

Wiltshire Council

Cabinet

Date of meeting

Subject: **Strategic Partnership with Wiltshire Police**

Cabinet member: **Cllr Jane Scott - Leader of Council**

Key Decision: **Yes**

Executive Summary

To provide headline details of the work undertaken in relation to the Project Initiation Document (PID) outlining the development of the joint transformation programme between Wiltshire Council, the Office of the Police and Crime Commissioner (OPCC) and Wiltshire Police.

To outline the next steps relating to this area of work and seek approval for on-going delivery of the programme, including the delegation of authority for any staff transfers that may be required to Dr Carlton Brand, Corporate Director, in consultation with the Leader of Council

Proposal(s)

Cabinet is asked to:

1. Note the significant progress that has been made between Wiltshire Council, Wiltshire Police and the Office of the Police and Crime Commissioner towards creating a Strategic Partnership.
2. Confirm its commitment to working within this Strategic Partnership to reduce the total support costs incurred by Wiltshire Council and Wiltshire Police.
3. Confirm that work should commence on the integration of shared services and that this should include the use of a mini-systems and transformational review in each area to drive the design of the future service.
4. Delegate the final approval of the design, timing and any required staff transfer arrangements for each individual area to Dr Carlton Brand, in consultation with the Leader of Council, after taking advice from the Solicitor to the Council.

Reason for Proposal

5. Wiltshire Council and the previous Wiltshire Police Authority approved the development of a joint transformation programme to ensure that wherever possible costs were reduced by joint provision of a range of support services to protect investment in front line service delivery and that overall provision of these key support services was enhanced by drawing on the best expertise of both organisations.

6. Following the election of the Police and Crime Commissioner, shared services were identified and agreed between Wiltshire Council, Wiltshire Police and the (OPCC) that support the clear commitment within the Council's previous and current business plan to work in partnership across Wiltshire to improve performance across the public sector and generate long term financial efficiencies.

7. Significant work has been undertaken to support this and the development of this approach has been reflected within the revised operating models for the transformation programme and has been built on the experience of delivering an integrated approach to transformation gained from the move of police staff into Monkton Park, the design of Campus requirements and the development of a unified approach to project and programme management.

8. Wiltshire Council has also undertaken some specific work during this development period, such as the provision of improved Wifi in Police HQ, the enablement of senior police officers to access Wiltshire Council provided laptops, including elements such as the use of lync and provided seconded staff to support Wiltshire Police. These costs have been underwritten by the Police and Crime Commissioner and the council's costs will be reimbursed separately from the development of a wider financial and governance model for the strategic partnership.

9. The Police have suggested that an overall Governance Board for the strategic partnership is created, consisting of the Leader of Council, the PCC, The Chief Constable and Dr Carlton Brand, supported by the Council's Transformation Director, the Deputy Chief Constable and Chief Executive of the OPCC. This group currently meets informally.

Dr Carlton Brand, Carolyn Godfrey , Maggie Rae,

Purpose of Report

1. To update Cabinet on progress with the creation of a Strategic Partnership with Wiltshire Police and the OPCC, to outline the next steps and seek delegated authority where this is necessary to progress.

Background

2. Wiltshire Council and Wiltshire Police Authority have previously agreed to the development of an integrated transformation programme.
3. Whilst significant work towards this had begun, this has accelerated following the election of the PCC and the publication of the Police and Crime Plan recognising the opportunity for a strategic partnership between Wiltshire Council, Wiltshire Police and the OPCC.
4. The initial elements and priorities for the programme was agreed in January 2013, and has underpinned the work undertaken thus far. Assuming Cabinet approval for the recommendations within this report, a PID will be developed outlining the range of work streams and key milestones for each.
5. At the request of the Corporate Director's the interim Service Director for Executive Services and the Council's Transformation Director are reviewing internal governance arrangements for the Transformation Programme to streamline them as far as practical. Wiltshire Police have already made significant changes to their own internal processes and procedures to reflect the impact of the integration of project and programme activity to remove previous duplication and focus on a more risk based approach to change which is strongly supported by the PCC.

Main Considerations for the Council

6. In relation to the initially approved areas, the following activity illustrates the range of progress thus far:

Programme and Project Management (PPM)

7. This is now a single, jointly funded team, based within the council's transformation team and provides Programme and Project Management for both organisations following the transfer of OPCC staff to Wiltshire Council. A joint integrated programme of key activity is being developed.

