

The New Performance Landscape for Crime and Policing

A description of the crime and policing performance management landscape following the 2008 Policing Green Paper



Foreword



The Prime Minister's public service reform agenda sets out a vision of world class public services to be achieved by empowering citizens, fostering a new professionalism and providing strong strategic leadership from central government.

The Policing Green Paper, "From the Neighbourhood to the National: Policing our Communities Together" was published in July 2008, and the Government's response to the Green Paper consultation was released in November 2008. These documents set out how the relationship between the police service and the public will be transformed, supported by a similarly transformed relationship between central government and the police service.

These new relationships are about creating a new way of working that enables the police service and their partners improve the way they respond to the needs of more engaged local communities, and concentrate effort on improving the performance of services where that focus will make the biggest difference for the public. This new way of working will build on significant progress by the police service and their partners in cutting crime over recent years.

Two principles underpin this approach: first, performance management should improve outcomes for the public and; second, performance should be managed at the level which best delivers those improved outcomes. We have been clear that improvements in performance are best achieved through effective performance management starting at the local level.

Performance is now being driven in three ways: from the public through the work to deliver confidence targets and increased accountability; by forces and partnerships themselves through a new emphasis on self-monitoring and self-improvement; and by Her Majesty's Inspectorate of Constabulary as the champion of the public interest with a strengthened remit to tackle under performance by the service. Underpinning this, the Home Secretary continues to be accountable to Parliament for the funding provided to the police service in England and Wales, and responsible for delivering the community safety outcomes set out in the Government's PSAs.

Reductions in bureaucracy, the removal of all but one national target and a stronger focus on tackling local priorities all create the space for leaders within the police service and its partners to use their discretion and professionalism so that they work effectively to address the priorities of local communities. Many are already rising to this challenge. We will collectively work to support them and others as they seek to improve the quality of life in stronger local communities.

A handwritten signature in black ink that reads "Alan Johnson".

Rt Hon. Alan Johnson MP
Home Secretary

Introduction

It is important that there is a clear articulation of the totality of the policing and crime performance landscape in a way that partners understand, can sign-up to, and will promulgate throughout their organisations. The Green Paper and the consultation response have set out significant change, a clear strategic direction and a commitment to developing a new performance landscape. This document is the next critical step in launching that new landscape in order to secure better understanding of the Government's intent throughout the delivery chain.

The Government's response to the Green Paper consultation began to describe how performance will be supported and challenged in the future, with less reliance on top-down targets, a greater role for local people and police authorities, a sharper role for the inspectorate, and a more strategic role for the Home Office. The result will be a system where delivery of the Government's Public Service Agreements (PSAs) on crime, terrorism, justice, drugs and alcohol will be secured with more local ownership of change, less micro-management from the centre and a system that is more strongly focused on the single remaining centrally driven target for the police service - public confidence.

Of course, Government remains committed to and accountable for achieving improvements in crime reduction, community safety and criminal justice for the people it serves. Whilst the department will focus on the single confidence target, primary responsibility for performance management sits where it rightly belongs – with police forces and partnerships themselves - self-monitoring, self-improving and backed up by external, public facing, scrutiny from inspectorates, with enhanced challenge and support for poor performance.

This document describes how the new performance landscape will work, and how the police service and its partners will be supported to improve performance in the future. It reflects the Government's commitment to the Local Performance Framework in England, including Local Area Agreements (LAAs) and Comprehensive Area Assessment (CAA), and is in line with the cross-government commitment to sector-led improvement for local services.

This document also describes in detail, what the public can expect from a complex set of relationships between local police forces and their police authorities, Crime and Disorder Reduction Partnerships (CDRPs) in England and Community Safety Partnerships (CSPs) in Wales and other local partnerships, inspectorates, improvement agencies and central government. A summary version will also be available.

Although covered here in part, CDRPs in England support the delivery of LAAs as part of their work and therefore operate under arrangements set out in a document produced by the (department for) Communities and Local Government (CLG) and partners to describe the Local Performance Framework. This is available at: <http://www.communities.gov.uk/publications/localgovernment/localperformanceframework>. CSPs in Wales operate in a framework for local government shaped by the Welsh Assembly.

Summary

1. The Policing Green Paper sets out a balanced deal which delivers more freedom and flexibility for police forces in return for more transparency and greater focus on public confidence. There will be only one top down numerical target for the police service – confidence – which will measure the extent to which the police are tackling the crime and ASB issues that matter to people locally. We know what will drive progress on this target – good, local policing that finds out what people are worried about, tackles it and tells them what has been done i.e, *Justice Seen, Justice Done*. This is what lies at the heart of these new arrangements.
2. Chapter 7 of the Green Paper described the elements of a new ‘performance landscape’ – how and by whom service delivery is measured, assessed, monitored and managed from the local to the national level. This new landscape is best described in terms of the steps that forces and authorities follow in their ongoing performance management of local policing, and the parallels that will exist elsewhere in the landscape. This breaks down into:
 - Planning – establishing priorities; agreeing a strategy; agreeing what is to be achieved; identifying the resources available and how to make best use of them.
 - Measurement – how progress against objectives will be measured and analysed.
 - Monitoring – how progress is assessed, reported, and what action is consequently required.
 - Success – understanding what success is and when action might be necessary to improve performance.
3. The Green Paper locates primary responsibility for police performance management with the service itself. Chief constables and their command teams will manage the performance of their forces in line with their annual policing plans. Police authorities will agree these plans and hold their senior command teams to account on behalf of the public, ensuring improved outcomes that address local priorities and the efficient and effective use of resources. Police authorities must develop the capability to fulfil this role and new inspection arrangements being jointly developed by HMIC and the Audit Commission will test their effectiveness in meeting this challenge.
4. At all levels, the steps described above are fundamentally linked to the frameworks that apply to local government and the other criminal justice system agencies working in partnership. They are also linked and aligned to the Comprehensive Area Assessment (CAA) framework that applies to local government working in partnership. Public bodies including police forces and authorities, councils, health organisations, and fire and rescue services, will be held collectively to account for their performance. This reflects the way local services are increasingly provided by a range of agencies working together. The CAA framework can be found at <http://www.audit-commission.gov.uk/caa/framework.asp>.

Priority Setting

5. There have been significant reductions in crime over the last decade and centrally set targets backed up by centrally driven performance management arrangements have played an important role in this success.
6. However, in this next phase of reform, there will be greater emphasis in the process of local planning by police forces and police authorities, working with partners, on the need for a balanced view of the needs of local communities when agreeing local priorities and allocating resources for the future.
7. Police authorities will publish annual plans reflecting neighbourhood priorities including the Policing Pledge, force-wide and cross-border priorities as well as national policing and community safety priorities. As a statutory 'responsible authority' in CDRP/ CSPs, they will be jointly responsible for local community safety priorities – as set out in local CSP/CDRP plans (and also in LAAs in England) and local criminal justice plans. Police authorities will therefore need to reflect partnership priorities in their plans.

Measuring Progress against Priorities

8. Police forces and authorities will be freed from unnecessary burdens for data of collection previously required by central government¹ but, along with CDRPs and CSPs, will still have access to a set of standard, comparative analyses on key areas of business that can be used to support local performance management (iQuanta²).

¹ See Sir David Normington's review of the data collection burden placed on police forces in England and Wales by the Home Office <http://police.homeoffice.gov.uk/publications/police-reform/data-burdens-review.pdf>

² iQuanta – an online tool providing comparative data at police force and CDRP levels of performance on key indicators to over 6,000 practitioners.

9. The Home Office will continue to support crime and policing performance practitioners with a set of indicators each year chosen to help understand performance against the relevant PSAs and enable a common approach to understanding performance in crime and policing. This will include indicators that are part of the National Indicator set and therefore available for inclusion in Local Area Agreements. Data on APACS indicators will continue to be made available to practitioners through iQuanta.

Monitoring, Assessing and Reporting Performance

10. Police forces and local partnerships have ultimate responsibility for their own self-improvement through self-monitoring, evaluation, and by seeking support as and when needed from the National Policing Improvement Agency (NPIA), Regional Improvement and Efficiency Partnerships (RIEPs) and other peer support arrangements, Government Offices in the regions (GOs) / Home Office Crime Team in Wales (HOCTiW) and central government.
11. The new framework ensures that external assessment and monitoring of police performance is led by an independent inspectorate and is joined-up with monitoring of partnership performance and progress against key national and local priorities so that local forces, authorities and partnerships receive a joined-up message about the external view of their progress. The Home Office and partner departments will continue to monitor crime and policing outcomes, under the PSA framework.
12. Performance will be reported to the public through a range of channels including crime mapping, public meetings, Her Majesty's Inspectorate of Constabulary (HMIC) inspection reports and the CAA. Both

HMIC's rounded assessments and CAA will use the same evidence sources and will be aligned. In addition, the Home Office will continue to publish crime data in line with Analysis of Policing And Community Safety (APACS) indicators.

13. The Pledge will ensure the public have a clear sense of what they can expect. They will have better access to information about crime in their communities and how effective the police and local partners are at dealing with their concerns.

What Does Success Look Like?

