

CoPaCC - monitoring police governance

**CoPaCC Thematic
“PCCs and Partnership”**

May 2015

Appendix B:

A collection of stakeholder insights

in association with

G4S Policing Support Services



Policinginsight

Reports now available for subscribers to
download at www.Policinginsight.com

Contents

Appendix

B. Stakeholder submissions

- B.1 Barnardo's
Javed Khan, Chief Executive
- B.2 Collaborate
Sarah Billiald, Managing Director and Henry Kippin, Executive Director
- B.3 Confederation of British Industry (CBI)
George McFarlane, Head of Public Services
- B.4 Greater Manchester Fire and Rescue Service
Steve McGuirk, Chief Executive and Chief Fire Officer
- B.5 Police Federation of England and Wales
Steve White, Chair
- B.6 Revolving Doors

- B.7 Sevenoaks District Council
Cllr Peter Fleming: Leader of the Council; Chair, LGA Improvement & Innovation Board
- B.8 The Shenstone Group
Roger Britton, Programme Leader
- B.9 Voluntary Action Leeds

B.1 Submission by Barnardos *by Javed Khan, Chief Executive, Barnardo's*

Police forces and voluntary organisations are different worlds in many ways: culture, language, skills and experience to name a few. We bring different things to the table, but if we are to safeguard children effectively in terms of both prevention and bringing criminals to justice, it is essential that we work closely together, both in the community and at a national level.

Barnardo's is the largest provider of child sexual exploitation support services in the UK. We have been working in this field since 1994 and now deliver specialist services in over 40 locations, supporting around 2,000 children who have suffered, or are at risk of, sexual exploitation each year. Staffed by qualified professionals, our services provide a safe and confidential environment where young people can go for help, advice and support. We also use this knowledge and expertise to campaign for improvements to policy and legislation to help prevent sexual exploitation and for victims to be provided with the support they need to recover.

In order to tackle this horrific form of abuse, we work extremely closely with the police, both operationally and strategically. We provide vital intelligence to police operations in areas where we work, support young people to recognise and disclose their abuse and help them through the police investigation and court process, which can often prove so traumatic.

A key factor which fundamentally underpins the excellent relationships we have with some police forces is a true recognition of the unique value that we can add as a voluntary organisation. Our workers build relationships and trust with young people in a way that is often not possible for police officers or indeed workers from other statutory agencies. This can be of huge benefit to police forces in helping bring perpetrators of sexual offences against children to justice. Take the recent Operation Brooke case in Avon and Somerset, which resulted in the conviction of a group of men for child sexual exploitation offences; the police force stated that without the support of Barnardo's, a number of the victims would never have made it to court.

It might sometimes be difficult to appreciate the tenacity and commitment that this requires. Engaging very vulnerable young people who have been so cleverly groomed and manipulated takes time. For example, a service might work with a young person for months before they even disclose their abuse or they might initially resist DNA testing. We understand that this can be frustrating for police colleagues. We all want to safeguard children and bring perpetrators to justice; however, our specific drivers will often be quite different. Our primary concern is the safety and well-being of the child. A disclosure or gathering evidence is not the sole focus of our engagement with them; that is very much a bonus in our eyes. Some of our services have reported some police officers asking why we are bothering if a child has decided not to engage and why we are wasting our time on referrals which are not going to lead to intelligence. For us, it is vital to continue giving the message to the child that they are important and we are not just going to walk away. Children we work with tell us that it is this consistency and relationship with the worker that they consider so important.

Project workers have told me that police officers often present as very assertive, forceful, confident and emotionally detached. However these are not necessarily the same qualities of Barnardo's workers, who are primarily employed for their skills in engaging and communicating with children. It is incredibly beneficial when police officers recognise the value of the skills that Barnardo's workers bring and adapt their conduct to encourage workers to feel supported, but more importantly, to feel safe and have the confidence to contribute their knowledge and perspectives to decision making. Remember: just because we are a voluntary organisation, doesn't mean our workers are volunteers; we can compete with the statutory sector in terms of qualifications, experience and expertise.

I would encourage police colleagues to take the time to speak to voluntary and community sector practitioners about the nature of their work, about why and how they do it and where it fits with their own work. This could be as simple as dropping in for a coffee. One of our services extended a standing invitation to senior police officers in their area to do so, which has helped to build mutual understanding.

Nationally, we help to shape national practice and policy, sitting on the Government's National Group on sexual violence against children and vulnerable people alongside the Association of Police and Crime Commissioners and working closely with the Association of Chief Police Officers and the College of Policing. We also carry out research to help increase our collective understanding and to help police forces, among others, to improve the response to child sexual exploitation. For example, we published a report into the sexual exploitation of boys and young men last year. A senior police officer described to us how it provided her with the evidence to get local partners to enact changes she had been advocating for some time.

In 2014 Barnardo's supported a Parliamentary inquiry into the effectiveness of legislation for tackling CSE and trafficking within the UK. We received evidence from a number of police forces and senior officers, as well as young people and legal professionals. Police officers told us that two changes to legislation would help them to protect children more effectively: amending the grooming offence in the Sexual Offences Act 2003 to reduce the instances of 'contact' that needed to be proved and placing child abduction warning notices on a statutory basis. The Government has accepted the former and is making the change through the Criminal Justice and Courts Bill. An amendment has been tabled to the Serious Crime Bill to try to achieve the latter.