Wiltshire Police and the OPCC have agreed a list of key change activities that need to be supported by this team, and the Corporate Directors will have completed this task on behalf of Wiltshire Council in August following consideration of the Business Plan by Cabinet in July.

8. The governance of the joint programme will sit under the Transformation Board (which includes the PCC and Chief Constable, as well as Wiltshire Council Cabinet Members and Officers), which has recently been expanded to include the Transformation Programme Director for Swindon Borough Council in a reciprocal arrangement.

Transformational Service and Partner Engagement

9. This team has been renamed “transformational change”, with a focus on building strong relationships and quality engagement with its partners. It has been recruited to as part of delivering the councils operating models and a full time uniformed officer will shortly be seconded to the team from Wiltshire Police. This team now supports both organisations on enabling change, providing teams with advice and support to help them take responsibility for the innovative ways of working, removing any barriers that deliver against the corporate objectives of both organisations.

Hubs

10. The strategic partnership has now co-located neighbourhood policing, response and customer access at the Monkton Park hub. Subject to formal approval by the Corporate Directors we will shortly commence work on developing a revised multi-channel customer access strategy and begin a systems thinking review of all customer access. As a key part of this, a systems thinking review of face to face customer access will be undertaken, with the additional objective of delivering a seamless service for both organisations from Monkton Park and Snuff Street.

Systems Thinking

11. The Police have seconded three full time staff to the councils recently expanded systems thinking team with scope to appoint a fourth. Wiltshire Police and the OPCC have agreed a list of key change activities that need to be supported by this team. The Corporate Directors will have completed this task on behalf of Wiltshire Council in August following consideration of the Business Plan by Cabinet in July. Early work has already identified that reviews such as the development of the Multi-Agency Safe-guarding Hub (MASH) and Complex Families will be far more effective under our joint approach than our historic one.

12. The governance of the joint system thinking programme will sit under the Transformation Board. As part of supporting key system thinking reviews within the Police, they have also identified twelve full time individuals who will be in post by August 1st to contribute, from a Wiltshire Police side, the necessary capacity to undertake multiple complex reviews around customer access, MASH and Complex Families as examples.

Campuses including Neighbourhood Policing Teams

13. It has previously been agreed by the Chief Constable, PCC and Wiltshire Council that Neighbourhood Policing teams will form a key part of each campus. Therefore each developing Campus design fully includes the Neighbourhood Police Teams in that area.

Property Rationalisation and Estates Strategy

14. Underpinned by the Campus work outlined above, the Council and Police have agreed that the council will provide a formal estates strategy for the approval of the PCC and Chief Constable by the middle of July, based around the maximum possible degree of co-location between partners and the maximum use of public estate for shared value.
15. Examples of early progress in this area include Monkton Park co-location, the Corsham Campus design, the proposed use of police estate to house MASH and the co-location of East Safeguarding Team at Amesbury Police station along with recent developments around the proposals for the Salisbury University Technical College.

Information Services Strategy

16. A review has been completed that has allowed the creation of an Information Services strategy for the Police and detailed final costs for this are progressing. The strategy will form an integral part of the flexible working and estates rationalisation approach, enabling staff from both partners to work seamlessly across the estate of either and introduce mobile and flexible working at a similar desk ratio to that used by the council, which is 2 :1. A member of the council's team now heads the Police ICT service and we have installed WiFi in Police HQ Devizes and Amesbury Police Station for both council and police use. The OPCC has provisionally confirmed the required investment outlined within the revised strategy, and the financial details of the proposal are now being finalised for his consideration.

Customer Access Strategy and Integrated Front Desk

17. The development of an integrated multi-channel customer access strategy has been agreed at an officer level, as has the development of an integrated face to face offering, using Monkton Park and Snuff Street to develop and test this model with the development of integrated front desks at campuses also in the pipeline.

18. Swindon

19. The Chief Constable, PCC, Wiltshire Council Corporate Director Wiltshire Council Transformation Director have met with the Leader of Swindon and its Chief Officers to explain the development of a strategic partnership and the support provided to the police by this partnership would extend across the Swindon geographical area. This meeting complemented the discussion that had already taken place between the two councils regarding transformation and the proposal for each of the council's transformation directors to join the others' transformation board in an advisory and learning capacity.

RSA

20. As part of developing the strategic partnership between the Council and Wiltshire Police extensions to the joint work will be studied to encompass other areas of delivery and the inclusion of other partners, the RSA have been asked by CLT to support us in analysing and developing a flexible governance model to support this approach. The Interim Director of Executive Services will be part of this work to ensure that it is complementary to the revised governance approach being developed by the council for its own activities.

