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# MEASURING POLICE PERFORMANCE

## International Experiences

Isabelle Lelandais  
Analyst and Project Officer

In collaboration with  
Julie Bodson  
Analyst

October 2007

*Original version of paper written in French*





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# **MEASURING POLICE PERFORMANCE**

## **INTERNATIONAL EXPERIENCE**

*Preliminary comment: This document relates solely to the police as a public institution exercising a public safety role. It does not relate to private police forces, companies that enter into agreements with the police, or even private services provided by the police in exchange for remuneration from private companies.*

### **Introduction: The Context: Measuring Police Performance**

Measuring the performance of the public sector is increasingly important in a number of countries and, as a result, has become a recurrent preoccupation in police circles. In recent years, a more financial approach to public management has emerged.

This approach has two dimensions: a political dimension that consists of ensuring that the benefits provided by services and regulations are proportional to their cost; and an organisational dimension where selection of the specific types of the interventions is based on the organisation and effectiveness of public services. Police services, as well as other agents in the justice system and governments, are searching for a police model that is financially affordable, accountable, sustainable, and compliant with ethical standards. Also, the application of business management principles to government services is the context in which police performance is measured, and is linked to the emergence of new types of police responsibilities and interventions.

The introduction of business management principles into government services has resulted in new legislation that relates to all or some of these services, such as New Zealand's State Sector Act of 1988, the 2001 Organic Law for Finance Laws (LOLF) \* in France, or to the the police in particular, such as the United Kingdom's Local Government Act of 1999.

In Australia, the introduction of these principles is exemplified by the creation of a national mechanism to evaluate the quality of local and federal government services, introduced in the six states and two territories in 2003 by the Prime Minister and heads of government. Using objectives and indicators\*, the services offered by each state have been evaluated and compared according to the type of activity.

At the same time, new types of police intervention have emerged to meet current expectations of the police which require them to be more responsive to the community and prevent crime in a proactive manner. This relates to two models in particular: problem-oriented policing\* and community policing\*.

The advent of information communication technologies (ICTs) and computers in particular has also resulted in significant changes to police crime recording practices. The *Compstat*\* method, which at times draws on *knowledge-based policing*\*<sup>1</sup>, is a good illustration of this.

Nowadays, police services are expected to be able to justify, demonstrate and assess not only their activities, but also the impact of these activities on crime reduction and on attaining “high performance” (New Zealand) or even “police excellence” (Belgium). Different methods, procedures and indicators have been used to achieve these objectives in the countries and police services under review.

This review of international experience on measuring police performance focuses on methods used in nine cities, provinces and countries. Some police services evaluate the effectiveness\* of their activities on a local level (i.e. in each *district*). In this case, their analysis compares the results achieved with the initial objectives of the programme.

The concerns and demands of the community and the particular crime-related problems in their geographical area are taken into account when determining specific objectives. The effectiveness of the police service is measured by the link between action taken and results obtained (eg. number of arrests, clearance rates, an increase in perception of safety among citizens). **Operational performance** is also mentioned, since the aim is to satisfy residents by responding to local neighbourhood priorities

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<sup>1</sup> Definitions for terms followed by an asterisk are provided in the glossary.



In some countries there is an increased focus on the **performance of the institution** as a whole, by evaluating the efficiency\* of the organisation. Where effectiveness draws a connection between objectives and results obtained, efficiency measures the resources dedicated to achieving results. It provides accountability in terms of assessing how the use of resources (eg. human, information, and financial) compare to the results obtained. In this case, we are concerned about organisational performance.

This distinction is pointed out for each country experience and is presented according to geographical area.

The different police organisations are presented as follows:

#### **NORTH AMERICA**

New York	<i>Compstat</i>
Chicago	Ongoing Evaluation of the Community Alternative Policing Strategy (CAPS)
Quebec	Public Administration Act

#### **SOUTH AMERICA**

Chile	Table of Indicators
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#### **Europe**

England and Wales	Best Value and Performance Assessment Framework
Belgium	Strategic Seminar and Discussion Table
France	Organic Law for Finance Laws (LOLF) of 2001

#### **OCEANIA**

Australia	Federal procedure and adaptation of the <i>Compstat</i> method in some states.
New Zealand	Adaptation of the <i>Compstat</i> method

Given the scope of this topic and the number of studies devoted to measuring police performance, this paper begins by describing the police service, before examining each one individually. The paper describes the method used by the police in evaluating their performance in terms of effectiveness and/or efficiency, and discusses the limitations of these methods. For example, the tools for measurement that police organisations use may not always be comparable or applicable to all police services and the variables they select may also depend on other factors that are independent to the organisation.

Also, this paper does not address recent initiatives such as the Altus programme, an alliance of six non-governmental organisations that has organised the Police Stations Visitors Week worldwide since 2006.

The aim of this ALTUS initiative is to evaluate the quality of service provided from five perspectives: response to the public, material conditions, equality of treatment, transparency and responsibility, and detention conditions.<sup>2</sup> While this initiative does not offer a substitute for evaluations conducted by or for police services, it can add qualitative elements to these evaluations and help open police institutions up to the community.

This review provides a summary of different methods used on the basis of an almost universal question: How to measure the ability of the police to meet the diverse demands and expectations of citizens, leaders, and the police themselves through their activities?

It is important to mention that several countries have based their approach on the *Compstat* method. It is not a question of giving this method greater prominence over others, however, *Compstat* has won over a number of police organisations and as a result, its use has become more widespread. An interesting part of this work includes presenting examples that demonstrate how *Compstat* is adapted by different countries, rather than replicated as is.

Several strategies have been implemented to measure police performance and this has led to the development of diverse methodologies.

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<sup>2</sup> Altus Global Alliance, *Police Station Visitors Week, Global Report 2006. 2007*, 64 p.

The report begins with a brief description of the police service examined to allow for a comparative analysis of these services, and then describes their evaluation policy and practice. It is important to note the different problems encountered when attempting to measure the effectiveness of police performance.

# 1. New York and the Compstat system

## 1.1 Police in New York City

### New York City Police Department

NEW YORK	
<i>Area</i>	1 214 km2 (2006)
<i>Population</i>	8 214 426 (2006)
<i>Jurisdiction</i>	City of New York
<i>Territorial division</i>	5 boroughs (boundaries amended to form 8 patrols) 123 precincts *
<i>Personnel</i>	37 000 police officers (2006)
<i>Number of police per 1 000 inhabitants</i>	4.5 police per 1 000 inhabitants (2006)
<i>Missions and services as mentioned on the New York Police Department website</i>	<ul style="list-style-type: none"><li>- Maintain order</li><li>- Reduce fear and ensure a safe environment by protecting people and property</li><li>- Fight crime (prevention and repression)</li></ul>

**Sources:**

<http://www.census.gov/> (consulted 12 September 2007)

<http://www.nyc.gov/html/nypd/html/home/home.shtml> (consulted 12 September 2007)

**Method for calculating the number of police per resident:**

Number of police (New York City / [total number of inhabitants (New York City) × 1000]

**Police-citizen ratio for New York City in 2006<sup>3</sup>:**

[Number of police in New York City (37 000) × 1000] ÷ Total number of inhabitants in New York City (8 214 426) = 4.5.

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<sup>3</sup> As the data for police and total population figures for 2007 were not available at the time of writing, the ratio was calculated on the data available in 2006.

## 1.2 Evaluation Policy and Practice

In 1994, at the instigation of Police Chief William Bratton, the New York Police Department changed its management system. The police aimed to instill a philosophy of interactive management and give a more prominent role to commissioners working at the precinct level, which it considered to be in a better position to make operating decisions. This **increase in flexibility** was accompanied by an increase in **accountability** by introducing mandatory weekly crime control strategy meetings and Compstat meetings, with support from a computerised crime recording system, *Compstat (Computerized Statistics)*.

**The New York Police Department has not only created and implemented a mere procedure for measuring police performance; it has also created a tool to analyze the management of police activities.**

For each service, the computerised system records the number of complaints, crimes and arrests, interesting facts, procedures, and police activities for the week in question. This data is further enriched with time and space information and analysed, usually using crime mapping techniques, and compared to data for the same period the previous year. Following this procedure the services are given a rating. This updated data can be accessed on the New York Police Department website.<sup>4</sup>

The department responsible for *Compstat* also prepares the 'Commanders Profile Reports' which contains the Commander's curriculum vitae, and various notes on how they led or performed the service they are responsible for and how these services are managed. These reports are then used as a tool to motivate the commanders.

The data is gathered for use at the weekly 3-hour meetings, where each commander may be called to present the data and explain the position of their respective police service in a discrete setting, and present new trends in their precincts.

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<sup>4</sup> <http://www.nyc.gov/html/nypd/html/pct/cspdf.htm> (consulted 12 September 2007)  
<http://www.census.gov/> (consulted 12 September 2007)

These meetings can provide an opportunity to discuss the allocation of resources as a result of these trends, and can work to immediately redistribute existing resources, and can reduce traditional administrative complexities. Furthermore, commanders are expected to demonstrate in depth knowledge of crime and quality of life issues in their territory, and discuss how they are developing innovative and flexible responses.

These commanders' meetings are preceded by weekly local patrol meetings and followed by weekly meetings between the commissioner and the mayor of New York. All of these meetings result in written reports.

The police are aware of the profound changes associated with this procedure, and the need to constantly adapt.

The *Compstat* system is a model for a number of cities in the USA, most cities in Australia, and the Police Service in New Zealand.

### 1.3 Strengths Observed and Challenges Encountered

While New York has seen a decline in crime since 1990, there is no consensus among analysts on the reasons for this exceptional decrease, which was greater than that recorded in the rest of the country, and occurred before the election of Rudolf Giuliani as Mayor of New York. Despite this, Giuliani's "zero tolerance" approach is generally credited for reducing crime during this period. Authorities believe the decline in crime rates can be explained by a combination of this approach and the use of *Compstat*

The *Compstat* method is often criticised for **focusing on quantitative indicators** of crime at the expense of more qualitative indicators. According to Policing Scholar, Dennis P. Rosenbaum, contrary to their most oft-stated aim, information systems favour almost military-style bureaucracy, not decentralisation in decision-making.<sup>5</sup>

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<sup>5</sup> Dennis P. Rosenbaum, "Community Policing and Web-Based Communication: Addressing the New Information Imperative", in Fridell, Lorie A. and Mary Ann Wycoff (Eds.) *Community Policing, The past, present and future*, Washington, DC: Police Executive Research Forum, 2004, 238 p.

For some observers, *Compstat* has been given too much credit for its role in reducing crime.<sup>6</sup> Since crime had already begun to fall prior to the implementation of this system, and had indeed been decreasing throughout the United States, it cannot be determined that the reduction in crime is the result of this procedure alone. Similarly, the absence of uniform indicators, makes it difficult to assess the impact of *Compstat*.

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- New York Police Department website [www.nyc.gov/html/nypd](http://www.nyc.gov/html/nypd) (consulted 12 September 2007)

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<sup>6</sup> Richard Rosenfeld, Robert Fornango, Eric Baumer (2005) "Did CEASEFIRE, COMPSTAT, and EXILE reduce Homicide?" *Criminology & Public Policy* 4 (3), 419–449.

## 2. Chicago and the Chicago Alternative Policing Strategy

### 2.1 Police in Chicago

#### Chicago Police Department<sup>7</sup>

CHICAGO	
<i>Area</i>	600 km <sup>2</sup> (2006)
<i>Population</i>	2 842 753 (2005) 2 833 321 (2006)
<i>Jurisdiction</i>	City of Chicago
<i>Territorial division</i>	25 districts patrolled by 281 police units ( <i>beats</i> )
<i>Personnel</i>	15 533, of whom 13 323 are police (2005)
<i>Number of police per 1 000 inhabitants</i>	4.7 police per 1 000 inhabitants (2005)
<i>Missions and services as mentioned on the Chicago Police website</i>	<ul style="list-style-type: none"><li>▪ Protection of people, property and individual rights</li><li>▪ Maintain order and the rule of law.</li></ul>

#### Sources:

[http://egov.cityofchicago.org/webportal/COCWebPortal/COC\\_EDITORIAL/2005AR.Final.pdf](http://egov.cityofchicago.org/webportal/COCWebPortal/COC_EDITORIAL/2005AR.Final.pdf) (consulted 12 September 2007)

<http://www.census.gov/> (consulted 12 September 2007)

### 2.2 Evaluation Policy and Practice

In 1993, the city of Chicago introduced a community policing programme called the *Chicago Alternative Policing Strategy* (CAPS). Based on the principle of *problem solving*,<sup>8</sup> the programme was first introduced on a trial basis in 5 police districts, before being implemented in the rest of the city. CAPS is characterised by monthly local meetings between the police and residents known as *beat meetings*. The purpose of these meetings is to enable the police and residents to exchange information about the neighbourhood, identify problems relating to crime and disorder, and develop strategies to respond effectively to these challenges.