Clearly, by working together at local and national level we can achieve real change: Change to legislation. Change to practice. And most importantly, change to young people's lives and their future.

B.2 Submission by Collaborate

Henry Kippin is executive director and Sarah Billiald is managing director of Collaborate, a social business working to improve cross-sector collaboration in public services and society.

Let's collaborate! Well.... lets first think about what that means. Collaboration in public services is the new trend in town. It feels self-evidently beneficial; a refreshing alternative to the twin edifices of top-down statism and free-market liberalism. Working with others is in our nature, as sociologists like Richard Sennett remind us. And the more complex the human problems we face - whether in criminal justice, health, housing, employment or (most likely) all of the above - the more it becomes obvious that we need to share insight, pool our limited resources and, well, collaborate.

As you can imagine, heading up an organisation called Collaborate implies that I have already drunk the Kool Aid. That is true. I believe that public policy is due for a more human-friendly re-fit in the early years of a 21st century already defined by a different set of challenges from the last. But I am - we should - be under no illusions that collaboration is a soft option. It takes a fundamental shift in approach, a real sharing of power and influence, and conscious and hard-won building of trust all underpinned by the values and behaviours of a different form of leadership.

We need to bottom out these characteristics because a civilised society needs strong public services. Forget the short-term and one-dimensional narrative about waste and 'spending down' GDP. The most creative leaders should be seeing modern public services as a way of meeting social need, but also of building the future capacity of society - supporting capabilities and enabling diverse and rewarding livelihoods.

Public services need to change in many ways to achieve this goal. Here are a few: At the delivery level, we need to deepen prevention, co-production and a more relational approach - proven at a micro scale through initiatives like Shared Lives and Connected Care, but lacking the political and evidential oomph to break through at scale. At the policy level, integrated service design and cross-agency working needs to become commonplace; driven by the imperative to share insight and build a richer picture of the drivers of social need and (therefore) public service demand. And at the accountability level, we need to build on the likes of Oldham's fuel poverty investment agreement and build the right metrics to drive meaningful collaboration around human outcomes.

I have already mentioned leadership, and this is clearly fundamental. It will take a different form of motivation, framing, risk-enablement, and a re-think of the classic lose-and-tight question to counteract the tendency of some public service to focus upwards and inwards, rather than at outcomes for the public. Most importantly, leadership in the public services needs to be seen and judged collectively and increasingly in terms of ability to persuade, convene and enable. Not much collaboration thrives under an environment of command and control, and nor does today's broader economic and policy context support it.

Taking Collaboration Seriously

If collaboration beyond the surface-level of ‘partnership working’ is so important - and often so difficult - then how do we go about enabling it? First thing of all is to take it seriously. Beware the quick fix. Start with a proper diagnosis of the issues at hand. Identify and bring a range of people (including unusual suspects!), resources, insights to bear. Look at the capabilities needed to work together, and do some proper collaborative thinking about how to build readiness and shared outcomes over and above individual service priorities. This process forms the basis of Collaborate’s approach, and we have learned a lot from our partners across some of the areas in which we work.

In Scotland for example, real effort is being put into developing a model of collaborative commissioning for care and support services, building on the public-social partnership model that brings together commissioners, providers and local partners to jointly improve service delivery against specific local problem. In Suffolk, proven success at a pilot level in the coastal town of Lowestoft is the prototype for exploring deeper collaboration around integrated assessment and delivery of welfare benefits. In Sunderland, collaborative work to develop a ground breaking digital platform has the potential to create a disruptive influence to re-shape the way public services across the board are commissioned.

These snapshot examples are all a means to an end - of improving outcomes for the public. And this needs to be the ultimate accountability for police service collaboration - above and beyond the short term savings that can be made from pooling resources and approaches. A more collaborative approach to policing would be open about the role that others can play to support policing functions. For instance, if salami slicing is putting models of neighbourhood policing at risk (and neighbourhood policing is, after all, what communities like); if the police are fed up with being seen as the first port of call for vulnerable people with mental health issues (rather than, say community mental health teams); then the question might be: how can we think differently about who plays what role in the criminal and social justice systems within which we work? PCCs can drive this debate through pioneering what a more integrated local service offer could look like – and indeed some are doing this in areas such as domestic abuse – with the broader goal of creating relationships in localities to provide quality services underpinned by long-term incentives around prevention, demand management and strong service-user (both victim and offender) roles.

Our research with Ipsos indicated that only 25% of 1,000 UK adults in 2014 felt that public service providers usually understand their needs. Only 16% feel they get a personalised service, and less still (14%) feel involved in decisions made on their behalf¹. A majority of respondents felt that being treated with dignity and respect is just as important as the service or outcome being delivered. What these figures show is that in the police, in healthcare, in education, welfare and beyond, we have a long way to go. If police forces want to get there, then collaborative leadership – and openness to where this might come from - will be a core skill for the future.

