

REQUEST FOR DMPC DECISION – PCD 477

Title: SPECIALIST CRIME TARGET OPERATING MODEL AND SPECIALIST CRIME TASKING AND CO-ORDINATION CENTRE OUTLINE BUSINESS CASES

Executive Summary:

This paper refers to two projects; (i) Specialist Crime Target Operating Model (SC TOM) and (ii) Specialist Crime Tasking and Co-ordination Centre (SCTaC) Pathfinder. Although each project has its own business case, due to the significant interdependencies between the two projects a single decision has been sought.

The SC TOM will deliver a new operating model to transform MPS specialist crime capabilities to a more modern, effective and efficient service. A key enabler to achieve this will be delivered via the new SCTaC, which will provide the MPS with enhanced asset and resource management capabilities.

The SC TOM OBC builds on the design option that was endorsed by the MPS upon approval of the SC TOM Strategic Outline Case (SOC) in August 2017. Along with the SCTaC OBC, it also aligns to the designs that were presented to MPS and MOPAC in July 2018 as part of the Programme 4 presentation.

Recommendation:

The DMPC is asked to

1. Agree implementation of Option 3; immediate virtual implementation of the SC Hubs followed by full Capability Centric Mobilisation.
2. Agree funding envelope of £2.235m (£0.543m Capital, £1.692m Revenue) for the full implementation of the Specialist Crime Target Operating Model (TOM), to be drawn from Programme 4 Capital Plan allocation and the major Change Fund respectively.
3. Approve the creation and implementation of a Specialist Crime Tasking and Co-ordination Centre Pathfinder with the following:
 - a. a mandate to assess, prioritise, review and task Specialist Crime assets and operations
 - b. an initial staffing profile of 10 FTE sourced from Specialist Crime units, supported by an aligned 2 FTE from Met Intelligence
4. Approve funding of £0.025, (£0.025m Revenue) to implement the Specialist Crime Tasking and Co-ordination Centre Pathfinder from the Major Change Fund
5. Approve the use of the nationally recognised MoRiLE (Management of Risk in Law Enforcement) methodology for the assessment and tasking of intelligence to specialist crime.

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature

Epue Henderson

Date

31/10/2018

PART I – NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

Decision required – supporting report

1. Introduction and background

- 1.1. This paper refers to two projects; (i) Specialist Crime Target Operating Model (SC TOM) and (ii) Specialist Crime Tasking and Co-ordination Centre (SCTaC) Pathfinder. Although each project has its own business case, due to the significant interdependencies between the two projects a single decision has been sought.
- 1.2. Each project has undergone extensive work to assist with the design of a new operating model that will transform the Metropolitan Police Service (MPS) Specialist Crime Policing Command into a more modern, effective and efficient organisation.

2. Issues for consideration

- 2.1. The specialist crime operating model and tasking & co-ordination centre has put a number of MPS priorities at the heart of the design, with a particular focus on contributing to the Priorities and Commitments in the MOPAC Police & Crime Plan:
 - A better Criminal Justice system for London – innovate and test new system approaches to tackling persistent offenders.
 - Keeping children & young people safe – work with the MPS to identify crime hotspots across the capital identifying where young Londoners are least safe, produce and implement a new knife crime strategy for London, work with local authorities to build good practice to tackle gangs at a local level, review the MPS' approaches to gang crime, work to protect young Londoners from becoming offenders
 - Tackling Violence against Women and Girls – ensure the MPS understand who the highest risk perpetrators are
- 2.2. The specialist crime operating model and tasking & co-ordination centre will also deliver significant improvements in a number of areas set out in the latest HMICFRS PEEL Inspections, notably to improve its understanding of the impact of its activity on serious and organised crime, and to routinely evaluate and share effective practice, both internally and with partner organisations, continually to improve its approach to the prevention of crime and anti-social behaviour.
- 2.3. The SC TOM project will deliver a new target operating model for the Specialist Crime & Operations (SC&O) command by reviewing the key aspects involved in delivering specialist crime services, including; people, processes, technology and crime trends. The new model will ensure the MPS can align specialist crime resource against MPS priorities, flex to emerging crime threats and maximise efficiencies to ensure the model is effective, flexible, scalable and affordable. A renewed focus on victim care will also be an integral part of the new model.

