



## Making change happen

March 2008

Response to the final report of the review of policing by  
Sir Ronnie Flanagan

*"Let's make change work"*

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## 1 Introduction

1. Northgate warmly welcomes the publication of the final report of Sir Ronnie Flanagan's review of policing. We share the vision outlined by the report of incorporating a new goal into all aspects of modern policing - "the right people in the right places at the right time, doing the right things, in partnership, for the public."
2. As the report points out, this will require the redesign of central structures supporting policing; better training in resource management; improved demand management; fully exploiting the benefits of technology such as GPS; a more proportionate approach to crime recording; and improving citizen focus and community engagement.
3. We also believe that collaborating to promote collective security has to include not only the police service and its extended family but also a wider group of public authorities, the not-for-profit and private sectors and, significantly, the public themselves if we are to make change happen in a timely fashion.
4. As we pointed out in our interim response, we endorse the view that there must be a rebalancing between the centrally driven demands of policing and the growing emphasis on delivering what is desired locally. We believe passionately that police services should be increasingly responsive to local community needs whilst enabled to do more to fight serious crime. We firmly believe that national security is linked to strengthened community policing and delivering safe and secure communities at a neighbourhood level.
5. To respond to the challenge we need to build public trust and confidence in our policing services in the context of a changing world, where life is no longer constrained by the traditional borders and boundaries of yesteryear. This requires all of us with an interest in delivering the best possible policing of our communities, now and in the future, to innovate and to collaborate to improve performance and promote community well-being and inclusion.
6. As a technology company with a long track record in the public sector, we believe that it is our corporate responsibility to contribute to broader debates around public policy to promote community justice and well-being. Our objective is for stronger and safer communities, and a society in which rights and responsibilities are recognised by governments, companies and individuals. Our services support that vision.
7. We have prepared this response as a contribution to making change happen. Firstly, we outline our support for many of the proposals recommended by the final report; secondly, we focus on some of the barriers to change; and thirdly, we propose some ideas around making change happen.

8. Our contribution draws on thirty years of experience of working with police forces in the UK. It is based on our understanding of the national and local challenges faced by the service through our work with every police force in the country and in the handling of 60% of 999 calls; engagement in national enforcement and performance management projects; and our experience of increasingly working in a multi-agency and shared service environment across a range of public services, including working with 80% of local authorities.

## 2 Key recommendations

### Central structures and systems

#### Central structures

9. The report highlights the importance of central structures in promoting change, and suggests that current performance measurement may allow police forces to ‘coast’. It also suggests that an effective central structure must create sufficient pressure on suppliers to deliver better products and must hold suppliers accountable through “transparent, consistent and directly comparable information.”
10. We welcome the forthcoming clarification of the roles and responsibilities of the central agencies. But for change to happen we believe strongly that more must be done to drive change locally, as well as to ensure innovation at a local level.
11. We explore below in section 3 how new forms of partnership with organisations outside of the traditional police family can help to drive through innovation, both on a national scale and at a local level.

#### Compact

12. We are disappointed that the original proposal for a compact between the central agencies appears to have been dropped.
13. We previously welcomed the interim report’s recommendation that the Home Office, Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) should demonstrate clear leadership and commit to finding genuinely new ways of working through the initial publication of a compact. As Sir Ronnie points out in the interim report, this would act as a “vocal national commitment” to replace the risk averse culture with one of judgement, discretion and accountability.
14. We recommend that such a compact is published following the report to the National Policing Board.
15. We agree entirely with the view that there has to be a fundamental cultural shift in which officers can exercise professional judgement and discretion. However, as we

pointed out in our earlier response, this process also needs government to support such a process by engaging media, stakeholders and the public, educating them about public servants' responsibilities and their own in promoting safe and strong communities.