¹ Adebowale, V. & Kippin, H. (2014) The Collaborative Citizen Collaborate, online at www.collaborate.com

B.3 Submission by the Confederation of British Industry (CBI)

By George McFarlane, Head of Public Services, CBI

We look to our police to keep us secure, free to go to school, run businesses, raise families and help others.

Policing, like other public services, relies on government funding. Our recent report *Our future public services* shows £77bn of savings are needed to get public finances in order. Police forces, like other public services, will therefore need new approaches that allow them to continue to do what they're best at: fighting and preventing crime, and protecting their communities.

There is a clear role for business and other bodies in partnering with police to identify and apply approaches to help them do just that.

Many of the organisational challenges constabularies face are familiar to businesses: staff resourcing, IT integration, customer service, procurement, HR, vehicle management, for example. Partner firms can bring into forces proven ideas from business that can make tough organisational decisions easier to solve. Many also bring experience of making other public-facing services work more effectively.

Every police service should be examining how it operates, but they must also increasingly consider how they join up more effectively with local accident & emergency, health, probation and education services. Many of the issues the police address need responses from multiple agencies that are more effectively joined-up, and so more responsive to the needs and lives of modern communities and families. This requires new approaches to how problems are approached, rather than simply cutting existing services further.

Private sector partners support a range of transformative approaches to the way police work:

- Delivering improvements in the efficiency of administrative services, such as finance, HR and procurement
- Giving operational to frontline officers, such as taking over the management of custody suites
- Providing forces with insight to improve organisational performance and equipping them with new technologies to fight – and prevent – all types of crime

There are many partnership contracts up and down the country which are delivering new approaches that have a major impact on scarce policing resources.

Babcock's partnership with the Metropolitan Police has introduced dynamic fleet availability management, giving the force dynamic fleet management information for the first time; two new maintenance centres and mobile maintenance units reduce further the time vehicles are off the road. A more available fleet has delivered cost savings and reduced the hire costs have been reduced by a quarter.

Accenture's procurement shared service centre for City of London Police has won an award for its

transformative impact. A collaborative buying approach replaced the fragmented spending across departments and the centre has achieved better commercial outcomes, making the City Corporation one of the best authorities to do business with, especially for SMEs. More effective procurement reduces costs - £30m savings are expected over the five year contract – allowing more resources to be focused on the streets of London.

There are numerous other examples of innovations created through partnerships, such as apps used by a number of forces that allow officers to access police record management systems, record processes like stop and search remotely, and even do mobile fingerprint scanning, reducing officers' requirement to return frequently to the station.

So at their best, partnerships help frontline officers be better at doing the job they love. But we know policing is unique, so the reforms forces undertake must respect this. It is right that only warranted officers should be responsible for arrests, investigations and other interactions with the public. That is absolutely the right approach: partnerships ultimately succeed where they help police officers and specialists to spend more time in communities, focusing on crime prevention and providing reassurance. A priority for all police partners must be to work with communicate effectively with local communities what their role is and where accountability and responsibility for its activities sits, to address misconceptions that can exist about the so-called 'outsourcing of policing'. But equally, we shouldn't just limit partnerships to back-office functions. Policing is a complex service and like any service, it can benefit from new thinking.

The CBI recognises that in recent years the performance of a small number of contracts across government has meant partnering coming under increased scrutiny. As a result, a number of planned partnerships to provide joined-up support services to forces were shelved or delayed. Business can and should do more to reassure the public, and some senior officers and commissioners, that partner firms are committed to doing the best for communities.

Transparency is crucial to this, through demonstrating where value and innovation are being created and where accountability sits. Contracts need a clear emphasis on minimising waste and promoting high performance, and payments must reflect that. Police and crime commissioners, officers and the public need to be confident that partners aren't rewarded for poor delivery. This is why the CBI believes a PCC's remit should be expanded to include all external providers of police services, to demonstrate they too are accountable for their performance.

Despite these problems, given the difficult state of police finances, making best use of their supplier markets is still an important route for forces to address the growing gaps in funding facing police and to encourage new thinking.

Business should work closely with its policing partners to sustain confidence this approach and ensure the continued availability of effective and admired policing well into the future.

B.4 Submission by Greater Manchester Fire and Rescue Service by Steve McGuirk, Chief Executive and Chief Fire Officer

It's easy to understand the concept of public sector reform when your organisation has a clear sense of purpose - ours is to **“protect and improve the quality of life of the people in Greater Manchester”**.

In spite of the 23% reduction in the grant we receive from central government, we've been successfully working to this purpose for the last four years, and it has really helped us focus and align all of our activity through a supporting “business model”.

It has also helped us transform the way we deliver our services – and it's worth providing a few illustrations of what this means.

For example, our firefighters, community safety advisors and volunteers visit 60,000 homes across the city region each year and undertake home safety work. Over the last few years this has primarily been to reduce the risk of fire but, increasingly, it is broadening to reduce other foreseeable risks, for example, falls and mental health issues.

And, whilst this may appear a volume based activity it is, in fact, driven by a comprehensive social data model that identifies and helps us target where the most vulnerable people live.

