CoPaCC - monitoring police governance

CoPaCC Thematic
"PCCs and Innovation"
June 2014

A collection of OPCC submissions & stakeholder insights

Foreword

About CoPaCC

CoPaCC is an independent organisation, established in early 2013 to monitor police governance (currently primarily PCCs - Police and Crime Commissioners) through objective, evidence-based analysis; to use those comparisons to identify good practice; and to share that good practice. CoPaCC editor for this Thematic was CoPaCC's founder and Chief Executive, **Bernard Rix**. He has worked since 1990 as an independent advisor on policing. His clients have included: every UK police force; other UK bodies such as Home Office, Scottish Office, Ministry of Justice, Crown Prosecution Service, ACPO, Police Superintendents' Association for England and Wales, Police Federation of England and Wales; plus forces and agencies across Europe, Northern Africa and the Middle East. Several of his over sixty policing, criminal justice and community safety assignments have been of national significance. This work has – amongst other benefits – improved police investigation of burglary, cut court delays, given victims a better service, helped community relations, and enhanced police officer safety.

Acknowledgements

CoPaCC would like to extend heartfelt thanks to the 26[1] organisations and individuals who contributed to this CoPaCC "PCCs & Innovation" Thematic:

The College of Policing; Peter Neyroud of the University of Cambridge's Institute of Criminology; Karen Ogborn of the Crimestoppers Trust; Michael Gordon-Gibson of Facewatch; Josie Cluer of Moorhouse; John Tizard; Jon Harvey of Jon Harvey Associates; Clare Fraser of Reform; Susan Ritchie of MutualGain; Cate Moore; Steria; Paul West of Policing First; Ed Hammond of the Centre for Public Scrutiny; Peter Martin of Bluelightworks; Mark Iveson of Capgemini; Charlotte McLeod of Policy Exchange; plus the OPCCs of Avon & Somerset, Cumbria, Dorset, Dyfed-Powys, Humberside, Leicestershire, Merseyside, Northamptonshire Staffordshire and Surrey.

Extracts of these organisations' and individuals' contributions are contained within this core Thematic document, whilst their full submissions are contained in the associated Appendix.

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[1] An earlier version of this Thematic omitted Dorset OPCC from this list in error - our apologies

Contents

Appendix (separate document)

1. Introduction

This CoPaCC Thematic examining "PCCs and innovation" is the third in a series of six core CoPaCC Thematics comparing PCCs and sharing best practice. Our first Thematic, published in November 2013, examined PCCs' transparency. Our second Thematic, published in March 2014, examined PCCs' public engagement. Together with three more to be published in the coming months - covering commissioning, partnership and governance - these will cover PCCs' key areas of responsibility. We plan to revisit all six topics regularly, to see how PCCs improve year on year in each area, and to identify further good and best practice as it emerges.

We include the Mayor's Office for Policing and Crime (MOPAC) in our consideration of PCCs, as its responsibilities are similar to those of the Offices of the 41 Police and Crime Commissioners (PCCs). This Thematic thus covers 41 Offices (OPCCs) of elected PCCs plus MOPAC. Throughout, we use the term OPCCs to represent all 42 entities.

In the absence of any standard definition of "innovation" in the context of Police and Crime Commissioners, CoPaCC interpreted this as "anything making a change to 'business as usual'".

CoPaCC invited every OPCC to contribute to this Thematic. We received replies from eleven OPCCs: one of the eleven apologised for not having staff time available to provide a contribution, whilst the remaining ten provided insight on their approach to innovation. The OPCC submissions are contained in full within Appendix A, and as extracts within this core document under the heading "Case Studies".

CoPaCC also invited a cross-section of interested parties to contribute their thoughts on "PCCs and innovation". Those invited included public, private and third sector organisations as well as individuals. Sixteen responded to our invitation with submissions. These sixteen submissions are contained in full within Appendix B, and as extracts within this core document under the heading "Viewpoints".

This CoPaCC Thematic core document provides an anthology of key extracts (as "Case Studies" and "Viewpoints") from these 26 submissions (10 OPCC and 16 other). Intended to provide a basis for further debate and discussion about PCCs and innovation, the Thematic is structured as follows:

- Section 2 sets out **"the 'innovation challenge' for PCCs"**;
- Section 3 presents **a selection of PCCs' innovations to date**;
- Section 4 examines **"the future for PCC innovation...?"**;
- Section 5 considers **"next steps"** - which sets out CoPaCC's plans for further work in this area.

This first "Viewpoint", below, summarises why PCC innovation is so important:

Viewpoint: "Innovation... as a catalyst for change..."

> With the Police and Crime Commissioners looking to make a lasting difference, innovation is being looked at by many as a catalyst for change which will help them increase efficiency and contribute to the delivery of the strategic objectives set out in their Police and Crime plans.
> *[extract from submission by Steria - Appendix B.11]*

This second "Viewpoint" suitably summarises CoPaCC's ambition for this "PCCs & Innovation" Thematic:

Viewpoint: "... my hope that CoPaCC will discover the following..."