#### **Assessment for Policing and Community Safety (APACS)**

16. We welcome the report's recommendation on the Assessment for Policing and Community Safety (APACS) that it should avoid performance indicators becoming unofficial targets. We believe strongly that APACS can assist in simplifying existing frameworks and aligning these with external frameworks. This will help, in turn, to enhance local accountability through greater transparency in all those agencies involved in delivering community safety within a given local area. This will enable the public to be better informed of how their area is doing as a whole and whether it is becoming a better place to live.
17. As we said in our interim response, it is critical to meeting future challenges that the public itself helps to shape the future of policing. There should be clearer parameters about what police services are on offer to the public, and the public must be able to hold the police accountable for delivery. This, in our view, is key to the government's wider place-shaping agenda which requires a rebalancing between public authorities and communities so that public services are given the space to innovate.
18. Increasingly, organisations in a range of sectors are using the information they hold not only to monitor and report on performance, but also to support better decision making day to day, to plan for the future and to continually improve their operations.
19. As national reporting demands change, so local policing has to adapt. Effective performance management involves understanding what has happened and managing what will happen. It is about linking inputs and processes to outputs and outcomes to identify areas for improvement. Operational improvement requires taking action to proactively manage rather than be led by events. Success is dependent on a virtuous circle of performance measurement and operational improvement based on high-quality data at every stage. Strong leadership is integral to this.

#### **Understanding productivity**

20. The final report highlights the importance of measuring productivity within the police service. Understanding the reasons for different levels of productivity is critical to tackling this issue, but so too is getting the measurement of productivity accurately defined and standardised.
21. Understandably, there may be reluctance amongst the police to probe into productivity, particularly if causation is linked to individual performance, but understanding the broader causes of differing levels of productivity is essential to delivering value for money. It is therefore critical that police officers and staff are involved and engaged in debates about productivity and how it relates to the development of the service.

**Activity based costing**

22. We very much welcome the report's recommendation to move away from activity based costing, and concur that it would be more effective to have local activity analysis measured against local objectives as a means of improving both performance and accountability.

**Improving performance at force level****Procurement**

23. We welcome the report's recommendations for enhanced procurement strategies and we discuss this issue in more detail below, as well as the development of a more entrepreneurial approach by chief constables and their finance directors.

**Technology**

24. The report rightly identifies the problems faced by forces in terms of the lack of a joined-up approach to technology. For the police, information management is critical, but information is everywhere. The sheer volume of data to be captured, stored and retrieved can hamper rather than support the business of policing.
25. Police forces are often data rich but information poor. Formal and informal methods of capture create silos of data, preventing speedy and efficient analysis to provide the information on which decisions are taken. The storing of high volumes of data within disparate systems leads inevitably to duplicate entries, time-consuming searches and errors. Even where databases can be searched jointly, inaccuracies in the underlying data can return different results for the same query.
26. Existing technology can assist police and criminal justice agencies to establish a clear, centralised, real-time view of individuals and cases using the most up-to-date information drawn from multiple disparate systems. Individuals can view information according to their security clearance in a format that is best suited to their particular needs.
27. Whilst there is a need for standardisation and a more effective 'corporate' approach to technology, we do not think that the answer lies simply in mandating police forces to share procurement of IT systems, as the report suggests. We think that there must be a fundamental shift away from the perspective of 'buying systems' and towards the 'purchase of solutions' which support the overall change management programme. We discuss this in more detail below.
28. Existing technology within police forces - including their legacy systems - could be used more widely in the drive to keep customers and other organisations such as Neighbourhood Watch informed about crime and engaged in its prevention in their community. Some forces already use their command and control and crime management systems so that police officers and staff can deliver progress updates and record when contact has been made. Crime recording systems and case management systems could be opened up to the public to enhance customer service.

29. New technology has the power to radically transform service delivery across the country, including through the use of SMS, mobile working and the expansion of web-based services and e-portals, particularly where the information or service has a local context. Examples include Suffolk's Police Direct, which is a successful email, text and telephone service alerting the public to the latest information about crime and police activity in their area as well as advice on avoiding becoming a victim of crime. In West Yorkshire, 999 Emergency TV provides information from all the emergency services covering the area over a web-based TV channel.
30. There remains a need to address the operational and business case for mobile technologies at the highest level. We believe that there is a perception amongst some forces that only 'cash rich' forces can buy into such technology, despite the potential business benefits for policing.