It is no coincidence that the people who live in the homes we visit are also receiving services from other public partners, particularly the police service. And the relationships that we have built with our partners – especially blue light partners - have seen us move to a position where we are bringing together a much more integrated and collaborative approach to helping local people.

Working together

Thus, we have now converted a fire station in Tameside to accommodate the entire neighbourhood team of the local authority, sharing the same space as our community safety team and local police officers.

We have also transformed a fire station in Salford to provide a fully integrated police, ambulance and fire station - with associated community facilities (shortly to include a climbing wall for young people).

And, in Moss Side, the community fire station boxing club has over 400 hundred regular members of all ages, whilst a dedicated team who also deliver a practical alternative curriculum programme; specifically developed for those young people disengaged from mainstream education and at risk of exclusion from a local high school.

Supporting communities

So, has any of this had an impact for our community?

Well, the numbers of fires continue on a downward trend; fewer people are being rescued from fires and more people who suffer a fire have had a previous experience with our staff that has helped them survive potentially life ending events.

We've also expanded our youth engagement programmes, created apprenticeship frameworks/ programmes, and employed young people directly into the service from our youth engagement schemes. And we have been able to work with police colleagues, in particular, to support the development of their own complementary programmes

Reducing risk

We are now taking the same approach to integrating with community risk reduction services.

Our Community Safety Advisors are being placed within Integrated Neighbourhood Teams, where these have been established, and we are working with partners including GP surgeries to ensure that we are in the homes of those most at risk and most vulnerable.

But, how do we help drive public sector reform by using our experience to prevent more than just fires - and add greater value to reform?

We have come up with a couple of ideas which, thankfully, the Fire Transformation Fund [[link](#)] has supported.

We will be employing a significant number of people, drawn from fire, police and ambulance service volunteers as well as from those military personnel that have recently left the service to form ten new Community Risk Intervention Teams [[link](#)]. These teams will be focused on improving the health and well-being of those who they meet, as well as concentrating on wider areas of prevention; including crime, fire, falls and carbon monoxide poisoning.

Reducing costs

In addition, they will respond on behalf of the police and ambulance services to non-emergency calls which impact on those Service's ability to respond to serious incidents, such as minor falls or calls that are non-crime related but which tie up police resources for long periods (typically mental health issues).

The cost benefit analysis that accompanied our bid illustrates a potential payback period of less than two years to cover the initial investment. But, to coin a phrase, the fruits from the work of these teams will fall in the gardens of others, such as health, social care and police.

The Fire Transformation Fund has also supported the establishment of a multi-agency prevention hub in Salford. Fire and local authority youth services will co-locate and be jointly managed with police to engage local young people and their families, with the aim of providing a positive path for development.

Already other local authority partners are keen to see this model developed elsewhere and we are exploring how this can be achieved.

B.5 Submission by the Police Federation of England and Wales by Steve White, Chair

In recent years, the government has enforced severe cuts across the public sector and the police service has been no exception. Austerity measures have seen extreme losses to numbers of police officers and staff across the board. As a result policing priorities have been forced to be reconsidered and partnership work has become even more of a necessity.

Yet on more and more occasions, the police service is under pressure to fill gaps where other public services are struggling to cope. Responding quickly, compassionately and effectively to people in crisis is central to policing but this is under severe threat as the drain on resources and added expectation continues to take its toll. Other services, including the NHS, can and have said no. The police cannot. There is nowhere else to go.

In the news over the past few months there have been stories of police taking children to hospital when ambulances aren't available, and people being kept in police custody because of a lack of mental health facilities. There has even been discussion of police officers taking over fire services. These are temporary stop gaps but not long-term solutions. When public services are under pressure we all do our bit to help, but as we all feel the strain, more needs to be done to ensure we can maintain resilience in the future.

Every year approximately 11,000 people are taken to a police station as a 'place of safety' under the Mental Health Act. In addition, the Sainsbury Centre for Mental Health states that up to 15 per cent of incidents which the police deal with are thought to have some kind of mental health dimension. Mental health emergencies should have mental health professionals attend as first responders, not police officers. Police officers can assist in a first response but are not trained or equipped to deal with the complex care requirements of people requiring specialist assessment and support. The Police Federation of England and Wales has long maintained that police custody is not the appropriate place of care for the mentally ill. Things are improving in this area but not fast enough or in a way that is sustainable against further cuts.

Any matters relating to the law should be dealt with appropriately in surroundings suited to the treatment and care of such persons. Work in this area has already begun through the College of Policing National Mental Health Forum but despite the best efforts of both the police and mental health services, it is clear that the country is not adequately resourced to respond to urgent care needs.

Early intervention of healthcare professionals needs to be the norm in these situations and we would welcome the lessons to come from best practice multi-agency work in managing the requirements needed in this area. There needs to be clearer guidelines around mental health and policing and clear definitions about what is required and responsibilities to ensure people suffering from mental health issues are not put in situations that may leave them more vulnerable. Undoubtedly more has to be done and quickly but continued under-investment in the public sector will make it harder for anyone

to improve the situation.