<sup>7</sup> Sources: The Chicago Police website [www.chicagopolice.org](http://www.chicagopolice.org), the city of Chicago website <http://egov.cityofchicago.org>, Police Department, *Annual report 2005: Year in review*, 51 p [http://egov.cityofchicago.org/webportal/COCWebPortal/COC\\_EDITORIAL/2005AR.Final.pdf](http://egov.cityofchicago.org/webportal/COCWebPortal/COC_EDITORIAL/2005AR.Final.pdf) (consulted 12 September 2007).

<sup>8</sup> Although the concepts of *community policing* and *problem solving* are sometimes considered to be very different, and, at times even incompatible.



In 2000, without renouncing this programme, the police adopted a new management policy similar to Compstat. They effectively gave districts the responsibility for identifying local priorities; implementing appropriate strategies; and using statistical and geographical computerised information systems for accountability.

What is of particular interest is that a team of researchers, led by Wesley G. Skogan, were involved **from the planning phase** of the programme. The trial phase was evaluated according to the quasi-experimental method, using a telephone survey in the area where the initiative was implemented as well as in reference areas not intended to be the object of experimentation. The programme did not stipulate a particular objective, working on the premise that problems differ from one district to another. Therefore, the evaluators conducted their evaluation based on the problems identified as perceived as the most serious by the residents themselves.<sup>9</sup>

Following the extension of the programme, the evaluation, supported by public funds, took place and no fewer than ten reports were published from 1993 to 2004. This evaluation focussed on:

- The engagement of the public;
- Public confidence in the police;
- trends on crime and fear of crime, including an analysis of the factors that can account for the drop in crime;
- Neighbourhood problems and the engagement of residents in problem-solving\*;
- In 2004, particular attention was paid to the Latin American community, which had similar characteristics of victimisation as African Americans, and high levels of fear of crime. This group was dramatically underrepresented in the CAPS programme, in particular at beat meetings. The evaluation shows that this underrepresentation is to a large extent due to the language barrier experienced. The tenth report contains recommendations to increase the engagement of members of the Latin American community in CAPS.

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<sup>9</sup> Wesley G. Skogan, "Evaluating Community Policing in Chicago," in Kent R. Kerley (ed.) *Policing and Program Evaluation*, Upper Saddle River, NJ: Prentice Hall, 2005, pp. 27-41

The evaluation group used:

- **Annual surveys**, conducted either at the respondents' homes or in person at beat meetings, of people involved to varying degrees in the program as well as those who were not at all involved;
- **Consultations with police**;
- A table for **evaluating the quality of beat meetings**, including the level of resident participation, the scheduling of these meetings, procedures, the number of residents and police who return, etc.
- **Crime** figures
- **Socio-economic trends** in the areas concerned.

### 2.3 Strengths Observed and Challenges Encountered

The Chicago Community Policing Evaluation Consortium, coordinated by the Institute for Policy Research, Northwestern University, conducted the CAPS evaluation and made special mention of the cooperation of the Chicago Police Department, which granted the consortium access to its documents, meetings and personnel.

The Chicago experiment appeared to bring together the ideal conditions for an evaluation: funding for a team of researchers, the presence of this team from the beginning of the project, and support from the police service. This is not always feasible among police services and the situation is not always easy to achieve.

The evaluation conducted in Chicago was based on the principles of the quasi-experimental approach. The police department wanted to be able to use the results of the evaluation to make rapid adjustments to the programme. The team of researchers had to strike a balance between the demands of the research, the objective of the research which was constantly evolving, and the needs of the police department for useful information. They only gave their opinion once they considered the results to be reliable, preferring opinions whose effects would be felt over the medium- or long-term rather than in the short-term.<sup>10</sup>

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<sup>10</sup> Wesley G. Skogan, Susan M. Harnett, *Community Policing, Chicago Style*, Oxford University Press, 1997, 258 pages, p.18.

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- Chicago Community Policing Evaluation Consortium, *Community Policing in Chicago, Year Ten, An evaluation of Chicago's Alternative Policing Strategy*, April 2004.

### **3. The Public Administration Act in Quebec**

#### 3.1 Police Services in Quebec<sup>11</sup>

The Canadian police system is a decentralised structure, spread across all three levels of government. The three main police forces, which we will present below, have very specific geographic jurisdictions, but there can be overlap in their respective areas of jurisdictional responsibilities. Their missions, however, are different.

Public Safety Canada is responsible for the three national police services: the Royal Canadian Mounted Police (RCMP), the Criminal Intelligence Service Canada (CISC) and the Canada Border Services Agency. In Canada, the federal police, the RCMP, is responsible for the jurisdiction of the federal government.

#### **In Canada**

The **RCMP** is the most important federal police service; its responsibilities and missions are set out in the *Royal Canadian Mounted Police Act*. It is responsible for the prevention and repression of violations of federal laws and the protection of federal government infrastructure, both in Canada and overseas. It is important to note that the RCMP can also offer its services on a contractual basis to those provinces and municipalities that request them.

The RCMP also performs the functions of a provincial police force in all Canadian provinces and territories, with the exception of Ontario and Quebec which have their own police forces. The RCMP also has units that act as local police in 192 municipalities.

Provincial police are responsible for enforcing the Canadian Criminal Code as well as provincial laws in regions not served by a municipal police force, such as some rural regions and small municipalities.

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<sup>11</sup>□ Benoît Dupont Benoît, Émile Pérez, *Les Polices au Québec*, Presses Universitaires de France, 2006, 127 p.

Canada has 217 municipal police services, of which 77 are in Quebec.<sup>12</sup> These services are responsible for enforcing the Criminal Code, provincial laws, and municipal regulations and by-laws.

Provinces and territories	Number of police (2006)	Population (2006)	Number of police per 1 000 inhabitants (2006)
Newfoundland and Labrador	799	505 469	1.6
Prince Edward I.	220	135 851	1.6
Novia Scotia	1 667	913 462	1.8
New Brunswick	1 291	729 997	1.8
<b>Quebec</b>	<b>15 096</b>	<b>7 546 131</b>	<b>2</b>
Ontario	23 759	12 160 282	2
Manitoba	2 313	1 148 401	2
Saskatchewan	2 030	968 157	2
Alberta	5 604	3 290 350	1.7
British Columbia	7 678	4 113 487	1.9
Yukon	116	30 372	3.8
Northwest Territories	171	41 464	4.1
Nunavut	122	29 474	4.1
<b>CANADA</b>	<b>62 458</b>	<b>31 612 897</b>	<b>2</b>

Source:

<http://www.statcan.ca/>(consulted 12 September 2007)

### **Quebec**

The objective of the Police Act, which was amended on June 21 2001, is to establish the respective competencies of the provincial police and municipal police services. To this end, it has established six levels of police service as a function of the number of inhabitants in the territory to be served, and specifies the additional role of the Sûreté du Québec, as well as its national mission.

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<sup>12</sup>This figure includes all types of police force, including autochthonous police forces.

<b>SÛRETÉ DU QUÉBEC</b>	
<i>Jurisdiction</i>	Territory of Quebec + 1 140 cities, municipalities and territories as per service agreement.
<i>Territorial division</i>	<b>Local:</b> 118 police stations <b>Regional:</b> 10 districts <b>Provincial:</b> General headquarters
<i>Personnel</i>	6 880, of whom 5 187 are police
<i>Number of police per 1 000 inhabitants</i>	0.72 police per 1 000 inhabitants
<i>Missions as specified by the Ministry for Public Safety</i>	<ul style="list-style-type: none"> <li>▪ Maintain peace, order and public safety</li> <li>▪ Prevent and repress crime</li> </ul>
<i>Services</i>	<ul style="list-style-type: none"> <li>▪ Level 6 of policing (for example, road safety, response to requests for assistance from citizens), surveys, emergency measures, support service (judiciary, scientific and technical police)</li> </ul>

**Source:**

[www.msp.gouv.qc.ca/](http://www.msp.gouv.qc.ca/) (consulted 12 September 2007)

### 3.2 Evaluation Policy and Practice of the Sûreté du Québec

The Public Administration Act of 2000 renders results-based management compulsory and requires a measurement of the impacts of police intervention. This act provides for the drafting of a Declaration of Services to Citizens, a Strategic Plan, and an Annual Management Plan that provides an account of results associated with the objectives specified in these three documents, as well as operating results. At present, the Sûreté du Québec is preparing its third strategic plan. This document allows for going beyond preparing standard activity reports with operating statistics, to implementing a performance evaluation plan.

What is new about the latter strategic plan is the improvement in the indicators, which previously had little focus on citizens and only provided an account of internal procedures (such as the number of officials given training).

Two types of indicators are used by the Sûreté du Québec:

- Strategic: Measuring the impact of activities.  
eg. effort to gauge public opinion (satisfaction rate, sense of safety, visibility).
- Operational: Measurement of police production (these indicators are developed in annual action plans).  
eg. volume of service calls, response time (not yet available).

In 2002, a supporting document was published for information purposes for Public Safety Committee Members to assist them in the preparation of performance criteria for the Sûreté du Québec. Under the Police Act, responsibility for establishing these indicators lies with the Public Safety Committees within Regional Council Municipalities (RCM).<sup>13</sup>

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<sup>13</sup> The Police Act, article 78.4: [The CSP] "prepares criteria for evaluating the performance of the Sûreté as part of the entente and, in the event that it considers such action appropriate, will inform the director of the view of citizens of the service they receive from the police". The Police Act (TL.R.Q.TT, c. P-13.1) of 2000 was amended by the Act Concerning the Organization of Police Services (TL.Q.T 2001, c. 19) of 2001.

The document does not describe a particular methodology for evaluating performance, but rather describes the particular objectives of the Sûreté du Québec, which for the most part refers to community policing.

The document states that procedures must be developed in relation to the areas of action, including objectives, and resources allocated. Finally, it suggests evaluation criteria for the areas listed above. However, Public Safety Committees, are not required to use these indicators or to formally evaluate police stations, and as a result the document is rarely used.

There are other documents that assist in police accountability which are not necessarily public, such as the information collected for the *Conseil du Trésor* in compliance with the Public Administration Act, the questionnaire on police activities collected by the Ministry of Public Safety, or the hearings done upon request by the Committee on Public Administration.

The Sûreté du Québec is currently developing an approach known as Ongoing Improvement to Quality Services (OIQS), which is not designed exclusively for the police but all types of organisations. The tool QUALMètre, includes a focus on the environment of the organisation. It views the organisation as a system in which leadership, strategic planning, attention to clients, attention to human resources, process management, and the results are all interconnected. This system is based on information management and analysis.<sup>14</sup>

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<sup>14</sup>: See the Mouvement Québécois de la Qualité website [www.qualite.qc.ca](http://www.qualite.qc.ca) (consulted 13 September 2007)



### 3.3 Strengths Observed and Challenges Encountered by the Sûreté du Québec

It is important to note that the Sûreté du Québec (SQ) are in the process of developing a number of measures:

Due to their nature, **strategic indicators** are still difficult to identify.

- To conduct the survey, the **criteria used for the sample inventory** led to the implementation of a somewhat demanding procedure<sup>15</sup> that could have an impact on the margin of error. The SQ's jurisdiction is divided into 10 districts of varying sizes, with 50 people per district participating in the survey (total of 500 respondents) in addition to a total of 7 000 calls to target people who have had some contact with the SQ during the year. Different questions were administered to the 500 people who had not had any experience with the Sûreté du Québec during the year in question.
- The results of these surveys mainly provide **information on the level of public satisfaction with the police** and the need for police services, but provide little information on the actual performance of the organisation.
- Given the great disparity between the sizes of the various districts, **information on response times cannot be obtained for the territory as a whole.**
- The use of the **elucidation rate** faces its usual limitations.
- Not all information is available, and there are still **disparities in the method of inquiry for each section.** Responses to a particular question can sometimes vary according to the subjective understanding of the question, or even the "culture" or context of the service.