Position of the PCC

21. The Police and Crime Commissioner has committed within his Police and Crime Plan to use this strategic partnership for the provision of support services to Wiltshire Police and with the Chief Constable he wrote a joint letter to the Home Secretary on the 28th May outlining that position. He has identified in this letter to the Home Secretary that this proposal may mean up to 212 non-police staff to transfer to Wiltshire Council.
22. Schedule 15 of the Police Reform and Social Responsibility Act 2011, requires the PCC to draft a scheme for Ministerial approval for the transfer of operational staff and a proportion of non-operational police staff to the Chief Constable. This is referred to as a Stage 2 Transfer. By a revised Direction issued under this schedule, a Stage 2 transfer scheme may now provide for a person employed by a Police and Crime Commissioner to become a member of staff of a local authority rather than transfer to the

Chief Constable. Staff transfers will therefore now utilise a Stage 2 transfer process, which is very similar to the Transfer of Undertakings (Protection of Employment (TUPE) process. Swindon Borough Council has been fully consulted.

23. Reflecting the agreed programme of work between the two bodies, the letter to the Home Secretary outlined the areas described above, and also covered the additional areas where work has begun to scope and define an integrated service, these being: Information Services Delivery, Fleet, Finance, People Services incorporating HR, Learning and Development, resourcing and some elements of professional standards, Performance Management and Communications. These areas will form the second phase as agreed by the Leader and PCC and approved by the Chief Constable Pat Geenty and Corporate Director Dr Carlton Brand.

Approach Taken to Specify Service Requirements by the PCC and Chief Constable

24. The already integrated Programme and Project Management Team have supported all affected service areas within the OPCC to develop detailed requirement specifications in support of both the OPCC and Wiltshire Police, with the key stakeholders for this process being the Chief Executive of the OPCC, Kieran Kilgallen and the Deputy Chief Constable, Mike Veale. Service requirements are now available for each of the areas covered by this report.

Wiltshire Council Input in Service Requirements

25. As part of an agreed process, as the service requirements are signed off by the PCC and Chief Constable, a rapid systems thinking 'check' and transformation review approach will be used to determine the maximum desirable degree of systems integration for each service area and the potential financial impact of the integration. This will involve relevant staff from Wiltshire Council and one of the recommendations of this paper is that the implementation of the agreed level of integration is delegated to Corporate Director Dr Carlton Brand, in consultation with the Leader of Council.
26. Whilst it is envisaged that all services covered by the PID will be delivered to both organisations by the Strategic Partnership, the actual model of process integration will vary depending on the degree of functional overlap determined by the mini System Thinking and transformational change review. For example, in Programme and Projects a fully integrated team has already been created that will work to single processes and single reporting tools whereas, alternative areas may result in an adjustment to the model based on the outcome of the scoping exercise.

Specific Proposals Developed So Far in Relation to Areas Identified for integrated delivery:

27. **Programme and Project Management** - now fully integrated.
28. **Transformational Change** - now a single team providing a service to both Wiltshire Council, Wiltshire Police and the OPCC, with a uniformed Police Officer seconded to the team.
29. **Information Technology** – the revised Police IS Strategy has been developed in conjunction with Wiltshire Council and the Police ICT function is currently led by an individual employed by Wiltshire Council within its Programme Office team. The recommendation for this service is full integration as a single team, subject to final approval by the PCC and Chief Constable of the required investment into the proposed Police Information Services roadmap. This is designed to minimise longer term costs and support wider cost reduction in estate for the Police, aligning their approach to that of Wiltshire Council and minimising duplication in this cost intensive area. We believe this will also increase the support available for local policing developments in Swindon whilst having a powerful beneficial impact on development of the MASH and integrated front desks.
30. The additional resilience, resource and technological ability of a combined team will place Wiltshire Police, the OPCC and Wiltshire Council in a strong position to maximise their return on investment and innovate in this crucial business area.
31. **Customer Access and Front Desk** – As evidenced by our experience in Monkton Park and call data, the customer facing services of both organisations are complementary, often duplicating customers. It is proposed to develop an integrated multi-channel customer access strategy that serves both Wiltshire Council and Wiltshire Police and to develop a fully integrated front desk service and call handling capability, which will reflect the council's existing arrangement with Wiltshire Medical Services. As well as offering increased customer value and delivery, such an approach will support closer working in relation to the proposed MASH and particularly reflect the needs of complex families who all too often have to deal with multiple and conflicting access to the support they need.
32. **Property and Estates** – Wiltshire Police and the OPCC have already agreed that Wiltshire Council staff will lead on the development and

implementation of an integrated estates rationalisation programme for them. This work is on-going and is reflected in the success of Monkton Park amongst other examples. A single strategic estates planning and delivery function is proposed, supported by an integrated Facilities Management approach that will initially need to reflect the contractual arrangements of both organisations and will be designed via a Systems Thinking approach.

