

Police Authority Inspection

Joint Audit Commission and Her Majesty's Inspectorate of Constabulary Police Authority Inspection Framework Effective from July 2009

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As a force for improvement, we work in partnership to assess local public services and make practical recommendations for promoting a better quality of life for local people.

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Her Majesty's Inspectors of Constabulary are appointed by the Crown on the recommendation of the Home Secretary and report to Her Majesty's Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser. Her Majesty's Inspectors of Constabulary are charged with examining and improving the efficiency of the Police Service in England, Wales and Northern Ireland. HMIC is independent both of the Home Office and of the Police Service.

The primary functions of HMIC include:

- The formal inspection and assessment of all forces in England, Wales and Northern Ireland (as well as a number of non Home Office funded police forces), HM Revenue and Customs, and the Serious Organised Crime Agency.
- Undertaking thematic inspections across forces, some in conjunction with other bodies, including the other Criminal Justice System Inspectorates.
- Undertaking a key advisory role within the tripartite system (Home Office, chief officer and police authority/Northern Ireland Policing Board), where its independence and professional expertise are recognised by all parties. HMIs also provide a crucial link between forces and the Home Office, and contribute to the process of appointments to the most senior ranks in the Police Service.

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1. Overview

- 1 This Police Authority Inspection Framework sets out how the Audit Commission, the Wales Audit Office and Her Majesty's Inspectorate of Constabulary (HMIC) will deliver inspections of police authorities in England and Wales from July 2009.
- In November 2008, the government confirmed its intention to proceed with police authority inspections in its response to the policing green paper consultation. The powers to inspect already exist through the Local Government Act 1999 and the Police Act 1996. The Policing and Crime Bill will change the way police authorities are expected to carry out their duties and so invites HMIC to inspect police authorities with a special emphasis on the consideration of the views of the public. For the first time, police authorities will be jointly inspected across the full range of their activities by the Audit Commission and HMIC. The Auditor General for Wales is responsible for the inspection of the Welsh police authorities jointly with HMIC.
- As inspectorates, we have worked together and in partnership with the Home Office, the Association of Police Authorities (APA), the National Policing Improvement Agency (NPIA) and the Improvement and Development Agency (IDeA) to develop the inspection framework.

- The Policing Green Paper: From the Neighbourhood to the National: Policing our Communities Together published in July 2008, with the summary of consultation responses and next steps published in November 2008.
- II Section 152 of the Local Government and Public Involvement in Health Act 2007 amended section 10 of the Local Government Act 1999 and granted the Audit Commission powers to inspect the functions of police authorities, amongst other best value authorities.
- III Section 129 of the Criminal Justice and Immigration Act 2008 amended section 54 of the Police Act 1996 to allow HMIC to inspect the functions of police authorities.
- IIII The Policing and Crime Bill was introduced into the House of Commons on 18 December 2008. It contains provisions which will require police authorities to have regard to the views of the public in the execution of their functions. It also invites HMIC to inspect and report to the Home Secretary in relation to this new requirement.

- We have consulted extensively on the principles and overall approach. The police authority inspection reference group has helped to shape the proposed inspection framework. Four pilots at Derbyshire, Kent, West Yorkshire and Staffordshire Police Authorities have enabled us to develop and test the approach.
- On-site inspection activity will begin in September 2009 and will proceed on a phased basis. Inspection reports for individual police authorities will be published within eight weeks of the on-site inspection.
- A national thematic report, drawing on the findings from the first phase of inspections, will be published jointly by the Audit Commission, Wales Audit Office and HMIC no later than the end of February 2010. It will identify key issues relevant to all police authorities, helping to secure targeted improvement and the sharing of good practice. The second phase of inspections of approximately ten police authorities will commence in March 2010.
- The full baseline inspection of all 43 police authorities will be completed by the middle of 2011. This approach is designed to provide HMIC and the Audit Commission with sufficient evidence to make informed decisions, on a risk basis, of the circumstances that may trigger future inspections of police authorities.

We consulted on the proposed Police Authority Inspection Framework between 29 April and 10 June 2009. A summary of our responses to the consultation can be found on the Audit Commission and HMIC websites.

The police authority inspection reference group, jointly chaired by the Audit Commission and HMIC, comprises representatives from the Home Office, APA, NPIA, Association of Police Authority Chief Executives (APACE), Police Authority Treasurers Society (PATS), IDeA, the Wales Audit Office, chairs and/or chief executives from the pilot police authorities, Gwent Police Authority and the Metropolitan Police Authority (MPA).