### Freeing up space

#### From risk averse to risk conscious

31. As noted in the interim report, police have become burdened by bureaucracy and process-bound. We accept the view held in the final report that the police service is not solely to blame - the media, the public and politicians have developed an 'unwillingness to accept error'. As we pointed out in our response to the interim report, we believe that lack of clarity about the role of the police and the wider criminal justice agencies within their local communities can also perpetuate unnecessary bureaucracy and concerns about accountability.
32. We accept that there is a need to replace the risk averse culture and rebalance national and local priorities with a culture which promotes professional judgement, discretion and accountability. This is a particularly difficult area for the police, where their decisions are heavily under media, public and political scrutiny which appears to operate a zero-tolerance policy towards mistakes reasonably made.
33. We welcome the recent establishment of the Risk and Regulation Advisory Council and the report's recommendations in relation to risk, but have some concerns that, given its resources, the Council may not be able to prioritise such work and, therefore, leadership for this issue must lie with the central police service agencies.

#### Crime recording

34. The final report rightly points out that disproportionate police time may be spent on recording and investigating minor offences, and recommends a number of measures designed to improve the efficiency of crime reporting and rebuild public confidence.
35. We welcome these recommendations and, in particular, that there needs to be a fundamental shift towards local reporting to strengthen local accountability. The Smith review highlighted the importance of providing information on crime at a local level and

found that, overall, local communications strategies and the exploitation of available technologies were not satisfactory.

36. The review also recommended that local crime information should be made available on the same boundaries as neighbourhood policing teams, and that police forces should make more use of mapped data as a means of engaging the public, as well as encouraging the use of public surveys to measure satisfaction. We agree with this, and believe that we should no longer be thinking about crime statistics in the traditional static sense of tables of numbers and graphs published as a record, but rather as a dynamic exchange of potentially useful information between the police and the public.
37. Enhancing local accountability through providing information which is both relevant and has resonance with communities could be a vital tool for police forces. It can support evidence-based approaches to preventing and tackling crime, and overcome some of the problems where the police may give disproportionate attention to particular issues due to external pressures. It could provide the police with greater control over their resources and the ability to predict, prevent and prioritise so that resources are used to maximum effect.

## **Delivering in partnership**

### **Collaboration and communication**

38. We welcome the emphasis on neighbourhood policing as part of continuous improvement in delivering a service environment. There is a wide body of evidence to demonstrate that the public wants a high level of visibility and accessibility to the police. A presence that reassures and reinforces security rather than one that alienates or disturbs.
39. As we pointed out in our response to the interim report, this visibility can be supported by a wide range of modern communications techniques available to forces. For example, the use of mobile technology allows officers to stay within their communities for longer periods of time.
40. Just as the police service on its own is finding it an uphill struggle to generate an increase in public trust, despite its efforts in this direction, the police alone cannot build stronger and safer communities, and nor should they be expected to. However, people do want to have their concerns treated in their entirety, rather than be shunted from agency to agency.
41. As the report points out, delivering neighbourhood policing requires a major shift towards collaborative working between public services. Multi-agency working provides a key to the radical improvement of services that citizens want. Crime and anti-social behaviour does not respect boundaries, and the sharing of information between all agencies responsible for community safety and justice is crucial. The extended police family is increasingly working alongside the emergency services, health services, local authorities and the wider community.

**Information sharing**

42. More formal information sharing and exchange networks between the police, local authorities and other public bodies enables the provision of proactive and holistic services tailored to individual need, and we welcome the announcement of funding for joint police crime units to improve collaboration between forces.
43. We believe that the type and volume of information collected should be kept under review and managed so that it can adapt to changing circumstances. There are, of course, dangers with such an approach. People's civil rights and security need to be protected, and people's nervousness about giving personal information needs to be addressed. This can be overcome by first defining the services on offer and educating the public on the issues being addressed. If the public understands the reasons for collation, they are less likely to be nervous about consent. Clear protocols and rules for sharing data must be established, and proactive services delivered on the basis of this consent.