14. A police service empowered and enabled to continue to bear down on crime, including the most serious crime, while identifying and tackling the priorities that matter most to local communities effectively is what matters. Police forces and local partnerships will need to work collaboratively to ensure the achievement of agreed local priorities (including value for money) as set out in local policing plans, LCJB, CDRP/CSP plans (and LAAs in England) as well as meeting the commitment to the Pledge. This will help influence public levels of confidence in the police service and partners. Forces and partnerships will need to consider performance in comparison with peers and against a baseline across APACS indicators which reflect the Government's commitments as set out in PSAs.

Support and Intervention

15. The new arrangements give local police and partnership leaders clear responsibility for identifying and driving through improvements in service delivery, with the expectation that they will call on peer and other external support as a matter of routine where necessary.
16. Peer support for the police service will be facilitated through the NPJA, for partnerships through GOs/HOCTiW and, as they develop their capacity, Regional

Improvement and Efficiency Partnerships (RIEPs) in England. Specialist support will also be available directly from the Home Office.

17. There remains the possibility that in exceptional circumstances there may be persistent and/or significant weaknesses in performance. In such cases, the Home Secretary has a responsibility to intervene and ensure remedial action is taken. A ladder of support and intervention is set out in Figure 2 (pg21) - Ladders of Support and Intervention for police forces, police authorities, and partnerships - How performance will be improved.

Roles

18. The Crime and Policing Group in the Home Office is, amongst other things, responsible for the delivery of two key Home Office objectives, namely:
 - to ensure that the police service as a whole delivers efficient and effective services and
 - to ensure the delivery of key outcomes relating to community safety, including reduced crime and safer, more confident communities.
19. The Home Secretary is therefore accountable to Parliament for the funding provided to the Police service in England and Wales. The Home Secretary is also responsible for overseeing the delivery of the community safety outcomes set out in the Government's PSAs, which represent a commitment between Government and the public and which recognise the need to build services around the needs of citizens
20. The Home Office will retain a strategic role in partnership with other government departments, will continue to lead the response to key national issues such as the fight against violent crime and Anti Social Behaviour (ASB) and will provide support to ensure that the priorities local

partnerships agree through the LAA process in England are met and that any risk to the national delivery of the PSAs is identified and addressed. In addition, the Home Office will continue to take a close interest in performance on the confidence target and will continue to measure, monitor and manage the performance of the police service on counter terrorism issues. The Home Secretary retains powers of last resort across all performance issues.

21. HMIC will, through the Police Performance Steering Group (PPSG), ensure that individual forces know when improvements are needed and / or are responding appropriately to performance concerns by drawing on both performance analysis and inspectorate judgement. From summer 2009, police authorities in England will be subject to joint inspection from HMIC and the Audit Commission.
22. The NPIA will be proactive and take lead responsibility for providing support to forces and authorities, boosting sector led support and self improvement. This will be complemented by RIEPs and others, in the case of CDRPs.
23. Police authorities have an enhanced role in performance monitoring arrangements for their forces as the primary means through which the public hold their forces to account. They will need to assure the public that their forces are delivering against the priorities they set for the force on behalf of, and in consultation with, local communities. In support of this, authorities will now be expected to initiate remedial action to tackle weak performance (commissioning external support) from NPIA and others and may request inspection from HMIC for their force. HMIC will consider how best to prioritise such requests should the need arise.



What has changed?

	What changes?	Before Policing Green Paper	After Policing Green Paper
Planning	Introduction of Policing Pledge and confidence target.	Police Plans considered wide range of issues but did not always fully reflect priorities of local partners	Rounded assessment of local risks, in line with NIM model, plus priorities of local partners and pledge commitments all integrated with new confidence target
Measurement	No change	iQuanta used by 6000 practitioners to support performance management	iQuanta used by 6000 practitioners to support performance management
Monitoring	Greater emphasis on importance of self monitoring.	Force and police authority monitoring did not always drive necessary improvements.	More rigorous approach to police authority scrutiny of performance against agreed objectives
	External monitoring of police performance	Led by Home Office	To be led by HMIC, although the Home Secretary will maintain the ability to intervene in exceptional circumstances and close scrutiny of performance on confidence
Reporting to the public	Local crime information	Crime maps available from few police forces	Crime maps and other neighbourhood level information now available from all 43 forces from December 2008 Local surveys to be made public
	HMIC reporting	Annual baseline reports, thematic reports	New Rounded Assessments Public website with quarterly performance information Public reports following joint police authority inspections with Audit Commission
	Audit Commission reporting	Comprehensive Performance Assessment (England)	Comprehensive Area Assessment - reports on outcomes delivered by local partnerships in local authority areas (with other inspectorates)
	HMIC public letter	-	Public Letter to be sent to chief constable and chair of police authority setting out performance issues and requiring action plan
	Improvement Action	Greater emphasis on self improvement	Mixed
	Peer support	Support delivered through Police and Crime Standards Directorate (PCSD)	Responsibility taken up by NPIA for police service and RIEPs for CDRPs. PCSD phased out.
Intervention	No change	Formal intervention by Home Secretary – a last resort when all else fails	Formal intervention by Home Secretary – a last resort when all else fails

Priority Setting, Strategy and Planning

24. The starting point for delivering better outcomes for the public is for police authorities to work with their forces and partners to engage with the public, to create a shared vision and sense of priorities for their local area. Through the local policing plan and CDRP / CSP planning processes, forces and authorities with their partners will need to continue to take an overview of their successes as well as the risks and challenges facing their communities and put in place appropriate plans for the future. Amongst many other things, this will draw on:

- **The Policing Pledge** – including the commitments to:
 - a) hold public meetings to agree priorities and action to tackle them and
 - b) provide more and better public information on specific crimes (including crime maps) and what is being done in response.
- **Neighbourhood priorities** – established through many routes including local public meetings and through the duty on police authorities individually and as members of CDRPs / CSPs to consider the views of the public.
- **Local community safety priorities** – drawing on CDRPs / CSPs plans established through the partnership strategic assessment process and, in England, the local Sustainable Community Strategy, agreed with Local Strategic Partnerships (LSPs) and as identified as local improvement priorities in LAAs.

Other priorities and targets

In addition to the local policing plan which will be shaped as described here, there are other factors that forces will need to take into account:

- Critical Incident Handling
- Compliance with key policing standards (e.g. missing persons code of practice)
- Compliance with standards /priorities derived from relevant legislation (e.g., equalities and human rights legislation)
- **CDRP / CSP plans** determined by the results of local strategic assessments which analyse the levels and patterns of crime, disorder and substance misuse in the area, drawing on evidence from all responsible authorities and a community engagement exercise. Strategic assessments are reviewed annually³. A summary of the partnership plan must be published locally.
- **Local criminal justice priorities** – drawing on the Local Criminal Justice Board (LCJBs) strategies and delivery plans drawn up in support of PSA 24 - *Justice for All*.
- **Force-wide, and cross-border priorities** – drawing on priorities affecting all parts of the force and/or neighbouring force areas.

³ Requirements for CDRP strategic assessments and partnership plans are set out in the Statutory Instruments 2007 No. 1830 Criminal Law, England 'The Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007'; and in Wales SI 2007 No. 3078 (W.265) The Substance Misuse (Formulation and Implementation of Strategy) (Wales) Regulations 2007, and SI 2007 No. 3076 The Crime and Disorder (Formulation and Implementation of Strategy) (Wales) Regulations 2007.

- **National policing and community safety priorities** – as set out in the delivery plans on confidence, the Government’s PSAs, particularly PSAs 23, 24, 25 and 26⁴ as well as the Home Secretary’s Strategic Policing Priorities. National priorities, such as safeguarding children, reducing knife crime and others that are embedded within the Government’s PSAs, remain firmly in the public’s mind and as priorities for the police. Failure to tackle these has the potential to impact heavily on confidence levels.

25. Planning by individual forces will of course need to reflect the arrangements set out in the National Intelligence Model (NIM). The NIM is an “intelligence led approach” to strategic, operational and tactical decision making in the police service and has also been adopted by some local authorities to help identify priorities and allocate resources.
26. The challenge for each police authority is to understand fully all of these priorities and their importance for their local communities, and then ensure that they are integrated into a coherent plan for their force. For CDRPs and CSPs, it is critical that relevant local priorities are also reflected in both CDRP / CSP and other partnership plans so that partnership and force activity is mutually reinforcing.



Figure 1- Policing Priorities

Local Target setting

27. Central targets for reducing crime played an important role in driving performance over the last decade. This now changes with confidence as the sole top down numerical target and space for the service to focus on delivery against the priorities that matter locally. The selection and mature use of local priorities to establish the level of improvement expected against a given local priority therefore remains an important part of the performance landscape. This includes the use of targets for internal force day-to-day management purposes as well as priorities set out in policing plans to indicate to the public what a force plans to achieve with the resources provided to it (and how it will improve efficiency and productivity to make better use of those resources).
28. Police authorities will need to ensure that any priorities set for their force through the policing plan process are aligned where relevant with these LAA, CDRP/CSP and LCJB partnership priorities. This will take into account the LAA process in the case of priorities shared with local government in England. LAAs are negotiated with GOs which will play a key role in the performance management arrangements for CDRPs. Although LAAs do not apply in Wales, Welsh forces should continue to work as effectively as they have done in recent years to agree local priorities with their partners through the CSPs.

