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Public Value: A new means to PEEL an apple?

Jean Hartley and Ian Hesketh

CEPOL conference, Lisbon, 2015



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# Managing demand for policing: the context

- Focus on vulnerability, safeguarding and protection (80% of demand)
- Changing crime patterns and demand, globally and locally
- Austerity cuts
- Impacts of partner organizations' changes and austerity cuts
- Rising public expectations about “doing more with less”



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# What is public value and can it help policing?

There is increasing talk about “public value” (PV)

- PV analysis has been used by BBC, local government, NHS
- PV was used to reorient the policing strategy for the Northern Ireland Drumcree parade in 2003-5 (Benington and Turbitt, 2007; Benington, 2015)
- Top UK police officer (Sara Thornton) referred to PV in several recent keynote talks
- Among academics, increasing interest e.g (Moore, 1995; Benington and Moore, 2011; Alford and Hughes, 2008; Hartley, 2011). “The focus on public value is part of the continuing evolution of public administration thinking and practice” (Bryson et al, 2015, p.2)
- 700 academic publications on PV in 2014

.....so what is Public Value?



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# What is public value?

Mark Moore (1995) – What is the value which public organizations create given that they don't have profits or markets as the marker of value?

Developed further by John Benington (2011)

Two dimensions of public value:

- What does the public most value?
- What adds value to the public sphere?

These are difficult questions. Who decides?



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# What the public values

- ▣ Expressed views, values and aspirations of individuals, communities and various publics
- ▣ What is important, what is valuable, what are people prepared to prioritise?
- ▣ What are you prepared to give up, in order to have more of what you value most?

BUT

- ▣ Danger of prioritising majority or populist views only
- ▣ “Customer” views not enough (e.g. drug-dealing, rioting, driving at speed)



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So, we also need...

## What adds value to the public sphere

- ▣ Public sphere – the web of places, organizations, cultures, rules, knowledge held in common by people (Habermas, 1962; Benington 2011)
- ▣ What is important for society eg fairness, social justice, social cohesion, decency, access to services etc.
- ▣ What is valuable in the public sphere and who decides?
- ▣ Values in the public sphere are contested and dynamic
- ▣ Public sphere – not just present communities but future generations





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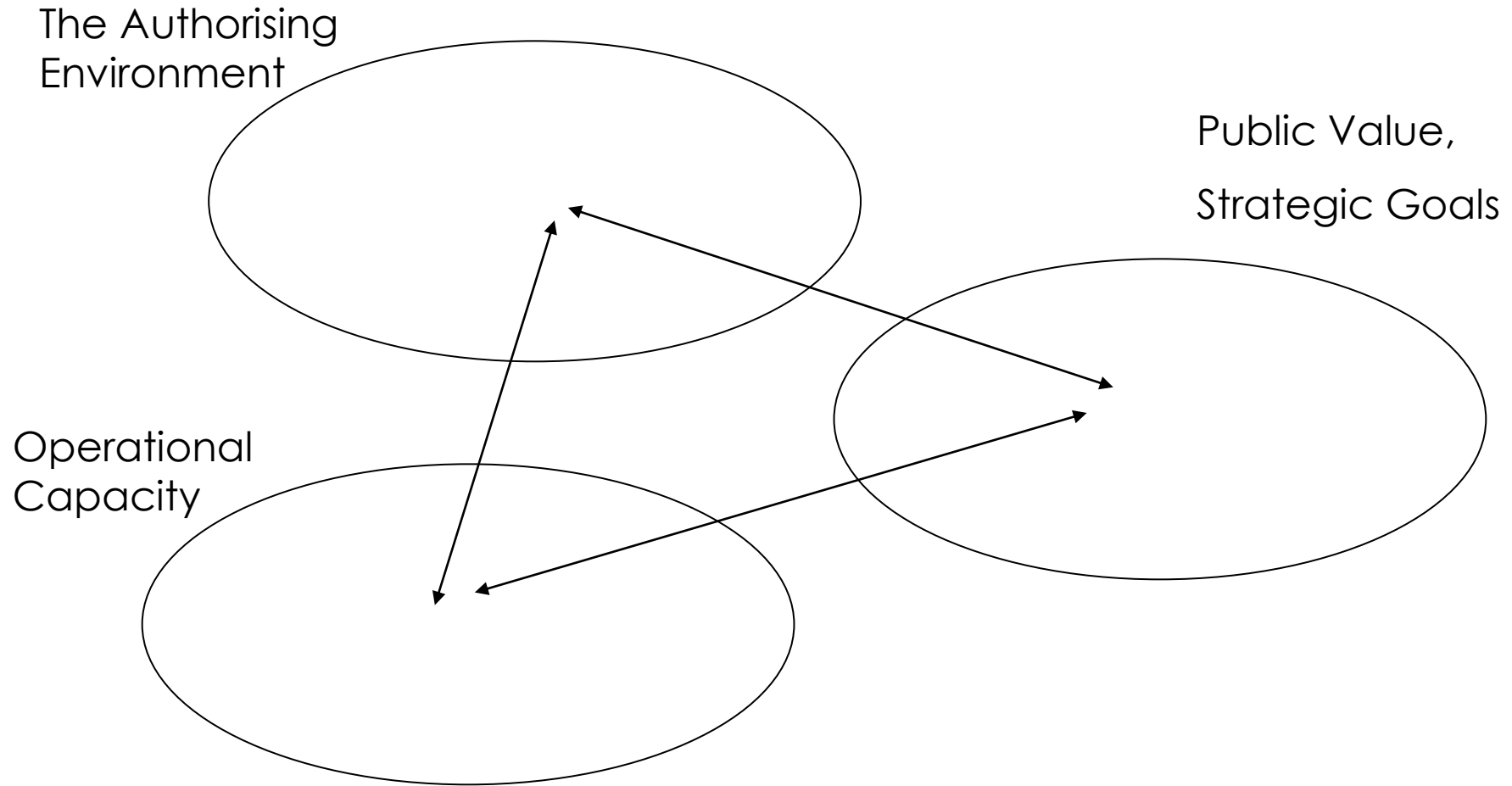