> ... let me offer a few suggestions at what I hope this thematic will highlight:
> - PCCs who are not just talking about innovation, but also doing something about it!
> - PCCs who understand that innovation is not just about information technology or giving tablets to frontline officers & staff, or all other systems that go ping...
> - PCCs who are sponsoring innovation through (perhaps) innovation awards to staff and officers who develop new and fresh ways to beat crime, engage with the public and help people feel more safe.
> - PCCs who are paying attention to making suggestion schemes work.
> - PCCs who are putting in place Small & Medium Sized Enterprise (SME) friendly procurement.
> - PCCs who are taking action to hold their Chief Constables to account for making sure that their whistle-blowing policies are up to scratch, that they have robust methods for analysing complaints and feedback from the public and that there is an increasing emphasis on developing organisational cultures which foster creativity and innovation.
> - PCCs who are listening, really listening to what the public needs and wants: and who are prepared to dig into what they are saying in order to find some threads of innovation.
> - PCCs who are measuring innovation: recording progress, learning about just what it takes to foster sustainable innovation and broadcasting these lessons.
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> *[edited extract from submission by Jon Harvey, CoPaCC Associate and organisational development advisor - Appendix B.7]*

2. The "innovation challenge" for PCCs

Viewpoint: "Innovation is not invention…"

It's an easy mistake to look at new ideas and call them innovative. Innovation is not invention. One creates something entirely new whilst the other improves something already in existence. To simply look at PCCs at this stage and ask what innovations (if any) they have made, is as useful as looking at a child and asking whether it is a good orator yet. It takes time to learn and although not impossible, it is incredibly rare for innovation to happen after one good idea. The process for most innovations is an iterative one, a backwards and forwards motion of mistakes and learning from them. Mistakes are not the only way to learn but they are valuable.

[extract from submission by Cate Moore, 'citizen journalist and policing commentator' - Appendix B.10]

Viewpoint: "… 'no police innovation ever fails'"

It remains a common saying in policing that no police innovation ever fails. The reason for this saying retaining currency is that innovations are rarely properly tested. The most frequent approach is a for a newly announced initiative to be followed a few months later by a suitable declaration of success based on a fall in crime or an increase in detections compared to the period beforehand. This is not testing. This is guesswork. There are many factors that can account for falls in crime and most of them are not the product of policing. You would never get away with this type of testing to validate a medicine and you shouldn't be able to do so with policing.

[edited extract from submission by Peter Neyroud, Institute of Criminology, University of Cambridge - Appendix B.2]

Viewpoint: "Success is not guaranteed…"

Innovation is a slippery concept. For some it is about attempting to do what you already do better and more efficiently. For others it is more about transforming – challenging assumptions and starting from a blank slate, potentially leading to substantial change. Whatever the definition is, the aim of innovation must be about doing things differently to bring about improvements. However PCCs choose to define innovation, and whatever that innovation looks like, there's no doubt that the challenges that PCCs currently face will demand responses that are creative, that involve taking calculated risks and which may prove locally contentious. It's important to remember that some innovation can have make things worse - a concept that even has its own word in German, "schlimmbeßerung" (meaning "worse betterment"). Success is not guaranteed, and innovative ideas need to be considered, questioned and acted upon intelligently. This work will require that PCCs work closely with those from other agencies – in short, that they are prepare to engage with and seek to influence others.

[edited extract from submission by Ed Hammond, Centre for Public Scrutiny - Appendix B.13]

3. A selection of PCCs' innovations to date

Case Study: "Think differently…"

Since her election in November 2012, the Commissioner has worked to foster an approach which enables officers, partners and communities to:-

- **Think differently** – encourage and embrace new and innovative thinking, both within and across organisations.
- **Do things differently** - seizing opportunities to improve the way we operate.
- **Understanding and evaluating impact** – using data to help us understand the bigger picture and to work smarter.

*[edited extract from Avon & Somerset OPCC submission, Appendix A.1, **OPCC emphasis**]*

Case Study: "Boring governance, but…"

My obsession is 'joining up' services across the public sector where it's right and practical to do so. It's to develop an environment where silo thinking is seen as the exception, not the rule. It's about looking at the sector as a whole including local authorities, NHS, criminal justice and many others. It means embracing and dealing with the fact that too often organisations are inward looking, worrying about saving a fiver for themselves even though doing so would cost £25 to the wider sector through demand shift. That's where the Safer Staffordshire Strategic Board I formed 6 months ago is showing early results. It's boring governance, but it's proving that with joined up ambition, a consistent approach to joint outcomes and accountability via the most senior people cross sector and cross organisations overall strategy for Staffordshire can evolve very differently. And the fact that I've ensured academia is around the same table drives new ways of thinking and tests constantly that we're not just a talking shop… The PCC role lends itself to this approach if the ambition is there. It is unique because it offers the opportunity, if PCCs take it, to be an honest broker that drives real and effective collaboration which provides better outcomes for considerably less cost. So, our innovation in Staffordshire comes in many shapes and sizes and at many levels from on the ground service delivery to the most strategic long term approach.
[extract from Staffordshire OPCC submission, Appendix A.8]

Case Study: Open Governance

The Police and Crime Commissioner for Surrey discharges his duty to scrutinise the work of Surrey Police on behalf of the public at regular, bi-monthly management meetings with the Chief Constable and her senior management team. The PCC is a keen advocate of openness in his work and decided to webcast these meetings live to the public. Residents of Surrey can see the Commissioner doing the job they elected him to perform and hear the Chief Constable's updates directly. Surrey's PCC was the first to make use of the opportunities of webcasting and take such an approach. Over the last 12 months, 1757 people have tuned into the webcasts, with additional exposure and coverage of the meetings in the local and regional media.
[edited extract from Surrey OPCC submission, Appendix A.9]

