

STRATEGIC POLICING AND CRIME BOARD 3 November 2015

INNOVATION AND INTEGRATION PARTNERSHIP

1. Introduction

The West Midlands Police and Crime Commissioner entered into a Strategic Innovation and Integration Partnership with Accenture Limited in July 2014. The five year partnership was developed to modernise West Midlands Police to ensure it could offer modern and effective services in the period up to and beyond 2020 despite anticipated reductions in its budget.

This paper reviews the operation of the partnership to date, current outcomes of the shared change programme and the external validation of the programme.

2. The current programme position

At the inception of the contract Accenture Limited were contracted to deliver a current operating model assessment and to work with the Commissioner, the Force, partners and the public to deliver a future blueprint for policing in 2020. This Target Operating Model included a target model for ICT, culture, services, as well as setting a clear future operating philosophy based on four pillars:

- Designed to listen and reassure.
- Geared to prevention
- Responding at pace
- Ready to learn and adapt.

These pillars signalled a Force with a refreshed approach to working with the public, a stronger prevention focus, rises in productivity for reactive policing and a focus on evidence based practice. The blue print was agreed by the Commissioner and the Strategic Board in March 2015.

The blue print of 2020 is to be secured by a high level programme of change across the five years which was agreed by the Commissioner. A more detailed two year programme was developed based upon a series of outline business cases. These business cases will be between October and November. Each case is subject to individual approval and the Commissioner and the Chief Constable will have a full choice whether to accept or reject these cases and a full range of options for procurement ranging from execution by the force, Accenture or a full tender.

The current status of business cases and live programmes are at Appendix A. Under the contractual governance and within the scheme of governance of the Commissioner and the Chief Constable the Organisational Change programme is managing each of these cases.

The following elements of the programme are worthy of note:

A	ICT Transformation	The ICT transformation project was a direct result of the need to upgraded the ICT function to ensure modern capabilities and roles were in place for the WMP 2020 programme based upon a maturity assessment. The new ICT and Digital Department went live on 5 th October, processes and governance structure are now in place and working independently.
		As part of the IIP responsibilities skills transfer for new functions was completed with to embed the new processes and governance structures.
		To support continuous improvement a range of approximately 60 key performance indicators have been introduced. These will be reported back through the established governance structure on a monthly basis. The project has now been closed and work order completed.
В	Mobility.	The mobility project has now been launched across 2 areas of the force. There are 3 types of mobile devices currently being piloted and feedback is being fed back to the project team; early feedback is positive. The first application (Mobile Incident Update) is also being tested and being updated iteratively. Screenshots are attached in appendix B.
		WMP Mobile Policies, Procedures and Guideline documentation has been completed and circulated to the pilot users with their device. The detailed business case will be completed and presented to OCB in December 2015.
С	Body worn Video (BWV)	A pilot of BWV has been on-going within the force across two locations. The detailed business case has been approved at OCB for a total cost of £1,388,000 to move from pilot to broader implementation to 300 response officers. This is a Police Innovation Fund (PIF) bid supported by Home Office (HO) funding (HO-£468,000; WMP-£920,000); the business case includes the procurement of devices, peripheral equipment, evidence-handling software, computing platform as well as storage space (cost for year 1 cloud data storage solution) and maintenance.
		A shared-device model has been identified as the most

		appropriate option due to best value for money and
		operational effectiveness achieved for Officers
		The roll-out approach will include planned decision stage gates prior to the commencement of each phase. The key benefits identified as part of the business case are: a reduction in complaints; anticipated increase in guilty pleas; and a speedier resolution of on-street encounters.
D	New Ways of Working (NWoW)	NWoW is classified as an in-flight programme of work commissioned as part of the original programme of work. The NWoW vision is to 'increase choice in the way we engage with our people, assets, infrastructure and technology, to provide services in flexible and effective ways that meet the needs of customers and stakeholders'. There are 4 projects which sit under the NWOW Programme; Birmingham Control Infrastructure - The refurbishment of
		Birmingham Central Infrastructure - The refurbishment of Lloyd House is progressing well with an expected completion date of autumn 2016. The works will deliver a much improved working environment for officers and staff, whilst achieving more open and flexible floor plans that better meet modern ways of working. This will allow us to comfortably accommodate more staff within the building meaning savings can be achieved by ending city centre building leases.
		ICT Tools and Telephony - The technology project is bringing much of our ICT (Information Communications Technology) up to date and improving our service delivery choices. The new technology will enable us to use our workspace more effectively, improve and speed up communication between teams and individuals, and build a platform to enable a fresh approach to how we do business by allowing users to work remotely where the role is appropriate. This new telephone system roll out will complete in December 2015, testing of new laptops and Skype is on-going.
		People & Culture - The introduction of <u>agile working</u> is an integral part of the programme and work is on-going to ensure staff and officers fully embed new ways of working to maximise their performance as well as get the best out of the new working environment. This strand is being aligned with the development of the People and Leadership business case which is due at OCB later this year.
		Paperlite - This work is virtually complete and has focused on reviewing all our physical records to ensure that we only keep hard paper copies of records that are absolutely necessary; this is essential as storage facilities in the refurbished Lloyd House will be significantly less than what was available pre-

