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**Performance Culture in the UK Police Forces, a case study of Kent Police.**

**July 2012**

*“Presented as part of the requirement of the Degree of MA in  
Management Studies Canterbury Christ Church University”*

## **DECLARATION**

*This Dissertation is the product of my own work and has not been presented for any other Award. I declare also that the Dissertation is available for photocopying, reference purposes and Inter-Library Loan.*

**Christopher Goodman**

## **Abstract**

This dissertation is a case study of the management of performance in Kent Police. The method used was to conduct semi-structured interviews with a small number of serving members of Kent Police. The techniques used were based on an Interpretive Phenomenological Assessment pioneered by Jonathan A Smith, Paul Flowers and Michael Larkin. During the literature review many sources were used including current management journals, text books, government publications and websites.

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## **Introduction**

During the completion of a diploma in management studies the researcher read an article called 'The un-payable police' written by the Dutch economist P.J. Van-Rennan in 1999. This article looked at the effects of Baumol cost disease on the Dutch police at that time and in fact predicted that for any modern society the cost of policing would ultimately reach such a level that policing would become financially un-tenable.

The UK government and in fact the rest of the global economy is, at the time of writing this paper, under great financial pressure. This has resulted in massive cuts to the public sector budgets across the United Kingdom. The effect on Kent Police is a predicted loss of 1000 members of civilian staff and 500 serving police officers over the four year period up to the end of 2014. This is a significant number of losses which is brought more into context if you consider that the number of police officers based at Kent police stations, excluding headquarters posts, at the end of 2011 was 2666. The situation for civilian staff is far worse as at the same time using the same criteria the numbers of civilian staff was 1132( figures provided by Kent Police freedom of Information team)

This then prompted the thought, what is the likely effect of these losses, on the performance and ability of Kent police to continue to provide a quality service to the public. Does cost disease have any impact on Kent police and if so exactly what impact?

The researcher held the view that the management of Kent police was very performance oriented and the force had a strong performance culture. He was aware

of the origins of this culture but also was aware that managers in industry had for some time moved away from the managerialism of the 1980's. He holds the personal belief that in setting and driving goals you have a tendency to achieve the goals but little else.

With this in mind a review of the literature was conducted and an indicative literature survey was written. The indicative literature review is an on-going process, and the theoretical models and journals have been constantly searched. This survey and the material gathered was used in an effort to identify gaps in the existing knowledge in order to identify suitable academic areas in which to conduct research. Following this process five research questions were developed and it is the aim of this case study to address those questions. The research questions were then listed and the end of the indicative literature survey. During the entire period of the research project frequent reviews of the literature were conducted to determine if any new literature having an impact on the topic existed.

Various positivistic approaches and research methods were considered for example using quantitative statistical analysis of data to identify if there is any significant mathematical correlation between variables. Due to many factors it was decided that isolating the variables to be examined was not possible in a project of this size. The researcher even considered attempting to use a PROMETHEE based uncertainty analysis in a similar model to that used by (Barton & Beynon, April 2009) however the level and complexity of the mathematical modelling used was way beyond the scope of this paper. It was therefore decided that the most appropriate research method available at this time was to conduct a qualitative study based on an



Interpretive Phenomenological Assessment in line with the methods explained by (Smith, Flowers, & Larkin, 2009)

Once the methodology had been determined a number of random candidates for interview were selected across the current workforce of Kent Police. Due to work commitments and other personal factors not all of those persons chosen agreed to be interviewed and some who did agree were not actually available. Following this canvassing stage 15 semi-structured interviews were conducted with serving members of Kent Police. The interviews were recorded using a digital voice recorder. Following the interviews written transcripts were created and this written data was uploaded in a computer based project management software package by QSR, called Nvivo 9.

The methodology used together with the full reasoning of the decision making process has been presented in full after the indicative literature survey. A commercial software program designed to assist researchers managing data, called Nvivo 9, written by the company QSR, was then used to examine the content of the interviews and data obtained in detail. Following this process the meanings and expressions of those interviewed were collated and the ten most significant trends and themes identified. The findings from this examination of the data are presented fully after the methodology and attempts to link the findings to the theories presented in the indicative literature survey are made. This is then briefly summarised at the end of the findings section.

Finally the findings have been explored in light of the original research questions in the context of the indicative literature survey and conclusions reached from this

process. These are then presented in the conclusions section together with a brief critical review of the methods used and suggestions for further research.

## **Indicative Literature Survey**

In order to properly understand the performance issues affecting Kent Police at this time we first need to look at the roots of performance cultures in organisations and in particular managerialism in the UK public sector.

(Taylor, 2007) Opens her paper by expressing the view that winning creates a positive feeling, she is in effect saying that success breeds success. This is important in organisations as this feeling of success permeates through the organisation and makes people want to spend time together and feel more engaged with the task in hand. This is about the pursuit of excellence and that pursuit becomes the overriding goal and not striving to attain that goal is equivalent to an admission of failure.

The roots of the performance culture in the UK public sector lie in the 1970's and 1980's when Government began to focus on the effective use of public sector resources. This was picked up by New Labour during the late 1990's with the assertion that the public should be aware of any improvements in services. This drive for value manifested itself in UK higher education and led directly to a constant evaluation of performance. Also the creation of a multitude of agencies and consultants that drive measure and analyse performance and create policy (Taylor, 2007) Any changes expressed here in education have been replicated across the entire UK public sector including the Police.

Despite being widely used in the UK public sector one criticism of the performance culture is eloquently expressed by (Taylor, 2007) in her discussion of performance culture in higher education. She quotes a number of writers including (Gabriel, 2003) and (Bunting, 2004) , and states that workers are under increasing pressure to do their jobs and to do them well but not only this they also need to make sure that

everyone knows how well they have done. This must be done to secure performance related pay or promotions.

Since the 1980's the UK government has looked at the private sector and have sought to adopt business management practices for the public sector, particularly when looking at aspects of financial performance and management. It is clear that through this period, the powers that be, held a perception that there were many flaws and poor practices in the management of public sector organisations. Performance management was another process that came from the private sector and it has been adapted into an audit mechanism intended to improve performance, productivity and accountability in the public sector. (Forrester, 2011)

The type of performance management introduced as a result of this governmental process came into UK around the year 2000. This had already taken place for some higher education establishments some 8 years earlier. (Forrester, 2011)

A clear description and definition of what performance is does not really exist. It is exceedingly difficult to formalise. It almost certainly means different things at different times and contexts and among differing occupational groups. What performance is may in fact mean different things to members of the same groups dependent on their current context. The Oxford English Dictionary defines performance as 'the act or process of performing or carrying out: the execution or fulfilment of a duty: a person's achievement under test conditions' this suggests that performance is actually about doing something and achieving or accomplishing a given output or outcome. Performance therefore is about getting the work done, the efficiency of that process as well as the results of that labour. (Forrester, 2011)

Another term often used to describe performance culture is managerialism which (Forrester, 2011) states can best be described as a set of beliefs and practices that have been adopted to reshape public sector organisations and agencies. The idea of performance culture is to affect the thinking and ideology of the workforce in order to improve the efficiency and cost effectiveness. The overall cost for education during the process of implementing and maintaining performance management has not been calculated however it is likely to run into millions of pounds, and is undoubtedly replicated throughout the public sector. The money has been spent on training the managers, using professional consultancies to develop models and training and the need to employ external assessors. There is no way of knowing to what extent, if any, these expensive processes have contributed to an improvement in performance. (Forrester, 2011)

Many hold the view that strong cultures in business are a good thing and this is expressed by (Saffold, 1988) who opens with his paper with a summation that, culture shapes organizational life very strongly. This shaping then is so strong that it tends to suggest a degree of plausibility for the argument that a strong culture means good organizational performance. The view that a positive culture can be linked to strong performance has therefore been widely agreed. This easy to explain link seems to be in favour and needs little more than anecdotal evidence to generate further belief. This model is however far too simplistic and the complex role of culture in organisations no longer truly supports the position linking performance to strong cultures.(Saffold, 1988) This more recent view is mirrored by (Taylor, 2007) which was discussed earlier.

What needs to be accepted now is that similarities among highly visible cultural traits can create the impression of a causal link but this hides what is truly going on

within very complex situations. The need to look more closely at the entire issue means that the organisation should be viewed not as a single culture but we need to look and examine it completely looking in depth at all the subcultures as well (Saffold, 1988)

(Saffold, 1988) Carries on explaining that the idea of using strength to describe a culture is not merely imprecise it also implies a quantitative element which in fact is entirely alien to the subject being studied. The questions raised by organizational cultures are very complex and any links are far more subtle than a single dimension. This complexity means that it is a complete misnomer to suggest that the culture of an organisation is strong

. An article by (Tiongson, 1997) reviews the theoretical models of William J Baumol. The paper looks at the original work, published in 1966. He explains that the essence of the original article is quoted as providing a major insight into the economic dilemma faced by performing arts. This dilemma is known as cost disease and is backed by empirical data. The amount of labour necessary to produce a typical manufactured item consistently falls over time due to technological advances. Over the same period however the productivity in the performing arts remains relatively unchanged. This then creates a chronic income gap which was predicted to make an eventual decline in the provision of the Arts unless public funds were provided to support the industry. (Tiongson, 1997)

Some thirty years after publication of the original theoretical framework Baumol's work was relatively unchallenged (Tiongson, 1997). However despite this the author argues that the empirical evidence is not conclusive. This is justified by a survey of 25 US orchestras over a 21 year period. This survey by (Felton, 1994) showed a 26

per cent increase in live performances for the 6 year period 1986 -1992, an increase in productivity that outstripped the manufacturing sector.

Further exploration of the phenomenon takes place and more empirical evidence in support of Baumol is produced. This confirms that there is a growing gap in earnings for the Arts as predicted by the original theoretical model. However this particular work shows that the gap was due to non-labour related costs and not as originally predicted by Baumol. In fact according to this article there is little evidence of the Baumol cost mechanism in UK arts organisations during the 1970's. In fact a number of recent papers by Baumol state that to some extent his own original assertions were flawed. The new direction provided here is not that cost disease does not exist but that the composition of spending will change. The general income will increase together with a fall in cost of goods and therefore a greater proportion will be spent on the performing arts thus offsetting the effects of cost disease.

(Blaug, 2001)

What at the outset appeared to be a solid theoretical model with little criticism now seems to be developing a few flaws. These flaws are examined by (Cowen, 1996), he accepts that as technology and education improve free time and money for the arts will increase. He goes on to examine the famous Baumol example of a 1780 string quartet performance of a Mozart composition. Baumol asserted that in 1780 the performance took four people forty minutes and still takes four people forty minutes today. What is explained by (Cowen, 1996) (Preston P and Sparviero S, 2009), has changed however, is the ability to record or broadcast this performance. The actual performance has not altered but the output of that performance, measured in consumption units has exploded.

The recording of performances is not limited to a single event either. The recording industry has benefited from numerous and ongoing technological gains as much as any other. Therefore both the quality and numbers of output units is able to increase. Thus reducing the overall unit cost and allowing for a sustained growth of production on a par with the other industries.

