involved in the process of developing PMS.

3.3.2 Types of Performance Measurement Systems/Framework – Scottish Police

In general, in order to measure performance all the forces use their own set of performance indicators along with SPPF. However, the relative importance of SPPF varies from force to force. For instance, Dumfries & Galloway considers SPPF as main/primary component of their PMS, whereas Strathclyde Police force and TP considers their own set of indicators as primary PMS and SPPF is a kind of mandatory tool for measuring performance at national level.

In terms of local performance framework, the components or perspectives of local performance also vary from force to force, and /or area to area in a same force as the policing focus areas differ from force to force, or areas to area in same force. For instance, the priorities for Glasgow Central and West Area (area under Strathclyde Police) do include Assault, which is not included in priorities for another area under Strathclyde Police - Glasgow South and East Renfrewshire Area includes. On the other hand, latter area does have Speeding Motorists as one of it priority, not included by prior area of Strathclyde mentioned.

Similar views were also found from interviews, where a respondent from TP and SPA communicated that Performance measures vary even within the force level, based on the need of each local area under each force. Though performance is measured for breadth of activities of forces, however, the performance areas/objectives are prioritized by forces. Some forces (such as Dumfries & Galloway and Strathclyde) do so on the basis of on SOA agreement (Strathclyde focuses on outcome – 9, save from danger) and control strategy, while TP do so based on numerical scoring matrix for prioritizing risk areas.

Below is the brief description of Performance Measurement System used by police forces, SPSA/SCDEA.

Central Scotland Police (CSP)

The Police force uses the SPPF to show its performance. Local performance indicators are also used to measure the performance of the police.

Dumfries and Galloway Constabulary (D&G)

The SPPF is used to show the force's performance statistics along with the Single Outcome Agreement (SOA's) and the Community Promise document (CPD).

The SOAs are accordance between the Scottish Government and CP partnerships, which explicit details on contribution of these organisations in achieving local outcomes under light of their alignment to national desired outcomes set by the government. (Appendix 4)

Fife Constabulary (FC)

The SPPF framework is used to measure the performance of the police force. A set of internal performance measures are developed to capture local priorities.

Grampian Police (Grampian or GP)

The SPPF guidelines are used to present and measure the performance of the Grampian force along with a set of internal performance indicators and targets

Lothian and Borders Police (L&B)

Several local performance indicators have been developed to measure the strategic priorities/objectives of the police force. They also use the SPPF framework to measure along the national indicators.

Northern Constabulary (NC)

The SPPF guidelines are used to present and measure the performance of Northern Constabulary force along with a set of internal performance measures and targets.

Strathclyde Police (SP)

The local performance measures for each focus area are developed and reported. Besides this, performance measures of SPPF are reported.

Tayside Police (TP or Tayside)

Key performance indicators along with comprehensive set of performance measures for TP are used to measure performance of the force. A scorecard is used to report monthly performance. The SPPF measures are also used to determine performance.

SPSA

The SPSA has set eight corporate objectives which are measured using about 17 key performance indicators. Each of the KPIs is grouped under the objectives which they help to achieve and an outcome is attached showing how well each KPI has been achieved and its current status.

SCDEA

SCDEA have about 20 performance indicators that reflect achievement strategic priorities categorised under four principles – divert, disrupt, deter and detect. Tackling *Serious Organised Crime Groups (SOCGs)* that can create any kind of harm, risks and threats to Scottish public/communities, is the focus of all strategic priorities. The strategic priorities are set by Scottish Ministers and performance of SCDEA is measured against these priorities. Performance indicators are developed in light of the strategic priorities and target is also set for each indicator.

3.3.3 Data Collection

SPPF technical report details out from where and how data is collected for SPPF measures. And in general, data is gathered from related departments, for instance, road traffic data is gathered from that respective department. Management Information system is used to generate crime data. Surveys are conducted by each force one, twice or four times a year.

3.4 Strengths and Weaknesses of PMS in police forces, SPSA/SCDEA

Based on literature review and interviews, we identified some important aspects that are considered to be strengths and weaknesses of PMS. The tables below summarise these strengths and weaknesses, and show the status of organisations against that criteria. The common strengths and weaknesses discussed above in this section represent the strengths and weaknesses that were found in majority of the organisations investigated in this section.

Table 2: Strengths of Performance Measurement Systems of Police Forces and SPSA/SCDEA in Scotland

✓	Presence of respective aspect	×	Absence of respective aspect	-	Information not available	NA	Not Applicable

Strengths	CS	D & G	Fife	GP	L & B	NC	SP	TP	SPSA	SCDEA
Plan shows main priorities of Force	✓	✓	✓	✓	✓	✓	✓	✓	×	✓
Local Priorities incorporated	✓	✓	✓	✓	✓	✓	✓	✓	NA	NA
Emphasizes Direction in which performance is intended	✓	×	×	×	×	×	✓	✓	✓	✓
Policing Plan Translates to indicators	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Well Integrated into business Planning*	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Incorporates Stakeholder needs and opinions	✓	✓	✓	✓	✓	✓	✓	✓	-	-
Public satisfaction is used to assess Performance	✓	✓	✓	✓	✓	✓	✓	✓	-	-
Framework for easy communication between Board and Force*	-	✓	-	-	✓	-	✓	✓	-	-
Helps to keep force aware of what's going on*	-	✓	-	-	✓	-	✓	✓	-	-
Serves as a Benchmarking tool*	-	✓	-	-	-	-	-	✓	-	-
Based on socially desirable outcomes	✓	✓	✓	✓	✓	✓	✓	✓	NA	NA

Note: The analysis is based on our own analysis, unless otherwise stated.

"*" means this data have been collected from interviews.

Table 3: Weaknesses of Performance Measurement Systems – Police Forces in Scotland

✓	Presence of respective aspect	×	Absence of respective aspect	-	Information not available	NA	Not Applicable

Weaknesses	CS	D & G	Fife	GP	L & B	NC	SP	TP	SPSA	SCDEA
Targets are not compared with performance at all or if so, not done comprehensively *	✓	NA	✓	×	✓	✓	×	✓	×	×
Does not cover areas of prevention	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Performance measurement is not used to drive improvement	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Lack of Comparisons	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Use of Police Objective Analysis is limited or absent	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Do not have efficient financial measures	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Lack or robustness – priorities are not updated at the same time as when change is required	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Lack of Comprehensiveness	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Note: The analysis is based on our own analysis, unless otherwise stated.

"*" targets mentioned here refer to those for local indicators, not of SPPF indicators used by forces.

3.4.1 Common Strengths of Performance Measurement Frameworks/System

Performance Measures are aligned to policing objectives: The Policing plan of the forces drives the indicators used to measure the performance of the police force. The strategies and plans outlined in the force are monitored using the performance indicators in the annual reports of the forces. There is a synergy between plans and reports.

PMS is well integrated in to business planning: The performance measurement frameworks are very integrated into the business planning and daily activities of the police forces. The police forces are very big on performance and how they achieve their priorities are major parts of their planning and strategic focus.

PMS is based on socially desirable outcomes: The performance measurement frameworks are based on socially desirable outcomes that are the necessity in any police measurement framework. Indicators along showing crime rates, crime detection rates and increased security and so on are incorporated into performance measurement frameworks

PMS development process tries to involve stakeholders and their requirements: The needs of different stakeholders of Scottish policing are taken care of as indicated by consideration of several partnerships/models (as discussed in section 3.3). In addition to this, public opinions are also considered by incorporated the concern areas for public in strategic priorities. Most importantly, local priorities are taken in to consideration by having different measures (as required) for different policing areas/division under each police force, making it relevant to where it is used. Similar views were also found from interviews, which also disclosed that key stakeholders such as the Chief or deputy Chief Constable and/or other senior executives are involved in the process of PMS development.

Facilitates performance communication with stakeholders: As revealed from the interviews, all the forces are of the opinion that PMS serves as a stable framework that is used to communicate performance information easily to several stakeholders such as Chief Constable, divisional commanders, police board and so on. Moreover, it serves as a basis for discussion on critical performance related matters, trends and breadth of activities

3.4.2 Common Weaknesses of Performance Measurement Frameworks/System

Areas of Prevention are not incorporated into measurement: A major part of policing is the prevention of crime. It is not enough that crimes are detected or solved, it is also important for the police force to ensure that crimes do not occur in the first place. The activities that go into crime prevention and their outcomes are not present in the any police performance measurement framework. Though very few forces such as Lothian and Borders is making efforts to develop measures on prevention of crimes, however currently none of the force have prevention measures in their PMS.

Performance Measurement is not dynamic enough: The system is not flexible enough to adapt to incorporate changing priorities of the police force as at when the changes are required, as revealed from interviews.

Lack of Comparisons: It is very difficult for forces to compare their performance with each other. Police forces are vastly different from each other to effectively compare and benchmark the performance of one force with one another.

Poor Police Objective Analysis: In a time of budget cuts and austerity measures, stakeholders are very interested in how public organisations including the police forces are spending money. Police objective analysis is an important aspect to incorporate in performance measurement as this would provide insights on why different systems have different performance and reasons for change in performance. It is a tool to help the police service manage, compare and review costs of service. The police services have been slow to incorporate this into the measurement framework.

Performance measurement is not used to drive improvement: Performance is measured to facilitate improvement by identifying key areas of improvement. However, majority of the Scottish police forces do not exhibit satisfactory efforts in using performance results to actually make improvements (as revealed from interviews).

Lacks Comprehensiveness: Interviews revealed that the current performance measurement systems are not comprehensive enough to meet all the information needs of all stakeholders**.** For instance, at chief executive level, the information is looked across the board level, while front line officers might need more detailed information**.** Thus, one PMS can't help serve the purpose as of now.

"*Current PMS gives a high level picture. In order to get holistic view, more than one PMS is required*" Respondent from Lothian and Borders Police

Lack of efficient financial measures: The police forces do not incorporate financial measures which judge how efficient the forces have been in spending tax-payers' money.

3.5 Conclusion

Performance Measurement in Scottish Policing has improved considerably over the last ten years however it still leaves a lot to be desired. One of the major problems which have besieged the performance measurement is the fact that 8 different forces along with the SPSA and SCDEA use different frameworks to measure their performance leading to inconsistency in the reporting framework of whole Policing landscape as a whole. It is hoped that a formation of a one national police model might help to clear some of these issues.

This has also led to the lack of comparison between the forces. Police forces in the Scotland are radically different from each other in terms of number of staff, geographical areas which they police, the structure of policing boards and crimes in the different areas. For example, Strathclyde Police covers 12 council areas with a population of over 2million people while Dumfries and Galloway is coterminous with just one council area and a population size of just over 145,000 people. All of these factors make it difficult for police forces to know how they are performing relative to other forces and how they can make improvements.

Another main concern with performance measurement in the policing landscape is the fact that performance measurement is not necessarily driving the improvement in performance. It is important to report performance, and for the police force to be accountable, however performance improvement should be the main rationale for measuring performance.

'Performance Measurement is used for accountability (to show what forces deliver for money) rather than a management tool. Accountability and reporting have taken a bigger place than performance improvement'. Justice Portfolio Manager, Audit Scotland

4 Performance Reporting

Summary

- Performance reporting (PR) is done to all stakeholders either through reports published on websites or specific reports (not publicized) sent to key stakeholders such as the Chief Constable
- Primary source to provide performance information to public is through the forces' website
- Besides annual reports, performance statistics (mainly crime) is published by all forces on a monthly or quarterly basis
- Accountability, transparency and meeting information need of stakeholders were found to be main reasons for producing reports
- There is no standard format/framework of reporting used by all forces, each have different ways of presenting information

Strengths of performance reporting

- Current performance results are compared with baselines to indicate direction of performance and reports include performance stories
- Reports are easily accessible and selective critical measures are reported to enhance easy understanding.
- Feedback is encouraged and impact of initiatives is mentioned

Weaknesses of Performance Reporting

- Performance results are not linked to the costs associated with them
- Explanations are not available at all places as required
- Presentation of results emphasises good performance, while understating bad performance
- Reporting is not dynamic enough
- Inappropriate presentation of overall performance

4.1 Introduction

This chapter discusses some of the best practices in performance reporting using literature culled from journals, articles and reports. The analysis of the performance reporting systems of the Scottish policing and SPSA/SCDEA is also conducted to show areas where they are performing well and areas of weakness. This analysis was carried out by comparing the practices in these institutes with best practices deduced from literature, interviews conducted and our analysis of best practice.

4.2 Background to Performance Reporting in Scotland

As per the Local Government in Scotland Act 2003(section 13), the public bodies including police forces in Scotland are commanded to generate public performance reports that are easily accessible by public and provides information that is of public concernment. Further it describes that information should depict the institute's achievements or headway towards attainment of respective objectives. The act allows Scottish government to determine particular information that should be published, and also allows local authorities to decide on information provided in reports based on their discretion such that it is in line with information need of stakeholders.

4.3 Literature Review – Best Practices

Based on qualitative analysis of performance reports from different countries such U.S., Ireland, Australia and Canada, Boyle (2009) made some recommendations to facilitate good performance reporting. These recommendations highlighted points such as providing appropriate explanation of results, measuring results against targets and baseline figures, citing performance stories and presenting information in a uniform and structured manner.

Similarly, a report commissioned by the Comptroller and Auditor General of the National Audit office (2000) also highlighted few points, which if considered can help public organisations to improve their performance reporting. These points' highlights providing information in reports that satisfy stakeholders, presenting activity outcomes, tagging measures with goals and lastly showing a complete picture of performance in a report.

A joint report produced by Australian National Audit Office and Department of Finance and Administration, 2004, also agreed to the above views on reporting practices and to add on, stresses reporting on "*desired outcomes*" along with the achievements made at the time of reporting, linking financial and non-financial information, reporting methodology and data sources, and showing comparative data in reports such as baseline or "*realistic*" targets.

Literature on best practices generally highlights one or more aspects discussed above. Linking financial and non-financial information and tagging that information to the objectives was also stressed by The CCAF~FCVI (2002 and 2007). Emphasis on having measures that effectively satisfies stakeholders' needs was also recommended by a report published by National State Auditors Association on best practices in performance measurement. Further, the latter report highlighted on having measures to assess quality, cost and efficiency in order to provide a comprehensive yet balanced view on performance. Balance is also desired while presenting activities and related achievements and not focusing on only one of them. (CCAF~FCVI, 2002 and 2007).

Literature also highlights the important reporting features such as balanced view of performance with no bias towards one or more aspects, being easy to understand, explanations of trends, risks or justifications, highlighting measures that require joint contributions from several departments, strategic direction of an organisation based on performance information and stating factors that influence performance (CCAF~FCVI, 2002 and 2007; Boyle, 2009; IAWG 2000; Davis 2012)

4.4 Who do the Police Forces Report to?

The public sector in general have various types of stakeholders ranging from different government sectors, organisations to the general public; and interest of these stakeholders in performance information varies based on their information needs. This is also addressed by Wisniewski and Stewart (2004).

Based on our assessment, we have identified nine major stakeholders for whom police forces produce performance reports and observed that they have interest in different aspects of performance for different reasons. These stakeholders include Police Authorities and Joint Police Boards; Audit Scotland; HMICS, Scottish Policing Board; COSLA; Scottish Police Authorities Conveners' Forum; ACPOS; Internal members of police force; Scottish Government; and Local Communities/General Public/Media.

Producing reports that satisfies the information needs of all stakeholders is challenging, and this has also been acknowledged by Wisniewski and Stewart (2004). Thus, in order to evaluate the reports, first it is important to understand audiences (different stakeholders) and their expectations. The next question is what information do audiences look for? To find an answer, we used performance information portfolio approach (Accounts Commission for Scotland, 1999; Wisniewski and Stewart, 2004) that suggests (Appendix 5) that the step is to find out that who the stakeholders are?, and what kind of judgements that group would like to make about the service and then identify the information needs of each group. There is also a third stage to this approach, which is deciding on reporting performance which is to be taken by the report producers, thus not covered herein. Table 4 summarises our evaluation on the first two steps of this approach; followed by what police forces think are the main audiences.

