



To: Business Coordination Board

From: Chief Executive

Date: 26 November 2015

**SECTION 22A COLLABORATION AGREEMENTS FOR: FIREARMS AND EXPLOSIVE LICENSING;
PUBLIC CONTACT; AND HUMAN RESOURCES AND LEARNING AND DEVELOPMENT**

1.0 Purpose

- 1.1 The purpose of this report is to provide the Business Coordination Board (“the Board”) with details of the rationale for the signing of three Section 22A collaboration agreements under the Police Act 1996 (as amended) (“the S22A Agreement”) with Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary (“BCH”).
- 1.2 The report shows where and how due consideration has been given to key public-sector principles and objectives to ensure informed and transparent decisions have been made to enable the Section 22A’s to be signed in line with statutory functions.
- 1.3 The report first considers the development of the Section 22A Collaboration Agreements and then shows the rigour and transparency which has been applied in the decision-making to collaborate on the provision of the following services:
 - Firearms and explosive Licensing;
 - Human Resources and Learning and Development; and
 - Public Contact.

2.0 Recommendations

- 2.1 The Board is recommended to approve the signing of the S22A Agreement to enable Cambridgeshire Constabulary (“the Constabulary”) to share the Firearms and Explosives Licensing function with Bedfordshire Police and Hertfordshire Constabulary.

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- 2.2 The Board is recommended to approve the signing of the S22A Agreement to enable the Constabulary to share the Human Resources and Learning and Development function with Bedfordshire Police and Hertfordshire Constabulary.
- 2.3 The Board is recommended to approve the signing of the S22A Agreement to enable the Constabulary to share the Public Contact function with Bedfordshire Police and Hertfordshire Constabulary
- 2.4 The Police and Crime Commissioner (“the Commissioner”) signs the Decision Notice to sign the S22A Agreements subject to it being agreed at the Alliance meeting on the 27 November 2015.
- 2.5 The Board notes the Section 22A Agreements which will follow in early 2016 (i.e. Criminal Justice, Custody, ICT, Information Management and the new HR/Finance ICT System).

3.0 Background

- 3.1 Sections 22A and 23 Police Act 1996 (as amended) (“The Act”) enable the Chief Officers of one or more police forces and two or more policing bodies to make an Agreement relating to:

- *the discharge of functions of the members of the Chief Officer’s forces (“force collaboration provision”) and for such other provision as shall be referred to in this agreement. “Functions” comprise all and any of the powers and duties of police forces, and/or*
- *the provision about support by a policing body for the police force which another policing body is responsible for maintaining (“policing body and force collaboration provision”). “Support” includes the provision of premises, equipment, staff, services and facilities.*

Provided that:

- *the Chief Officers think that such an agreement is in the interests of the efficiency or effectiveness of one or more police forces, and*
 - *the policing bodies think that the agreement is in the interests of the efficiency and effectiveness of one of or more policing bodies or police forces.*
- 3.2 Through the Police Reform and Social Responsibility Act 2011 (Section 89) the presumption is now in favour of collaboration, i.e. joint working should be taken forward where in the opinion of chief officers or policing body collaboration delivers greater efficiency or effectiveness.
 - 3.3 The Alliance have already collaborated a number of operational, operational support and organisational support functions. In December 2013 they signed a ‘Memorandum of Understanding’ to foster further organisational and operational support service collaboration where greater efficiency and effectiveness is supported. To date seven business cases have been agreed (i.e. Firearms Licensing, Human Resources, Public Contact, Criminal Justice, Custody, ICT and Information Management) in addition to

progressing a number of joint enabling initiatives (i.e. agile working, mobilisation, the Athena policing system and business support system).

- 3.4 Business Cases have been prepared in line with the Five Case Treasury Model with external Assurance Reviews (i.e. Gateway Reviews) conducted to ensure value for money and effective management of risk. Engagement has been conducted and external consultancy support utilised in certain instances to ensure rigour and robustness. Equality Impact Assessments have been conducted for all the business cases. The Alliance Summit has been involved in every stage of the development of the business case and has provided robust scrutiny in their development. This has been both through the Summit meetings themselves and also in monthly Engagement Sessions which have been held with PCCs and their teams. In addition OPCC Chaired governance boards have been established for Joint Protective Services, Operational Support and Organisational Support to provide more detailed scrutiny.

4.0 **Section 22A Collaboration Agreements**

- 4.1 A Section 22A Collaboration Agreement is entered into in accordance with sections 22A to 23I of the Police Act 1996. These Agreements, whilst legally binding, are not intended to be arms-length commercial contracts as there are a number of provisions in the Police Act 1996 that run directly contrary to commercial contractual negotiations and agreements.
- 4.2 The six Corporations Sole have taken advice from George Thomas QC (Sergeants' Inn Chambers) who works predominately in the field of policing throughout the process. Counsel has also been involved in devising a Section 22A Collaboration Agreement toolkit for the six Corporations Sole which is now used as the basis for drafting the agreements.
- 4.3 The key clauses were agreed at the Strategic Alliance Summit (i.e. the main Governance Body formed of the six Corporations Sole) on 13 October 2015. Where required each of the Corporations Sole has sought their own legal advice on material matters, where conflict of interest exists or on the sufficiency of advice provided throughout the process and will continue to do so. The internal Insurance Lead and Insurers have been involved in ensuring the Insurance, Liability and Claims Handling Protocol is appropriate and sufficient. The Chief Finance Officers for the six Corporations Sole have been involved in all financial matters concerned with the agreements. The Chief Executives for the Office of Police and Crime Commissioner in Bedfordshire, Cambridgeshire and Hertfordshire have provided active oversight of the development of each Section 22A Collaborative Agreement and in particular have led on all governance related matters. Finally, Senior Responsible Owners and Project Owners along with operational / delivery personnel have informed the service specific elements of each agreement.
- 4.4 Hertfordshire Constabulary Legal Services, acting on behalf of the six Corporations Sole, have led on the drafting of each individual agreement with support for the Change Portfolio Office.
- 4.5 The Section 22A Collaborative Agreements have therefore all been developed with input from the appropriate professional subject matter experts, legal advisers and