A term that appears in (Cowen, 1996) is stagnant sectors where he argues that Baumol attempts to treat the performing arts in this manner. Cowen describes a men's barber as a paradigmatic example of the applicability of cost disease. The final product alters little, suppliers are unable to exploit the economies of mass production and technological advances can do little to assist the barber. Given the wide and diverse world of the arts with the mass of creativity, invention and ability to exploit technological advances (Cowen, 1996) asserts that the performing arts are not a stagnant sector which goes some way towards explaining the apparent flaws in cost disease theory. It appears that the theoretical model is only applicable for truly stagnant sectors. There is a fundamental element contained with the theory that there are some types of labour contribution that are irreplaceable by technology. The barber providing a haircut is a perfect example. This irreplaceable contribution has been called a 'creative input' (Preston P and Sparviero S, 2009) who investigate the effects of cost disease in the Media Services. They claim that, despite an initial period of success and interest, following publication of the model, cost disease, has been largely ignored or dismissed. This they state is due to the presumed capacity of increasing information and communication technology to improve productivity levels of any sector.

Given the fact that there is an ongoing technological advance it can reasonably be expected that the contribution of labour will be gradually replaced by machinery.



There are however a number of activities where labour provides a special contribution to the productive process and can therefore never be replaced. (Preston P and Sparviero S, 2009) This is the 'creative input' and examples include the barber cutting hair, a doctor examining a patient, a police officer affecting an arrest and a multitude of other service based tasks.

In 2007 Christer Thornqvist investigated the management of the Swedish public sector. He was particularly critical of long term plans and policies adopted to maintain and improve services through privatisation. He claims that attempts to improve productivity by copying measures used in the private sector failed to take account of cost disease. The crux of their problems was not based in public or private ownership, the key issue was between services and manufacturing. (Thornqvist, 2007)

The fact that cost disease relates to sectors where the workforce has a 'creative input' leads to the conclusion that affected sectors are the service based industries. This is particularly problematic for the majority of modern industrialised nations that provide public services, as there appears to be an inevitable increasing burden on the public purse. The Swedish government and the problems faced by their public sector explored in (Thornqvist, 2007) is a prime example.

Further indications of the phenomenon and their effect on the Dutch Police are examined by P. Van Reenan. He explains that the overriding characteristic for cost disease is that the work is strongly linked to the person. (van Reenan, 1999) Makes a long theoretical discussion of police work and police performance. He surmises that one of the key factors is the application of legitimate force. This force can only be applied by the presence of a police officer and there is very little that technology

can offer to alter this fact. The paper concludes that there is some evidence of cost disease operating within the Dutch Police.

During the latter period of the last century UK public-sector organisations came under close scrutiny from the 'New Labour' government. The greatest indication of this was the introduction of the best-value (BV) framework that came into force in April 2000 following the provisions of the Local Government Act 1999. This places a legal duty onto the public-sector to provide BV services and to provide value for money to the local tax payers. (Magd & Curry, 2003)

At around the same time benchmarking emerged as a management tool that was believed to be a powerful method of improving quality. There was a quantity of empirical data to show that use of benchmarking in private sector organisations led to significant performance gains. This thinking was then transposed to the public-sector and (Magd & Curry, 2003) was of the firm belief that knowledge of benchmarking practices was essential. The view of the Treasury (HM Treasury, 2006) was that the correct cost and productivity data should be used proactively to benchmark and identify good and bad practices.

Best-value was introduced towards the end of a decade where the UK Government had focused a lot of attention on improving the quality of public services. The key principles of BV, being transparency, accountability, ownership and continuous improvement, demand that public-sector organisations clearly identify a definition of efficiency and effectiveness. Benchmarking was one method that was identified as allowing these organisations to develop appropriate and sharper performance indicators. (Magd & Curry, 2003)

This drive to improve the efficiency of public sector organisations was focused in the police by the introduction of the step change program (HM Treasury, 2006). In this report the writer opens with a clear statement of intent recommending that the pace of improvement in police resource management and operational productivity needs to speed up significantly. It claimed at that point in time that the police force faced serious funding issues over the following 5 years leading up to 2011. The resources would therefore be far tighter and consequently would need to be rigorously managed to achieve the best performance. In order to deliver this the police service would need to provide detailed evidence of what works. Also significant in this opening introduction was the mention of workforce modernisation to build a more specialised and flexible workforce.

The study of (Magd & Curry, 2003) concludes in part that in the modern world it is vital to provide good quality services at an affordable price. This is still and has and will always be true. They go on to explain that in order to implement the BV framework organisations must establish service performance measures. They then extol the virtues of benchmarking and the position that it is of particular value in the public-sector. What it does not and cannot do is identify any of the service performance measures that each individual service is measured against. This is of particular relevance to the Police as clear identification of what effective performance looks like for them is very difficult to identify due to the number and nature of services provided. This difficulty is also expressed in (HM Treasury, 2006) where it claims the police service does not possess the necessary data, knowledge or skills to deliver the improvement in performance or step change, demanded of them.

A precursor to this drive for improvement and efficiency was displayed in the total quality service (TQS) model delivered in the Police department of Brighton USA during 1991. The Brighton Police department uses a variety of internal measures to check its performance. They tend to be questionnaires designed to identify levels of staff satisfaction, customer satisfaction and also more readily accepted measures such as the number of complaints received. During the first 2 years under this regime they achieved 98 per cent of their local respondents who believed that they were doing a good job. During the same period serious complaints lodged to the city council fell from 32 in the first year to none during the second year. (Galloway, 1992)

In recent years increased use of technology to share and communicate knowledge has become increasingly important for the UK police forces. Various partners and stakeholders demand information in a variety of ways. These stakeholders include Police Officers and staff and a greater use of IT has led to an improvement in the flow of knowledge. This increase in the quality of the flow of information leads to an improvement in the delivery of police services. (Collier, Edwards, & Shaw, 2004)

The setting of performance targets for the Police has always been a difficult area as Police performance is in a lot of ways intangible. Police work is particularly averse to targets as the police do not only record and act on crimes but they also prevent an unknown number of crimes simply by being present. (Hoogenboezem & Hoogenboezem, 2005) Another writer who takes this position expresses the view that crime figures and crime statistics only tell us what the criminal is doing, not how the police are performing (Reuss-Lanni, 1983) These views make the identification of police performance very difficult as a lot of what they do is intangible. The view expressed by the above writers is also reflected by (HM Treasury, 2006) when they

explain that the police service has no means of recording what people actually do and then costing this activity by linking it to output and productivity. What the Treasury fail to identify is why and this failure is ignored thereby compounding the problem.

It is the opinion of this writer that many other researchers and authors both private and government based fail to realise that there are large parts of police performance that quite simply cannot be measured or quantified. This problem is unique to the police. In other public sector, and indeed other service industries, the provision of the service can be counted or quantified and the quality of the response measured. For the police a lot of what is done is in fact completely intangible, this is supported by (Reuss-Lanni, 1983). Consider two officers working an eight hour shift. The first works in road traffic enforcement and in his eight hours of duty patrols in a marked police vehicle and issues eight fixed penalty tickets. The eight tickets are countable, measurable tangible evidence of his work. What of the improvement in driving standards when the police car is present. Has this mere presence prevented driving offences being committed? Or more significantly prevented a serious road crash which could have resulted in serious injury or even death. The second officer spent the entire shift on foot patrol, speaking with householders and shop keepers. He was not tasked to answer any calls, made no arrests and issued no tickets. He may have prevented an unknown number of offences by his mere presence alone and also provides immeasurable public reassurance. Of the two officers one provides eight tickets as tangible measurable indication the second has nothing tangible to show for his days work. The question is which officer is performing? Is one performing better than the other? Do they both add value to the organisation? How can the cost

of this activity be assessed? This then is a key dilemma when trying to quantify and record police performance.

The 'New Labour' drive to measure performance and set targets across the public sector during the latter part of the last century and early part of this century was mirrored to a certain degree around the globe. In the Netherlands performance targets for the police were introduced for the first time in 2003 (Hoogenboezem & Hoogenboezem, 2005). These authors explain that the setting of targets can be counter-productive for the police. The Dutch Public quickly expressed a new found distrust of the police. This was based on a feeling that when issued with a ticket the officer was more concerned with meeting targets than public safety and security.

In 1999 the Audit Commission was set up and has since then been auditing the community safety activities of local councils. The 2002 report by this body was highly critical of government claiming that local authorities were focused solely on crime reduction rather than the wider issues of community safety. (Hope T. , 2005) This is another indication of the target setting pitfalls described by (Hoogenboezem & Hoogenboezem, 2005) .

The UK treasury underline their belief in the need for robust measurement systems with timely data in order to provide significant value for money gains in the police. They place emphasis on the identification of unit costs for operational activity thereby standardising cost and best practice across the police service. They urge for greater productivity information right down to team and individual level as a key tool for improving performance. (HM Treasury, 2006)

Further criticism of the performance driven, target setting regime of the UK government over the last 10 -20 years is succinctly expressed by (Maguire & Hope,

2006) in the conclusion to their paper. They state that the UK Government have introduced rafts of targets in the public sector that have been set with little or no consideration for their feasibility. This arbitrary setting of targets can set expectations way above what can actually be delivered and this immediately leads to customer dissatisfaction. In the case of the public sector the customer is the public. Also when faced with pressure to achieve unreachable or unrealistic targets staff can become demoralised and finally it can cause staff to 'play the game' to achieve the targets but at the expense of other work streams.

The Police Reform Act of 2002 sets up an annual review of policing in the UK and gives government the opportunity to set out a vision for successful policing. What is abundantly clear that this will be a mechanism to set and implement policing targets. Another indication of this reliance is the Policing Performance Assessment Framework (PPAF). The introduction of this legislation at that time showed a complete reliance on the quantitative measurement of performance rather than the qualitative assessment of the well-being of the community. (Hope T. , 2005)

There are great difficulties when trying to determine and measure police efficiency. It is essential if an accurate picture is to be formed to capture all aspects of policing activity in order to avoid producing biased results. For example you need to consider not only the reactive arm of policing for instance arresting offenders or solving crimes but also preventative functions for instance crime reduction. Whilst the former are easy to measure because they produce a clear quantitative result there are a number of intangible products of policing. (Drake & Simper, 2003)

Another very clear indication of the problems in correctly identifying police performance or outputs can be found in (Office for National Statistics, 2009). In this

report they analyse the inputs and outputs of all public services in the UK for the period 1997 – 2007 to determine the productivity and produce statistical charts and tables. When they come to the figures for the police they use a convention that ‘outputs = inputs’. The implication of this approach is that police productivity remains unchanged. The convention is used because of the associated difficulties in correctly identifying police output or performance. This provides some significant evidence that although the government urge and insist that police leaders deliver greater value they themselves are unable to determine what that better performance actually looks like.