Case Study: Community Engagement

The Dyfed-Powys Commissioner's Fund offers grants of up to £5,000 to community initiatives that develop ideas with a positive impact on the area they serve... The process brings the police closer to charities, voluntary organisations and community groups. The key factors in achieving this are that front line officers and police staff, below the rank of Sergeant, have to sign off project applications. Assessment is carried out by local officers, using criteria such as the need for the project and the numbers to benefit. The Commissioner's Fund aims to support the objectives of the Police and Crime Plan; empower officers to contribute to local projects; and, encourage their engagement with voluntary groups... In summer 2013, Police Sergeant Alison Rees successfully submitted a grant bid on behalf of Age Cymru. She said: "**Once the Commissioner's Fund was publicised locally it soon became a new link between neighbourhood policing teams and the community**; groups started getting in touch with a view to us submitting grant bids on their behalf. They explained their plans and aspirations – and we were then able to look out for other ways in which they could be helped. In that way **the Fund has helped cement local officers as part of the community network**. Since the Age Concern grant success the group has regularly kept me updated; my links with them have certainly become stronger."
*[edited extract from Dyfed-Powys OPCC submission, Appendix A.3, **CoPaCC emphasis**]*

Case Study: "Programme of research..."

[The Merseyside OPCC submission] provides a summary outline of a work **programme of research** that will provide a comprehensive evidence base for the PCC to draw upon in making commissioning and decommissioning decisions relating to victim support services... The proposed research programme will **shine a spotlight on current service delivery, drawing upon a range of evidence including the perspective of service user, provider and commissioner - so as to identify where the gaps are in services for victims and inform effective commissioning practice**. A comprehensive, co-ordinated programme of research, needs assessments and effectiveness reviews in 2014/15 will:

- Provide the necessary evidence base to support the commissioning (and decommissioning) of victim's services, taking account the needs of the local community and prevalence data.
- Provide the business case for local actions that support and enhance the national impetus to strengthen victims' rights (for example, in the recent revision of the Victims' code of practice and the Witness charter).
- Create the missing information platform that can inform the developing model for the commissioning of victims' services, where some services are commissioned nationally (such as rape support centres), whilst others are commissioned locally, tailored to local needs.

*[edited extract from Merseyside OPCC submission, Appendix A.6, **OPCC emphasis**]*

Case Study: OPCC Team

... there are now numerous examples of innovative pieces of work going on within criminal justice and community safety across Staffordshire. A critical driver to achieving this has been developing a PCC's Office that has different and wider capabilities than most others. It's also about utilising strong and accountable governance to drive meaningful collaboration rather than being a cover for an 'I'm alright Jack' approach organisationally. I've brought together capacity in professional commissioning alongside capability across a range of skills and competencies which are akin to those of a local authority. It's a capability that complements and sometimes exceeds those within policing. It's that ability to drive transformation and organisational change in the long term that has boosted the ambition for Staffordshire from simply getting the budgetary 'nose over the line' to instead achieving the longest term financial sustainability possible.
[extract from Staffordshire OPCC submission, Appendix A.8]

Case Study: Cross-agency funding

The statutory influence that the PCC as the 'honest broker' carries across policing, criminal justice and community safety is seen as a real force for change. It hasn't been easy but senior representatives from across the public sector have been brought together and we've established the Safer Staffordshire Strategic Board (SSSB) and laid £2 million from the PCC's budget on the table to be used by any agency in order to stimulate innovation. This Board brings together senior executives from local authorities, probation, prisons, CPS, HM Courts, the Fire Service, Safeguarding Boards and the two universities in Staffordshire. Its primary function is to develop ways for more effective working between agencies, allocate funding to make that happen and attempt to divert individual agencies from making decisions in their own interests which have a negative impact on the wider sector... The challenge is to maintain momentum by demonstrating some quick wins to wet the corporate appetite for long term sustainable change. The PCC's £2m is one off pump prime funding to enable agencies the 'space' to introduce innovative ways of doing things in a more joined up way. It creates the opportunity in the short term to double fund whilst new ways of working are established but the previous approach has to continue in parallel for a while. Of course, partnerships existed previously, but the role of PCC presents a new opportunity to speak openly, more directly and sometimes controversially to make change happen.
[extract from Staffordshire OPCC submission, Appendix A.8]

Case Study: Links with Academia

As the home of What Works Centre for Crime Reduction, the College [of Policing] is working to build links between police and academia, to grow the body of research evidence to inform day-to-day practice in policing. To help kick start new, collaborative ways of working across England and Wales, the College of Policing earlier this year made available grants totalling £600,000 in an Innovation Capacity Building fund. PCCs and their staff were at the forefront of successful bids from Greater Manchester and Durham to Avon and Somerset. One of the successful proposals focused on the policing needs of people living and working in rural areas - an area ripe for further research. Dyfed Powys Police and Crime Commissioner Christopher Salmon's £44,000 bid was to develop a national centre of excellence to build capacity and capability for research and innovation – the 'Centre for Rural Policing and Justice'. The PCC and Dyfed-Powys Police are collaborating with the Cardiff-based Universities' Police Science Institute (UPSI) to set up a high-level network to develop new expertise in keeping people in isolated rural communities safer from crime. Partners include voluntary and private sector organisations and other universities such as Aberystwyth and University of Wales Trinity Saint David. Initial work has included understanding the harm caused by rural crime, such as theft of farm machinery. Activity supported by the fund in England and Wales includes universities working with police officers and staff to help them develop the skills needed to carry out research in their home forces, and actively build the evidence-base for policing. The skills will enable officers and staff to understand better the problems they face, deliver more targeted activity, and test the impact of innovations and new ideas in policing. April saw the launch of an innovative long-term joint venture between Northamptonshire's Police and Crime Commissioner, Adam Simmonds, and the University of Northampton – the Institute for Public Safety, Crime and Justice. The Institute is bringing together cutting-edge academic research with practice, training and development across a variety of agencies, with a particular focus on fully understanding victim, witness and service user experiences.
[edited extract from College of Policing submission, Appendix B.1]