### 3.4 The Montreal Police Service (SPVM)

The Montreal Police Service (SPVM) is a municipal service that serves the island of Montreal (1 800 000 inhabitants), most specifically the 19 boroughs of the city of Montreal, and the 15 other municipalities on the island. In 1997, the SPVM launched a community policing policy, that was implemented in 2004 following an evaluation of the pilot.

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<sup>15</sup> The methodology used by the SQ also draws on the data collected in focus groups with citizens that were designed to help define their needs and expectations.

<b>Montreal Police Service</b>	
<i>Jurisdiction</i>	The island of Montreal
<i>Territorial division</i>	49 local police stations spread out over 4 operational centres (North, South, East and West). Services to the community within the 4 operational centres Operations, administration and strategic departments
<i>Personnel</i>	4 200 police and 1 000 civilian employees
<i>Number of police per 1 000 inhabitants</i>	2.33 police per 1 000 habitants
<i>Missions as mentioned on the website of the police service of the city of Montréal</i>	<ul style="list-style-type: none"> <li>▪ Protection of life and property of citizens</li> <li>▪ Maintain order and public safety</li> <li>▪ Prevention of and fight against crime</li> <li>▪ Compliance with laws and regulations</li> </ul>
<i>Services</i>	<ul style="list-style-type: none"> <li>▪ Community policing</li> <li>▪ Public safety</li> <li>▪ Safety on transport</li> <li>▪ Road safety</li> <li>▪ Events safety</li> <li>▪ Response to emergency calls</li> <li>▪ Surveys</li> </ul>

**Source:**

Website of the police service of the City of Montreal [www.spvm.qc.ca](http://www.spvm.qc.ca) (consulted 12 September 2007)

Evaluation Policy and Practice of the SPVM

An initial programme evaluation framework was prepared in 2000, and the SPVM conducts surveys on a regular basis with citizens to find out: how safe they feel; their perceptions of crime and incivilities; their opinions on police visibility and on ways to bring the police and community closer together and build partnerships; their views on priorities, resources used by the SPVM and their performance, on the quality of police service and problem-solving; and the prevention of crime and incivilities.<sup>16</sup> Performance refer to effectiveness of the problem-solving approach to crime.

<sup>16</sup> SPVM, strategic department. *La sécurité et la qualité de vie à Montréal, constats et tendances. Lecture de l'environnement externe 2006*. 2006, 235 pages, p.33 et s.

In preparing this review, the framework for service coverage<sup>17</sup> draws on an audit of the external environment<sup>18</sup> and assesses: 1) crime prevention, 2) repression, 3) communication with citizens and partners, and 4) research. These four components also specify the evaluation criteria that are unique to each project or intervention. The principles that govern community policing: geographic responsibility, a “service approach”, partnership, and appreciation of personnel, also influence the criteria for evaluation. The “research” component makes explicit provisions for evaluation.

The new framework for service coverage fits within SPVM's pre-existing evaluation framework. This same framework had already prompted SPVM to evaluate community policing five years after its introduction and to create a *Strategic Direction* responsible for planning, advice and supervision. The *Strategic Direction* conducts an audit and sets intervention priorities based on the results of the evaluation. In following this procedure, the SPVM aims to assess the relevance of its actions in order to make adjustments, where required.

The evaluations conducted by the SPVM which are most notable included those on of neighbourhood policing (2003)<sup>19</sup>, the Robot-Cam project<sup>20</sup>, and programmes for street gangs, and the evaluation of the intervention following the school shooting at Dawson College (2007)<sup>21</sup>.

#### Strengths Observed and Challenges Encountered

The annual surveys conducted by SPVM have demonstrated that overall, SPVM is considered by residents to be effective. This is most evident regarding their presence at events and protests, response to emergency calls, and the fight against violent crime. On the other hand, residents perceive the SPVM as being less effective when it comes to road safety, car theft, theft in cars, and mediating disputes between neighbours.

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<sup>17</sup> □ SPVM. *Au cœur de la vie Montréalaise. Le nouveau schéma de couverture des services. Consultation document*, 2007, 29 pages.

<sup>18</sup> □ SPVM. Strategic department, 2006, op. cit. p.23

<sup>19</sup> □ SPVM. *Optimisation de la police de quartier*, 2003, 62 pages.

<sup>20</sup> □ Côte Michelle, *Projet Robot-Cam, rapport d'évaluation*. SPVM, 2004, 24 pages.

<sup>21</sup> □ Not published.

The SPVM does not have an overall framework that provides a one-size-fits-all procedure for the ongoing evaluation of its activities. Rather the philosophy of the SPVM is a desire for ongoing adaptation to its environment, and prioritizing effective intervention. Efficiency does not appear to be a fundamental element in these evaluations, although it is mentioned in the coverage framework.

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## 4. Chile's Table of Indicators

### 4.1 Police Institutions in Chile

#### ***Carabineros de Chile***<sup>22</sup>

The *Carabineros de Chile* is a national police force that forms a potential reserve for the army and has a paramilitary organization. It falls under the jurisdiction of the Department for Public Safety of the Ministries of the Interior and National Defence.

CHILE	
<i>Area</i>	757 000 km <sup>2</sup>
<i>Population</i>	16 360 000 (2006)
<i>Jurisdiction</i>	National territory
<i>Territorial division</i>	The territory is divided into 13 regions that correspond to the administrative regions (now 15). The metropolitan area around Santiago de Chile is subdivided into 6 zones. On a local level, police are based in police stations.
<i>Personnel</i>	39 428, of whom 38 885 are police (2006)
<i>Number of police per 1 000 inhabitants</i>	2.4 police per 1 000 inhabitants (2006)
<i>Missions and services</i>	To guarantee and maintain public order and safety through preventive actions, following a community approach.

#### **Sources:**

<http://www.carabineros.cl/> (consulted 13 September 2007)

[http://www.ine.cl/canales/chile\\_estadistico/home.php](http://www.ine.cl/canales/chile_estadistico/home.php) (consulted 13 September 2007)

Investigations are conducted by the ***Policía de Investigaciones*** (approximately 8 000 people), under the Ministry of Defence.

<sup>22</sup> Sources: The *Carabineros de Chile* website [www.carabineros.cl](http://www.carabineros.cl) and FLASCO Chile, *Reporte sector seguridad en América Latina y el Caribe 2006*, Informe Nacional Chile, 2006, 65 p. (consulted 13 September 2007).

## 4.2 Evaluation Policy and Practice

The *Carabineros de Chile* use a matrix within the framework of a national programme called “Improving the quality of services provided to the community”. This matrix contains three types of indicators: impact (3), results (24) and procedures and resources (material, financial and human) (15). For each indicator, there is a reference to a calculation, quantitative objective, periodicity, territorial level (national, regional, communal, area, neighbourhood, police station), statement of progress, and a means of verification. In addition, police stations prepare reports that contain a general description of their territory, presenting the crime context, services provided to the population, and specific actions and activities aimed to benefit the community, as well as activities conducted in conjunction with the community.

The *Subsecretariat de Carabineros de Chile*, which is dependent upon the police but is run by civilians, conducted a survey to assess the public’s perception of the *Carabineros de Chile*.<sup>23</sup>

This evaluation focuses in particular on the willingness of the police to listen to the population and the level of trust between the police and the community. It is a quantitative study based on evidence from 6 048 men and women over the age of 16. These respondents were asked a number of questions about public security, the police as an institution, the trust of the population in police services, and the relationship between priority concerns and police action.

The 2006 survey revealed a gap between the expectations of the population and the work accomplished by the *Carabineros*. According to the survey, the population wanted to see police efforts focus on the sale of drugs and underage alcohol consumption, whereas the *Carabiniro’s* main focus was on road safety and theft (i.e. theft with or without violence). It also revealed that most respondents trust the *Carabineros* as an institution. This is essential to crime prevention efforts. The survey also showed that the *Carabineros de Chile* score very high on public confidence, well ahead of other political institutions.

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<sup>23</sup> [www.subsecar.cl](http://www.subsecar.cl) (consulted 13 September 2007)  
[http://www.ine.cl/canales/chile\\_estadistico/home.php](http://www.ine.cl/canales/chile_estadistico/home.php) (consulted 13 September 2007)

In addition, the foundation *Paz Ciudadana* has been appointed by the Ministry of Interior to publish a bi-annual report on crimes with the greatest social impact.<sup>24</sup>

The *Instituto Nacional de Estadística* conducts a national crime victimisation survey. Initially conducted on an annual basis, it is now conducted on a biannual basis.<sup>25</sup>

### 4.3 Strengths Observed and Challenges Encountered

Unfortunately time constraints for completing this review prevented us from obtaining any more information. It was nevertheless interesting to include this experience here to further demonstrate the universality of analyses to assess police performance. It was apparent that the matrix used in Chile consists essentially of quantitative indicators. While the reports prepared by police stations contain qualitative information they contain an analysis of the performance of the police.

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Subsecretaría de Carabineros de Chile [www.subsecar.cl](http://www.subsecar.cl) (consulted 13 September 2007)

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<sup>24</sup> [www.pazciudadana.cl](http://www.pazciudadana.cl) (consulted 13 September 2007)

<sup>25</sup> [www.ine.cl](http://www.ine.cl) (consulted 13 September 2007)U

## 5. The Policing Performance Assessment Framework (Best Value) in England and Wales

### 5.1 Police Institutions in England and Wales

#### **Police Forces in England and Wales<sup>26</sup>**

The English system is characterised by a high degree of decentralisation within the various police services. There is no national police force, only local police forces under the responsibility of the Ministry of Interior and elected representatives. The *Police Act* of 1964 established 43 police forces in England and Wales.

Policing responsibilities are distributed across three bodies: the **chief constable** and the police authority for each police force, and the Ministry for the Interior at the centre. Each force is led by a chief constable. Chosen by the local police authority from a list of candidates prepared by the Ministry for the Interior, the chief constable has great operational autonomy and can only be removed from his or her post by the Minister of the Interior. **The police authority** is responsible for the financial management of the police force and for monitoring the use of the chief constable's budget. The police authority consists of local councillors, magistrates, and representatives from both the community and the Home Office.

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<sup>26</sup> Sources: Websites of the Home Office: [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk) and the police [www.Police.homeoffice.gov.uk](http://www.Police.homeoffice.gov.uk) (consulted 13 September 2007).



	<b>ENGLAND</b>	<b>WALES</b>	<b>SCOTLAND</b>
<i>Area</i>	131 760 km <sup>2</sup>	20 764 km <sup>2</sup>	78 782 km <sup>2</sup>
<i>Population</i>	50 753 000 (2006)	2 966 000 (2006)	5 117 000 (2006)
<i>jurisdiction</i>	One police service for both territories		Police are under the control of the Scottish Executive
<i>Territorial division</i>	43 police forces headed by a Chief Constable		8 police forces
<i>Personnel</i>	232 948, of whom 141 892 are police officers (2007). 141 523 police officers (2006)		
<i>Number of police per 1 000 inhabitants</i>	2.6 police per 1000 inhabitants		
<i>Missions and services as mentioned by the Police Service</i>	<ul style="list-style-type: none"> <li>▪ Prevention, detection and reduction of crime</li> <li>▪ Protection of citizens (boosting of patrols)</li> </ul>		

**Sources:**

Home Office Statistic Bulletin (July 2007)  
<http://www.statistics.gov.uk> (consulted 13 September 2007)

## 5.2 Evaluation Policy and Practice in England and Wales

The current policy for measuring police performance in the United Kingdom is based on a framework for legal performance established in 1995.

In 1999, the Local Government Act was enacted. This act made police authorities responsible for the performance of the police service: the **Best Value method**.<sup>27</sup> While police authorities do have some flexibility for setting objectives, they are also constrained by an obligation to produce results: the implementation of the *Best Value* policy.

<sup>27</sup> Home Office, *Best Value – The Authority Role, Guidance note, 2005*  
<http://www.statistics.gov.uk/> (consulted 13 September 2007)

The indicators used come from a legal document and are reissued every year. In 2004, these indicators fell under five schedules:

- Citizen focus
- Reducing crime
- Investigating crime
- Promoting public safety
- Resources usage.