The difficult task of properly identifying police productivity is not limited to policing in the UK. In 2005 a report by Robert Herndon III in the FBI Law Enforcement Bulletin deals with this very subject. The view of the writer of this report is that police officers prove valuable to their communities in a multitude of different ways, not all of which can be measured. This leads those law enforcement agencies to struggle to find ways to objectively assess the performance of their staff. The report looks at the method used Conway Police Department to provide monthly productivity data for their staff. The report concludes that although it is important to remember not all aspects of performance can be measured, some measurable performance standards must exist. These allow supervisors to fairly and consistently assess their staff. (HerndonIII, 2005)

The police officers working in Conway Police department complete a docket at the end of each shift which is handed in. This docket includes a breakdown of the officer’s day’s activity. They record details of any calls they have attended, arrests made, accidents dealt with and citations issued. They include the number of hours worked that day. These are added to a spread sheet that keeps a running total for



each officer for the month. At the end of the month the activities are all added together to provide a total of patrol activities which is then divided by the total hours worked giving a ratio. This is performed for all officers and allows supervisors to make a comparison of the productivity of each officer. (HerndonIII, 2005)

Whilst the methods used by the Conway Police Department described by (HerndonIII, 2005) to assess the performance of their staff offer some degree of measurement the writer himself identifies that there is more to police officers performance than measurable outcomes. This view has also been expressed a number of times in this dissertation and is supported by a number of different authors.

We have already discussed the drive by the UK government over the last decade to both measure and improve the efficiency of public sector organisations. The performance of the police has as always been under close scrutiny. It should be remembered that police performance is affected by the performance of partner agencies. These agencies will have also been subjected to similar reforms and pressures during the same time period. For example the Forensic Science Service (FSS), which became an Executive Agency of the Home Office in 1990, started at that time to charge the police for its services. Until 1996 the FSS was the only provider and as such held a monopolistic place in the market. However at this time a number of other private providers entered the market, for example LGC plc. The FSS undertook their own customer satisfaction survey in 2000 which highlighted a number of areas where they were apparently failing. Over time they have adopted new strategies and systems and have greatly improved both their productivity turning more samples around with much shorter time scales and also the quality by giving a higher rate of successful identifications. During this process the FFS engaged with

the police to set useful and meaningful targets which have clearly aided in service delivery. (Maguire & Hope, 2006)

In 2009 the Office for National Statistics produced a report looking at public service output and productivity. In this paper they define the productivity of any given sector as being the quantity of output divided by the quantity of input. There is some general discussion about obtaining meaningful output data given the obvious difficulties for public sector organisations and the difficulty of making reasonable adjustments for quality. It accepts that to some degree this has been achieved for health and education, which account for just over 50% of all of the spending. It accepts that this has not been possible to develop satisfactory quality measures for the smaller spending areas. (Office for National Statistics, 2009)

Data taken from the (Office for National Statistics, 2009) show spending on the police for the year of 2007 equated to only 5.5% of the total and this was one of the smallest individual amounts listed. This report comes on the back of another report by Sir Tony Atkinson, which was published in 2005, who was commissioned to investigate government inputs and outputs in the context of National Accounts. In his report Atkinson stressed the need to adjust public service outputs for quality. This quality adjustment is not a simple factor for public services. In 2009 one of the quality measures for education was pupil attainment this however takes no account of other possible desired wider outcomes. (Office for National Statistics, 2009)

(Triplett & Bosworth, 2003) Reviewed cost disease in the US service industries. This was a detailed review using data provided by the Bureau of Economic Analysis (BEA). They explain that after 1995 there was a wide reaching acceleration that could be evidenced in fifteen of the twenty-two two digit service industries. They

claimed that this growth in Labour Productivity (LP) was equal to the growth in the general economy and thus claimed that cost disease had been cured. What was of note in this report was not the actual result but the data that the researchers chose to exclude. In their methodology they describe using data based on the industry output and input program otherwise referred to as the Gross Domestic Product (GDP). They further explain that of all the industries listed in the BEA database they have excluded membership organisations and the social service industries. These are excluded because of the difficulties in correctly identifying capital for non profit making organisations.

During the early part of this century the government introduced wide ranging changes to the way in which crimes certain crimes were defined. This was intended to force the police to respond more effectively to particular categories of offending, particularly violent offences. In the year 1998-1999, a number of previously non-recordable offences , became notifiable' crimes. Of note were the inclusion of common assault and the new offence of criminal harassment. Prior to the introduction of these as crimes the annual level of violent crime offending had been stable at around 200, 000 offences per year. This number more than doubled during the first year and in fact reached well over 1 million offences during the year 2005 - 06 . This is by pure number an increase by more than a factor of five. (Heaton, 2009)

The changes mentioned in the previous paragraph were implemented at or around the same time as the introduction of the Home Office Counting Rules(HOCR). These rules first came into being in April 2002 and were also reinforced by the National Crime Recording Standards(NCRS) and National Incident Recording Standards(NIRS) These rules taken together were intended to ensure consistency and a victim oriented approach to the recording of crime. The effect was where

previously a person reported a possible pick pocketing offence unless there was evidence that it was a theft it would be recorded as lost. However under the new rules unless there is evidence that a crime has not occurred it is recorded as a theft. The impact of these changes was an estimated immediate increase of 10% to the level of all recorded crime and 23% in the case of violent offences. (Heaton, 2009)

There is in some circles a perception that the UK police are becoming overburdened and the dominant force behind this has been a series of governmental interventions intended to address some aspect of performance but each intervention has had little or no regard for their impact on overall performance or demands. The changes to notifiable crimes and counting rules, already mentioned, have forced the police to investigate intractable minor disputes by the thousand. This is very often the case even where irrespective of the wishes of those concerned. (Heaton, 2009)

Appendix i attached at the rear of this document is a list of 18 policies and initiatives introduced by the UK Government and Kent Police in response to these changes. All of these were intended to improve the perceived performance of the police. It can be seen from the amount and nature of these that the police in the UK, Kent police included, have been placed under tremendous pressure, over the last decade, to find ways to measure and then show improvement in performance.

Following this survey of the available literature the aim of the project was determined to be a case study of Kent Police culture in the context of performance management and the following five research questions were developed :-

Research Questions:-

1/ Can the current overall culture of Kent Police be described as a performance Culture?

2 / What are the origins of the management of performance in Kent Police?

3/ Are any identified performance targets appropriate to the delivery of Policing in Kent?

4/ Would a change in culture be likely to produce a better Police Service?

5/ Are the reductions in the numbers of serving Police Officers and or Police Staff likely to have any impact on performance

## Methodology

The original title of this dissertation was **‘Is there any empirical evidence to support the assertion that Baumol cost disease affects the performance of Kent Police?’** The research proposal and intention of this research was to examine Kent Police in the context of the current financial climate for public services in an effort to discover if any evidence supported the hypothesis that its performance was affected by Baumol’s cost disease.

The view of the researcher followed closely the view of (Walliman, 2001) that knowledge could always be obtained from positive information, that every conclusion can be proven or verified scientifically through mathematical means, relying on quantitative data . This is a view that placed the paradigm of the research firmly at the positivist end of the spectrum.

The theories of Baumol expressed by (van Reenan, 1999) relate to the productivity of the police and link this to the numbers of police officers. The logical step would therefore simply be to measure the productivity of Kent Police over a given period of time and compare that to the numbers of serving police officers during the same period to see if there was any significant mathematical correlation.

Obtaining the number of serving police officers should not be too difficult as Kent Police were bound to have records going back several years of both serving police officers and also of civilian police staff. Accurately measuring the productivity of Kent Police over the same period turns out to be far more complex.

If any valuable conclusions are to be drawn from the research the methods used to obtain the data need to be verifiable and consistent. The problem with police productivity is that it is impossible to define. This is evidenced in a government

paper (Office for National Statistics, 2009) they define productivity for the public sector as being the quantity of output divided by the quantity of input used. The paper accepts that measuring public service output can be difficult and emphasises this difficulty in relation to measurement of quality. They do however successfully manage to obtain output figures for all public sector organisations with the exception of the police and defence. The paper covers the period 1998 – 2007 and uses the convention that output = input for the police and defence. This means that the official productivity for any police force in the UK has not changed and remains constant throughout. This researcher makes the conclusion that identifying and accurately measuring the output and thus the productivity of the police and defence was too complex for the Home Office so they adopted the above convention to manage the problem.

The next view taken by the researcher was that there would be a definite link between the performance of Kent Police and its productivity and therefore comparing the performance to number of staff should show the same significant relationship, if one existed.

From the literary review we already know that Kent police record massive amounts of data about their performance with respect to large parts of their business in accordance with the requirements listed in the indicative literature survey.

Looking at the validity and reliability of any research it is necessary to identify and, as far as possible, eliminate any extraneous or confounding variables as these could adversely affect or obscure significant findings. (Collis J & Hussey R, 2009)

In the case of police performance one of the possible measures could be the numbers of persons arrested. There are a number of factors affecting this figure however

making it unreliable, for instance in the UK penalty notices for disorder were introduced in 2001 allowing officers to issue on the spot fines. This would change the numbers of arrests made as offenders could be issued a ticket rather than being arrested. Other factors such as closure of custody centres in a particular town, following changes to force structure, would be likely to reduce arrests. This is because officers faced with a long journey with a potentially violent prisoner in their car may seek alternative ways to deal with matters other than by arrest. Policy changes within Kent police, for example zero tolerance initiatives, would affect the way that offenders are dealt with and may impact the number of arrests. If the Kent police underwent a change in structure or policing model then this would also affect the number and nature of arrests. There are a multitude of other possible extraneous and confounding variables. The previous examples relate to purely internal effects however policing is very sensitive to external factors for example during times of economic hardship crime tends to rise and as such arrest rates will rise, or similarly at times of political unrest. Local authorities may install improved street lighting or CCTV systems or may employ additional town wardens. This list is clearly not exhaustive but all could have an effect on the numbers of arrested persons. With this in mind it is impossible to effectively eliminate or account for the possible extraneous or confounding variables and as such numbers of arrested persons would not be a suitable measure.

Other possible measures the researcher considered, usually looked at together, would be the amount of recorded crime and the number of detected crimes. Over the last decade or so the government has relied on crime statistics provided by the individual police forces in England and Wales to produce rankings. There are a number of



problems associated with using recorded crime figures. Again we need to identify and if possible eliminate any extraneous or confounding variables.

The simplest confounding variable would be the introduction of new legislation creating a new offence or offences, for example the harassment Act 1997 introduced a number of new offences and the number of reported harassments has steadily grown but when the offences first came into effect there was a sudden jump in reported crime. If the survey were to run over a ten year period then there would be a huge number of new legislation and new offences, which is one of the reasons crime rates climb.

Staying with the harassment Act 1997 the police had a duty to record certain actions as a crime according to the Home Office Counting Rules, which are available to view online at (Home Office, 2012). Due to the exact wording of the offence and the counting rules the police ended up recording a lot of very minor conduct as a crime of harassment as the rules gave them no real choice. This in itself led to an increase in recorded crime. Over the last two years a stated case *R v Curtis* (2010) has allowed the police to record harassment in only the more serious cases, more in line with the intention of the legislators. This stated case has therefore had an impact on the number of recorded crimes.

