

REQUEST FOR DMPC DECISION – PCD 72**Title: Strengthening Local Policing****Executive Summary:**

This paper is recommending the Deputy Mayor of Policing and Crime (DMPC) endorse the approach being proposed by the Strengthening Local Policing (SLP) Programme and the investment required for Tranche 1 from the Major Change Reserve at a cost of £730,000. The Tranche 1 of the programme includes: Testing, Consultation and Quick Wins. The Programme is scheduled to operate in 4 tranches, with the full implementation taking place by March 2018.

Recommendation:

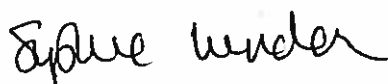
That the Deputy Mayor of Policing and Crime (DMPC);

- 1) endorse the approach being proposed by the SLP Programme;
- 2) approve a spend of £730,000 to undertake Tranche 1 of the programme.

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**Date**

05/10/2016

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

Decision required – supporting report

1. Introduction and background

- 1.1. The vision is that by March 2018 local policing will be delivered in a way that is more personal and responsive to the needs of London, helping to tackle crime and disorder more effectively.
- 1.2. The objectives of the SLP programme are improved quality of service; improved decision making; increasing job satisfaction and the confidence of staff in the services and increased efficiency and productivity.
- 1.3. The SLP programme is intended to deliver improvements in key areas of revitalising Neighbourhood Policing by providing a total of 1,700 dedicated and ring-fenced neighbourhood officers, Protecting Vulnerable People by increasing resources with a 488 post uplift to tackle risks around the most vulnerable at a more local level by integrating teams, strengthening the Response service by deploying the right resources that are closest to the caller, irrespective of geographic boundaries, and Creating Local Investigation teams which will be able to concentrate on the most serious and complex crimes. Further detail is set out in the Appendix.

2. Issues for consideration

- 2.1. Key principles to be adopted during testing includes; agreement from local authorities willing to engage in testing; tests are intended to build the evidence base to support the proposals; confidence building across London is required; tests will be fully reversible in the event that it is not to go ahead with London-wide implementation therefore Boroughs that agree to engage in the test will not be committing to something indefinitely and a joint governance approach is proposed.
- 2.2. There are a number of risk associated with this programme, they include
 - Operational service might be impacted by the changes during transition or following implementation
 - Inability to upskill officers to undertake the roles needed in the local policing model
 - Enabling services unable to deliver in time for the SLP programme
 - Risk that all of the elements of change within the portfolio are not brought together and aligned which could impact on effectiveness of delivery and key transformational technology not being in place.
 - Ineffective communication and engagement with staff about the changes
 - Consultation with external stakeholders might take longer and more challenging than planned.
- 2.3. The proposed costs are to cover additional roles in programme management in relation to communications, benefits, risk, and project management, consultancy support, and IT requirements.

3. Financial Comments

- 3.1. The £730,000 required for Tranche 1 will be funded from the Major Change Fund.

4. Legal Comments

4.1. There are no legal implications in approving this paper

4.2. In accordance with the MOPAC Scheme of Consent and Delegation, approval is required by the Deputy Mayor for Policing and Crime for all business cases for revenue or capital expenditure of £500,000 and above.

5. Equality Comments

5.1. There are no direct equality issues arising from this proposal.

6. Background/supporting papers

6.1. 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

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

If yes, for what reason: Commercial Sensitivity

ORIGINATING OFFICER DECLARATION:

	<i>Tick to confirm statement (✓)</i>
Head of Unit: The Head of Strategic Finance and Resource Management has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓
Legal Advice: The MPS legal team has been consulted on the proposal.	✓
Financial Advice: The Strategic Finance and Resource Management Team has been consulted on this proposal.	✓
Equalities Advice: There are no direct equality issues arising from this proposal.	✓

OFFICER APPROVAL**(Acting) 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 05/10/2016.