		refurbishment.
E	Custody	Commissioned as part of the original programme, the Modernising Custody Project has a vision to 'improve public confidence through the provision of safe, secure and cost effective custody facilities that will help to speed up the investigation process, bring offenders to justice and support the provision of services aimed at breaking the cycle of re- offending'.
		Work well underway to achieve this vision for custody includes the rationalisation of the existing custody estate to 6 sites across the force and the building of two new 60 cell custody suites in Oldbury and Perry Barr. Alongside this a new custody staffing model is being introduced, custody processes are being redesigned, the current custody software system is being enhanced and works to retained custody suites are planned.
		Work on the new Perry Barr Custody Suite is progressing ahead of the anticipated Spring 2016 opening. However, the contractor also responsible for the Oldbury Custody Suite has incurred further delays pushing opening back into the New Year 2016.
		The new staffing model has been partially introduced and the first set of savings made, with full implementation due as the Perry Barr Custody Suite becomes operational. Both custody process redesign and enhancements to custody software will be in place for the opening of both new custody suites, and works to retained sites will be commissioned and completed in conjunction with the rationalisation of the custody estate.
F	Digital Interview Recording	Digital Interview Recording has now been in use at Bournville Lane for over eight weeks. In this time the system has been significantly used and positively received by both West Midlands Police users as well as our partners such as solicitors and other Police Forces.
		The new digital interview recording system will see a continued roll out of both audio/video and audio digital interview recording equipment being installed in each custody interview room. This will be a phased roll out across the West Midlands Police estate to minimise impact on each area as the new equipment is installed. The next location being moved to the digital solution is Wolverhampton Central Police Station by the end of November 2015.
		Complimenting this in the future will be digital recording in voluntary interview rooms and new Achieving Best Evidence

		(ABE) equipment as well as digital interview mobile devices.
		DIR will replace the current ageing estate of C90 cassette tape machines and Achieving Best Evidence (ABE) equipment. Solicitors and interviewees will be given access to interviews either via a secure internet portal or in some cases where appropriate hard media in the form of CDs or DVDs.
G	Change Tracking	Change Tracking is an Accenture tool that has been used to identify how ready the force is for the changes that will be delivered through WMP2020. It focuses primarily on the experiences of colleagues through previous change programmes and their perceptions of WMP2020.
		In June of this year over 3,000 colleagues completed the Change Tracking survey providing valuable insights that demonstrated how change has and is impacting colleagues across different LPUs/Departments and Ranks/Grades in different ways.
		Following the analysis of the results the WMP2020 Change Team has held feedback sessions with the Command Team and each LPU/Department across to fully understand the results and identify any areas for attention; for example the results have demonstrated (across all areas of the force) that there is a need for focused support for middle and first line managers to ensure that information about the programme is reaching all colleagues so that they understand and feel engaged with the 2020 vision and feel they have a voice in its development.
		A detailed plan is currently being developed (in alignment with the People Framework Project) which will set out how the force will address some of the key challenges it faces to ensure the benefits of WMP2020 can be achieved.

a. Contractual performance.

Robust contractual management arrangements were put in place to ensure the IIP contract. In the early phase of the programme West Midlands Police asked PwC to act as a client side advisor to enhance our contractual management arrangements. This has helped implement robust arrangements to ensure Accenture are effectively scrutinised and value for money is secured. This management is delivered through:

The Organisation Change Board chaired by the Deputy Chief Constable and attended by the West Midlands Police and Crime Commissioners Chief Executive and the Chief Finance Officers of the Commissioner and Chief Constable. The board controls the programme of change and the approval and procurement route for business cases under the contract acting under a delegation from the Commissioner and Chief Constable and within the scheme of governance.

