

<b>Committee:</b> Police	<b>Date:</b> 1 <sup>st</sup> November 2013
<b>Subject:</b> City First evaluation and measures	<b>Public</b>
<b>Report of:</b> Commissioner of Police Pol 49/13	<b>For Information</b>

### **Summary**

The City First Change Programme was instigated by the Commissioner in 2011 in response to the budget reductions brought about by the Comprehensive Spending Review. Members were kept updated on developments via regular reports to your Committee during 2011 and 2012 and benefited from the input and oversight of Alderman Ian Luder at the monthly strategic programme boards.

The key aims of the Programme were to:

- a) deliver a budget reduction to stay within Comprehensive Spending Review (CSR) limits by the end of 2014/15.
- b) re-organise the Force to deliver against key objectives whilst reducing resources.

Key work streams of the Programme were the: Baseline and Operational projects to inform and develop a new organisational structure; Support and Non-pay to look at other potential areas to save and also to inform the new model and finally Collaboration which explored sharing services with other forces in a number of key areas including Learning and Development and Professional Standards.

The key challenge of City First was to deliver an operational model against a reduced headcount of staff, including a reduction in police officers from 888 to an establishment of approximately 712.

Subsequent funding growth in Economic Crime has resulted in a higher force establishment of 730 officers, although the impact on reduced operational capability for core City of London Policing roles, remains the same.

The new Force model that resulted from the various work streams was implemented in April 2013, with key changes being the amalgamation of

the uniform policing functions into one directorate, and the creation of an Information and Intelligence Directorate. Significant efficiencies have been made through more effective tasking and deployment as a result of this and it has also contributed towards reducing silo working.

In Table 1 within the report, provides an assessment of each of the City First work streams demonstrating its impact and results. Broadly, the Force continues to perform at levels of previous years demonstrating there has been no appreciable reduction in performance, notwithstanding the reduction in staff headcount (currently 752 Officers).

In the final section of the report, a set of proposed measures is detailed which will be used to inform the full evaluation in spring 2014 when the new model has been in place for a full year. The evaluation criteria will be:

- a) has the Force been able to reduce its budget to the level set by the CSR review and
- b) has the Force been able to do a) without having a detrimental on performance.

The proposed measures cover: customer service, staff, and crime.

The Force will continue to seek ways to ensure that it meets any further budgetary challenges and, as part of the Force Change agenda, will seek continuous improvement in delivering its services to the public.

## **Recommendations**

It is recommended that Members note the contents of this report.

## **Main Report**

### **Background**

1. One of the aims of the City First Change Programme was to develop a policing model based on a commitment to service delivery, but that provided value for money and was affordable given known financial constraints.
2. The key challenge of City First was to deliver an operational model against a reduced headcount of staff, including a reduction in police officers from 888 to an establishment of approximately 712.

The table below illustrates both the budget reduction and headcount reduction.

3. Subsequent funding growth in Economic Crime has resulted in a higher force establishment of 730 officers, although the impact on reduced operational capability for core City of London Policing roles, remains the same.
4. Members were kept updated on progress with a series of reports to your Committee during 2011 and 2012 and in addition, Alderman Ian Luder was the Lead Member for City First and sat on the Strategic Programme Board which was chaired by the Commissioner. Alderman Luder provided appropriate oversight and challenge throughout the Programme. The Town Clerk was also represented on the Programme Board.
5. The programme commenced in January 2011, and a series of documents were generated to support its initiation by the appointed Programme Team. The Programme Brief highlighted the potential benefits of City First to the organisation, plus the high level risks & issues associated with its implementation. The key aims of the programme were to:
  - a) deliver budget reduction to stay within Comprehensive Spending Review (CSR) limits by the end of 2014/15.
  - b) re-organise the Force to deliver against key objectives whilst reducing resources.
6. The Programme Team then created the following work streams to deliver the programme brief, these were:
  - Baseline project – to baseline current process and provide data to inform changes made in Force structure.
  - Operational Work streams – Based on data from baseline and results from the consultation and workshops held with staff new structures were developed.
  - Support Services & non pay – Based on data from baseline, findings from an external benchmarking exercise, results from the consultation and workshops held with staff new structures were developed.

- Collaboration – A separate board was created to explore a range of potential collaborations.