In examining the indicators associated with these schedules, one can see that the aim of the Best Value policy is not just to measure police performance using quantitative data, but to use qualitative data as well. It uses the **British Crime Survey** to achieve this,<sup>28</sup> especially in relation to the citizen focus schedule.

The Home Office\* supported the implementation of this policy through the development of a number of guidelines and recommendations for police authorities. When introducing the policy, for example, authorities were invited to ask themselves a number of questions about their own knowledge of policy requirements, about how they were going to meet these requirements, about the possible eventual need for adjusting existing decision-making procedures, and the extent to which the requirements of this policy are in line with existing personnel and infrastructure.<sup>29</sup>

**It is of particular interest to note that in its published guidelines, the government insists that the implementation of the policy leads to considerable additional work for police services.** In view thereof, the Home Office advises police authorities to assess this increase in workload before implementing the policy and to conduct an internal reorganisation before recruiting additional personnel.

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<sup>28</sup> Victimisation survey

<sup>29</sup> Home Office, op. cit., 2005,

The Best Value method requires police to **consult with the population**. While community consultation practices existed already as a result of the Police Act of 1996, they have been strengthened by the requirement to consult with the service users, local business, taxpayers and other partners or public and para-public organisations or agencies, on priorities for and improvements to the service. The Home Office recommends that police authorities pay particularly close attention to marginalized groups, and in 2001, it published a report to support the authorities in efforts to achieve this objective.<sup>30</sup>

For the Home Office, the community consultation requirement is justified since it is based on the assumption that: "A key principle of Best Value is that local people should be the judge of the services they receive".<sup>31</sup>

Police authorities also had to begin benchmarking\* and measuring the cost of police activities. Benchmarking<sup>32</sup> allows for the identification and adopting of good practices through quantitative (cost, quality, productivity) or qualitative analysis. With qualitative comparisons, systematic comparisons of performance and processes between different organisations or parts of these organisations are conducted with a view of improving their practices.

The principles guiding this approach are the 4 Cs: Challenge, Compare, Consult and Compete. Each term embodies certain requirements to be met by police authorities.<sup>33</sup>

Each police authority must produce a *Best Value performance annual plan*, to be audited and commented on by an external auditing department. The methods for community consultation, the allocation of expenses, and local strategies to reduce crime and disorder will all be addressed in the plan, *inter alia*. Services will be evaluated on the basis of this plan.

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<sup>30</sup> Trevor Jones and Tim Newburn, *Widening access: Improving police relations with hard to reach groups*. Police Research Series paper, no 138, 2001.

<sup>31</sup> "A key principle of Best Value is that local people should be the judge of the services they receive". Home Office, *Best Value – The Authority Role*.

<sup>32</sup> Home Office, "Briefing note on Benchmarking". *Best Value: Briefing Notes for the Police Service*, 2005.

<sup>33</sup> Requirements that are little moderated after 3 years of practice in the *Best Value and Planning Guidance for Police Authorities and Forces*. Home Office, 2003.

Finally, to ensure the reliability of data used in the procedure for measuring performance, *the Audit Commission*, an independent body charged with monitoring public expenditure, publishes a guide for use by the authorities.<sup>34</sup> The Commission can also verify the crimes recorded by police authorities in England and Wales.

In 2004, the Home Office introduced a new programme for measuring performance, the *Performance Assessment Framework*, adapted to the specific requirements of police services. This programme led to the first general evaluation of police services for the 2004-2005 period. Essentially, the *Performance Assessment Framework* adopts the indicators of the Best Value Policy through the five schedules described above.

In 2006, Her Majesty's Inspectorate of Constabulary (HMIC) introduced a new statistical variable for the protection of vulnerable persons, which is measured with the help of 4 characteristics:

- Home invasions and burglary
- Child protection
- Management and surveillance of dangerous and sex offenders
- Vulnerable missing persons

### 5.3 Strengths Observed and Challenges Encountered

Once it is implemented, the *Best Value* policy should be reviewed and improved. This adaptation requirement explains why the indicators are constantly evolving.

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<sup>34</sup> Audit Commission, *Police data quality reviews 2006/07, Audit guide*. September 2006.

Moreover, *the Policing and Reducing Crime Unit* was mandated to monitor the process before this policy was even fully implemented. In August 1999, the Unit published a report based on information gained from telephone surveys with police forces, the development of a database, and face-to-face interviews with a sample population of officers from 9 police forces. The Unit identified a number of challenges facing police forces:

- The cultural implications of the *Best Value* approach. The requirements of the 4 Cs, for example, destabilised certain services at first;
- Incompatibility of planning cycles with the *Best Value* programme;
- The appropriation of *Best Value* by a small number and the threat of tension between police forces and police authorities;
- Lack of availability of certain data;
- Difficulty of *benchmarking*;
- Difficulty consulting certain services.<sup>35</sup>

The authors realized that though each tool has potential disadvantages, police forces have accepted them as basic models that require adaptation.

The information developed here was collected in the Spring of 2007. It should be noted, however, that the *Home Office* will be implementing a new evaluation procedure that would better take into account the priorities and opinions of police services as identified by the community. This new procedure called *Assesments of Policing and Community Safety*<sup>36</sup> is expected to be introduced in April 2008.

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<sup>35</sup> Adrian Leigh, Gary Mundy, Rachel Tuffin, *Best value policing: making preparations*, Police Research Series paper, no 116, Policing and Reducing Crime, August 1999.

<sup>36</sup> See the Home Office website, [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk) (consulted 13 September 2007).

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## 6. The Strategic Seminar and Discussion Table in Belgium

### 6.1 Police Institutions in Belgium

Since the reforms that took place on December 7, 1998, there have been two levels of policing in Belgium: federal and local. The **federal police** are made up of three departments: the criminal investigation department, the criminal investigation centre and the support and administration department. They operate throughout the country and also have central departments and services in each district, including Brussels.

In addition to the services under the control of the Commissioner General, the advisory committee consists of four departments:

- The department for international police cooperation. This department handles ties between the federal police and police forces in other countries, as well as with international police organisations such as EUROPOL and INTERPOL. It also provides support to police sent on duty overseas.
- The department for relations with local police.
- The department for police operation information (management of the national database and the central arms register, national and international description, production of crime statistics, etc.)
- The special unit department, which handles in particular infiltrations, specialised surveillance, witness protection, the identification of victims and phone-tapping.

Each local police area encompasses the territory of one or more districts. These areas are directed by a police college or burgomaster if the area consists of only one district. The police college is the administrative authority of local police; it makes decisions in relation to the executive management of the police service, under the surveillance of a police council.

Each police area is placed under the authority of a unit commander appointed by the Minister for the Interior, at the proposal of police, for a term of 5 years that can be extended once.

<b>BELGIUM</b>	
<i>Area</i>	30 528 km <sup>2</sup>
<i>Population</i>	10 584 534 (2007) 10 541 893 (2006)
<i>Personnel</i>	39 000 police
<i>Number of police per 1 000 inhabitants</i>	3.7 police per 1 000 inhabitants (2006)
<b>Federal police</b>	
<i>Jurisdiction</i>	Territory of Belgium
<i>Missions as mentioned on the federal police website</i>	Specialised and supra-local specialised missions of administrative police and police inspectors from the criminal investigation department.
<i>Services as mentioned on the federal police website</i>	<ul style="list-style-type: none"> <li>▪ Support to legal and administrative authorities and local police.</li> </ul>
<b>Local police</b>	
<i>Territorial competence</i>	Community or multi-community police areas
<i>Territorial division</i>	196 local police forces under the authority of burgomasters or police colleges
<i>Missions as mentioned on the federal police website.</i>	<ul style="list-style-type: none"> <li>▪ Community policing</li> </ul>
<i>Services as mentioned on the federal police website</i>	<ul style="list-style-type: none"> <li>▪ Local duties, welcome, intervention, police assistance to victims of crime</li> <li>▪ Local research and interviews</li> <li>▪ Maintain public order.</li> </ul>

**Sources:**

<http://statbel.fgov.be/> (consulted 13 September 2007)

[http://www.polfed-fedpol.be/home\\_fr.php](http://www.polfed-fedpol.be/home_fr.php) (consulted 13 September 2007)



## 6.2 Evaluation policy and practice

Until the end of the 1970s, studies on the police were legal in nature, and less based on social sciences. Then, in 1985, funding was provided for an audit of government services, and this was conducted at the same time as an initial university research programme on police and citizen safety. In 1991-1992, pilot projects on the “integrated administrative prevention of crime” were developed in addition to a project logic, and administrative and university evaluation studies were conducted. Finally, in 1998, the trend towards private management was confirmed with the vote in favour of the police reform bill. The evaluation of the police was guided towards resource management (human and material), the impact on the budget, and self-evaluation by personnel of the quality of service provided. At the same time, private actors involved in the audit and council have assumed an increasingly important role at the expense of university students. There has also been an ongoing reduction in the budget for research, including evaluative research<sup>37</sup>

Police performance is also measured through the planning of the activities of police services, which is based on an analysis of their results and various priorities imposed on said police services.

The federal government has a **federal safety plan** that sets out the integrated safety management and application in the country under the Ministry for Justice.

As a result of this federal plan, local **area safety plans** were prepared based on a **strategic seminar** which gave rise to the production of an **discussion table**. The area plans were then accepted by the Area Security Council and sent to the Ministry for the Interior and the Ministry of Justice for authorisation.

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<sup>37</sup> Carrol Tange, “L'évaluation comme enjeu politique, policier et scientifique. Retour sur vingt-cinq ans d'évaluation de la police en Belgique”. *Évaluer la police, Les cahiers de la sécurité intérieure*, no 53, 2003, IHESI, pp. 7-31  
[http://statbel.fgov.be/home\\_fr.asp](http://statbel.fgov.be/home_fr.asp) (consulted 13 September 2007)

- The **area safety plans** determine:
  - The priorities of the police area
  - The allocation of the capacity of local police to administrative police, police inspectors from the criminal investigation department, federal missions and federal requisitioning.
  - The particular objectives specific to each district in the area.
  
- During the **strategic seminars** prior to the creation of the area plans, a number of elements were considered, including:
  - The analysis of crime;
  - The results of surveys (that of the *Moniteur Belge* and the biannual survey of citizens on the image of police in Brussels);
  - The SWOT analysis of chief constables.<sup>38</sup> This analysis takes into account environmental factors to ensure an understanding of the results of the activities of the police service;
  - Team district reports;<sup>39</sup>
  - The area safety plan in progress.
  
- The **discussion table**, prepared during the strategic seminar, consists of 4 subdivisions:
  - The “subjects”: Criminal phenomena and areas for improvement in operations that result from the strategic seminar;
  - The priorities of the different authorities of local and federal police;
  - Action strategies: A plan of action (rigorous methodology, project manager, the definition of indicators), points of attention and the regular work of the police services;
  - The “motivation”: A reference system for choices made, line by line.

The area safety plans also gave rise to the preparation of **action plans**, the project managers of which are police appointed according to their motivation and are assessed according to their results. Conversely, they receive support in the event of failure.

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<sup>38</sup> TSWOT (*Strengths, Weaknesses, Opportunities and Threats*) is a business strategy tool.

<sup>39</sup>Term used by the Belgian police to refer to local teams.

The results indicators of these actions are proposed by these project managers and discussed with their hierarchy. These are effectiveness indicators (the fulfilment of expectations of the population), not efficiency indicators, and include:

- The number of arrests;
- The number of court cases following arrests;
- The number of cases that have been completed;
- Changes in the perception of the population.

Other tools are used during the course of the year to measure police activity. In Liège, for example, statistics are prepared to find out about actual police activity for each type of breach and for one action in particular: the number of police, number of hours worked, number of suspects questioned, inspections, etc. In Liège, “line of force pilots” are still preparing an action plan using annual statistics. These pilots are responsible for projects given priority for crime prevention reasons. Ten lines of force have been identified: simple theft using arms, thefts in rooms, thefts of and within vehicles, drug addiction, the environment, mobility, domestic violence, juvenile delinquency, mistreatment of the elderly and the treatment of people.