Case Study: Performance Goals and Discretion

I gave [the Chief Constable] one performance goal, to reduce overall crime. No more chasing figures, I want discretion and common sense to be the guiding principles of our officers, not statistics. The freedom to do the right thing for the public at the time, even when it's not the way things have always been done.
[edited extract from Humberside OPCC submission, Appendix A.4]

Case Study: Partnership working

On the first day I took office, I was presented with a decision record to sign off the development of an £8m building for the force, prepared by the outgoing Police Authority. A major part of the facility was a vehicle maintenance depot. I knew that just 5 miles away from the proposed site, the Fire Service was planning a similar project. I asked them to go away and talk to the Fire Service, saying I would not sign the decision unless they explored all possibilities to collaborate. In October 2013, after months of negotiations, a joint plan was developed to support the maintenance of police and fire service vehicles across the Humber and Yorkshire region. The new site will also enable Humberside Police to consolidate a number of other departments at seven different sites into one location, moving out of some premises that are leased and disposing completely of others. This will raise capital receipts to offset the cost of the new building, and in addition it is estimated these changes will generate further savings of approximately £200k per year for the two organisations. The energy efficient building will also result in reduced energy and running costs compared to existing accommodation of around £69k per year.
[edited extract from Humberside OPCC submission, Appendix A.4]

Case Study: Joint Enforcement Teams

The Borough of Reigate & Banstead in Surrey is to be served by a new Joint Enforcement Team of Council Officers and Police Officers, designed to provide a quicker, more visible and more robust response to anti-social behaviour in the Borough. The team is already up and running as the new ways of working are tested and embedded and it is due to have its full public launch in June 2014. The central aim of this pilot project – the first of its kind in Surrey - is to deal with problems and improve the public's sense of safety by making the most of all the legal powers the authorities – police and councils – have. By collaborating, they can find ways to tackle those causing persistent nuisance and concern to residents using every legal power available to them... Council officers are [also] being granted additional enforcement powers through the Community Safety Accreditation Scheme (CSAS), created by the Police Reform Act 2002. CSAS provides Chief Police Officers with the authority to accredit the employees of organisations engaged in uniformed Community Safety and to designate them with certain police powers.
[edited extract from Surrey OPCC submission, Appendix A.9]

Case Study: Blue Light Integration

The Northamptonshire Police and Crime Commissioner, Northamptonshire Police, Northamptonshire County Council and Northamptonshire Fire and Rescue Service are committed to making Northamptonshire the Safest Place in England, radically reforming the delivery of emergency services in the county. The ambition is to create a wholly new operating model and a single organisation approach through the full integration of police and fire and rescue services. The intention is to be the first fully integrated emergency services organisation in the country. A number of initiatives have already started to be delivered:

- The two organisations now share a single headquarters
- The first joint police and fire and rescue station has been opened in the county.
- The logistics aspects of managing countywide organisations, such as postal services, are now shared between the two organisations providing for an efficiency saving.
- Joint training is taking place between the organisations on matters such as driver and leadership training.
- A joint unit, headed by a senior fire officer, now delivers all matters of prevention and community protection for the two services.
- Imminently a joint operations planning unit will be created
- Work is currently being scoped in relation to sharing of fleet management and maintenance.
- Pilots are running for dual crewing vehicles across services and for the concept of 'community hubs'.
- Work is progressing to bring together the two services cadet schemes into one Emergency Service Cadet.

[edited extract from Northamptonshire OPCC submission, Appendix A.7]

Case Study: Jointly Commissioning Victims' Services

Surrey has taken a range of innovative approaches to commissioning victims' services. Surrey is collaborating with Sussex and Thames Valley on the contract that will replace the current service provided by Victim Support. Surrey, Sussex and Thames Valley recognise the value of collaboration as victims across England and Wales share similar needs. In working together, PCCs will enjoy economies of scale, thereby securing value for money for residents. Any collaboration will also ensure that those who are a victim of crime in one force area, but would like support in another, will receive a seamless service. The three PCCs have extended these benefits by offering the contract to all other PCCs via a framework agreement. In doing so, they are the leaders in encouraging joint working in this key area.

[extract from Surrey OPCC submission, Appendix A.9]

Case Study: Establishing a Victims Bureau

A key manifesto commitment whilst campaigning, Martyn saw the Dorset Victims Bureau launched in November 2013, a service designed to provide support and updates to victims of crime, tailored to their individual requirements. Phase 2 of the project in 2014/15 will see the Bureau expand beyond the police service and encompass all criminal justice agencies.