**Resource allocation**

44. We believe that if there is to be a radical improvement in neighbourhood policing, there needs to be a radical reappraisal of the ways in which finance and resources can be effectively and efficiently used to enhance the capability and capacity of police forces at a local level.
45. Traditional allocation of resources has not made the smartest use of them. Technology can assist by developing community profiles and tension indicators which map out crime in the locality and use predictive analysis to locate resources in the most cost-effective fashion. Our view is that this is best carried out at the neighbourhood level, providing a live and dynamic tool which makes the best use of resources and enables the greatest impact upon levels of crime.

**Citizen-centred policing**

46. Building public trust is critical to the fight against crime and to promoting an effective police service. Research has shown that it is the quality of the encounter that the public has with the police which is key in determining its impact on overall public trust and confidence. Poor handling of contact by officers can translate into considerably lower levels of confidence in the police, whereas good handling may translate into higher levels of confidence. Evidence from this research would suggest that members of the public who have initiated police contact are less interested in outcomes (as represented by police follow-up or receiving the information asked for) than in the police dealing with the matter straight away and taking them seriously.
47. As public expectations increase, a central dilemma facing the police service is that the effort to build public trust is no longer something that can be achieved by the police alone. For trust is now increasingly linked to how people perceive broader issues such as anti-social behaviour and insecurity.

48. Building public trust requires service-driven policing. All citizens should have the right to enjoy accessible and responsive public services able to deliver sustained improvement to the quality of life. It is fundamental to community well-being. Community well-being is founded on trust between local citizens and public authorities. Where there is perceived inactivity on the part of public authorities in dealing with citizens' day-to-day concerns, people are less likely to trust their ability to deliver fair and efficient public services.
49. Where once standardised public services met public need, now citizens expect services which are seamless and tailored to personal preference. The challenge is to meet citizens' demands for services that are more proactive, responsive to individual need, and keep pace with changing expectations, whilst ensuring that information collected is used for clear and appropriate purposes in line with data protection and human rights legislation.
50. As we pointed out in our response to the interim report, within the police the concept of CRM - or citizen-relationship management, as we describe it - has traditionally been reduced to talking about call-handling strategies.
51. This approach to CRM focuses on how the organisation can cope better with existing demand and achieve economic efficiencies, rather than facing outwards to citizens themselves and delivering public value. This kind of approach can create its own inefficiencies through lost intelligence (so vital to the police in carrying out day-to-day operations), an awkward separation of back- and front-office systems, and additional inefficiencies through repeat calls. Such an approach can also lead to operational failure with devastating effects for the public.
52. Responding to calls for local assistance needs to be right first time, every time, if public satisfaction is to increase and public trust enhanced. The number of calls made to the police is too high to allocate police patrols in every incident, nor is this a wise use of resources to deliver public satisfaction. With local knowledge databases in place through a citizen relationship management system, officers and staff can make informed and quality judgements based on caller histories and previous interactions with the service.

## 3 Making change happen

### Introduction

53. Many of the problems that the final report addresses have long been recognised by the police service and other experts and commentators associated with it.
54. We believe, as part of the process of change management, that there needs to be a fundamental rethink about the approach to technology and supplier relationships if we are to drive through innovation and change at the pace that the public demands and the report requires. In this section, we provide some initial thoughts on this subject as a

means of stimulating debate. We explore some of the key problems facing the service and outline some solutions.

## Problems and barriers

### Fragmentation

55. It is widely acknowledged by the service itself that the information and communications infrastructure as a whole is heavily fragmented, affecting the efficiency of operations across boundaries, particularly at a national level in relation to information sharing and impeding cross-border and national effectiveness.

### Procurement

56. Eighty per cent of spend is retained within individual forces which, as the final report indicates, can run counter to effective procurement.