All of the factors mentioned as being external extraneous or confounding variables for arrests could equally apply to recorded crime. Also the way the police decide to deal with certain incidents can affect the number of crimes. The best example of this is the difference between Section 5 of the public order Act 1986 and Drunk and Disorderly behaviour. The type of behaviour needed to commit the offences is identical with the exception of the need to be drunk for the latter offence. However

for crime recording purposes Section 5 is a crime but drunk and disorderly is not. This fact gives the police the option of dealing with a drunken person for either the crime or the summary only offence. This means the decision can be based on whether there is a greater need at that time to detect crime, in which case they use Section 5, or reduce crime in which case they use drunk and disorderly.

Another example of changes made by the Home Office that will affect recorded crime is a recent change to the rules for recording fraud. Over the last few years there has been a sharp rise in the number of recorded frauds. Advances in technology allowing offenders to commit online banking and auction fraud plus an increase in the cloning of credit cards has caused this to become a problem. In order to help tackle this issue the government created the National Fraud Investigation Bureau (NFIB). In the financial year commencing April 2012 Kent Police have adopted the latest set of fraud recording rules under the Home Office Counting Rules (HOCR). These new rules allow the police to refer the vast majority of reported frauds directly to the NFIB, this will make a huge impact on recorded crime in the County this year. Kent Police have only set themselves a 1% crime reduction target for this coming year and this change to the recording of fraud will allow Kent Police to hit this target without actually needing to affect any offending behaviour. In other words the criminal activity is still taking place it is just counted differently.

Another aspect that confuses the ability to link police performance to the numbers of officers and staff is the response of industry to crime trends. A prime example of this was the motor vehicle industry. During the 1980's and 1990's theft of motor vehicles was a real problem until the manufacturers began fitting immobilisers and electronically coded keys to all new vehicles as standard. Therefore we can see that changes introduced by the industry were responsible for reducing incidences of

stolen cars. This is a genuine reduction in crime rather than an administrative one. At this time metal theft is becoming a problem for police forces on a national level. I am certain that within a relatively short period the government will implement some form of legislation, or industry will find some means, or a combination of the two, that overnight eliminates the problem. Changes in the number of reported or recorded crimes caused by the types of measures can in no way be attributed to the numbers of police officers or staff.

The Home Office Counting Rules not only set out for police forces how to record crime they also set out the rules for detecting crime. The rules dictate under what circumstances a recorded crime can be counted as a detected crime. The actual terminology used in this instance is a sanctioned detection. The number and percentage of sanctioned detections obtained measured against the number of recorded crimes gives the sanctioned detection rate or SDR. When looking at the reliability of this figure the same issues apply that have already been discussed for crime recording. For example the police always used to count crimes where the offender had been identified but the victim refused to go to court as detected No Further Action (NFA) Injured Party Declines. There were a number of similar detected NFA crime disposals that allowed the police to detect those crimes. Around 5 years ago the HOCR were changed, the police are no longer allowed to count any of the NFA disposals as detected crimes, which had a massive impact on the number of crime detections.

The final aspect concerning police productivity or performance was the part of policing that is of great value to the public but one that has no measurable quantifiable product. A constable could spend a day on patrol, engage with numerous members of the public, assist elderly residents, but during that shift make

no arrests or detect or record no crimes. The work he has carried out is of enormous value to the community but as it has no measurable quantifiable product it cannot be counted.

When trying to isolate suitable elements of the productivity or performance of Kent police it can be seen that there are far too many extraneous and confounding variables. This means that it is not possible to make any reliable comparisons between the productivity or performance and the numbers of police officers or staff. This then makes any research from a purely positivistic view point, relying on quantitative data, far too complex for the scope of this current research project.

At this point a significant change in paradigm was needed. (Collis J & Hussey R, 2009) Describe the two main paradigms as being positivism and interpretivism. The interpretivist holds the view that positivism was unable to adequately meet the needs of social science. A number of reasons for this belief are expressed including that view that whenever you deal with people you cannot separate them from their social contexts. Another perceived inadequacy was that where people are involved the phenomena are so complex that isolating a single measure would be misleading. This position would certainly tend to support the difficulty this researcher had in identifying and eliminating extraneous and confounding variables.

Having decided to look at the issue from a far more interpretivist position the researcher conducted the indicative literature survey. The material from this survey was reviewed in an effort to identify any gaps and then suitable research questions were developed, an approach suggested by (Collis J & Hussey R, 2009).

The next step was to decide upon the actual research methods that were going to be used to obtain the data.

A relatively new field for business research is Interpretative Phenomenological Analysis (IPA) this was originally developed and used in psychology but is becoming increasingly used in other fields of social science. (Smith, Flowers, & Larkin, 2009) When being used in the context of research phenomenology is the study of phenomena, interpreting their nature and meanings. These are unique for the individual and the researcher's task is to find the meaning and to make sense of the lived experience. This can be seen as a returning of the knowledge held by phenomena by examining the phenomena itself which is an iterative process supported by the psychological writing of (Husserl, 1970) and (Merleau-Ponty, 1962)

The legitimacy of using phenomenology for business research is best expressed by (Garza, 2007) the explanation offered is that there are a number of views held of what phenomenological methods are best and these views are based in the different philosophical views. These differing views also suggest differing methodologies, however rather than being fixed in stone the differences allow for great flexibility which change dynamically as the field of phenomenological research grows. This flexibility and adaptability of phenomenological research opens it to ever widening uses and expanding arcs of inquiry and this is one of the approaches greatest strengths.

Irrespective of the theoretical philosophical basis of the type of phenomenology they all share a focus describing lived experience and the significance of the individuals' life world (Giorgi, 1989)

IPA is effectively an examination of human lived experiences and allows the experiences of the participants to be expressed in their own terms. (Smith, Flowers,

& Larkin, 2009) Explain that each account is examined and then all are compared looking for similarities and differences across the cases giving an overall view of shared experience.

In their paper (Reid, Flowers, & Larkin, 2005) it is explained the best method for qualitative data collection in an IPA study is a semi-structured interview and that in their own words less is more. The suggestion is that unlike traditional research where large sample sizes are used that in this approach smaller samples allow the researcher to retain idiographic focus. This paper explains that the mean number of participants for an IPA project would be 15.

Looking at the research questions that had been developed, in light of the difficulties evidenced for a quantitative approach, it was decided that an interpretive method was needed. The information and reading also suggested that an IPA based study would be appropriate in the context of exploring cultural elements within Kent Police. The decision was therefore taken to conduct a study with a methodology based on IPA.

The researcher began to prepare to conduct a number of semi-structured interviews. A list of interview questions based on and intended to explore the five research questions, which had been identified from the literature review, was produced as listed at Appendix ii)

At this stage a document giving a précis of the aim and objectives together with the proposed research and interview questions was created and submitted to the University ethics committee. This was necessary as the primary data for the research would now be provided by live subjects and it is essential that the research and interviews are conducted in an ethical manner. Once approval from the ethics committee was obtained the project moved forwards. As the literature suggested that

15 interviews was the mean number for an IPA study a 15 serving police officers from Kent Police and civilian staff were invited to participate in a semi-structured interview with the researcher. All of the persons invited to participate were personally known to the researcher who was also a serving Kent police officer with 28 years' service. The people invited were of various ranks and management levels within the force, the intention being to give a balanced view point across the force. Included in these persons were 2 members of the forces senior management team who were both known personally to the researcher. These senior managers both accepted the invitation in theory and suggested that appointments to conduct the interview should be made through their secretaries. Unfortunately neither of these officers ever managed to keep any of the appointments. There were always valid operational reasons given and it must be remembered that the timing of this research being conducted coincided with the largest reorganisation that Kent Police had ever undertaken.

Not all of the originally selected people agreed to be interviewed, this was not too difficult to overcome and over the course of the next few months 15 semi-structured interviews were conducted. All of these were one-to-one conducted at the subject's work place. As the subjects were all known to the researcher there was already a rapport and understanding. The researcher was aware that as some of the subjects were of a lower rank in the force it may affect their willingness to speak freely and honestly. The researcher spent time chatting and taking to the subjects before commencing the interview in an attempt to reduce this effect.

All of the interviews were recorded on a digital voice recording device and these audio recordings have been stored in this format and all remain on the device. The device will not be used for any other purpose. Copies of the audio recordings were

transferred to a computer and written transcripts of the interview were created. The written transcripts were all then uploaded into a research management computer programme called Nvivo 9, by the company QSR. Nvivo 9 allows the researcher to perform very many complex tasks and operations on many types of data. These 15 interview transcripts were now treated by the software as source documents or sources.

Each of the transcripts was read through by the researcher a number of times to get an overall idea of the meanings and themes that the subject was trying to say. One of the tools available in Nvivo is to collate data in Nodes. For example if an interviewee said ‘ I think targets are needed in order to give an organisation direction and purpose’ this sentence could be highlighted and a Node called ‘Targets are Needed’ created. The Node then becomes part of the list of Nodes for that project. If the same source document contained another statement with the same or a similar meaning that statement could also be coded into the Node ‘Targets are needed’. If this Node is now examined it contains two coding references together with the exact location and source of those references plus a copy of each sentence or statement. The same Node can be referenced from any other source document within the project.

Having read the interview, an understanding of what the interviewee was saying and the meaning behind those statements was reached. Each response made during the interview was then examined and the meanings within that response were summarised in a few words. These words were taken directly from the interview. That part of the interview was highlighted and then coded into a Node of that name. For example the Node labelled ‘Message Figures’ was initially created during the



interview of Subject 1, a female police Sergeant, from the following sentence which was coded and saved into that Node.

Subject 01 :- ‘Basically they don’t like to put out, rather than putting out what the figures should be or say we’ve had a bad month in relation to , this, they’d rather sort of you know, they’ll look at trying to massage, well not massage...But yeah, massage the figures, so basically if we say we’re short on burglaries or we haven’t got enough detections we put something in place so we can put something out can’t we to the media saying we’ve done well in this area this month, rather than actually turning round and saying, this is where we are, but this is what we are gonna do to tackle it, and have more people out, originally out there to actually prevent it rather than looking at it later.’

The process was repeated for all 15 interviews and as the number of existing Nodes increased the meaning of what was being said sometimes matched, or was close enough to one of those existing Nodes, that the existing node was used to code the data at that point.

On completion of the first pass through the interviews a large number of individual Nodes had been created. The majority of these Nodes had only one coding reference. There were others however that had multiple coding references from two or more sources. The Nodes, and the data that they were referencing were examined closely and a number of them were suitable to be merged into a single Node. This process was completed a number of times in an effort to reduce the number of separate Nodes contained in the project. It was however essential that this merging process was not too liberal and that care was taken not to hide or change the meaning. This is possible as the original data that caused the creation of the Nodes is contained within the Node and the original sentence or statement was simple to access.