- 2.4. The proposal is for immediate virtual implementation of the SC Hubs followed by full Capability Centric Mobilisation, involving establishing new governance structures while simultaneously launching the SCTaC pathfinder. After a period of stabilisation, the SC TOM project will then roll out the re-designed capabilities across London to provide the city with full coverage of specialist crime asset to better disrupt serious, violent and organised crime.
- 2.5. Specialist crime tasking & co-ordination is essential to deliver the new SC TOM, which will be achieved through an enhanced SCTaC. The TOM will also enhance the integration to the new Territorial Policing Model; Basic Command Units (BCUs) by not only aligning better geographically, but also ensuring specialist crime resource will be available to support local policing.
- 2.6. The adoption of the MoRiLE (Management of Risk in Law Enforcement) risk prioritisation model will improve prioritisation of specialist crime operations and strengthen collaboration with national and regional partners. MoRiLE is currently being used in the MPS, NCA and Regional Organised Crime Units (ROCs), was used to create the MPS Control Strategy 2018-2021 and HMICFRS recognised the benefits of this in the latest Peel Effectiveness Inspection 2017. MoRiLE also complements the THRIVE+ model and does not replace it: whilst THRIVE+ should be used to evaluate the course of action for immediate deployments, MoRiLE is a scoring mechanism for evaluating intelligence and comparing the priority and impact of operations.
- 2.7. Although it has been designed with a long term view to meet emerging crime trends, the SC TOM is also seen by senior MPS officers as a better model to address the recent spike in violent crimes, and it extends the MPS response from a largely remit based structure (i.e. based on crime types) to one that can flex across numerous capabilities to effectively tackle organised crime groups and the poly-criminality they present with.

3. Financial Comments

- 3.1. The capital cost of these proposals is estimated at £543,000. This will be funded from the existing MOPAC approved capital programme.
- 3.2. The one-off revenue cost of the projects is estimated at £1,717,000. This will be funded from the MPS Major Change Fund.

4. Legal Comments

- 4.1. There are no reported legal implications arising from the proposals in this paper.
- 4.2. The DMPC is asked to approve these proposals based on the MOPAC Scheme of Consent and Delegation, para 4.8 for DMPC to approve "Business cases for revenue or capital expenditure of £500,000 and above."

5. GDPR and Data Privacy

- 5.1. The project has undertaken an initial Data Protection Impact Assessment (DPIA). No privacy issues have been identified to date, but the DPIA will continue throughout the life of the project.

6. Equality Comments

- 6.1. Appendix 1 sets out the equality and diversity implications. Further work is scheduled as the projects develop. Currently, no circumstances resulting from the project changes have been identified that would impact individuals or community groups external to the MPS.
- 6.2. MPS officers/staff may be affected by physical moves and/or changing shift patterns. As the impact of the changes becomes clear for individuals these will be considered further.

7. Background/supporting papers

- 7.1. MPS Paper Appendix 1

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.

If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

If yes, for what reason:

Until what date:

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **Part 2** form – YES

ORIGINATING OFFICER DECLARATION

	<i>Tick to confirm statement (✓)</i>
Financial Advice: The Strategic Finance and Resource Management Team has been consulted on this proposal.	✓
Legal Advice: The MPS legal team has been consulted on the proposal.	✓
Equalities Advice: Equality and diversity issues are covered in the body of the report.	✓
GDPR and Data Privacy GDPR compliance issues are covered in the body of the report. A DPIA will continue to be completed as the project develops.	✓
Head of Unit: The MOPAC CFO has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓

OFFICER APPROVAL**Chief Executive Officer**

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature

R. Lawrence

Date

24/10/18



Specialist Crime Target Operating Model and Specialist Crime Tasking and Co-ordination Centre Outline Business Cases

MOPAC Investment Advisory Board 27/09/2018

Report by DAC Duncan Ball on behalf of the Deputy Commissioner

Part 1 – This section of the report will be published by MOPAC. It is classified as OFFICIAL – PUBLIC

EXECUTIVE SUMMARY

This document provides detail on two projects; (i) Specialist Crime Target Operating Model (SC TOM) and (ii) Specialist Crime Tasking and Co-ordination Centre (SCTaC) Pathfinder. Although each project has its own business case, a joint Part 1 cover note has been created due to the significant interdependencies between the two projects.

The SC TOM will deliver a new operating model to transform MPS specialist crime capabilities to a more modern, effective and efficient service. A key enabler to achieve this will be delivered via the new SCTaC, which will provide the MPS with enhanced asset and resource management capabilities.

A decision is required by PIB/IAB to endorse the new operating models and to approve funding to allow the designs to be implemented.

The SC TOM OBC builds on the design option that was endorsed by PIB upon approval of the SC TOM Strategic Outline Case (SOC) in August 2017. Along with the SCTaC OBC, It also aligns to the designs that were presented to PIB and IAB in July 2018 as part of the Programme 4 presentation.