⁴ PSA 23 = Make communities safer; PSA 24 = Deliver a more effective, transparent and responsive Criminal Justice System for victims and the public; PSA 25 = Reduce the harm caused by Alcohol and Drugs; and PSA 26 = Reduce the risk to the UK and its interests overseas from international terrorism

29. In line with the Policing Green Paper, centrally prescribed targets for LCJBs have also ceased and they are now required to set their own local priorities to support the delivery of PSA 24⁴. Police force planning will therefore need to take into account priorities set locally by LCJBs in support of PSA 24.
30. The one remaining specific target set directly by Government for police forces is the target to improve public confidence in local areas that crime and anti-social behaviour issues are being addressed. This

must be taken into account in local planning processes recognising that the question in the British Crime Survey testing public confidence asks about ‘police and the local councils’ (the relevant question in the Place Survey asks about the ‘police and other local public services’). **Although confidence targets are set by Government they are intended to support and challenge local ambitions to improve the service provided to local communities.**



Measuring Progress Against Priorities

31. It is always necessary to measure aspects of service delivery – both outcomes and processes – to understand performance and inform decision making. A minimum level of data collection will therefore always be required to support local management of forces and partnerships. Police forces and their partners will continue to collect and use data in this way to assess and improve the level of service they provide.
32. These same measurements are also useful when reporting to the public to help them understand the progress that is being made. Increasingly, this information will also be shared with the public (e.g. through online crime maps) in line with the commitments in the Policing Pledge.
33. As data drawn from police recorded crime is so critical to effective management within the police service, to effective partnership working and to public confidence, it is critical that data is accurate. It must be subject to the most stringent internal checks. Police authorities will need robust arrangements for ensuring data quality. The Audit Commission already has a specific focus on whether police forces and authorities produce relevant and reliable data and information to support decision making and manage their own performance in the new Use of Resources assessment. Inspectorates will be asked to strengthen and build on this as they develop future inspection arrangements.
34. The Government has committed to reducing the amount of data that it collects from forces and ensuring that the data that is collected centrally is essential for the proper management of government

business and reporting to citizens (for example monitoring PSA or efficiency commitments, or publishing National Statistics).

A common basis for performance analysis

35. It is important that there are some common standards for the indicators that are used to analyse progress against common priorities to avoid the risk that different people or groups can draw conflicting conclusions from the same data. That is why the Green Paper made clear that shared information resources must remain to mitigate that risk.
36. The Green Paper made clear that APACS would remain. However, APACS will be renamed “Analysis of Policing And Community Safety”,⁵ and will provide a set of statistical resources to support planning and performance management throughout the policing landscape. It will no longer be used by the Home Office to monitor the performance of police forces or partnerships on an ongoing basis.

⁵ Formerly *Assessments of Policing And Community Safety*

37. APACS will also provide a shared set of basic statistical analyses for each indicator at the local area level (available to practitioners through iQuanta), showing standardised benchmarking against peers and change over time analyses.
38. APACS will provide comparative analysis that should be an important reference point when considering potential areas of service that need improvement in each locality. The information provided by APACS will both inform local decision making and provide a key source of evidence for CAA⁶. It will therefore not only help inform a ‘common language’ for discussions about performance improvement between the different partners involved in crime and policing from the local to the national level, but it will also ensure that assessments and inspections of outcomes and performance by HMIC, the Audit Commission and other inspectorates draw on the same data sets.
39. For example HMIC’s rounded assessments will consider performance against APACS indicators as will CAA, focussing in particular on those APACS indicators which are also a part of the National Indicator Set.
40. The Home Office will ensure that APACS performance indicator data for local areas is published at least annually.

What is APACS?

APACS (previously the *Assessments of Policing and Community Safety framework*) was initially conceived as a performance assessment framework for policing and community safety.

Renamed as the *Analysis of Policing and Community Safety*, APACS is now the framework through which we ensure there is a common approach to understanding performance in policing and community safety. APACS was developed to be closely aligned with cross-government strategic priorities and external frameworks, in particular: the new Public Service Agreements (PSAs) and the National Indicator Set (NIS). In England this helped avoid problems in which front-line partners felt that they were sometimes being pulled in different directions and helped them to work together. One of the most important features of APACS is the ability to undertake comparisons. Forces and their partners can compare their performance (with most similar forces and areas as well as over time) via the internet-based analysis tool *iQuanta*. All APACS indicators are included within the scope of iQuanta.

APACS will retain the established links with other indicator frameworks used by partners. About half of the APACS indicators inform a number of PSAs including PSA 24 - criminal justice. Many are part of the National Indicator Set (for England) that relate to crime reduction and community safety and are used by local partnerships in England in Local Area Agreements. Being part of the National Indicator Set, they will be measured by all local areas. In Wales, a limited set of the crime reduction indicators in APACS are being used, on a voluntary basis, by CSPs.

⁶ The Comprehensive Area Assessment (CAA) is the new framework for the independent assessment of local public services in England. It has been developed jointly by the Audit Commission, Commission for Social Care Inspection, Healthcare Commission, HMI Constabulary, HMI Prisons, HMI Probation and Ofsted.

Monitoring, Assessing and Reporting Performance

41. Improvements in performance management arrangements across policing and community safety in recent years and the delivery of substantial reductions in crime including the achievement of the previous PSA 1⁷, allow for a more mature approach as set out in the Policing Green Paper. Each element of the delivery landscape is now responsible for monitoring its own effectiveness and acting where appropriate with external scrutiny kept to the minimum necessary to ensure transparency and good public accountability. Performance management is in essence, good management. This section describes how this should work in practice.

42. As part of ongoing day-to-day activity officers and staff throughout police forces and local partnerships will be assessing and monitoring progress against key objectives in order to ensure that priorities are tackled efficiently and effectively.

43. To support the identification of areas of business where improvements in service are warranted, and to promote public accountability, performance against these priorities will also be assessed and reported to the public.

44. Performance will be reported to the public at local, regional and national levels through a range of channels including crime mapping, public meetings, HMIC inspection reports and the CAA. Police forces might wish to supplement this with other communication tools like OWL (Online Watch Link). OWL facilitates local crime and policing communication through

phone, text messaging, fax and e-mail thereby helping to maximise the potential of Neighbourhood Watch, School Watch, Business Watch and other watch schemes.



Monitoring, Assessing and Reporting on Police Performance

45. It is in police performance monitoring and subsequent engagement that there will be some of the most important changes. The commitments set out in the Policing Green Paper require that the Home Office cease the direct performance management of the police service other than on the confidence target. Responsibility for performance management now rests locally with police forces and partnerships themselves. The Green Paper emphasised the need for police authorities to hold their forces to account.

46. HMIC will takeover the responsibility for the operations of the Police Performance Steering Group (PPSG). This group brought together representatives from relevant inspectorates with ACPO and Home Office officials to review performance and agree action where necessary.

47. PPSG will continue to meet to review data on police force performance across a wide range of indicators grouped into domains and consider when and what action might

⁷ PSA 1 Reduce crime by 15%, and further in high crime areas, by 2007/08 (Spending Review 2004)

be required to drive improvements in performance. This may include maintaining a watching brief on a particular force and NPIA contact to offer support and targeted inspections.

48. So what should now happen? Firstly, each force, working with their police authority and other local partners where relevant, will publicly report more information about crime and disorder in each local area than ever before. The public should be provided with information on the services that are available to them and how they can access those services as well as how they can influence local priority setting. The establishment of a minimum level of public-facing Local Crime Information and published crime maps by all forces in 2008 was the first phase of this commitment; the next phase of which will see easier public access to information about their local neighbourhood policing team. Through public meetings, at least every month, the public can hold their local team to account for delivery and, as set out in the Pledge, will know where to go if issues are not being tackled or they are not receiving the service they expect.
49. Secondly, each police authority will continue to publicly scrutinise their force's performance against agreed plans including local priorities for efficiency and productivity. In future, authorities will also lead the Chief Constable's Performance & Development Review process.
50. Thirdly, HMIC will be developing a new assessment and inspection regime, and will act as a fierce advocate of the public interest – publicly highlighting areas of strength and weakness in the performance of police forces and authorities.⁸ HMIC will publish an annual Chief Inspector's report setting out an overall assessment of police performance and will also introduce a new policing performance assessment website which will consolidate the latest information on the performance of each force and be updated quarterly.
51. HMIC's assessments will also form a significant contribution to their work with the Audit Commission and other public service inspectorates on the CAA which will provide local communities, partnerships and central government with a clear view of the prospects for delivery and improvement of local outcomes and explore how risks to those outcomes are being managed and how local partners are working together to achieve this. This will include, where relevant, identification of which partners should be held responsible for risks or improvements – whether individually or working together under the umbrella of the CDRP, LSP and / or LCJB. HMIC's communication of assessments of police forces and the information communicated jointly by the inspectorates through CAA will be aligned carefully to ensure consistency and clarity of results and messages.
52. Both HMIC's new Rounded Assessments police-focused assessments and the CAA overall will draw on analysis of APACS indicators as part of their process of arriving at judgments about service delivery in an area – but neither of these assessments will be based on analysis of data alone.

