



# OFFICE OF THE POLICE & CRIME COMMISSIONER FOR NORFOLK

**ORIGINATOR:** CHIEF CONSTABLE

**DECISION NO.** 2013/29

**REASON FOR SUBMISSION:** FOR DECISION

**SUBMITTED TO:** PCC

**SUBJECT:** EVIDENCE BASED POLICING PARTNERSHIP

**SUMMARY:**

1. At the meeting of the Norfolk and Suffolk Collaboration Panel on 5 September 2013, the Chief Constables of Norfolk and Suffolk detailed their wish to embed Evidence Based Policing (EBP) practices and principles so that the use and development of evidence became an integral part of 'business as usual'. The Panel agreed that the Constabularies should develop a formal paper for consideration by PCC's describing the proposed steps to introduce EBP.
2. This report provides details of proposals for the PCC and Constabulary, in conjunction with Suffolk, to develop and embed EBP utilising the expertise of an external provider.

**RECOMMENDATION:**

Agreement to the proposal, as set out in section 2, is sought so that a detailed User Requirement and an Invitation to Tender can be developed and further consideration can be given to appointing an EBP partner.

**OUTCOME/APPROVAL BY:** PCC

*The above request has my approval*

**Signature**

**Date** 17/10/13

## DETAIL OF THE SUBMISSION

### 1. KEY ISSUES FOR CONSIDERATION:

#### Background

1.1 EBP will be an integral part of the development of the policing profession going forward. Applying the principles of:

- using the best available evidence to ensure problems are understood and resources targeted;
- determining what works by testing hypotheses and tactics; and
- capturing and monitoring information to evaluate the effectiveness of practices and ensure outcomes are understood,

This will help to transform the way the police service and its partners tackle crime and disorder in a way that ensures they deliver the greatest return on the public's investment.

1.2 Suffolk and Norfolk Constabularies are committed to developing and using EBP principles and strategies to deliver their PCC Police and Crime Plans.

1.3 The joint financial deficit the Constabularies have to bridge is approximately £31m by March 2017 and it is accepted that to achieve this, the delivery of policing services and partnership working is going to have to change. Service delivery will have to be based on strategies that are proven to work and provide a demonstrable return on investment. Therefore Norfolk Constabulary, in collaboration with Suffolk, is keen to drive the need for increased understanding and embedding of EBP, including the production of their own evidence, to ensure more efficient policing across the counties.

1.4 As part of this an Evidence Based Policing Board has recently been established. The board is chaired by the Head of the Joint Performance and Analysis Department and its membership consists of senior level representatives from across the Constabularies and OPCC's<sup>1</sup>. The board will set the strategic direction and oversee a programme of activity to support delivery against the overall aim:

1.5 Aim - To support Norfolk and Suffolk Constabularies in being more efficient, cost-effective and transparent by embedding EBP practices and principles so that the use and development of evidence becomes an integral part of "business as usual".

1.6 Current work includes the undertaking of a benchmarking survey to establish the current level of understanding of EBP and use of evidence in decision making and the development of an Evidence Based Problem Solving Panel<sup>2</sup> that will award financial support to evidence based problem solving initiatives and monitor their effectiveness.

1.7 To further support this, the Chief Constable is keen, with support from the Police and Crime Commissioner, to develop a partnership with an external provider who has

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<sup>1</sup> OPCC representation for Suffolk consists of the Deputy Chief Executive (Claire Swallow) and the Policy Officer (Vanessa Scott). OPCC representation for Norfolk consists of the Deputy PCC (Jenny McKibben).

<sup>2</sup> The Evidence Based Problem Solving Panel is a concept that is currently being trialled and tested in Norfolk. The concept will be independently evaluated so that an evidence based decision can be made as to whether it continues into 2014/15 and is established in Suffolk.

expertise in EBP and conducting research and would be able to support the Constabulary in meeting their overall aim and vision for EBP.

### **Objective**

- 1.8 To establish a partnership between an external provider and Norfolk and Suffolk Constabularies and the Offices of Police and Crime Commissioners to support the embedding of EBP principles, strategies and practice and delivery of the Constabularies aim and vision.