2. Background and policy context

- The Policing Green Paper: From the Neighbourhood to the National: Policing our Communities Together refers to the enhanced role, capacity and standards expected of police authorities. The police authority inspection framework aims to meet the government's objectives that inspections should:
 - test whether police authorities exercise effective direction of policing outcomes on behalf of the public and ensure the efficiency and effectiveness of their forces;
 - provide a clear focus on local accountability and how well police authorities are taking account of the views of people in their area about policing and helping police forces to improve public confidence;
 - ensure that police authorities have the capacity and capability to carry out their principal duties effectively and are willing and able to take action to improve this where needed:
 - be stretching and challenging to drive a focus on targeted improvement and give police authorities clear goals;
 - be evidence-based and capable of providing judgements and comparisons that differentiate levels of performance against clear standards and performance criteria;
 - provide the public with accessible information about the performance of their police authority and how this compares with others; and
 - enable the Home Secretary to have a clear picture of the police authority performance landscape and to focus on persistent or major performance failure.

Objectives

- To deliver the government's objectives, we have adopted five guiding principles when developing the framework. Police authority inspections will:
 - evaluate the impact that a police authority has in holding its force to account in delivering policing priorities in an area and, in doing so, identify how the police authority makes a difference in ensuring that the priorities are delivered;
 - probe the effectiveness of the police authority's management of both its own and its force's performance, leadership and scrutiny; how it manages the use of its own and its force's resources and people efficiently and effectively and provides value for money; how it works in collaboration with communities and partners to build capacity; and how it ensures the delivery of outcomes and improvements that matter to local people;
 - be proportionate. Inspections will draw on existing information including the information that police authorities use to run their business, as well as evidence from other relevant audits, inspections and assessments:
 - be conducted by small, joint teams of suitably skilled and experienced staff from the Audit Commission or Wales Audit Office and HMIC, together with an accredited police authority peer inspector; and
 - be conducted at all police authorities in England and Wales on a phased basis from autumn 2009 to the middle of 2011. Individual inspections will be publicly reported on the Audit Commission. Wales Audit Office and HMIC websites.

Most police authorities have 17 members: nine local councillors appointed by the local council and eight independent members selected following local advertisements, at least one of whom must be a magistrate.

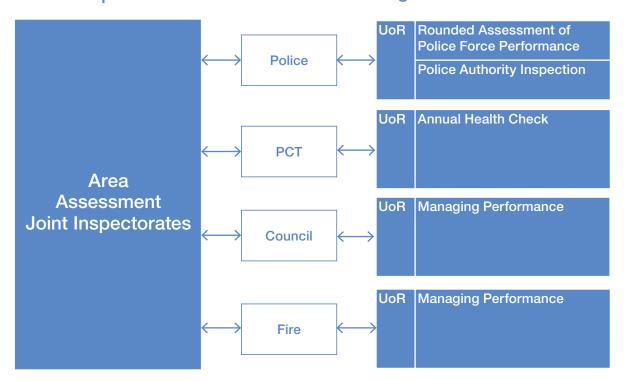
- The performance management framework for local authorities in Wales is changing. The new Local Government Measure received Royal Assent in June 2009. It is not yet clear how the new arrangements will impact on the police service and police authorities in Wales. Policing in Wales operates in a different environment to that in England. The inspection approach will take account of this difference but the inspection framework will be the same for police authorities in both England and Wales. The inspection team for Welsh police authorities will comprise inspectors from the Wales Audit Office rather than the Audit Commission. This will help ensure that the differences in the external environment are properly taken into account. The quality assurance arrangements will be applied in a consistent manner across England and Wales.
- Police authority inspections will align with the frameworks for Comprehensive Area Assessment (CAA) in England and HMIC's new Rounded Assessment of police force performance. Effective from 1 April 2009, CAA is the independent joint inspectorates' assessment of how well people are being served by their local public services." HMIC's new assessment framework intends to provide an accessible and informed view of police performance for the public. Using a balanced scorecard approach, the assessment framework will cover the key policing activities of confidence, local crime and policing, protection from serious harm, value for money and managing the organisation. Rounded Assessment will apply to forces in England and Wales. Figure 1 sets out how the inspection of police authorities aligns with CAA in England and HMIC's Rounded Assessment.