Table 4: Stakeholders/Audiences of report and what they want – Our Evaluation

Stakeholders Identified	Role in policing	Stage1: Performance Judgements	Stage 2: Information required making these judgements?
Scottish Government	Strategic direction and policy setting	Contribution of police forces to the national strategic objectives and making communities safer	Crime rates and detection rates; and Maintenance of order in public places
Police Authorities and Joint Police Boards	Governance and budget making	Strategic goals of the policing plan and effectiveness in meeting community needs	Police Expenditure, crime and crime detection rates, road accidents, crime solvency rates; efficiency in tackling local problems and calls, and level of public trust in police
Audit Scotland	Ensuring effective utilisation of public money and provision of best value	Quality and level of services provided to public and optimal utilization of money	Expenditure, cost and saving details, cases prosecution time and costs of prosecution, human resource costs, number of staff, Time lost to sickness, user satisfaction rates, crime rates and crime detection rates
HMICS	Advising Ministers on the state and efficiency of operations	Efficiency of the police force	Cost of prosecuting, crime rates and crime detection rates, public satisfaction with the police force, number of staff, staff utilization, plans on improving services and human resource and Finance strategies
COSLA	Presenting communities and council views and interests before government	Alignment of police performance with the interests of the local councils, the people and communities in general	Crime and crime detection rates, crime solvency rates, response to emergency and non-emergency calls and public satisfaction with police services

Scottish Police Authorities Conveners' Forum	Scrutinize complaint handling process by police forces	How complaints are dealt with by the police force	Number of complaints against police officers, percentage where action was taken and actions taken when complaints were proven?
ACPOS	Setting strategic goals, making decisions and enhancing police efficiency	Achievement and improvement of policing goals and objectives	All SPPF measures
Internal members of the force including Chief Constable	Decision making, strategy planning, deciding focus areas, resource planning, managing operations	Effective and efficient delivery of expected services and alignment of force's strategy to national as well as local level objectives,	The comprehensive view on performance from different perspectives for senior executives, and more focused information might be required by each department and front line officers
Scottish Policing Board	Bring together key stakeholders to decide strategic priorities of Scottish policing	Same as Scottish Government	Same as Scottish Government
Local Communities/ General Public	Elect officials in the police authorities and Joint police boards; Provide feedback	Feeling of safety and efficiency and effectiveness of policing	Crime and crime detection rates, crime solvency rates, time taken response to emergency and non-emergency calls and public satisfaction with police services

4.5 Who to and Why Forces Report - Forces Perspective

Based on the information we received from interviews, we found consensus on the importance of stakeholders by police forces to share performance information on the priority basis. Clearly **Chief Constable and other senior executives of the force emerged as most important persons to share the performance information with.** In table 5, we have categorised the audiences/stakeholders that were found to be important for police forces to share their performance information.

Accountability, transparency, meeting information needs of stakeholders and continuous improvement (by judging performance) have been found to be the major reasons mentioned by all forces (that were interviewed) for generating reports along with community feedback, when particularly asked for.

However, community or public feedback/engagement was particularly stressed by a Tayside respondent. All the reasons for producing reports have also been acknowledged by international public bodies as mentioned in reports related performance reporting by the Comptroller and Auditor General of the National Audit office (2000) and another report by the Controller and Auditor-General (2002), New Zealand

Table 5: Important Stakeholders – Forces Perspective (Based on Interviews)

Stakeholders	Reasons for reporting	Sample answers
Chief Constable and other senior executives of the force	Accountability, Meeting Information need of Stakeholders, Continuous Improvement	Need to have a check on what force is doing and also strategic decisions are made using this information.
The Operational police officers and internally whole force		Need to know how they are doing and what they are doing and knowing ways of improving performance
Local community including general public and media	Accountability, Transparency, Meeting Information need of Stakeholders, Public or Community engagement/feedback	There has to be accountability to the community/public, to know the service they are getting.
Scottish Government, ACPOS	Accountability, Transparency, Meeting Information need of Stakeholders	They use performance reports to make policies which will help reduce crimes.

Note: The terminology of stakeholders differed a bit (across interviews) while defining the stakeholder category namely **internal member of the force.** For instance, a respondent from D&G police mentioned "*operations team*" and senior executives such as Chief Constable as internal members of the force, whereas on the other side a respondent from L&B Police mentioned all employees including Chief Constable as part of **internal member of the force**

Based on our observation, the reports produced by forces is mainly because this is what they are asked for by different stakeholders such as ACPOS, internal management, police authority, community councils. In case of general public, besides accountability the reports are generated to share performance information in order to gain trust and confidence of the public.

4.6 How do Police Forces Report?

Comparing the ways in which performance information is shared with the public or other stakeholders; force (or SPSA/SCDEA) websites and email emerged as the main mechanisms used as revealed from interviews. From interviews, we also found that besides the main information posted on respective **force website** for general public, the reports required by some other stakeholders (besides general public and media) such as internal management, ACPOS, etc., are sent through via **email on a** periodic basis. **Media coverage** on performance has also been highlighted by two police forces – TP and L&B.

Based on our research, we observed that besides force website, the **hard copies** are also available from each force office such as headquarters and anyone can pick up a copy from there. However, we can say this based on visits to Dumfries and Galloway headquarters and Audit Scotland. Based on observation of such practice there, we infer that such is the case with other forces. **Posting/Mailing to an address** on request was also an option found in some forces such as Strathclyde police, who mentions this on their website. Similarly, information can also be requested by sending an **email to the Forces**, who addresses the request of an individual further by directing to website, sending link or sending requested information via email. A worthy to note point is that all websites have a special section on "Freedom of Information", where the information disclosure policy is shared and in case of any queries, one is encouraged to contact the police via **filling a request form or email or telephone**. Articles published by **media** were also found be another source of sharing performance information by forces.

Social media is also emerging as a tool to disseminate performance information recently. Almost all forces have a social media presence on one or more platforms such as Facebook, Twitter, Google+ and YouTube. Though currently it is not used to provide in-depth information, however, it is emerging as a potential tool to effectively connect with public and exchange dialogue with public. Interestingly some forces also have their **blogs** (Lothian and borders police) and **RSS/online news feed** (such as Fife and Northern Constabulary), which also share performance information, though not in depth.

Table 6 summarises the main sources by which reports or performance information is made available to the public. (Based on our analysis, unless stated otherwise)

Table 6: Sources of sharing performance information/reports*

Y	Yes	N	No

Police Forces	Force/ organisation Website	Council Website OR Council reports	Post (Specified for report)	Email (specific or generic)	On request Availability	Media Coverage	Social Media
Strathclyde Police	Y	Y	Y	Generic	Y	Y	Y
Tayside Police	Y	Y	N	Specific/ Generic	Y	Y	Y
Northern Constabulary	Y	Y	N	Generic	Y	Y	Y
L&B	Y	Y	N	Specific/ Generic	Y	Y	Y
Central Scotland	Y	Y	N	Generic	Y	Y	Y
D & G	Y	Y	N	Generic	Y	Y	Y
Fife	Y	Y	N	Generic	Y	Y	Y
Grampian	Y	Y	N	Generic	Y	Y	Y
SPSA	Y	Y	N	Generic	Y	Y	N
SCDEA	Y	Y	N	Generic	Y	Y	N

Note: "*" As mentioned above, we are not sure about availability of hard copies from each force office, so this option is not included in the table.

It is visible from the table above that no force besides Strathclyde police specifically mentions on the website that reports are available by post. On the other side, as mentioned earlier that all police forces have provided a generic email id to get in touch with them, whereas TP and L&B police force provides specific email id for contact in performance related department for queries or questions.

To conclude, website is the main and most effective way to sharing information /reports with public. These views are also supported by forces interviewed. The internet use is taking a toll and public uses internet as primary mode of connecting with world. Thus in such time, publishing reports/information on website seems to be the right choice.

4.7 What is Reported (Types of Reports)?

From interviews, we found that though each force gathers information on performance measures of SPPF and their own force's respective set of performance indicators, however, only selective performance indicators and information is published in reports. The selection is done by internal team members on what is most important to the public, focus areas of that force, control strategy and performance areas highlighted by the public in their feedback. For instance, performance information for internal force targets and objectives is not important for the public, thus not published.

"There are operational measurements which are not published because they do not tell the public anything. An indicator such as 'numbers of arrests per referrals' do not tell the public anything so they are not reported" (Performance Manager, Dumfries and Galloway Constabulary)

On the other side, there are some areas such as speciality police services on which performance is not purposely disclosed to public, pertaining to the confidentiality of the information.

Further, we found that as a regular practice each force produces different type of reports for different stakeholders. For report on SPPF sent to ACPOS, there is a set format provided by ACPOS, on which each police force report. None of the forces interviewed disclosed about usage of any guidelines for producing reports besides the one for ACPOS. For public reports the format is decided by internal force team. The type of reports produced by forces on regular basis includes:

- Report to ACPOS on SPPF
- Report to internal senior management
- Report to council/community level report
- Public report as published on website

Based on our analysis, we observed that there is a lot of information disseminated by police forces ranging from their strategies, activities, performance information, performance statistics, etc. Type of reports or information available on website, along with the frequency of publication is summarised in a table 7. The table shows that the frequency and type of information varies across forces. This can be attributed to several factors such as resources available for producing reports, time allocated for this activity, technology usage, relative importance of reporting activity against other priorities, etc. The variation was found on the type of information shared in annual or performance reports. For instance, L&B police monthly report titled "Measuring Our Performance" provides statistics on the performance indicators only related to crime at the force, county, division and each area (such as Musselburgh West, Midlothian West, etc.) level., whereas Tayside police's monthly review report key performance indicators along with qualitative data on aspects such as crime, resources, public satisfaction, etc.

Table 7: Type of reports published by police forces on website

Y	Yes	N	No	A	Annually	Q	Quarterly	M	Monthly

Police Forces	Annual report	Force Strategy Plan report	Performance statistics report	News on Website or other media sources	Others
Strathclyde Police	Y	Y	Y (A)	Y	Brief Performance results reported on webpage. Force strategy plan at each community level is also available.
Tayside Police	Y	Y	Y (M)	Y	Monthly performance report and annual SPPF report
Northern Constabulary	Y	Y	Y (M)	Y	Detail community survey result report (Annual)
L&B	Y	Y	Y (M)	Y	-
Central Scotland	Y	Y	Y (Q)	Y	-
D & G Constabulary	Y	Y	Y(Q&A)	Y	-
Fife	Y	Y	Y (Q)	Y	Quarterly performance report
Grampian	Y	Y	Y (N)	N	Quarterly Performance report at division level as well.
SPSA	Y	N	N	Y	-
SCDEA	Y	Y	N	Y	-

Similarly, difference was also observed on type of strategy documents posted, where on one side, forces have strategic plan documents at the force level and/or area level such as case of Strathclyde Police, that have strategy documents for each of its local area; and on the other side Dumfries and Galloway shares strategy plans for anti-social behaviour, community promise and strategy planning cycle (which no other force reports). Another point to highlight is that though all forces do report public survey results (to varying degree of information), through performance or annual reports; however few forces such as Northern Constabulary publishes separate report on survey results. Performance information has also been found posted on news articles on websites or online (internet) news channels by all forces. An interesting practice, unique to Strathclyde Police was observed, wherein the results of crime (difference between five year average and recent three months) statistics are briefly posted on the first webpage of Strathclyde Police. Such practice highlights the brief performance figures of one of the focus areas of Strathclyde Police

4.8 How Good is Reporting of Forces and SPSA/SCDEA?

Based on literature review, we identified some important aspects that are considered to be principles of good reporting practices. We judged the forces strengths and weaknesses based on this judgement criteria. Based on our observation (as shown in the table 8) and information gathered from interviews, below are the common strengths and weaknesses of performance reporting of each force.

4.8.1 Common Strengths of performance reporting

Baseline is reported for comparing performance measures: It is crucial to understand the performance results in light of previous year's performance results as continuous improvement is the focus of all police forces. Thus, in order to keep an eye on the ball, comparison with baselines is essential and this is done by all the forces.

Activities used to achieve outcomes are discussed: Outcomes of police services is not achieved by any single initiative or activity, but is a result of a complex mix of several activities and other uncontrollable factors such as environmental factors. Thus, it is important to report the activities undertaken by police forces and measure performance in that direction.

Performance stories are reported: Discussing performance stories is considered to play an important role in providing a comprehensive view on "*implications of the outputs and outcomes reported*" (Boyle, 2009; page 16)

Reports are easily accessible: No matter how good the report is, if it isn't accessible, it has no value.

Impacts of initiatives are reported: Several initiatives are made annually by police with certain objectives including improvements in several areas. Reporting impacts of such initiatives shows to which direction things are going as planned and how such initiatives are facilitating achievement of goals. Moreover, this also helps to gain public trust by exhibiting transparency.

Feedback is encouraged: Feedback of general public is taken in to account by each force and results are also mentioned (to varying degree of extent) in reports. This helps to gain public trust and confidence and also aids police to build a connection with public besides finding areas where improvement can be prioritised based on the feedback.

4.8.2 Common Weaknesses of performance reporting

Not linking financial and non-financial information: No force reports on cost associated with different performance activities or outcomes, except L&B and NC police forces, which have been observed to be more active in this area compared to others. For instance, a separate report on accounts, published by LBP board, covers the income and expenditure of the board comprehensively. For instance, expenditures on crime management, call management, traffic management is also mentioned. The latter provides an overview of cost related to individual activity.

Lack of appropriate explanation of performance trends and results: This was observed in reports of each force. Even when explanation of results is one, this practice is not followed throughout the report. In the report of Central Scotland, Dumfries & Galloway and Fife, results are not explained; reasons for increased and decreased performance are not explained; however in Fife's report, some of indicators such as crime and drug offences are explained. This weakness was also observed in SPSA report.

Not reporting validation and verification process and data sources: This is again a general area of weakness found across the forces. Such practices decrease the credibility of the report.

Reporting is not dynamic: Generally all the forces do provide performance statistics on monthly or quarterly basis; however, they are limited to crime in majority cases or include few other measures. Moreover, statistics report lack in explanation of results, even in short or summarised form. The explanations are usually mentioned in annual reports and also in order to get overall idea on performance one has to wait for the annual report besides some exceptions such as TP police that provides monthly performance report with relatively more explanations.

'*Manual compilation of the reports especially at the national level takes about 3 months to complete. The police forces cannot afford to wait 3 months before finding out what the issues are and understanding the big picture*'. Performance Assessment Manager, Dumfries and Galloway Constabulary

Some of the weaknesses that surfaced from interviews include:

Imbalance in presenting good and bad performance: The real issue is stress (or they are good on presenting good aspect) on reporting good or what they are good and the not so good part is not reported well. Reports are generally not good at presenting - what's not so good and explaining why they are not so good. This is a general issue in public reporting and in particular police forces.

Lack of comparisons: Lack of comparisons is another issue that might be due to lack of information on what others are doing. Due to this, police forces don't know how they are performing (better or worse) and how they can make major improvements. The performance reports don't provide enough comparison pictures, for example in Strathclyde, crime statistics are shown, but comparison with where they were committed, with time (last year, last month's) and other places (like Manchester) is lacking. In case of Scotland, SPPF and the 8 forces are not comparable, for instance Strathclyde police can't be compared with Dumfries &Galloway.

Predominance of local issues in reporting: When reporting is brought down to the local level, local issues predominate and the big picture (aspects important for the whole region or national level) or big issues in the Scotland are ignored – thus it is difficult to see what is happening at the Scotland level. Local politics get involved.

Inappropriate presentation of overall performance: The performance reports are generally lengthy and the performance results are discussed throughout the report, thus readers have to read through the report to find desired information. Performance results should be presented in a manner (with use of graphics, symbols, etc.) that readers need not look through pages to find information, but instead find information/ understand performance by just looking at it in a summary format or at one place.

Table 8: Evaluation of forces on essential characteristics of performance reporting

✓	Presence of respective aspect	×	Absence of respective aspect	-	Information not available	NA	Not Applicable

Suggested aspects / characteristics of good reporting practices*	CSP	D & G	Fife	GP	L & B	NC	SP	TP	SPSA	SCDEA
Easily Accessible	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Verification and Validation process mentioned	×	×	×	×	×	×	×	×	×	×
Performance trends discussed with reasons	×	×	×	×	×	×	✓ (Not at al places)	✓ (Not at all places)	×	×
Results compared to targets or targets mentioned	✓ (Not at all places)	×	×	✓	✓	✓	×	×	✓ (Not at all places)	× (comparison made but not mentioned)
Risks/Challenges addressed	×	×	×	×	×	×	×	×	✓	✓
Financial and non-financial information linked	×	×	×	×	✓ (Not at all places)	✓ (Not at all places)	×	×	×	×
Appropriate Explanations and judgements**	×	×	×	×	×	×	×	×	×	×
Data Sources mentioned or data measurement process reported	×	✓	×	×	×	×	×	×	×	×

	CSP	D & G	Fife	GP	L & B	NC	SP	TP	SPSA	SCDEA
Outputs, Outcomes aligned to objectives/Strategies	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Performance Stories reported	✓	✓	✓	✓	✓	✓	✓	✓	×	×
Improvement Plans included or improvement areas highlighted	×	×	×	×	×	×	×	×	×	×
Feedback request made and contact mentioned	✓	✓	✓	✓	✓	✓	✓	✓	NA	NA
Activities used to achieve outcomes are discussed	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Reasons for Increased/Decreased performance are mentioned	×	×	✓ (Not at all places)	✓	×	✓ (Not at all places)	×	✓	✓	✓
Base line/Previous year result mentioned for comparison	✓	✓	✓	✓	✓	✓	✓	✓	×	×
External factors are used to explain performance where appropriate	×	×	×	✓	×	×	×	✓	×	×
Impacts of Initiatives are reported	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓
Clear Indication of target achievement	×	×	×	×	×	×	✓	✓	✓	✓
Reports are not dynamic	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓

Note: The analysis is based on our own analysis, unless otherwise stated.