⁸ Note that inspections of police authorities will be carried out by HMIC working with the Audit Commission

HMIC Rounded Assessments

HMIC has proposed that the core framework of the new inspection regime will be a rounded assessment of performance, based on a ‘balanced scorecard’ approach, covering five key areas of activity:

- Confidence
- Local Crime and Policing
- Protection from Serious Harm and Organised Crime
- Value for Money
- Managing the Organisation Service.

53. The work of HMIC, Audit Commission and other inspectorates will support both local performance improvement and public accountability. Where robust action is not taken locally to rectify serious failings, an escalation process exists which will prompt a force, police authority or local partner to take action – through statutory direction if necessary. The Green Paper made clear that more visible ownership of open and honest performance assessment at the local level is a key part of the new arrangements, but where that does not happen, forces and authorities will be challenged and supported – by central government where necessary - in order to ensure services are improved for the public. More details are available in the section on intervention on page 21 of this document⁹.

Monitoring and Assessing Partnership Performance

54. GOs and the HOCTiW will continue to monitor the performance of CDRPs and CSPs, and provide challenge and support where necessary. This activity will draw on

information from the CAA in England, from HMIC’s Rounded Assessment and from centralised monitoring of PSA delivery. Similarly, LCJB performance will continue to be monitored through the Office for Criminal Justice Reform (OCJR).

55. Drawing on the evidence available for CAA (including assessments and inspection reports), relevant inspectorates will need to be satisfied that partnership working is effective at managing and improving outcomes but they will not routinely inspect partnership arrangements in themselves. Instead, they will use the joint inspectorate evidence to assess whether they consider local partnership working is likely to achieve agreed local priority outcomes, and this will inform the overall judgements for CAA.

56. Any inspections of partnership arrangements considered necessary by the inspectorates in response to risks identified through CAA will be carried out jointly as appropriate, with the impact on individual partner organisations managed by the relevant inspectorate.

57. Legislative provisions for Councillor Call for Action and crime and disorder Overview and Scrutiny Committees will commence in England from April 2009, and in Wales from October 2009. The Councillor Call for Action will enable citizens have their concerns about local government services addressed through their councillors. The remit of local authority Overview and Scrutiny committees will be extended so that they are able to scrutinise the work of partners in the exercise of their statutory responsibilities in CDRPs. These committees will make reports or recommendations to the local authority with respect to discharge of those functions.

⁹ The ladder of support and intervention for the police service was published in the response to the Policing Green Paper, at: <http://police.homeoffice.gov.uk/police-reform/policegp/>. A more detailed version can be found at Figure 2 on Pg21.

58. Inspectorates will, through the evidence used for CAA, need to be satisfied that partnership working is effective at managing and improving outcomes but partnerships will not be routinely inspected. CDRP inspections may be triggered by CAA findings and will be risk based and proportionate. In addition, the Home Office will continue to publish crime data in line with APACS indicators.



What Does Success Look Like?

59. At its most succinct, success means high levels of public confidence in the police service and their partners - confidence that the crime and anti-social behaviour issues that matter most in local communities are being tackled. Efficiency is also a consideration - the police service must deliver value for money.
60. The Policing Green Paper sets out a clear focus on a single top down numerical target - confidence. In addition, the Pledge makes clear what the public can expect from the police, the standards they have a right to demand and the ways in which they can find out more and get involved. Meeting the commitment to the Pledge is therefore also a key component in successful delivery.
61. Each police force should consider the full range of APACS indicators in managing their performance as well as other priorities they choose for themselves and / or agree with their partners. Each CDRP in England will consider their performance against the crime and community safety indicators from the National Indicator Set (also part of the suite of APACS indicators). Drawing on data from iQuanta, we expect each organisation to consider performance against baseline and in comparison with most similar areas or forces. In other words, is there improvement and is that improvement keeping pace with that achieved by peers - most similar forces/ areas?
62. In England, successful delivery of LAAs will also form part of the picture of success. CAA will highlight successful achievement of outcomes and partnership working.



Supporting Action to Improve Services

63. The Green Paper makes clear that Government expects the policing sector, collectively, to identify and deliver improvements in services without external intervention – and has consequently phased out the Home Office Police and Crime Standards Directorate to demonstrate that commitment. Forces and partnerships will therefore need effective performance review and problem solving arrangements, from the strategic level through to the front line.

Police Forces and Authorities

64. Leaders at all levels in the police service have a critical role to play in making this happen. They are uniquely placed to galvanise effective collaboration with partners, lead engagement with communities, and ensure that performance is managed fairly, but robustly, and through encouraging behaviour that focuses on outcomes, not easy wins.
65. Leaders in forces and police authorities also have an essential role to play in securing the support that is needed to identify and drive through improvements in service delivery. They should welcome external scrutiny where that helps identify areas for improvement (see below) and should look to others in the policing and community safety sector, or beyond, for help to make the changes that are required.
66. The APA currently provides both material and member training including courses geared towards performance management. The greater emphasis on the role of police authorities requires a fresh look at how this can be stepped up and complemented

with support which is available from IDeA, NPIA and other specialist agencies.

67. The NPIA is developing new capacity to support forces and authorities in their improvement efforts, which will provide access to policing professionals with expertise in specific fields. Forces and authorities will be able to look to that support as part of their own plans to improve their performance.
68. NPIA will develop and deliver the very best performance management skills, models, guidance and advice for the service, to enhance the general capability in this crucial discipline. In particular, the NPIA will:
- Create and deploy a new resource, made up primarily of peer teams (police officers, police staff and other professional experts). These will be drawn from forces across England and Wales but only with the consent and endorsement of their home force. These peer teams, under NPIA direction, will provide support to forces, who in the light of an adverse inspection or a concern about performance will commission the NPIA to assist them.
 - Provide improvement support by harnessing existing NPIA resources – for example, from established NPIA programmes or services such as the Citizen Focus and Neighbourhood Policing Programme
 - Provide a single point of contact within the NPIA where forces/police authorities subject to adverse inspection or performance concerns, can access information or good practice in those

policing domains where improvement is expected.

69. The NPIA will also create new dedicated contacts points between ACPO chief officers within the NPIA, and chief officers in forces, to enable the best and most appropriate level of support around performance improvement to be delivered by the agency.

Partnerships

70. Central Government will be looking to secure progress against national objectives and Value for Money (VfM) commitments, in line with PSA commitments for which ministers remain accountable. The Home Office and other departments will therefore continue to work to support local delivery – through legislation to provide new powers, funding, promoting innovation and sharing good practice – and will target supportive activity towards those local areas that need it most, through the GOs or HOCTiW.
71. To ensure this support is delivered in a joined-up manner across all the community safety and harm reduction PSA priorities, a new process called CoMPAsS (Coordinated Management of PSA Analysis & Support) has been established. CoMPAsS will enable Central Government, with advice from GOs and the HOCTiW, to share information about local performance against PSA priorities and LAA priorities, and to offer / coordinated support resources towards the local areas that need them the most.

CoMPAsS

The Coordinated Management of PSA Analysis and Support (CoMPAsS) is the mechanism through which the Home Office will monitor the delivery of PSA objectives through local partnerships and coordinate the work that it, the Department of Health, Ministry of Justice, Youth Justice Board (YJB) and others do with the Government Offices in the regions and the Home Office Crime Team in Wales to support frontline delivery partners. It will help provide a more coordinated approach to supporting frontline delivery and managing the risks to the delivery of the national PSA objectives and aligned LAA indicators; specifically for PSA 23 (Make communities safer), PSA 24 (Deliver a more effective, transparent and responsive Criminal Justice System for victims and the public) and PSA 25 (Reduce the harm caused by alcohol and drugs).

72. Support to local partnerships will, in many cases, be driven by community safety and crime reduction partners at a local level, drawing on the expertise offered by Regional Improvement and Efficiently Partnerships (RIEPs)¹⁰ In addition, local partnerships will be able to access a variety of external improvement support resources, either to help improve their capability or capacity, or make improvements in specific areas of business.
73. The Home Office, working with a wide range of partners, will continue to provide comprehensive support to enable CDRPs / CSPs build their capability and effectiveness to meet the current and future challenges of reducing crime and improving confidence. Working through GOs and HOCTiW, the department will continue to provide tailored support to areas

¹⁰ A RIEP is a network of councils, fire authorities and other local services that have come together to collaborate and share ideas and expertise. They co-ordinate and support improvement, innovation and efficiency work at a regional, and often at a sub-regional level. They help local authorities and their partners deliver the ambitious outcomes set out in Local Area Agreements (LAAs) by supporting them in their efforts to become more efficient, innovative and engaged with citizens. Each English region has a RIEP.

through place-based programmes to ensure partnerships are effective in delivering local LAA and national PSA priorities. OCJR will support LCJBs in the delivery of their objectives.

74. The Home Office's Partnership

Development Unit works to strengthen the overall effectiveness of CDRPs/CSPs in order to support the delivery of both local and national priorities. The unit works with policy units across the Home Office to achieve its remit through:

- Delivery of key components of the National Support Framework for Partnerships.
- Delivering and commissioning 'place-based' support initiatives to CDRPs and CSPs identified through the CoMPAsS process or who request support through GO / HOCTiW.