The Strengthening Local Policing Programme Strategic Outline Case: Summary

IAB 22 September 2016

Report by DAC Simmons on behalf of the Deputy Commissioner

EXECUTIVE SUMMARY

The Strengthening Local Policing Programme has submitted a number of papers to the MPS Management Board (MB) over the last 12 months that have developed our thinking on the direction of the SLP Programme. This includes an Outline Business Case (OBC) originally submitted to MB in Sept 2015 which covered the functional leadership model for local policing and BCU configuration. The internal and external environment affecting the Programme has developed over the last few months, with the new Mayor and Deputy Mayor in place; ; the MPS Change Portfolio developing in maturity; and the MPS having clarity on our financial envelope in this Comprehensive Spending Review (CSR) period. As such a revised business case submission is required. This revision commenced with the approval of the Programme's mandate initially taken to PIB in May 2016 and then updated in July 2016. A SOC was subsequently submitted to PIB in August 2016 where it was approved. The programme would expect to submit an OBC in spring 2017 and an FBC in summer 2017. For the latter, we will require a final decision on the BCU proposals, including configuration and implementation, based on completion of the programme testing and other work conducted to date. The SLP programme is intended to deliver improvements in key areas:

- Revitalising **Neighbourhood Policing** to meet community and partner expectations and maintain community confidence
- Providing London's **young people** with greater protection through investing substantially more officers in working full time with young people in schools and other institutions.
- **Protecting vulnerable people** particularly in relation to domestic abuse, sexual offences, child protection, mental health and hate crime.

The Programme is currently in Tranche 1 (Initial testing & quick wins). This includes:

- **Testing:** We will test various aspects of the design in different Boroughs to understand if they deliver the benefits we envisage and to learn about the practicalities of making the proposed changes
- **Consultation:** We will initiate internal and external consultation on the proposed leadership model for local policing
- **Quick Wins:** We will implement some quick wins that also help to prepare for any future model. This will include implementing the initial uplift in DWOs as announced by the Mayor on 21st July 2016.

The Programme is scheduled to operate in 4 tranches, with the full MPS implementation taking place by March 2018.

This paper is seeking approval for the next step approach and investment requirements.

A. RECOMMENDATIONS - That

1. Endorsement of the approach being proposed by the Programme and the investment required, as described below.

B. SUPPORTING INFORMATION

Not Protectively Marked

1. Our vision is that by March 2018 we will deliver local policing in a way that is more personal and responsive to the needs of London, helping to tackle crime and disorder more effectively. The objectives of the SLP programme are:

- Improved quality of service – driving increased confidence in local policing and public satisfaction
- Improved decision making – driving continuing reduction in crime and increasing our ability to bring offenders to justice
- To make better use of our people – increasing job satisfaction and the confidence of our own staff in the services we provide
- Increased efficiency and productivity – making savings that will enable reinvestment back into local policing and / or other MPS priorities

We will need to organise our senior managers around a smaller number of units (BCUs) enabling us to deliver services across larger geographic areas with a focus on improving quality, standards, and efficiency.

The Strengthening Local Policing programme fits within the MPS OMM 2020 Portfolio objectives and outcomes. It will deliver or help to deliver a number of elements within the OMM Capability Roadmap, including:

- Clearly define the concept and required policy changes to enable working across larger geographical boundaries
- Deliver flexible front line policing and frontline support services across larger geographic boundaries, utilising integrated, multi-disciplined, co-located officers / staff teams
- Deliver multiple services at the same time, such as response and forensics, to enable a 'right first time' approach
- Deliver frontline and frontline support services with fewer police staff and officers, reduced overtime and non-pay budgets
- Manage public vulnerability through a single framework supported by improved information sharing practices with partners

Our programme benefits are as follows:

Table 1: Programme objectives and envisaged benefits

SLP Programme Objective	Benefits
1 Improved quality of service - driving increased confidence in local policing and victim satisfaction	• Increase in public confidence and in visibility of officers • More coordinated, joined up PVP service • Able to meet I and S call performance targets
2 Improved decision making - driving continuing reduction in crime and increasing our ability to bring offenders to justice	• Decisions taken closer to the front line • Improved processes • Larger, more flexible units
3 Make better use of our people - increasing job satisfaction and the confidence of our own staff in the services we provide	• Improved employee engagement • Standard roles and responsibilities • Similar demands / workloads across London
4 Increased efficiency and productivity - savings that will enable reinvestment back into local policing or other MPS priorities	• Reduced Pay Costs in TP • A model more suited to deal with changing demand • Supporting MPS reduction in enabling services
5 Supporting the further transformation of local policing	• More consistent operating practices and structures • A future way of working aligned to developments in technology led programmes • Leadership with skills and capability to manage change

2. Policing demands are changing, in addition, the MPS still faces a financial challenge, with a requirement to save approximately £400 million over the next four years. In order to meet these demands we need to change the way we work and adopt new structures in order to make efficiencies in

Not Protectively Marked

other services. We have identified ways to satisfy this. The offer presented by the Strengthening Local Policing programme will provide the following:

- **Neighbourhoods:** We will provide a total of 1700 dedicated and ring-fenced neighbourhood officers. This is starting during tranche 1 with the uplift of 260 Dedicated Ward Officers (DWOs) as announced by the Mayor on 21st July 2016. We will also have 600 officers working directly with young people in wards, specific schools, youth establishments; focusing on engagement, activating communities and tackling local problems. They will be supported by 240 officers dedicated to prevention / partnership and providing expertise on specialist topics
- **Protecting Vulnerable People (PVP):** We want to tackle risks around the most vulnerable at a more local level by integrating teams within each BCU - joining up our response to familial violence, sexual offending and child abuse. The majority of PVP services will be managed within the BCU but high risk issues which will remain centrally delivered by specialist teams. A new local single point of access policy for partners will be implemented, identifying those most at risk of harm at the earliest opportunity and improving consistency and professionalism. In the light of increasing demand we will increase resources in this area with a 488 post uplift.
- **Response:** We want to strengthen our Response service by deploying the right resources that are closest to the caller, irrespective of geographic boundaries. We also want, wherever possible, for the officer who first deals with the crime or incident to be the officer who owns and deals with it, end to end, reducing "hand offs" in our organisation. Where crimes are serious, we intend to deploy more specialist investigators as early as possible. Response teams will also deal with general policing demands (everything from public order to hospital guards).
- **Local Investigation:** We want local investigation teams to be able to concentrate on the most serious and complex crimes. We want them to be able to do this both in terms of reactive investigation but also through higher quality local proactive policing. This would, in particular, strengthen local capability to tackle gangs, hand in glove with specialist central teams.

3. We want to test the proposals described above. They involve substantial organisational change – not just in terms of the structures. This will enable us to be more efficient and therefore allow us to invest more staff as Ward Officers, Youth Officers and in protecting vulnerable people, but also in cultural change for our staff in how they operate.

We have agreed with the DMPC some key principles that we propose to adopt in testing.

- Testing needs to be a partnership and not something we impose. We therefore are looking for sufficient agreement from local authorities who are willing to engage in testing with us.
- The tests are intended to build the evidence base to support the proposals. Clearly we have confidence that we are taking the right approach, but recognise that we ideally need to build confidence across London in the substantial changes we are proposing. At the conclusion of the test we anticipate there would be a decision from MOPAC as to whether to support implementation across London.
- The tests will be fully reversible in the event that the decision is not to go ahead with London-wide implementation. Boroughs that agree to engage in the test with us will not therefore be committing to something indefinitely.
- The governance of the tests would be joint. We propose a structure of an oversight board supported by a steering group. We would like the oversight board to be jointly chaired by a DAC and a Leader or Chief Executive, and the steering group to be jointly chaired by a Commander and senior local authority representative. This means that there will be full transparency in decision making, evaluation and all aspects of governance of the tests.
- The tests will be evaluated both in relation to service delivery for the overall BCU and for individual boroughs engaged in the test so that boroughs involved are able to assess the full impact. We would agree evaluation criteria in consultation with the local authorities engaged with us.