professionals. The Section 22A Agreements will be continually reviewed and at least annually as they are seen as 'living documents' which should be refreshed to ensure practice follows protocol as all levels i.e. service delivery, governance, etc.

4.6 Each individual Section 22A Agreement to be presented for signature at the Strategic Alliance Summit on 27 November 2015 is now considered individually.

5.0 **Firearms Licensing**

5.1 The Full Business Case (FBC) for collaboration of the Firearms Licensing Unit was approved at the Strategic Alliance Summit on 19 February 2015.

5.2 It proposed a single tri-force structure and process to manage applications, renewals and revocations of firearms and explosives licences, and manage risk and appropriate use of intelligence. The future operating model will deliver a total saving of £314k across the Alliance against a total baseline cost of £712k. In addition to the financial benefit of collaboration, the function will be more effective and resilient and enable the public to access the application process online.

5.3 The Table below summarises how the key public sector principles and objectives were met to enable the decision to be made to collaborate the function.

Principle	Work Completed (Firearms Licensing)
Public Value	<p>At the heart of the FBC is the need to continue to deliver a first class service across all three counties to prevent public safety issues and achieve the effective management of risk. This Strategic Case demonstrated that the Firearms Licensing collaboration project provided business synergy and strategic fit. It was predicated upon a robust and evidence-based case for change. It demonstrated how the project aligned to national, regional and local policies, strategies and plans. This functions of this unit need to be provided by statute.</p> <p>Hertfordshire OPCC as lead holding to account body for the function have established an Operational Support Governance Board to ensure the new collaborated function will deliver public value and value for money. This body holds the new collaborated FEL function to account for strategy, change and performance.</p>
Professional / Specialist Advice	<p>In preparing the FBC national Working Groups on Firearms Licensing, the Home Office and College of Policing were engaged with. The Home Office Manual of Guidance 2014 and CoP Approved Professional Practice on Firearms and Explosives Licensing (FEL) were used to take risk-informed decisions on the design of the final Operating Model. Regional and other police forces with already collaborated FEL Units were visited or liaised with. Thus provided baseline data against which to design the</p>

Principle	Work Completed (Firearms Licensing)
	<p>Operating Model. Advice sought in relation to the production of the Section 22 Collaboration Agreement is captured in Section 4 of this report.</p>
<p>Engagement and Communication</p>	<p>Staff and officers from within the existing FEL Units were engaged with throughout and have then gone through a Statutory Consultation period which enabled counter-proposals to be considered. This strengthened the design and buy into the Operating model from staff.</p> <p>An online and paper-based public survey was conducted and closed on 31 March 2015 with 697 responses from existing FEL Holders. The highlights from the survey were:</p> <ul style="list-style-type: none"> • 91% either very likely or quite likely to use an on-line service offering to apply for a certificate • 93% either very likely or quite likely to use an on-line payment option <p>This allayed fears that the public would not positively respond to increased on-line functionality.</p> <p>Press Releases / Announcements have been issued at key milestones including the approval of the Full Business Case and the final Operating Model. Ongoing communication is continuing with internal customers and externally with certificate holders. Websites have been updated to reflect the new operating model.</p> <p>Individual Police and Crime Panels / Coordination Boards have been kept updated with update papers, briefing notes and presentations. The redacted FBC is available on PCC Websites.</p> <p>Further information on engagement activities undertaken in Cambridgeshire is detailed in Appendix 1.</p>
<p>Value for Money</p>	<p>Currently split into two operating centres with Cambridgeshire as a standalone department whilst Hertfordshire and Bedfordshire have previously amalgamated, the Full Business Case (FBC) went further with a view to transforming the business processes, stripping out waste and removing duplication by utilising modern IT initiatives to transform the ways of operating. In addition to the cost savings of £314K (44%) the following benefits are being monitored:</p> <ul style="list-style-type: none"> • Efficient and effective common business processes • Good customer centred services • Optimum configuration of resources • Effective demand management • Increased self-service • Effective management of risk and improved Public safety

Principle	Work Completed (Firearms Licensing)
	Chief Finance Officers from the six Corporations Sole have scrutinised the financial data through a range of forums.
Risk Management	In accordance with national guidance the operating model introduces a full risk-based approach to renewal visits. All new processes have been mapped with risk-based thinking at the forefront of design. A single unit also brings resilience across the three forces while protecting frontline policing through the release of cashable efficiencies. Project related implementation risks continue to be monitored through change governance arrangement including a fortnightly Assurance Review Group.
Equality	The key equality impact related to whether a move to greater online provision of services would disadvantage certain communities. The online survey proved this was not the case. However, with greater online provision existing channels (e.g. paper-based forms; face-to-face contact) are being maintained so as not to disadvantage any groups or individuals.