"*" Some aspects such as understandable and appropriate use of graphics are not included even though they are very important. This is so because this aspect can be assessed on relative basis not absolute. And our evaluation of this aspect is covered in section 6.2.

"**" Here appropriate refers to explanation to complete satisfaction. All reports do provide some explanation; however, none of the reports presents all required explanations

4.9 Conclusion

Performance reporting is done mainly for the purpose of being accountable, transparent and to provide information required by the stakeholders. The main purpose of reporting is "*accountability as it helps to put us in a place where our activities can be scrutinized*" Performance Analyst, Lothian & Borders Police

The major stakeholders/organisations with whom it is most important for polices to share performance information include Chief Constable and other senior executives of police force, Police Authorities and Joint Police Boards; Community Council and general public; ACPOS and HMICS and Audit Scotland; and Scottish Government. Use of websites has emerged as the primary source of sharing performance information with the public, whereas for internal management, emails or hard copies of reports are shared. In terms of the kind of performance information/reports, annual reports followed by monthly-quarterly report on selective performance statistics, mainly crime rates have been found to be the main type of reports published by almost all the forces along with the SPSA and SCDEA.

Considerably different types of reports are published by all the forces along with the SPSA and SCDEA, as there are no set similar guidelines or reporting framework to be used by forces. Moreover, as all the performance information captured by police forces isn't reported in public reports, thus the reports, the type of areas focused (based on their own discretion) in reports varies largely among eight forces. In addition to this, the reports lack broader perspective of national or major issues of importance to Scotland as the information provided is predominated by local issues pertaining to reporting at each local level and politics. Lack of comparisons and not connecting financial and non-financial information were observed as major weaknesses of reporting.

Opening only an annual report of any force won't provide a comprehensive view of performance of that force, nor does any report properly highlight or present the key statistics on performance in way to make it understandable to someone without prior information about the force and what it is trying to achieve. One has to find information by reading through the report and try to link different pieces together to get a proper view of performance or get information to judge performance. Thus, efforts need to be made to make performance data speak for itself in a concise and easily comprehensible manner, so that a user doesn't need to read between lines to find the information they require. Besides this, attention is required to present performance information or achievements in context of cost associated with results.

5 International Scenario – PMRS

This section covers the case studies on four international police forces, describing the type of PMRS used and highlighting strengths and weaknesses on similar evaluation criteria as used for police forces.

Summary

Northern Ireland

- Performance Metrics is used as PMRS
- Monthly and Quarterly performance information published besides annual report

Strengths of PMRS

- Stakeholders consulted while developing objectives and targets
- Stringent rules established to ensure consistency of reporting and measurement.
- Highlights bad performance along with good
- Local accountability is ensured

Weaknesses of PMRS

- Statistics driven reports with lack of explanation of results
- Activities and resources deployed throughout the year are not mentioned.
- Financial and Non-financial information are not linked

New Zealand

- PMS is driven by two broad national objectives
- Statistics are published annually besides annual report

Strengths of PMRS

- PMRS is very well developed and clearly explicit context government priories and force capabilities
- Very comprehensive in nature
- Information presentation is very good and highly understandable reports
- Operational challenges and performance direction is very well communicated in reports
- Required explanations are provided

Weaknesses of PMRS

- Target setting process is not mentioned
- Very lengths report with no summary or snapshot of performance to conclude

Denmark

- Various crime statistics are published every year.

- Performance contracts are used to judge performance of District Commissioners and the National Commissioner.

- Targets are not followed up on by most districts

- Differences in districts are not taken into account while developing terms and targets of the district commissioners' contracts.

- Disparity exists between districts' performance targets and commissioners'' contracts targets

- The details of whom to report to, what to report and frequency of reporting have not been defined

Netherlands

- Performance targets based agreements used

- National politics is considered to influence development of performance targets

- Measures are developed based on acceptance by key stakeholders rather than best fit

- Mixed opinions exists among senior executives of Netherlands police regarding performance targets based agreements system

- Loss of discretionary power and dissatisfaction among some policemen have been reported due to such system

5.1 Northern Ireland (NI)

Police Service of NI (PSNI) consists of eight Districts ('A' through 'H'). Districts A – D are banded together as one main district known as District Policing Urban while Districts E-H are grouped together and known as District Policing Rural, both are commanded by an Assistant Chief Constable. PSNI is accountable to the NI Policing Board which is tasked with ensuring that the police service delivers efficient and effective services and in the process winning the confidence of the whole community while the Police Ombudsman for NI delivers the police complaints system. The local police forces are also accountable to District Policing Partnerships

5.1.1 Type of PMRS used

Performance metrics are used to monitor the police's performance through the NI Policing Board.

5.1.2 Areas of Focus

The Chief Constable's annual report contains only statistics of crime and financial analysis of policing activity. The full details of the police performance are contained in the Police Board's Annual report. The areas focused on in the NI policing board's annual report 2011-2012 (page 53) are;

- *"Personal Policing – Dealing with Local Concerns"*

- *"Professional Policing – Delivering Excellent Service; and"*

- *"Protective Policing – Tackling Serious Harm"*

These priorities are derived from the annual policing plan which is developed along with the police service. The police board also decides the targets and objectives of the police force. This is shown below:

Figure 3: Snapshot of Northern Ireland policing plan overview

Source: The NI Policing Board and the Police Service of Northern Ireland, Policing Plan, 2012-2015; Page 7

5.1.3 Type and Frequency of Reporting

The Chief Constable provides a written report on performance against targets to the Police Board during the Board's monthly reports. There is also a formal presentation to the board every quarter, on the progress of achieving these targets. The PSNI also reports on qualitative targets and their key strategies periodically in a year at various board committees. There is an annual report by the Chief Constable and an annual report by the NI Policing Board showing how the PSNI has done in terms of achieving its performance targets.

5.1.4 Strengths of PMRS

The Policing Board sets objectives and targets; however this is done in full consultation with the PSNI and the District Planning Partnerships (DPP). It is safe to say that there is a consensus in setting these aims and is accepted by the chief constable as an important tool in improving performance. To avoid having the 8 districts counting or measuring indicators in different ways, the board puts in place certain guidelines to ensure that measures or indicators are counted in a specific way. These rules are commanded by conducting audits of data via independent organisation. Crime reports, solved crimes, finished cases and so on are collated and compared with police district records to ensure that data is collected and categorized appropriately. These controls also ensure the integrity of the data that is supplied.

The NI Policing Board does not make comparisons between the 8 police districts. It was argued that the uniqueness of districts does not make for easy comparisons and would only lead to confusion. What is done instead of comparisons is local District Policing Partnerships measuring the performance of district commanders using performance indicators. This ensures local accountability of the police forces.

The annual report of the policing board has in it a scorecard that judges complete performance based on selective measures for different objectives and shows a pass or fail mark against each selected measures. These are signified by colours Green for Achieved, Amber – Partially achieved/improvement on previous year but insufficient to meet target, Red – Target not achieved/deterioration from previous year) as shown below;

Figure 4: Snapshot of performance measures and targets reporting by Northern Ireland

Personal Policing – Dealing with Local Concerns			
1.1 To reduce the number of burglaries by 3%			
10/11	11/12	Change	% Change
11,849	10,580	-1269	-10.7%
1.2 To increase the detection rate for burglary by 2% points			
10/11	11/12		Change in % pts
11.1%	12.6%		+1.5% pts
2.1 To reduce the percentage of people who perceive the level of antisocial behaviour in their local area to be high			
09/10 Baseline	Jan to Dec 11		Variation from Baseline
14.2%	11.7%		-2.5% pts
2.2 To establish a baseline of the number of anti social behaviour incidents during Quarter 1 and achieve a reduction in subsequent quarters			
11/12 Q1	Rolling 3 months to 31 March 12	Change	Change in %
16358	14681	-1677	-10.3%

Source; Northern Ireland Policing Board Annual Report and Accounts, 1 April 2011 – 31 March 2012 ; page 54

The Report also points out areas of concern where the police performance has not been satisfactory. The Policing Board carries out two regular surveys, to invigilate and improvise the relations between police and general public/community. Surveys are conducted 2 times a year with the aim of assessing the public's trust and satisfaction with police services.

5.1.5 Weaknesses of PMRS

Statistics on police performance are published in the Chief Constable's reports with no commentary on the statistics and explanation of the statistics. There are also no explanations for increased or reduced performance for the indicators. There is no mention of activities or resources used to achieve the outcomes. There are no performance stories to punctuate the report.

5.2 Denmark

Before the police reform in 2007, the Danish National force was made up of 54 police districts. The Danish National Police was then transformed into the current structure of twelve police districts. The aim was to "*achieve a more modern police service with sustainable police districts that on their own would be able to carry out major investigations and provide large-scale emergency and support services*" (Danish Police website). Each of the 12 police districts is headed by a commissioner. Each commissioner is responsible for the administration of their police districts and maintenance of its budget, police officers, staff and so on. The Danish Police are also responsible for policing the neighbouring countries of The Faroe Islands and Greenland. The police commissioners are members of a joint management team with the National Commissioner of Police. Greenland and the Faroe Islands constitute independent police districts and are headed by Chief Constables.

5.2.1 Reporting Structure

The commissioners report to the National Commissioner, who is responsible for administering the entire police in Denmark. The police authority is commanded by The Minister of Justice. The Ministry of Justice is responsible for monitoring the National Police and reports the police performance to the parliament.

5.2.2 Type of Performance Measurement and Reporting

The police publish various statistics on crime every year as a way of showing their performance. According to a report published by the Public Accounts Committee on managing performance in central Government with spotlight on outcome, performance contracts are the most important element of assessing performance in the civil service. The Police commissioners and the National Commissioner of Police are employed with specific targets when entering into their service contracts. These targets are used to judge how well the districts that the commissioners are responsible for are performing. The National Commissioner is judged partially on the District Commissioners' fulfilment of their incentive contracts and partially on the fulfilment of a number of national priorities and the overall government of the Danish National Police, including the progression on implementation of the strategies.

The measures included in the contract to measure performance are shown below;

- Regular police work, such as the number of charges and indictments on a number of criminal offences, as well as the preventive work made in the individual police districts.
- the prevention of burglaries and robberies, the preventive and safety re-establishing work in the marginalised urban areas, and the intervention against outlaw motorcycle gangs and other gang formations,

- a number of other priorities, depending on the nature of on-going activities in the individual police districts,

- Aspects of budgetary and administrative management.

Possible bonuses are also calculated based on the results. The Police force has also been faced with questions of what to measure, why it should be measured, how should things be measured, and how they ensure that the results shown are consistent not only with their ambitions but also with reality.

Performance indicators are measured with the aim of reflecting the current local, regional, national and international crime picture. They also aim to paint a picture of what lies ahead, and what might be of interest to focus on in future times, regardless of the current status.

5.2.3 Strengths and Weaknesses of PMRS

In a report to the Public Accounts Committee on the Danish Police Reform, it was stated that performance managements is in infancy stage and lot more efforts are required to establish performance culture strongly. Commissioner contracts are not utilized as a tool to manage performance and also the potential of management informational systems is not exploited optimally by the police districts. Most police districts do not have a good practice of continuous monitoring of their performance targets.

The system also does not take into account differences in districts as commissioner contracts are largely identical ignoring the fact that crime rates are different in different districts. Another factor that limits the use of the performance contract as an effective management tool is that the commissioners' contracts are agreed on after the year which they are meant for has commenced.

There is also a disparity between some districts' performance targets and the targets contained in the commissioner's contracts. The scope of reporting in terms of whom to report to, what to report and frequency of reporting has also not been established in some districts.

It should be noted that performance reports as well as statistics on crime are not readily available on the police website or on the Ministry of Justice website. The old statistics reported are not in English and cannot be translated appropriately.

5.3 Netherlands

5.3.1 Introduction

Netherlands police comprises twenty five regional police forces and one national police agency (KLPD). There are regional police boards in place that head each of the 25 police regions. The KLPD is commanded by the Minister of the Interior and Kingdom Relations. The latter along with the Minister of Justice (the Duo) is responsible for Netherlands policing quality. Each region has its own

basic set of services such as police surveillance, crime prevention, investigation, monitoring environment and ensuring legislation; besides special divisions such as management support, technical, records service, etc. The KLPD supports each of these regional police forces, especially in areas where centralised approach is required. KLPD has five divisions namely – Mobility, Logistics, Support, Royal & Diplomatic Security, National Criminal Investigation Services and Mobility.

By early 2013, reorganisation of the Netherlands police is expected to take form into a national police force with 10 regional units instead of 25 as of now. This new force is expected to have less bureaucracy and more quality.

5.3.2 Type of PMS and its Impact

The performance targets system is based on national results based on agreements/contracts that were introduced in 2003. The policy framework is decided jointly by the duo (as mentioned above). The contracts are signed between government (Minister of the Interior and Kingdom) and the force commanders of each of 25 police forces of Netherlands. Such contracts are set in national and regional covenants in each force. "*The sum total of the agreements in the individual covenants constitutes the national agreement. The results are monitored and recorded at central level for each force. A system of performance-related pay for the forces is linked to the agreements*." (Policing in the Netherlands, 2009; page 14). Each such agreement (2003-2006 frameworks) was linked to one or the other target of "*National Safety Program: law enforcement, supervision maintaining public order and efficiency*" (Sluis *et al*. 2008; page 420). Also, the performance was expected to be better than previous year by a specific percentage and is as good as that of similar police forces. The types of indicators included are "*concrete and measurable*" (Sluis *et al*. 2008).

"*Output indicators (like fines and number of cases submitted to the Public Prosecution Service), subjective indicators (like customer and citizen satisfaction with police work) and indicators for internal performance (like processing times, efficiency, absence due to illness and the quality of police services by telephone)*" (Sluis *et al*. 2008; page 420) are some type of indicators included 2003-2006 framework.

The development of performance targets is a product of national politics. While developing the performance measures, consensus of management is emphasised leading to having the most acceptable measures rather than the best measures (Hoogenbozem & Hoogenbozem, 2005). Performance targeting is followed in Netherlands, where the results are agreed and targets are set for the police. Targets are very specific, for instance, specific number of suspects for crimes such as public violence, to be "brought before the public prosecutor" are targeted. (Hoogenbozem & Hoogenbozem, 2005).

Sluis *et al* (2008) reported views of several stakeholders on result-based agreements in Netherlands police. As per his research, mixed opinions were found among the police administrators. Positive opinions included the satisfaction from achievements, increase in transparency, opportunity for organisational change, emphasis on particular issue and decrease in administrative overhead. On the other hand, concerns included loss of focus on community needs, loss of loyalty on behalf of police officers in order to meet targets, besides their "*repressive discourse*" related to such agreements.

In a similar context, Hoogenbozem & Hoogenbozem (2005) brought forward the conflicting views around these results based agreements in Netherlands. On one side, some police chiefs have a very positive outlook towards these systems, and on the other side some have doubts. Moreover, some thoughts of operational policemen have also been highlighted, where the cases have been reported for the operations influenced by such system. For instance, in order to meet targets, charges are even filed for cases where they would not have done so without the pressure of target meeting.

This have also been acknowledged by Sluis *et al* (2008; page 425), where he mentioned "*harassing citizens in traffic*" by "*over-concentrating on speeding tickets, as a purpose in itself, at the cost of other, more important tasks*" . He also highlighted that target achieved is more emphasised than prevention, thus easy is considered before relevant. He explained this by highlighting the fact that introducing the contracts have helped forces to minimize the risks associated with performance measurement by emphasis of contracts on "*meeting the numbers*". For instance, though external systems such as police population monitor for national surveys and KOMPAS are used by police forces to measure public satisfaction and register police outputs by public prosecutor respectively; however, such systems can be manipulated by introducing public appealing police action before launch of survey in order to gain public satisfaction and positive response. Other ways of manipulation are "*Calling urinating in a public space an environmental offense*" (Sluis *et al* (2008; page 426).

"*Though, the police do not get isolated as a consequence of the results-based agreements. Cooperation with societal organizations has continued but has been reshaped; however, the results-based agreements did not contribute to a more vigorous local-democratic embedding of the police*" Sluis *et al* (2008; page 415)

Setting targets in Netherlands have also found to create additional discontent among policemen, who have lost their freedom of discretion as per Hoogenbozem & Hoogenbozem (2005). The latter considers targets as "*harmless administrative procedure*" or a "*hassle*" that might not serve the purpose of control it was expected to create. Also, the targets are successful in a predictable environment such as commercial rather than in ambiguous environment such as that of police.