### Trust and technology

57. Whilst politicians may turn to technology to increase public trust and confidence, information technology systems themselves - if they are to operate efficiently - require high levels of trust.
58. Earlier reviews have suggested that a critical part of the perceived failure of the Police Information Technology Organisation (PITO) was due to a lack of trust between it and the forces. Local forces who use national systems and develop popular services can often find that they are penalised if these national systems are put on hold or abandoned, so setbacks at a national level and abandonment of projects present continuing risks. A similar lack of trust has been identified in relation to the supplier industry and the police market.

### A barrier for local innovation

59. The police service may suffer from a 'many-to-many' relationship with suppliers, with virtually no aggregation of demand and unnecessary duplication in the procurement process. Confusion and a lack of clear responsibilities and focus at the centre has encouraged a trend towards conservatism within the market, with some of the larger national projects failing to get buy-in from local forces, raising issues around value for money. This has also acted as a barrier to local innovation. Nor has supplier innovation been encouraged by traditional procurement processes.
60. The establishment of the National Policing Improvement Agency (NPIA) offers an opportunity to rebuild effective relationships, but it needs more resources to implement a strategic approach to police technology.

### National projects

61. In recent years, national initiatives have often been developed in response to particular events or isolated problems rather than through a holistic and strategic assessment of information technology and how it can support the business of policing. This, in turn, can

lead to the creation of silos of information at a national level. Silos may also be created at a local level through the absence of national initiatives.

62. In the past, relatively large-scale central investments in technology have often failed to bring about the improvements envisaged because of a lack of understanding of the end-user; little awareness of the different needs of individual forces; poor supplier selection; an oversimplification of the people changes that are required; unrealistic expectations about the speed of delivery; and failures in overall project management which have led to loss of valuable time and resources for those involved, including government and the supplier community.
63. There has also been a problem represented by the lack of central investment in core national infrastructure projects such as the Police National Network (PNN). Whether the task is joining up information, implementing national systems or simply the general transfer of information, the PNN is the carrier, yet connection to this is paid for by the forces, with cost depending on how much capacity a force buys. Therefore, delivery of the national infrastructure in such areas as Airwave, the Police National Computer (PNC) and Automatic Number Plate Recognition (ANPR) may be impeded or limited by a force's connection capacity.

#### **Common standards**

64. The final report recognises the need for common standards and processes. This issue has been recognised within the latest version of the Information Systems Strategy for the Police Service (ISS4PS), developed by the police service and reviewed and refreshed in 2006. This outlines the need for a revitalised, coherent and holistic approach to technology which supports business processes and service delivery. It clearly articulates a vision of how technology, used intelligently, can support the police service as a whole. Yet some, such as McFarland, have suggested that "progress has been tortuous and partial."
65. The new ISS4PS vision highlights the need for forces to acquire the common standards, services, products and technologies needed to interoperate and share information, for police officers and staff to get the support to fully professionalise their work, and for citizens to receive a consistent and high-quality service, irrespective of location.
66. At a high level, ISS4PS has the mandate of the Home Office, ACPO and the APA. But with no direct central funding to complete the intended outcomes, it is left to forces to implement incrementally. For some forces, in the context of budgetary constraints, this is simply not achievable, or difficult to achieve when faced with competing priorities.
67. The problem for ISS4PS is that its success depends on universal adoption across the police service, yet it recognises that some forces have pursued an independent approach to information technology. Whilst the NPJA has a remit to produce a plan by 2008 to implement ISS4PS, it is not clear how universal outcomes can be achieved without additional strategic funding and resources, leaving a gap in the centre which continues to deter local innovation. The key to success is to balance resources at the centre with clear incentives for police forces to innovate locally.

68. Tackling organised, serious and cross-border crime is also hampered by the absence of common standards. The responsibility for ensuring the adoption and alignment of local strategy lies with chief constables, who may experience tension between national and local priorities, including responding to the performance measurement framework and inspections. The historical absence of effective audits of ICT and information sharing may have led to a lack of certainty that forces should get engaged with such issues, as well as a lack of accountability.