As cuts continue, officer numbers will continue to reduce leading to a necessity to prioritise even more on the demands they face. Where does the buck stop? The police are often the first and last port of call when the public don't know who else to turn to. But this does not mean that they should be left to pick up the pieces as a consequence of cuts to other services. Working closely with communities, partners, agencies, charities and other public sector services, builds trust and confidence in policing. Any further reduction in the investment in core areas such as neighbourhood policing could jeopardise the trust and relationship between police and the local community.

Whilst outsourcing has a place within policing, budgetary concerns may put pressure on police forces to sell off core services such as patrol, custody and investigation. This cannot be allowed to happen – it would damage the resilience of the service, hinder its ability to respond to changing demands and weaken police accountability to the public.

In a report late last year Her Majesty's Chief Inspector of Constabulary (HMIC) highlighted the importance of crime prevention in policing. We have always said crime prevention is an essential part of policing but with strained resources, and numbers of police officers and staff continuing to drop, forces are less able to commit to crime prevention as the priority must be on addressing issues as they come up. We will rely more and more on working in partnership with others to make sure crime prevention can still be at the forefront.

In the current climate and with more cuts expected, partnership work will continue to be a necessary aspect of British policing but there cannot be a compromise to the service we are able to provide to the public. Police officers up and down the country will continue to do their utmost to provide the best service they can to the public and hopefully increased partnership work will help to ease some of the strain being put on an already drained service.

B.6 Submission by Revolving Doors

Beyond criminal justice: the wider partnership role of the PCC

Controversy continues to surround the introduction of police and crime commissioners - so much so that both Labour and the Liberal Democrats are going into the May 2015 Election pledging to scrap the role altogether. However, while much criticism has focused on issues such as voter turnout, accountability, and staff appointments, perhaps the biggest area of opportunity surrounding the creation of this post just over two years ago is too often overlooked: the broader “and crime” role of the PCC.

We know that many key issues linked to crime and reoffending lie beyond the remit of the police. Many offenders, particularly ‘revolving door’ offenders [\[link\]](#), face multiple and complex needs including poor mental health, substance misuse problems, and homelessness. Social and health related issues drive significant demand on the police service and contribute to stubbornly high reoffending rates, as our siloed public services struggle to coordinate effective support and the same individuals fall through the gaps repeatedly.

Whatever the criticism of the role, the introduction of PCCs has presented an important opportunity to drive change at a local level. With a broader strategic responsibility than the Police Authorities they replaced, PCCs have a duty to work with a range of partners and a direct interest in supporting preventative work to reduce demand on their police force. Their commissioning role enables them to support a variety of services that fit their strategic plan, and to joint-commission with partners around key priorities so that shrinking local budgets can go further to achieve shared outcomes.

Of course, there have been significant challenges in getting these partnerships to work effectively, exacerbated by constant changes in the partnership landscape in the period since PCCs were introduced. Nevertheless, many PCCs have become key local leaders, driving partnerships with local criminal justice boards and engaging with health and wellbeing boards; clinical commissioning groups; mental health trusts, local authorities, and the voluntary sector (among others) in the quest for a more ‘joined-up’ approach to crime and offending.

Through our ‘First Generation Project’ [\[link\]](#), Revolving Doors Agency and the Transition to Adulthood Alliance (T2A) have been working to show how the potential of this broader partnership role might be realised. Over the course of the project, we have identified promising practice on a number of challenging partnership issues. Here I will highlight three themes that provide useful examples:

Young adult crime

Young adults (18-24) are responsible for a disproportionate amount of crime, but too often fall through the gaps as they transition between youth and adult systems. Recognising the demand this age group place on police and criminal justice services, and with a key perspective cutting across youth and adult justice, a number of PCCs have used their role to drive an improved partnership

response to this issue. Areas highlighted in our recent ‘PCC Spotlight’ briefing [[link](#)] include:

- **Leicestershire & Rutland** - Where a multi-agency Young Adult’s Project (YAP!) was launched by the PCC, taking a “whole-system approach” to implementing better responses for young adults across the criminal justice process.
- **South Wales** – Where the PCC is looking to extend “the principles of youth offending teams to young adults” and is working with a wide range of local partners to pilot innovative new approaches to improve diversion of young adults from crime, and increase employment opportunities for ex-offenders.
- **Gloucestershire** – Where the PCC is working with voluntary sector partners to extend a range of community schemes for vulnerable “young people becoming adults” as well as partnering with a local university to research improved approaches to policing the night time economy

Mental health crisis responses

Recognising the significant demand that responding to mental health incidents places on their police force, many PCCs have taken on an important role driving improved responses in partnership with mental health services. Some were funding (often in partnership with NHS commissioners) ‘street triage’ services, which give police access to professional advice from mental health nurses when responding to incidents, before the Home Office’s national pilot programme. A number of PCCs now have a member of the OPCC focused on improving mental health partnerships, acting as a key partner in implementing the national Mental Health Crisis Care Concordat agreement locally, and in many areas engaging with NHS England teams to help shape the rollout of mental health ‘liaison and diversion’ service for offenders facing multiple needs.