5.4 New Zealand

5.4.1 Introduction/Type of PMS

NZ police operates through twelve policing districts, which are further divided into 43 areas. NZ has a centralised police system that delivers its services through local arrangements. The national strategies for police that are linked to national level performance measures.

NZ has two broad outcomes/national goals for policing, mentioned below (New Zealand Strategic plan 2011-2015; page 4), which its performance framework is based on.

- *"Confident, safe and secure communities"*
- *"Less actual crime and road trauma, fewer victims"*

Based on NZ Police operating environment, which is made up of environmental factors impacting police operations and government/minister's priorities, the outputs are developed. Based on outputs, strategic priorities as well as initiatives/programmes are developed. Service performance measures are developed to assess outputs, priorities and initiatives. Besides these performance measures, organisational, health and capability measures are also in place to assess the inputs and capabilities that includes people, relationships, partnerships, infrastructure, systems and processes. The Outcome of all inputs, initiatives and outputs included are assessed via impact and outcomes measures that measure the impacts and outcomes respectively. A snapshot of framework is shown in figure 5.

The broad outcomes are tied to specific impacts. Police initiatives and action plans are orientated towards achievement of the specified impacts. Each impact is measured by different set of performance measures. For each measure, the measurement process/data collection process is reported. NZ performance monitoring is based on both qualitative and quantitative performance indicators. Information on indicators for policing initiates is gathered from different sources. For instance, in order to reduce alcohol-related family violence, assaults, and sexual assaults, a range of indicators are associated including performance measured from community surveys as well as Also-Link database. The latter helps in strategic target of resources, by allocating them to the "hot locations" that depict the locations where more alcohol related harm is expected. (Davis, 2012).

A new performance management framework is under development and is about to be in place by 2013/2014. This framework is expected to be more sophisticated in nature, provide performance from multiple perspectives /viewpoints and is currently under trail in districts. This new framework is a feature of prevention first and policing excellence as reported in statement of intent 2012-2014 report (statement of intent report). NZ police is also developing performance indicators that would help to quantify cost-outcome relationship for their two broad outcomes/national policing goals.

Figure 5: Snapshot of New Zealand police performance outcomes framework

Source: Statement of Intent (2012-2014), New Zealand Police (page 7)

5.4.2 Key Focus Area/Priorities

Two main objectives of NZ police are same as two broad outcomes listed above. Beside this, the operational priorities of police include (as reported in New Zealand Police Strategic plan 2011-2015; page 4)

- *"Reducing youth offending and victimisation"*
- *"Reducing the prevalence of family violence"*
- *"Minimising harm from organised crime, gangs & drugs"*
- *"Reducing death and serious injury on the roads"*
- *"Preventing alcohol-related offending and victimisation"*

NZ police model have three focus areas – prevention first, people and victim focus and continuous improvement.

5.4.3 Type and Frequency of Reporting

An annual report is published that captures details of performance. Besides this, a statement of intent is published and the strategic plan is published. A separate annual statistics report on crime is also published annually.

5.4.4 Strengths of PMRS

The statement of intent communicates the details of what constitutes and drives the strategic context of NZ police and what operational challenges and opportunities those drivers set. The objectives of NZ police are formed based on understanding of such opportunities and challenges. This method of reporting the background of objectives adds to the context and enhances easy understanding of readers.

The performance measures of outcomes are reported in Statement of intent report. Results are compared with the last four years' results and shown in graph format. The outcome measures for two broad outcomes are shown in similar graphic format and measures for specific outcome are reported under same heading of specific outcomes. Such presentation (Appendix 6a) of report is a characteristic of best reporting practice. Another such example of best practice in report includes clear representation of priorities and related measures separately for each sector, with which the NZ police shares outcomes and work in partnership. For instance, in order to make roads safer, police works with transport sector. Similarly, their shared outcomes and respective measures are also shown for social and justice sector. Appendix 6b shows snapshots of such reported measures.

Explanation of each impact is given. All performance indicators/measures for each impact are reported under each respective impact and the sources of data and frequency of data collection for the same are also mentioned for each. Moreover, the target direction of indicator is compared with the recent direction. A snapshot of this is shown in figure 6.

The discussion on each impact including aspects such as police initiatives to achieve greater impact and ways of assessing the success of such initiatives is provided in the report under each of impact section. Under each impact section, the list of all partners/departments is also mentioned with whom police works towards that specific impact. This is also depicted in the snapshot above.

The targets for the programme policing excellence are reported in statement of intent report. For instance, achieving 13% reduction in recorded crimes by 2014/15 with baseline of 2008/09 is one of the targets. The NZ Police Strategic plan (2011-2015) reports the long term targets for 2014/2015 by highlighting key targets (both qualitative as well as quantitative).

Figure 6: Snapshot of New Zealand police performance reporting

Source: Statement of Intent (2012-2014), New Zealand Police (page 18 &19)

Annual report (201-2011) clearly reports the impacts related to each outcome of two outcomes (refer to appendix 6c). Targets achieved to date against the long term targets are also clearly reported. For instance, against the target of 13% reduction in crime by 2014/2015 over baseline of 2008/09, the achievement of target till 2010/2011 (reporting year) over baseline is mentioned as 5.9%. Similarly, the targets/standards and performance indicators for police initiatives and different areas of performance measurement are clearly reported and the progress against them for reported year is mentioned (appendix 6d). Measures are compared with previous year/s figures, for instance results of performance measures for outcomes are compared with previous two year figures. The outcomes have been related to cost associated with it at places. Information required by statute is also provided as a separate section.

5.4.5 Weaknesses of PMRS

Explanation is not given on process of target setting at all places. For instance, no explanation or reasoning for setting 13% reduction in recorded crimes by 2014/15 with baseline of 2008/09 is given in the report. The annual report 2010/2011 is 113 pages long and details of each indicator, impact, outcome is captured. This makes reader to lose interest. Moreover, a summary of overall performance is not provided.

6 Recommended Checklist and Examples (GOOD/Bad) – PMRS

6.1 Checklist of Characteristics of Best Practices of PMRS

There is no "one size fit all" approach for performance measurement and reporting system (PMRS) that can suggested as best practice. This is so because all organisations have different goals/mission besides operational, budgetary, social, environmental and capability differences that leads to difference in priorities and work approach. Thus, in order to assess the strengths and weaknesses of the organisations under consideration in this project, we suggest the following standards/checklist that can be considered as good/best practices for PMRS in public bodies.

The following list has been developed based on literature review on best/good practices on PMRS in public bodies including police services both at the UK as well as international level. The suggestions are numbered, showing the references to source/s of information.

6.1.1 Design of the Overall PM Framework

The following characteristics are listed in order of importance. The points highlighted are prioritised according to the views of a respondent from Audit Scotland.

1. **The performance measurement framework should be developed within a context of the**
    1. **Police force's mission, aims and objectives**
    2. **Needs and perspectives of stakeholders/users**
2. **The development of the Performance measurement framework "*should be integrated into the organisation"*, forming an important "*part of the business planning and management processes"* (The National Audit Office (NAO) *et al*, 2003, page 8)**
3. **The framework must be economical, balancing "*the benefits of the information against the costs"* of gathering and presenting it**. (The National Audit Office (NAO) *et al*, 2003., page 8)
4. **The Framework should be more dynamic to accommodate changing priorities in policing and also keeps the police aware of their day to day performance.**
5. **The framework should use a consistent, comparable, and structured approach to performance information across all agencies and programs**
6. The Framework should give a clear snapshot of police activities with focus on most important aspects.

6.1.2 Targets Definition

The following characteristics are listed in order of importance. The points highlighted are also according to the views of a respondent from Audit Scotland.

1. **Planned targets should be reported against actual performance (presenting difference, if any) and trend and compared with similar police forces for relative performance.**

2. **National policing targets should be developed around "broad socially desirable policing outcomes". At the minimum the following should be used in evaluating police performance:**
   a. **Reducing crime and crime rate**
   b. **Crime solvency rates**
   c. **Increasing security/Debase fear**
   d. **Ensuring Civility in Public Places**
   e. **Using funds and authority, fairly, efficiently and economically**
   f. **Offering quality services**
3. Targets should be developed using sound statistical analysis

6.1.3 Design of Performance Indicators/Measures

The following characteristics are listed in order of importance. The points highlighted are also according to the views of a respondent from Audit Scotland.

1. **Performance Measures should not be interpreted individually, instead**
   a. **Interpreted against standards**
   b. **Compared with past (depicting trend)**
   c. **Compared with similar police forces or police units (depicting relative performance)**
2. **Community satisfaction, if measured, should be accounted for in overall performance**
3. **If perfect measures are not available for outcomes, approximate measures should be used to indicate/evaluate efforts towards that outcome**
4. Performance measures should be encouraged to:
   a. Flexible to local context if there are national standards
   b. Have standard definitions
   c. Realistic
   d. Have a mix of both outcomes and outputs, with more focus on outcomes rather than outputs.(outputs are the activities used to bring about results while Outcomes are the results)

5. How Performance goals will be achieved should be decided by the local policing body/police force and set in relevance to local area needs

6. Performance measures/indicators should exude the following characteristics (ANAO, 2004; page 13);

   - *"Specific - clear and concise"*

   - *"Measurable – quantifiable"*

   - *"Achievable -practical & reasonable"*

   - *"Relevant - to users"*

   - *"Timed - range or time limit"*

6.1.4 Information Presentation

1. Performance must be comprehensively addressed including measures on aspects such as effectiveness, quality, cost, efficiency, quantity and stakeholders response

2. Police performance information should include output/activity indicators in addition to outcome indicators.

3. When presenting relevant information, the following guidelines should be adhered to;

   a. Ensuring that "*Outcomes, administered items and departmental outputs represent explicit key results recognised* " (ANAO, 2004, page 8) in policing strategies

   b. Reporting the outcomes of activities, that is, focusing more on presenting achievements rather than only activities.

   c. Relate non-financial and financial information on performance and present performance in relation to strategic goals

   d. Outcome indicators should be specified and results reported against each indicator should be fully explained.

   e. Both target and baseline data should be provided to provide an easy means of comparison.

   f. Good performance stories should accompany the indicators

4. Appropriate and understandable information should be provided on outcomes

   a. Desired final outcomes along with intermediate ones, if any should be mentioned

   b. Clear explanations of the qualitative findings of outcomes that can't be quantified should be mentioned

   c. Where there are shared outcomes or one at a broad level, the contributions of a every organisation involved should be captured by stating its influence in that process in report or in accountability report

5. Shortcomings, risks or issues (if any) along with other factors influencing (environment, capacity of organisation, social or economic) performance and their impact on strategic choices or activities should be fully explained. The way forward and use of performance

information (both current and prospective) should also be included. In the case, where confidential information cannot be shared, it should be mentioned in the report

6. The methodology and explanation for measures selection, targets, judgements, relation of activities to result, trends in measures, comparison, reference points used, future efforts and data collection should be mentioned and sources of information should be included to allow verification.

6.1.5 Miscellaneous category

3. Judgement on overall performance should be balanced and not be disproportionately weighted towards one or more dimension of performance measurement

4. Have adequate data management system and some process (auditing) for
   a. assuring quality and suggesting improvement of PMRS
   b. Verifying and validating the data

5. Offer incentives for enhancing performance

6.2 Examples – Good/Bad Practices and Issues (PMRS)

Summary

Designing of Performance Framework

- In all organisations, performance measures were found to be aligned to strategic objectives. Lothian and Borders Police and NZ are good examples to look at for this.

- In terms of comprehensiveness, Tayside is a best example that incorporates breath of activities in PMS.

- Judging cost effectiveness of PMS is subjective and an objective way of doing this has not been perfected.

- Ad hoc measures are considered a waste.

Defining and Target Setting

- New Zealand, Strathclyde Police, Netherlands and Northern Ireland have target-driven PMRS; however, none of them explains the way targets are developed.

- Targets are considered to distort police behaviour negatively, besides having some positive influence.

Information Presentation

- New Zealand, SPPF, Tayside are some good examples as performance results are well highlighted through picture or graphic format

  SPSA, Grampian and Dumfries and Galloway are good examples for providing required explanations in report

6.2.1 Introduction

Based on our research of all organisations (eight police forces, SPSA/SCDEA and international forces – New Zealand, Northern Ireland, Denmark and Netherlands) under investigation in this project, we have identified some good practices as well as some not so good practices or issues in one or the other aspect of their respective PMRS practices. The best practices/issues have been categorised in different sections as discussed below. The purpose of this section is not to indicate suggestions on what should be done while developing single force PMRS, but put across some examples and issues that can be considered.

6.2.2 Designing of Performance Framework

First, good practice of developing performance measures aligned to strategies has been found in all organisations. However, some of the cases reveal it in a manner that enhances the transparency and easy understanding for the general public. For instance, Lothian and Borders Police's strategic objectives (snapshot shown below) are formed around broad areas that appeal to public and help them to develop rational understanding of what police is doing.
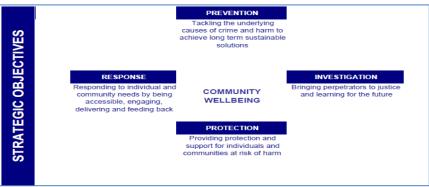
Figure 7: Snapshot of Lothian and Borders Police strategic objectives
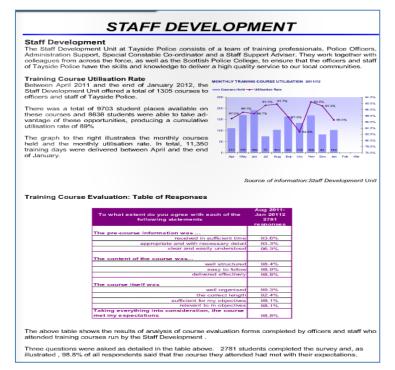

Source: Lothian and Borders Police Strategic Plan 2011-2014; page 4

Another such example is NI, that categorises its objectives into three broad categories namely – Personal, Professional and Protective policing. NZ also stands out in exhibiting its objectives, by aligning its performance objectives in context of environment and capabilities and also presenting expected outcomes, so that one can judge on what a police force is trying to achieve in what context

(as mentioned in NZ case study). The use of plain language for providing context and setting priorities increases transparency and easy understanding.

Second, in terms of comprehensiveness, though we can't comment on the level of comprehensiveness barely on the basis of what is disclosed through public documents, however, based on our research of such documents, Tayside have been found as best examples to highlight in disclosing the breadth of activities (Appendix 7) for which performance is measured. Interesting point is that the framework covers measures such as corporate training, fleet, procurement, ICT service delivery, for which other police forces have not disclosed whether they measure performance in these areas or not. Tayside doesn't report on all the measures listed for instance fleet, however, they report on measures such training (shown in figure 8)

Figure 8: Example of Tayside Police performance reporting on training measures

Source: January 2012, Performance Report Tayside Police; page 63

Another example of showing what police is doing is that of Central Scotland, which well summarises all their activities in one figure 9. Next important aspect is **developing a cost effective framework**. But the questions come, how to evaluate whether a framework is cost effective or not, if the cost associated with different activities is not reported. Investigating this aspect from interviews, we found mix of views on this, which exhibited that either the police forces are not mindful about this aspect while developing performance measurement systems and managing it, or information was not purposely disclosed to us or measuring and reporting performance under the demands of several stakeholders and for sake of accountability is more important than assessing performance measurement systems in light of cost associated with this.

Figure 9: Central Scotland police's areas of performance measurement

Source: Central Scotland Policing Plan, 2011-2015; page 9

The answers from interviews on this aspect ranged from simply "yes" to "no", from "its subjective" to no clear answer to the question such as "there is a need of efficient and quick systems". However, a relatively considerable point that emerged was that **there are some measures which are not adding value to the performance measurement**. For instance, a respondent from Dumfries and Galloway mentioned that a lot of indicators are long-running and the systems are in-built, so it's relatively easy to gather information and present it. It's the ad-hoc indicators that cause problems, because the data requested were not being gathered previously and this taxes resources used to gather them. Sometimes, information that is requested is not immediately used to make policy decisions. This means information is being gathered for the sake of gathering it.

To add on another issue on performance measures is that the from interviews, it was found that **measures developed might not always be the best ones to appropriately serve the purpose,** in a sense that measures are developed because they have to be as part of performance measurement, thus are easy to measure or adopt. They do not actually focus on real issues and developing measures to highlight them. **Lastly**, Performance measurement is developed in line with an academic point of view and not necessarily in line with the practicalities of policing. This thought was triggered by a respondent from SPA, who stated that "*performance measurement has more academic perspective....as recognised by SPA....and not very practical in policing*".