The Measure reforms the statutory basis for service improvement and strategic planning by local authorities in Wales. It links well-being and community planning with service improvement. The Measure requires local partners to cooperate in the delivery of community strategic outcomes and to engage with citizens.

II Comprehensive Area Assessment Framework Document published by the Audit Commission, Care Quality Commission, HM Inspectorate of Constabulary, HM Inspectorate of Prisons, HM Inspectorate of Probation and Ofsted, February 2009.

Area assessment Partnership outcomes

Organisational assessment



- 13 There are two main elements of CAA that will inform each other:
 - an area assessment that looks at how well local public services are delivering better results for local people across the whole area, focusing on agreed priorities such as health, economic prospects and community safety, and how likely they are to improve in the future; and
 - an organisational assessment for individual police authorities and forces, councils, fire and rescue services and primary care trusts. In the case of police authorities, the police authority inspection constitutes the organisational assessment. It will draw on the appointed auditor's use of resources assessment.
- Police authority inspections will draw directly on evidence from relevant inspections, audits and assessments, including HMIC's Rounded Assessment of police force performance and workforce inspections; the Audit Commission's police use of resources assessment; and in England, the joint inspectorates' CAA. For example, HMIC's ongoing assessment of how well forces and authorities are delivering the Policing Pledge will feed directly into the judgements made about how well police authorities are engaging with, and reflecting the concerns of, local communities.
- The Audit Commission published details of the use of resources assessments to be made in 2009, with an update in February 2009 to incorporate the scoring arrangements. *Use of Resources 2008/09: Overall Approach and Key Lines of Enquiry*, Audit Commission, May 2008.

3. Assessment

- Figure 2 sets out the assessment themes, key questions and assessment criteria for police authority inspections. There are four themes:
 - 1 setting strategic direction and priorities;
 - 2 scrutinising performance outcomes;
 - 3 achieving results through community engagement and partnerships; and
 - 4 ensuring value for money and productivity.
- The police authority plays a vital role in ensuring the delivery of improved policing outcomes for local people; its core function is to secure an efficient and effective police force. We will deliver a balanced assessment of how well the police authority is delivering its principal duties, especially those designed to give the public a stronger voice in policing priorities and which put the citizen at the heart of service delivery. We will explicitly assess how police authorities are responding to the economic downturn and the challenges of managing in the tighter fiscal climate which they and their forces will face.
- Our focus will be on the outcomes and improvements that matter to and benefit local people. Police authorities must balance national, regional and local interests and we will assess their responsiveness to those issues which, whilst not immediately visible to the public (such as organised crime and terrorism) are essential to the policing mission and have the potential to affect local communities directly. Police authorities will be assessed for their ability to look beyond their immediate area to deliver better policing services regionally and nationally in line with the Home Secretary's strategic policing priorities. We will also assess whether the police authority has the leadership, capacity and capability needed to deliver future improvements.
- There are three underpinning areas that thread through each of the assessment themes. They will be specifically referred to in the inspection reports. These are:
 - strong leadership, including in partnership;
 - active community engagement which enables the public to contribute to and understand the balancing of policing priorities; and
 - ability to tackle inequality and improve outcomes for people whose circumstances make them vulnerable.

Figure 2

Assessment theme	Key questions and assessment criteria
1. Setting strategic direction and priorities	How does the police authority ensure that both it and the force have the leadership, capacity and capability needed to deliver good quality service outcomes on behalf of the public? The police authority demonstrates that it: • sets clear and ambitious priorities for policing in its area; • plans effectively for longer-term strategic challenges at local, regional and national levels; • ensures the force is well led; • tackles inequality and improves outcomes for people in vulnerable circumstances; • directs resources and is properly skilled to discharge its governance responsibilities; and • ensures high professional and ethical standards are set for itself and the force.
2. Scrutinising performance outcomes	 How effective is the police authority in scrutinising and ensuring that the force delivers the priority services that matter to local people? The police authority demonstrates that it: has the capacity to make effective senior officer appointments and that it holds the chief constable to account for delivery of objectives, priorities and quality outcomes; has a rigorous approach to performance scrutiny, analysing data to monitor performance and tackling under-performance; sets challenging targets for performance and the Policing Pledge, fulfils its own role in delivering the single confidence target, and drives the progress of its force towards achieving this target; and sets clear priorities and ensures the delivery of effective protective services.

