

<b>Meeting</b>	<b>SPA Policing Performance Committee</b>
<b>Date</b>	<b>9 December 2021</b>
<b>Location</b>	<b>Video Conference</b>
<b>Title of Paper</b>	<b>Police Scotland Benchmarking Update</b>
<b>Presented By</b>	<b>Tom McMahon, Director of Strategy and Analysis</b>
<b>Recommendation to Members</b>	<b>For Discussion</b>
<b>Appendix Attached</b>	<b>No</b>

**PURPOSE**

The purpose of this briefing paper is to provide an update on benchmarking and to provide clarity and openness on the benchmarking methodology. At the most recent SLWG meeting in September 2021 the following actions have been completed and/or nearing completion:

- develop a purpose for benchmarking (complete)
- develop the benchmarking Tiers (complete)
- identify more qualitative best practice benchmarks (complete, but will remain ongoing to continually seek out best practice benchmarks where available)
- benchmark Your Voice Matters (nearing completion, see appendix three)
- benchmark hate crime qualitative best practice (nearing completion, see appendix three).

The draft benchmark measures will be developed further as part of the Performance Framework 2022/23 refresh. Benchmarking is another method to evidence and answer performance questions and provide valuable insights. Initial benchmarking measures will be reported in 2022/23, with ongoing development of new measures to be included in the 2023/24 Performance Framework to bring benchmarking into business as usual moving forward.

Members are invited to discuss the contents of this paper.

## 1. BACKGROUND

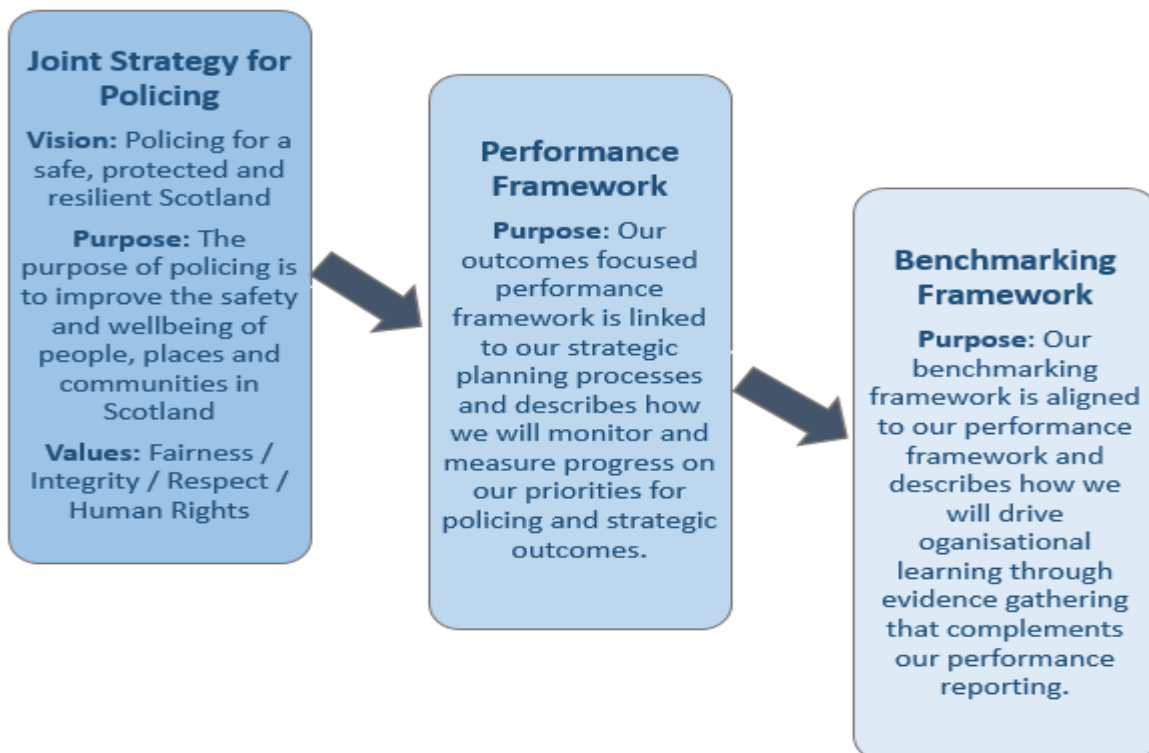
- 1.1 The external Performance Benchmarking Short Life Working Group (SLWG) is chaired by the College of Policing and includes membership from Scottish Police Authority (SPA), Her Majesty's Inspectorate of Constabulary in Scotland (HMICS) and other partners.
- 1.2 The Benchmarking Practitioner Group (BPG) reports to the SLWG on proposed developments for consideration and approval. The most recent SLWG was held on 17<sup>th</sup> September where direction of travel was discussed and approved (as outlined in this paper).