### 6.3 Strengths observed and challenges encountered

The Belgian government wishes to introduce an integrated safety policy. However, such a policy is not always implemented on a local level.

In addition, police services are aware that the application of methodology must produce a balance between objectives and the practicability of the exercise sought.<sup>40</sup> Police services must be able to focus on their main missions, and their activities must not be assessed according to a procedure that is so cumbersome that it impedes the proper completion of their missions.

In sum, despite the mechanisms implemented, the role of police statistics is still in many cases predominant, and as a result difficulties inherent in this type of data still appear. For example:

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<sup>40</sup> Address by Mr. Yansenne at the French language international symposium, “ La police et les citoyens”. Nicolet, 31 May - 2 June 2005.

- Police forces only have access to crimes recorded, and not on complaints filed by another unit or the identification of an author by another service.
- Personnel must be given rigorous training in recording of data
- Similarly, personnel must be made aware of the usefulness of statistics as a tool in decision-making. Previously, data have been seen as an instrument for controlling personnel. Most of the results are depersonalised to prevent the statistics from being used in this manner.
- Police statistics do not allow the user to measure undetected crime. However, this is in part, offset by the survey conducted by the Moniteur Belge (Belgian Monitor) on the feeling of safety.

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## 7. The Organic Law for Finance Laws in France

### 7.1 Police institutions in France

The French police system is characterised by two main elements: centralism and dualism. The main police service includes a civilian force, the **Police Nationale**, and a military force, the **Gendarmerie**. Security tasks are mainly allocated according to a geographical criterion, with the Police Nationale responsible for the surveillance of urban and semi urban areas and the Gendarmerie responsible for rural areas.

The complexity of the structure of the French police system is confirmed by: a distinction that can be drawn between the “general police”, i.e. police whose powers extend to the whole of France (including those areas in which the Police Nationale and Gendarmerie operate) and municipal police. Cities with a population above a given level can have municipal police that do not have all of the missions of the police but, in accordance with the law, ensure compliance with the police powers of the Mayor.<sup>41</sup> They also ensure respect for public order in the community, in particular in relation to gatherings and neighbourhood problems, for example.

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<sup>41</sup> Article L2212-2 of the General Law in relation to regional administrative structures.

<b>FRANCE</b>	
<i>Area</i>	552 000 km <sup>2</sup>
<i>Population</i>	62 999 112 (2006)

Police Nationale	
Under the control of	Ministry for the Interior
<i>Jurisdiction</i>	Jurisdiction in all cities with more than 20 000 inhabitants and for border control purposes, i.e. urban areas, which account for 5% of the territory and 51% of the French population.
<i>Territorial division</i>	102 departmental offices that bring together a variable number of police districts (424 in total) led by police commissioners or, in the case of the smaller offices, police commanders.
<i>Personnel</i>	145 820, of whom 119 182 are police (2006)
<i>Missions as defined by the Ministry for the Interior</i>	<p>Apart from its traditional missions (criminal investigation, administrative policing and maintaining order), the Law of 5 January 1995 assigns the Police Nationale five other missions:</p> <ul style="list-style-type: none"> <li>▪ Ensure the safety of people and property</li> <li>▪ Control migration flows and fight illegal employment</li> <li>▪ Fight organised crime, delinquency and drugs</li> <li>▪ Protect the country from outside threats and terrorism</li> <li>▪ Maintain public order</li> </ul>
Gendarmerie Nationale	
Under the control of	Ministry for Defence
<i>Territorial competence</i>	Competent in all cities and rural areas with fewer than 20 000 inhabitants, on land and at sea, as well as with the French armed forces both within France and overseas.
<i>Territorial division</i>	<p><b>Gendarmerie Départementale:</b></p> <ul style="list-style-type: none"> <li>▪ 1 055 groups of brigades;</li> <li>▪ 697 autonomous brigades;</li> <li>▪ 370 pelotons de surveillance et d'intervention (PSIG);</li> <li>▪ 271 dog teams;</li> <li>▪ 17 mountain platoons;</li> <li>▪ 92 departmental legal research and information brigades;</li> <li>▪ 383 sections and research brigades;</li> <li>▪ 14 air sections;</li> <li>▪ 7 water brigades;</li> <li>▪ 26 nautical brigades;</li> <li>▪ 93 departmental road safety squadrons;</li> <li>▪ 136 highway patrols;</li> <li>▪ 37 juvenile delinquency prevention brigades;</li> <li>▪ 21 information and recruitment centres.</li> </ul> <p><b>Gendarmerie Mobile:</b> 123 squadrons</p> <ul style="list-style-type: none"> <li>▪ 6 special safety squads.</li> </ul>

<p><i>Personnel</i></p>	<p><b>Special training:</b></p> <ul style="list-style-type: none"> <li>▪ 5 squadrons and 10 companies of the Republican Guard;</li> <li>▪ 40 Air Gendarmerie brigades (BGTA);</li> <li>▪ 8 protection units;</li> <li>▪ 19 air sections and detachments;</li> <li>▪ 18 Ordnance Gendarmerie units.</li> </ul> <p><b>Other units:</b></p> <ul style="list-style-type: none"> <li>▪ 3 673 personnel posted overseas;</li> <li>▪ 74 maritime gendarmerie brigades and positions;</li> <li>▪ 54 Air Gendarmerie brigades;</li> <li>▪ 23 schools and centres of instruction.</li> </ul> <p>The National Gendarmerie consisted of 105 389 as at 31 December 2006</p> <p>The 103 481 military personnel of the Gendarmerie Nationale are distributed as follows:</p> <ul style="list-style-type: none"> <li>▪ 5 789 officers and 78 354 warrant officers of gendarmerie;</li> <li>▪ 237 officers and 3 824 warrant officers of the technical and administrative body;</li> <li>▪ 15 277 aspiring volunteers from voluntary gendarmes (AGIV) and voluntary assistant gendarmes (GAV);</li> <li>▪ The 1 908 civilian personnel are divided into civil servants, government employees and contractors.</li> </ul>
<p><i>Missions as defined by the Ministry of Defence</i></p>	<p>The main activities of the Gendarmerie are associated with the missions of the administrative police (road safety, public safety, emergencies, etc.) and the criminal investigation department.</p> <p>Given its military status, some of its activities are associated with defence missions.</p>
<p><i>Total number of police (police + gendarmes) per 1000 habitants</i></p>	<p>3.5 police per 1 000 inhabitants (2006)</p>

**Sources:**

<http://www.interieur.gouv.fr/> (consulted 13 September 2007)

[http://www.insee.fr/fr/home/home\\_page.asp](http://www.insee.fr/fr/home/home_page.asp) (consulted 13 September 2007)

<http://www.defense.gouv.fr/gendarmerie> (consulted 13 September 2007)

## 7.2 Evaluation policy and practice

Since 1972, the **État 4001** has been the main statistical tool used by the police and gendarmerie that counts, with the aid of a computer, breaches of the penal code brought to the attention of the police and gendarmerie. Traditionally, it is used with the elucidation rate to account for the activity of the police services and the state of crime in France.

Since 2003, the **Observatoire national de la Délinquance\*** (OND) has been responsible for complementing this instrument to obtain a more accurate picture of crime by including in particular information relating to contraventions, breaches, school violence, victim surveys, etc.

**The Organic Law for Finance Laws** (LOLF) of 2001, which were first implemented in 2006, have introduced reform to the management of government services, including police services. By reforming the budget, the LOLF mandated public services, which were split into “programmes”, to provide data for the indicators established according to objectives set by the parliament, and to provide an account of the meeting these objectives to meet their budgets.

The general directors of the police and gendarmerie, whose reference “programmes” must be jointly presented, agree on a number of actions and objectives for each action. Since the missions of these two police services do not exactly tie in together, specific indicators have been established for each service.

The developments below describe only the procedure developed by the Gendarmerie Nationale. However, since this procedure has been imposed by the LOLF on all services since 2006, its implementation by the Police Nationale has followed the same structure plans.<sup>42</sup>

Since 1995, a representative has been appointed to monitor management within the cabinet of the director general of the Gendarmerie Nationale.

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<sup>42</sup>[www.performance-publique.gouv.fr](http://www.performance-publique.gouv.fr) (consulted 13 September 2007).



Later, in 2003, a department for the monitoring of management and the deployment of tools for management was created. With the application of the LOLF, a **management control chain** was developed in 2005:

- On a central level, the department for management control alongside the Director General of the Gendarmerie Nationale and central correspondents along with heads of services from the general management of the Gendarmerie Nationale,
- On a regional level, management control committees alongside region commanders.

The purpose of this chain is to evaluate and improve the performance of the institution using a two-stage approach:

- **Ongoing diagnosis** of the context of the evolution of the gendarmerie (definition of an action strategy based on government guidelines and an analysis of the evolution of society).
- Preparation of the **annual performance project** (APP), the annual action programme and the preparation of the budget (definition of objectives, actions and resources) and half-yearly **management dialogue** between the director general, the major general and region commanders.

The aim of the management dialogue is to define the responsibilities of each agent in a contractual manner. The dialogue also makes it possible to review the results of the action programme, and to compare resources initially allocated with those actually used. Finally, it also aims to analyse these results in terms of success and failure with a view to their improvement. This management dialogue is punctuated by two main stages: a preparatory advance visit by representatives of the head of the programme (as defined in the LOLF) and one-on-one interviews between the head of the programme and each of the main subordinates.<sup>43</sup>

To limit the biases inherent to statistical information systems, the Gendarmerie Nationale has put in place a standardised system for the entry of statistical information, with information entered monitored on three levels:

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<sup>43</sup> Mesures et stratégies d'évaluation de la performance de la gendarmerie nationale, DGGN, cabinet – Bureau de Contrôle de gestion, 16 Mai 2007.

- The **hierarchical control** exercised on the unit,
- The **control of the quality** of information entered by the departmental legal research and information brigades,
- The **control of coherence** of information available by the central administration.

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It should also be noted that as part of the implementation of community policing, the Ministry for the Interior has for the first time used two researchers that form part of the former Institut des Hautes Études sur la Sécurité Intérieure (IHESI), now the Institut National des Hautes Études sur la Sécurité (INHES). Frédéric Ocqueteau and Dominique Monjardet have been appointed to conduct research on the implementation of national reform to “community policing” (1998-2002) and to conduct research on the attitude of police superintendents in this process.<sup>45</sup> This is one of the first experiences of this type of association by researchers with the police in France.

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<sup>44</sup> DGGN, 2007. Mesures et stratégies d'évaluation de la performance de la gendarmerie nationale, op. cit.

<sup>45</sup> See, for example, Frédéric Ocqueteau, *Commissaires de police, Rapport contrat INHES-CERSA. Paris, 2005, 250 p.*

### 7.3 Strengths observed and difficulties encountered

#### **État 4001<sup>46</sup>**

This index measures police activity and not crime as a whole, thus leaving to one side all events that make up the rate of “undetected crime”. Nevertheless, it is still used by the administration. Currently, it is complemented by work by the OND. However, in 2003 Frédéric Ocqueteau noted that:<sup>47</sup>

- Unlike in Catalonia or Belgium, national victimisation surveys were not yet being conducted. Later, two victimisation surveys were conducted by the Institut National de la Statistique et des Études Économiques, financed by the OND.
- Self-reported surveys have still not been systematised, due to their high cost. With these surveys, respondents are asked to anonymously give information about their tortious or even criminal activities. Using the results of these surveys and with a comparison to police statistics, it is possible to establish at least in part the level of undetected crime for acts concerned by the survey. The vast majority of experiences to which the self-reported surveys relate involve adolescents.<sup>48</sup>

#### **The procedure for measuring performance used to meet the requirements of the LOLF.**

The LOLF has brought about a change of attitudes in France and is testament to a desire for greater transparency in the operation of government services. With the LOLF, it has also been possible to begin a debate on the practices of the two main police services in France, services that have very different professional cultures.<sup>49</sup>

However, the emphasis of this procedure and the stipulated indicators is on quantifiable data, and therefore, it creates pressure among police services to meet numerical targets.

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<sup>46</sup> Frédéric Ocqueteau, “Comment évaluer l’impact du travail des policiers de proximité?” *Criminologie*, vol. 36 no. 1 (2003) p. 121-141.

<sup>47</sup> Frédéric Ocqueteau, 2003, op. cit.