Assessment

theme How well does the police authority achieve results through community 3. Achieving results engagement and partnerships to deliver its ambitions and strategic through priorities? community The police authority demonstrates that it: engagement has secured and understood the views of local people about policing and priorities in its area; partnerships acts upon community concerns by setting priorities for policing that reflect local needs and will lead to improvements in public confidence; provides feedback on how issues raised through consultation and community engagement have been considered; ensures that local policing services are accessible to all communities, including hard to reach and vulnerable groups; secures desired outcomes for local policing and community safety priorities through effective partnership; and properly balances the focus on local issues and improvements in confidence with the wider needs of the public in policing regional and national concerns. 4. Ensuring How effective is the police authority in ensuring a clear and sustained value for focus on value for money to secure a good deal for the public? money and The police authority demonstrates that it: productivity has, with the force, made a comprehensive assessment of risk and threats, and ensures that resources are aligned to priorities, risk and threats: directs effort away from non-priority areas; • ensures the force's use of resources reflects supply and demand profiles: • promotes and supports collaboration/joint working between forces and other local public service partners to improve efficiency, reduce costs, manage risk more effectively and deliver improvements in policing services nationally; regularly reviews costs and overheads; and • sets ambitious local targets to deliver improved efficiency, effectiveness and productivity and challenges the force to achieve them.

Key questions and assessment criteria

4. Scoring and quality control

- 19 We will score each of the assessment themes separately on a scale of 1 to 4 and to combine these into an overall score. Published inspection reports will provide an overall assessment of the police authority and will be explicit, both in the scoring and supporting narrative about where improvement is required and about how quickly the improvements need to be made.
- 20 The scores of 1 to 4 for each theme represent the following descriptors of performance:

Score	Descriptor of performance	Public reporting
1	Police authority does not meet minimum	Performs poorly
	requirements for this theme	
2	Police authority meets most of the minimum	Performs adequately
	requirements for this theme with some exceptions	
	and areas of concern	
3	Police authority exceeds minimum requirements for	Performs well
	this theme	
4	Police authority significantly exceeds minimum	Performs excellently
	requirements for this theme	

The overall police authority inspection score of 1 to 4 will be determined by calculating the average of the scores for each of the four assessment themes. Scores that result in an average of 1.25, 2.25 and 3.25 will be rounded down to give the overall score. Scores that result in an average of 1.75, 2.75 and 3.75 will be rounded up to give the overall score. Where the average score is 1.5, 2.5 or 3.5 the Audit Commission and HMIC will determine the direction of the rounding, exercising their professional discretion in weighing up evidence and context.

The four-point scoring scale and descriptors of performance are consistent with the approach agreed by all the CAA inspectorates.

- 21 Each assessment theme will be supported by a short set of performance characteristics, which will be used to guide the inspection team's professional judgements. The performance characteristics provide indicative levels of performance and will refer to recognised best practice, targets, milestones and standards expected of police authorities. Guidance for inspectorate staff will be made available to police authorities when it is issued in July 2009.
- 22 A quality reviewer will be appointed to each inspection. They will ensure that quality assurance is integrated throughout the inspection planning, fieldwork and reporting stages. This approach will avoid over-reliance on retrospective review. A quality assurance panel of the joint inspectorates will ensure the consistency and robustness of inspection teams' judgements before the publication of reports. A suitably qualified peer will be invited by the inspectorates to join each quality assurance panel as an observer.

A suitably qualified peer may be a member or chief officer from a police authority or local authority who has been accredited as peer through the IDeA clearing system and who has received appropriate peer quality assurance training.

5. Reporting

- Inspection reports will provide the public with a clear assessment of their police authority. All inspection reports will be published and in the public domain. They will be short and concise, drafted in language that the public will find accessible and helpful. Inspection reports will include the joint inspectorates' scored judgements, supported by a commentary on strengths and areas for improvement. Reports will also comment on a police authority's capability and capacity to improve in the future.
- As required by the Police Act 1996, inspection reports will also provide the Home Secretary with a clear picture of each individual police authority, as well as a national overview of the capacity, capability and performance of police authorities.
- 25 Inspection reports for individual police authorities will be published within eight weeks of the on-site inspection.
- Police authorities will have the opportunity to consider and comment on the factual accuracy of their inspection report prior to its publication.
- An national thematic report, drawing on the findings from the first phase of inspections, will be published jointly by the Audit Commission, Wales Audit Office and HMIC no later than the end of February 2010.