#### **Joining up information**

69. The final report recognises the need for forces to join up information. Despite the fact that forces may have common systems, this does not itself facilitate information sharing.
70. There is a need to share information and services so that police officers and staff can be provided with appropriate and accurate information in a secure and timely way, and provide value for money. Increasingly, the police are being asked to share with multiple partners through such organisations as the Crime and Disorder Reduction Partnerships and across the criminal justice system, where progress has been slow but projects such as the Criminal Justice Management Information System (CJMIS) are beginning to deliver recognisable achievements. It also has the potential to share Home Office data with the regions and local areas.
71. Too much focus on systems and too little on data quality may act as a barrier to ensuring effective operational information sharing and the governance of information. For example, effective information sharing requires high-quality data. Yet recent cutbacks in the IMPACT programme have left forces with the responsibility of meeting the cost of the implementation of MoPI (management of police information) out of existing, hard-pressed budgets.

## **Solutions**

#### **Enhancing procurement**

72. Whilst the NPIA and the Chief Information Officer have a brief to develop more effective procurement mechanisms, both the supplier industry and the police service have a contribution to make in developing more effective relationships throughout the duration of contracts, built on the principles of incremental partnership (see below).
73. For public value to be delivered, the industry must engage in innovative partnerships with the police service and other public services. Companies need a clear understanding of the concept of public value and an ability to contribute to it. Public services have multiple objectives. The factors that make up public value are more complicated than the various bottom lines of private sector organisations. These need to be recognised and managed, rather than avoided. In the past, within public sector contracts the choice between supplier relationship and strategic partnership tended to leave too much control with one party or the other.

74. Trust takes much longer to create than to destroy. So it is essential that changes to technology are well planned, and critical that people are placed at the heart of this change. 'Virtualising' public services is far more than a technical change. Only if the relevant change management strategies have been put in place can technology add value to services.
75. Too little thought can be given to considering the impact of new technology on employees, users and members of the public. Prior to new services being introduced, citizens must be consulted, staff should be prepared and genuinely involved, the impact on service development analysed, and pre-emptive measures put in place to deal with any new demand.
76. The traditional top-down approach to ICT has failed to secure the economies of scale that may be available through shared procurement and shared services. Earlier reports have also suggested that it will be impossible to deliver the best ICT through this approach.
77. The business model for delivering ICT services needs to be set up in such a way that allows all 43 forces to move appropriately and collaboratively from where they are now to a new stage of development. This needs a new symbiotic relationship between the forces and the centre.
78. This requires an approach which is owned by the local forces but which is supported by the centre and measured, evaluated and reviewed based on the notion of incremental partnership with the supplier community. If we are to build both trust in the police service and in technology amongst the wider public, we - the police service and the industry - have to develop our own relationships built on trust. This is critical for our joint success. New forms of incremental partnership are key to delivering this. Incremental partnership allows public services to pick and choose from the best of the private sector, to place new expertise and innovation alongside existing systems, and to bring the best mix of solutions to meet changing needs.
- Incremental partnership**
79. Good public service delivery is not only about effectiveness and efficiency. It is also about encouraging inclusion and the engagement of all people in shaping and delivering services that meet their needs. It is about building better communities.
80. Effective delivery is based on establishing an open learning environment where people can experiment with new ideas, learn from chance experiences, assess individual needs, share information and reach conclusions from all these experiences to drive through a programme of continuous improvement and create public value.
81. Incremental change is change within the box of what is known in order to strengthen and improve what currently exists through a series of defined steps. An effective incremental partnership will enable a progressive relationship, based on trust and confidence, to flourish. The pace and level of change can be dictated by stakeholder concerns and resource issues.

82. Incremental partnership offers organisations step changes in service provision without comprehensive commitment and with lower risk. It means working with partners on a long-term basis without an all-inclusive arrangement. And it allows organisations to build up confidence with supplier partners, working with them to change existing processes, but without the expense and risks associated with a 'big bang' approach.