75. The National Offender Management Service (NOMS) Performance Improvement Unit (PIU) in the Ministry of Justice is engaged in a programme of work to develop areas' business capability for the transition to Probation Trusts. From April 2009, projects and performance improvement in local areas / regions by the PIU will be commissioned by Directors of Offender Management (DOMs). PIU provides both general and tailored support to probation areas including:

- Advice, support, guidance and assistance;
- Promoting best practice through national events and links with high performing areas;
- Diagnostic assessment of practice.

76. The Policing and Crime Bill is introducing legislation that will make Probation a CDRP /CSP responsible authority. They will become members of CDRPs / CSPs and will add reducing re-offending to the list of CDRP / CSP responsibilities.



Intervention

77. The new arrangements described here are based on an understanding of the growing maturity of performance management arrangements across the police service and much of the public sector. The arrangements work on the basis that forces will largely be self-monitoring and self-improving backed up by independent inspections with peer support available through NPIA, RIEPs and others.
78. However, there remains the possibility that, in exceptional circumstances, there may be persistent and / or significant weaknesses in performance. In such cases, the Home Secretary has a responsibility to intervene on behalf of the public and ensure remedial action is taken. A ladder of support and intervention was published as part of the Home Office response to the Policing Green Paper consultation responses. See Figure 2 (page 21).
79. We know from experience that there can be no “one size fits all” approach and that we need to retain the flexibility to respond to exceptional circumstances as required, and within our commitments as set out in the Local Government White Paper and Policing Green Paper.
80. It will be for HMIC to take a view about what level of performance should trigger closer scrutiny in any individual police force. The Home Office will, in all matters other than confidence and Counter Terrorism (and as described in the ladder of intervention), only become involved when local efforts and external support have failed and will do so in line with the arrangements for intervention set out in legislation.



Annex 1 - Roles and Responsibilities in the Performance Landscape

1. Each organisation, agency and partnership has a role to play in the new performance landscape and each is in some way reliant on the other parts fulfilling their responsibilities.
2. The Policing Green Paper and the consultation response document made clear a number of these roles and responsibilities. This annex relates the part each organisation has to play in the description of the landscape set out above and highlights some of the key inter-dependencies.

The responsibilities of police forces

3. Police forces have responsibility for much of what is delivered through policing and community safety. That means that Chief Constables and other leaders throughout their forces have the biggest responsibility to implement the changes made possible by the commitments and challenges in the Green Paper.
4. Chief Constables are responsible for ensuring the highest levels of professionalism within their organisation,

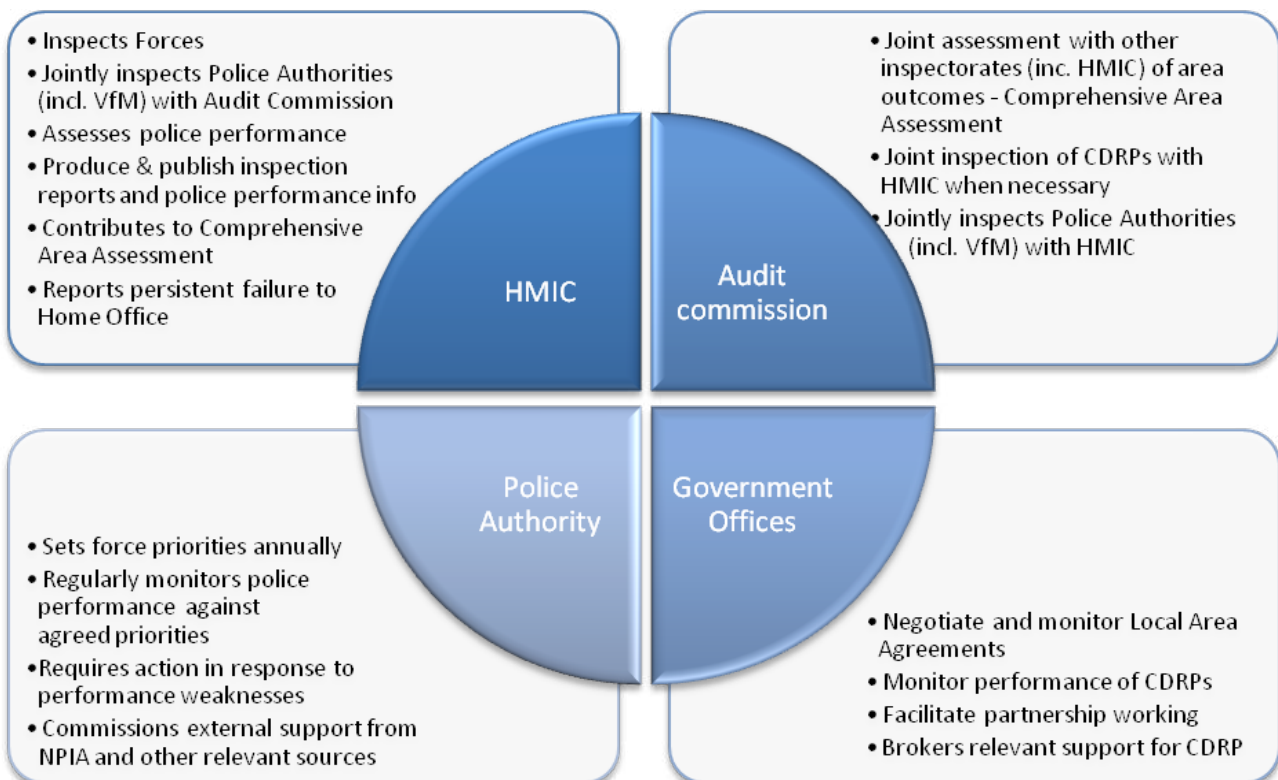


Figure 3 - Role of key partners in Policing & Community Safety performance management landscape

and for ensuring that officers and staff at every level are responsive to service users, demonstrate consistent high quality in day-to-day practices, and have the skills and resources they need to excel at both. Whilst retaining operational independence the new arrangements make clear how Chief Constables and their senior officers will be held accountable for the achievement of agreed priorities.

5. Some of the specific responsibilities for the leadership in each force as part of the performance landscape include:

- Ensuring that front line officers and staff, and their supervisors, have the skills, resources and capacity they need to respond to the challenges of the new landscape. For example operational officers need to understand how they can use performance information to proactively review and revise day-to-day activity in line with regularly updated priorities gathered from meaningful community engagement. They should understand where their priorities come from and have an opportunity to influence those priorities where appropriate.
 - Managing effective processes to engage with local communities to understand local problems and local priorities. This should be in line with the spirit of the one remaining top-down target for forces on confidence that community priorities are being tackled, and take into account the Policing Pledge commitments.
 - Engaging fully as a member of local partnerships, CSPs/CDRPs, LCJBs in England and Wales, county strategic partnerships, LSPs, Drug and Alcohol Action teams (DAATs in England and LSBs and SMATs in Wales) and working with partners to secure better outcomes for local communities, and enable issues identified by front line officers and staff to be dealt with through constructive cross-agency working and problem-solving. Supporting the LCJBs in the process of setting locally determined priorities for the delivery of PSA 24 and - as key partners in the CJS - jointly owning and delivering those priorities.
- Supporting the police authority in the annual policing plan process, in a way that is integrated with the force's internal planning regime, and helps the authority understand the full range of issues from neighbourhood priorities to cross-border, national and international issues.
 - Ensuring that efficient systems are in place to collect the minimum necessary level of data on service delivery required for planning, performance management, and to support external scrutiny – and that data is of a sufficiently high quality to be useful for those purposes.
 - Ensuring that high quality analysis – including comparative analysis - of data relating to all key priorities is used as a matter of course in both planning and ongoing performance management at all levels in the force.
 - Identifying the need for, and supporting the delivery of, performance improvement programmes in priority areas of priority, including areas where greater efficiency and productivity in service delivery can be secured to meet the ambitious targets set by the police authority. This includes actively seeking external support for improvement where necessary and helpful.
 - Ensuring that information on the performance of the force is routinely made available to the public and to the police authority, to support open and honest accountability, and to help improve public confidence that local priorities are being recognised and addressed.
 - Contributing to service wide improvements through NPIA by providing peers to other

forces to support the dissemination and application of best practice.

The responsibilities of police authorities

6. Police authorities have the central role in ensuring that their force is held to account for delivering against the priorities they set for the force on behalf of and in consultation with local communities. As such, they also have a key responsibility to make sure that they have the capacity and capability to fulfil this crucial role.
7. Some of the key responsibilities of police authorities within the new performance landscape include:
 - Carrying out open community engagement in order to understand community priorities and judge whether problems are being tackled successfully.
 - Through the rolling policing planning process, and working with the force, carry out risk assessments, prioritise issues, and set clear expectations for the force, including specific targets where relevant. This includes ensuring that policing plans and priorities are aligned with those of local partnerships (in particular with LCJBs and, in England, LSPs), and that partnership plans take into account the policing needs of local communities.
 - Scrutinise the performance of the force, and the Chief Constable, challenging where necessary and providing support where needed. Highlight clearly where the force is failing to address community priorities.
 - Ensure that appropriate data quality assurance of data collected by the force is carried out.
 - Ensure that maximising value for money is central to the policing plan and to the allocation of resources against it. Set and scrutinise ambitious efficiency

and productivity targets for the force accordingly, holding the Chief Constable to account for performance in achieving this.