Not Protectively Marked

We want to test in two locations – one across three boroughs in outer London, and one across two inner boroughs. This gives us the most robust test in terms of the different operating environments in London. We have made preliminary approaches to those boroughs that we would like to test on, but significant further engagement is needed to meet the principles set out above.

4. Considering the scale of change being proposed by the programme and the amount of stakeholders who will be impacted, we feel it is important to consult widely and openly on the potential future model, and to communicate progress and decisions in a timely manner. Good communication and engagement will be key to changing behaviours / mindsets and getting staff on board to be part of making the changes work. We have developed a comprehensive plan to deliver robust and comprehensive external and internal engagement and communication.

At an early stage we will set up the governance structure for the BCU full concept test(s), including delivery boards and steering groups with full involvement of local authority partners.

5. The current high level Programme plan is shown below. Please note that this is the current view but is dependent on the timing of some critical decisions at the conclusion of the testing phase.

Jul 16	Aug 16	Sep 16	Oct 16	Nov 16	Dec 16	Jan 17	Feb 17	Mar 17	Apr 17	May 17	Jun 17	Jul 17	Aug 17	Sep 17	Oct 17	Nov 17	Dec 17	Jan 18	Feb 18	Mar 18	Apr 18	May 18	Jun 18	Jul 18	Aug 18	Sep 18	Oct 18	Nov 18	Dec 18	Jan 19	Feb 19	Mar 19	Apr 19	May 19	Jun 19	Jul 19	Aug 19	Sep 19	Oct 19	Nov 19	Dec 19	Jan 20	Feb 20	Mar 20
Tranche 1						Tranche 2						Tranche 3						Tranche 4																										
SOC Submission to PIB						Go Live for BCU concept test						OBC Submission to PIB						FBC Submission to PIB						Go Live for Full Implementation						Full benefits realised														
Tranche 1 Overview						Tranche 2 Overview						Tranche 3 Overview						Tranche 4 Overview																										
Initial testing & Quick Wins						Pilot(s) and preparation for implementation						Full implementation						Further consolidation and improvements																										
July 2016 – December 2016						January 2017 – August 2017						September 2017 – March 2018						April 2018 – March 2020																										
This phase will enable us to - Commence preparatory work for the full BCU concept test - Implement initial testing in MidInvestigation, PVP and leadership on a single borough each - Implement early change opportunity in Neighbourhoods – an extra 260 DWOs in place dedicated to wards - Engage / consult with stakeholders on the proposed medium / longer term changes being proposed, including alignment with the developing Police & Crime Plan						This phase will enable us to - Complete BCU concept tests ongoing and bring to a conclusion - Conduct a full evaluation of the testing conducted and update designs as required - Undertake all of the preparation work that is required to implement the SLP changes from September 2017, for instance preparing for staff moves, building locations, new processes / ways of working - Complete business case writing processes - Undertake a series of changes that require little preparation work, but are dependent on testing being conducted in tranche 1 and a final decision on configuration of Boroughs. This will include selection of BCU Commanders and BCU Commanders starting to drive consistency across the new BCUs sitting above the existing Borough structure						This phase will enable us to - Implement major SLP Programme changes across Neighbourhoods, Response, Investigations and PVP, including changes required in Estates, IT and other enabling functions - Start to deliver the core benefits of the Programme, freeing up posts that can be re-invested into other parts of the organisation - Response will now work across borders - Local Investigations will support Response with taking on volume PIPL1 crime investigation - PVP services in TP and SC&O17 will join into a new PVP service						This phase will enable us to - Continue to build on the new model, realising further benefits once some of the new changes are bedded in (e.g. efficiencies of investigations, demand shift away from Response due to TRU taking more demand) - Local Investigations will improve the quality of investigations and be able to release staff once Response handling all PIPL1 effectively - PVP will develop teams to be multi-functional providing a more effective overall service																										