This was clearly part of the iterative process that was suggested as by (Husserl, 1970) and (Merleau-Ponty, 1962). Eventually the researcher decided that none of

the remaining nodes were sufficiently similar to justify merging without losing or weakening the individual meaning. Once the final iteration has been completed the remaining nodes were examined using various tools within the program.

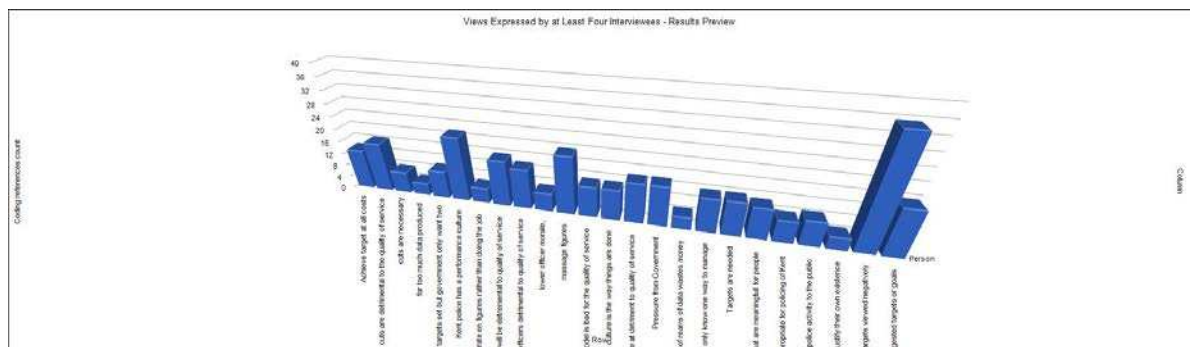
Even after this process had been completed there were over 150 individual Nodes listed in the project. The vast majority of these had only been referenced once from a single source. The intention of the researcher when using Nvivo 9 had been to attempt to identify any trends in the views contained in the interviews. This meant that for the purpose of identifying any trends those Nodes referenced only once could be discounted. A sample run of the data was conducted for all Nodes referenced by two or more sources; this still produced over 40 Nodes around half of which had still only been referenced twice.

A further run of the data was undertaken and on this occasion using only Nodes referenced by at least four sources. On this occasion the number of Nodes listed was only 23 and the information produced was of greater significance and this chart has been used for the final findings from the data co

## **Findings**

The purpose of conducting semi-structured interviews with the participants was to attempt to identify any themes or trends in the views or experiences of the practitioners. The data was collected in Nodes using Nvivo 9 and the software was interrogated to determine if any trends existed. The software was asked to count the references collected in each of the Nodes that were referenced from at least four of the fifteen interviews and the results are contained in the following chart:-

TABLE I



### **ALL NODES REFERENCED IN FOUR OR MORE INTERVIEWS**

The above chart contains some 24 Nodes all of which have been referenced in the interviews of at least 4 of the fifteen subjects. As such all of them represent the views of almost a third of the persons interviewed. However it is beyond the scope of this particular project to look in detail at all of them. The decision was therefore taken to concentrate of the 10 Nodes with the highest number of references as these 10 Nodes would give the strongest indication of any trends identified. These 10 Nodes are presented in the following table:-

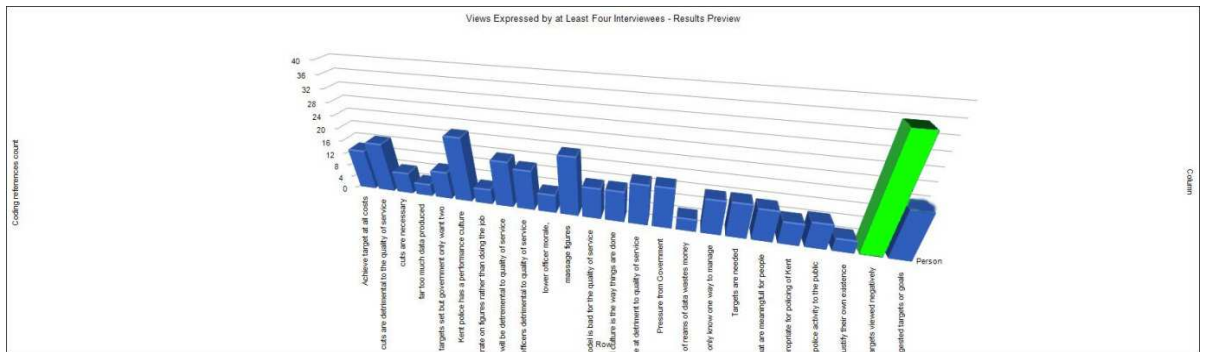
TABLE II

Name of Nodes	Times Referenced
Performance culture or targets viewed negatively	35
Kent Police has Performance culture	21
Message figures.	19
Cuts detrimental to quality of service.	16
Loss of civilian serving civilian staff will be detrimental to quality of service  Suggested Targets or Goals.	15
Achieve target at all costs  Loss of serving police officers detrimental to quality of service  , Performance at detriment to quality of service  Pressure from Government	13

TOP TEN MOST REFERENCED NODES

The ten Nodes containing the highest numbers of individual references are now discussed. The Node that was referenced the most, with 35 references, has the label 'Performance Culture or targets are viewed negatively' as shown:-

TABLE III



**MOST REFERENCED NODE**

This node contains a collection of individual comments with a tendency to show the interviewee held a negative personal view of either the performance culture in Kent Police or of the targets and goals and the way in which they are used by the Force.

For example one sergeant claimed that targets encouraged officers to stop working as soon as the target was reached as follows:-

Subject 06:- ‘I would say the minute the force sets the targets then that’s what you need to achieve and if you get to that target, oo pressures off we can stop. Well why have you stopped. Um For instance if you say to me I I’m gonna drive a car from Broadstairs to er Minehead and I’ve got 7 hours to do it in well I could drive that car there quite happily in 7 hours no problem, I could drive it there probably in 5 hours and have 2hours at the other end but the targets still been met and I have 2 hours off just sitting around and that’s the problem with performance targets once you hit the point once you are at the point peoples eye comes off the ball and therefore I don’t think for the force you should have targets. ‘

Another view collected in this particular Node was that targets would be met on paper but that would not necessarily address the actual behaviour:-

Subject09:- ‘you know question whether or not the crime has actually you know been committed um so you know that er but again that’s gonna be a culture shift um so I think that um you know, sort of crime reduction I think we can achieve crime reductions but it doesn’t mean to say that the same behaviour is not happening it just means we’ve changed the way we deal with it.’

This same female Inspector also held the view that some of the targets set for specific crime types could lead to unethical behaviour:-

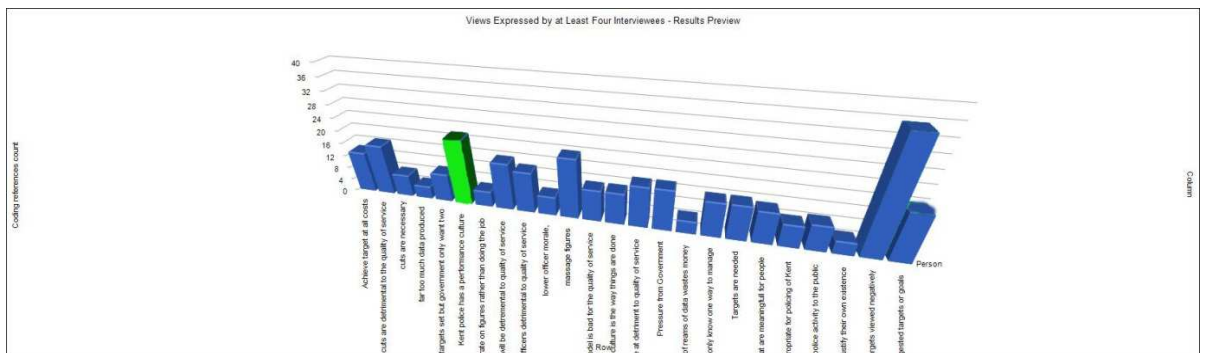
Subject 09:- ‘well I like to understand what it is I’m aiming for so I like to be given structure um, I don’t agree with some of the targets I think some of the targets are counter- productive. Um you know um rape targets I don’t agree with the targets we set around rape um because you know it can it can sort of lead to some unethical practices ‘

The last view I will highlight from this Node was made by an Inspector with well over 20 years’ service in Kent Police, what is being said is self-explanatory:-

Subject 10:- ‘If I’m honest with you if I spoke to a member of the public and said you know are you interested in the fact that we have achieved I don’t know, 32.4% detection rate for burglary they’d probably turn round and say ‘No I’m not interested in that. All I’m interested in seeing is a police officer on the street and dealing with the issues that I raise’. And er the only people that tend to be interested in the statistics are the senior er ACPO ranks, er and the home office. To me it’s a smoke screen, purely because you know a supervisor should know when officers on their teams are working, what they are capable of and what their skills are and you know the drive in recent years to almost achieve A,B,C, in terms of performance targets is, is is, well, I think it’s been detrimental.’

The second Node in the list with 21 references has the label Kent Police has a performance culture as shown:-

TABLE IV



### SECOND MOST REFERENCED NODE

This Node was used to collect comments made or views with a tendency to show that in the experience of the interviewee Kent Police has a performance culture for example :-

Subject05:- 'I think Kent police has become far too inwardly looking um it looks at itself from from a target point of view a target driven point of view and it looks at itself from from an internal if you like non target measured area um and I don't think it spends anywhere near enough time looking out at the issues '

Or,

Subject08:- It's a er shifting um picture really it changes er whilst we have a performance framework we have performance targets around the Kent police policing plan reduced to 9 targets this year er which is the lowest it's been for many many years , in my experience er sitting behind that are another I think there's 30 odd or more diagnostic measures is hoe the force chief officers describe them or the force describes them um and even if your district or your command is performing in all the 9 main policing targets it's it doesn't actually keep you um from being questioned and being pressurised around the other diagnostic measures. Um for example one of our main objectives this year is an all crime reduction, however, if performance is going the wrong way on burglary which is not one of the main targets um pressure will still be applied there of that I am sure.'