- Ensure that the force is benchmarking its performance against other forces, and both seeking support from peers in areas where improvements are being sought and offering it to peers in areas of strength. Whilst it is expected that external support would normally be sought through agreement between the Chief Constable or the police authority, there may be occasions when the police authority commissions support independently.
- Ensuring they have the capacity and capability to carry out their duties effectively and taking action to improve that capacity or capability if not. Open and honest engagement with the new police authority inspection regime will provide authorities with a valuable external perspective on this. Authorities will continue to draw on support from the APA but may supplement where necessary with expertise drawn from NPJA, IDeA and others.

The responsibilities of other local community safety and criminal justice partners

The responsibilities of Crime and Disorder Reduction Partnerships/Community Safety Partnerships

8. The ‘responsible authorities’ which form CDRPs / CSPs have a statutory duty to work with other local agencies and organisations to develop and implement strategies to tackle crime and disorder including anti-social and other behaviour adversely affecting the local environment as well as the misuse of drugs and alcohol in their area. The responsibilities of CDRPs/ CSPs (and counties in two tier areas with district level CDRPs, County Strategic Boards) will include:

- Annual CDRP / CSP strategic assessments to identify local community safety priorities to develop partnership plans and in England to influence the LAA refresh and form part of the local Sustainable Community Strategies
- Annual publication of partnership plans (together with Community Safety Agreements in two-tier areas) to set out how the local priorities will be delivered
- Management of performance¹¹ – calling on appropriate support as needed
- In England, responding to CAA recommendations and LAA reviews
- Identification of effective practice for dissemination through the Home Office and GOs
- Work with LCJBs – particularly acknowledging the overlap of the confidence measures, and the delivery of the Priority and Prolific Offender and domestic violence agendas,

The responsibilities of Local Criminal Justice Boards

9. LCJBs have the central role in driving improvements in the delivery of justice. Led at the national level by the National Criminal Justice Board and supported by OCJR, LCJBs are charged with the responsibility of delivering a more effective, transparent and responsive criminal justice system for victims and the public. Along with the other criminal justice agencies, police forces are a central part of all LCJBs, and their full and active participation in the work of the LCJB is critical to the success of the CJS. As members of the CDRP / CSP and LCJB, local police have an important role in joining up those delivery structures.

¹¹ Data sharing arrangements have been put in place to support effective partnership working. See Sections 115 and 17A of the Crime and Disorder Act 1998.

10. One of the key responsibilities of the LCJBs, and the police forces represented on them, is the delivery of PSA 24 - the shared CJS public service agreement to deliver a more effective, transparent and responsive CJS for victims and the public. It commits the CJS to delivering a challenging set of outcomes over the spending review period 2008-11. These outcomes include:
 - Improving the efficiency and effectiveness of the CJS in bringing offences to justice;
 - Improving public confidence in the fairness and effectiveness of the CJS;
 - Improving victim and witness satisfaction with the CJS;
 - Understanding and addressing race disproportionality at key stages in the CJS;
 - The recovery of criminal assets;
 - Improving compliance and enforcement; and working with CDRPs / CSPs – particularly acknowledging the overlap of the confidence measures, and the delivery of the Priority and Prolific Offender and domestic violence agendas.

11. Under the previous suite of PSAs, LCJBs were set centrally prescribed targets with limited scope for negotiation. LCJBs will determine their own local priorities for Offences Brought to Justice (OBTJ); victim and witness satisfaction; asset recovery and enforcement. This is consistent with the principles of the Policing Green Paper, required for the delivery of the PSA, and essential given that delivering a better criminal justice system for victims and the public is of critical importance to improving public confidence.

The role of Regulators

12. As indicated above, police forces and partnerships will monitor their own performance and ensure areas for improvement are identified and weaknesses

addressed. There will also be independent scrutiny by regulators who will ensure that the public are fully informed about the effectiveness with which the police service and their partners deliver effective outcomes and value for money.

The responsibilities of HMIC

13. The new performance landscape creates a new role for HMIC, drawing on its expertise from the past, and developing new expertise for the future. Key responsibilities for HMIC in the new landscape include:

- Developing HMIC as an organisation to become a fierce advocate of the public interest, with a greater emphasis on inspection and assessment products that are public-facing. Ensuring that HMIC has the right staff and skills mix to meet this aim.
- Establishing an inspection programme informed by the areas of policing business in greatest need of improvement or scrutiny, including covering both national priorities and whether forces are meeting commitments to focus on specific local issues.
- Publishing performance assessments of each force covering all key areas of policing – both via an annual report on the state of the service and via rolling-update to a new online assessment website. Assessments will draw on absolute and comparative information, and minimum standards, and will include a significant emphasis on value for money and efficiency.
- Carry out inspections of forces and, with the Audit Commission, of police authorities, and make public the results in a manner that explains clearly to local communities the level of service they are receiving and if/where it needs to be improved.
- Ensure that assessment and inspection activity is carried out in close alignment with the work of other criminal justice system inspectorates and the Audit Commission, and that joint conclusions about police performance are reached where relevant. This includes ensuring that evidence and views about policing and community safety are contributed to the joint assessments of area outcomes and improvements in the CAA and published police performance assessments are aligned with CAA reporting.
- Carry out regular reviews of the performance of all forces across the balance of policing business, ensuring that any significant dips in the performance of a force relative to other forces are discussed with both the police authority and the force command team. This may include referring a force to the NPIA in order that they may obtain support to improve performance.
- Ensure that where effective action is not taken by a force or authority in response to a performance problem, then steps are taken to ensure resolution – including through the issue of public-interest letters and, ultimately, through recommendation to the Home Secretary that statutory powers of direction are used.
- As described in this document, HMIC will also work with the Audit Commission on joint inspections of police authorities and CDRPs. They will also contribute to the Comprehensive Area Assessment (CAA).

The responsibilities of the Audit Commission

14. The Audit Commission is an independent watchdog, driving economy, efficiency and effectiveness in local public services to deliver better outcomes for everyone. It works across local government, health, housing, community safety and fire and

rescue services promoting value for money for taxpayers, auditing the £200 billion spent by 11,000 local public bodies.

15. The Audit Commission's key responsibilities in the new policing performance landscape span three main areas:

16. **Audit:** The Audit Commission appoints auditors to provide assurance and promote value for taxpayers' money across key local public services. In May 2008, the Commission has published details of the new use of resources assessments for policing to be made in 2009. This sets out how the work of appointed auditors under the statutory Code of Audit Practice will be translated into a scored use of resources assessment. The approach taken will be similar across police and fire and rescue services, councils and primary care trusts. Each year the Audit Commission will publish scored judgements about value for money in the use of resources by police authorities and forces. The new approach to police use of resources:

- Emphasises the importance of achieving value for money (VfM) outcomes for local people by putting VfM at the heart of the assessment;
- Is a single, annual judgement on VfM in the use of police resources where the overall judgement will be based on auditors' scores on three themes of managing finances, governing the business and managing resources;
- Has a particular emphasis on how partnership working, commissioning and procurement are used to improve efficiency, productivity and better outcomes for local people; and
- Focuses on the key issues that face police authorities and forces in meeting strategic priorities and improving services.

17. **Comprehensive Area Assessment:** This is the new framework for the independent assessment of local public services in England. It represents a fundamental change in the approach of public service inspectorates: CAA embraces within its scope the roles and responsibilities of all local partners contributing to the delivery of community safety outcomes in an area.

18. The Audit Commission will work closely with HMIC and other criminal justice inspectorates such as HMI Prisons and HMI Probation to provide a single joint assessment of community safety outcomes delivered by CDRP partners in an area. The detail of the CAA framework is set out in the Comprehensive Area Assessment Framework Document¹² published by the joint inspectorates in February 2009.

19. The CAA framework came into effect on 1 April 2009. The joint area assessment as it relates to community safety will align with HMIC's Rounded Assessment of police force performance. CAA and the Rounded Assessment will draw on the same evidence, treated in the same way with the joint inspectorate's co-ordinating activity so that evidence is only collected once.

20. **Police Authority Inspection:** From April 2009, for the first time, police authorities will be inspected jointly by HMI Constabulary and the Audit Commission across the full range of their activities. Inspections will provide objective assessments of how well individual police authorities are fulfilling their statutory functions. Inspections will probe:

- the effectiveness of the police authority's performance management, leadership and scrutiny role; and
- how the police authority manages resources and people and how it works in collaboration with communities and

¹² <http://www.audit-commission.gov.uk/caa/framework.asp>

partners to build capacity, ensuring the delivery of priority services, outcomes and improvements that are important to local people. The inspections will determine how the police authority promotes value for money, efficiency and productivity.

21. Inspections will focus on four principal areas:
 - **Setting strategic direction and priorities** - How does the police authority ensure that both it and the force have the leadership, capacity and capability needed to deliver good quality service outcomes on behalf of the public?
 - **Scrutinising performance outcomes** - How effective is the police authority in scrutinising and ensuring that the force delivers the priority services that matter to local people?
 - **Achieving results through community engagement, partnership and collaboration** – How well does the police authority achieve results through community engagement, partnerships and collaboration to deliver its ambitions and strategic priorities?
 - **Ensuring value for money and productivity** - How effective is the police authority in ensuring a clear and sustained focus on value for money to secure a good deal for the public?
22. Police authority inspections will dovetail with CAA, including use of resources assessments, and HMIC’s Rounded Assessment of police force performance.