# Operationalising public value.....

There are useful tools to help discern and create public value:

# The strategic triangle (Moore, 1995)

## A useful tool for leadership







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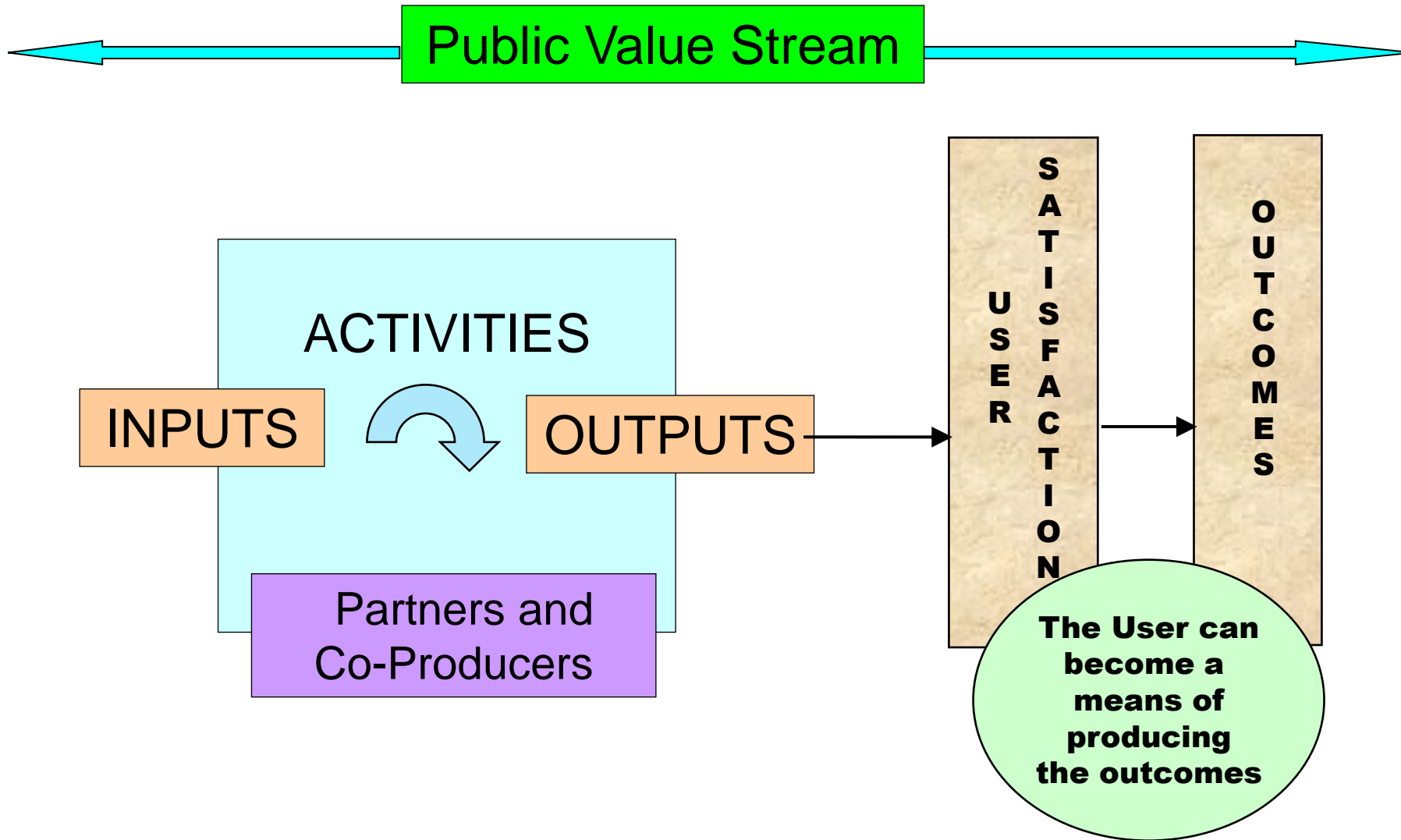


### Strategic triangle

The work of a public service leader is to try to align:

- ▣ What is the **public value proposition** – what is the value that we are aiming to create/enhance? Can we state this clearly and persuasively?
- ▣ What is the **legitimacy and support** we need to achieve that public value proposition? Who needs to be “on board”? What stakeholders will support (or not oppose) this?
- ▣ What **operational resources** do we need to achieve this outcome? Where will they come from? (Resources may lie outside the organization not just within it).

