

Meeting	SPA Policing Performance Committee
Date	1 September 2021
Location	Video Conference
Title of Paper	Police Scotland Benchmarking Update
Presented By	Tom McMahon, Director of Strategy and Analysis
Recommendation to Members	For Discussion
Appendix Attached	Appendix A – Building a Benchmarking Framework

PURPOSE

The purpose of this briefing paper is to provide the Policing Performance Committee with an update on the work of the Benchmarking Practitioner Group in introducing an External Benchmarking Framework that promotes best value and continuous improvement in Scottish policing.

Members are invited to discuss the contents of this report.

1. BACKGROUND

1.1 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. At the SLWG meeting in December 2020, it was agreed that a Benchmarking Practitioner Group (BPG) would be established. The BPG is chaired by Police Scotland and has representation from the SPA. At the first meeting of the BPG in January 2021, the following two aims were agreed:

1. Introduction to Benchmarking: A small number of benchmarking metrics to be developed and reported in the 2021/22 SPA Annual Report and Accounts.
2. Development of a Benchmarking Framework: The introductory benchmarking metrics will form the basis of a Benchmarking Framework launching on 01 April 2022, coinciding with the 2022/23 Performance Framework.

2. PROGRESS

2.1 A number of benchmarking opportunities have been identified and explored.

2.2 Fleet

Engagement with the fleet department is ongoing. The department are in the early stages of working with other police forces in the UK, looking at figures for Ultra Low Emission Vehicles (ULEV). As the work is ongoing, data is not yet available. Engagement will continue once the data is available to establish if ULEV data can be used in the benchmarking framework going forward.

At present, the proportion of vehicles that are ULEV (%) is a metric identified for inclusion in the benchmarking framework. Additional measures outlined in the Police Scotland Fleet Strategy, which compare figures from 2019 to targets for 2030, will be considered for external benchmarking against other UK forces.

2.3 Environmental

The Environment Strategy has been reviewed for potential benchmarking opportunities. This strategy mainly defers to metrics in both the fleet and estates strategies. Any comparison shown is

against previous year internal figures, highlighting percentage changes or progress towards nationally set targets.

2.4 **Estates**

Estates department, Police Scotland, subscribe to Chartered Institute of Public Finance and Accountancy (CIPFA). CIPFA collate data from those forces in the UK who subscribe, and in turn these forces receive both an internal and inter-force benchmarking report on an annual basis. The inter-force report, and accompanying interactive excel tool, enables a high-level comparison between Police Scotland and 30 police forces who are part of the National Police Estate Group (NPEG). The annual reports are published in October each year. The data collected concerned forces' space usage, expenditure, income, energy consumption and waste generation.

The BPG have reached out to CIPFA and the NPEG around the legalities of Police Scotland using data from their annual report in our benchmarking framework. The co-ordinator for the NPEG has agreed that Police Scotland can use two metrics identified from their report. However, this is not for external publication and can only be shared with the Scottish Police Authority in a closed session. These two metrics are:

- Total emissions per square metre (kg of CO₂) – not for external publication
- Estates expenditure per square metre – not for external publication

2.5 **Your Safety Matters**

The National Police Chiefs Council (NPCC) were contacted about UK wide benchmarking around assaults on officers/staff. The NPCC has not yet commenced this work and there is a six month estimated lead time for the collation of the data and subsequent creation of a PowerBI dashboard.

The data Police Scotland holds for assaults covers officers and staff, whereas data in England and Wales is for officers only (except when a member of staff is assisting an officer in their duty). This could possibly be mitigated for benchmarking purposes in the future

through the new Police Scotland crime system (allowing Police Scotland to differentiate between assaults on officers and staff). Your Safety Matters has made a commitment to reduce assaults/improve safety of both officers and staff in Scotland, so removing staff from the benchmarking data seems to go against some of the core principles of the group.

Although work around this area is ongoing, there are other benchmarking challenges to consider, for example:

- Police Scotland are double crewed, England and Wales single crewed.
- Police Scotland can differentiate between common and serious assaults, while England and Wales can differentiate between assaults that resulted in injury or no injury.
- Reporting practices – Police Scotland has put a lot of emphasis on improving the reporting of assaults on Crime systems and Health and Safety. It seems unlikely that all forces in England and Wales would have put the same resource into improved reporting that Police Scotland have.

2.6 **Use of Force**

Use of force figures are widely published by police forces in England and Wales.

Police Scotland record a use of force form **per incident**, meaning that one completed use of force form can have multiple subjects, officers, tactics, techniques etc. involved.