**Performance partnerships**

83. By 'playing safe', police forces may be failing to take advantage of new forms of partnership which move beyond the traditional supplier relationship and enable forces to build and enhance capacity and capability whilst taking on less of the risk.
84. One solution that other parts of the public and private sectors have adopted is the outsourcing of key functions, particularly transactional operations and managed service solutions. By and large, this has not been considered appropriate for the police service.
85. Part of the reason for this is that traditional outsourcing providers - who may have the capacity - simply do not have the capability because of a lack of knowledge of the police, its services, and its local and national priorities. They may wish to 'standardise' the force's own-grown product and the project can become technology-driven rather than police business-driven, with the control handed over to the supplier rather than retained by the service.
86. Managing resources through economies of scale via shared back-office services such as call centres is an area where forces could innovate, but a number have felt restrained by legislative and cultural barriers.
87. Whilst forces with budget constraints may be deterred by high-risk, large-scale projects, we believe that there is a hunger at force level for innovation and development which will lead to enhanced service delivery, and frustration at the speed of central developments. Although there has been some movement, there may still be antipathy towards commercial multi-force solutions which could bring cost-effective solutions and value for money, unless they are outcome-based with a compelling business case.
88. Within the police, we are witnessing a growing appetite to work on a more strategic basis, and a move away from the client/supplier roles, but there does not appear to be the appetite for the larger outsourcing projects carried out in other parts of the public sector. This may be because at a force level there is zero tolerance of large-scale information technology failure and a fear of losing control.
89. However, there is a growing recognition that forces should be able to exploit the benefits of technology to support neighbourhood policing and performance improvement at an operational and executive level.
90. Sustainable performance partnerships, working alongside the organisation's leadership and employees and using knowledge and skills transfer as an integral part of performance improvement, offer forces a new and innovative way of working, with more

flexible framework contracts and fees linked to performance improvement. With staff and assets remaining with the force, less time and cost is expended on procurement and ongoing management than traditional sourcing solutions, leaving more time for strong leadership from the top of the organisation to deliver transformative change.

91. In turn, through encouraging new forms of service provision, new methods of sharing risk, and new ways of collaboration to deliver shared services and localised citizen-centred services, these may lead to improvements that can be driven by the centre but based very much on the force's experience. Developing 'best in class' services would then become something equally owned by the centre and by local forces, working in partnership with practitioners from the private sector with a practical knowledge of the business of policing on a lower risk basis than the traditional outsourcing model.

#### **Joint ventures**

92. Joint ventures are another mechanism by which police forces could enhance resources and deliver more efficient and effective services in partnership with other public sector agencies and the private sector.
93. These could help to deliver economies of scale. They could also assist in the pooling of resources and provide the capacity and capability to transform services at a local level. This would enable the public sector to benefit from private sector involvement in change management. We are currently working with forces to develop joint approaches to bringing innovation to the market.

#### **Shared services**

94. In our experience, there are considerable barriers to developing effective shared services. Whilst in some instances there may be support from chief constables, as in the case of Humberside and South West Yorkshire, there is still considerable concern in terms of the legal and accountability barriers.
95. The potential for sharing services has not been fully realised within the public sector. We think that some of this resistance is due to the extended private sector provision that shared services may imply, as well as a perception that public bodies may lose tight control over a shared services programme. They may perceive particularly high risk in services involving information technology, where there have been some high-profile and damaging failures. Quite rightly, chief constables wish to ensure continuously improving services for citizens, and shared services may appear to be a threat rather than a benefit.
96. One way of overcoming such barriers would be to develop research and development projects, or projects carried out on an incremental basis, so that there is a clear evidence base to demonstrate to chief officers any benefits accruing from shared working. Another is to develop innovative ways of exploring how police forces can share best practice in this area, can have closer involvement in shared service agreements, and can have access to training and development around such issues. Room must be given for forces to innovate and carry out further research and development which could benefit the service as a whole.