Getting alignment of these three elements of public value



Adapted from from Mark Moore, Harvard University



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## The public value stream

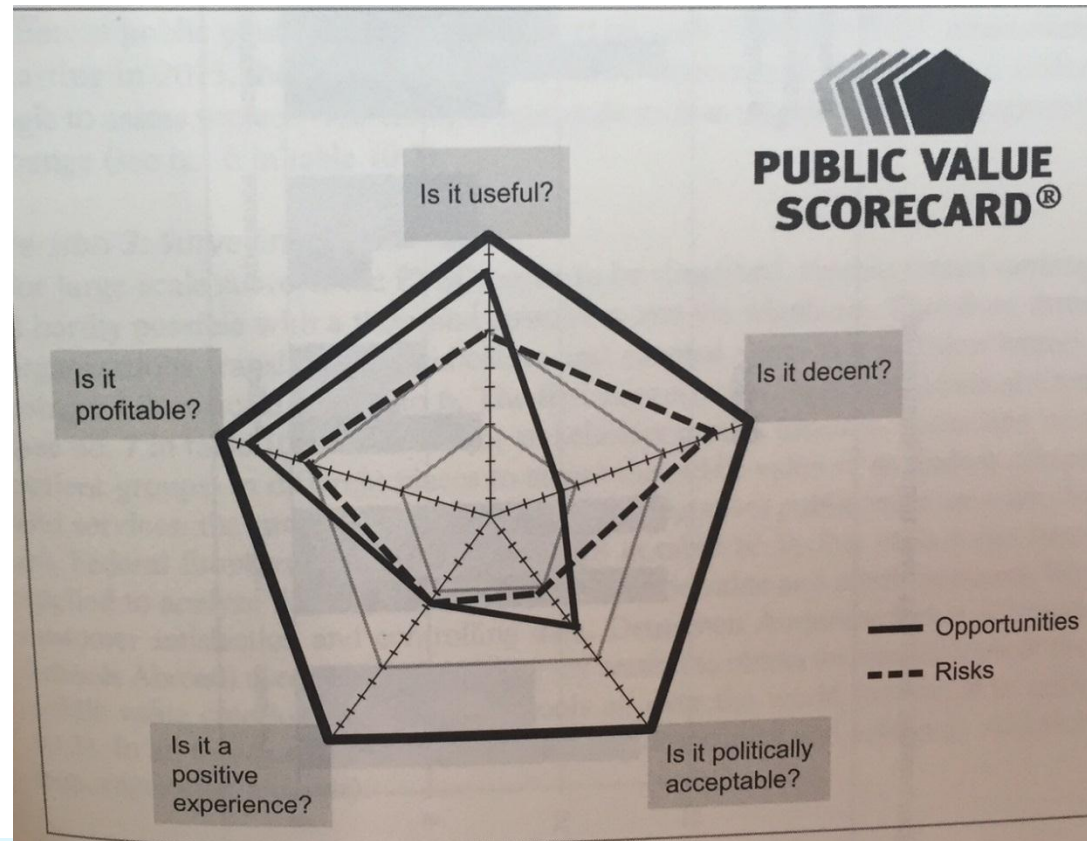
- Where in the process is public value being added ? How do we support and strengthen this and concentrate resources here ? How do we mobilise partners and co-producers ?
- Where is public value being subtracted or destroyed, eg great operation but in the process it negatively impacted on public trust
- Where in the process is public value stagnant or idle ? How do we remove the blockages and free up the flow ? This is where increased quality, productivity, and VFM can be achieved



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## Measuring public value





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# Assessing PV through dialogue and debate

- ▣ There isn't a single "public value"
- ▣ Debates and discussions help people to consider a range of views and agree to come to some sort of conclusion
- ▣ Habermas – "communicative reason" – understanding in society developed through interactive talk not solely from experts
- ▣ It also means that measuring or assessing public value may have to be flexible to capture emerging values and value to the public sphere. Keep checking the measures of outcomes for the public



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Our paper analyses implications for:

- ▣ Chief constables
- ▣ Police officers on the beat
- ▣ Inspection bodies
- ▣ Political governance
- ▣ Citizens





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## Demand and accountability

- PV enables a way of prioritising policing workflow in a clear and compelling way
- Accountability has to be not solely upwards (up ranks, to inspection) but also outwards (to citizens and society)





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### For more information:

Professor Jean Hartley [jean.hartley@open.ac.uk](mailto:jean.hartley@open.ac.uk)

Ian Hesketh [Ian.Hesketh@lancashire.pnn.police.uk](mailto:Ian.Hesketh@lancashire.pnn.police.uk)

Working Paper for National Police Chiefs' Council  
*Public Value: A new approach to demand in Policing*. Available  
from the Consortium website.

CEPOL conference paper (Public Value: A new means to peel  
an apple) available from the authors