Examples from different areas include:

- **Essex** – where the PCC is working with the Citizens Advice Bureau (CAB) to pilot a new mental health hub, offering a single an easy, single point of entry for referral to mental health services, and access to support for people with problems that do not meet the criteria for statutory mental health services.
- **Staffordshire** – where the PCC conducted a mental health review soon after taking office, and employed a mental health programme manager to work closely with health agencies and drive a programme of work helping services work more effectively together.
- **Greater Manchester** – where the PCC has brought a range of agencies together including the NHS, local authorities, and the voluntary sector into a new mental health oversight group, as well as developing a renewed partnership strategy and supporting innovative new mental health ‘triage’ services with the NHS.

‘System change’: Prevention, earlier intervention, and tackling reoffending.

PCCs in a number of areas are starting to work with partners to take a ‘whole system’ view to the key challenges of preventing crime and reducing reoffending. As the Staffordshire PCC stated in his first

police and crime plan:

“The challenge is getting the whole system to work better for all of us. Whilst there have been successes in joint working, the opportunity to do that much wider than ever before now arises....because of the police and crime commissioner role.”

In Manchester and Essex, PCCs have been engaging with the developing community budget approaches to pool funding and develop a more joined-up approach locally. Other examples of this ambitious approach include:

- **Hertfordshire** - where strong partnership working at a strategic level between the PCC, local authority, director of public health, and CCGs through a county-wide community safety partnership has seen greater alignment of budgets and joint strategies, supporting developments on a range of shared issues such as developing services for people facing complex needs.
- **Bedfordshire** – where the PCC has established a ‘Criminal Justice Demand Reduction Board’ with a range of key partners, seeking a better-coordinated approach and more systemic approach to preventative work.
- **Wiltshire** – Where the PCC has conducted a series of “system thinking reviews” on key issues such as anti-social behaviour in order to inform strategy.

It is still early days to judge the success or otherwise of many of these examples – and indeed of the PCC model as a whole. However, whatever their future, there is much to be learnt from the experience of PCCs so far as they have sought to cut crime and reduce reoffending through their broader partnership role.

**B.7 Submission by Sevenoaks District Council
by Councillor Peter Fleming, Leader of Sevenoaks District Council
and Chair of the Local Government Association's Improvement Board**

“Police – local government” partnership in Sevenoaks

In the Sevenoaks District Council area we have been involved in a number of schemes, working with the Police, other agencies and the community.

About five years ago we moved the local community policing unit into our offices, they now sit alongside our community safety team and form the districts CSU, they also sit next to our health, licensing and environmental health teams and one of the districts housing associations sit opposite.

In the past when an issue arose that crossed over the police, various council departments and maybe housing associations or other partners there was a clear lag before action was taken, also both information sharing and who was ultimately responsible was not always clear.

In the past ASB (anti-social behaviour) in particular, that has been reported to Police, Council and other Partners of the Community Safety Partnership, could easily be lost in the system.

In response we set up CSU (Community Safety Unit) Daily Tasking. SDC, Police, Housing Associations, KCC Community Wardens and other partners now gather on a daily basis (9.15am Mon-Fri) to go through the previous 24 hours reported ASB to various agencies.

All of this is reported on a daily action sheet, which identifies the problem, action to be taken, lead officer and feedback to resident/informant.

If the possible “victim” is vulnerable or repeat then a RAM (Risk Assessment Matrix) will be completed within 24 hours by Police, Wardens, SDC or Housing Association. If the score is high a JPS (Joint Problem Solving) action plan is raised by police and actions from other agencies are updated onto JPS and this is monitored on a monthly basis.

The actions remain red until all actions are complete and the informant/resident (unless wanting to stay anonymous) is updated with what actions have been taken, these can include.

- Environmental Visual Audits (EVA's) taking place
- Reassurance visits
- Arrests of individuals
- Referrals to ASB Task Group, Troubled Families
- Referrals to support groups (Domestic Abuse, Substance Misuse, Youth Clubs, Parenting Courses etc)
- Licensing Visits/Stopping of potential raves
- CCTV requests

The outcomes that we have seen include, improved customer satisfaction with feedback of actions

from Kent Police and Sevenoaks District Council, a reduction in the number of repeat and vulnerable victims, action being taken within 48 hours, the provision 100% feedback to informant/resident in all cases unless anonymous, the implementation of a multi-agency and multi action approach and the provision of an action plan for high risk victims

Over time residents had raised a number of local issues via local Town and Parish Councils, Police Reports, Reports to Council and other agencies that affected their lives within the local community. To address this effectively we introduced PACT (Partners and Communities Together) as part of Neighbourhood Policing to work with communities to address their concerns and take action on local issues. The main issues raised were local speeding, anti-social behaviour, dog fouling, the perception of young people hanging around and litter/fly tipping.

Before a PACT (Partners and Communities Together) is started the Community Safety Team (part of the Community Development team) runs workshops with local people

The workshops ask local people questions such as, what they value most about their community and what they would most like to change?

And following on from that they are asked to prioritise their top issues, using a voting process and to suggest, and take part in finding appropriate solutions to their top issues.

A simple action plan is then drawn up setting out the actions, the lead stakeholder and timescales for action.