## 2. FURTHER DETAIL ON THE REPORT TOPIC

### Benchmarking Updates and Methodology Overview

#### 2.1 Purpose of Benchmarking

Following discussions of the Performance Benchmarking SLWG in September 2021, the BPG has set out a purpose for the Benchmarking Framework which aligns to the Performance Framework and overarching Joint Strategy for Policing.



Police Scotland's Performance Framework 2021/22<sup>1</sup> highlighted benchmarking as one method (of several) to evidence and answer performance questions. Establishing a benchmarking framework is a key step towards measuring and improving the overall performance of organisations. Benchmarking enables organisations to access and analyse available data related to various metrics.

Producing a benchmarking framework requires the identification of reasonable comparable police forces in order to produce viable and credible benchmarking families. Indicators for this can include similar socio-demographic data and figures.<sup>2</sup> HMICFRS (Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services) publish Value for Money dashboards (VfM) which provide possible comparative data on a range of policing activities. Full and summative VfM profiles are available for each regional police force in England and Wales. Each full profile compares data between individual forces in Most Similar Groups (MSGs), such as force areas that have populations with similar demographics and are therefore more likely to have similar problems. The BPG are currently assessing whether the methodology used to determine the MSGs for forces in E&W could be adopted for Police Scotland.

Whilst acknowledging that benchmarking is a worthwhile tool to identify internal opportunities for improvement, it is also recognised that there is the potential to introduce unintended negative behaviours around comparators with other police forces in the UK and beyond. Therefore, to mitigate these unintended negative behaviours, a number of benchmarking guiding principles have been developed.

## **2.2 Guiding Principles**

The guiding principles of the proposed benchmarking framework are:

- The benchmarking framework is a tool to identify best practice and improvement activity in policing
- The selection of metrics to be benchmarked should be evidence based and robust
- Context must be applied to inform meaningful analysis and insight
- The benchmarking framework will evolve over time (refreshed annually) as new areas of interest are identified
- Use of data for benchmarking purposes must not knowingly create perverse incentives or lead to negative behaviours
- No assumptions will be made on other forces' performance.

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<sup>1</sup> Police Scotland/Scottish Police Authority (2021) Performance Framework 2021/22 (Online) Available: [Police Scotland Performance Framework 2021/22 \(spnet.local\)](#), Last Accessed: 02/11/2021.

<sup>2</sup> Local Government Benchmarking Framework (n.d) How do we compare councils? (Online) Available: <https://www.improvementservice.org.uk/benchmarking/how-do-we-compare-councils>, Last Accessed: 12/10/2021.

## 2.3 Benchmarking Dictionary

The proposed benchmarking dictionary shall be used to input considered benchmarking areas for Police Scotland. This dictionary shall be regularly updated with further benchmarking areas to reflect areas of performance improvement against comparable police forces.

Each proposed benchmarking metric will be assigned to a relevant strategic outcome as defined in Police Scotland's Annual Police Plan. Each proposed benchmarking area shall include the following:

- 1. Metric** - The proposed benchmarking area, e.g. proportion of vehicles that are ULEV (%)
- 2. PEEL** - The relevant area of the Police Effectiveness, Efficiency and Legitimacy programme which this benchmark falls under
- 3. Frequency** - The proposed timeframe which this benchmarking area shall be revisited, e.g. annually
- 4. What does this metric tell us?** - A detailed account of this metric in relation to Police Scotland's internal performance, e.g. Police Scotland's ambition is to be the first emergency service in the UK to have a ULEV fleet
- 5. Aim** - The proposed aim of the benchmarking of respective metrics and the improvement of Police Scotland in relation to the selected PEEL category, e.g. maximise
- 6. Most Similar Groups** - Similar groups / benchmarking families – to assess Police Scotland performance in relation to the proposed benchmarking area
- 7. Hyperlinks to Data** - Included hyperlinks containing data to support the inclusion of benchmarking areas

## 2.4 Benchmark Justification

Adequate data quality for benchmarking may not always be achievable and therefore focus has been on ensuring that any benchmarking data / information is as fit for purpose / comparable as it can be. In order to ascertain how comparable benchmarking measures are, Police Scotland will utilise the six data quality dimensions as defined by Data Management Association (DAMA)<sup>3</sup> put forward in The Government (2020) Data Quality Framework.<sup>4</sup>

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<sup>3</sup> DAMA (2013) The Six Primary Dimensions for Data Quality Assessment: Defining Data Quality Dimensions (Online) Available: [www.damauk.org/RWFilePub.php?&cat=403&dx=2&ob=3&rpn=catviewleafpublic403&id=106193](http://www.damauk.org/RWFilePub.php?&cat=403&dx=2&ob=3&rpn=catviewleafpublic403&id=106193), Last Accessed: 03/09/2021.