6.2.3 Defining and Setting Targets

A common issue identified across organisations was that no information on the process of setting targets and rationale behind that is not disclosed or discussed. In terms of impact of setting targets, mix of views such as setting targets have been found to have both positive as well as negative influence on police behaviours and thus performance, were identified both from interviews and own

analysis. NZ, Strathclyde Police, Netherlands, NI are some examples of police forces that are have target driven performance measurement systems. The **issues with on target setting** (as found from interviews) are that sometimes outcomes are unwanted, people can replicate effects, gaming behaviour comes in when thing when comes to target (this is something upcoming single police force need to look at). Targets are considered as soul destroying, distorting behaviour. The police behaviour is sometimes negatively influenced due to performance targets. The Single police force needs to take care of these issues. Similar negative impacts such as distorting behaviour have also been found in Netherlands. On the other hand, positive impacts of target setting such as increase in transparency, focused approach and performance culture at individual level have been found from research on Netherlands as well as interviews.

6.2.4 Information Presentation

Many good and not so good aspects of performance information presentation have been found. First aspect is about **presenting the information in a way that provides a complete idea on performance results/direction while looking at the report rather than reading through the report**. This includes many aspects such as stating the target (if any), presenting measures under related outcome, objective etc. New Zealand, SPPF, Tayside are some of the good examples to look at. For instance, Tayside reports performance on monthly basis using a performance scorecard (for key performance indicators). The contribution of performance measures of SPPF as reported by Tayside force in their SPPF report. It specifies the respective national objectives corresponding to the set of indicators that are aligned to respective strategic context. A snapshot of such good practices from Tayside is shown in figure 10.

Figure 10: Snapshots of good reporting practices of Tayside Police

Source: Tayside Statistics and Performance Results on SPPF: April 2010 - March 2011; page 15

Source: Tayside annual report 2011-12; page 5

As visible from the annual report presentation snapshot of Tayside above, targets are explicitly mentioned, thus clearly understandable for report users to find the updates on objectives or measures, however, there are reporting practices of the SPSA/SCDEA provides updates on the status of objectives however there are no mentions of what the targets are or how the targets were arrived at. The snapshot of such practice is shown below:
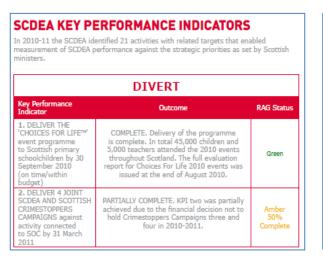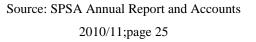
Figure 11: Snapshots of good reporting practices of SPSA/SCDEA

Source: SPSA Annual report 2010/11; page 95   Source: SPSA Annual Report and Accounts

2010/11;page 25

Next important aspect is **explanation of reasons, judgements, methodology and mention of data sources.** These aspects are generally lacking in majority of the cases. Some relatively better examples to look at are in the SPSA annual report that well summarises the number of activities/outcomes (for achieving strategic priorities).It also shows set targets and the current status of that activity (as visible in snapshots above). Moreover, the reason for partial completion of targets is also briefly explained. Grampian police reporting is also good at explanations, as it explains reasons for increases or decreases in performance. It points to external factors such as new legislation as influencing detection rates. It also outlines resources deployed to achieve outcomes (also mentioned by Dumfries and Galloway Constabulary).

NZ report is a very good example of many aspects of good practices in reporting such as presenting measures/objectives under outcomes (also seen in case of Northern Constabulary), mentioning data sources for each set of measures and a clear indication on direction of performance as per each measure (examples shown in NZ case study) ,

Northern Constabulary also sets good example as **comprehensive view of performance reporting** is seen as achievements of Northern Constabulary against its strategic priorities and local initiatives are reported (qualitatively) for different departments/services level (such as human resources, finance, operations, corporate, crime and operation support) as well as area division (such as east, north and central) level. All other forces also report on each division level; however the level of

comprehensiveness varies and is found more in Northern Constabulary and Tayside. Moreover, another worth mentioning aspect about Northern Constabulary, is its presentation of areas of performance measurement against each outcome, in a way that shows which all aspects are measured for achieving respective outcome objective (Appendix 8)

In terms of explanation, **mention of risks and factors that influence performance is a really important aspect**. This is not well covered by all the forces. It is very important to provide context to what is measured and the performance achieved. SPSA is one good example in this, as in its strategic plan, it explains assumptions, dependencies and factors influencing the operational environment. PESTLE analysis and strategic direction is clearly shown and explained in its strategic plan. This shows what kind of external factors are influencing the organisation and its decision making or strategic prioritization.

Next, important aspect comes about **relating cost with performance**. Currently, the eight forces in Scotland and SPSA aren't doing very well on this aspect of relating financial and non-financial information. Lothian and Borders Police, and Northern Constabulary, are two examples in Scottish police, which seems to be relatively better on this front. A separate report on accounts, published by LBP board, covers the income and expenditure of the board comprehensively. For instance, expenditures on crime management, call management, traffic management is also mentioned. The latter provides an overview of cost related to individual activity. Similarly Northern Joint Police Board also publishes a separate report on accounts that covers the income and expenditure of the board comprehensively. For instance, the report provides information on expenditures on crime investigation and reduction, management, community involvement, traffic and road safety management, etc. This provides an overview of cost related to individual activity.

6.3 How should single force PMRS look like?

Based on our research, we observed that there is no perfect PMRS that can be suggested to be adopted by the single national force. However, there are some considerably good features of PMRS of organisations covered in this project (summarised in table below), which can contribute towards development of a best practice model for new single force in Scotland.

Table 9: Suggested best examples on selected features/aspects of PMRS for new single force

Features/aspects of PMRS	Police Forces/Framework
Strategic Objectives and Focus areas	SPPF, Northern Ireland, Lothian and Borders
Explanation of details, Inclusion of methodology for data collection, analysis and so on	SPPF, New Zealand
Context setting and clear understandable statement of Intent framework	New Zealand
Comprehensiveness	Tayside and Central Scotland
Information Presentation	New Zealand, SPSA, Northern Constabulary, Tayside
Discussion of Strategic direction and performance presentation	Northern Ireland, New Zealand, Tayside
Targets use and presentation	New Zealand, Strathclyde[1]
Depth and breadth of information in relatively more understandable manner	Dumfries and Galloway, SPSA, New Zealand, Northern Constabulary
PMRS as a whole (on relative basis)[3]	Tayside, Northern Constabulary[2], New Zealand[4], Northern Ireland[4]

Note: [1] Target Presentation only; [2] Also mentioned by a respondent from HMICS as good example;

[3] This is not an aspect/feature. It means the complete PMRS practice including aspects/features mentioned in the table and other aspects mentioned in the recommended checklist in section 6.1

[4] Also acknowledge by Davis (2012) as having best PMS among some other international forces

The table above shows examples of PMRS of some police forces that are found to be best based on relative analysis of several features/aspects. While developing the PMRS for new single force these can be referred, as these emerged as the best examples among the investigated forces/frameworks under this project. For other aspects these aspects are discussed in more detail in previous section 6.2. The examples mentioned for best PMRS as a whole is only on relative basis as they represent good examples on many aspects of PMRS and doesn't mean that mentioned examples are best/good on each of the expected aspect/characteristic of PMRS as suggested in section 6.1.

7 Recommendations

Summary

- Quantitative mechanism to aid decision making are suggested to use

- Performance should be understood in relation to cost associated with it

- Exploit Information technology potential to enhance efficiency of PMRS

- Manage Stakeholders in light of their power and interest

- For developing effective PMRS of single model, strengths and weaknesses of current systems needs to be scrutinized

- Techniques/ ways to make PMRS more robust and dynamic should be explored

- Benefits of International Benchmarking should be investigated to improve performance measurement, reporting and management practices

- The prospects of developing collective performance measures for whole Criminal Justice System should be investigated.

- The use of Continuous Improvement as the tool for driving performance is suggested to be encouraged until all the issues with targets are investigated and sorted.

- Uniform ways of counting and measuring indicators should be put in place.

- The local police councils and the single national force should be aware of whom to report to, when to report and what to report from the very first day of national policing

- There must be inclusion of local Indicators and priorities in the national framework and local accountability must be put in place.

7.1 Introduction

Based on our analysis of PMRS of eight forces along with SPSA/SCDEA, international forces such as NZ, Netherlands, NI and Denmark, interviews and secondary research including literature review, we suggest to consider following while developing PMRS for upcoming single force police force in Scotland. Further, there are suggested guidelines that are considered to be best practices and can be used as checklist for developing PMRS

Explore the quantitative mechanisms to aid decision making regarding prioritization of performance objectives and performance measures

Currently the eight forces develop prioritize the areas to measure performance or focus areas using output of National Intelligence Model, requirements as per SOA, community promise, control strategy and assessing public concerns. Going ahead, compared to the current situation, the upcoming merger of eight police services along with SPSA/SCDEA, is likely to accompany budget cuts as well as reduction in number of employees including front line force. This calls for a mechanism that supports decisions to further prioritize the focus areas or objectives for effective resource utilization by

providing evidence to aid decision making. Each force uses large number of performance measures (more than fifty including SPPF) to assess performance, and issues such as data quality in data collection on large number of measures have been found from interviews. This calls for the attention towards prioritizing the performance measures in light of factors that are important for each police force area.

Based on our research, we found that police forces take in to consideration many aspects (such as political, social, environmental, SOA, Community Promise, control strategy, etc.) while prioritising the objectives, however, the exact way prioritization is done, was not highlighted. In such a complex system under which the Police in Scotland operate, there is a definite need for some mechanism for prioritization. There might be some practices in place to prioritize the performance objectives, however, the exact mechanisms were not found during research except the use of NIM (by all forces) and Numerical Scoring Matrix (by Tayside).

We suggest exploring the use or adoption of mechanisms such as **Numerical Scoring Matrix and Multi Criteria Decision Analysis that** can be looked upon considering the importance of objective prioritization for single force model. These models can not only help to substantiate decision making process with evidence from the proven mechanisms that have found to be beneficial by its adopters; but also can help to validate the process, increase transparency and gain confidence of stakeholders in decisions made around prioritization of objectives/measures.

Numerical Scoring Matrix (NSM) can be used to prioritize objectives by prioritising risks. This can be done by considering the impact of risks factors (assessed after considering counter measures in place to mitigate risk) and probability of the risks for the force. Tayside police have adopted such mechanism to assess the priorities based on risk assessment (Appendix 9). For instance, the risks areas of the force (such as operational, capacity, IT, information exchange, financial restrictions, etc.) can be placed in the impact-probability matrix and then the score can be allocated to each risk based on its position in the matrix and the risks that score high can be prioritized.

Multi Criteria Decision Analysis or Analytic Network Process (ANP) can be used to prioritize objectives as well as measures. These models help to evaluate and select key performance measures on "*the basis of a set of criteria, theoretically founded, and the feedback dependencies between the criteria and performance indicators as well as among indicators.*" "*The use of the ANP makes it possible to extracts weights for setting the priorities among indicators, by taking account of mutual dependencies among indicators and criteria. This enhances the quality of the selection process* "(Carlucci, 2010, page 66)

Expedite use of Police Objective Analysis

Understanding the cost associated with performance measurement and management is of utmost importance to drive performance improvement in a financially challenging, resource limited, and politically and socially demanding environment in which the current forces operate and in which the single force model would operate. In 2009, Audit Scotland launched the "Police Objective Analysis" (POA), a management tool, to aid police forces in managing, comparing and reviewing costs of service. POA guidance of Audit Scotland also outlines the levels to which the police forces should report the financial estimates and actual expenditure. To put it simply, Police objective analysis is a way of understanding cost. The need to stress the adoption of POA is driven by the fact that even though the importance of POA and guidance on how and what to do in POA have been highlighted by Audit Scotland, adoption of the process is still slow. Our analysis also agrees to this, as a limited evidence of linking financial and non-financial information (in public performance reports of eight police forces along with SCDE/SPSA) has been found.

"Currently, police forces in Scotland are not good at police objective analysis and they are really slow at this" Respondent from Audit Scotland

Further the respondent stressed that all organisations are interested in understanding how money is spent. POA is an important aspect to incorporate in performance measurement as this would provide insights on why different systems have different performance and reasons for change in performance. For instance, some forces might not be putting or using right number of resources for a particular activity; for instance, detection rate might be good, however understanding is required on why is it good. There can be several reasons for this; it could be because a force have a certain number of people assigned specifically for detecting crime or couple of fantastic analysts that analyse different type of crime in different ways or may be the case that a force have good relations with prison and it knows when offenders are coming out and thus it can keep an eye on them. The point to note here is to understand the reasons why for certain activity (say detecting crimes, writing prospective reports, special policing, etc.), for one force costs X and for other it costs Y. Finding answers to such differences in cost can be a real value addition and can help to improve performance measurement and management practices.

Stress on the need for the adoption of POA is also reinforced by demand of efficient use of resources due to on-going budgetary cuts in funding to the public sector, need of transparency and accountability, and political and social expectation from police forces to continuously improvise in efficiency and effectiveness of resource utilisation and service provision. This can be inferred that POA can be instrumental in understanding the best practices among the 32 upcoming police

divisions/areas of police forces (as part of single force) as that would increase the chances to compare geographically similar areas, thus benefiting the police from POA.

Scrutinize the current issues and unexplored potential associated with use of information technology in PMRS by police forces

From interviews, we found that Police IT databases are not very user friendly, thus it takes time to analyse and generate reports. At the same time, we observed that pertaining to the demand of different type of reports and information need of external and internal stakeholders, a lot of different excels are used for keeping data based on differing needs. In addition to this, the reports sent to stakeholders are limited to the information sent through report produced.

Having this context, the use of IT can be explored to produce more flexible customised reports at least for most important stakeholders (as all information can't be publicized due to sensitivity of some information) for whom the report is produced. One way of doing this can be use of executive dashboards, which can "*integrate multiple measures across a variety of dimensions and incorporate graphic displays and use colour and images to effectively portray performance in a comprehensive way*" (Roberts, 2006; page 96). Such dashboard or other online reporting tool can help to reduce time in generating reports, make reports dynamic and can more effectively satisfy reporting needs of stakeholders, to whom full or limited access of online reporting can be given based on discretion. Illions State police have also adopted online reporting tool.

Identify techniques or ways to make PMRS more robust and dynamic

From interviews, we found that there is lack of robustness in current PMS used by forces; there is a time lag between when strategic priorities are set or updated and when the required change is needed. For instance, as per the performance information some concerns are raised, however it takes 3-6 months to collect data on other measures and report them and then decisions are made after that – In this time-lag the need of a moment or particular time is missed out. This shows the pressing need of incorporating some process or technique or system that is able to increase sensitivity of PMS to constantly changing external and internal environment, and review PMS constantly or more often than the current practice (of 3-6 months) to reprioritize objectives and deploy required changes.

In order to make PMS dynamic, there is a need to have continuous external and internal monitoring systems, that alarms the user when "*limits and thresholds*" are attained; along with a review system which determines objectives and priorities in light of information provided by external and internal monitoring systems as well as objectives and priorities of an organisation (Bititci *et al*, 2000)

Consider International Benchmarking to improve performance measurement and management practices

From the interviews, it was found that there is lack of international comparison done by police forces to improve performance. The respondent from Audit Scotland disclosed that Scotland has a lot of police per head of public and they are highly paid compared to Scandinavian countries, however, crime and detection rate is not very different. Thus, using international comparisons, police needs to understand reasons for this, understand the structure or number of people deployed for different activities. Internal benchmarking for different divisions should also be done. This can help to identify best practices/processes and gain understanding on how use of such practices/process link to the performance results. Thus, benchmarking can aids in mapping best processes to desired performance (Yavas and Yasin, 2001)

Investigate the prospects of developing collective performance measures for whole Criminal Justice System

From interviews, we found that there it is important to have combined performance measurement for whole criminal justice system not for police alone. For example, increase in detection rate is tracked by rise in number of reports that are presented to prosecution service and in this case, the workload of the crown office increases. To cope up with increased demand of services of crown office, it may not have resources to deal with that or otherwise. There is clearly a link between the services of the Police and the Crown Office; the new system should have a framework which incorporates activities of the two organisations. This can help to understand the impact of actions/practices of one organisation on another and related reasons of performance (increase/decrease). Thus, knowing this can ensure to identify potential implications of performance measures developed by one organisation on other related organisations.

"Measures are required connecting whole criminal justice systems such as Police, Crown office, Scottish prison" Respondent from Audit Scotland

Use Continuous Improvement as the tool for driving performance till the issues with targets are investigated and sorted.