The Organisational Review Forum is chaired by the Chief Constable's Chief Finance Officer and attended by the Commissioner's Chief Finance officer. It controls the costs of the programme and the performance against a series of contractual measures.

As at October 2015, the contract performance measures are broadly in line with expectations and the majority of measures are within agreed tolerances. There are two measures that are currently outside of the tolerance levels ('Standards for answering and responding to requests for service' and 'Increase staff confidence') but plans are in place to address these and recover the performance back within the agreed tolerances by the year end.

Accenture has met the requirements of the contract to date. There has been one contractual improvement notice issued on the contract in April 2015. Accenture took active steps to address these issues and this has resulted in considerable improvements to the operation of the programme.

3. External assessment

There has been a level of external assurance on the contract to date from four sources.

National Audit Office.

In June 2015 the National Audit Office (NAO) completed a thematic report "The Financial Sustainability of Police Forces in England and Wales". The NAO noted West Midlands for its good practice based upon work in the IIP.

The External Auditor.

The joint Audit Findings for West Midlands Police and Crime Commissioner and West Midlands Chief Constable were published for the meeting of the Joint Audit Committee on 24 September 2015 (here: http://westmidlandspcc.gov.uk/media/375759/6a-west-midland-police-2014-15-audit-findings-report.pdf). The Findings include an assessment by the external auditor of the extent to which the Commissioner and the Chief Constable each has proper arrangements in place for securing financial resilience, and challenging how each secures economy, efficiency and effectiveness. The report "assesses the arrangements in place in both organisations in responding to the significant financial challenge and ensuring resources are prioritised appropriately, in order to meet the challenge of reducing budgets whilst, as a minimum, maintaining operational effectiveness in service provision", and examines WMP2020 in order to make this assessment. The summary of findings is as follows:

"Overarching arrangements in place are appropriate and in many cases demonstrate good practice. The financial reality over the medium to long term is well understood and the organisation's response to the fiscal challenge is considered, and of an appropriate scale and ambition. The roadmap supporting the Transformation portfolio is well designed and considered. There is a clear strategic direction, understood by all parties. Programme and project governance structures are, on the whole, appropriate and many of the assumptions in place supporting the strategic medium term financial plan are reasonable and up-to-date. There is a clear Portfolio reporting cycle from programmes, projects and the overall portfolio in monthly, quarterly and annual (financial outturn review) intervals, which is appropriate.

"There is scope for improvement in residual areas. Assumptions in the medium term financial plan should be revisited to take account of recent announcements over likely increased funding cuts, and consideration made as to whether the existing programmes of work remain sufficient to close the fiscal gap. There is also scope to improve the quality of individual project level business cases. Programme governance structures, on the whole, are good, although there is scope to enhance the assurance function of the programme management office (PMO). There is also scope to improve the quality of the reporting format to the programme boards and oversight forums."

The recommendations arising from the external auditors' views have been incorporated into the development of the programme.

Scrutiny and oversight by the West Midlands Police and Crime Panel

The Panel considered reports on the WMP2020 Operating Model and use of reserves at its meeting on 12 October 2015. Panel members asked a number of questions concerning the programme, including consideration of the findings of the external audit. The Panel has not made any recommendations to the Commissioner relating to either report.

Findings from external inspection by HM Inspectorate of Constabulary

HM Inspectorate of Constabulary published the "efficiency" component of its PEEL (Police Efficiency, Effectiveness and Legitimacy) inspection of West Midlands Police on 20 October 2015. The inspection concluded that West Midlands Police is achieving "outstanding" efficiency in keeping people safe and reducing crime. The inspection report considered WMP2020 specifically, and concluded:

"The force has embarked on an impressive change programme, WMP2020, a fiveyear programme to transform how the force intends to deliver policing. The programme includes strong contract management of its commercial partner and careful contingency planning for possible risks. The programme is one of the most ambitious and far-reaching of any police force and, if successful, should place West Midlands among the best police forces in the country. However, implementation of the individual projects is only just beginning and it is too early to judge the programme's success and whether the ambition can be realised."

4. Financial Implications of the programme to date.

The approved programme of work achieves a balanced budget over five years and utilises up to £45m of revenue reserves to address the anticipated reductions in government funding based on the best information available at the time. There is still considerable uncertainty in relation to the Comprehensive Spending Review in November 2015, and subsequent announcement of financial allocations to individual police force areas in December 2015. Furthermore, planned changes to the police funding formula may begin to be implemented in 2016/17 which could also impact on the amount of funding received. Therefore, it may become necessary to amend the programme of work when funding allocations are known.