Recommendations

The MPS Portfolio & Investment Board (PIB) is asked to:

Specialist Crime Tasking & Coordination Centre Outline Business Case

- 1. Approve the creation and implementation of a Specialist Crime Tasking and Co-ordination Centre Pathfinder with the following:**
 - a. a mandate to assess, prioritise, review and task Specialist Crime assets and operations
 - b. an initial staffing profile of 10 FTE sourced from Specialist Crime units, supported by an aligned 2 FTE from Met Intelligence
- 2. Approve funding of £0.025m (£0.00m Capital, £0.025m Revenue) to implement the Specialist Crime Tasking and Co-ordination Centre Pathfinder from the Major Change Fund**
- 3. Approve the use of the nationally recognised MoRiLE (Management of Risk in Law Enforcement) methodology for the assessment and tasking of intelligence to specialist crime.**

Specialist Crime Target Operating Model Outline Business Case

4. Agree implementation of Option 3; immediate virtual implementation of the SC Hubs followed by full Capability Centric Mobilisation.
5. Agree funding envelope of £2.235m (£0.543m Capital, £1.692m Revenue) for the full implementation of the SC TOM, to be drawn from Programme 4 Capital Plan allocation and the major Change Fund respectively.

If supported by the MPS Portfolio & Investment Board, the Deputy Mayor for Policing and Crime, via the Investment Advisory Board (IAB), is asked to:

Specialist Crime Tasking & Coordination Centre Outline Business Case

1. Approve the creation and implementation of a Specialist Crime Tasking and Co-ordination Centre Pathfinder with the following:
 - a. a mandate to assess, prioritise, review and task Specialist Crime assets and operations
 - b. an initial staffing profile of 10 FTE sourced from Specialist Crime units, supported by an aligned 2 FTE from Met Intelligence
2. Approve funding of £0.025m (£0.00m Capital, £0.025m Revenue) to implement the Specialist Crime Tasking and Co-ordination Centre Pathfinder from the Major Change Fund
3. Approve the use of the nationally recognised MoRiLE (Management of Risk in Law Enforcement) methodology for the assessment and tasking of intelligence to specialist crime.

Specialist Crime Target Operating Model Outline Business Case

4. Agree implementation of Option 3; immediate virtual implementation of the SC Hubs followed by full Capability Centric Mobilisation.
5. Agree funding envelope of £2.235m (£0.543m Capital, £1.692m Revenue) for the full implementation of the SC TOM, to be drawn from Programme 4 Capital Plan allocation and the major Change Fund respectively.

Time sensitivity

A decision is required from the Deputy Mayor by 11/10/2018. This is because the new specialist crime operating model and tasking & co-ordination centre are required to mitigate current operational pressures.

Introduction and background

1. This document provides detail on two projects; (i) Specialist Crime Target Operating Model (SC TOM) and (ii) Specialist Crime Tasking and Co-ordination Centre (SCTaC) Pathfinder. Although each project has its own business case, a joint Part 1 cover note has been created due to the significant interdependencies between the two projects.
2. Both projects have undertaken an extensive design period with the support of Target Operating Model experts to assist with the design of a new operating model that will transform the Metropolitan Police Service (MPS) Specialist Crime Policing Command into a more modern, effective and efficient organisation.

3. The SC TOM project will deliver a new target operating model for the Specialist Crime & Operations (SC&O) command by reviewing the key aspects involved in delivering specialist crime services, including; people, processes, technology and crime trends. The new model will ensure the MPS can align specialist crime resource against MPS priorities, flex to emerging crime threats and maximise efficiencies to ensure the model is effective, flexible, scalable and affordable. A renewed focus on victim care will also be an integral part of the new model.
4. The preferred implementation option of immediate virtual implementation of the SC Hubs followed by full Capability Centric Mobilisation, involves establishing new governance structures while simultaneously launching the SCTaC pathfinder. After a period of stabilisation, the SC TOM project will then roll out the re-designed capabilities across London to provide the city with full coverage of specialist crime asset to better disrupt serious, violent and organised crime.
5. Transformation of specialist crime tasking & co-ordination is essential to deliver the new SC TOM, which will be achieved through an enhanced SCTaC. Both projects will improve the Metropolitan Police Service (MPS) performance against its Business Plan, as well as better aligning specialist crime resources against Control Strategy priorities.
6. Both projects will also enhance the integration to the new Territorial Policing Model; Basic Command Units (BCUs) by not only aligning better geographically, but also ensuring specialist crime resource will be available to support local policing. Creation of inter-locking local, specialist and national tasking processes will support BCUs to deliver on local priorities, by forming an agreed and clear pathway for BCUs to request specialist crime assets. By tasking against the Control Strategy and local priorities, transformed specialist crime tasking & co-ordination processes will enable the MPS to improve prevention and delivery of its 4P's Plans for tackling serious and organised crime.
7. The SCTaC Pathfinder will run from November 2018 to May 2019 in order to test and embed the new tasking processes, assess the use of MoRiLE, evaluate impact on the effectiveness of specialist crime operations and measure the future operational demand placed on the SCTaC team and Met Intelligence. A Full Business Case will then be presented to the Portfolio Investment Board (PIB) to seek approval to launch the full operating capability for SCTaC. It is crucial that the SCTaC is delivered in a timely manner before the SC TOM is launched.
8. Adoption of the MoRiLE (Management of Risk in Law Enforcement) risk prioritisation model will improve prioritisation of specialist crime operations and strengthen collaboration with national and regional partners. MoRiLE is currently being used in the MPS, NCA and Regional Organised Crime Units (ROCU), was used to create the MPS Control Strategy 2018-2021 and HMICFRS recognised the benefits of this in the latest Peel Effectiveness Inspection 2017. MoRiLE also complements the THRIVE+ model and does not replace it: whilst THRIVE+ should be used to evaluate the course of action for immediate deployments, MoRiLE is a scoring mechanism for evaluating intelligence and comparing the priority and impact of operations.