The use of targets has been used to great effect by the police forces in countries such as the NZ and Northern Ireland. However, the rationale behind how these targets are arrived at is not provided nor is there any empirical evidence that targets have led to better police performance. It should be noted that it has led to problems in countries such as Netherlands where police officers have concentrated on targets rather than on the actual policing. This is also reinforced by the views of a member of the Strathclyde Police Authority. Further investigation should go into the various reasons why the uses of targets have been successful in some parts and less successful in other areas. In the interim, a regime of continuous improvement can be used to assess performance

Ensure uniform ways of counting and measuring indicators

In order to ensure consistency in measurement and reporting across the single national force, a strict set of rules should be used to decide the method of measuring and tallying indicators. This is because inconsistency of data and data measures has been one of the main criticisms of the SPPF. These inconsistencies in the way crime is measured across the eight forces have led to inefficiencies of PMS such as inability to make proper comparisons and give an overall view of policing in Scotland. There need to be uniformity across the entire framework. The Northern Irish Board has been successful at this by establishing stringent guidelines to determine how events are tallied. Ensuring that these protocols are adhered to is done (by Northern Ireland) through data audits conducted by an independent agency in which samples of general data records are compared with district records to ensure standard categorization of events. This also has the added benefit of ensuring the integrity of the data.

Ensure that the forces are aware of whom to report to, when to report and what to report

Another area of the performance reporting and measuring framework that has to be finalized before the single national Force is started is ensuring that the above questions have been answered. The line of reporting should be clear, information that will be required by all major stakeholders must be made clear to the local police forces. The frequency of reporting should also be established, whether it is monthly, quarterly, annually or all of these. Denmark has had its police reform into a National Force since 2007 and its scope of reporting in terms of whom to report to, what to report and frequency of reporting has still not been established in some districts. This has to be avoided in the new Scottish National Police force.

Include local indicators and priorities to ensure local accountability

It is understood that the single national force reporting system will incorporate the national indicators. However, one of the major fears with the national police force is that local accountability might be lost and that the priorities of the local communities might not be taken into account. This approach has been used successfully in NI. The NI Policing Board sets aims and goals but this is done with the input of the District Planning Partnerships, the equivalent of what the local councils will be under the new structure. The NI Policing Board does not make comparisons between the 8 police districts due to the uniqueness of the districts. Instead, it is up to the local District Policing Partnerships to assess the district commander using performance measures. This has ensured local accountability of the police forces. This approach can also be used by the Scottish single national force.

Prepare Performance Information in a way that allows easy communication of key results

Due to necessity, for a performance report to be comprehensive and cover all areas of importance, its lengthiness may be unavoidable. However, the report must be presented in a way that ensures that the information required by different stakeholders can be easily picked or found in the report. Adequate use of technology in form of links, colours, charts and other graphics can help to present the information appropriately and make for easy reading and navigation. The ACPOS report uses the links to help in navigation around the report; this is good practice that can be referred to.

Incorporate Outcomes, Inputs, outputs, expected Impacts, Strategies and Contexts, Government Priorities into a single Framework to show the strategic direction for the police.

It is a very important for the performance framework to outline the above in it. What resources (inputs) are being used to generate outcomes, the outputs of the police force in terms of activities, the strategies put in place to achieve these outcomes and the expected impacts of these strategies. All these help to give a coherent picture of what the police want to achieve and can be used to measure the successes of the Force by checking the expected impacts and outcomes against the actual ones. The NZ police framework captures all these characteristics very well and also goes a step former by highlighting the context or environment within which the police is operating.

Leverage the potential and learning from current PMRS of police forces to develop new PMRS for single force

The current forces and SPSA are already hold experience and expertise (to varying degrees) in PMRS. Here on, we suggest critically evaluating the broad strengths and weaknesses of the current PMRS while developing new PMRS. In order to do so, we analysed strengths (S), weaknesses (W) of current PMRS of Scottish policing and, opportunity (O) and threats (T) for developing as well as implementing PMRS for single force. For this we conducted SWOT analysis (Appendix 10) and further TWOS analysis to suggest some strategies to optimally exploit the strengths and weaknesses of operating environment, capabilities, capacity and so on related to PMRS in current situation of Scottish forces. Based on TWOS analysis, we suggest to explore some options highlighted in table 10. The highlighted options in section 1 (table 10) are some of the key strategies that can help to the new single police force to build its PMRS on the strengths of PMRS of current Scottish policing (eight forces and SPPF) by levering opportunities that are available for new single police force. Similarly using key strategies in section 2 (table 10), the new single force can correct the weaknesses of the current PMRS or practices (in order to use them) by exploiting the opportunities. Section 3 and 4 (table 10) represents the key strategies suggested to single new force to combat threats by using strengths and correcting weaknesses respectively of PMSR of current Scottish policing.

Table 10: TWOS Matrix - Scottish police PMRS

TOWS Analysis	Strengths* Good vision and leadership Well integrated Performance Culture and system in place Experience and knowledge of staff in PMRS	Weaknesses* Investment required in IT Lack of standard data collection processes – Data quality issues Gaps in understanding performance Lack of comprehensive performance measures Current issues in PMRS practices
Opportunities Build further on what works and what doesn't work Build further on existing performance culture Standardisation of procedures Considering issues and improvement areas as suggested by current practices	**Section 1** - Focus on areas of issues surfaced by experience of current practices in PMRS under clear vision and leadership - Take feedback of existing staff of different forces for identifying improvement areas and practical experiences of what works and doesn't work compared to expectations	**Section 2** -Develop measures in areas that require prior attention such as prevention to make PMS comprehensive -Benchmark comparable areas (among 32 councils) to identify best practices to improve performance -Develop mechanisms to control gaming behaviour triggered by target setting
Threats Declining Economic Climate Difficulty in satisfying all stakeholders Indirect political influence in prioritizing objectives Ineffective information management Community disengagement	**Section 3** -Leverage experience to allocate budget on priority basis of initiatives -Use mix of experience and leadership in improving communication effectiveness and also based on experiences concentrate on most influential and cost effective (such as social media) way to communicating information	**Section 4** - Develop comprehensive PMS and addressing current issues in PMRS practices to improve stakeholder satisfaction and engagement -Standardise processes (including performance measurement and counting measures) across single police force to improve information management

Note: *Based on the PMRS and operating/performance environment of existing eight forces and SPPF; **Based on new situation for new single police force in which PMRS would be developed and implemented

Aptly manage Stakeholders need from PMRS

Figure 12 shows placement of stakeholders of Scottish policing (discussed in chapter 4) on a power interest grid for two situations – Current (eight police force structure) and upcoming New (single national police force structure). Stakeholders were placed under different quadrants based on our subjective analysis. As per the new structure, the changes are mainly expected (compared to current

structure) in terms of power and/or existence of some stakeholders in players section of the grid as indicated by two grids below.
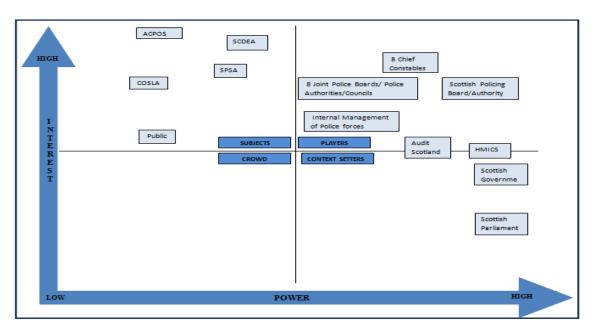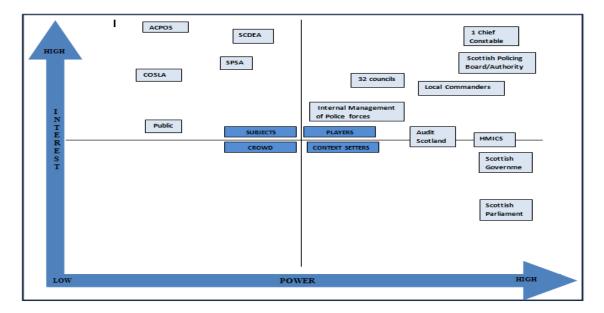
Figure 12: Current position of Scottish police stakeholders on power-interest grid

Note: Players, Context setters and Subjects defines the stakeholders of respective above indicated quadrant of power interest grid based on their relative power and interest as indicated in figure above.

Figure 13: Probable position of Scottish police stakeholders on power-interest grid under new force structure

Note: Players, Context setters and Subjects defines the stakeholders of respective above indicated quadrant of power interest grid based on their relative power and interest as indicated in figure above.

Based on relative power and interest of different stakeholders, the potential issues and positive/negative influences can be predicted and thus appropriated strategies can be adopted

beforehand. This analysis can aid decision making regarding how to prioritize the stakeholders (for considering their needs and making efforts to keep satisfy them) and manage them (by developing different strategies such as regular communication, engagement in decision making and involving in PMRS development). For instance, players need continuous attention, thus PMRS should be developed and updated (periodically) based on their needs; context needs to kept satisfied, they might have broad objectives and requirements regarding PMRS that should be incorporated; and subjects are the stakeholders to whom the performance developments and results should be communicated regularly; crowd section is one that needs minimum attention and it is just important to monitor them and be aware of requirements. To conclude, on priority basis players and context setters needs attention (thus primary performance objectives should be based on their needs) compared to subjects (their needs can take form of secondary performance objectives).

In the new structure, the Chief Constable is expected to assume more power as instead of eight Chief constables responsible for administering 8 police forces, there will be just one responsible for the entire police service in Scotland. The 32 local councils are also expected to have more of a say in the operations of their police and strategy making of their respective local police areas in tandem with the police local commanders. Thus, developing PMRS by involving or having inputs of the Chief Constable and the 32 councils needs more attention. Also, on the priority basis their information needs should be identified and incorporated.

The Scottish Ministers and Scottish Government represent the context setters for the police force. They provide the environment under which the police forces operate. In the new force, the Scottish Ministers are expected to have more influence over the police as they appoint the Scottish Police Authority members. The Chief constable is responsible to them through the police authority.

8 Bibliography

ACPOS Annual Performance Report (2010/11), the Scottish Policing Performance Framework. Available at http://www.acpos.police.uk/SPPF/SPPF_info.html (Accessed July 5, 2012)

A Report of the Auditor General of Canada to the House of Commons, April 2005. Available at www.oag-bvg.gc.ca/internet/docs/20050406ce.pdf. (Accessed July 6, 2012)

Audit Scotland website; http://www.audit-scotland.gov.uk/work/bestvalue_police.php. (Accessed July 13, 2012)

Audit Scotland (2010), The Scottish Police Services Authority prepared for the Auditor-General of Scotland, October 2010. Available at www.audit-scotland.gov.uk/docs/central/2010/nr_101028_spsa.pdf. (Accessed July 27, 2012)

Australian National Audit Office -ANAO (2004). *Better Practice Guide; Better Practice in Annual Performance Reporting*. Produced by Australian National Audit Office (ANAO) and Department of Finance and Administration (Finance). Available at www.anao.gov.au. (Accessed July 04, 2012)

Bititci U S, Turner U T, Begemann C (2000).Dynamics of performance measurement systems. *International Journal of Operations & Production Management,* **20** (6), 692–704.Available at http://www.emeraldinsight.com/journals.htm?articleid=849263&show=abstract (Accessed July 12, 2012)

Boyle R (2009). *Performance Reporting: Insights from International Practice*. Institute of Public Administration Dublin, Ireland. Available at www.imf.org. (Accessed July 8, 2012)

Canadian Comprehensive Auditing Foundation (2002). *Reporting Principles; Taking Public Performance Reporting to a New Level.* Published by CCAF~FCVI Inc. Available at www.ccaf-fcvi.com/attachments/267_ReportingPrinciples-EN.pdf. (Accessed July 20, 2012)

Canadian Comprehensive Auditing Foundation (2007).*What we can learn from effective public performance reporting? Good Practices for Central Agencies, Legislators, Auditors, and Report* (Accessed July 20, 2012). Published by CCAF~FCVI Inc. Available at www.ccaf-fcvi.com/attachments/270_GoodPractices-EN.pdf. (Accessed July 20, 2012)

Central Scotland Police, Chief's Constable's Annual Report 2010-2011. Available at http://www.centralscotland.police.uk/information/public_documents.aspx. (Accessed July 25, 2012)

Central Scotland Police Performance Framework, Force Level Results, Year to Date Quarter 1 - 3 2010/11 (01/04/10 - 31/12/10). Available at http://www.centralscotland.police.uk/information/public_documents.aspx. (Accessed July 25, 2012)

Central Scotland Policing Plan 2011-2015. Available at http://www.centralscotland.police.uk/information/public_documents.aspx. (Accessed July 25, 2012)

Central Scotland Police, Summary of Key SPPF Indicators Q1 - 4 2010/11. Available at http://www.centralscotland.police.uk/information/public_documents.aspx. (Accessed July 25, 2012)

Commissioner's Office, Danish National Police (2012). '*Smart Policing'*. Speech at the European Police Chiefs Convention of Europol, The Hague. Police Directorate, May 29, 2012. Available at www.politi.dk/NR/.../talepunkterEPCCSmartPolicing290512.pdf. (Accessed August 13, 2012).

Report by the Comptroller and Auditor General (2000). *Good Practice in Performance Reporting in Executive Agencies and Non-Departmental Public Bodies*. Available at www.nao.org.uk. (Accessed on July 10, 2012)

Report by the Comptroller and Auditor General, March 2001. *Measuring the Performance of Government Departments*, ordered by the House of Commons. Available at www.nao.org.uk/idoc.ashx?docId=4caa2e8d-be7a-4300-9e3d. (Accessed July 8, 2012)

Convention of Scottish Local Authorities website; http://www.cosla.gov.uk/about-cosla

Carlucci D (2010). Evaluating and selecting key performance indicators: an ANP-based model. *Measuring Business Excellence,* **14** (2).66 – 76. Available at http://www.emeraldinsight.com/journals.htm?articleid=1863918 (Accessed July 18, 2012)

Danish Police website; http://www.politi.dk/en/About_the_police/organisation/. (Accessed August 13, 2012)

Davis R.C. (2012). *Selected International Best Practices in Police Performance Measurement*. RAND Corporation. Available at www.rand.org/pubs/technical_reports/.../RAND_TR1153.pdf. (Accessed July 8, 2012)

Dumfries and Galloway Constabulary, Anti-social Behaviour Strategy 2011–2014. Available at http://www.dumfriesandgalloway.police.uk/aboutUs.htm (Accessed July 27, 2012)

Dumfries and Galloway Constabulary, Performance Report (April–December 2011). Available at http://www.dumfriesandgalloway.police.uk/aboutUs.htm (Accessed July 27, 2012).

Dumfries and Galloway Constabulary, Public Performance Report, 2010–2011. Available at http://www.dumfriesandgalloway.police.uk/aboutUs.htm (Accessed July 27, 2012)

Dumfries and Galloway Constabulary, Statistics and Performance Report 2011–2012. Available at http://www.dumfriesandgalloway.police.uk/aboutUs.htm (Accessed July 27, 2012).