<sup>48</sup> See, for example: Sébastien Roché, “Les facteurs de la délinquance des jeunes: Analyse à partir d’une enquête de délinquance auto-déclarée.” *Les Cahiers de la Sécurité Intérieure*, n°42, 4th qtr. 2000, p. 37-61.

<sup>49</sup> Breakfast with Frédéric Ocqueteau on 30 May 2007 at the CIPC. “Remarques sur les usages de la mesure des performances dans le champ de la sécurité publique en France”.

Moreover, these indicators are for the most part indicators of effectiveness and do not allow the issue of the effectiveness of police activities to be addressed. At present, the Gendarmerie Nationale is also currently considering how to include in this procedure an evaluation of the impacts of certain actions, allowing it to go beyond merely recording data.

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## **8. Federal procedure and adaptation of the Compstat method in Australia**

### 8.1 Police institutions in Australia

Australia is divided into six states, each with its own Constitution:

- New South Wales
- Queensland
- South Australia
- Tasmania
- Victoria
- Western Australia

There are two levels of policing in Australia:

- The federal police, the Australian Federal Police (AFP)
- State police services, i.e. the police forces in each state.

The Australian Federal Police (AFP) emerged from the merger between the *Commonwealth Police* and the *Australian Capital Territory Police*. Its missions and articles of association are set out in the *Australian Federal Police Act* of 1979. The main role of the AFP is to ensure the application of and compliance with the laws of the Commonwealth. It also plays a community policing role in the Australian Capital Territory. The federal police service is comprised of six divisions:

- The Australian High Tech Crime Centre
- The Counter Terrorism unit
- Aviation
- Border and International police
- Protection

Three other organisations - the *Australian Crime Commission (ACC)*, the *Australian Customs Service (ACS)* and the *Australian High Tech Crime Centre (AHTCC)* - are also responsible for ensuring compliance with the law, maintaining order and ensuring the safety of citizens. With the exception of the *AFP* and *ACC*, each police service is under the control of the government of the area it serves. Nevertheless, these police services can carry out certain missions for the federal government, such as the registration of foreign nationals and the application of laws of the Commonwealth.

## Australian Federal Police (AFP)<sup>50</sup>

<b>AUSTRALIA</b>	
<i>Area</i>	7 692 000 km <sup>2</sup>
<i>Population</i>	21 055 398 inhabitants
<i>Territorial competence of the AFP</i>	The whole of Australia Australian Capital Territory
<i>Jurisdiction</i>	The AFP has an office in each state capital. Its members act as federal agents.
<i>Personnel</i>	5 567 people
<i>Number of police per 1 000 inhabitants</i>	0.26 police per 1 000 inhabitants
<i>Missions</i>	<p><b>In federal territory:</b></p> <ul style="list-style-type: none"> <li>▪ Security of territory</li> <li>▪ Prevention and detection of violations of Commonwealth laws</li> </ul> <p><b>Within the ACT:</b></p> <ul style="list-style-type: none"> <li>▪ Peace and public safety</li> </ul>
<i>Services</i>	<p><b>In federal territory:</b></p> <ul style="list-style-type: none"> <li>▪ Airport safety</li> <li>▪ The fight against drugs, fraud</li> <li>▪ Sexual exploitation of children on the internet</li> <li>▪ Cybercrime</li> <li>▪ Illegal immigration networks</li> <li>▪ Environmental crime</li> <li>▪ Terrorism</li> </ul> <p><b>Within the ACT:</b></p> <ul style="list-style-type: none"> <li>▪ Fight against crime</li> <li>▪ Maintain order and public safety</li> <li>▪ Road safety</li> <li>▪ Prevention of crime and support to agents in the area of justice.</li> </ul>

<sup>50</sup> Sources: [www.afp.gov.au](http://www.afp.gov.au) and the Australian Federal Police, *Annual Report 2005–06*, 2006, 236 p. [http://afp.gov.au/\\_data/assets/pdf\\_file/24502/AR\\_05\\_06.pdf](http://afp.gov.au/_data/assets/pdf_file/24502/AR_05_06.pdf) and Australian Federal Police, *Annual Report 2005–2006 ACT Policing*, 2006, 140 p. [http://afp.gov.au/\\_data/assets/pdf\\_file/22841/Policing\\_AR06\\_Final\\_Art\\_printer.pdf](http://afp.gov.au/_data/assets/pdf_file/22841/Policing_AR06_Final_Art_printer.pdf) (consulted 14 September 2007).

As mentioned in the introduction, each state and territory has its own police service.

**Police services of the states and territories, e.g. the Queensland Police Service**

<b>QUEENSLAND<sup>51</sup></b>	
<i>Area</i>	1 852 642 km2
<i>Population</i>	4 million
<i>Jurisdiction</i>	The state of Queensland
<i>Territorial division</i>	8 police regions
<i>Personnel</i>	9 378 police
<i>Number of police per 1 000 habitants</i>	2.3 police per 1 000 inhabitants
<i>Missions and services</i>	Maintain peace and public order, protect the community, prevent crime, identify criminals and ensure compliance with the law via respect for public property and individual rights.

8.2 Evaluation policy and practice

**At federal level**

In Australia, the implementation of a national mechanism for evaluating the quality of services supplied by federal and local administrations was motivated by the desire to go past the contribution made by standard statistics and to standardise the evaluation of these services. The system, the product of collaboration between the federal government and state governments, compares the results of the police services in Australia's six states and two territories according to their performance, indicator by indicator<sup>52</sup>

This evaluation has been part of a general framework since the federal government published a report on the performance of its services using a uniform methodology in 1993. The delivery of these services is governed by two principles: the public good and equity. In this approach, there is an increasing amount of research being done on the productivity of services. Five principles underlie the publication of this report:

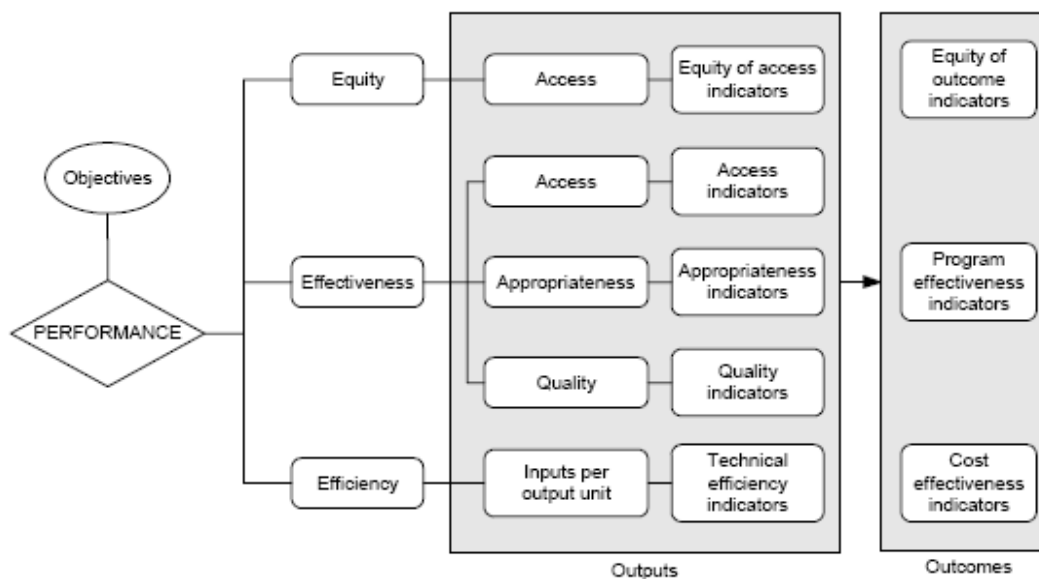
<sup>51</sup><http://www.abs.gov.au/> (consulted 14 September 2007).

<sup>52</sup>Benoit Dupont, "Évaluer ce que fait la police: l'exemple australien", *Criminologie*, vol. 36 n 1 (2003) pp. 103-120

- An emphasis on outcomes\* ;
- Clarity of the framework for the analysis of performance;
- Comparability;
- Progress in the availability of comparable data in each jurisdiction (all data are presented, even if the jurisdiction has not yet reached the desired stage of data uniformisation); and
- Currency of data.<sup>53</sup>

The framework of performance indicators is the same for all services: objectives are stated as indicators of *outputs*\* and *outcomes* as a function of three principles: **equity**, **effectiveness** and **efficiency**. The application of the principle of equity means that all communities and citizens must have access to police services according to their requirements and as a function of their particular characteristics (sociodemographic or geographical characteristics, for example).

Figure 1.2 **A general framework and examples of performance indicators**



Source: Steering Committee for the Review of Government Service Provision 2007, *Report on Government Services 2007* Productivity Commission, Canberra, Australia, p.1.11

<sup>53</sup> Steering Committee report, *Report on Government services*, 2007 p. 1.9.



This framework has been applied to the police services. In terms of road traffic, for example, the *outputs* examined were:<sup>54</sup>

- Proportion of indigenous people in the police compared to the proportion of indigenous people in the general population;
- Police personnel according to gender;
- Complaints;
- Proportion of juvenile diversions;
- Cost per person in dollar terms
- Costs awarded against police in civilian actions.

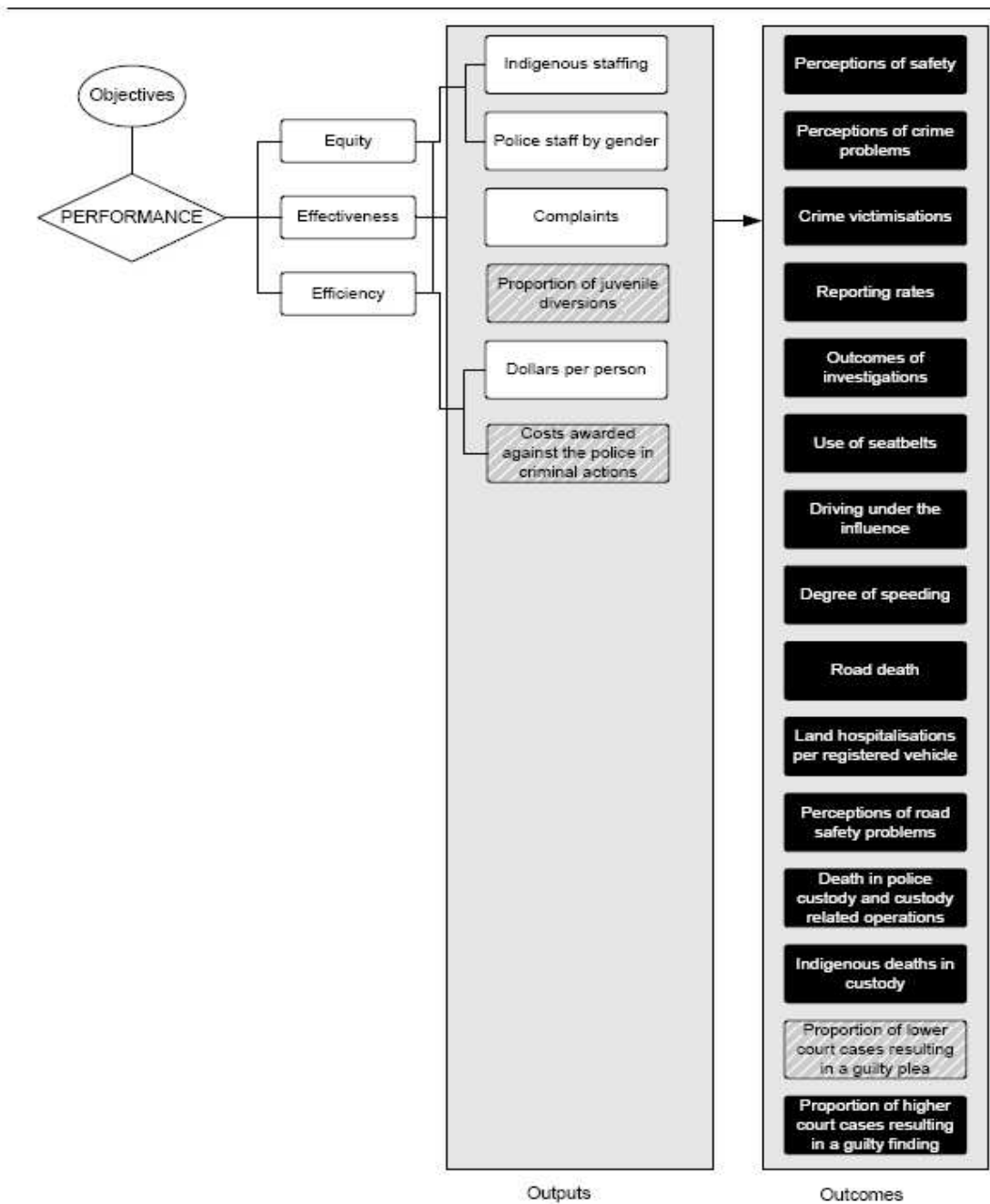
*Outcomes* in this area include:

- Perceptions of safety;
- Perceptions of crime problems;
- Crime victimisations;
- Reporting rates;
- Outcomes of investigations: proportion of investigations completed within 30 days of police being informed of events;
- Use of seatbelts;
- Driving under the influence;
- Degree of speeding;
- Road deaths;
- Perception of road safety problems;
- Deaths in police custody and indigenous deaths in custody

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<sup>54</sup> Steering Committee for the Review of Government Service Provision 2007, *Report on Government Services 2007*. Productivity Commission, Canberra, Australia, p.5.6. Our translation.