We also ask those attending, to volunteer to take part in PACT Panels that meet regularly and to which the whole community is invited, where they get their community information from so that we can more successfully get messages through to local communities, to volunteer to write articles for their local magazines, to report graffiti, abandoned vehicles and other environmental issues and to identify on an enlarged map of the area, particular places that cause local concern.

This has identified, for example, stretches of highway that need attention, areas that people find intimidating to walk through, maybe due to a lack of lighting, and areas that need more regular cleaning.

The Community Safety team then works with partner agencies to take forward action or invites them to meet local people at a site meeting.

Parish and town councils are involved in the process from the beginning, often providing venues free of charge, helping to publicise meetings. They are often also involved in local solutions, eg by helping to set up a youth club, provide local facilities or meeting places for local people. District and County Members also often attend local PACTs as they find it helpful to report back action to local people, or just to hear local views.

In order to maximise the local ownership of the PACT Panels, the chair is always a local person.

To help chairs make the most of Panel meetings we have provided training for them. The training was run by a professional trainer and covers facilitation techniques, running effective meetings, helping people to take part, and how to deal with more challenging participants. It also provides them with information about the range of projects and interventions that are available to help local communities.

Local Environmental Visual Audits (EVA), take place with local people, Members, Council officers, housing association officers, Community Wardens, the Police, to identify areas in need of improvement. The EVA's are organised by SDC.

B.8 Submission by The Shenstone Group

Time to think is not a luxury; it's a necessity

Taking quality time to think about issues is commonly accepted as an essential component of good leadership and when, as is increasingly the case, we are addressing issues in a collaborative way we need to build in time for collaborative thinking. This is not a “nice to do” option. Failure to think through issues and their context will result, at best in sub-optimal solutions and more likely in ultimate failure.

Strategic leaders from all sectors in Worcestershire understand this and have created a “safe place where they can collide ideas”. Known as the Shenstone Group (named after the location of the original meetings to highlight the informality and non-executive nature of the Group) made up of the 50 key strategic leaders who control critical decision-making and are the cultural architects of civil society in Worcestershire. The participants include the Bishop and Lord Lieutenant, Chief Executive of the County Council, CEO of the NHS Acute Trust, Chief Officers of local VCS organisations and CEOs of local business such as Bosch and Malvern Instruments and, of course the Chief Constable and PCC. Attendance is by personal invitation with no substitutes.

The sessions began in 2009 and are now held quarterly, each one dedicated to a specific topic of mutual interest. Recent sessions have looked at volunteering and active citizenship, how to influence in Boardrooms and Westminster, skills for growth, happiness and the future of the NHS. The sessions normally bring in an external keynote speaker to provoke thinking moving on to round-table discussions around what has become referred to as the “exam question” designed to give focus to the response. They also always include a protected coffee break long enough to allow vital networking to take place.

These discussions give participants an opportunity to test out their own thinking and understand that of others in an environment of trust, Chatham House Rules apply, where it is OK to say heretical things because all the participants understand that such formative thinking is what gets the best answers.

The Group is explicitly non-executive so there can be no danger of accidentally agreeing something and has no lines of formal accountability. The approach is that the participants are sufficiently influential and authoritative in their own right that if they believe that something is a good idea then they have the capacity to make it happen. The Group is entirely independent – sessions being hosted by members and costs being met from a fund into which all participants make a proportionate contribution. Co-ordination and overall management is owned by and reports to a small planning group so there is no heavy hand of influence from any one organisation.

From the outset the Group has been concerned about the need to demonstrate its value by producing hard tangible outputs. But each discussion about this has concluded that the pursuit of hard outputs runs the danger of simply being some sort of test of virility. The real value of the sessions is in the

softer outcomes around a better understanding of the deep complexity of civil society and the interrelatedness of all actions together with mutual respect and trust born of working closely together on difficult questions.

This is not to say that there have not been tangible results. In 2013 the Group published Worcester's Next Generation, a jointly agreed road map for the future development of the county which advises the business plans of all parties and against which progress is tracked. The Group has also delivered joint budget setting processes and place-based programmes for addressing local Areas of Highest Need.

Having run for six years the Shenstone Group has become a significant feature in the County and certainly influences relationships between individuals and organisations as well as helping to set the agenda. One business member of the Group put it: "Coming from the business sector and being busy I first wondered if it would be worth my time. But it certainly is. Actually I can't see how Worcester's can prosper without something like Shenstone driving challenging thinking."

Reflecting on the Group David Shaw, West Mercia Chief Constable comments, "The Group has proven invaluable to me on number of levels. Firstly, it was the ideal way to meet many of the key decision makers and opinion formers in the County when I took up my post as Chief Constable. Very soon afterwards I realised however that it's true value is derived from it not being a decision making forum. Therefore, there are no "agendas" other than that of collectively trying to do what is right for Worcester's.

I now see it as probably the most influential forum for helping to shape thinking, alter perceptions and challenge assumptions in the County. Its ability to attract and retain key leaders from across all sectors is very impressive and is tangible evidence that it is valued by its members.

A lot of business that is conducted outside of the Shenstone Group often has its origins from a Shenstone discussion and almost always, that business is delivered more effectively because of networks and relationships very often established through the Group.