Powell E T and Renner M (2003). *Analysing Qualitative Data*. University of Wisconsin-Extension, Cooperative Extension Madison, Wisconsin. Available at www.learningstore.uwex.edu/pdf/g3658-12.pdf - United States. (Accessed August 21, 2012)

Fife Constabulary Chief's Constable's Annual Report 2010-2011, Available at http://www.fife.police.uk/default.aspx?page=1. (Accessed July 28, 2012)

Fife Constabulary SPPF 2011/12 Quarter 2 Report, Available at http://www.fife.police.uk/default.aspx?page=1. (Accessed on July 28, 2012)

Fife Constabulary Strategic Plan 2011-2015, Available at http://www.fife.police.uk/default.aspx?page=1. (Accessed on July 28, 2012)

Fife Constabulary's Website, http://www.fife.police.uk/default.aspx?page=3813. (Accessed July 28, 2012)

Governor's Office of Budget and Planning, Utah (2007) *Guidance on Performance Measure Management*, October 2007. Available at www.performance.utah.gov . (Accessed July 4, 2012)

Government of Netherlands website: http://www.government.nl/. . (Accessed August 12, 2012)

Grampian Police and Grampian Joint Police Board, Best Value Audit and Inspection, prepared by Audit Scotland and HMICS, February 2011. Available at www.committees.aberdeencity.gov.uk . (Accessed August 08, 2012)

Grampian Police Annual Report. 'Sustaining and Developing our Platform for Success, 2010/11', Available at http://www.grampian.police.uk/About5255.html?id=131&pid=30;31;5. (Accessed July 29, 2012)

Grampian Police Joint Police Board Quarterly Report 2011/2012 Q2. Available at http://www.grampian.police.uk/About5255.html?id=131&pid=30;31;5. (Accessed July 29, 2012)

Grampian Police Strategic Plan 'Platform for Success, 2012/2013; Building the Future'. Available at http://www.grampian.police.uk/About5255.html?id=131&pid=30;31;5. (Accessed July 29, 2012)

Grampian Police website; www.grampian.police.uk. (Accessed August 15, 2012)

Illinois State Police website. http://www.isp.state.il.us/crime/ucrhome.cfm (Accessed July 20, 2012)

Interagency Working Group on U.S. Government sponsored international exchanges and Training (2000*). Measuring the Performance of International Exchanges & Training Program*. Published by Interagency Working Group on U.S. Government sponsored international exchanges and Training (IAWG).Available at:
http://www.iawg.gov/rawmedia_repository/dc07a56b_8539_42a2_8e48_0a67fb0c7fe3. (Accessed July 22, 2012)

Hoogenboezem J A and Hoogenboezem D B (2005). Coping with targets: performance measurement in The Netherlands police. *International Journal of Productivity and Performance Management*, **54** (7). 568 – 578. Available at   http://www.emeraldinsight.com/journals.htm?articleid=1523670 (Accessed August 12, 2012)

Lothian and Borders Police and Police Board: Best Value Audit and Inspection (Dec 2011) Joint report published by HMICS and Audits Commission. Available at
http://www.lbp.police.uk/information/freedom_of_information/classes_of_information.aspx. (Accessed August 15, 2012)

Lothian and Borders Police Annual Report 2011-2012. Available at
http://www.lbp.police.uk/information/freedom_of_information/classes_of_information.aspx. (Accessed August 15, 2012)

Lothian and Borders Police, 'Measuring Our Performance' (June 2011), Monthly report published by Lothian and Borders Police. Available at
http://www.lbp.police.uk/information/freedom_of_information/classes_of_information.aspx. (Accessed August 15, 2012)

Lothian and Borders Police Board's Statement of Accounts for year ended 31 March 2011, Available at   http://www.lbp.police.uk/information/freedom_of_information/classes_of_information.aspx. (Accessed August 15, 2012)

Lothian and Borders Police Strategic Plan 2011-2014. Available at http://www.lbp.police.uk/information/freedom_of_information/classes_of_information.aspx. (Accessed August 15, 2012)

Lothian and Borders Police website: http://www.lbp.police.uk/

Wisniewski M and Stewart D (2004). Performance measurement for stakeholders: The case of Scottish Local Authorities. *International Journal of Public Sector Management*. **17** (3) 222 – 233. (Accessed June 30, 2012)

Moore M H and Braga A (2003) The "Bottom Line" of Policing: What Citizens Should Value (and Measure) in Police Performance. Washington, D.C.: Police Executive Research Forum. Available at http://www.policeforum.org/library/policeevaluation/. (Accessed July 22, 2012)

The National Audit Office (NAO) *et al* (2003). *Choosing the Right Fabric*. Available at www.nao.org.uk. (Accessed July 5, 2012)

National Audit Office (2009), Extract from the report to the Public Accounts Committee on the Danish Police Reform, August 2009, Rigsrevisionen (National Audit Office). Available at www.rigsrevisionen.dk/media(1376,1033)/16-2008.pdf. (Accessed August 13, 2012)

National State Auditors Association (2004), Best Practices in Performance Measurement. Part 1Developing Performance Measures. Available at http://www.health.state.mn.us/divs/eh/local/knowproj/docs/nsaa_devel_pm.pdf. (Accessed July 22, 2012)

Netherlands police website: http://www.politie.nl/english/. . (Accessed August 12, 2012)

New Zealand Police Annual Report 2010/2011. Available at https://www.police.govt.nz/resources. (Accessed August 17, 2012)

New Zealand Police's Statement of Intent (2012-2014) report, Available at https://www.police.govt.nz/resources. (Accessed August 17, 2012)

New Zealand Police Strategic plan (2011-2015). Available at https://www.police.govt.nz/resources. (Accessed August 17, 2012)

New Zealand Police website. Available at https://www.police.govt.nz. (Accessed August 17, 2012)

Northern Constabulary Community Consultation Survey Overall Force Area Report (2011), Prepared by Research Resource. Available at http://northern.police.uk/Publications/publications.html. (Accessed August 10, 2012)

Northern Constabulary and Northern Joint Police Board Best Value Audit and Inspection (April 2010), Joint report published by HMICS and Audits Commission. Available at http://northern.police.uk/Publications/publications.html. (Accessed August 10, 2012)

Northern Constabulary website: http://www.northern.police.uk/. (Accessed August 10, 2012)

Northern Constabulary Public Performance Report 2010-2011. Available at http://northern.police.uk/Publications/publications.html. (Accessed August 10, 2012)

Northern Constabulary Strategic Plan 2010-2013. Available at http://northern.police.uk/Publications/publications.html. (Accessed August 10, 2012)

The Northern Ireland Policing Board and the Police Service of Northern Ireland, Policing Plan, 2012-2015. Available at http://www.psni.police.uk/index/about-us/publications/publications-by-category.htm. (Accessed August 6, 2012)

Northern Ireland Policing Board Annual Report and Accounts, 1 April 2011 – 31 March 2012. Available at http://www.psni.police.uk/index/about-us/publications/publications-by-category.htm. (Accessed August 6, 2012)

Northern Joint Police Board, Statement of Accounts 2011 – 2012 (Unaudited). Available at http://northern.police.uk/Publications/publications.html. (Accessed August 10, 2012)

Police Complaints Commissioner for Scotland website; http://www.pcc-scotland.org/about. (Accessed August 10, 2012)

Policing in the Netherlands, available on http://www.politie.nl/Overdepolitie/Documentatie/, (Accessed August 12, 2012)

Police Online Information website; http://polis.osce.org/countries/details?item_id=15. (Accessed August 12, 2012)

Police Objective Analysis – Guidance Notes v2, Scottish Version 1, January 2011. A document developed by Audit Scotland.

Police Service of Northern Ireland's Chief Constable's Annual Report, 2010-2011. Available at http://www.psni.police.uk/index/about-us/publications/publications-by-category.htm. (Accessed August 6, 2012)

Police Service of Northern Ireland Website; http://www.psni.police.uk/about-us.htm. (Accessed August 6, 2012)

Roberts D (2006). *Law Enforcement TECH GUIDE FOR Creating Performance Measures That Work; A Guide for Executives and Managers*. Published by SEARCH Group, Incorporated. Available at www.search.org/files/pdf/PMTechGuide.pdf. (Accessed July 20, 2012)

SCDEA Five Year Strategic Plan 2010-2015, Annual Update for 2012-2013, Available at http://www.sdea.police.uk/publications.htm. (Accessed August 12, 2012)

SCDEA Five Year Strategic Plan 2010-2015. Available at http://www.sdea.police.uk/publications.htm. (Accessed August 12, 2012)

SCDEA website: http://www.sdea.police.uk/. (Accessed August 12, 2012)

Scottish Crime and Drug Enforcement Agency Annual report 2011-2012. Available at http://www.sdea.police.uk/publications.htm. (Accessed August 12, 2012)

Scottish Government website. Scottish Government National outcomes. Available at www.scotland.gov.uk/About/Performance/scotPerforms/outcomes. (Accessed August 24, 2012)

Scottish Police College Website; http://www.tulliallan.police.uk/, (Accessed July 4, 2012)

Scottish Policing Performance Framework Technical Notes, 2011/2012. Available on http://www.acpos.police.uk/Documents/Policies/PM_SPPF2011-12TechnicalNotesV2.0.pdf. (Accessed July 4, 2012)

Scottish Police Services Authority Annual Report & Accounts 2010-2011. Available at http://www.sdea.police.uk/publications.htm. (Accessed August 12, 2012)

Scottish Policing Performance Framework Annual Report 2010-11 (October 2011): An Official Statistics Publication for Scotland. Published by the Scottish Government. Available at http://www.scotland.gov.uk/Publications/2011/10/25105642/59 (Accessed July 4, 2012)

Scottish Policing Performance Framework (2011/2012), Available at http://www.acpos.police.uk/Documents/Policies/PM2011_12ScottishPolicingPerformanceFramework358940_v4.pdf (Accessed July 4, 2012)

Scottish Police Services Authority website, http://www.spsa.police.uk/services/forensic_services. (Accessed June 25, 2012)

Spottiswoode C (2000). *Improving Police Performance; A new approach to measure police efficiency*. Published (April 2000) by Public Services Productivity Panel. Available at http://www.hm-treasury.gov.uk/d/62.pdf. (Accessed July 22, 2012)

SPSA 5 Year Strategic Plan 2010-2015. Available at http://www.spsa.police.uk/about/our_corporate_publications. (Accessed August 12, 2012)

SPSA Customer Report Quarter 2-2010/2011. Available at http://www.spsa.police.uk/about/our_corporate_publications. (Accessed August 12, 2012)

SPSA Annual Report and Accounts 2010/11. Available at http://www.spsa.police.uk/about/our_corporate_publications. (Accessed August 12, 2012)

Strathclyde Police and Strathclyde Police Authority: Best Value Audit and Inspection, Joint report published by HMICS and Audits Commission. Available at http://www.strathclyde.police.uk/about_us/freedom_of_information/classes_of_information/. (Accessed July 31, 2012)

Strathclyde Police Authority website: http://www.strathclydepoliceauthority.gov.uk/. (Accessed July 31, 2012)

Strathclyde Police's Chief Constable's Annual Report 2011-12. Available at http://www.strathclyde.police.uk/about_us/freedom_of_information/classes_of_information/. (Accessed July 31, 2012)

Strathclyde Police's Chief Constable's Annual Report 2011-12/ Statistical Supplement, published by Strathclyde Police. Available at http://www.strathclyde.police.uk/about_us/freedom_of_information/classes_of_information/. (Accessed July 31, 2012)

Strathclyde Police website: http://www.strathclyde.police.uk/. (Accessed July 31, 2012)

Sluis A V, Cachet L and Ringeling A (2008). Results-based agreements for the police in The Netherlands, Policing. *An International Journal of Police Strategies & Management,* **31 (3). 415 –**

434. http://www.emeraldinsight.com/journals.htm?articleid=1742288 Available at. (Accessed August 8, 2012)

Tayside Police and Tayside Joint Police Board: Best Value Audit and Inspection (Dec 2009) Joint report published by HMICS and Audits Commission. Available at http://www.tayside.police.uk/About-Us/Force-Publications. (Accessed July 30, 2012)

Tayside Chief Constable Report (March 2010; appendix A; page numbers not given) on Corporate Risk Register. http://www.angus.gov.uk/ccmeetings/reports-committee2010/TJPB/PB23_corporate_risk_register.pdf (Accessed August 20, 2012)

Tayside Police annual report 2011-12. Available at http://www.tayside.police.uk/About-Us/Force-Publications. (Accessed July 30, 2012)

Tayside latest monthly performance scorecard. Available at http://www.tayside.police.uk/About-Us/Force-Publications. (Accessed July 30, 2012)

Tayside Police monthly performance report (as of June 2012). Available at http://www.tayside.police.uk/About-Us/Force-Publications. (Accessed July 30, 2012)

Tayside police website: http://www.tayside.police.uk/. (Accessed July 30, 2012)

Tayside Statistics and Performance Results on SPPF: April 2010 - March 2011. Available at http://www.tayside.police.uk/About-Us/Performance-Figures (Accessed July 20)

Townley B (2005). *Managing to Improve*. A report by Advanced Institute of Management Research Public Service Fellows, Economic and Social Research Council, Edited by Jean Hartley and Alan Pike. Available at www.aimresearch.org/.../Publications/Academic%20Publicatio. (Accessed July 9, 2012)

Yavas U and Yasin M. (2001). Enhancing organizational performance in banks: a systematic approach. *Journal of Services Marketing*. 15 (6). 444-53. Available at http://www.emeraldinsight.com/journals.htm?issn=0954 478X&volume=19&issue=4&articleid=1612473&show=html (Accessed August 21, 2012)

9 Appendix

9.1 Secondary Research Timelines

The table below outlines the timelines of secondary research as was intimated in project plan sent earlier in July. Any report published on the organisations mentioned below were not assessed after the below mentioned time for respective organisation.

Table 11: Secondary Research Schedule

Activity	Timelines	
	From	To
Desk research on Current Eight Police forces in Scotland & SPPF	July 5, 2012	July 26, 2012
Desk Research on SPSA	July 27, 2012	Aug 2, 2012
Desk research on other 4 countries	Aug 3, 2012	Aug 13, 2012
Final Analysis/Recommendations*	Aug 14, 2012	Aug 20, 2012

Note * Also includes analysis of interviews data

9.2 Responses on Interviews Requests

Table 12 summarises the response of organisations for interview. The comments section briefs the reasons for not being able to have interview with that organisation or other experiences. Designation of respondents is mentioned in the status section wherever applicable, except in case of Lothian and Borders police as asked by respondent. For face to face interviews we visited the respective organisation office or headquarters at respective locations mentioned in the table. This is to note that we also tried to call each police force and we got response to drop an email on the generic email id given on website or the request to be sent through request form online. From SCDEA we got response that we should send details via post and a lengthy vetting form was sent to be filled. Pertaining to long bureaucratic procedures that were not possible to follow within given time frame, the process was not taken ahead.

Table 12: Response/Status of Organisations on Interview Request

Organisation approached	Number of times approached	Response/Status	Comments
Strathclyde Police (SP)	3	No Response	For the first two times, the request was made online via the request form on force's website. Third time we managed to get a contact via a member of Strathclyde Police Authority on August 20, 2012 (after requests were made to him for asking contact on Aug 7, 2012) and we dropped a mail to given contact on same day, hoping to get some answers atleast via email or telephonic conversation. However, we didn't get any response.
Tayside Police (TP)	2	Telephonic Interview with Performance Manager	Got a response second time after sending request for interview on contact details mentioned in performance report
Lothian & Borders Police (L&B)	3	Telephonic Interview	Got a response the second time around after sending request for interview via the force email. This time we had a conversation with a performance analyst as regards an interview but she went on to leave shortly after. We contacted another department member who responded to our questions.
Northern Constabulary (NC)	3	No Response	Got a response second time after sending request for interview on the force general email. As response to the mail, we requested for interview, however we didn't get any response to that request.
Central Scotland Police (CSP)	2	No response	We sent two emails, however we didn't get a response both times.
Dumfries and Galloway Constabulary (D&G)	2	Face to Face Interview with Performance Assessment Manager	We sent an email and got an immediate response and we then set up an interview which was conducted successfully.

Fife Constabulary (FC)	1	No response	We sent one email, however we didn't get a response.
Grampian Police (GP)	1	Responded but not pursued	We sent our request, however the force wanted us to submit a research proposal which weren't able to complete within the project time-frame.
SPSA/SCDEA	2	Responded but not pursued	First, we called SPSA/SCDEA, and they asked to send a request via post. Second, we sent a request via the request form on SPSA/SCDEA website and we got a response from SPSA/SCDEA on August 6, 2012, with a lengthy vetting form asking for lot of background information and references. Pertaining to time consuming bureaucratic procedures that would not have been possible to take ahead within our time frame for conducting interviews, we decided not to take the process further.
Audit Scotland	2	Face to face Interview with Justice Portfolio Manager (at Edinburgh)	Got response second time after sending request for interview
HMICs	1	Face to face Interview with Performance Assessment Manager (at Edinburgh)	Got response on the first request
ACPOS	1	No response	We got a response on our request of interview initially asking about details of our project and questions. However, we didn't get any response after sending these details and following up on this request after few days
Strathclyde Police Authority(SPA)	1	Face to face interview with Policy and Performance Officer (at Glasgow)	Initially we didn't have the SPA as part of our respondents, however, when we didn't get any response from Strathclyde Police, we tried to reach out SPA for information as it is based here in Glasgow. We thought that doing so might help us to get some contacts in Strathclyde Police.

9.3 Questionnaires

9.3.1 Questionnaire for HMICs – SPPF specific

1. Do you think the Framework gives a complete snapshot of performance including most important policing activities? If no:

   - What areas do you think have been left out?
   - Why do you think these areas been left out were not included in the framework?

2. Do you think the development of the Performance measurement framework is integrated into the police organisation and does it form an important element of the police planning/development and management processes within the police force?

   - If yes, how is this done?
   - If no, why do you think this is so?

3. Is the performance measurement framework Cost Effective, in terms of its benefits against cost associated with information gathering and presenting?

4. Are performance targets developed using sound statistical analysis?

   a. What is the current process?

   b. Are social and environmental differences taken into consideration while developing them?

      i. For instance, during economic downturn or higher unemployment there are chances that crime rate will increase – so are the targets adjusted accordingly?

      ii. Or due to locations of varying sizes, type of crime predominating in an area varies, so are such differences taken in to account while setting targets?

   c. There are many performance measures without targets? Any comments on how that impact SPPF?

5. Currently there are 38 indicators in SPPF, are there any priority areas?

   a. Do you think all indicators are important for each force? As some forces don't report on some indicators, is there any priority area for each force?

   b. What do you think about number of indicators, is it more, less or fine?

   c. How frequently they are tracked?

6. Are performance measures interpreted individually?

   a. If no, how are they compared?

      i. Are they compared with previous year figures?

      ii. Are they compared with similar police forces or police units for relative performance?

7. Who is responsible for collection of the data for the SPPF?

8. What risks, issues or factors influence performance what is their impact on strategic choices or activities?

9. How is Judgement on overall performance conducted?

10. Do you think that there is an adequate data management system and process for auditing, verifying and validating the data?