> By having a dedicated Victims Bureau in place, Dorset Police have been able to provide tailored advice and support to the victim and their family throughout the investigative process. In the words of the victim's son:
>
> *"I am delighted with the service I received from the Victims Bureau. They have kept me regularly and fully updated which has then enabled me to access any ongoing risk and support needs my father might have. He is quite vulnerable and the information they have provided has been crucial to me in deciding what support he needs. They have kept me abreast of all developments in a timely fashion – the arrest, court appearance and the fact that the offender has been remanded in prison."*

[extract from Dorset OPCC submission, Appendix A.10]

Case Study: Criminal Justice System

A detailed process and activity study across the Police, Crown Prosecution Service and HM Courts & Tribunals Service revealed how silo thinking complicates the justice process, slows the transition of cases and increases cost. It showed that by bringing forward the process to quality assure prosecution files at an earlier stage, more cases could be dealt with in a more efficient manner. However, limited resources within CPS were preventing the initiative from being piloted alongside existing processes. Through 'pump priming' funding from the PCC this pilot was able to progress enabling the CPS to manage the transition to the new way of working. The impact is already significant, with an increase in guilty pleas at first appearance, increased conviction rates and reduced numbers of hearings per case – outcomes which have delighted all partners and spurred them on to achieve even more. The work is now moving on to propose additional changes to the end to end process which will further remove delays and rework throughout the entire system. Central to this approach is stripping away inappropriate measures and targets that create perverse incentives within organisations and creating a truly unified system providing a better experience for the victims of crime and witnesses as well as a reduction in overall policing and criminal justice costs.

[edited extract from Staffordshire OPCC submission, Appendix A.8]

Case Study: Support to those suffering mental health illness and in crisis

Through chairing the national PCC Mental Health working group, Martyn has been able to highlight concerns and drive improvements into the way that services are delivered to those suffering mental illness and in crisis across the county. This work culminated in the launch of the Mental Health Crisis Care Concordat in February 2014 - a set of shared national principles bringing together a multi-agency response to individuals in mental health crisis. As well as the impact on the individuals concerned, police officers are also far too often diverted from their core duties through the time spent managing those individuals in crisis. By drawing key partners together to discuss the key issues locally, Martyn has been able to prompt a rethink in service delivery locally, culminating in work to develop a street triage pilot service – pairing police officers with trained mental health professionals able to assess individuals at the point where the police are called to deal with situations. This pilot will launch in July 2014. Martyn also secured further Government to extend the existing liaison and diversion scheme, where mental health professionals are based within police custody suites, to a 24/7 service on a pilot basis.

[extract from Dorset OPCC submission, Appendix A.10]

Viewpoint: Prisoner Rehabilitation

When the Coalition Government created the title Police 'and Crime' Commissioners, it intended to convey a broader scope for their remit than just policing. (MP Nick Herbert's preferred name, Police 'and Justice' Commissioners, would have made this point even clearer.) In fact, PCCs have negligible powers beyond policing. This means that to effect change in the broader justice system, they must rely on persuasion and negotiation rather than direction. And that is why it is refreshing to see some PCCs actively seeking to embrace the wider aspects of their role through innovative long term crime reduction schemes. A case in point is in my former Force area, West Mercia, where a prison-based project, now in its infancy, bears testimony to the creative thinking of PCC Bill Longmore. Bill's long held belief in the value of working with offenders to help them develop new skills so they have an alternative to a life of crime, allied with his business acumen, is the basis of his innovative scheme… The business model that he is proposing involves achieving external sales of a varied range of products manufactured in the three custodial centres, with all profits being re-invested in the prisons to fund equipment and staff for further skills-based training programmes. Working in partnership with the three prisons, Bill is seeking to create an independent not-for-profit Community Interest Company, run initially by a volunteer Board of Executives and Non-Executives with appropriate business, manufacturing and marketing skills and experience. Fundamental to the scheme's success will be a requirement that all of those involved in running the Company must share his passion for assisting prisoners' rehabilitation through enhancing their employability and their social and life skills. Bill plans for the project to be fully established and sufficiently mainstreamed to continue operating well beyond the end of his term in office, irrespective of who is elected as West Mercia's Police and Crime Commissioner in May 2016.

[edited extract from submission by Paul West of Policing First - Appendix B.12]

Case Study: Body Worn Videos

The College [of Policing] is getting directly involved where high cost, high risk or high impact innovation is concerned. In partnership with the Mayor's Office for Policing and Crime and the Metropolitan Police, the College is helping carry out the largest randomised controlled trial of body worn video cameras in the UK. The experiment – which started last month [May 2014] – sees cameras issued to around 500 response officers across 10 boroughs to test their impact on criminal justice outcomes, stop and search, and complaints.
[extract from College of Policing submission, Appendix B.1]

Case Study: CCTV

The PCC has led on this innovative project, in collaboration with the Constabulary and the 6 district councils. Of note is that this is the first such scheme in the country, and whilst it has been considered in Cumbria in the past, previous attempts to agree a solution had failed. The aim of the scheme, which was launched in February 2014, is to create a sustainable, scalable county-wide CCTV solution with up to 54 cameras across the county, proactively monitored by a dedicated central team based at Police Headquarters in Penrith in liaison with other communications centre staff and local Community Policing Teams.
[extract from Cumbria OPCC submission, Appendix A.2]

Case Study: Police Career Opportunities

After I was elected, I discovered the force had not recruited new Police Constables for some time. I was concerned this was creating a gap in the organisation which would cause problems in years to come, and blocking the progress of some of our dedicated Special Constables and support staff who aspired to become full-time PC's. Despite the financial challenges we face, I encouraged the Chief Constable to undertake a regular recruitment of officers to replace some of those who are retiring, and I was encouraged to see 17 new constables begin their training in March 2014. All were recruited from the Special Constabulary, PCSO's and support staff, meaning the path to a career in policing has been restored, and the message has gone out to anyone who wants to pursue a career in policing that there WILL be opportunities in the future, and the best way to get started is to join the force as a Community Safety Volunteer or Special Constable.
[edited extract from Humberside OPCC submission, Appendix A.4]

Case Study: "Building on Joined Up Approaches"

Next is building on the theme of joined up approaches, bringing funding from across agencies together around specific strategic outcomes and using governance to drive reform collectively to resist silo working. It's about looking at the £7.8billion which is spent by public services is Staffordshire in the round rather than, for instance, the £181million spent on policing in isolation. The role of PCC brings an opportunity for a new type of leadership which influences widely, motivates and holds the ring on complex issues.
[extract from Staffordshire OPCC submission, Appendix A.8]

Other areas of innovation covered within PCCs' submissions in Appendix A include: mental health triage, youth offending, youth engagement, alcohol and substance misuse, Integrated Offender Management, mobile data, police contact points, community remedy, victims' services, rural crime, and police volunteers.