Wales Audit Office (WAO)

23. The Auditor General for Wales and his staff together comprise the Wales Audit Office. The Auditor General is independent of the National Assembly for Wales and the Welsh Assembly Government. It examines and certifies the accounts of the Assembly

and its sponsored and related public bodies, including NHS bodies in Wales. The Auditor General also has the statutory power to report to the Assembly on the economy, efficiency and effectiveness with which those organisations have used, and may improve the use of, their resources in discharging their functions.

24. The Auditor General also appoints auditors to local government bodies in Wales (including police authorities), conducts and promotes value for money studies in the local government sector and inspects for compliance with best value requirements under the Wales Programme for Improvement. However, in order to protect the constitutional position of local government, the Auditor General does not report to the Assembly specifically on such local government work.

The responsibilities of the Home Office and Ministry of Justice

25. The Crime and Policing Group (formerly the Crime Reduction and Community Safety Group) in the Home Office is, amongst other things, responsible for the delivery of two key HO objectives, namely:
 - to ensure that the police service as a whole delivers efficient and effective services and
 - to ensure the delivery of key outcomes relating to community safety, including reduced crime and safer, more confident communities.
26. The Home Secretary is therefore accountable to Parliament for the funding provided to the Police service in England and Wales. The Home Secretary is also responsible for overseeing the delivery of the community safety outcomes set out in the Government’s PSAs, which represent a commitment between Government and the public and which recognise the need to build services around the needs of citizens.

27. Within the new performance landscape the government – working through the Home Office and Ministry of Justice - will provide strong strategic leadership at the national level. It has already made significant changes to ensure this, including the introduction of new PSAs (from 2008/09) which promoted greater local autonomy, and phasing out functions (such as publishing police performance assessments and delivering targeted support to forces).
28. However, in their new role in the landscape, government departments will still take action to ensure that government's PSA commitments are met, and that the Crime and Policing Sector is supported in improving services for the public. The Home Office will work through the CoMPAsS process described above.
29. Key responsibilities for the Home Office and Ministry of Justice in the new landscape include:
 - Co-ordinating implementation of the new arrangements, ensuring that new responsibilities are delivered and that different parts of the landscape are working coherently together. To do this, the Home Office will lead a governance group reporting to the National Policing Board involving all key delivery partners, its remit is to oversee and drive implementation of the new arrangements and ensure that each stakeholder is sighted on the actions of the other stakeholders and has the opportunity to influence them where appropriate.
 - Working (through the GOs and the HOCTiW) with, and through, partners to communicate the new arrangements to policing and community safety practitioners.
 - Developing and communicating national priorities for policing and community safety, through the PSAs and the Home Secretary's Strategic Policing Priorities.
 - In England, working through the LAA system to agree local priorities at the local level on issues where the police work in partnership with local government (with the exception of the one remaining target set directly for police forces on confidence). In Wales, the HOCTiW working with CSPs to agree local priorities.
 - Providing a central point for the collection of data on policing and community safety. A new gateway will be established to evaluate and agree any new requests for data streams from forces.
 - Continuing to develop and promote a common set of key performance indicators and standard set of comparative analytical techniques for use throughout the performance landscape, under the banner of APACS. Data for key APACS indicators will be published at least annually and we will consider additional means of ensuring the provision of relevant crime and policing information to the public.
 - Maintaining iQuanta as a resource for communicating data and analysis of APACS indicators to practitioners.
 - Monitoring delivery of PSA commitments at the national and local level and taking appropriate action – working through others where relevant – to ensure that those commitments are met. Working in a co-ordinated way (with each other and the GOs / HOCTiW) to ensure that direct or indirect actions of central policy teams are coherent with one another, and with the actions of other national or regional bodies.
 - Working with GOs and HOCTiW and a wide range of partners, the Home Office will continue to provide comprehensive support to enable CDRPs/CSPs build their capability and effectiveness to meet the current and future challenges of reducing crime and improving confidence. This support will be set out in the *National*

Support Framework and is based on the *Hallmarks of Effective Practice*. It includes the provision of tailored support to areas through place-based programmes to ensure partnerships are effective in delivering local LAA and national PSA priorities.

- Developing the effective practise database for partnerships.
- Maintaining appropriate statutory powers of intervention for policing, and advising the Secretary of State over their use, in response to recommendations from HMIC.

30. Most importantly, the Home Office will continue to monitor crime trends and, where there is clearly an issue across many police forces and partnerships, it will lead the development of national responses to protect the public. The Home Office therefore retains the usual levers and policy tools of central government including national initiatives (for example Violence Against Women and initiatives on guns and knives) targeted funding, national-local partnership working and where necessary, targeted support.

Counter Terrorism

31. Chapter 7 of the Green Paper contained an explicit reference to the fact that, notwithstanding the Home Office's new strategic approach to performance management for policing generally, Office of Security and Counter Terrorism (OSCT) would continue to "measure, monitor and manage the performance of the police service on counter terrorism issues". This reflects the national character of CT policing activity and the early stage of development of performance arrangements in this area.
32. There are presently six counter terrorism performance 'indicators' which will provide police forces, police authorities and government with an emerging picture

of the level and quality of local police intelligence; the disruption of threats; the number of 'taskings' which have been met; an evaluation of the effectiveness of PREVENT programmes; and vulnerabilities around hazardous sites and crowded places. OSCT is working with police and police authority stakeholders to further develop these performance management arrangements for 2009/10. The intention is to have a revised indicator framework in place by 1 April.

Serious and Organised Crime

33. In tackling organised crime, police forces work in close collaboration with the Serious Organised Crime Agency (SOCA - which was set up in April 2006 to prevent and detect serious organised crime and to mitigate the harms which it causes) and with other agencies such as HM Revenue and Customs and the UK Border Agency. This collaboration either takes place through the UK Organised Crime Control Strategy programmes of activity or through separate support mechanisms.
34. SOCA has its own measures of performance on which it reports to the Home Office and is closely involved in the work of the Organised Crime Partnership Board and the work to develop multi-agency performance indicators. However, there are currently, no specific diagnostic indicators for forces on serious organised crime. This category covers a broad range of criminality and is partly covered by indicators on linked crimes, such as gun crime and other serious crimes; it is also covered by performance indicators on enforcement activity, such as asset recovery.
35. There is therefore more to be done in this area and the Home Office will be looking to explore opportunities to develop relevant and robust performance indicators. The recently created Organised

Crime Partnership Board is responsible for delivering a challenging programme of work and one of its projects is to develop multi-agency performance indicators for Serious Organised Crime. Progress towards delivering the programme and associated projects will be monitored by a cross governmental SOC Ministerial Advisory Group.

Governance

36. The Home Office will maintain the APACS steering group as an advisory body considering the efficacy of performance management arrangements across crime and policing. Its work will inform the National Policing Board and Ministers. Its remit is to be finalised and the group renamed but it will include the following:

- Oversee the vision of performance management set out in the Green Paper and advise on the alignment of that vision with of the arrangements for local government.
- Help ensure that the performance management system described in this document is embedded effectively within the police service and across CDRPs/CSPs.
- Provide a forum where stakeholders/partners can raise concerns and issues about crime and policing performance management that require national co-ordination.
- Provide an opportunity for stakeholders/partners to discuss emerging issues/risk and advise on appropriate solutions before escalating to the National Policing Board.
- Continue to oversee the development and maintenance of APACS.

The responsibilities of the Office for Criminal Justice Reform

37. The OCJR provides an important link between central government and LCJBs in

England and Wales. Their responsibilities in the new landscape include:

- Co-ordinating the work of the National Criminal Justice Board (the national strategic CJS forum) to deliver PSA 24 and to involve all key delivery partners, with a remit to oversee and drive delivery and to ensure that each stakeholder is sighted on the actions of the other stakeholders and has the opportunity to influence them where appropriate.
- Working with LCJBs to improve the CJS nationally through a programme of reform projects and to support local improvement in the CJS by helping to realise the potential of LCJBs to innovate and manage local priorities for change.
- Developing *CJ KnowHow* as a resource for sharing data and knowledge management, supporting the development of a stronger local performance analysis culture with practitioners.
- Monitoring the performance of LCJBs against all key CJS priorities, in the context of agreed local priorities - drawing on *CJ KnowHow* analysis and local intelligence to identify opportunities and effective practice.
- Supporting broader partnership working at the local level, to identify local priorities within the LAA priorities where the CJS can support delivery against government's wider PSA commitments.

The responsibilities of Government Offices in the English regions and the Home Office Crime Team in Wales

38. GOs and the HOCTiW provide a critical link between central government and CDRPs/CSPs and LSPs (in England). Their responsibilities in the new landscape include:

- Helping local partnerships understand and contribute to national priorities, and representing those priorities in the

negotiation of LAA priorities (and local priorities in Wales).

- Monitoring the performance of local partnerships against all key crime reduction and community safety priorities, in the context of agreed local priorities - drawing on APACS analysis, local intelligence, and results from the CAA in England.
- Challenging and supporting local partnerships (principally but not exclusively through the LAA performance management framework in England and other relevant arrangements in Wales).
- Provide intelligence on regional delivery challenges and opportunities to Home Office/Ministry of Justice, HMIC and the Audit Commission.
- Supporting improved partnership working at the local level, and helping local partnerships to deliver against government's PSA commitments where these accord with local priorities.
- Providing an escalation route for local delivery problems that require a regional response (in England via Regional Operating Reviews¹³, engagement with RIEPs, etc).
- Overall co-ordination of the Government response in a local area.