## **Current Position**

7. The City First Programme held its final Programme Board on 26<sup>th</sup> March 2013. This coincided with the formal closure of the programme, along with the departure of all core and temporary programme resources, and the termination of the weekly Implementation Boards and monthly Collaboration Boards. The outstanding areas of work that were carried forward have been managed by various other forums in the Force and are continuing albeit without any central co-ordination at this point. The majority of these work areas will fall under the governance of a Force Change Board, and the Force is exploring options regarding this at the present time.

## **High Level Evaluation**

8. A high level evaluation of the achievements against the original aims of:
  - a) deliver budget reduction to stay within Comprehensive Spending Review (CSR) limits by the end of 2014/15
  - b) re-organise the Force to deliver against key objectives whilst reducing resources

is detailed below and a proposed list of measures against which it can be measured against and evaluated in more depth in the Spring of 2014 is also set out in the final section. The new organisational model will have been in place for a year in April 2014, albeit Police Officer headcount still remains higher than the projected final establishment.

9. In Table 1 shown later in the report, each of the City First work streams have been assessed in consideration to impact on performance. Two of the main work streams concentrated on collaboration and operational restructuring and these are outlined below.

## Collaboration

10. Collaboration constituted a major work theme of the City First Programme. A Collaboration Board was established as part of that programme, chaired initially by the Commissioner and subsequently by the Assistant Commissioner. Again, your Committee received a number of detailed updates on this work throughout its duration in 2012.
11. A significant amount of work was completed with the British Transport Police (BTP) as part of the Programme, specifically with regard to the following areas:
  - **Scientific Support** - A fully collaborative shared service covering Scientific Support with BTP as lead was explored. Following the preparation of a full business case, it was decided not to pursue this opportunity, however, the work completed meant that significant savings were identified (amounting to £97,000 pay savings) allowing the Force to restructure internally providing a more effective and efficient service.
  - **Learning and Development**- A shared department covering Learning and Development (full collaboration looking at three options (1) BTP lead; (2) Force plus Outsource; and (3) Hybrid. As with the business case for Scientific Support, although the decision was taken not to progress with the collaboration options, the work completed allowed the Force to make an informed decision around the future structure of its learning and development function, which accordingly, was restructured as part of City First. That restructure resulted in 16.5 fewer posts, which generated £863,229 pay savings, whilst continuing to provide necessary services to the Force.
  - **Professional Standards** – shared functions around Vetting and Counter Corruption/Intelligence were fully explored. A decision was made not to continue with this opportunity as the service could be improved by other means.
12. In all the cases referred to above, the consequent savings and potential improvements to service delivery of full collaboration arrangements were simply not significant enough to progress with any options presented, especially when compared to what could be achieved locally through restructuring. Whilst therefore, those

areas are not going to be progressed as collaborations at this point in time, the work involved in exploring the opportunities resulted in improvements being made to the areas of business in each case, including some savings for the Force.

## **Operational Restructuring**

13. The City First Programme identified areas for improvement in the areas of tasking, briefing/de-briefing and intelligence recording. As a result the Force operating model was re-structured and the Intelligence and Information (I&I) Directorate became central to the new Force Operating Model. The new I&I function has improved tasking and officer deployment, which has in turn improved the Force's understanding of risk and threat and tailoring its response to the demand.
14. The new Force Tasking and Co-ordination process coupled with a refined and more effective Daily Management Meeting (DMM) now provides clear and meaningful tasking, focussing on outcomes rather than inputs. The process operates across the entire Force and resources are deployed more effectively and in line with demand. The flexibility of deployment across all directorates has already maximised visibility of front line resources when the demand dictates.
15. The combining of the Specialist Support Directorate and Territorial Policing into one Directorate (Uniform Policing Directorate) has reduced silo working and ensured that all uniform resources are deployed according to demand. This allied to the review of its shift patterns, ensured that even though the number of police officers has reduced, the public should not see any difference in the visibility on the streets.

## **High Level Evaluation against the aims of the Programme A and B.**

Table 1

A. Contribution to achieving the CSR budget reduction by 2014/15		
Work streams	Actions	Results
Baseline	Mapped the forces processes, interdependencies and	The information gathered Informed and enabled structural

	collected data.	changes to be made.
Operational Work streams	Restructured the directorates and the realigned their areas of responsibility.	The restructured model is based on Police Numbers being reduced within the funding available.
Support Services and Non pay	In 2012/13 a Non Pay Gold Group was formed, Grant Thornton provided Benchmarking of Support Services, Income Generation opportunities and procurement.	All police staff were subject to organisational change processes to reduce support structure costs and increase efficiency.
Collaboration	A Collaboration Board was established to consider proposals, monitor and progress programmes of work.	Occupational Health is the only collaboration that has been completed, but the process of reviewing services in preparation for collaboration has delivered financial and operational efficiencies.