4. The future for PCC innovation…?

Viewpoint: "Targeting, Testing, Tracking…"

In a time of austerity, the potential benefits of innovation seem higher. Finding new and better ways of delivering policing seem a fairly obvious way to cope with declining budgets and decreasing frontline staff. The Police are constantly generating new ideas and there are plenty of people, both in government and in the private sector holding out ready made solutions – many of them involving new technology – that are claimed to deliver better. However, if the police service had improved as fast as the claimed benefits and savings from all the technology and innovations of the last 20 years, we would not have needed to make cuts and services would be vastly better. The reality is that the claims are often based on flawed data and, even when they are sound, implementation proves a stumbling block. The part of innovation that has often evaded the police service (and government more generally) has been what Professor Lawrence Sherman has christened the "Triple T": Targeting; Testing; Tracking. In developing the "Triple T" approach, Sherman has shown how attention to each element and an understanding of the linkages between them is essential to turning ideas in policing into innovations that work.
[extract from Peter Neyroud submission, Appendix B.2]

Viewpoint: "… forces must be able to share data easily and efficiently"

In a speech to Reform's criminal justice conference last year, Policing Minister Damian Green MP said, "In five years' time we need to look back and see this was the beginning of a technological revolution in policing". That revolution has already begun. Bidders for the Police Innovation Fund, worth £50 million this financial year, have largely focused on ICT solutions to improve operational efficiency and create savings through more intelligent deployment of people and resources… Innovation within individual forces is valuable, but in order to see the "technological revolution" that Damian Green spoke of, best practice must be shared and forces must be able to share data easily and efficiently. Each force is responsible for its own ICT systems, and these have not historically been structured in a manner which is conducive to data-sharing and collaboration. While the 43-force structure is an asset which enables PCCs to address local priorities and innovate freely, there is also unnecessary duplication and lack of integration between forces… Wider information sharing and collaboration is the next frontier for all public service reform. PCCs have been pivotal in driving innovation and the uptake of new technology in forces, and they are ideally placed to manage the interface between local, regional and national innovation and coordinate collaboration with other agencies. The cuts are set to continue, and it is crucial that PCCs plan for the long term. This means planning the development of new technology to facilitate greater integration, rather than 43 different solutions to the same problem. Further, integrated technology solutions must not be confined to the police, but should be spread across other frontline agencies as well as the wider criminal justice system.
[edited extract from submission by Clare Fraser, Researcher at Reform specialising in policing, criminal justice and technology - Appendix B.8]

Viewpoint: "Open source technology..."

A major initiative is underway at one of the UK's largest police forces that may ultimately change the way in which all police forces consume IT... Traditional, large scale, waterfall type projects that take months if not years to deliver product in to the hands of users will be eradicated where possible. Instead, open source technology (which is free in most instances) is being used to build solutions that will meet the force's policing and corporate goals. Open source provides myriad benefits to the force including a much lower total cost of ownership, solutions tailored specifically to policing requirements and the flexibility to enhance solutions as and when needed over the lifecycle. The systems are being built in an agile way using an agile development approach so that officers are involved from day one in the design and testing. Developments are undertaken by "scrum teams" in 2 week "sprints", after each of which the completed functionality is demonstrated to users, whose input feeds into the next sprint. This approach puts the Police users firmly in control of the emerging products. Specifically, mobile technologies are key to operational efficiency. Officers will be issued with mini iPads that will enable them to access data that would otherwise have involved a lengthy interrogation of disparate intelligence databases. They will also be able to capture witness statements and crime scene information directly on to the device which will then be uploaded to the case management solution and various back office systems. This means a significant reduction in the amount of time an officer spends on administration, resulting in more time being returned for operational policing.
[edited extract from submission by Mark Iveson of Capgemini - Appendix B.15]

Viewpoint: CCTV and reporting crime online

[On...] Networking (of systems) ... A regular refrain one hears is "I can't get my CCTV onto our network because of PCI (Payment Card Industry) compliance". In recent years, almost every major private company has found new and more cost-effective ways of doing things, and delivered better services as a result. For example, the network issue has spawned some simple solutions not least putting in smart routers or new broadband lines. In the US, where they have the same issue, the major corporates are installing routers linked to mobile networks via SIMs that can roam on any network. These are also available in the UK and are a highly cost effective alternative, which means that CCTV can be accessed centrally, in a dedicated control centre, rather than requiring expensive locally-based staff. Businesses, particularly retailers, should be able to benefit from the ability to report crime online, securely, together with a networking platform that enables businesses, public and police to tackle low-level crime by sharing images and information within groups and by submitting full digital evidence packages to the police to help solve crimes. It is also important for businesses to keep up to date with incidents happening in the local area.... Police & Crime Commissioners strive to make their police force more effective against crime whilst at the same time trying to reduce costs and admin demands on officer's valuable time. PCCs and the police, particularly front-line reporting and investigating officers, should be able to similarly benefit from such innovation by reducing the need to visit premises to collect all the necessary data and information to begin an investigation thereby allowing more time to be allocated to public-facing core tasks. Investigators should have the ability to view CCTV footage of an incident instantly whilst at the same time to be able to look at still images of 'persons of interest' to identify and arrest them. It is also very important to keep victims of crime (Businesses & individuals) informed of the progress of their case.
[edited extract from submission by Michael Gordon-Gibson, Facewatch - Appendix B.4]

Viewpoint: "PCCs are well placed to encourage better forms of dialogue..."