Other Significant Roles

The Association of Chief Police Officers (ACPO)

39. ACPO is an independent, professionally-led strategic body. In the public interest and in equal and active partnership with government and the Association of Police Authorities (the tripartite partners), ACPO leads and co-ordinates the direction and development of the police service in

¹³ Regional Operating Reviews (RORs) enable Home Office and Ministry of Justice representatives in the regions take a strategic overview of delivery; agree priorities and performance challenges; and address delivery issues.

England, Wales and Northern Ireland. ACPO's members are police officers of Assistant Chief Constable rank (Commanders in the Metropolitan Police and City of London Police) and above, and senior police staff managers, from the 44 forces in England, Wales and Northern Ireland, plus national agencies such as the Serious Organised Crime Agency, and other forces such as the British Transport Police and States of Jersey Police.

40. The ACPO Performance Management Business Area and its constituent portfolios seek to assist in the improvement of performance in policing through the development and maintenance of an effective performance management regime. The business area works actively and collaboratively with tripartite (and other) partners in order to promote awareness of and engagement in performance management across the police service, advise on refining central performance monitoring mechanisms, to lead programmes to develop performance management in the service, and to enhance the standards and systems that provide performance data (such as the National Crime Recording Standard).

The Association of Police Authorities (APA)

41. The APA Performance Management Policy Group meets quarterly to bring authority members and officers together to discuss key performance management-related issues, such as ensuring that authorities have effective models of scrutiny in place (e.g. for specific themes), and ensuring that the national performance assessment framework is balanced, with a focus on performance against local priorities.

Communities and Local Government (CLG)

42. CLG works to create sustainable communities, in partnership with other government departments, local councils,

businesses, the voluntary sector, and communities themselves. To achieve this it focuses on building more and better homes and reducing homelessness, improving local public services, regenerating areas to create more jobs, working to produce a sustainable environment and tackling anti-social behaviour and extremism. The department sets policy on local government, housing, urban regeneration, planning and fire and rescue. It also has responsibility for race equality and community cohesion related issues in England and for building regulations, fire safety and some housing issues in England and Wales.

43. CLG is the lead department for local government in England and Local Strategic Partnerships (LSPs), and leads for central government on the Local Performance Framework (below).
44. The Local Performance Framework:
 - The 2006 Local Government White Paper (“Strong and Prosperous Communities”) promoted changes to bring about better partnership working and better outcomes at the local level in England. One of its key commitments was to reduce the number of indicators against which local government is required to report, avoiding multiple requests for the same information and making better use of information that is already available. It found that 1,200 existing indicators were being reported to central government by Local Authorities and these have now been reduced to a National Indicator Set (NIS) of 188, covering the full range of national priorities delivered by Local Authorities working alone or in partnership (in England). All the NIS indicators relevant to crime and community safety are also included in APACS.
45. Local Authorities and partners in England will be expected to continue to deliver

across all of the national priorities monitored through the CAA. However, since April 2008, Local Area Agreements (LAAs) for every area in England contain a maximum of 35 improvement targets, set against NIS indicators, agreed between central government and the Local Strategic Partnership. The Chief Officers of police forces and police authorities are required by law to ‘have regard’ to the targets within LAAs to which they can contribute.

Principal Sources of Support

46. Support for service improvement for police forces and partnerships is available from a wide range of sources and assistance will need to be tailored to the precise circumstances of individual organisations. A major feature of public sector performance management is peer support as now increasingly available through RIEPs in England and the NPIA.

The responsibilities of the NPIA

47. NPIA will continue to lead service-wide programmes that support all forces to improve on many areas of business. Beyond this wider role, the NPIA also has some specific responsibilities within the context of the performance landscape. These include:
 - Providing improvement support to forces and authorities who commission it, drawing on expert resources from across the service. This will include offering the deployment of accredited peer teams, drawn from forces across England and Wales and where appropriate from partnerships, the operation of a centre of excellence on police performance management, the harnessing of other NPIA expertise and access to validated good practice in critical policing activities through an NPIA managed Knowledge Resource. The NPIA will be expected to be responsive to the

needs of forces and police authorities, and design its services to meet individual needs and requirements.

- Providing training and development for the service, particularly leadership development, which equips officers and staff at all levels and from all forces with the skills they need to develop and improve policing services that best meet the public need. This includes helping the service embed key performance management skills for both specialist staff (e.g. performance analysts) and all other members of the service who must manage performance on a daily basis.

working with bodies such as Government Offices and inspectorates.

- Stimulating and facilitating innovation and new ways of working.
- Acting as a forum for identifying and sharing good practice rather than reinventing the wheel to problems that are often shared by local authorities.

The responsibilities of Regional Improvement & Efficiency Partnerships (RIEPs)

48. A RIEP is a network of councils, fire authorities and other local services that have come together to collaborate and share ideas and expertise. They co-ordinate and support improvement, innovation and efficiency work at a regional, and often at a sub-regional, level each English region has a RIEP.
49. Bodies such as the Audit Commission, the Improvement and Development Agency (IDEA), Government Offices, the Employers' Organisation and other regional organisations also contribute to and shape the work of the RIEPs.
50. RIEPs have evolved differently in each region but share core functions including:
 - Acting as a hub to co-ordinate and focus resources on supporting innovation and efficiency to help local authorities and partners deliver excellent LAA outcomes.
 - Commission and provide tools, training and development opportunities that support improvement and efficiency.
 - Helping struggling local authorities by establishing strong local partnerships and

Annex 2 - Glossary

AC	Audit Commission	LSP	Local Strategic Partnership
ACPO	Association of Chief Police Officers	MoJ	Ministry of Justice
APA	Association of Police Authorities	MSF	Most Similar Force(s)
APACS	Analysis of Policing & Community Safety	MSG	Most Similar Group
BCS	British Crime Survey	NCJB	National Criminal Justice Board
BCU	Basic Command Unit	NCRB	National Crime Reduction Board
CAA	Comprehensive Area Assessment	NCRS	National Crime Recording Standard
CDRP	Crime and Disorder Reduction Partnership (England)	NDPB	Non Departmental Public Body
CJS	Criminal Justice System	NIM	National Intelligence Model
CLG	Communities and Local Government (department of)	NIS	National Indicator Set (England)
CoMPAsS	Coordinated Management of PSA Analysis and Support	NMIS	National Management Information System
CPG	Crime & Policing Group (Home Office) formerly Crime Reduction & Community Safety Group	NOMS	National Offender Management Service
CSP	Community Safety Partnership (Wales)	NPB	National Policing Board
		NPIA	National Policing Improvement Agency
DAAT	Drug & Alcohol Action team	NSF	National Support Framework (for CDRPs)
DASU	Delivery Analysis & Support Unit (part of PSFD - Home Office)	NSIR	National Standard for Incident Recording
DAT	Drug Action Team	OCJR	Office for Criminal Justice Reform
DOM	Director of Offender Management	OSCT	Office of Security & Counter Terrorism (Home Office)
FPD	Finance and Performance Directorate (part of CPG - Home Office)		
GO	Government Office in the English regions	PDU	Partnership Development Unit (part of CPG – Home Office)
HMIC	Her Majesty’s Inspectorate of Constabulary	PIU	Performance Improvement Unit (NOMS)
HOCTiW	Home Office Crime Team in Wales	PMDU	Prime Minister’s Delivery Unit
IDeA	Improvement and Development Agency	PPSG	Police Performance Steering Group (HMIC)
IPCC	Independent Police Complaints Commission	PSA	Public Service Agreement
LAA	Local Area Agreement	RIEP	Regional Improvement and Efficiency Partnership
LCJB	Local Criminal Justice Board	SOCA	Serious & Organised Crime Agency

Annex 3 - Further Information

Further information can be found in the detailed guidance on performance management in the police service (which will be updated to reflect the publication of this document) jointly published by the Home Office, ACPO, APA, HMIC, NPJA which is available on the Home Office website at:

<http://police.homeoffice.gov.uk/performance-and-measurement/managing-police-performance/>

Guidance

The 2008 guidance comprises of five parts: a main 'resource' document, *Improving Performance: A Practical Guide To Police Performance Management*, a separate document of case studies, and three summary versions of the main guide aimed at the force executive, managers and team leaders. A second volume of case studies was published in September 2008. The guide aims to support improved understanding and practice of performance management in policing and has been drawn together from the experience of forces and policing stakeholders over recent years.

Case studies

The case studies illustrate how forces have implemented the principles of effective performance management and show the application of performance management in a range of policing situations. A second volume of case studies was published in September 2008, in conjunction with the ACPO Excellence in Policing Awards 2008. This document highlights several examples of commended work.

Other guidance

Guidance for the executive - a summary of the main guidance for those directly involved in determining the overall strategic direction of the force.

Guidance for managers - a summary of the main guidance for other strategic leaders, for example BCU Commanders, heads of department and potentially members of their senior management teams.

Guidance for team leaders - a summary of the main guidance aimed at those who directly control and supervise a single team.