Issues for consideration

9. There is a requirement for capital funding for the SC TOM of £0.543m in 2019/20, this revised amount is for the preferred option to fund building refurbishment work. The estimated amount is based on current costs which have been estimated prior to either the project having completed detailed blueprints or any feasibility studies being undertaken.
10. The SC TOM also requests revenue funding of £1.692m, this is sought from the Major Change Fund (MCF). This is mainly to fund the extensive office moves which are required to fully implement the SC TOM. This amount could reduce after the feasibility studies have been conducted and the blueprints produced. As any moves which are identified and falling within the current Estates strategy will be funded from that source and therefore additional revenue funding would not be required.
11. Implementation of the new MPS Specialist Crime Target Operating Model is dependent on the launch of a specialist crime tasking & co-ordination centre with an initial operating capability. The Specialist Crime Target Operating Model will create the revised specialist crime teams and

capabilities but the MPS needs to transform how these assets are tasked and co-ordinated to deliver the benefits of this new operating model.

12. The new SC TOM has been designed to deliver specialist policing services in a more flexible manner over an enduring period of time. Although it has been designed with a long term view to meet emerging crime trends, it is also seen by senior MPS officers as a better model to address the recent spike in violent crimes.
13. The MPS Control Strategy identifies the key threats for London and the MPS Business Plan expands on the Met's plans to tackle these issues. Drugs is one of key cross cutting themes and requires special mention given the fact that production of some class A drugs, including Cocaine and Heroin has surged since 2012 and this has seen the purity of street cocaine increase. Drugs clearly plays a role in generating serious violent crime and the new MPS Specialist Crime Model is one step towards implementing a structure that enables effective working across local and specialist units as well as external partners to tackle drug criminality and associated violence.
14. Drugs as a cross cutting theme impacts on safeguarding, harm, tactical operations (Trident) and local policing and work needs to be coordinated and aligned to a long-term vision and aim.
15. The majority of organised crime groups known for violence are involved in drug distribution. Most notably an even higher proportion of these groups are also involved in other serious criminal activity that leads to financial gain. The law enforcement response must be multi-faceted to address supply and demand as well as associated criminality in partnership with a range of stakeholders.
16. The new Specialist Crime model is capability based for this precise reason, it extends the MPS response from a largely remit based structure to one that can flex across numerous capabilities to effectively tackle organised crime groups and the poly-criminality they present with.
17. The new model will complement the operational capabilities already established and having an impact in this area, notably the Specialist Crime Tasking and Coordination Centre (SCTaC), Violent Crime Task Force, Lambeth Rapid Drugs Laboratory and collaborative working with the National Crime Agency through the National County Lines Co-ordination Centre. These elements further complement the Specialist Crime Model and ensure that we maintain operational focus on the highest priority cases. And in doing so help tackle the problems that drugs cause across London

Contributes to the MOPAC Police & Crime Plan 2017-2021¹

18. The specialist crime operating model and tasking & co-ordination centre has put a number of MPS priorities at the heart of the design, with a particular focus on contributing to the Priorities and Commitments in the MOPAC Police & Crime Plan:
 - a. A better Criminal Justice system for London – innovate and test new system approaches to tackling persistent offenders.
 - b. Keeping children & young people safe – work with the MPS to identify crime hotspots across the capital identifying where young Londoners are least safe, produce and implement a new knife crime strategy for London, work with local authorities to build good practice to tackle gangs at a local level, review the MPS' approaches to gang crime, work to protect young Londoners from becoming offenders
 - c. Tackling Violence against Women and Girls – ensure the MPS understand who the highest risk perpetrators are
19. The specialist crime operating model and tasking & co-ordination centre will also deliver significant improvements in a number of areas set out in the latest HMICFRS PEEL Inspections:
 - a. The force should improve its understanding of the impact of its activity on serious and organised crime across the four Ps (pursue, prevent, protect and prepare), and ensure that it learns from experience to maximise the force's disruptive effect on this activity.