Figure 5.3 General performance framework for the police services sector



Key to indicators

- Text** Provided on a comparable basis for this Report subject to caveats in each chart or table
- Text** Information not complete or not directly comparable

Source: Steering Committee for the Review of Government Service Provision 2007, *Report on Government Services 2007* Productivity Commission, Canberra, Australia, p.5.6.

Different tools are used to collect information on police activities:

- Surveys on police activities (recording of activities during their shift over a short period);
  - Time sheets, on which the police indicate their activity for each half-hour using pre-established codes;
- Completed schedules of agents according to tasks completed during their shift.<sup>55</sup>

In addition, with regards to consultation with the public, the report used the results of the *National Survey of Community Satisfaction with Policing* (NSCSP). This survey focusses on three aspects of the perception of police in communities: the assessment of service provided, people's personal experience of contact with the police and the public perception of crime and safety issues.

Police have four objectives that can be used to define indicators:

- Allow people to commence legal pursuits with total confidence and in total safety;
  - Bring those in breach of the law to justice;
  - Promote safer driving on roads;
- Support the legal process to ensure the efficiency and effectiveness of the same, and to guarantee compliance with procedures and equity.<sup>56</sup>

### **At state level**

Most Australian states use New York's *Compstat* method. Australian researchers conducted a study, published in January 2006, to demonstrate the impact of this method on the reduction in crime and, as a result, on police performance.<sup>57</sup> The findings of these researchers were positive in terms of the application of this method in the state of Queensland.

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<sup>55</sup> Benoit Dupont, 2003 op. cit. p.15.

<sup>56</sup> Steering Committee report, 2007, p.5.5, op. cit. p.15.

<sup>57</sup> Lorraine Mazerolle, Sacha Rombutes and James McBroom, *The impact of operational performance reviews (OPRs) on reported Crime in Queensland*, Griffith University, January, 2006, 91p.

In Queensland, which is comprised of 29 police districts, the Compstat system was adapted and introduced in 2001 as the *Operational Performance Review (OPR)*. At regular meetings, district officers took a particular interest in five priorities for the state:

- Improvements in **public safety** (including a reduction in physical violence, domestic violence, etc.)
- A reduction in **property crime** (including breaking and entering)
- A reduction in the number of **requests for service** and improvements in how they are handled
- Better handling of **events**, both expected and unforeseen
- Better handling of **challenges specific to particular districts**.

### 8.3 Challenges encountered at federal level.<sup>58</sup>

Benoît Dupont identifies a number of limitations of the tool for measuring performance implemented at the federal level. Nevertheless, according to this author this tool should be considered innovative and manifests itself in the desire to offer indicators that are as complete as possible.

These limitations as identified by Benoît Dupont are summarised below and are the result of:

- **Information used to measure performance.** The selection of this information comes up against the difficulty in quantifying the proactive part of police work, which nevertheless accounts for a significant proportion of work done by police, the fact that the reactive activities of the police are often given preference to non-declared victimisation and incidents governed by the discretionary powers of the police (informal conflict resolution methods, cautions, etc.) and doubt surrounding the quality of certain information since certain elements, such as the work of non-sworn government employees, for example, are not taken into account;
- **Difficulties associated with analysis** which, due to the fact that they consider results in isolation, does not illustrate the impacts of certain police activities such as arrests, for example, that can influence the feeling of safety among citizens. It can also be difficult at times to establish a solid causal link;

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<sup>58</sup> Most of the elements presented in this section are drawn from the article by Benoit Dupont, 2003 op. cit. p.15

- **The comparison of police services** throughout the country, which must take into account the operational and social environment, the responsibilities and objectives of each police service and geographical and demographic factors faced by these services. The authors of the report on government services also emphasise that the results should be considered with regard to demographic and geographic differences and the particular characteristics of each jurisdiction.<sup>59</sup>
- **The publication of these results.**

Consequently, the impact of police activities is difficult to measure for structural reasons, since the methods that aim to evaluate the effectiveness of the police come up against a number of factors that influence the data and statistics.

Moreover, methods that evaluate the efficiency of the police focus on procedures and processes that are only in part associated with the impact sought.

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<sup>59</sup>Steering Committee report, 2007, op. cit. p.15.

## 9. The adaptation of the Compstat method in New Zealand

### 9.1 Police institutions

#### New Zealand police <sup>60</sup>

NEW ZEALAND	
<i>Area</i>	270 500 km <sup>2</sup>
<i>Population</i>	4 234 721 (2007)
<i>Jurisdiction</i>	The territory of New Zealand (North Island and South Island)
<i>Territorial division</i>	Organisation decentralised into 12 districts: One national headquarters and service centres. There are 400 local police stations.
<i>Personnel</i>	10 300, of whom 7 725 are police
<i>Number of police per 1 000 inhabitants</i>	1.8 police per 1 000 inhabitants
<i>Missions and services</i>	The motto of the New Zealand police service is "Build safer communities together". Its missions are to serve the community by preventing crime and road accidents, by identifying and apprehending criminals, maintaining law and order and boosting public safety.

**Source:**

[www.police.govt.nz](http://www.police.govt.nz) (consulted 14 September 2007)

<sup>60</sup> Sources: *New Zealand Police, Annual Report, for the year ended 30 June 2006*, 2006, 114 p., New Zealand Police, *Strategic plan to 2010, Policing with confidence, the New-Zealand way*, 2006, 17 p. and the New Zealand Police website [www.police.govt.nz](http://www.police.govt.nz) (consulted 14 September 2007).

## 9.2 Evaluation policy and practice<sup>61</sup>

The *State Sector Act* of 1988 brought the spirit of business management to government services. While the police are not bound by this legislation,<sup>62</sup> the introduction of this law began a period of reflection on methods for the management and monitoring of police activity.

The starting point of the evaluation of the New Zealand police is New York's COMPSTAT method, which has been adapted to New Zealand's principles and values. Since 1999, the New Zealand police have developed an approach to the measurement of its performance underpinned by the organisational performance group put in place with the director of police.<sup>63</sup> At the same time, the police have reorganised themselves according to a model that favours "high performance" and the sharing of good practice.

From 2002, there has been the true development of the process for measuring the performance of the New Zealand police based on the principles of transparency, collaboration, organisational learning, the "absence of surprises", the adoption of good practice and equity. **It has been possible to apply these principles as a result of 6 rules:**<sup>64</sup>

- A consultative approach between the organisational performance group and the police service under review;
- The engagement of senior managers;
- Expansion of the sphere of participation to officers at police stations and their teams;
- Transparency of services evaluated;
- A balancing of strengths and opportunities for development (taking of positive aspects into account);
- The quest for feedback.

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<sup>61</sup> Initial advisory: The elements presented in this section are essentially based on two documents: Susan Campbell, *Theme 12 Reviewing Organisational Performance the New Zealand Police Way*, National Quality Improvement Manager, Organisational Performance Group, Police National Headquarters, 2006, New Zealand Police and New Zealand Police, *Achievement Framework, Criteria for Building a World Class Police Service*, New Zealand Police <http://www.stats.govt.nz/default.htm> (consulted 14 September 2007).

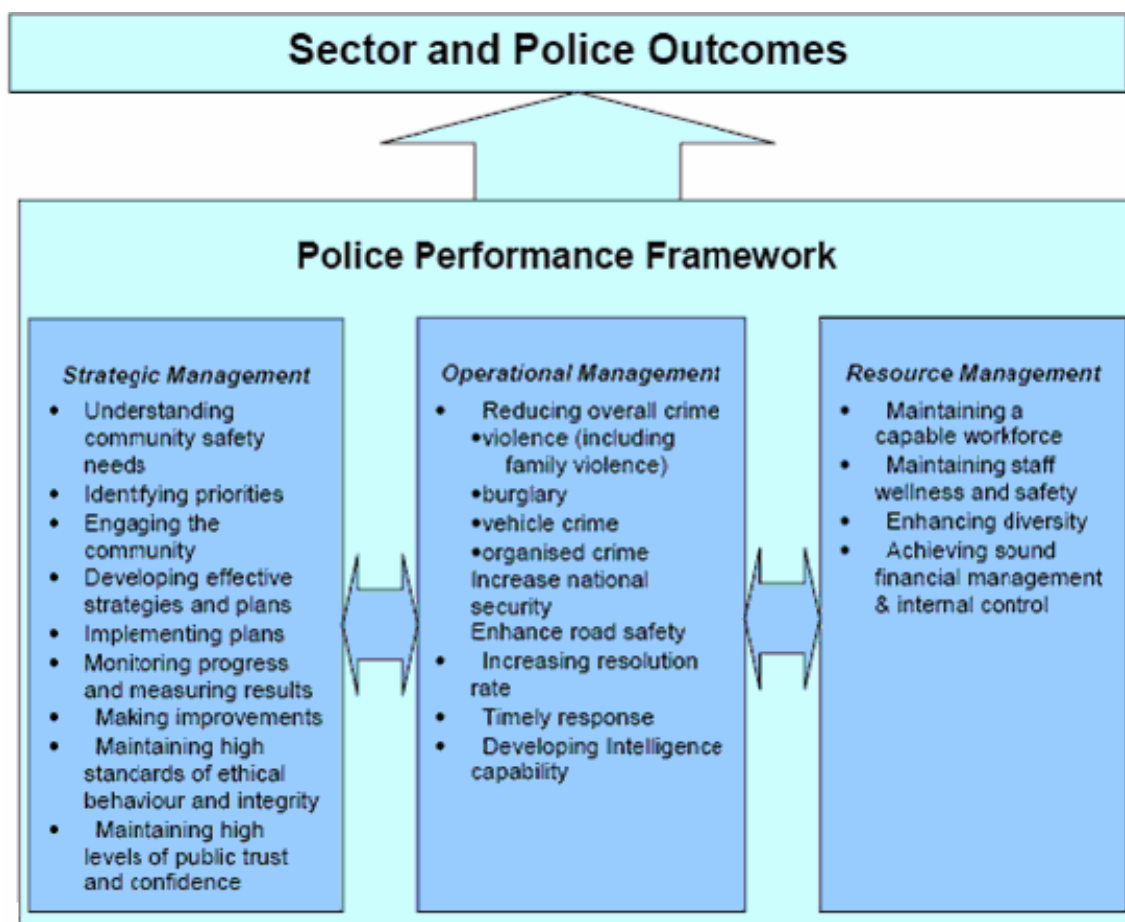
<sup>62</sup> Technically, the police are not part of the public service but as an instrument of the Crown, participate in its operations.

<sup>63</sup> "The chief executive of Police is known as the Commissioner and is appointed by the Governor General." <http://www.police.govt.nz/about/structure.html>

<sup>64</sup> Susan Campbell, 2006, op. cit.

The services are reviewed simultaneously in two half-yearly sessions, in which indicators divided into three categories are used:

- Strategic management. e.g. an understanding of community needs in terms of safety, maintenance of a high level of public confidence in the service, etc.
- Operational management. e.g. reduction in crime, improvements in road safety, response times, etc.
- Resource management. e.g. maintenance of the well-being and safety of personnel, assurance of financial management and solid internal controls, etc.