5.4 The collaborated Unit will 'go live' on 1 December 2015 and a Section 22A Collaborative Agreement has been prepared for sign-off. The collaborated Firearms Licensing Unit will be fully operational from 1 December 2015 and will continue to look at continuous improvement opportunities through ICT opportunities.

6.0 Human Resources

6.1 The Outline Business Case (OBC) for collaboration of Human Resources (HR) / Learning and Development (L&D) functions was approved at the Strategic Alliance Summit on 19 February 2015 with the Full Business Case (FBC) approved on 14 May 2015.

6.2 The HR and L&D transformation seeks to unify the HR and L&D functions of Bedfordshire, Cambridgeshire and Hertfordshire police forces into a single organisational support function covering recruitment, knowledge and skills building, core transactional services, managing change, health and safety, and the application of regulations / terms and conditions in a unified way. Functions are being brigaded to provide economies of scale, policies are being streamlined in a common consistent way and new technology is being implemented to provide greater self-service and efficiencies. The future operating model will deliver a total saving of £4.3m across the Alliance against a total baseline cost of £13.8m with a phased full implementation in 2017/18 driven by the availability of new technology. In addition to the financial benefit of collaboration, the function will be more effective and resilient with already collaborated units getting a consistent service. There will be implementation costs in the early stages.

6.3 The Table below summarises how the key public sector principles and objectives were met to enable the decision to be made to collaborate the function.

Principle	Work Completed (Human Resources)
<p>Public Value</p>	<p>Police and Crime Commissioners have been involved in ensuring the target operating model for this function would secure best value. This has been through the governance arrangement of the Strategic Alliance Summit, monthly Engagement Session with the project teams and the Organisational Support Governance Board. In addition OPCC representatives have attended scoping and design workshops.</p> <p>Addressing organisational support as part of that collaborative vision is an opportunity to maximise savings from this area of the business to preserve resources that directly contribute to the delivery of operational policing. Cambridgeshire OPCC as lead holding to account body for the function have established an Organisational Support Governance Board to ensure the new collaborated function will deliver public value and value for money. This body holds the new collaborated HR function to account for strategy, change and performance.</p> <p>The HR and L&D transformation seeks to unify the HR and L&D functions of Bedfordshire, Cambridgeshire and Hertfordshire police forces into a single organisational support function. As a key initiative of the BCH Strategic Alliance, the transformation is being delivered to provide effective and efficient organisational support at a reduced cost whilst sufficiently enabling local policing in each force.</p> <p>The vision of the BCH HR and L&D function is that it will be able to effectively respond to and support the complex business of policing and enable high performing forces across Bedfordshire, Cambridgeshire and Hertfordshire by:</p> <ul style="list-style-type: none"> • Recruiting the right people with the right attitudes behaviours and skills to meet the high standards that policing requires; • Building the knowledge and skills required for those high standards; • Managing large scale, ongoing change programmes in a complex employment model; • Managing health and safety risks and wellbeing in a physically and psychologically taxing environment; • Understanding and applying complex Police Regulations, terms and conditions for officers and staff across a relatively unionised workforce;

Principle	Work Completed (Human Resources)
	<ul style="list-style-type: none"> • Fully understanding the requirements of office holders and employees. <p>A business benefits baseline is being established including a tri-force HR-specific staff survey which is taking place. This will then feed into the Benefits Realisation Plan for the Project.</p>
<p>Professional / Specialist Advice</p>	<p>In preparing the OBC and FBC other forces who have collaborated functions or which utilise greater self-service were engaged with.</p> <p>The operating model itself was designed with the active involvement of leaders and managers from the three forces who are the professional experts in their areas of responsibility. This enhanced the strength of the model which was developed.</p> <p>KPMG consultancy services provided specialist assistance and subject matter expertise throughout in developing the operating model along with commercial rigour and scrutiny.</p> <p>An external independent Assurance Review (i.e. Gateway Review) of the Full Business Case was conducted by Concerto LLP with site visits and interview between 11 and 12 May along with a detailed review of all the Project Documentation. The review concluded “the business case presents a sound analysis of costs and benefits with sufficient evidence to warrant its approval.” The Assurance Review finding accompanied the presentation of the FBC to the Strategic Alliance Summit.</p>
<p>Engagement and Communication</p>	<p>A collaborative approach was taken to the design of the new BCH HR and L&D function with the relevant BCH Senior Managers working in their area of expertise. To ensure strategic coherence of the TOM, oversight of design was led and managed by the Strategic Lead.</p> <p>During the development of the chosen operating model, a series of customer engagement sessions were organised to understand the requirements for service that needed to be built into the TOM and to test initial thoughts about the design of the new operating model. These sessions were held with the Chief Officers of the three forces, the JPS Command team and line managers from across the three forces.</p> <p>Staff engagement workshops have been held for staff and officers in HR and L&D in both January and March this year. There were a total of seven sessions on each occasion held in venues across the three forces led by the project Strategic Lead addressing the staff on a face to face basis. Unison and the Federation were invited to all the meetings. The purpose of the</p>