33. **Systems Thinking** – although we already have an integrated staffing model on behalf of both organisations, it is proposed that this is expanded further to include what the OPCC and Wiltshire Police identify as a “continuous improvement” function, as all parties recognise that cost effective and sustained improvement is only possible by focusing on the system from a customer perspective rather than elements of the system.

34. **Performance Reporting** – it is recommended that an integrated team is created to support performance reporting for all three partners and that this is based within Wiltshire Councils Executive Services team, a Systems Thinking approach to the design of this team will be required as it will be important to recognise the statutory reporting requirements of each organisation. However, independent evidence clearly shows the multiple links between deprivation, education, housing, poverty and crime and a single approach to performance monitoring and reporting will allow us to fully exploit the data held by both organisation and utilise the best in class GIS capabilities now available to the council;

35. **Finance** – as the council has shown with its successful integration of five finance teams that existed pre-LGR, there can be only limited justification for public sector bodies to fund and resource multiple finance support teams within the same geography. Whilst it will be important to use a Systems Thinking approach to the design of an integrated finance function to ensure it meets the needs of the council, PCC and Wiltshire Police, it has been agreed to appoint a single Section 151 Officer for Wiltshire Council/ and the OPCC avoiding unnecessary cost. The legality of this position has been confirmed by Wiltshire Council and PCC legal advisors.

36. The appointment of a Section 151 Officer for the PCC will though need to be confirmed by the Police and Crime Panel.

37. **Legal Services** – to explore options for a future integrated approach as the partnership develops

38. **HR, OD and L&D** – subject to detailed service design and financial appraisal it is proposed to create a single integrated service for WC/WP/OPCC. It is possible that certain specialist functions such as Police Standards investigation and support may continue as discrete teams within this structure, but they will be managed and delivered within a single integrated management structure and as far as possible shared values and behaviour approaches should be adopted as part of this. This work will include representatives from both organisations along with trade union and police federation involvement.
39. **Transactional Services** – for services such as payroll, recruitment and selection, accounts payable it is proposed that in principle a unified approach is used, maximising the councils investment in SAP, but that where the Systems Thinking Reviews identify that the most cost effective method remains a specialist team for either or both parties, then this will be incorporated within a single management structure.
40. **Communications, Marketing and Events** – Wiltshire Council already provides the strategic and operational communications for “Gold Command” matters, as required. It is clear that this strategic approach would be beneficial for all parties in raising awareness of the outcomes delivered as well improving public perception and raising satisfaction levels. It is clear from our increasingly integrated work around Monkton Park, the Salisbury UTC and as we move towards a single integrated estate and ICT platform that strategic and tactical communications, marketing and events should also be fully integrated. It is again proposed that a systems thinking review approach is utilised for this joint team, which needs to reflect the requirements of all parties, but as with the Section 151 officer, there is no reason that the needs of all partners cannot be fully met within a single, cost effective and unified structure. In fact there is already significant joint communications activity around a number of issues and campaigns such as; drink drive, alcohol awareness, domestic abuse and key areas such as safeguarding and protection.
41. Whilst it will be important that the team is structured to recognise the independent identity of all partners, as we develop a MASH and as we increasingly co-locate, the vast majority of communications and events will need to be consistent and accessible by our customers and staff at the same time. Again, as with LGR, there will be savings and efficiency gains in developing an integrated structure for communications and events.
42. **Fleet** – the working proposal is to develop a single, integrated approach to fleet management, procurement and maintenance.

Safeguarding Considerations

43. All partners in this strategic partnership have a legal safeguarding duty. The proposals within this paper greatly enhance the opportunities to develop a focused and successful MASH and to improve both organisations interaction with complex families, thus can be shown to have a beneficial impact on safeguarding.

Public Health Implications

44. This integrated partnership will support close working and information sharing between Public Health and partners in improving the health and wellbeing of the population and which will enhance our Joint Strategic Assessment programme.
45. There are no direct public health implications on the population.