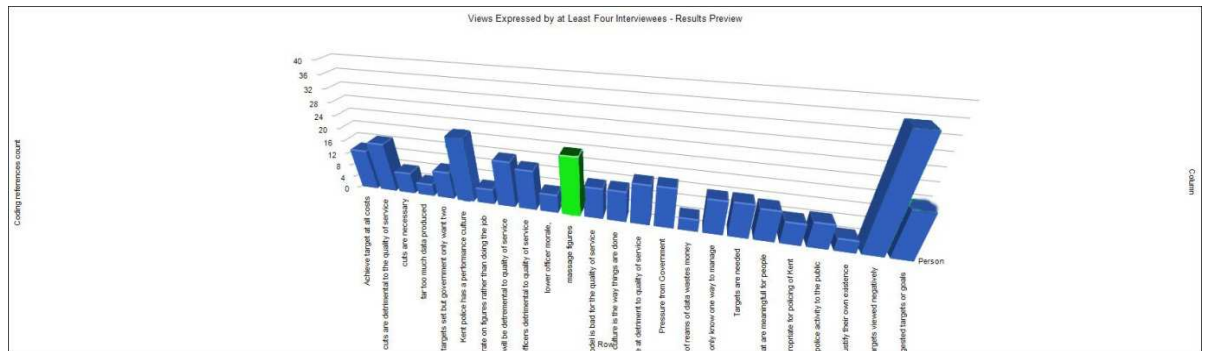
Of note is the fact that the majority of references contained in this second Node also have a tendency to view that culture in a negative way. One of the interviewees, a chief inspector, criticised senior managers for not dropping the performance target driven culture in-line with the current message from the Home Office:-

Subject08 'the police service in general and Kent police in particular um have found it very difficult to walk away from that that performance focussed culture. Um er and er and again that can be evidenced by the new government who, what 18 months ago, all of a sudden now they are elected one of the first things that the new home secretary said to police forces of the country was, I want you to concentrate on just on one thing and that's reducing crime, you can forget all the other targets. Now the government having taken away all the targets underneath that um was fine, however, the HMIC, um who obviously work on behalf of the home office still will find it necessary to um obviously inspect forces and they inspect them by measuring various bits of performance. Certainly Kent police um I think still feels comfortable the authority and the chief officers still feel comfortable having that performance regime, um, a cynic might say to evidence their own performance as leaders of the force um a comfort blanket of some sort, um, but somewhere deep down inside you I don't think we can let go of this performance culture even though the government have told us we can and that we can concentrate on just reducing crime. It's something that I think most of the senior people in the force grew up with and it has become the culture and it has become something very difficult to change. '

The next Node, with a reference count of 19 was labelled 'Message Figures'. This node contained any views expressed by the interviewees suggesting that Kent Police

used various tactics to present data in the most favourable light. None of these views suggested that any of these practices were conducted in either a dishonest or unethical manner:-

TABLE V



### THIRD MOST REFERENCED NODE

A good example of the kind of views collected in this node expressed by this sergeant:-

Subject01:- ‘Basically they don’t like to put out, rather than putting out what the figures should be or say we’ve had a bad month in relation to , this, they’d rather sort of you know, they’ll look at trying to massage, well not massage... But yeah, massage the figures, so basically if we say we’re short on burglaries or we haven’t got enough detections we put something in place so we can put something out can’t we to the media saying we’ve done well in this area this month, rather than actually turning round and saying, this is where we are, but this is what we are gonna do to tackle it, and have more people out, originally out there to actually prevent it rather than looking at it later.’

Another officer during the interview used the phrase ‘cooking the figures’, as this short extract from their interview shows:-

Subject02:- ‘I would say our performance has probably gone up on paper, but realistically I think it hasn’t gone up if you speak to a member of the public about it you see all the paper for customer satisfactions gone up er and etc etc etc, people that I speak to, they’ve got no regards for the police at all, they say we are never there, I think that it’s all the way that we record figures er and submit these figures to show



that it's gone up, give you example burglaries, burglaries are going down, are they going down or are they just being crimed as different things?

CG So I um think you are suggesting that

S2 Cooking the figures

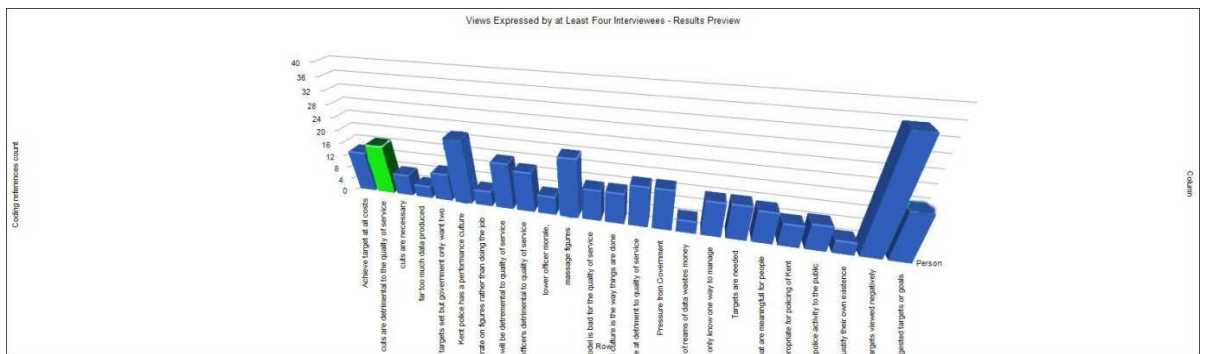
CG Massaging the figures, yeah cooking the figures,

S2 yeah' ‘

The Node ‘Cuts are detrimental to the quality of service’ was ranked fourth with 16

References: -

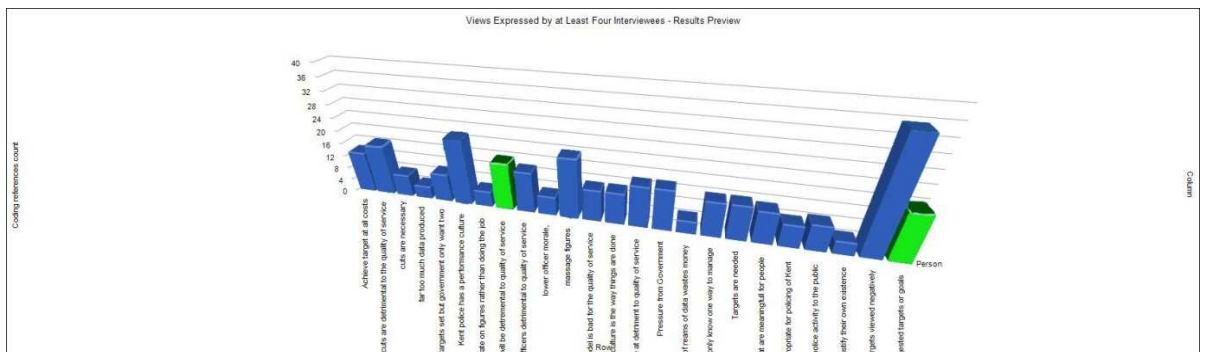
TABLE VI



FOURTH MOST REFERENCED NODE

and the Nodes ‘Loss of civilian staff will be detrimental ‘ and ‘Suggested targets or goals’ were both referenced 15 times:-

TABLE VII



## FIFTH MOST REFERENCED NODES

The Nodes 'Cuts are detrimental to the quality of service' and 'Loss of Civilian staff will be detrimental' do not really require any explanation. These Nodes are simply predictions about the likely effects of financial cuts and loss of staff. The Node 'Suggested targets or goals' is a collection of thoughts and suggestions as to what would be appropriate targets for Kent Police. The most common trend of these suggestions relates to customer satisfaction and the public feeling safe as shown in the following examples:-.

Subject03:- 'If I was setting targets what I would say is set a target for public confidence and how you would measure that is a slightly different way to what they do at the moment we've got a very clumpy clumsy way of measuring it but generally speaking I would say if people felt happy with their police force, '

Subject08:- 'So at the moment it's victim satisfaction um I don't think that our methodologies around how we measure it are particularly smart um but I think it's legitimate that we that that er that we have some sort of er measure of how we do our job in the eyes of the public. Certainly reduction of crime is is the legitimate one, with the proviso that I described a short while ago, that it um has to be realistic, and that we will not be able to go on reducing crime for ever and a day, um without massive societal change.'

Subject11:- 'I think everything we do should be based on the satisfaction of the people we deal with, ie our customers the people who report crime out on the street, everything should be based on satisfaction.'

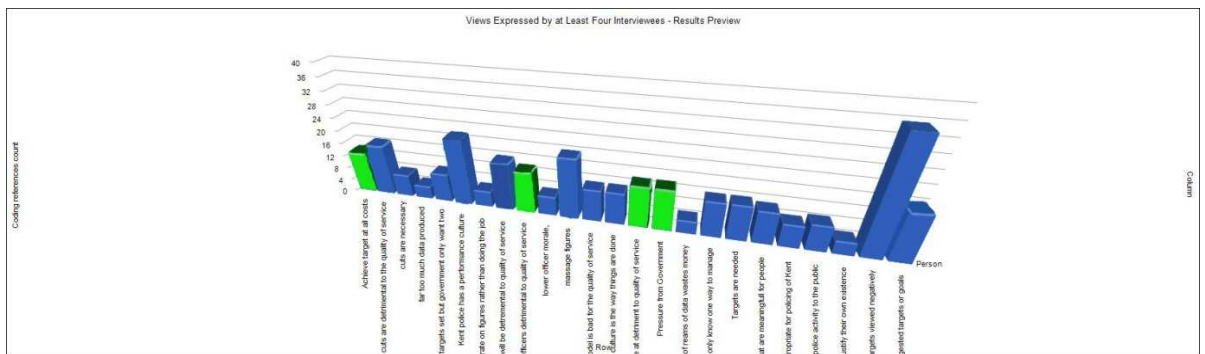
Subject 12:- 'Well, I I I'm signed up to the victim satisfaction. I believe we should measure it and if we look at it if I can see it's the only way we can do it that is to show that we are updating people and it's simple I have seen that when you dig into those opinion surveys people who say they are not happy um when you dig into it it's not quite as simple and straightforward and I don't think Kent police have yet got the expertise about, and I used to work in um computer science I used to do, and what I a human interface and a questionnaire design and I know that we are too simplistic we are not as clever as big corporations are at managing and designing our questions and managing the responses and getting the customer base right they need to do a lot more work around that and the subject it's too simplistic what interpretation we can get and the er it's always implied that the value you get from it is always it's gone down your shit and they need to have a more informed way of interpreting that data. But I do agree to it update victims and record that you are doing it the second stunner is the home secretary saying never mind all that bean counting you are just required to reduce all crime and I utterly sign up to that you don't reduce crime by recording crime so we have to buy in to that and find a clever way to manage what we are doing and then the third thing I think we should measure

is our internal health keeping measures around finance and staff and we certainly should be explaining how and where the money is going but in relation to all this, this wealth of data and daily changes I think there is a lot of wasted intellectual effort by up at headquarters by analysts scrutinising this to death when the real work needs to be done around how do we manage opinion er how do we account in a more comprehensive way what sort of unchanging baseline can we use , so yeah ‘

The final chart contains four Nodes, all of which, have been referenced 13 times.