Principle	Work Completed (Human Resources)
	<p>session was to provide an update on progress, get staff involved in a workshop on aspects of the work required to build both the OBC and FBC and to provide time for questions and answers. The project has a dedicated micro-site where all staff can view the presentation made, read the Q&As from each set of engagement sessions and view copies of the regular bulletins that get sent out to all staff providing updates on the project progress and milestones. In addition, intranet updates have been issued to all BCH personnel.</p> <p>Statutory Consultation with staff has been completed following group and individual (1-to-1) briefings. Counter-proposals were considered and the first phase of the target operating model will 'go live' on the 1 December 2015 with the establishment of a BCH HR Department. All staff have been appointed for Phase 1 with further phases seeing further staff reduction as key enabling technology is implemented.</p> <p>Subsequent to sign-off of the FBC intranet news items, briefings and meetings have been held with managers and staff across the three forces so they understand the new delivery model. An HR specific intranet site will be launched prior to the 'go live' date to sign-post staff to the services within the new operating model.</p> <p>Press Releases / Announcements have been issued at key milestones including the approvals of the Outline and Full business cases and the final Operating Model. Ongoing communication is continuing with internal customers. Websites have been updated to reflect the new operating model. Governance arrangements are being put in place so the function can understand and deliver to customer needs plus be held to account.</p> <p>Individual Police and Crime Panels / Coordination Boards have been kept updated with update papers, briefing notes and presentations. The redacted versions of the OBC and FBC are available on PCC Websites.</p> <p>Further information on engagement activities undertaken in Cambridgeshire is detailed in Appendix 1.</p>
<p>Value for Money</p>	<p>In addition to the cost savings of £4.3m (31%) the following benefit categories are being monitored:</p> <ul style="list-style-type: none"> • To maximise resources in the value added elements of HR • To increase consistency and commonality of service • To increase customer self-service

Principle	Work Completed (Human Resources)
	<p>The project will deliver the proposed savings and levels of service through several means which are detailed in this Full Business Case. However the key high level enablers for the savings are that:</p> <ul style="list-style-type: none"> • Functions will be brigaded into joint units to deliver economies of scale; • Policies, procedures and processes will be streamlined and made common and consistent; • New technology will be implemented to provide a high degree of self service capability and deliver other services more efficiently; • Line managers will take the responsibility for managing their people that is rightfully theirs. <p>A balanced scorecard approach was used to identify the operating model which was most suitable for the new organisation whereby the three options were scored against how well they met the agreed key objectives of the project.</p> <p>The customer journey – or Service Delivery Model – is based on a tiered industry approach to delivering services and responding to queries whereby as much activity as possible is performed by self-service (i.e. approximately 50%). Transactional and specialist activity subsequently decrease in quantity. HR and L&D activity will reduce over time and so release the efficiencies.</p> <p>The IT solution has specified an integrated or interfaced HR, Finance, duties, payroll and expenses system(s) that will enable single keying of any data that will flow seamlessly into the other applications and so enhance data quality and improve the quality of management information and business intelligence. The procurement process for this is nearing completion and in addition requirements have been specified for a Learning Management System, Customer Relationship Management System, Occupational Health System and Self-Service portal. Technology releases are linked to release of savings in 2017/18.</p> <p>Aside from the financial benefit of collaboration, there are other significant benefits of the proposal. BCH already have many collaborated functions with staff drawn from all three forces. A single common HR and L&D service for all staff will both save money and improve efficiency across all functions as staff will not be accessing multiple different systems and policies / procedures.</p> <p>Chief Finance Officers from the six Corporations Sole have scrutinised the financial data through a range of forums.</p>

Principle	Work Completed (Human Resources)
Risk Management	<p>Project related implementation risks continue to be monitored through change governance arrangements including a fortnightly Assurance Review Group. OPCCs monitor the management of the risks through their Organisational Support Governance Board.</p> <p>The key risks being managed during the phases of implementation are:</p> <ul style="list-style-type: none"> • That the expectations of service remain the same; • That the technology needed for the new model does not deliver the functionality required; • That the agreed savings may be too extreme, leading to a false economy. <p>A particular focus has been placed on cultural change and up-skilling line-managers so they perform the required duties and can utilise the self-service to maximum effect.</p>
Equality	<p>As part of the HR and L&D project, an Equality Impact Assessment was undertaken to identify whether there would be disproportionate negative impacts on any one particular group of individuals. The Assessment showed that there may be slight negative impacts on those with flexible working arrangements and those with disabilities as the new Target Operating Model may require additional travel for some roles. However the level of impact brought by the change was deemed to have been low.</p>

6.4 The collaborated Unit will 'go live' on 1 December 2015. All appointments have been made to posts in the structure following a staff consultation process. A Section 22A Collaborative Agreement has been prepared for sign-off. The collaborated Human Resources Department will be fully operational from 1 December 2015 and further phases will then be implemented as new technology becomes available.

7.0 Public Contact

7.1 The Outline Business Case (OBC) for collaboration of Public Contact functions was approved at the Strategic Alliance Summit on 22 January 2015 with the Full Business Case (FBC) approved on 9 July 2015. The public contact function includes handling 101 and 999 calls, incident management, despatching resources and crime recording.