Equality and Diversity Impact (mandatory)

There are no Equality and Diversity implications in approving this paper however, given the potential scope and the breath of changes to the organisation as a result of rolling out this programme of work, Strategic Diversity & Inclusion recommend that Equality Impact Assessments are conducted on the discrete projects themselves, including testing. They have advised there are potentially many Equality and Inclusion impacts on these proposed changes and therefore the Programme will ensure the necessary assessments are carried out.

Financial Implications / Value for Money (mandatory)

Table 4: MPS Change Funding required for tranche 1

Area	Funding required
Programme resources	£307,946
Resource contingency / consultancy support / IT contingency	£100,000
IT Supplier costs	£320,000
Total	£727,946

This covers:

- Resource costs – Programme resources requested to fill key Programme and Project roles such as Comms & Engagement lead, Risk Manager, Benefits Manager, and Project Managers. The Programme is looking to fill 12 posts with roles starting in August 2016
- Resource contingency / consultancy support / IT contingency - This could be used for (a) additional internal core Programme resources on top of those above; (b) consultancy support if required to supplement the Programme core resources during tranche 1, for instance for business case, benefits management or stakeholder & comms support, or (c) for extra IT costs if the supplier proposals for work cost more than currently estimated: £100,000
- IT Supplier costs – to start an IT project and have team from Atos and other IT Suppliers in place responding to set requirements. This will involve some small changes during testing and continuing to develop the IT requirements for the later tranches of the Programme: £320,00

Legal Implications (mandatory)

There are no legal implications in approving this paper

Risk (including Health and Safety) Implications (mandatory)

The main risks to the Programme are:

- Operational delivery - There is a risk that operational service is impacted by the changes during transition or following implementation
- Upskilling - There is a risk that we are not able to upskill our officers to undertake the roles we need in the local policing model
- TP Fleet requirements - There is a risk that MPS decisions on Fleet impact on the ability of the Programme to deliver and the effectiveness of any future model. A recent MPS decision (arising from required budget reductions in Fleet) has tasked TP with a reduction of 135 vehicles (out of 400 required across the MPS) - future requirements for the SLP Programme have not yet been defined but with fewer buildings and requiring officers to be more mobile, a reduction in fleet is not seen as beneficial to the future model
- Enablers - There is a risk that enabling services such as Digital Policing, PSD, Fleet and HR are unable to deliver in time for the Programme
- Ineffective portfolio delivery / alignment - There is a risk that all of the elements of change within the portfolio are not brought together and aligned which could impact on effectiveness of delivery and key transformational technology not being in place
- Ineffective internal communications and engagement activity - There is a risk that we do not effectively communicate and engage with our staff about the changes and get them involved

Not Protectively Marked

- **Reputation** - There is a risk that we fail to deliver the new operation or degrade operational performance therefore damaging reputation.
- **Political pressure** - There is a risk that we receive significant political pressure about moving away from a Borough based model e.g. from Local Authorities, MPs
- **Ineffective partnership / stakeholder communication** - There is a risk that consultation with external stakeholders takes longer and is more challenging than planned. There is also a risk that partners do not believe we are truly consulting and engaging with them on the future model, if they hear of Boroughs implementing changes already which appear to be in line with the future model (Boroughs are making various changes which could be in conflict with or supportive of the future model, but we are not managing this or the messaging around this).

Real Estate and Environmental Implications (if relevant to the subject)

The programme continues to work in collaboration with PSD to monitor the impact of the hypothetical portfolio work in this space is ongoing and a update on the impacts and dependencies will be taken to the MPS Management Board in due course.