<sup>4</sup> The Government (2020) Guidance: Government Data Quality Framework (Online) Available: [The Government Data Quality Framework - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/guidance/government-data-quality-framework), Last Accessed: 03/09/2021.

The six dimensions are:

- 1. Completeness** - All data items are recorded
- 2. Uniqueness** - Unique records have no duplicates
- 3. Timeliness** - The degree to which data represent reality from the required point in time
- 4. Consistency** - Data is consistent, it does not contradict data in another data set
- 5. Validity** - Valid data is stored in a data set in the appropriate format for that type of data
- 6. Accuracy** - The data reflects the 'real world' and is an accurate comparison

To achieve comparability for benchmarking, there will be trade-offs between different dimensions of data quality, depending on the needs and priorities of Police Scotland. Utilising The Government (2020) Data Quality Framework<sup>5</sup>, the BPG must recommend what fit for purpose looks like. These are not set rules that every value must meet, but they should describe what typical good quality looks like. For example the BPG are currently engaging with C3 to identify the most suitable call handling service delivery benchmark measures. Through, using DAMA's six data quality dimensions, these benchmarking measures along with all others will be grouped into tiers.

## **2.5 Benchmark Tiers**

Benchmarking is not a simple yes or no question as there can be compromises between data sets when it comes to comparability. Therefore, the benchmarking measures will be grouped into tiers (see Appendix 1) using the six data quality dimensions as defined by Data Management Association and put forward in The UK Government's (2020) Data Quality Framework.

These tiers will help put the benchmarking measures into better context and will help drive improvement in how Police Scotland develop a benchmarking framework. Importantly, these measures, once given a tier, will not be static. They can be re-assessed at any point in time and Police Scotland will use data in the lower tiers (C and D) to help pinpoint areas of improvement where applicable.

Additionally, Police Scotland will still utilise the benchmarking measures assigned to a lower tier to help drive forward other more appropriate benchmarking measures in that area. For example, the benchmark measure of 'the percentage change from the previous year for assaults on officers/staff' was given the benchmark Tier C, as according to DAMA's framework it was not comparable. However, Police Scotland still made use

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<sup>5</sup> Ibid.

of the data to help drive forward and identify a new qualitative benchmark 'identify repeat victims of assaults on officers / staff' that has been given the Tier A1 status. Therefore, the benchmarking Tiers are not about excluding data / information, they're about identifying the most appropriate benchmarking measures that Police Scotland can gain insights and learning from.

## 2.6 Benchmarking Framework in Action

**Measure:** Assaults against Officers/Staff: Identify Repeat Victims

**Type:** Qualitative Best Practice

**Tier:** A1

**Principle 1:** The benchmarking framework is a tool to drive organisational learning and improvement activity in policing.

A number of Police Forces in England and Wales have developed new IT systems which record assaults on officers and staff with built in triggers to identify repeat victims. Police Scotland aims to replicate this best practice by implementing a trigger that will automatically identify repeat victims and send a care package to them.

**Principle 2:** The selection of metrics to be benchmarked should be evidence based and robust.

Through Police Scotland's engagement with the Op Hampshire peer knowledge group the importance of identifying repeat victims has been extensively discussed.

**Principle 3:** Context must be applied to inform meaningful analysis.

Other Police Forces in the UK have encountered similar issues to Police Scotland with regards to data collection and identifying repeat victims.

**Principle 4:** The benchmarking framework will evolve over time (refreshed annually) as new areas of interest are identified,

Police Scotland will continue to seek and share best practice in relation to assaults on officers/staff.

**Principle 5:** Use of data for benchmarking purposes must not knowingly create perverse incentives or lead to negative behaviours.

Police Scotland used this information to drive learning and improvement as per principle one.