Environmental and Climate Change Considerations

46. These proposals offer a significant opportunity to reduce the environmental footprint of WC/WP/OPCC. This will be delivered through all aspects of the project including
- a. Energy efficiency improvements through new and retrofit building design and rationalisation of the estate
 - b. Potential reductions in business mileage through use of ICT
 - c. Less need for customers to travel due to improved customer access
47. The further role out of electric fleet vehicles across WC/WP/OPCC could yield further savings as well as act as the catalyst for a wider charging network across the county for the community.
48. The quantification of the environmental impact, namely energy use will be used as a metric for understanding the efficiency savings. This will be built at the scoping stage and used as a mechanism to monitor performance.
49. A review of waste collection from council premises is already underway. Opportunities for further savings in this area across WC/WP/OPCC will be investigated at the scoping stage.
50. **Equalities Impact of the Proposal** – All aspects of equality will be assessed during the scoping of each service with the appropriate impact assessment undertaken.

51. Risks that may arise if the proposed decision and related work is not taken

- With decreasing resource it will have a direct impact on frontline and subsequent service delivery
- Both organisations become less resilient reducing capacity and capability and reduces the potential to work effectively in partnership
- Undermines an already agreed campus integration programme
- Potentially undermines the reputation of both organisations and could impact on public perception and satisfaction of public services in Wiltshire
- Impact on performance and service delivery through lack of integrated working practices
- Lack of opportunity to learn and capitalise on improved outcomes for users

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

- Lack of clarity or accountability for responsible areas addressed by clear governance arrangements and communications
- New ways of working creating tensions including systems thinking and different cultural approaches as to how things are done
- Not being able to deliver predicted efficiency and savings.
- Not learning the lessons in relation to integrating public service

Communication

52. A strategic communications plan will be developed to ensure that the key messages and information is communicated to the relevant audiences/stakeholders at the appropriate time. This plan will incorporate each of the work streams as well as the projects and initiatives within the joint transformation programme. The plan will evolve to incorporate ongoing changes, projects and issues, as required.

Financial Implications

53. Taken as a whole, based on the council's savings since LGR and the logical merger of duplicated functions, the proposals in this paper will increase value for money across the Wiltshire Public Sector.

54. As with all partnership and integration arrangements, the allocation of the savings to each partner will be challenging, but all partners are committed to ensuring that their requirements are fully funded in an appropriate manner at the commencement of the service with the financial impact and implications explicit at each stage which will help inform the decision

making The Leader of Council, PCC and Chief Constable will sit on the governance board that will have the sole authority to vary the specification and budgetary arrangements for the partnership

55. For each of the areas outlined within this report, once the relevant specifications have been assessed, a mini-systems and transformation review will be undertaken including the financial impact in order to design the optimal and most cost effective solution prior to sign off by the PCC, Chief Constable and Wiltshire Council's Corporate Director, Dr Carlton Brand in consultation with the Leader and Cabinet Member for Campuses, Area Boards, Libraries, Leisure and Flooding, Cllr Jonathon Seed.

The costs of the work undertaken for Wiltshire Police by Wiltshire Council so far will be met in full by the OPCC and will have no financial impact on the council.

Legal Implications

56. The RSA will work with us to establish the longer term governance and legal framework that will underpin the strategic partnership.

57. An initial proposal for interim governance arrangements has been made by the OPCC Chief Executive and will form the basis of the interim agreement.

58. As the operating models for each area outlined above are developed via a systems thinking review, and appropriate financial modelling is completed, advice will be taken as required from the Solicitor to the Council as part of the final approval process by Dr Carlton Brand, Corporate Director

Options Considered

59. To maintain stand alone service provision – this was rejected as contrary to the Police and Crime Plan, the Council's previous and current Business Plan and would not maximise financial efficiency.

Conclusions

60. The work undertaken thus far has confirmed that there is significant duplication and overlap in the requirements of Wiltshire Council, Wiltshire Police and the OPCC and that by using a systems thinking based approach the needs of the various parties can be cost effectively met from a single strategic partnership.

61. Such an approach is fully in line with the Police and Crime Plan and the Council's Business Plan and recognises the long term benefits of a flexible and cost effective strategic partnership between Wiltshire Council, the OPCC and Wiltshire Police that can be expanded to include other public sector partners as required.

62. That the proposals within this report will allow the ongoing development of the strategic partnership in a rapid, but appropriate manner, in support of the Police and Crime Plan and the Council's current Business Plan.

Dr Carlton Brand, Carolyn Godfrey and Maggie Rae

Corporate Directors

Report Author:

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Transformation Director

(5th July 2013)

Background Papers

The following unpublished documents have been relied on in the preparation of this report:

None

Appendices

None