7.2 The Section 22A for Public Contact collaborate in the provision of a BCH Public Contact Department Management and Implementation Team. The objective is to plan and implement the transition to a BCH Public Contact Department for the three Forces as well as establishing a transitional senior management team who have operational responsibility and accountability for 'business as usual' service provision in relation to call handling, dispatch, crime recording that is presently within public contact and

related support functions. The agreement will be expanded upon as implementation progresses with the breadth and depth of collaboration increasing.

- 7.3 The Public Contact collaboration project will deliver an integrated tri-force public contact service incorporating digitally enabled public services, with increased online access and self-service to provide an improved citizen experience, whilst reducing demand on police resources and increasing resilience. The proposal is for the service to be run from two sites, currently four sites are used to deliver this service. The two selected sites are at Cambridgeshire Constabulary HQ at Hinchingsbrooke and Hertfordshire Constabulary HQ at Welwyn Garden City.
- 7.4 Where members of the public choose to telephone using the 101 and 999 services, they will not experience a different kind of service as the calls will broadly be handled in the same way. Where incidents are urgent and need an immediate response an incident will be created and a resource despatched. Where the initial vulnerability and threat assessment does not require this response, the caller will be put through to a member of staff to discuss and record the full details of the incident/crime.
- 7.5 The future operating model will deliver a total saving of £4.3m across the Alliance against a total baseline cost of £30.9m with a target full 'go live' of November 2016 with savings phased until 2017/18 linked to new technology becoming available. In addition to the financial benefit of collaboration, the function will be more effective and resilient whilst maintained service levels. There will be implementation costs in the early stages.
- 7.6 The Table below summarises how the key public sector principles and objectives were met to enable the decision to be made to collaborate the function.

Principle	Work Completed (Public Contact)
Public Value	<p>Police and Crime Commissioners have been involved in ensuring the target operating model for this function would secure best value. This has been through the governance arrangement of the Strategic Alliance Summit, monthly Engagement Session with the project teams and the Operational Support Governance Board. In addition OPCC representatives have attended scoping and design workshops.</p> <p>The key public value drivers for a collaborated Public Contact service are:</p> <ul style="list-style-type: none"> • Improved citizen experience as the project has a transformational focus on utilising new channels which are easier to adopt across three forces at the same time as opposed to individually; • Release of financial savings as a result of economies of scale arising from combining three 'like' functions together which have a significant resource base; • Increased operational resilience and responsiveness arising from collaborating a mission critical high-volume operational support function;

Principle	Work Completed (Public Contact)
	<ul style="list-style-type: none"> • Improved demand management arising from applying common threat, harm and risk models which will deliver downstream savings in an ever tightening fiscal climate; • Improved public safeguarding as a result of implementing key elements of the Athena Business Model within a collaborated function which will also improve data quality and information flows resulting in better decision-making; • Common processes to support increased operational collaboration between Bedfordshire, Cambridgeshire and Hertfordshire; • Providing a platform for continuous improvement across a tri-force function where a common culture of delivery can be established across the workforce; • Support the national cost reduction and collaboration agendas for policing; • Delivers a strong Strategic Fit with the Police and Crime Plans for Bedfordshire, Cambridgeshire and Hertfordshire. <p>The Public Contact collaboration Target Operating Model (TOM) provides business synergy and fit with Bedfordshire, Cambridgeshire and Hertfordshire Police and Crime Plans as well as Central Government and Home Office policies:</p> <ul style="list-style-type: none"> • Collaborative Focus • More for Less • Digital by Default • Delivery of Common ICT Platforms (e.g. Athena) <p>In order to achieve these objectives, the TOM has been designed to satisfy the following critical success factors:</p> <ul style="list-style-type: none"> • Efficient and effective common business processes • Appropriately skilled, empowered and supported staff • Industry standard and fit-for-purpose technology • Enables channel shift • Strategic and regulatory alignment • Fit-for-purpose performance framework • Scalability potential • Ease and speed of delivery <p>The TOM has been designed with the needs of the Public being a clear priority and focus on the ‘citizen experience’:</p> <ul style="list-style-type: none"> • New channels will improve the citizen experience, providing greater victim access to information. The delivery and management of these channels, and the

Principle	Work Completed (Public Contact)
	<p>technology that supports them, are lower risk and cost within a single collaborated function as opposed to by individual Public Contact functions.</p> <ul style="list-style-type: none"> • Improved public safeguarding as a result of implementing key elements of the Athena Business Model within a collaborated function which will also improve data quality and information flows resulting in better decision-making. • The TOM will also drive better signposting to other agencies through improved recording, processes and ICT capabilities, supporting the wider public agenda to improve public safety beyond the BCH forces. • Driving continuous improvement in terms of the quality of the service offered to the public, as well as financially. <p>Maintaining and improving staff morale is critical to ensuring Public Contact delivers key benefits, particularly increased flexibility to changes in demand, and therefore the TOM design aims to:</p> <ul style="list-style-type: none"> • Provide access to information via Customer Relationship Management and Athena technologies that empowers staff to make more informed decisions thereby providing a better public service; • Maintain a more realistic level of staffing that meets demand from the public, but is also operationally robust, reducing pressure on staff; • Introduce standardised processes and access to Force specific policy information that provides staff with the required support to manage contact and respond to different policies across BCH with ease; • Introduce coherent and consistent working across all three forces; by working to a single set of processes the service provided to internal customers will improve; • Focus on proactive staff development underpinned by appropriate training, coaching and mentoring, improving staff capability and morale and driving continuous improvement. • Give staff the opportunity to own and drive the delivery of change in a collaboration environment. <p>Hertfordshire OPCC as lead holding to account body for the function have established an Operational Support Governance Board to ensure the new collaborated function will deliver public value and value for money. This body holds the collaborated</p>