**Principle 6:** No assumptions will be made on other forces' performance.

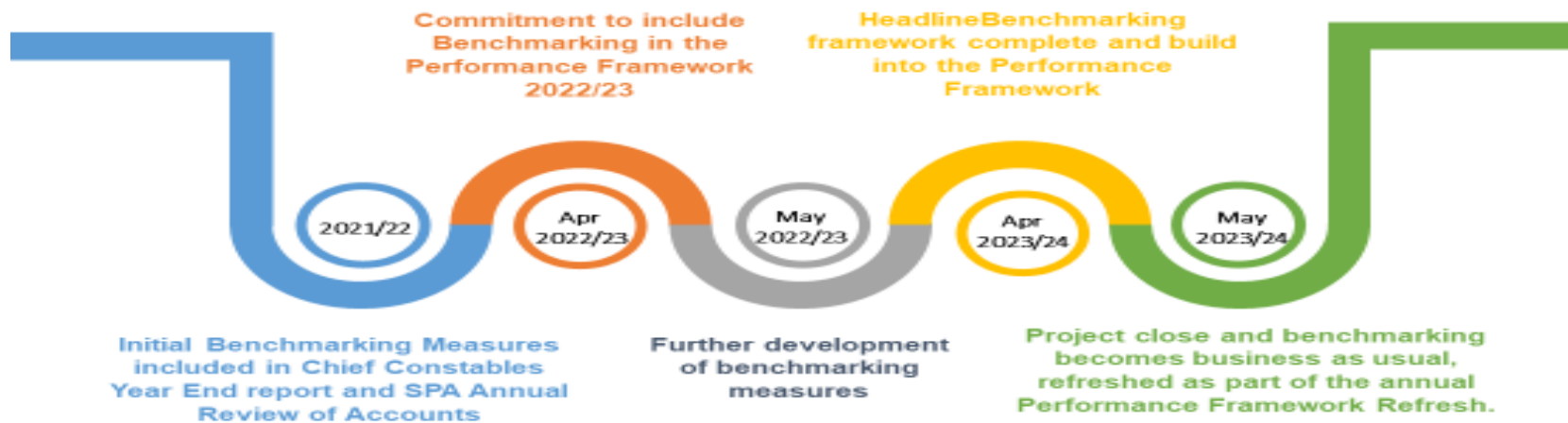
Police Scotland will make no comment on the other forces use of this system.

SPA Policing Performance Committee

Police Scotland Benchmarking Update

9 December 2021

## TIMELINE



### Appendix 1: Tiers

Tier	Explanation	Benchmark Measure Example	Sharing
A1	Data that is deemed of the highest quality and is comparable.  Qualitative Benchmarking (i.e. best practice).	<b>Data</b> - The proportion of vehicles that are ULEV (%)  <b>Qualitative</b> – Identification of repeat victims of assault on officers/staff	External
A2	Data/information that is deemed of a high quality but is not allowed to be shared externally.	<b>Data</b> - Total emissions per square metre (kg of CO2).  Chartered Institute of Public Finance and Accountancy (CIPFA) collate data from subscribed forces in the UK, which cannot be shared externally. <b>However</b> , Police Scotland can still share any insights/learnings gained from the data externally.	Internal – <i>Data/ Information</i>
			External – <i>Insights/ Learnings</i>
B	Data/information that has a couple of differences in comparability and/or small caveats (i.e. missing a division).	<b>Data</b> – Officer/Staff numbers FTE with England and Wales.  Due to the release cycle of the data (Timeliness of the data) in England and Wales differing from Police Scotland this is a Tier B.	External
C	Large differences in comparability and/or data concerns.  However, the data in this Tier can be used to help drive qualitative benchmarking for the subject area.	<b>Data</b> – Number of assaults on officers/staff.  <b>However</b> , the data into Police Assaults drove Police Scotland to ascertain best practice into identifying repeat victims of assaults on officers/staff.	Internal
D	Aspirational data/information, data that does not exist or extremely differing comparability and/or large data concerns.  However, qualitative benchmarking is still valid in the subject area, moving the measure to Tier A.	<b>Crime Data</b> - it has been recognised that benchmarking Police Scotland crime data externally is not feasible due to extremely differing comparability and/or large data concerns.	N/A



**Appendix 2: Currently available benchmarks to be considered for 2022/23 Performance Framework**

Category	PEEL	Benchmark Measure	Suggested Tier	Comments
Estates	Efficiency	Total emissions per square metre (kg of CO2)	Tier A2	<ul style="list-style-type: none"> <li>Police Scotland data is available.</li> <li>Police Scotland are not permitted to publish other forces data externally.</li> <li>CIPFA collate data for an annual report which Police Scotland can use to benchmark internally.</li> <li>Further metrics may be available for internal use.</li> </ul>
	Efficiency	Estates expenditure per square metre	Tier A2	
Public Satisfaction / Confidence	Legitimacy	Based on your overall experience, how satisfied are you with your police service.	TBC	<ul style="list-style-type: none"> <li>Police Scotland data is available</li> <li>Differences in data sets are being explored to ensure that benchmarking between other forces will be meaningful. England and Wales data available until December 2020.</li> </ul>
Your Safety Matters	Efficiency	The % change from the previous year for assaults on officers/staff	Tier C	<ul style="list-style-type: none"> <li>England and Wales data available via Police Workforce Report.</li> <li>Differences in recording practices were considered and meaningful comparisons cannot be made.</li> </ul>
		Identifying repeat victims of assaults on officers/staff	Tier A1	
		Assaults on officers/staff at Public Disorder Events (data entry)		