Spending in 2015/16 has been tightly controlled and is within the budgets agreed in the Revised Budget, as reported in the routine financial monitoring reports to the

Board. This has been achieved by using fixed price arrangements where appropriate, and through robust governance of spending on individual projects with the appointment of WMP Senior Responsible Officers that are accountable for overall project spends.

It is still too early to assess whether the savings included in the programme of work will be delivered as this will be considered in the Detailed Business Cases that are due for approval over the coming weeks. However, as the contractual performance measures require Accenture to balance the budget every year, as opposed to deliver a fixed savings total, should the level of savings not met the requirement for future years then additional savings will need to be identified and delivered, or costs reduced, to avoid contractual penalties.

5. Legal Implications

The WMP2020 partnership with Accenture includes contract termination rights allowing the Commissioner to end the contract. These rights are set out in the contract, and include specific points concerning:

- Acceptance and approval of the Target Operating Model (the "Blueprint")
- Acceptance and approval of the Programme of Work
- Failure to approve component projects over a twelve month period
- The Commissioner may also terminate the contract for convenience with six months' written notice.

At the point of the acceptance and approval of the Programme of Work, it was agreed that the contract termination consideration would be deferred for six months to allow time for the development of detailed business cases associated with the Programme of Work.

The Commissioner is therefore required by the end of November 2015 to consider whether to exercise his contract termination rights. In order to make this judgement, the Commissioner should consider:

- An assessment of the effectiveness of the governance arrangements for the programme
- The views of the Strategic Policing and Crime Board members engaged in the oversight of the programme
- The evidence relating to the progress the programme has made, as gathered from the oversight mechanisms set out in the contract
- The findings from external audit
- Scrutiny and oversight by the West Midlands Police and Crime Panel
- The findings from external inspection by HM Inspectorate of Constabulary and the National Audit Office

Effective governance

In order to fulfil his obligations as contract signatory, the Commissioner has taken steps to ensure that WMP2020 programme governance reflects the contractual arrangements with Accenture (published here: http://westmidlands-pcc.gov.uk/media/353481/agreement.pdf), and the Police and Crime Plan, which states, "Working predominantly through the members of the Strategic Policing and Crime Board, we will maintain close oversight [of WMP2020] and ensure that we remain focused on improving services that offer excellent value for money."

Operational management of the contract and relationship is discharged through the Organisational Review Forum, while management of change programmes is controlled through the Organisational Change Board; the Commissioner is represented on both bodies. In addition, members of the Commissioner's Strategic Policing and Crime Board and staff from his office attend other programme and project meetings to observe, scrutinise and support activity. It is not feasible or ideal to envisage continuous OPCC engagement with every project across the nine programmes. Strategic Policing and Crime Board members and OPCC staff are paired with Command Team Senior Responsible Officers to negotiate an appropriate level of engagement to satisfy themselves that programmes and projects are proceeding as expected. This may involve attendance at programme board meetings, one-to-one meetings, or other forms of engagement as agreed. Programme and project management is supported by a series of performance tools, including portfolio and project roadmaps, internal and external dependency mapping, organisational change "heat maps" and programme planning risk register.

The Commissioner may escalate any matter relating to WMP2020. The contract with Accenture states that delivery of the Target Operating Model or "Blueprint" is the responsibility of the Chief Constable, subject to the Commissioner's accountability and where projects relate to the broader responsibilities of the Commissioner. The Commissioner's duty is described as holding the Chief Constable to account and he can "at any time" ask the Chief Constable to account for his initiation, commissioning and delivery of any project within the programme of work and Accenture must cooperate with such scrutiny. There is a strong tripartite working relationship across the programme, with a free flow of information to and from the OPCC as a matter of routine. The Strategic Policing and Crime Board considers reports relating to WMP2020 and relevant decisions relating to WMP2020 are published at www.westmidlands-pcc.gov.uk.

The Chief Executive of the Office of the Police and Crime Commissioner, as both monitoring officer and head of paid service, is satisfied that these arrangements represent an effective governance framework for WMP2020, and that these arrangements are working effectively. The Chief Executive has, in making this assessment, sought guidance from the OPCC Legal Adviser and Chief Finance Officer.

Consideration by Strategic Policing and Crime Board members

Strategic Policing and Crime Board members are involved across the programme, and are satisfied that they have sufficient access to decision-making processes and information in order to fulfil their role in support of the Commissioner's executive and holding-to-account functions. The contract remains subject to the regular reviews conducted through the various contractual oversight mechanisms, and Strategic Policing and Crime Board members have appropriate engagement with these.