Principle	Work Completed (Public Contact)
	Public Contact function to account for strategy, change and performance.
<p>Professional / Specialist Advice</p>	<p>The mission critical, service delivery and reputational importance of Public Contact functions has resulted in the most significant amount of professional, specialist and assurance afforded to any collaborative venture to date.</p> <p>The Project Team was formed of subject matter experts and professionals from across the three forces to ensure valid and appropriate solutions were produced.</p> <p>Deloitte Digital consultants were involved from the outset of the project and formed part of the Project Team which produced the Outline (OBC) and Full (FBC) business cases. Deloitte brought significant modelling techniques, analytical tools and financial capability to ensure a robust and rigorous design process took place in line with industry-standards and met the requirements of the Treasury Five Case Model. A comprehensive Risk, Assumption, Issue and Decision (RAID) log was maintained from the outset. The comprehensive approach focus on the following layers of decision-making and design:</p> <ul style="list-style-type: none"> • Customer • Channels • Services • Processes • Performance Framework • Location Configuration • People / Organisation • ICT <p>Decision-making was informed by:</p> <ul style="list-style-type: none"> • Detailed process maps; • Modelling of the demand volumes managed by each function within the TOM with average handle times for the key activities to assess staff requirements; • A draft template balanced scorecard performance framework, including agreement of critical KPIs; • An ICT solution concept (including key changes required to existing ICT) to meet the TOM requirements, which is critical enable organisational change; • Police staff and officer full-time equivalents (FTE) requirement (including grading and assessment of shift premia) to deliver the TOM;

Principle	Work Completed (Public Contact)
	<ul style="list-style-type: none"> • An assessment of down-stream benefits that the TOM enables in Local Policing through a focus on resolving more incidents and investigations within Public Contact and avoiding unnecessary deployments. <p>In preparing the OBC and FBC other forces who have collaborated similar functions or which utilise greater self-service were visited to collect learnings and ideas. National bodies were also consulted to ensure National Standards and Authorised Professional Practise informed the operating model.</p> <p>The operating model itself was designed with the active involvement of leaders and managers from the three forces who are the professional experts in their areas of responsibility.</p> <p>Three independent external assurance reviews were conducted: one on the Outline Business Case and two for the Full Business Case.</p> <p>Concerto LLP conducted the Assurance Reviews (Gateway Reviews) on the OBC (April 2015) and FBC (June 2015). The FBC Assurance Review concluded: <i>“We believe there is sufficient evidence, in the underlying business case, to support a decision to proceed, subject to the critical recommendations.”</i> The critical recommendations were completed for the final iteration of the FBC and were mostly technical in nature.</p> <p>RSM conducted a more technical focussed review of the ‘Modelling’ in the FBC to ensure that the FBC for Collaborated Public Contact has robust assumptions, demand, people and financial modelling in place to enable informed design, decision-making and implementation. The FBC Modelling Review concluded:</p> <ul style="list-style-type: none"> • Whilst the models project a good ‘case for change’ for public contact collaboration, this was being lost in the iterations of the FBC we reviewed; • the models should be simplified for on-going use and the RAID document actively utilised during implementation; • critical corrective actions from the review have been communicated for incorporation into the updated FBC and revised models; • undue complexity should be avoided in future project phases;

Principle	Work Completed (Public Contact)
	<ul style="list-style-type: none"> appropriate project management will be crucial to the eventual success of the proposed vision for public contact collaboration. <p>The FBC was updated to include the critical corrective actions.</p> <p>The level of professional, specialist, consultancy and assurance advice provided a strong basis to ensure informed and sound decisions were taken.</p>
<p>Engagement and Communication</p>	<p>During the development of the chosen operating model, a series of customer engagement sessions were organised to understand the requirements for service that needed to be built into the TOM and to test initial thoughts about the design of the new operating model. These sessions includes leaders, managers, staff and officers at all levels. Significant engagement also took place with staff associations, internal and external suppliers.</p> <p>Staff engagement workshops were also held for all affected staff and officers in Public Contact functions. The purpose of the session was to provide an update on progress, get staff involved in workshops on aspects of the work required to build both the OBC and FBC and to provide time for questions and answers. The project has a dedicated micro-site where all staff can view the presentation made, read the Q&As from each set of engagement sessions and view copies of the regular bulletins that get sent out to all staff providing updates on the project progress and milestones. In addition, intranet updates have been issued to all BCH personnel. Statutory Consultation with staff will commence in early January 2016 with group and individual (1-to-1) briefings.</p> <p>Subsequent to sign-off of the FBC intranet news items, briefings and meetings have been held with managers and staff across the three forces so they understand the new delivery model.</p> <p>Press Releases / Announcements have been issued at key milestones including the approvals of the Outline and Full business cases by PCCs and CCs. Ongoing communication is continuing with internal customers.</p> <p>Individual Police and Crime Panels / Coordination Boards have been kept updated with update papers, briefing notes and presentations. The redacted versions of the OBC and FBC are available on PCC Websites.</p> <p>Further information on engagement activities undertaken in Cambridgeshire is detailed in Appendix 1.</p>