### **Partnership Requirements:**

- 1.9 It is envisaged that the partnership would last for a minimum of 3 years therefore tying in with the PCC election timeframe, formally taking effect from April 2014 but with the ability to review annually.
- 1.10 In order to support the Constabulary meeting their overall aim and vision, any partner would be required to deliver the following types of services over the 3 years:
- Design, deliver and assist in the implementation of an EBP strategy that will support the Constabulary in reducing demand and costs whilst improving public safety and ensuring delivery of a quality service to the public.
  - Advise on OPCC activity including commissioning proposals, policies and strategies. Determine how using systematic reviews, research and EBP frameworks could be used to shape future commissioning and other OPCC activity thereby ensuring it is as effective and transparent as possible, giving the PCC assurance that they are getting the greatest return on their strategic investment.
  - Conduct evidence assessments (e.g. Rapid Evidence Assessments or Systematic Reviews) and design specific strategies to focus on the 'big challenges' facing policing and other public sector providers, such as alcohol and drug abuse, tackling vulnerability of victims and offenders including mental health, rehabilitation of offenders, and reducing demand. To achieve this, the provider would be expected to use, where appropriate, expertise from multiple disciplines to assist with the development of proposals which cut across the delivery of frontline public services.
  - Develop experiments and support the Constabulary in delivering these to test policing strategies at levels 3 - 5 on the Maryland Scale<sup>3</sup>, and report on the success or otherwise of the experiments.
  - Provide research support to assist in problem identification, and accessing, understanding and applying in the local context the existing knowledge base around evidenced based policing interventions, particularly in line with the Constabulary's identified knowledge gaps and research priorities.
  - Provide research support to evaluate the cost-efficiency and effectiveness of policing strategies.

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<sup>3</sup> The Maryland Scientific Methods Scale is a five point scale used to evaluate the methodological quality of evidence based studies

- Assist in the development and implementation of robust, effective and un-bureaucratic data gathering and monitoring mechanisms, to support the tracking and evaluation of tactics.
- Provide well-trained, screened and supervised research students to undertake post graduate level (Master, MPhil, PhD and equivalent) research studies on behalf of the Constabulary.
- Design and deliver an EBP Qualification (non-degree level) for junior police officers and support staff, recognised by academic institutions, thereby increasing awareness, knowledge and understanding of EBP and ensuring the workforce applies the principles in an operational environment.
- Support a pool of current and future senior policing leaders in developing their knowledge and understanding of EBP through obtaining a recognised post graduate (Master) Level qualification in a relevant topic.
- Support the development of a pool of Constabulary and OPCC staff in transforming their understanding and application of EBP and assist with them in becoming EBP mentors to others.

**Long term vision:**

- 1.11 By 2017, the expectation is that Norfolk Constabulary and OPCC, in collaboration with Suffolk will have:
- An evidence base, which provides the Constabulary and Commissioner with the rationale and confidence about how best to commission and improve the delivery and impact of public services with fewer resources and smaller budgets, whilst also delivering a quality service and improving public safety;
  - A shift in organisational culture towards the appreciation and routine use of an evidence based approach for improvement of policing;
  - A workforce who have the knowledge and training to ensure they understand EBP and its benefits;
  - A workforce that can access and uses evidence to test ideas, shape and inform operational and strategic activity, and where necessary, challenge existing practice;
  - Identified EBP “champions”/experts who help to promote and embed the principles and can offer advice to others;
  - An effective and transparent commissioning process with commissioning activity supported by an identified evidence base;
  - Access to and development of an evidence base that:
    - demonstrates the effectiveness (or not) of approaches undertaken;
    - determines what works in reducing demand, harm and vulnerability whilst also ensuring a high quality of service is delivered to the public;

- provides a clear rationale for decisions made regarding how to meet the savings requirements;
- Effective data recording processes and practices, enabling the gathering and monitoring of information to support evaluation and what works evidence to be shared.

## **Consultation**

- 1.12 The concept of developing a partnership between the Constabularies, OPCC's and an external provider or providers has also been discussed with The College of Policing, to ensure that it is aligned to the national vision and developments in EBP.
- 1.13 The College confirmed that the proposal was in line with their vision for how they would like to see Forces develop EBP and did not duplicate or contradict any of the work they were doing or had planned. Their feedback suggested that consideration may wish to be given to appointing more than one external provider as a 'consortium' may not only provide greater flexibility and resilience, but would allow for a range of skills, knowledge and expertise to be drawn together from different partners to meet the requirements set out.
- 1.14 The College of Policing have also recently announced<sup>4</sup> that they are inviting bids from partnerships of educational establishments, police forces and PCCs to help build capacity for collaboration and support police innovation and research activity. They are particularly interested in partnerships that will seek to focus on:
- application of innovative approaches or techniques to policing;
  - research design and delivery support services;
  - delivery of collaborative primary research which tackles perennial issues or problems;
  - mentoring, coaching or other arrangements for academic support to allow officers and staff to develop their research expertise; and
  - programmes of courses, workshops, other events or knowledge transfer activities to support innovation and the use of evidence.
- 1.15 The objective of this funding would seem to further support the proposal for the establishment of a partnership to help embed EBP principles and practice.