**Source:** Susan Campbell, *Theme 12 Reviewing Organisational Performance the New Zealand Police Way*, National Quality Improvement Manager, Organisational Performance Group, Police National Headquarters, New Zealand Police.



In 2006, a new framework was adopted based on the *Baldrige criteria for performance excellence* model.<sup>65</sup> Today, this framework for measuring performance consists of 7 categories:

1. Leadership and governance
2. Strategic planning
3. Attention to the community and citizens
4. Intelligence, evidence and knowledge management
5. Police personnel
6. Policing processes
7. Focus on results



**Source:** Susan Campbell, *Theme 12 Reviewing Organisational Performance the New Zealand Police Way*, National Quality Improvement Manager, Organisational Performance Group, Police National Headquarters, New Zealand Police

<sup>65</sup> See the *National Institute of Standards and Technology* website <http://www.quality.nist.gov> (consulted 14 September 2007).

The first three categories represent what guides the objective of “high performance”, while the fourth supports it and the first three allow it to do so. At the centre of this framework there is an equal footing with management, “*Safer Communities Together*”.

As an example, the last category, “focus on results”, consists of 6 dimensions:

- The quality of the police service
- Community and citizen satisfaction
- Financial performance, i.e. efficiency
- Police personnel
- The effectiveness of police activity
- Leadership, governance and social responsibility.

For each category, criteria are identified through the analysis of various high-performance organisations that are not necessarily police organisations.

The evaluation approach used is as follows:

- The publication of a **progress report** on each district by the organisational performance group. The report is then sent to district commanders for their observations.
- **Onsite visits** by two members of the *organisational performance group* and senior managers when additional information is required (consultation of management and personnel).
- The publication of a **preparatory report**, also addressed to district commanders for their observations, then to the director of police as the final recipient.
- **Performance meetings** between the whole district management team and the director of police. Generally, these meetings are about strengths and opportunities for improvement identified in the report.

### 9.3 Strengths observed and challenges encountered

According to the organisational performance group, the implementation of this framework has led to a reduction in the total number of crimes and road deaths.

After 5 years of implementation, the group has noted a change in attitudes: after a period in which they were regarded with suspicion, the principles of evaluation are now integrated to such an extent that services that have not been evaluated question the group on the reasons why.<sup>66</sup>

In December 2006, the organisational performance group set out a number of lessons learnt from its experience at the *World Quality Congress* during a speech entitled *Reviewing Organisational Performance the New Zealand Police Way*

- Establish clear principles
- Learn from others
- Recognise their strengths
- Be persistent
- Be prepared to be flexible
- Be aware that changes take time and require patience.<sup>67</sup>

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<sup>66</sup> Susan Campbell, op. cit. p.25.

<sup>67</sup> S. Campbell, 2006, op. cit. p.25. Our translation.

## Conclusion

Monitoring police performance is not merely an accounting requirement; it is inseparable from the objectives of citizen satisfaction and crime reduction. The method for measuring performance thus becomes a stakeholder in police activities as a whole and assumes virtues such as an effective reduction in the number of crimes<sup>68</sup>.

This review of international experience also demonstrates the current concern of police services and governments with measuring police performance and, in many cases, with improving the quality of service the police provide.

The objective of measuring police performance

Most often, assessing police performance **gives the measurement of the effectiveness of police activity a predominant place** and places less importance on measuring its efficiency. As mentioned earlier, the effectiveness of a police force is determined by the relationship between the objectives of the organisation, in terms of operations “on the ground” and results actually achieved; whereas efficiency measures the resources required to achieve these results. For the most part, **effectiveness indicators are associated with changes in the crime rate**. In France this is the case, for example, in the indicators specified in the LOLF for the Police Nationale and Gendarmerie Nationale. One can see, however, the desire to introduce a measure for the quality of service provided through, for example, the use of the night-time rate of intervention within 30 minutes (LOLF: indicator no. 1 of the Gendarmerie Nationale for objective no. 2: to ensure and guarantee a level of safety that is consistent across all areas).

However, **other countries also take efficiency into account**, i.e. the relationship between the result achieved and the resources used to achieve said result. This is the case in Australia, where one indicator used is cost per person in dollar terms. In analysing this indicator, differences in terms of policy and socio-economic,

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<sup>68</sup> Lorraine Mazerolle, Sacha Rombutes and James McBroom, 2006, op. cit. p19.

geographical, and demographic factors are taken into consideration. Clearly, the measurement of efficiency is very closely tied to the allocation of police service budgets.

### Activities measured

Most of the methods used to measure performance described here apply to traditional police activities: arrests, legal surveys, maintaining order, road safety, etc.

The main indicator used by police services is the crime elucidation rate or clearance rate, which is the relationship between the number of violations of penal law resolved and the number of violations recorded during the year.

When evaluating the effectiveness of the police other facets of police work should be taken into account, such as:

- The crime rate;
- The level of satisfaction of the population;
- The feeling of safety of residents;
- Response times to emergency calls; and
- Activities conducted aimed at crime prevention.

### Tools for measuring police performance

As mentioned above, the preferred tool of the authorities is **statistics** with the calculation of the crime rate and, often, the elucidation rate of surveys. With the advent of the Compstat system, the IT support that allows, among other possibilities, the obtention of detailed maps of the crime rate has assumed considerable importance, including in police services that do not use this methodology.

The measurement of **citizen** satisfaction, which is often taken into account in accountability, prompts police services or their leading authorities to **consult with the population, most frequently through surveys**. These consultations have become important in providing an account of the opinion of citizens of the service provided by the police and in measuring the feeling of safety among these citizens, which has not necessarily moved in unison with the crime rate, and require specific steps to provide information and increase awareness.

Other strategies can be envisaged to gather this qualitative information, such as the creation of *focus groups*\*, a consultation method that can be used to gather information on the expectations of citizens. The information gathered from such groups goes beyond what can be learned from a survey, even through their open questions. These groups can be of random composition or target particular groups depending on the information sought.

With regard to this participation of citizens, Dennis P. Rosenbaum and his team are currently analysing the design of an interactive online information system.<sup>69</sup>

Some countries include **consultation with the police themselves** in the measurement of performance. Here, the objective is not to measure the performance of individual police, who nevertheless play a role in the performance of the organisation as a whole, but rather to use information provided by police personnel in efforts to measure the performance of police activity. This consultation is particularly relevant in the implantation phase of a project, as identified by the Home Office and the Chicago Community Policing Evaluation Consortium, and remains valid for the evaluation of police performance in general.

In addition, the tools used to measure police performance have certain limitations. Firstly, some countries compare police services, and yet socio-demographic and geographical factors influence the indicators, thus reducing the relevance of this comparison. The comparison of different police services also depends on the multiplicity of the objectives of police forces, divergent priorities and resources, both human and financial. Is, for example, the increase in the number of speed violations due to the increase in this police activity being considered a priority, or an increase in the actual number of speed violations?

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<sup>69</sup>ROSENBAUM, Dennis P., "Community Policing and Web-Based Communication: Addressing the New Information Imperative", in Fridell, Lorie A. and Mary Ann Wycoff (Eds.) *Community Policing, The past, present and future*. Washington, DC: Police Executive Research Forum, 2004, 238 p.

Secondly, **quantitative indicators**, those most often favoured when measuring performance, **only measure what they have been created to measure** and do not necessarily allow them to be put into context.

Moreover, the crime rate only takes into account events brought to the attention of the police or which are the product of priorities of the service that cannot be defined on a local level. Thus, it excludes violations of the law that do not come under either of these two categories and which require pro-active police action.

Thirdly, access to statistical information remains difficult: not all information is divulged and police forces provide different information, making comparisons more difficult.

### Favourable factors

Within the framework of the limits of this study, one can identify several factors that favour the introduction of a procedure to measure the effectiveness of police activities. It would appear that before giving up on a particular methodology for measuring performance, most countries could work on the reorganisation and structure of their police services and, in particular, redefine their objectives. This will require a major change in attitudes and practices and, in this way possible reticence among **the police, who can also to an extent feel that they have been valued on a personal level.**

One of the factors behind the success of the implementation of a new procedure for measuring performance is success in securing the **support for and promotion of said procedure from the leading authorities within police services.** This support creates a dynamic and gives the approach credibility while at the same time facilitating its implementation. The training of personnel can also favour this engagement.

Prevention, an activity that is still insufficiently measured

Finally, **it is interesting to note that the measurement of prevention activities remains patchy.** Although the feeling of safety among citizens and their assessment of the service provided are evaluated in surveys, the quality and effectiveness of the partnership, the impact of public awareness campaigns and the effectiveness of various prevention techniques adopted by the police (such as foot and bicycle patrols, contact with families and communities, integrated local strategies, etc.) are, to our knowledge, little developed to date.



## **GLOSSARY**

### ***Benchmarking***

As used by the Home Office: Quantitative or qualitative comparisons of the performance of one organisation with the performance of other similar organisations, with a view to identifying practices to adopt and areas for improvement.

### ***Commissioner***

Director of police at local, provincial or national level.

### ***Community policing***

“A set of measures designed to establish a partnership with the public so that the public plays a role in ensuring its safety and works more closely with the police”.<sup>70</sup>

### ***Compstat***

Computerized Statistics. A police management method used in New York, that uses the weekly analysis of electronically-recorded statistics to make real-time adjustments to the activities of different police services. These statistics are accompanied by a geographical analysis of crime and weekly meetings of different levels of hierarchy of the various police services.

### ***Effectiveness***

“The relationship between objectives set and results actually achieved”<sup>71</sup>.

### ***Efficiency***

“Relationship between result actually achieved and resources required to achieve these results”<sup>72</sup>.

### ***Focus group***

Discussion group organised using a specific methodology that involves a moderator and the organisation of discussions according to a framework established in advance by the team responsible for evaluation.

### ***Home Office***

The equivalent of the Ministry for Internal Affairs in the United Kingdom. Responsible for police services, the administration of jails, immigration and penal issues.

### ***Indicator***

An element of qualitative or quantitative information on the observable manifestation of a phenomenon or action. Indicators are accompanied by a target to assess the range of results.

### ***Knowledge-based policing***

Policy strategy model based on knowledge of all aspects of a given issue or problem.

### ***Organic law***

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<sup>70</sup> SALOMON, Jean-Claude, *Lexique des termes de police, Anglais-français / français-anglais*, Coll. Études et Recherches, Paris, IHESI, 1998, 143 p.

<sup>71</sup> France qualité publique, *Évaluer la qualité et la performance publiques*. La Documentation Française, Paris, 2006, 289 p.

<sup>72</sup> France qualité publique, 2006, op. cit.

In France, a category of law passed according to a particular procedure designed to stipulate how public authorities operate. In the French legal pyramid, organic laws lie above simple laws and above constitutional laws.

***Observatoire National de la Délinquance***

A department within the Institut National des Hautes Études de Sécurité (INHES), the Observatoire was founded in 2003 and is responsible for collecting statistical information on crime, analysing crime in France and producing recommendations on the basis of this analysis.

***Outcomes***

“More (often long-term) broad-ranging consequences of the outputs of a project”<sup>73</sup> or the results of activity.

***Outputs***

“The products of a project defined in terms of what has been directly accomplished by the aforementioned activity”<sup>74</sup> or even the product of activity.

***Precinct***

Police station.

***Problem-oriented policing (POP)***

A police strategy model developed by Herman Goldstein that involves the identification and analysis of crimes and problems faced by a sector and the resolution of the same with the engagement of the community, in conjunction with the police services.

***Problem solving policing***

A police strategy model implemented in Chicago at the heart of community policing, known as the Chicago Alternative Policing Strategy (CAPS), in which the police not only respond to individual calls but adopt a proactive approach aimed at prevention vis-à-vis a series of problems with characteristics in common within a sector.

***Elucidation rate***

Ratio of crimes solved in the year to the number of crimes recorded in the same year.

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<sup>73</sup> STOCDALE J.E., WHITEHEAD, C.M.E., GRESHAM, P.J., *Applying economic evaluation to policing activity. Police Research Series*, paper 103, 1999, 68 p. Our translation.

<sup>74</sup> STOCDALE J.E., WHITEHEAD, C.M.E., GRESHAM, P.J., 1999, op. cit. Our translation

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