Forces in England and Wales ask each **officer** involved in an incident to complete a separate use of force form, meaning there can be multiple forms for **one incident**. The number of incidents does not tell us how many individual people experienced police use of force, but rather how many times force was recorded by police officers. For example, in a situation where three police officers restrained one individual on the ground, and one of those officers then handcuffed the individual, there would be three separate use of force reports submitted (one by each officer) in England and Wales. These would be counted in this release as three 'incidents'. All three reports would include the details of the incident (location, for example) and the person's details (as perceived by the reporting

officer). The report would also include the tactics the reporting officers used (i.e. two reports would list ground restraint only, and one report would list both ground restraint and handcuffing).

These differences present some challenges to using the data for benchmarking purposes. Work is ongoing with the Officer Safety Training department to identify any areas where this is possible.

2.7 Training – Specially Trained Officers

Police Scotland has confirmed plans to uplift the number of Specially Trained Officers (STOs) to the SPA and work is ongoing to engage with key partners and stakeholders. The proposal is to increase the number of STOs by 500 officers per year, for the next three years. At present, Police Scotland has approximately 520 STOs, which equates to just two per cent of our officer establishment. Our uplift proposals will take this to approximately 12 per cent. Work is being progressed with Operational Support Division to look at benchmarking this against other comparable forces in England and Wales.

2.8 Public Confidence

Overall satisfaction is recorded on a monthly basis as part of our User Experience survey. As members of a User Insight Practitioner Group led by West Yorkshire Police, Police Scotland are able to compare our overall satisfaction against the figures provided by a large number of forces in England, Wales and Northern Ireland. Engagement with the Group may also provide the opportunity to identify other measures that are potentially comparable.

There are however a variety of factors that would need to be considered when comparing overall satisfaction from surveys carried out by other forces, such as:

- Does the survey include both crime and non-crime incidents like ours?
- Is the survey victim based only or do they include witnesses, reporters etc. like ours?
- Does the survey include a range of incident types similar to ours? (It is noted some surveys carried out are dedicated to a specific crime type).
- Have respondents engaged with the Police prior to completing the survey like ours?

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- What methodology was used to complete the survey? (Telephone survey or online form, internal or external).
- What was the sample size and was it statistically representative to compare to ours?

In addition, Confidence in Local Policing is recorded as part of our Your Police survey. This is currently benchmarked against similar questions asked in the Scottish Crime & Justice survey and there is potential to also compare against responses in the Crime Survey for England and Wales.

2.9 **Proposed Metrics**

At present we have identified the following metrics that can be progressed for inclusion in the benchmarking framework:

- Proportion of vehicles that are ULEV (%)
- Total emissions per square meter (kg of CO₂) – not for external publication
- Estates expenditure per square metre – not for external publication
- Public Confidence

2.10 **NEXT STEPS**

- Continue to engage internally and create a working draft in terms of benchmarking metrics including reviewing those proposed by SPA.
- Consider where potential benchmarking metrics sit within SPA draft benchmarking families.
- Research existing data sets to inform potential metrics e.g. Euro Social Survey Home Office data, International Association of Police Chiefs benchmarking portal and similar.

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 contents of this report.

APPENDIX A: Building a Benchmarking Framework (BF)

Key:

	Not to be included in BF
	Actively being explored – potential to include in BF
	To be included in BF

Category	PEEL	Potential benchmark	Police Scotland data available	Other Forces data available	Known issues / Comments	RAG Status
Fleet	Efficiency	Proportion of vehicles that are ULEV (%) (TBC)	Yes	Not known	Work is ongoing with other police forces in the UK to establish if comparable data is available.	
Estates	Efficiency	Total emissions per square metre (kg of CO2)	Yes	Yes	Police Scotland are not permitted to publish other forces data. Discussions are ongoing regarding alternative reporting solutions.	
	Efficiency	Estates expenditure per square metre	Yes	Yes		
Public Satisfaction / Confidence	Legitimacy	To be confirmed	Yes	Yes	Differences in data sets are being explored to ensure that meaningful comparisons between forces can be made.	
Your Safety Matters	Efficiency	% of Police Officers/Staff that are victim of assault	Yes	Yes	Liaison with the NPCC is ongoing regarding the availability of UK-wide data. Differences in recording practices will be considered to determine whether any meaningful comparisons can be made.	
Use of Force	Legitimacy	To be confirmed	Yes	Yes	Work is being progressed to determine whether Police Scotland data is comparable with England and Wales Use of Force data	
Training	Efficiency / Effectiveness	% of Police Officer establishment that are Specially Trained Officers (STOs)	Yes	Not known	Work is being progressed to determine whether comparable data is available.	

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