**Appendix 3: Suggest benchmarks for inclusion – being explored for 2022/23 Performance Framework**

Category	PEEL	Potential benchmark	Suggested Tier	Comments
Fleet	Efficiency	Proportion of vehicles that are ULEV (%)	Tier A1	<ul style="list-style-type: none"> <li>Work is ongoing to establish if Police Scotland data is comparable with other UK forces. The BPG are currently engaging with Fleet to identify the most suitable measures to evidence and answer performance questions.</li> </ul>
Use of Force	Legitimacy	TBC	TBC	<ul style="list-style-type: none"> <li>Police Scotland data is available. Differences in recording practices will be considered to determine whether any meaningful comparisons can be made.</li> <li>Qualitative Best Practice Measures being explored.</li> </ul>
Your Voice Matters	Legitimacy	Multiple Measures	TBC	<ul style="list-style-type: none"> <li>Currently exploring the most suitable benchmarking measures from Police Scotland's Your Voice Matters and the National Wellbeing Survey in England and Wales, both conducted by Durham University, using the same methodology. However, not all measures/questions are the same.</li> </ul>
Hate Crime	Efficiency	Qualitative Best Practice	A1	<ul style="list-style-type: none"> <li>Police Scotland are engaging with business areas around identifying the best possible qualitative best practice measures to help evidence and answer performance questions relating to Hate Crime.</li> </ul>

**Appendix 4: Future Opportunities for Benchmarking – further development work**

Category	PEEL	Examples of potential benchmarks
Finance	Efficiency	<ul style="list-style-type: none"> <li>• Expenditure on policing per head of population</li> <li>• Spend % of total budget spent on salaries (police officers and staff)</li> <li>• Procurement information.</li> </ul>
Service Delivery	Efficiency / Effectiveness	<ul style="list-style-type: none"> <li>• Call handling data – including average call handling times / calls answered / calls abandoned etc. PSNI have call handling/incident data available for the year 2020, via open source.</li> <li>• Incident data - including incidents per 10k population.</li> <li>• Once Benchmarking families are established Police Scotland can examine this measure with other forces/services.</li> <li>• Service Delivery benchmarks are perhaps the most challenging to benchmark without making comments on other forces/services performances and inadvertently making negative behaviours. Resulting in breaking the benchmarking principles set-out in this paper, these principles are important as Police Scotland is benchmarking alone. Therefore the BPG are not only trying to identify the most suitable measures, but how to evidence and answer performance questions while abiding by the benchmarking principles.</li> </ul>
People and Development / Equality and Diversity	Legitimacy	<ul style="list-style-type: none"> <li>• Number of police officers/staff and staff FTE per 100,000 population. PSNI officer/staff FTE officer numbers are updated monthly and can be used to benchmark. England and Wales data is available but issues with the timeliness of the dataset.</li> <li>• Ethnicity of police officers</li> </ul>
Operational Support	Specially Trainer Officers (Conductive Energy Devices)	<ul style="list-style-type: none"> <li>• Police Scotland are currently exploring a the most suitable benchmark measures to evidence and answer performance questions relating to Conductive Energy Devices</li> </ul>

**3. FINANCIAL IMPLICATIONS**

3.1 There are no financial implications in this report.

**4. PERSONNEL IMPLICATIONS**

4.1 There are no personnel implications in this report.

**5. LEGAL IMPLICATIONS**

5.1 There are no legal implications in this report.

**6. REPUTATIONAL IMPLICATIONS**

6.1 There are no legal implications in this report.

**7. SOCIAL IMPLICATIONS**

7.1 There are no social implications in this report.

**8. COMMUNITY IMPACT**

8.1 There are no community implications associated with this report.

**9. EQUALITIES IMPLICATIONS**

9.1 Equality data is provided where appropriate and available.

**10. ENVIRONMENT IMPLICATIONS**

10.1 There are no environmental implications associated with this report.

**RECOMMENDATIONS**

Members are invited to discuss the content of this paper.