These Nodes are ‘Achieve the target at all costs’, ‘Loss of serving police officers detrimental to quality of service’, ‘Performance at the Detriment to the quality of service’ and ‘Pressure from the Government’:-

TABLE VIII



### SIXTH MOST REFERENCED NODES

The Node ‘Loss of serving Police officers detrimental to quality of service’ is another Node where the contents are simply predictions of the effect of staff cuts and as such require no discussion. The two Nodes ‘Achieve target at all costs’ and ‘Performance at detriment to quality of service’ are of a sufficiently similar nature to be looked at together. One of the constables interviewed comments expresses this exact view:-

Subject02:- ‘See I don’t know what the targets are but if you are told you’ve got to get um twenty five detecteds next month people will go out to get those detecteds no matter how at any expense they will go out and get them. I don’t agree with that it should be detect what you can if you genuinely can’t, don’t, ‘

An example where the meaning is not quite a clear is made by a chief Inspector, the view is that too much emphasis and reliance is placed on day to day data which results in 'knee jerk' reactions:-

Subject08:- 'I have a slightly different view to many colleagues actually on this um in that whilst I they are the focus of much of my daily activity, um and chief officers will quote if there is no target you won't get the activity, targets drive activity, um but I will not get overly excited about things that um I can't have any real influence over. Um, and I think if more people were realistic about some of this stuff um there would be a more rational approach to some of our activity and all too often one senses er a knee jerk reaction to slight statistical blips rather than looking at medium term progress against more strategic objectives which I think is a more sensible way of dealing with it. And that happens all too often.'

The above passage does not actually say outright that the drive to achieve targets or performance has a cost to other areas. However the reference to 'knee jerk' does tend to indicate that the effort being used to address the 'blips' could be more wisely spent .A short extract including some questions put to one of the constables interviewed clearly holds the view that the drive for performance is detrimental to the service to the public:-

Subject02:- ' and you are also suggesting that if a target is set that you attain that target or improve on that target at the expense of other areas?

S2 Absolutely, yeah at the expense of the victims.

CG So in your view we are actually giving our victims of crime, who are important, a worse service, as a result of chasing figures?

S2 I think that what we do with victims is give them a lip service.

CG Ok

S2 It's literally just scraping the surface

CG So you, you're not comfortable with that?

S2 No not at all '

The final Node in the top 10 is labelled 'Pressure from government' this simply contains references expressing the view that the performance culture of Kent Police

is the direct result of pressure from the government and therefore does not warrant further comment.

There is one further finding that does not come directly from the data collected and the iterative process described in the methodology. It has come from the process of conducting the research itself. The nature of police work is very difficult to define with any degree of accuracy and as such any form of quantitative assessment is therefore bound to fail. This can be evidenced from the difficulty the researcher had in identifying suitable criteria for a positivist study. All of those examples listed in the methodology describing interfering variables were really the tip of the ice berg. There is in fact a Node that was referenced four times by a two of the persons interviewed that tends to support this position. This Node is labelled 'Policing is unique and very difficult to measure' The best example of these four references is now shown:-

Subject11:- 'Ok, I'll go back to the first bit. Police officers constables are citizens locally appointed but having authority under the crown um for the protection of life and property, the maintenance of order the prevention and then detection of crime and the prosecution of offenders against the peace, that is set in the history of policing through the last 150 – 200 years and hasn't changed and it's still valid today as it was then. Protection of life and property um the difficulty with the protection of life and property the maintenance of order and the prevention of crime is they are very very difficult to measure because they're quite often no tangible countable auditable result from it ,and I think because police forces became businesses because they then came under a home office that needed to justify why it was spending X millions of pounds on policing they then needed to be seen to be accountable, rather than the fire service to say how many fires have you prevented um because theirs is very much like ours as well, what they do is very difficult to count, they can count the number of fires they go to but the number that's been reported the number of people they have cut out of cars but the quality of the service they provide there is very difficult to measure.'

To summarise, the key findings from the research are:-

The nature of policing and the fluid nature of crime recording and legislative changes in the UK make any reliable identification of police performance and productivity virtually impossible. Kent police has a very strong performance culture that is viewed in a negative way by the majority of the staff interviewed. The preparation of data required to support the performance culture is an expensive use of time and resources. Because of the pressure to perform and hit targets and goals a degree of manipulation of the figures and data is employed which further reduces the validity of reliance on that data. The original roots of the pressure to perform come from the government but it is now the forces own senior management that drive the performance culture. Finally the financial cuts and loss of both police and civilian staff will be detrimental to the ability of the force to provide a quality service to the public.

## Conclusions

The relevance of the findings so far is discussed further and an attempt to place the views into the context of the literature is made.

Before the interview stage was conducted the researcher examined the literature and at this stage formulated five basic research questions. The purpose of the interview process was to try to address these 5 questions. I will look at these 5 questions in turn to see if the views and experiences of the interviewees offer any insights.

The first question was to determine if Kent Police has a performance culture.

From the data gathered in these interviews there can be no doubt that Kent Police has a very strong performance culture. The two highest ranking Nodes in the survey both tend to suggest that a performance culture exists. With these two Nodes taken together there were over 50 references collected supporting this view. Kent Police has a performance culture and with these similar views being expressed so strongly in the interviews it is difficult to see any other possible conclusion.

It is important to remember that the highest scoring Node related to negative views held by the staff of the culture of their organisation. In fact a lot of the personal views expressed in this Node had been effectively predicted in the literature review. For example (Taylor, 2007) and (Saffold, 1988) both stress the negative effects of performance culture on public sector organisations.

The second question asked where the roots of any identified performance culture lay. The literature survey taken together with appendix i) show that the roots of the culture come from governmental interventions. The introduction of a large number of initiatives, recording and collection of data over the last 20 to 30 years by subsequent governments has placed inordinate pressure on the police to perform. What is of interest here is that one of the interview questions listed at appendix ii) asks 'Why do we have performance targets?' The majority of responses to this question suggested that it was due to pressure from the government, as collected in the Node of the same name, showing that even grass root constables have an appreciation of the factors forming and shaping the world in which they work. The views of these people clearly reflect the evidence suggested by the literature and government programs identified. The simplest view was expressed by one constable:-

Subject02:- 'CG That's alright that's fine. Why do you think that we have got performance targets?

S2 Pressure from the government. '

Or a more complex answer given by another constable :-

Subject03:- 'Er, yes they come initially er as a way of making the police accountable for example um in the eighties, I mean crime has always gone up and up and up over the decades, and in the eighties Margaret Thatcher put a lot of money into the police but didn't see any benefit of crime reduction. So that led in eventually to the Sheehy report under the Major government er which led in this big er in the way an idea of how they can control or make the police accountable by creating a performance sort of structure um which created a sort of quasi, erm semi business model erm and that's how it came about. Er Obviously people think of Sheehy and think it was all defeated but that was sort of the superficial stuff like um abolishing chief inspector ranks abolishing chief superintendent ranks er short term contracts that for normal police officer for rank and file police officers that went, but, it ingrained or left a seed of the performance culture which has now grown and grown and grown. '



The third question asked if any of the targets set by Kent Police were appropriate for the policing of Kent.

This is a far more complex matter to address than the first two questions, not many of the responses directly suggested that the existing targets were inappropriate. However this question did seem to get the interviewees wanting to express their own views of what would be appropriate targets. This is evidenced by the Node 'Suggested Targets or goals' which was referenced 15 times. This would tend to indicate that the actual targets were not wholly appropriate in the opinion of that person. As explained in the findings most of these views related to victim or public satisfaction. There was also some suggestion that having the same targets for widely different diverse communities was also not appropriate and therefore targets should be set locally. A Node in the survey was created labelled 'targets locally set that are meaningful for people' and this Node held a total of 10 references which was therefore outside of the 10 largest Nodes, but still worthy of note. A prime example of the sort of things being said is shown here:-

Subject05:- 'they are not motivated by the needs of er er particular people and therefore they are not disseminated disseminated within the organisation based on regional er regional requirement so I think by definition you are going to get some targets that are acceptable and meaningful and valuable in an area and some that bear no relation to to the requirements of that particular area um you know if you've got um if you you've got a low crime area with and the area hasn't got a fear of crime a perception of a high crime rate there's no point hammering home a target that is appropriate for an area with high deprivation high levels of the sources of crime and high levels of actual crime I think you end up with these broad brush targets that cannot be by definition appropriate to the policing of all of Kent. I think there needs to be much much more creativity in the dealing with the specific issues in an area and coming up with local targets that the local management team subscribe to and measure themselves on and then that's reported back appropriately to home office. '

Another example of the view that the current targets may not be appropriate is expressed by this constable who has a very negative view of the performance culture:-

Subject13:- ‘um no we’ve more or less covered it I think. I think ultimately they, the performance targets aren’t going to change I can’t see them ever changing and to be honest I think we will always have them to a certain degree, although like I said before they are rammed down our throats now it wasn’t so much about them before I think if they get worse they are going to have completely dysfunctional police service and it is all going to fall apart. ‘

The next of the research questions asked if a change of culture may improve the quality of service to the public. I believe the answer to this question lies within the responses to the first three questions. The views of the interviewees held the current performance culture in a negative light as already described. Some of those interviewed believed that the senior management of the force only know one way to manage and that they use this justify their own existence. The number of suggested alternatives to the current target setting and performance driven management style also tends to suggest that there is a commonly held belief that the public of Kent would be better served if it’s police force moved away from being so performance driven. This is the view expressed by one police inspector:-

Subject11:- ‘Without a doubt, every area is different even you know boroughs within police forces every area has got its own individual problems and you know we do consult with the public at our public engagement meetings and say what are issues to them and what they would expect to see er and we should encourage more of that I’m very pro with things like twitter and face book and using those mediums to seek feedback from people, I think that’s to the good, but we do still seem stuck in the old ways and driven by these certain crime categories and you know our detection rates around those and I think that’s a culture, an area of our culture that needs to change.’

The overall views of the group accept that in order for any organisation some targets and goals are needed and they also agree that for Kent Police crime reduction and

customer satisfaction should be the aim. There is a strong belief that the chasing of the targets however is detrimental to the service they can provide. This view is supported by the views contained in the highest ranked Node.

The final question related to the current budgetary cuts being imposed on the police by Government.

The answers to this question is collected in the three Nodes 'Cuts are detrimental', 'Loss of serving civilian staff detrimental to quality of service' and 'Loss of serving police officers detrimental to quality of service'.

Each of these three Nodes featured within the top ten Nodes and if they had been amalgamated into a single Node would in fact have been the most commonly referenced view with 44 references. I think it is therefore easy to suggest that the opinion of the interviewed members of Kent police predicts that the cuts will damage the service to the public.

Looking at the theoretical discussion around cost disease the expected result of a loss of staff in any of the truly stagnant sectors as described by (Cowen, 1996) or (Preston P and Sparviero S, 2009) would result in a loss of productivity. It therefore seems that the views of the staff actually match the expected results, which tends to support (van Reenan, 1999) and his opinion cost disease does affect police forces.

From the findings we have established the fact that police productivity and therefore police performance is very difficult to define. It seems that by insisting on measuring police performance in quantifiable terms successive governments have refused or failed to acknowledge this simple fact. This particular difficulty is supported throughout the research and is referenced multiple times for example (Heaton, 2009)

talks about the police being overburdened because of numerous measures intended to improve performance and best value without really being able to define what the results are. There are various other writers already quoted in this paper such as (Hoogenboezem & Hoogenboezem, 2005), (Reuss-Lanni, 1983), (Magd & Curry, 2003) and even (HM Treasury, 2006) all of whom explain or accept the imprecise and unique nature of policing.