Strategic Policing and Crime Board members have noted that the programme has faced some issues, including delay to some elements, the serving of an improvement notice, and adjustment of planned savings (the last leading to a reprofiling of use of reserves). Members are keen to see increased use of the "customer journeys" developed as part of the Target Operating Model "Blueprint" as performance management and outcomes assessment tools. However, Strategic Policing and Crime Board members remain satisfied that the programme continues to represent an effective and appropriate response to the financial and operational challenges

facing West Midlands Police, and are therefore of the view that the partnership with Accenture should continue.

Programme assurance

The contract includes provision for quarterly Relationship Management Forum meetings attended by the Commissioner, Chief Constable and senior Accenture representatives. These cover "guidance, leadership and strategy," "effective delivery," "value for money" and "operational benefit". These meetings are supported by a progress report, programme of work forecast, information on emerging technology and delivery against expectations.

The last of these took place on 6 October 2015, and considered five core questions:

- Are the performance and costs in line with the contract?
- Are we on target to deliver against the change programme?
- Will the contract deliver the planned budgetary savings?
- What are the issues in relation to external and internal communications?
- Is the WMP2020 programme successfully engaged with wider public sector reform and partnership working?

The Commissioner sought assurance relating to these matters, and concluded that there was sufficient evidence to indicate positive answers to the questions asked. However, the Commissioner noted that there were a number of external variables over which the programme had limited or no control, notably the external funding environment. It was also recognised that there would need to be continuing close oversight as the programme moves from a planning to a delivery phase.

6. Recommendations

It is recommended that the Strategic Policing and Crime Board:

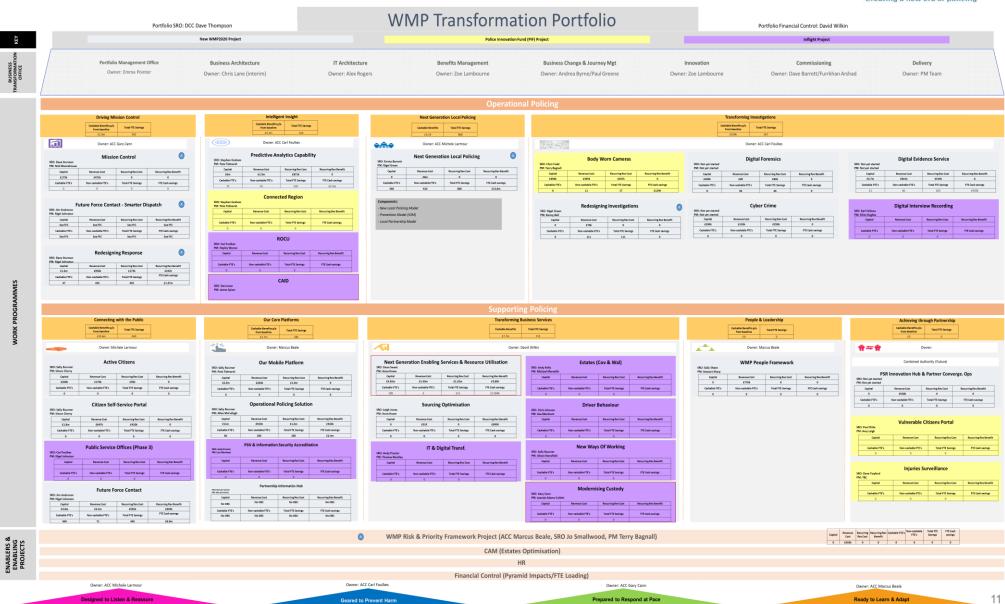
- (1) Note the contents of the report.
- (2) Noting the assurances concerning the progress and performance of the programme, recommend that the Commissioner decides not to exercise the contractual break point available in November.

Appendix A

v.1.8 updated 24/09/15

Serving our communities, protecting them from harm

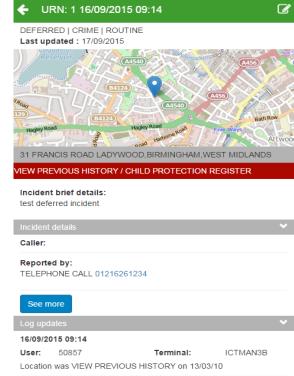




Appendix B:

Screenshots of the first mobile application - Incident Update App.

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