¹ [Police and crime plan: a safer city for all Londoners | London City Hall](#)

- b. The force should routinely evaluate and share effective practice, both internally and with partner organisations, continually to improve its approach to the prevention of crime and anti-social behaviour

Financial, Commercial and Procurement Comments

20. The SCTaC Pathfinder requires revenue of £0.025m to reach initial operating capability where it can commence with the enhanced tasking and coordination of specialist crime resource. This will be drawn from the major change fund.
21. The SC TOM project requires funding of £2.235m (£0.543m Capital, £1.692m Revenue) for the full implementation of the SC TOM, to be drawn from the major change fund.
22. No new procurement contracts are required as use of existing contracts can be used where necessary.

Legal Comments

23. MPS Directorate of Legal Services (DLS) have been consulted as part of the assurance process and no concerns have been raised to date. Key stakeholders, including DLS will be engaged throughout the project and prior to the implementation of any change.

Equality Comments

24. Since the inception of the two projects, an Equalities Impact Assessment (EIA) has been maintained with the support and guidance from the Strategy Diversity & Inclusion team. This will be an ongoing activity throughout the life of the project.
25. New working locations and shift patterns may have some impact on the protective characteristics of some police officers and staff. Police buildings generally have sufficient facilities to accommodate all officers and staff but once it is known where each individual will be working as part of the new estate footprint, exact requirements can be identified to ensure all building will be fit for purpose.
26. Impact to individuals and communities outside the MPS continues to be assessed. Currently, no circumstances resulting from the project changes have been identified that would impact these groups.

Privacy Comments

27. With support from the Information Rights Unit, the project has undertaken an initial Data Protection Impact Assessment (DPIA). No privacy issues have been identified to date, but the DPIA will continue throughout the life of the project.
28. The MPS is subject to the requirements and conditions placed on it as a 'State' body to comply with the European Convention of Human Rights and the Data Protection Act (DPA) 2018. Both legislative requirements place an obligation on the MPS to process personal data fairly and lawfully in order to safeguard the rights and freedoms of individuals.
29. Under Article 35 of the General Data Protection Regulation (GDPR) and Section 57 of the DPA 2018, Data Protection Impact Assessments (DPIA) become mandatory for organisations with technologies and processes that are likely to result in a high risk to the rights of the data subjects.
30. DPIAs are part of a privacy by design approach. It will allow the MPS to find and fix problems at the early stages of any project, which might otherwise accompany a breach of data protection laws and regulations.
31. DPIAs also support the accountability principle, as they will ensure the MPS complies with the requirements of GDPR and demonstrate that appropriate measures have been taken to ensure compliance.

Real Estate Implications

32. The future specialist crime estate footprint is compatible with the MPS/MOPAC Estate Transformation Strategy as approved as part of the overall Police and Crime Plan.
33. Specialist Crime resources will be working from a reduced number of estates, which allow teams to be better colocated and to better align to the BCU estate footprint. The working locations will provide every corner of London with specialist crime capabilities, allowing for a more effective and efficient service to be delivered.
34. Detailed information on where teams are located is contained in the restricted section of the report.

Environmental Implications

35. No environmental implications have been identified at this stage.

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Part 2 – This section refers to the details of the Part 2 business case which is NOT SUITABLE for MOPAC Publication.

The Government Security Classification marking for Part 2 is: OFFICIAL-SENSITIVE [OPERATIONAL]

Part 2 is exempt under Sections 31 (Law Enforcement) Section 40 (Personal Data) and section 23 (security bodies) of the Freedom of Information Act.

Part 2 of the SC TOM OBC and the SCTaC Pathfinder OBC are exempt from publication for the following reasons:

- Information regarding weaknesses in existing performance and risk management
- Information regarding operational decision making methods
- Information regarding how the MPS seeks to work with specific law enforcement partners

Any request for information under FoIA would need to be assessed on a case by case basis, no matter what or when the original decision was made, as the circumstances may have changed. The confidentiality of part 2 should be reviewed after ten years. No disclosure of part 2 is permitted without consultation from the MPS.