If we use the Innovation Unit's model for innovation we are a long way off meaningful community engagement being the 'continued practice' of policing. Cooperation and meaningful dialogue is imperative for a future British policing service. As services across England and Wales prepare for the real financial pain in 2016/7 they will need to think beyond 'task-finish' cultures to a networked and asset based culture. There is little point in embarking on meaningful community engagement without being prepared to listen to what emerges and investing in new initiatives. Or to orate grand statements of empowering the frontline if there is no will to seriously consider stopping some of the more traditional methods of engagement. If the police service were a business, it would ensure community understanding, insight and assets were the route to a more profitable society. PCCs are well placed to encourage better forms of dialogue, and it could even be a vote winner!

[extract from submission by Susan Ritchie, a Director at MutualGain - Appendix B.9]

Viewpoint: "What can PCCs do to harness Panels' potential...?"

What can PCCs do to harness Panels' potential to develop and sustain innovation?

- Having conversations about what innovation is. Where the PCC is developing a different model for community safety in his or her area, the Panel can help to frame the terms of the debate. Initial assumptions being made by the PCC about what might or might not work – and which areas might or might not benefit from substantial transformation – can be constructively challenged with a view to making the eventual plans more robust;
- Using Panels to help gather evidence from a wider range of stakeholders. This will help test and refine innovative ideas – Panels are in a position to facilitate this discussion and to take on some of the burden in speaking to a wide range of stakeholders, as part of their role in supporting the PCC. Panels can also encourage partners themselves to innovate – particularly local authorities. Panel members who are councillors may lead their local Community Safety Partnerships. Lay, independent members of the Panel may well have wider professional networks with which they can engage to perform a similar function;
- Working with Panels to understand what good practice might look like, and how lessons can be learned from the experiences of others. Panels can look to other areas and other sectors, considering evidence from around the country and making independent recommendations to assist the PCC in deciding on how relevant that evidence is to local activity.

There are challenges to achieving this. Firstly, Panels need to be resourced effectively, to allow them to carry out this supportive policy role. Secondly, PCCs themselves need to be open to Panels' involvement in this way. Finally, Panels need to recognise their role as one that should be about identifying, bolstering and championing innovation. Accountability is about challenging the status quo, making positive suggestions for change, and opening up a dialogue about what works well, what doesn't and what might work differently. These are all practical things that need to happen in an organisation which is aiming to innovate.

[edited extract from submission by Ed Hammond of the Centre for Public Scrutiny - Appendix B.13]

Viewpoint: "... Evidence Based Decision support..."

PCCs may have heard of the Evidence Based Decision Support contract let last year by the Home Office (later renamed Bluelightworks). Bluelightworks is a pioneering capability formed through a cross industry collaborative partnership, which encourages the sharing of information, ideas and innovation in an environment where Intellectual property is respected and shared. It provides unbiased, objective advice to support transformational change within the emergency services; particularly those enabled by ICT. Bluelightworks is a proven capability, modelled on the MoD's Niteworks which has been delivering value to the armed services for the last 10 years... Bluelightworks has set up a partnership, which is made up of over 70 organisations across the security, IT, business and academic sectors. It has a broad and deep mix of partners including large corporates as well as many small medium enterprises (SMEs) so customers get access to the best minds and latest thinking. PCCs wanting to use Bluelightworks will work with the Partnership's core team, which is funded by the Home Office, to define the problem and shape the task. Once agreed, the core team will form an approach to the solution and select a project delivery team made up of best athletes from candidates selected from across the partnership and customer representatives. It's a totally new cultural experience for many and is a highly creative, innovative and dynamic process delivering exceptional outcomes.

[edited extract from submission by Peter Martin, Bluelightworks Delivery Director - Appendix B.14]

Viewpoint: "The search for innovation seems to be everywhere at the moment..."

The search for innovation seems to be everywhere at the moment, a quest for the new and shiny with a prize of funding for the victors. But what of those of us, particularly in the voluntary sector, who have spent years building up programmes and services that meet the needs of individuals and communities. Where is the reward for the effective, trusted, and evidence-based? It's a question I've heard charities ask of PCC grant programmes that will only fund the innovative. Does this stance force organisations to innovate for the sake of it, to secure a future, rather than in response to a need?

[extract from submission by Karen Ogborn, Head of Performance, Crimestoppers Trust - Appendix B.3]

Viewpoint: "PCCs can play a crucial role..."

Those police forces who succeed in continuing to reduce crime and increase public confidence will have three key features. First, they will anticipate the changes in their environments, based on an intelligent understanding of the shifting environment. Second, they will innovate to design solutions for these new, emerging problems. And third, they will have the organisational agility to adapt the way they work to deliver these solutions. In short, innovation is not enough. Police forces must deliver innovation, and quickly. Every week that the police lag behind a shift in public priorities or a new type of criminality means more victims and the associated dent in public confidence. Police and Crime Commissioners can play a crucial role at each stage of the process to help win the race to innovate... If pace is the key to success in the future, PCCs can act as accelerators, by listening to the public, by being a catalyst for innovation and by driving change.