The County is stronger, there is better coordination and collaboration, there is a better sense of "Team" Worcester's because of Shenstone and, while it may be difficult to put a price on what it delivers, there is little doubt that it adds real value".

More information about the Shenstone Group is available from the Group's facilitator, Roger Britton at rbritton@btinternet.com

B.9 Submission by Voluntary Action Leeds

Working with the “third” sector to cut crime

Voluntary Action Leeds has worked with the West Yorkshire Police and Crime Commissioner in an innovative way over the last year to translate his commitment to the refreshed Compact for Leeds into practical action. The Compact is a national framework overseen by the Cabinet Office and Compact Voice that sets out how the public and third sector (a term used to cover voluntary, community and faith based organisations, as well as social enterprises) can work together in the most productive way. The Government encourages Compacts to also be agreed at the local level, and this has been done in most areas. A list of local Compacts and contacts is available on the Compact Voice website. The work in West Yorkshire described here was nominated for a Compact Award for innovation in 2014.

West Yorks PCC Mark Burns-Williams OBE commented:

“The voluntary sector plays an essential role in keeping communities safe, from bigger organisations all the way through to small community groups. I am delighted that I have been able to work with Voluntary Action Leeds to strengthen and deepen the relationship”

The overall objectives for the work were two fold

- To secure the third sector’s full engagement in the delivery of the outcomes set in the Police and Crime Plan
- To increase the collective influence of the sector with PCCs, the Police and the wider criminal justice system.

Voluntary Action Leeds took the opportunity provided by the introduction of PCCs to engage a strategic level with the criminal justice system in West Yorkshire. The Police Authority had set up a Transition Board to manage the introduction of a PCC. The PCC then set up a Partnership Executive with a similar membership once elected. Initial very modest funding came from the Home Office. Working with other support and development organisations across West Yorkshire, VAL set up a Safer Future Communities network made up of a wide range of third sector organisations. It was launched in June 2012. Its first big event was a hustings for candidates for PCC, chaired by the (now retired) Bishop of Leeds, John Packer, in October 2012.

After the election VAL approached the successful candidate, Mark Burns-Williamson. He speedily agreed to sign the refreshed Compact for Leeds and to fund the development of a Third Sector Advisory Group that reflected a wide range of sector interests from across West Yorks. The new Advisory Group (with VAL’s support) organised an event to report back on its work to the wider sector in November 2013. The second such conference will take place in February 2015. Key areas for delivery of crime reduction were identified – reflecting the sectors work with both victims and offenders. This included the work of Victim Support, sexual violence, domestic abuse, child sexual exploitation, drugs and alcohol treatment services, mental health, employment and housing support for offenders and early intervention.

In late 2013 an opportunity arose to take this work a lot further. There was a need for innovation through partnership engagement in the context of cuts. In consequence, at the end of January 2014, VAL Deputy Chief Officer David Smith re-located from VAL's head offices to the OPCC in Wakefield – initially for a six month trial period. After a few months the arrangement was extended, and is still in place. The PCC has decided to mainstream the role of Third Sector Adviser. What has emerged is an innovative model of partnership working with the third sector which is different from the “network” approach which is commonly used with local Councils.

A robust structure for sector engagement, extending from Leeds across West Yorks, has been established, with a Third Sector Advisory Group, supported by a full time third sector adviser, and an annual conference to ensure accountability to the wider sector. The sector's influence within Community Safety Partnerships in some of the largest metropolitan Councils in England – Leeds, Bradford, Kirklees, Wakefield and Calderdale - has been significantly enhanced. Between them they cover a very diverse population of well over two million people.

The refreshed Police and Crime Plan has been heavily influenced by the sector and is peppered with references to its current and potential future role in making communities safer. The approach taken to commissioning has maximised opportunities for the sector, especially through robust equality impact assessments. A significant new grants programme for community groups has been launched, and its third round had a focus on equality and diversity. The sector has taken a leading role in the development of thinking about services designed to meet outcomes, and the PCC is on record that the sector is very well placed to play a bigger role in delivery.

Some important lessons have been learned. Some top tips for the sector and PCC's follow.

- It's essential to engage with local politicians when developing partnership working and applying Compact principles, and good to do this before elections. The third sector hustings event for PCC candidates laid a good foundation; the same could be done prior to other elections.
- The model of a Third Sector Adviser within the PCC's office and an appointed Third Sector Advisory Group is worth considering as an alternative to a Network.
- Equality Impact Assessments done in the right way can be a powerful tool to get consultation early in a commissioning process, and especially strengthen the voice of communities of interest that are seldom heard.
- Community Safety Partnerships are a good way to engage at a more local level; find out what the arrangements are in your area, whether there are third sector members of the CSP, or what other ways there may be for you to get involved.

The future of PCCs is uncertain. But West Yorkshire will be able to look back on this period of change in the criminal justice system as one when it seized an opportunity to move relationships with the third sector forward. Policing by consent requires a strategic alliance with the sector. Individual third sector organisations do brilliant work but strategic work has been a gap. In West Yorkshire that has changed.