11. Are incentives offered* to police forces for enhancing performance/increased performance? *Offered by performance managers to motivate police staff and police officers?

12. Do you think , setting out explicit performance targets and indicators, affects the actual performance of the police force in a positive/negative way
    a. Have introduction of SPPF bought any changes in police behaviour?
    b. What impact does SPPF created on performance of Scottish police?

13. 2009-2010 ANNUAL REPORT ON SPPF MENTIONS:

    "This report is not intended to provide reasons for change, but instead is a starting point for identifying best practice, areas for improvement and changing trends"

    • How the best practice is identified, is it based on performance results or benchmarking with other organisations?

14. Are there any issues associated with SPPF? (for instance, is it balanced or more incline towards one objective compared to others)
    o Are there any plans of relating financial and non financial information?

15. What improvements do you expect in SPPF?
    a. Which organisations, departments are involved in revising SPPF?
    b. What is the process?

16. What are the strengths and weaknesses of SPPF?

17. Do you think the SPPF is an appropriate measure of how the police forces across Scotland are compared?

18. As per HMICS website, a new performance framework is being developed for the Police Service of Scotland.
    a. How is it going to be different from SPPF? It's strengths over SPPF?
    b. Are performance indicators going to be same or different? If different, why and what would be the approach?
    c. How the performance is expected to be measured and reported after merger of forces?
        i. Is there going to be a single performance platform and reporting for all forces?
        ii. Is there going to be a different reporting structure?
    d. Are performance indicators going to be same or different? If different, why and what would be the approach?

  e. Currently, different forces have local priorities and have indicators for the same – how is that going to be incorporated in new framework?

19. Is there any work going on connecting performance outcomes with the cost?

9.3.2 Questionnaire for Police Forces

Performance Measurement and Management

1. What kind of performance framework is used in your Force?

  a. Balance Scorecard

  b. Key Performance Indicators

  c. Others – Please specify

2. Do you think the Framework gives a complete overall snapshot of performance of all including most important policing activities? If not:

  a. What areas do you think have been left out?

  b. Why do you think these areas been left out were not included in the framework?

3. Do you think the Performance measurement framework is integrated into the police organisation and does it form an important element of the police planning/development and management processes within the police force?

  a. If yes, how is this done?

  b. If no, why do you think this is so? What then guides the business planning and management processes within the police force?

4. What are key issues associated with your force performance measurement and management

  a. Setting targets

  b. Information Technology

  c. Collecting and Managing data

  d. Others – Please specify

5. On a scale of 1-5, where 1 refers to bad;3-average or good; and 5 is very good, how would you rate the PM&M of your force and why?

6. What are the strengths and weaknesses of your force performance measurement and management system?

  a. Are there any plans of relating financial and non-financial information, such as performance outcomes to cost?

7. What improvements do you expect in the framework?

8. When determining your force's priorities, what do you take into consideration?

9. Is the performance measurement framework cost effective, in terms of its benefits against cost associated with information gathering and presenting?

10. What is the role of IT in performance measurement and management?

11. How performance is monitored – what is the role of local partnerships?

12. Are incentives offered by Scottish Government, HMICS or any other body, to police forces for enhancing performance/increased performance?

  - Offered by performance managers to motivate police staff and police officers??

13. Do you think that there is an adequate data management system and process for auditing, verifying and validating the data?

Performance Measures and performance targets

14. What is the current process of developing measure? For instance, statistical analysis or so

15. Who frames performance measure?

16. What factors are taken into consideration while framing measures?

17. What do you think about number of indicators, is it more, less or fine?

18. How frequently they are tracked?

19. Are performance measures interpreted individually? If not, are they compared with similar police forces or police units for relative performance?

20. Are there are many performance measures without targets? Any comments on how that impacts on performance framework?

21. Are the targets influenced by performance of other forces based on comparison between forces?

22. Do you think, setting out explicit performance targets and indicators, affects the actual performance of the police force in a positive/negative way

  a. Have introduction of SPPF and local framework bought any changes in police behaviour?

23. How is the data on performance measures collected?

Reporting

24. To whom do you report performance to? Are there separate reports to different stakeholders?

25. On the priority basis, who are the main organisations or individuals with whom it is important to share your force performance information and Why? *For instance, Chief constable; Scottish Government/Audit Scotland; operations team; police board; local councils, media, general public*

26. Do you think your reporting system serves the needs of all stakeholders interested in your Force's performance?

27. For reporting – are there any guidelines used?

  a. If not, who decides the reporting structure?

28. What ways reports are available besides being available on website? For instance, mail to people, available on request, and

29. What is the purpose of producing reports? *Example – Transparency, continuous improvement, accountability, meet stakeholder information need, capture feedback, engage community, others (please specify)*

30. What do you think are the strengths and weaknesses of your current reporting structure?

31. How good do you think your reporting is? (on a scale of 1-5, where 3 – good, 4- above average and 5 – very good)

32. What areas of performance are not included in the report?

33. Are all indicators reported in the Performance report, if not how the choice is made?

34. What issues are faced while producing a report? Example – managing and capturing data, meeting reporting guidelines, etc?

35. What is the role of IT?

SPPF

36. How is SPPF linked to your force's performance framework?

37. Does your force use the SPPF to determine its performance?

    a. Does this allow you to focus on your community's local needs?

38. What are your opinions on SPPF? Is it beneficial or a burden?

39. Do you think the SPPF satisfies all your performance reporting and measurement needs?

40. Do you think the SPPF is an appropriate measure of how the police forces across Scotland are compared?

41. What changes are expected in performance measurement and reporting following the mergers of police forces?

9.3.3 Questionnaire for Audit Scotland

1. How police forces in Scotland are doing in terms of performance measurement and performance reporting (PMPR)

2. How are other public bodies in Scotland doing in terms of PMPR

3. What characteristics would make an effective/good PMPR

4. What would you expect to see in performance report of police forces?

5. What kind of gaps (if any) are there in performance measurement practices as well as performance reporting practices of Scottish policing that needs to be filled on priority basis to improve PMPM.

6. Issues (if any) in performance measurement and management faced by police forces or public bodies in general

7. What kind of challenges in performance measurement and reporting are expected to be faced by single force police force in Scotland?

8. What are your thoughts on what should be reported in performance report of single force?

9. How would you prioritize the characteristics of best practices for performance measurement and reporting in police services (for this we would share with you list of some features of best practices)

SPPF

10. Do you think the SPPF is an appropriate framework for performance measurement at national level?

11. What are the weak and strong aspects of SPPF?

12. Do you think using only SPPF for single force would be sufficient?

9.4 Details on National Outcomes for Scotland

Below snapshot (captured from Scottish government website) shows the details of national outcomes.

It shows what are the various (16 in number/0 the desired national outcomes of Scotland

Source: Scottish government website; national outcomes webpage -

http://www.scotland.gov.uk/About/Performance/scotPerforms/outcome

9.5 Performance Information Portfolio

Below is the snapshot of information portfolio, which has been used (step 1 & 2) to assess what Scottish police stakeholders want from PMRS. Step 3 was not used as it was out of scope for the project. However, this can be used while developing performance reporting practice.

Source: Wisniewski and Stewart (2004), page 225

9.6 Snapshots of parts of New Zealand Performance Report

Appendix 9.6 a

Below is the snapshot from NZ performance reporting, that clearly shows that the performance result on indicators used (herein – crime and crashes incidence) to measure performance of the NZ police to achieve specific outcome (here in outcome two as seen in the snapshot) are presented under each outcome.

Source: Statement of Intent (2012-2014), New Zealand Police (page – 11)

Appendix – 9.6 b

The snapshot below clearly shows the example of good reporting practice, as the name of all the organisations with which NZ police works in partnership to collect data is mentioned for reach measure, along with clear indication of direction of performance results.

Table 4: Overall indicators monitored under *Safer Journeys Action Plan 2011-12*[6]

Indicator	Source of data and frequency	Direction indicator has been heading recently	Direction the sector wants the indicator to go
Number of people killed in road crashes	Ministry of Transport statistics (annually)	⇩	⇩
Number of people seriously injured in road crashes (as defined by the New Zealand Injury Prevention Strategy)	Statistics New Zealand (annually)	⇨	⇩
Number of people hospitalised for more than one day	Ministry of Health statistics (annually)	⇩	⇩
Number of people seriously injured	Ministry of Transport statistics (annually)	⇩	⇩
Number of road-related entitlement claims	Accident Compensation Corporation (annually)	⇩	⇩

Source: Statement of Intent (2012-2014), New Zealand Police (page – 16)

Another snapshot below shows the measures and outcomes that contribute to the justice sector, thus showing that NZ police explicitly mentions different measures for different sectors related to policing

Table 2: Better Public Services Programme outcomes and measures for the justice sector

Priority outcome	Overall measures
Reduce the rate of total crime	Total recorded crime as a proportion of New Zealand's population
Reduce the rate of violent crime	Recorded violent crime as a proportion of New Zealand's population
Reduce the rate of youth crime	Number of youth appearances in court as a proportion of New Zealand's youth population
Reduce re-offending	Number of people reconvicted and re-imprisoned within 12 months of release

Source: Statement of Intent (2012-2014), New Zealand Police (page – 14)

Appendix 9.6 c

The snapshot below from NZ police report clearly shows that the impacts are clearly mentioned in line with respective outcome

Source: New Zealand police Annual report 2010/2011, page 11

Appendix 9.6 d
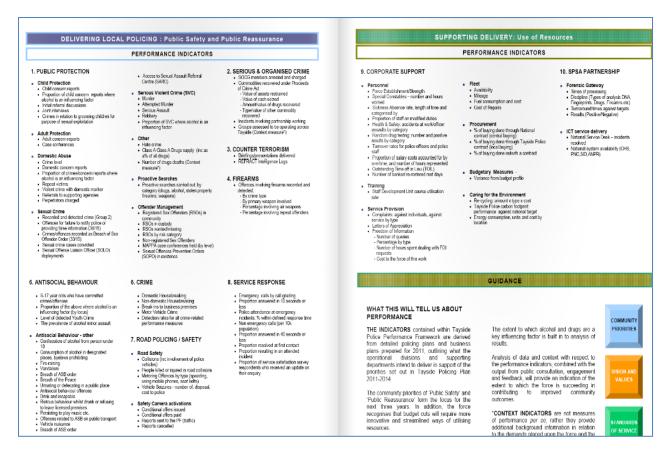
The snapshot below from NZ police report shows how the progress is reported in effective way by summarising the key highlights.

Source: New Zealand police Annual report 2010/2011, page 13

9.7 Areas of performance measurement by Tayside Police

The snapshot below from Tayside performance report shows the breadth of areas of performance measurement by Tayside police. A worthy to note point is that details of what is measured or detailed sub areas are also shared by Tayside police, showing how comprehensive is their PMS.

Source: January 2012, Performance Report (page 66-67), Tayside Police

9.8 Example of reporting of Northern Constabulary

The table 1 in a snapshot from Northern constabulary reporting shows one of the effective ways of presenting the various areas of which performance is measured to achieve respective outcomes. The next table in the below snapshot shows, what all is essential for eth force to achieve the respective objectives. Knowing these essential areas, help force to focus their performance measurement accordingly.

	Public Protection	Serious & Organised Crime	Alcohol Abuse	Anti-Social Behaviour	Terrorism	Violent Crime	Road Policing	Crimes of Dishonesty
Develop Stronger Safer Communities	✓		✓	✓			✓	✓
Reduce Serious & Organised Crime		✓			✓	✓		

	Force Sustainability	Efficiency Savings	Partnership Working	Public Reassurance	Quality of Service	Developing Our People
Promote Sound Governance & Efficiency	✓	✓	✓			
Improve Public Confidence & Service Response				✓	✓	✓
Modernising our Services	✓	✓	✓			
Developing Our People & Becoming an Employer of Choice	✓				✓	✓

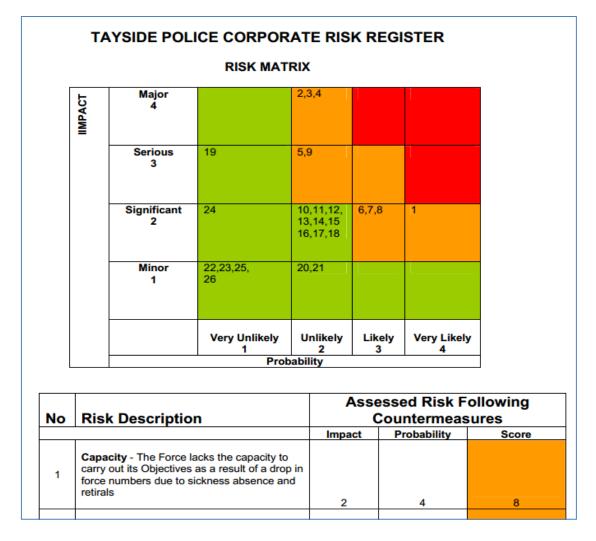Source: Northern Constabulary Strategic Plan 2010-2013, page 8

9.9 Numerical Scoring Matrix – Tayside Example

The snapshot below show the objectives for Tayside police for which the risk is assessed using numerical scoring matrix. It also shows the distribution of 1-4 numbers to probability and impact of risk. The risk analysis snapshot is shown ahead.

Source: Tayside Chief Constable Report (March 2010; appendix A; page numbers not given) on Corporate Risk Register. http://www.angus.gov.uk/ccmeetings/reports-committee2010/TJPB/PB23_corporate_risk_register.pdf

Further the next snapshot below shows how the various objectives as seen in the snapshot above, are assessed on the risk matrix based on risk probability and level of impact. In the matrix, each objective is placed in a box with respect to its number (1-4 as shown in snapshot above) for each risk probability and impact. After this, score is given to each objective, calculated/obtained as "numeric score of respective objective (1-4) in term of impact, multiplied by numeric score of respective objective (1-4) in term of risk". Higher is the score of objective, means more is the priority of the respective objective. This is the process of prioritising objectives by numerical scoring matrix as used by Tayside police

TAYSIDE POLICE CORPORATE RISK REGISTER

RISK MATRIX

IMPACT		Very Unlikely 1	Unlikely 2	Likely 3	Very Likely 4
Major	4		2,3,4		
Serious	3	19	5,9		
Significant	2	24	10,11,12, 13,14,15 16,17,18	6,7,8	1
Minor	1	22,23,25, 26	20,21		
		Very Unlikely 1	Unlikely 2	Likely 3	Very Likely 4

Probability

No	Risk Description	Assessed Risk Following Countermeasures		
		Impact	Probability	Score
1	**Capacity** - The Force lacks the capacity to carry out its Objectives as a result of a drop in force numbers due to sickness absence and retirals	2	4	8

Source: Tayside Chief Constable Report (March 2010; appendix B; page numbers not given) on Corporate Risk Register. http://www.angus.gov.uk/ccmeetings/reports-committee2010/TJPB/PB23_corporate_risk_register.pdf

9.10 SWOT Analysis

Table 13 below shows SWOT analysis of the Scottish police force PMRS and operating environment that influence performance. SWOT analysis is done with respect to existing (eight forces) as well as expected new situation (single national force) of Scottish police. It is based on the PMRS, operation /performance environment of Scottish policing – both current and upcoming new single national force. For instance, Strengths and weaknesses are provided with respect to the existing situation, whereas opportunities and threats are provided based on the expected new situation of single national force.

Table 13: SWOT Analysis of Scottish police PMRS

Strengths	Weaknesses
Good vision and leadership	Investment required in IT
Well integrated Performance Culture	Lack of standard data collection processes
Good performance system in place	Gaps in understanding performance
Experience and knowledge of staff in PMRS	Lack of comprehensive performance measures
Commitment to strategies	Data quality Issues
Opportunities	**Threats**
Build further on what works and what doesn't work	Economic Climate
Build further on existing performance culture	Difficulty in satisfying all stakeholders
Standardisation of procedures	Indirect political influence in prioritizing objectives
Considering issues and improvement areas as suggested by current practices	Ineffective information management
	Community disengagement

Performance culture, performance measurement and reporting are not new concepts for Scottish police. Much work has been done and progress has already been made in this area. The PMRS for new single force can leverage the knowledge, existing experience in this area including experience on what kind of the practical issues that have been so far faced by the Scottish police in implementing PMRS and so on. On the other side, there are potential threats such as unseen political influence (that can probably lead to unsaid expectations on higher performance and more control and can also lead to consideration of performance agreements and contracts, which have already been reported to have issues such as in Netherlands), community disengagement pertaining to the fear of loss of local accountability, declining economic condition of government that can lead to more pressure to perform under further limited resources (personnel, finances and so on) and difficulty in satisfying all stakeholders as the new structure of single police force provides more power to the 32 councils, thus increasing their stake/influence in decision making, and this also means more challenges in managing stakeholder needs.