[edited extract from submission by Josie Cluer, Public Sector Lead, Moorhouse - Appendix B.5]

Viewpoint: "Innovation and collaboration must mesh together..."

Many of the challenges facing the police arise from systematic and/or structural social and economic inequalities/failures - and as the Fire & Rescue Services have found, prevention is always better than dealing with the symptoms and the consequences of these failures. The police have to be part of the team that addresses these, seeking preventive solutions to the maximum that this is possible at the local level. They must work with schools, with housing, youth, leisure and planning services, to support economic growth and employment initiatives, to help the NHS to address mental health issues, and much more. They have to be ready to invest time, people and money, and above all, to experiment. Thankfully, I detect a growing recognition amongst police (both chief constables and PCCs) and other leaders that there is an urgent need for innovation as well as collaboration between agencies and professional groups, and between them and citizens, both as individuals and members of communities. It follows that innovation and collaboration must mesh together if significant and complex issues are to be effectively addressed... Both require inspired leadership, focused on outcomes for people rather than institutions. They require empowerment of staff and others to facilitate flexibility and exploration of solutions. Rather than processes, procedures and manuals, collaboration/innovation depends on people at all levels (politicians, professionals, senior officers and frontline staff) having the right mind-sets and behaviours, as well as the space and time to explore, experiment and simply to 'talk' to others, particularly citizens. The modern, far-sighted police leader recognises that she or he must personally champion innovation and collaboration, underpinned by real commitment rather than slogans, project/job titles, and vague ideas. Innovation and collaboration must be incentivised and resourced, and seen as 'core' to the police service - not some 'add-on'.
[edited extract from submission by John Tizard, an independent strategic advisor - Appendix B.6]

Viewpoint: "... Fully devolved powers..."

... PCCs need fully devolved powers in order to maximise their potential to drive forward innovation. A three step process would see the first stage of giving PCCs the power to influence the people, agendas, performance and coordination of the criminal justice system at both a national and local level. The second, medium term stage would see them becoming more financially responsible for the wider system – both for holding and commissioning with certain criminal justice budgets, and perhaps having greater ability to alter the levels of demand created within their local areas. The third, longer term action would be to give PCCs more control over revenues, looking at the potential to expand the remit of the Police Precept to a 'Police and Justice Precept', and afford local areas greater ability to generate income and maximise revenue.
[edited extract from submission by Charlotte McLeod, Policy Exchange - Appendix B.16]

Viewpoint: "Let us find room for both the innovative and what works..."

So let us find room for both the innovative and what works. Don't force existing work that is demonstrably delivering outcomes to change just to meet funding criteria, but help organisations to be creative and respond to new needs by providing a culture that allows them innovate (and perhaps fail) so we can all learn from the experience.
[extract from submission by Karen Ogborn, Crimestoppers Trust - Appendix B.3]

5. Next steps

This CoPaCC "PCCs and Innovation" Thematic has been intended to provide material to foster further debate and discussion about PCCs and innovation. Its publication precedes, by approximately one week, the Home Office's announcement of the latest round of Police Innovation Fund Awards. CoPaCC recognises that this Thematic has only partly addressed the challenge offered in this Viewpoint from *"Section 1: Introduction"*:

Viewpoint: "… my hope that CoPaCC will discover the following…"
> … let me offer a few suggestions at what I hope this thematic will highlight:
> - PCCs who are not just talking about innovation, but also doing something about it!
> - PCCs who understand that innovation is not just about information technology or giving tablets to frontline officers & staff, or all other systems that go ping…
> - PCCs who are sponsoring innovation through (perhaps) innovation awards to staff and officers who develop new and fresh ways to beat crime, engage with the public and help people feel more safe.
> - PCCs who are paying attention to making suggestion schemes work.
> - PCCs who are putting in place Small & Medium Sized Enterprise (SME) friendly procurement.
> - PCCs who are taking action to hold their Chief Constables to account for making sure that their whistle-blowing policies are up to scratch, that they have robust methods for analysing complaints and feedback from the public and that there is an increasing emphasis on developing organisational cultures which foster creativity and innovation.
> - PCCs who are listening, really listening to what the public needs and wants: and who are prepared to dig into what they are saying in order to find some threads of innovation.
> - PCCs who are measuring innovation: recording progress, learning about just what it takes to foster sustainable innovation and broadcasting these lessons.
>
> *[edited extract from submission by Jon Harvey, CoPaCC Associate and organisational development advisor - Appendix B.7]*

CoPaCC also recognises that little evidence has been set out to date that relates to the "targeting, testing, tracking" challenge set out in a Viewpoint presented in *"Section 4: The future for PCC innovation…?"*:

Viewpoint: "Targeting, Testing, Tracking…"
> The part of innovation that has often evaded the police service (and government more generally) has been what Professor Lawrence Sherman has christened the "Triple T": Targeting; Testing; Tracking. In developing the "Triple T" approach, Sherman has shown how attention to each element and an understanding of the linkages between them is essential to turning ideas in policing into innovations that work.
> *[extract from Peter Neyroud submission, Appendix B.2]*

Once the Home Office has published their Police Innovation Fund Awards, CoPaCC's will therefore foster and facilitate a further discussion of "PCCs and Innovation", both online and through a series of regional face-to-face meetings, debates and discussion groups. Details will be provided on the [CoPaCC Thematic webpage](#)). We will then, in Autumn 2014, publish an update on this CoPaCC "PCCs & Innovation" Thematic. Should you be interested in hosting one of our face-to-face discussions, or otherwise supporting or contributing to this debate, please [get in touch](#).