During the survey a number of the interviewees expressed the belief that the data that was collated and examined on a daily, weekly or incessant basis, by Kent Police was of little or no practical value to the police. One Chief Inspector spoke at length on this issue and explained feelings of frustration about the amount of time and energy he had to use to attempt to respond to daily performance blips and he used the phrase 'knee jerk reactions'. He felt his time would be better spent in trying to actually address the medium or long term issues in his policing area. Indeed if the nature of policing is so intangible that our government fails to properly define or measure its performance then the wisdom of relying on this data to drive the daily work of the police officer at ground level is brought into question. It may be that the interviewed officers, who are expected to carry out the role, actually have a better understanding of the true nature of policing and this is why they place little credence on the daily performance figures.

There is no doubt that all of the persons interviewed believe that Kent police has a performance culture. There was also a general acceptance that targets and goals of some degree are needed. However the overall view of these members of Kent police was that the senior management of the force were stuck in the rut of reliance on figures with little hope of change. They believe that the degree of reliance on figures

was harmful to their ability to provide a quality service to the public. The views of the members of staff, who live through this managerial approach, of the senior management, do in fact mirror the theoretical criticisms of performance culture or managerialism made by writers such as (Taylor, 2007), (Gabriel, 2003) and (Bunting, 2004).

Another view that was expressed during the interviews related to the cost in terms of resources and time required to produce the performance data. One inspector commented on the reams of data produced and called it wasteful. Also strongly expressed by most of the persons interviewed was a feeling that Kent police would achieve the targets at all costs, very often to the detriment of the quality of service that we can provide. In fact two thirds, or ten of the fifteen, persons interviewed stated that we massage the figures or cook the books.

So with the majority of views held by those interviewed it seems that the consensus is that Kent Police has a performance culture. The structure of the force is set up to sustain the production of regular massive quantities of data which is in turn used to support and justify the performance regime. Most of the data produced is of little practical value in the provision of a quality service to the public. The fact that changes in legislation from year to year, changes in structure or counting rules or in the way we interpret those rules, means that comparing figures from one year to the next is of no real value.

Due to the very strong performance culture the majority of the staff believe that the force manipulates the figures to achieve the targets that they have set themselves and that the only people to value those targets are the people setting them. This perceived massaging of figures is another aspect that significantly reduces the

relevance of any performance data that is produced. At this moment in time the force is under great financial pressure, so much so, that it is losing a significant proportion of the workforce. Again the consensus of those interviewed was that the loss of staff would be detrimental to the service to the public, which is supported by the theoretical model of (van Reenan, 1999).

The survey conducted therefore suggests that Kent police should move away from relying on figures and should find new ways manage other than its current reliance on performance figures. It should allow its managers to manage their staff to ensure that the best quality of service is provided to the public. The expensive relentless production of quantities of statistical data should cease. The force should have targets and goals that are based on crime reduction and more importantly on public satisfaction. Also when deciding on what activities are likely to drive public satisfaction that greater emphasis is placed on the local needs and concerns of the communities that are served. One officer predicted that with the reduction in the numbers of police officers and civilian staff, if the force continues to drive targets in the same way, then within a short period of time the force would fall apart.

The current survey used serving members of Kent Police, however only fifteen persons were interviewed. It could therefore be argued that the views expressed here are not a true representation of the views of the force or do not present a factual picture. This could be addressed by a further survey of the force using more positivistic methods to sample a much larger proportion of the workforce. Another possible criticism is that the survey sample does not include any members of the forces senior management. It was the intention of this researcher to include some of these people but due to practical difficulties expressed in the methodology this did

not occur. This could be another area then that could be explored in a further survey of the force, and it would be interesting to possibly explore the views of differing demographic sections of the force, for instance based on rank, length of service, age or sex. The final consideration is does the conclusion of this research hold true for other police forces in the UK or is this performance culture limited to Kent police. This would then suggest that research across a number of other UK police forces or even all of them might produce further interesting data.

To end I believe the feelings of rank and file officers in Kent Police are best represented by the following view that was expressed by a constable with very little service.

Subject15:- 'I believe the comparison they want us to be up there with the top of the others rather than the public view of us and I just think it sometimes that those up in the top offices it's easy to sit and look at figures and facts on a sheet, down at grass roots level where you are the officer going out dealing it's not about whether you get a detected or not sometimes it's about going out there and just letting somebody be listened to so that they feel that they have been heard and those up in the top offices don't see that. '

## Appendix i)

List of Initiatives and Process Introduced by Government and by Kent Police since 2005:-

1/ Flanagan The Final report February 2008 (Flanagan, 2008) The reports key aims were to address concerns about growing, but piecemeal, demands upon the police. The key aims were to reduce bureaucracy, promote better business processes and also to bring the issues around risk aversion into national debate. The report concludes that the increase in demand on the police was in direct response to a number of previously introduced government initiatives made with the aim of improving one aspect of police performance. The report makes 33 recommendations aimed at addressing these areas.

2/ Paper by HM Treasury (HM Treasury, 2006) The report sets out its objective as a significant increase in the speed of improvement of police resource management. This is aimed at allowing the police to meet the challenge of slower funding growth. The report makes a number of recommendations in fact 36 in total covering short term actions such as activity sampling to identify best practice and longer term solutions such as a suggestion that business management should be a core skill in the induction, training and development of all officers.

3/ Critical Stripes :- Introduced in 2009, Compulsory management training for all police sergeants serving in Kent Police. The programme covers the management



of both police specific subjects such as crime scene management and vulnerable missing persons as well as more generalised business issues like team building and group dynamics and leadership. (Kent Police, 2009)

4/ Staff Development Programme:- Voluntary, optional training for all civilian grades employed in a non-supervisory capacity intended to improve performance awareness. (Kent Police, 2009)

5/ Core Leadership Development Programme :- Voluntary modular training offered for officers and police staff seeking promotion. (Kent Police, 2009)

6/ Inspectors Programme:- Development of core inspectors skills and leadership workshops. (Kent Police, 2009)

7/ Home Office Green Paper 2008: From the Neighbourhood to The National: Policing our Communities Together, A report by the government where they set out their priorities for the police concentrating on delivering neighbourhood policing. The paper seeks to reduce bureaucracy and improve leadership in the police. There is an entire chapter on improving police performance. However the home secretary states in this paper that the police will have only one performance target, customer satisfaction. (Home Office, 2008)

8/ Policing Pledge 2008 (Home Office, 2008) :- Sets out ten minimum standards of service delivery by any of the 43 police forces in the UK. Created as a result of the Green Paper. The listed standards include things like maximum time taken to respond to emergency calls, all persons to be treated with respect and arranging monthly public meetings.

9/ A practical Guide to Police Performance Management, Guidance for Team Leaders (National Police Improvement Agency, 2008) Pamphlet/booklet offering practical advice for the constant improvement of team performance.

10/ Home office white paper Nov 2004, Building Communities, Beating Crime;- This paper was delivered in Nov 2004 and whilst it is just outside of the agreed timescale it's effect was not really felt until 2005. The paper sets out the introduction of coordinated neighbourhood policing teams. Including introducing 25,000 PCSO's and wardens across the UK by 2008. Ensuring a culture change to a customer focused service with intelligent use of performance data.

11/ PPAF and APACS:- (Home Office, 2008) Performance indicators form a key part of APACS, measuring outcomes, perceptions, and activities, which reflect the impact of community safety and policing services in local communities A number of changes have taken place since the release of the green paper in July 2008. The Home Office will no longer make graded assessments under APACS. In the future, it will take a more strategic role in performance management of the police, with an increased role for HMIC (nationally) and Police Authorities (locally) in holding forces to account.

12/ Closing The Gap:- HMIC review of serious and organised crime performance and assessment looking closely at performance management in these level 2 crimes. Raising government concerns over the ability of the police to respond and provide adequate protective services, (HMIC, 2005)

13/ Kent Police Base Line Assessment:- HMIC Initial assessment of performance in Kent Police against a national framework. Looked at Citizen focus, crime detection crime reduction, promoting satisfaction, providing assistance, resource use

and leadership. Introduced PPAF ( later replaced by APACS), Statutory Performance Indicators. (HMIC, 2006)

14/ Stop The Rot:- HMIC report looking at national patterns of reported anti-social behaviour and suggested policing strategies, mainly focussed around neighbourhood teams and partner agencies. (HMIC, 2010)

15/ Re-thinking the policing of anti-social behaviour :- Research paper published by HMIC on which their findings and strategies in the report stop the rot are based. (HMIC, 2010)

16/ Anti-Social Behaviour Strategy:- Kent Police document produced in direct response to HMIC reports listed at 15, 16.. (Kent Police, 2010)

17/ Force Performance Management Committee:- Monthly meeting held by Kent Police chaired by an Assistant Chief Constable to monitor progress towards agreed, defined performance across the force. It looks at progress towards the force policing targets and performance indicators, current HMIC baseline assessments, Annual Police Use of Resources reviews and implementation of force strategies. It aims to facilitate organisational learning and continuous improvement. (Kent Police, 2011)

18/ Blue Print for Success :- Kent Police report based on research setting out 55 recommendations for the force intended to drive performance in victim/ customer satisfaction. It targeted reducing bureaucracy, improving leadership and communication between those that wrote the strategies and those that were intended to implement them. This report was responsible for the creation of the Gold Group

performance meetings that were bi-monthly performance reviews that have now been replaced by the force performance management committee. (Kent Police, 2008)

## Appendix ii)

### Interview Questions:-

i/

- a) What do you understand the phrase organisational culture to mean?
- b) Could you describe your opinion of the current culture of your department and the Force?
- c) Please describe your responsibilities in relation to overall force performance and current targets.

ii/

- a) Why do we have performance targets?
- b) Is the drive to achieve better performance purely internal or in response to external pressures? (closed question) .... ( please explain your answer ...)
- c) Please describe any performance data that is returned to the HQ, the local authority or Home office.

iii/

- a) Please explain how you consider the performance of Kent Police has changed over the last 5 years.
- b) Please explain your belief of why the performance has changed in this manner?
- c) Has the force achieved the objectives that were set and were these objectives appropriate to the policing of Kent ( elaborate on answer)

iv/

- a) Please express how you feel about Force Targets (Past and present). (What is their effect on your ability to deliver a service to the public of Kent? )
- b) Is there a need for the force to set any performance targets? (closed question)..... (If so what targets? Or, If not why not?)
- c) Describe how you feel, with reasons, about the future culture of Kent Police. ( Is the current position fit for purpose or do you have views about a better alternative)

v/

- a) How do you feel about the current budgetary cuts?
- b) What effects are the budgetary cuts having on you?
- c) Please explain how you feel the reduction in serving Police Officers will affect the Performance of Kent Police.
- d) Please explain how you feel the reduction in serving Police Staff will affect the Performance of Kent Police.

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