Principle	Work Completed (Public Contact)
<p>Value for Money</p>	<p>In addition to the cost savings of £4.3m (14%) the following benefit categories are being monitored:</p> <ul style="list-style-type: none"> • To effectively manage operational risk • To deliver a high level of public and victim centred services • To create a healthy culture for staff with continuous improvement <p>Savings are driven by:</p> <ul style="list-style-type: none"> • Increased public contact access through lower cost channels; • Lower annual staff cost, driven by a reduced number of FTEs (from the baseline including Athena), a reduction in the management and supervisor layer, an increased staff : officer ratio and the adoption of a more demand-driven approach to resourcing and shifts; • More effective use of estates and ICT, consolidating from four sites to two; • Reduced number of unnecessary deployments, driving benefits in downstream Local Policing with officer time released to support more operationally critical activities. <p>In addition to providing benefits that enable Public Contact to meet its objectives in the next five years, implementing the proposed TOM provides a platform for further possible improvement and efficiencies in the future including:</p> <ul style="list-style-type: none"> • Reduction in dispatch channels; • Introduction of agile working for some functions (dependent on development of necessary supporting ICT); • Introduction of appointments as default / self-managed appointments; • Increased self-service functionality; • Improve management efficiency with more remote management; • Consolidation to a single site; • Broader collaboration (e.g. with local authorities) <p>Chief Finance Officers from the six Corporations Sole have scrutinised the financial data through a range of forums. The Implementation Plan is being actively developed to clearly show the links to the savings which will be released.</p>

Principle	Work Completed (Public Contact)
<p>Risk Management</p>	<p>Project related implementation risks continue to be monitored through change governance arrangements including a fortnightly Assurance Review Group. OPCCs monitor the management of the risks through their Operational Support Governance Board.</p> <p>The top five most significant risks being managed during the phases of implementation are:</p> <ul style="list-style-type: none"> • <i>Insufficient staff numbers to deliver Public Contact function:</i> There is a risk that, due to staff losses through implementation or an inability to recruit sufficient numbers of skilled resources within planned timescales, there is not enough staff to deliver a robust Public Contact operating model; • <i>Insufficient financial savings:</i> There is a risk that the Public Contact project will not achieve the target 30% savings; • <i>Athena impacts significantly on design work and planned timescales:</i> There is a risk that decisions made on the scope of the IMU and the requirement for public contact functions to perform data capture processes on Athena, will result in re-work of existing design work, create workload uplift and impact on timescales; • <i>Insufficient access to Local Policing resource to assist in defining resolution demand:</i> There is a risk that the lack of input from Local Policing results in demand being defined based on a single Public Contact led view; • <i>Implemented solution does not meet the agreed design / requirement:</i> There is a risk that the final Public Contact solution delivered does not meet the established and agreed / design requirements. <p>In addition the TOM has been designed to effectively manage operational risk. The TOM is focused on increasing operational resilience and responsiveness arising from collaborating a mission critical high-volume operational support function both in the long-term and through implementation:</p> <ul style="list-style-type: none"> • New processes (including introduction of a single approach to THRIIVES) and ICT will drive a reduction in the number of information errors recorded in systems and improve coherency and comparability in records across the three forces;

Principle	Work Completed (Public Contact)
	<ul style="list-style-type: none"> • New channels and demand-driven staffing will improve demand management and reduce the risk and impact of under-resourcing, which is currently resulting in missed performance targets within BCH; • A conscious drive to increase resourcing through implementation will mitigate risk of disruptions to operations during this period of change. It is noted, however, that significant risk will remain through this period – particularly with regards to the forces’ ability to recruit and retain sufficient numbers of staff in this period – which could impact the ability to meet performance targets with regards to recording and non-emergency calls in the short-term; • The implementation plan also includes checkpoints at key milestones so that progress and assumptions can be reviewed and updated, ensuring that the final delivered TOM is flexible to any changed requirements, whilst limiting the disruption that ongoing change and uncertainty can introduce to a project. This also allows ongoing opportunities to review forecast costs and inform future budget cycles, ensuring there is sufficient budget allocated to Public Contact to maintain operational resilience. <p>The risk levels for a project of this nature are significant and are being actively managed.</p>
<p>Equality</p>	<p>As part of the Public Contact project, a detailed Equality Impact Assessment was undertaken to identify whether there would be disproportionate negative impacts on any one particular group of individuals. The Assessment showed a large number of potential impact areas and these are being managed by the Project Team:</p> <p>Internal:-</p> <ul style="list-style-type: none"> • Any changes in working environment, terms and conditions will have an impact on those subject to them. The PC staff profiles are expected to reveal above average numbers of female, primary carers, flexible and part-time workers, disabled, long-term sick and restricted staff. Some of these characteristics could be disproportionately affected by changes or the change management process itself, so specific needs require identification and potentially particular arrangements where appropriate implemented. Once the future PC model is outlined and staff profiles collated, a further