**High performance**

97. Technology can support forces in the development of a high-performance culture. For example, working in partnership with forces such as Grampian and North Wales, we have tailored systems for them which enable the forces to drill down into accurate information and receive consistent results to track, understand and manage critical aspects of performance at strategic, tactical and operational levels.
98. By linking financial, resourcing, legacy and management information systems, detailed information on individuals, crimes and areas can be obtained in a timely fashion, enabling forces to lead rather than be led. In this way, performance management is made an efficient process that occurs naturally within the force, freeing up time to focus on taking action to secure performance improvement and support greater use of predictive analysis to prevent crime.
99. In Grampian, the force is using its system to inform the development of a national framework and support the strengthening of a policing performance culture in Scotland. It is also enabling the force to ensure focused management of force performance indicators such as violent crime and public protection, gain a fuller understanding of force performance and dynamics through evidence-based analysis, deliver performance improvement from greater understanding and enhanced information delivery, and obtain efficiency gains through removing the need for multi-system access to information. The work involves significant skills transfer from the private to the public sector so that the system can be sustainably managed by the force. This involves training and development and, to date, a range of police personnel have been trained, including the Executive and Area Commanders.
100. Whilst resource integration may be important, it is essential that smarter use is made of existing resources within neighbourhoods. We believe that if there is to be a radical improvement in neighbourhood policing, there needs to be a radical reappraisal of the ways in which finance and resources can be released to enhance the capability and capacity of police forces at a local level.

**Resources and allocation**

101. Traditional resource allocation does not make the smartest use of resources. Technology can assist by developing community profiles and tension indicators which map out crime in the locality and use predictive analysis to locate resources in the most cost-effective fashion. Our view is that this is best carried out at the neighbourhood level, providing a live and dynamic tool which makes the best use of resources and has the greatest impact upon levels of crime.

**Working collaboratively**

102. We believe that there remains an innovation gap in the final report and that new relationships have to be formed which drive through innovation and reward best practice. In health, a model has been established which could form the basis of a similar model for community safety.

103. We recommend that consideration be given to the formation of a Community Safety Innovation Council composed of individual representatives from community safety services, academia and industry who will assist in driving forward innovation in the use of technology to deliver re-engineered, citizen-centred community policing services. This will bring benefits to the public through adopting cost-effective new or existing technologies built around the complementary needs of neighbourhood policing, serious crime and national security, and ensure the best access to innovative service delivery. This should help to provide leadership and advocacy, with key decision makers at a national, regional and local level promoting the benefits of adopting new methods of working involving the use of technology.
  
104. At the same time, an Innovation Fund should be established to encourage local forces to develop entrepreneurial solutions which can be used as proof of concepts at a local level, with the ability to scale up quickly to provide national coverage where required. The Innovation Council could also support the NPIA in developing its strategy as well as highlighting and promoting best practice across a range of critical areas, including procurement, shared services, innovative partnership, performance management and improvement, and public engagement.

## 4 Conclusion

105. Responsibility for improving community well-being can no longer be placed solely at the steps of the local police station. It is a challenge that embraces wider public services, the not-for-profit sector, the private sector and the community. It requires a clear understanding on the part of citizens of the service they can expect, and the ability to hold service providers to account. It also requires police forces and wider public services to step out of organisational silos into the world of citizen-focused and personalised services whilst responding to terrorism without losing sight of mainstream services.
106. The difference between success and failure lies ultimately in developing trust - between central government and local forces; between local forces, local agencies and communities; within the forces themselves; between forces and the wider community safety and criminal justice system; and between the public, private and not-for-profit sectors.
107. The public and private sectors need to engage in new forms of service provision, new methods of sharing risk, and new ways of collaboration to deliver 'best in class' services. Technology can provide the systems, but it is people that shape the culture. Only by people working together in relationships built on trust - intelligently using technology - will we be able to deliver the radical improvement that all of us committed to national security and community safety are determined to see.

### For more information

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### About Northgate

Northgate Information Solutions is a leading provider of innovative services to the public sector and utilities markets. It is committed to high quality public services and understands the public sector. That knowledge is core to its business. Northgate's task is to enhance public value through the intelligent use of people and technology, and to share in the economic and social benefits that this brings.

Northgate assists the public sector to promote community well-being by helping them provide citizens with accessible and responsive one-stop services based on clear and detailed information; by engaging with public sector employees to transfer and enhance skills; and by working with public sector management to enhance performance management.

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