## **2. WAY FORWARD**

- 2.1 The Norfolk Chief Constable seeks agreement from the PCC to explore the development of a partnership with an external provider to help embed EBP and support greater transparency, efficiency and cost effectiveness whilst improving public safety.
- 2.2 Following formal support, detailed user requirements will be drawn together and following approval of these, an Invitation to Tender established.
- 2.3 It is envisaged that the PCC would be involved in all stages of the process, including signing off and agreeing the user requirements and the Invitation to Tender, reviewing proposals and in the final selection of an EBP partner. Further consideration will also be given to the arrangements for effective governance taking into account the collaborative arrangement between both Norfolk and Suffolk Constabularies and respective PCCs.

### 3. FINANCIAL IMPLICATIONS:

- 3.1 Exact costs of any partnership are currently unknown. This is something that any potential providers would have to detail in their Invitation to Tender response. It is possible that a provider will be prepared to offer services at minimal cost given the potential business benefits that they will also derive, however, if funding is required to support this proposal it is envisaged that this would be met through the Constabulary contingency fund.
- 3.2 Current investment in developing a partnership will provide long term benefits including:
- Providing the Constabulary and PCC with a clear and robust rationale for reducing costs and demand whilst increasing public safety.
  - Placing the Constabulary and OPCC at the forefront of policing improvement and the development of EBP.
  - Contributing to the development of the national and international policing and 'what works' in crime reduction evidence base.
  - Developing the skills and knowledge of the workforce and helping to ensure that decision making is transparent and evidence based.
  - Ensuring lessons are learnt and 'what works' evidence identified and shared.


### 4. OTHER IMPLICATIONS AND RISKS:

- 4.1 The main implications associated with the formation of an EBP partnership relate to the resources required to facilitate the procurement process and oversee and maintain the partnership and delivery against the requirements once it has been established.
- 4.2 Consultation has taken place with procurement to ensure they are sighted on this possible development and advice sought from them regarding any issues, including legal, that need to be taken into consideration, as well as seeking advice on the procurement process.
- 4.3 The Head of the Joint Performance and Analysis Department (JPAD), Gemma Stannard, is the lead for EBP for Norfolk and Suffolk Constabularies and chairs the EBP Board. Gemma Stannard and JPAD will play a key role in leading, overseeing and supporting the procurement process and the partnership once in place and this is factored into the departments structural and change plans and workload.
- 4.4 All equality, diversity and human rights implications will be considered as part of any procurement process, ensuring the process is fair and transparent to all concerned.

**PUBLIC ACCESS TO INFORMATION:** *Information contained within this submission is subject to the Freedom of Information Act 2000 and wherever possible will be made available on the OPCC website. Submissions should be labelled as 'Not Protectively Marked' unless any of the material is 'restricted' or 'confidential'. Where information contained within the submission is 'restricted' or 'confidential' it should be highlighted, along with the reason why.*

<b>ORIGINATOR CHECKLIST (MUST BE COMPLETED)</b>	<b>STATE 'YES' OR 'NO'</b>
Has legal advice been sought on this submission?	YES
Have financial implications been considered?	YES
Have human resource implications been considered?	YES
Have accommodation, ICT, transport, other equipment and resources, and environment and sustainability implications been considered?	YES
Have value-for-money and risk management implications been considered?	YES
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	YES
Is the recommendation consistent with the objectives in the Police and Crime Plan?	YES
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	YES
Has communications advice been sought on areas of likely media interest and how they might be managed?	NO
In relation to all the above, have all relevant material issues been highlighted in the 'other implications and risks' section of the submission and have all the relevant officers/staff been consulted?	NO

#### **APPROVAL TO SUBMIT TO THE DECISION-MAKER**

<b>Chief Executive</b>	
I am satisfied that relevant advice has been taken into account in the preparation of the report and that this is an appropriate request to be submitted to the PCC.	
<b>Signature:</b> 	<b>Date</b> 17/10/2013