Principle	Work Completed (Public Contact)
	<p>assessment of impact can be conducted and outcomes recorded.</p> <ul style="list-style-type: none"> • Any impact from proposals on race or religion could be better understood through the engagement of staff associations and the findings from the staff profiles in Bedfordshire, Hertfordshire and Cambridgeshire police forces. • Given three Forces with their own policies and procedures are working together there is a risk of inconsistency in practice and potentially unfairness based around inequality in practice. • Redundancy, changes in location and terms and conditions have emerged through informal engagement with staff and their representatives as three of the most key concerns at this stage of the project. <p>External –</p> <ul style="list-style-type: none"> • In designing a new PC service, any service reliant on self-service or increased use of ICT could potentially have a disproportionate impact on the protected characteristics based around the issue of access to an effective use of ICT. This could potentially disproportionately affect lower income and lower socio-economic group service users where there may be cost implication for access to services. <p>There is a requirement to continually consider protected characteristics whilst going through the PC change programme, ensuring service delivery achieves citizens’ expectations.</p>

7.7 On 1 December 2015 a Public Contact Department Management and Implementation Team will ‘go live’ and this will both drive the transition to ‘go live’ and manage ‘business as usual’ to ensure convergence and joint working commences earlier. The scope of the Section 22A covers this aspect.

8.0 Future Agreements

8.1 Four other Full Business Cases have been signed-off by the Strategic Alliance Summit and these will follow in 2016:

- ICT (January 2016)
- Criminal Justice (February 2016)
- Custody (March 2016)
- Information Management (March 2016)

- 8.2 In addition an agreement will follow on the new HR / Finance ICT System once a contract has been awarded.

9.0 Recommendations

- 9.1 The Board is recommended to approve the signing of the S22A Agreement to enable Cambridgeshire Constabulary (“the Constabulary”) to share the Firearms and Explosives Licensing function with Bedfordshire Police and Hertfordshire Constabulary.
- 9.2 The Board is recommended to approve the signing of the S22A Agreement to enable the Constabulary to share the Human Resources and Learning and Development function with Bedfordshire Police and Hertfordshire Constabulary.
- 9.3 The Board is recommended to approve the signing of the S22A Agreement to enable the Constabulary to share the Public Contact function with Bedfordshire Police and Hertfordshire Constabulary
- 9.4 The Commissioner signs the Decision Notice to sign the S22A Agreement subject to it being agreed at the Alliance meeting on the 27 November 2015.
- 9.5 The Board notes the Section 22A Agreements which will follow in early 2016 (i.e. Criminal Justice, Custody, ICT, Information Management and the new HR/Finance ICT System).

APPENDIX 1 – PUBLIC ENGAGEMENT

1.1 The progress towards collaboration of the contact management function has been widely communicated both internally and externally. A series of press announcements have generated media coverage and the Police and Crime Commissioners Newsletter provides regular updates on progress to the public and stakeholders. Officers and staff are provided with regular updates through the force intranet. We have been transparent with our decision making with regular updates to the Business Continuation Board and the business case has been published on the OPCC website. The Police and Crime Commissioner has also shared proposals and reported progress on Collaboration to the Police and Crime Panel through the regular Panel meetings.

BCB papers

<http://www.cambridgeshire-pcc.gov.uk/work/>

Decision Papers

<http://www.cambridgeshire-pcc.gov.uk/work/decisions/>

Media

June 2015 - <http://www.cambridgeshire-pcc.gov.uk/police-collaboration-proposals-progressed-custody-criminal-justice/>

June 2015 - <http://www.cambridgeshire-pcc.gov.uk/commissioner-highlights-local-benefits-collaboration/>

May 2015 - <http://www.cambridgeshire-pcc.gov.uk/three-chiefs-police-crime-commissioners-agree-collaborate-organisational-support-functions/>

Jan 2015 - <http://www.cambridgeshire-pcc.gov.uk/proposals-changes-counties-control-room-progressing/>

May 2014 - <http://www.cambridgeshire-pcc.gov.uk/commissioner-gives-agreement-to-progress-with-strategic-alliance/>

Dec 2013 - <http://www.cambridgeshire-pcc.gov.uk/regions-forces-rise-to-the-financial-challenge-with-new-plans-to-share-resources/>

Newsletters

March 2015 - <http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2014/12/PCC-Connect-Newsletter-Mar-15-Issue-3.pdf>

June 2015 - <http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2015/06/PCC-Connect-Newsletter-June-2015-Issue-6.pdf>

BCB 26th November
2015

July 2015 - <http://www.cambridgeshire-pcc.gov.uk/wp-content/uploads/2015/05/PCC-Connect-Newsletter-July-2015-Issue-7.pdf>

Internal Communications

Several updates have been provided on the intranet (Nimbus). Also regular staff bulletins have been issued by the Collaboration team.

Firearms

The survey with license holders detailed in section 5.3 above covered the whole BCH area. 260 hard copy responses were received, with further responses received via Survey Monkey.

Public Contact 101 timeline

June 2014 <http://www.cambridgeshire-pcc.gov.uk/tell-us-think-101-says-commissioner/>