6. Approach

- We will minimise the impact of our inspection activity on police authorities through our risk-based and proportionate approach. Our requests for evidence from police authorities will be kept to a minimum. Where appropriate, we will draw on inspection and audit findings from elsewhere, for example HMIC's Rounded Assessment of police force performance and the Audit Commission's police use of resources assessment. We will also ensure that the number of inspectors in each team and the number of days we spend on site are the minimum necessary to deliver an inspection that is fit for purpose for the police authority concerned.
- Inspection teams will comprise suitably skilled and experienced members of staff from HMIC and the Audit Commission in the case of English police authorities, or HMIC and the Wales Audit Office in the case of Welsh police authorities, plus an accredited police authority peer member inspector. Each inspection team will be supported by the regional HMI and an expert advisor who will be an accredited police authority senior officer.
- The size of an inspection team will generally not vary other than for the inspection of the Metropolitan Police Authority, which will require a larger team and may include both a police authority peer member and officer. The on-site fieldwork will usually be completed in four days, although this may be longer depending on the size of the police authority. Some inspection activity will take place before the on-site period, including an external roundtable meeting with the police authority's key stakeholders; a scene-setting meeting with the police authority; and observations of police authority and other relevant partnership meetings.
- The team leader for each inspection will either be an Audit Commission or Wales Audit Office or HMIC inspector. They will be responsible for leading the inspection; complying with quality assurance requirements; and reporting the inspection findings to the police authority.

- We will involve properly accredited, selected and trained peer member inspectors in police authority inspections. In addition we will involve police authority senior officers as expert advisors. Both the peer member inspectors and expert advisors will be accredited, selected and trained prior to all inspections.
- Peer member inspectors will be full members of the inspection team. They will conduct inspection interviews, review evidence and form judgements in accordance with our methodology and quality assurance requirements.
- Expert advisors will advise the inspection team leader. They will be present for both the pre-site and on-site inspection activity. They will provide advice, assistance and interpretation of issues identified throughout each stage of the inspection. Expert advisors will act as a sounding board to ensure that inspection teams' judgements are informed by the expert advisors' strategic, managerial and practitioner experience of working for police authorities.
- 35 Peer member inspectors and expert advisors will contract with HMIC and the Audit Commission for the period of the inspection activity to clarify the respective roles, responsibilities and code of conduct expected of the peer member inspectors and expert advisors.
- 36 The regional HMIs will play a key role in briefing the teams prior to the inspection, drawing on their extensive working knowledge of both the forces and police authorities concerned. Wherever it is feasible, HMIs will conduct key interviews, notably with the chair of the police authority and the Chief Constable, and support the team debrief. Working with the inspection team leader, the Regional HMI will, where appropriate, resolve any issues relating to the conduct or approach of the inspection team.

Inspection approach and timeline

- Inspection teams will draw on a range of evidence when forming judgements against each of the four assessment themes. This includes but is not limited to:
 - a review of key documentation, including the strategies, plans, scrutiny and monitoring reports that the police authority uses to run its business;
 - inspection interviews, focus groups and observation of key police authority and relevant partnership meetings;
 - a scene-setting presentation from the police authority providing an overview of local context; strategic ambitions; vision and culture; change management; summary of achievements to date; governance structures; and what is driving future business, priorities, resources and development;
 - local performance management information used to set and monitor local priorities, including any self-evaluations and evidence from scrutiny;
 - briefings and/or evidence from the CAA lead (CAAL), in England and the performance project manager for Wales; appointed auditor, HMI and other agencies such as government offices in the English regions; and for Wales the Welsh Assembly Government;
 - the views of key stakeholders, including community safety partnerships, members of parliament, business and voluntary sector; and
 - the findings from other inspection, regulation, audit and assessment activity, including evidence from CAA, HMIC's Rounded Assessment of police force performance and the Audit Commission's/Wales Audit Office police use of resources assessment.
- Police authorities will not be asked to prepare a self-assessment in advance of the inspection. However, as part of our inspection evidence we will take account of any self-evaluation or independent evaluation that has been undertaken. The more robust it is, the more reliance we will be able to place on it. The APA is revising the police authority self-assessment framework to ensure that where police authorities conduct a self-assessment for self-improvement purposes, the information can be readily shared, at the discretion of the police authority, to inform police authority inspections.

The timeline for individual police authority inspections – running from the inspection team's first contact with the police authority to publication of the inspection report – is 18 weeks. Figure 3 shows the key milestones for the pre-site, on-site and reporting stages of an inspection. Inspection teams will gather evidence from document reviews and attendance at key police authority and other meetings prior to the inspection week.

Figure 3

Week	Milestone
1	First contact with the police authority by the inspection team leader. Dates for the on-site inspection agreed, guidance for on-site programme issued and surveys sent to external stakeholders
4	First meeting of the inspection team, followed by an external roundtable meeting involving the HMI, CAAL, appointed auditor and the relevant government office
6	Scene-setting meeting with senior members and officers of the police authority
8	Pre-inspection team briefing
10	On-site phase – four days with inspection team leader providing a debrief to the police authority at the end of the on-site period
11 & 12	Inspection team leader drafts the report
13	Inspection team leader finalises the report taking account of comments received from the inspection team
14	Draft inspection report issued to the police authority
15	Feedback received from the police authority
16	Quality assurance of the draft report
17	Final amendments to the report
18	Final inspection report published

Balanced programme of inspection

- 40 We will programme our work to minimise the impact of audit and inspection on police authorities. We will deliver inspections of 43 police authorities in England and Wales on a phased basis from autumn 2009 to the middle of 2011. Inspections will be delivered on a phased basis through four blocks of 10 or 11 inspections each.
- 41 We will take a balanced approach in selecting police authorities for each inspection block. We will use the following principles to ensure that there is a good spread of police authorities in each block:
 - geography, to provide a fair spread across the English regions and Wales;
 - size of the police authority, to provide a mix of large, medium and small-sized chief executive offices;
 - force performance, to provide a mix of known top, middle or lower-band force performance;
 - balance of membership, to provide a mix of elected and independent chairs of police authorities:
 - demographics, to provide a mix of urban and rural locations and a focus on diverse and vulnerable groups;
 - outcomes from audit and inspections, taking account of known findings from recent assessments, particularly the Audit Commission's police use of resources assessments and relevant HMIC thematic inspections; and
 - known external factors, taking account of collaborative working, complexities of partnership working in the area, local government reorganisation and capping.

Once the full programme of 43 inspections is complete, we intend to adopt a risk-based approach to identify future inspections, the need for improvement support, or potential intervention at individual police authorities. We will work with the Home Office, APA, the sector and other interested parties on the details of the future performance monitoring regime for police authorities. This will include agreement on the forum where the performance of individual police authorities will be discussed, and where recommendations to the Home Secretary about the need for active, directed support will be considered.

Figure 4

Region	Police Authority
London	Metropolitan Police Authority
Southern	Avon & Somerset Police Authority
Southern	Hampshire Police Authority
Southern	Wiltshire Police Authority
Central	Leicestershire Police Authority
Central	Northamptonshire Police Authority
Northern	Cheshire Police Authority
Northern	Greater Manchester Police Authority
Northern	Lancashire Police Authority
Wales	Gwent Police Authority

7. Post-inspection and improvement planning

- 44 We will publish an interim national report by the end of February 2010 at the latest, drawing on the findings from the first ten inspections. It will identify thematic issues relevant to all police authorities, helping to secure targeted improvement and share good practice. We will also draw on evidence from relevant audits, assessments, inspections, research, studies and published best practice regarding police authorities.
- We will work with the Home Office, APA, NPIA and the IDeA to ensure that inspection planning is coordinated with wider improvement planning, support and intervention. We will ensure our approach is consistent with the wider performance framework, the ladder of support and intervention for police authorities and peer-led improvement activity which will be coordinated by the APA as a related but separate exercise. This will include agreement of the triggers for sector-led improvement plans.
- 46 We are working with partners to finalise a protocol which sets out the roles and responsibilities of each partner in inspection, improvement planning and intervention. This will be published by the end of September 2009.
- 47 We will keep the new inspection framework under review. We will undertake a future evaluation of the inspection framework and its impact on improving policing services and outcomes for citizens.

A broad ladder of support and invention for police authorities and forces has been set out in the joint policing performance narrative - The New Performance Landscape for Crime and Policing – published in July 2009.

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