## B. Re-organise the Force to deliver against key objectives whilst reducing resources

### Operational Work Streams

Work Streams	Actions	Results
Ward reviews	Reduction of PCSO and Police officers from a geographical Wards function	The Community Teams are now comprise three specific teams with specific objectives– Residential, Business and Street Intervention. Positioning the teams in this way has allowed more efficient working with communities.

Shift patterns	Change the shift patterns for Uniform Policing and Specialist Crime Directorates to match resources to demand	This was implemented in April 2013 in order to improve service delivery and visibility of officers.
Resources invested in visible functions	Reduction of police officers from business support functions by moving civilians into roles and putting officers into visible/frontline functions	Officers in support functions are set to reduce from 118 in 2010 to 89 in 2014.  The number of Special Constables has increased from 84 in 2010 to 99 in 2013.
Intelligence and Information Command	The bringing together all the sources of information to ensure the efficient tasking of resources to demand.	Better allocation of resources to demand leading to improved efficiency and performance.
Uniform Policing Command	The creation of a single uniform response function.	This has maintained officer visibility and operational response despite reduction in headcount.
Brigading of the CJU and CSU	Creation of single location and management structure to align process to stakeholder demand.	Reduction of 6 posts savings £239k per annum.
<b>Support Services and Non Pay</b>		
Corporate Programme Office	New strategy to only buy in skills required for specific projects.	Has reduced cost by £0.25m.
Fleet review	Review of fleet	A 20% reduction in the number of vehicles across the force
Capital City Bid	Submitted a bid for this new stream funding from the Home Office for unique challenges facing	Have received £8.4m funding in 2013/14 in recognition of the additional work CoLP



	the CoLP.	undertakes in policy the Capital City.
Recharge model	Developed a force recharge model that is used to ensure CoLP recover the costs of the additional costs from external funders due to the creation of new units.	The model is being used in negotiating all future external funding bids for example the Intellectual Property Crime Unit.
Income Generation	Employed an Income Generation and Sponsorship Manager.	The post has succeeded in bring in new areas of funding including €500k for DCPCU and £2.5m for Intellectual Property Crime Unit.
Procurement	City of London Corporation and CoLP initiated a Procure to Pay project in 2011.	Set up a new shared service for accounts payable and procurement the force has made £233k savings in 2012/13 from areas such as stationery and catering.
<b>Collaboration</b>		
Occupational Health	Collaborated with CoL	Made savings of £120k.
Scientific Support	Preparation of a full business case of collaboration with BTP informed decisions around future structure.	Force restructured service and civilianised a number of posts saving £97k pay savings.
Learning and Development	The preparation of the business case informed the creation of an alternative structure.	The restructure resulted in 16.5 fewer posts generating £863k pay savings.

## Full evaluation

16. The final section of this paper sets out a range of performance measures that the Force has agreed will be used to evaluate the impact of changes instigated by the City First Change Programme

on the public, staff, and crime. These can also be used to measure the effect in the future if required.

17. The evaluation in 2014 will be against the following criteria:

a) has the Force been able to reduce its budget to the level set by the CSR review and

b) has it been able to do this without having a detrimental on performance.

Customer Service Measures			
<u>Measure</u>	<u>2010/11</u>	<u>2011/12</u>	<u>2012/13</u>
1.1) To ensure that at least 90% of those reporting antisocial behaviour are satisfied with the service provided by the police(PPT, 1.6.1a)	92.6%	92.3%	92.8%
1.2) To ensure at least 85% of the City street population surveyed consider the City of London are doing a good or excellent job. (PPT, 1.7.1a)	81.7%	86.2%	92.3%
1.3) To ensure that at least 90% of people surveyed in the Street Survey consider the City of London is prepared and capable of policing the terrorist threat effectively. (PPT, 1.1.1d)	Not Measured	84.5%	93.4%
1.4) To ensure at least 90% of victims of crime are satisfied with the service provided by the police. (PPT, 1.7.1c)	88.8%	88.0%	85.6%
1.5) Complaints against the police trend (PSD)	119	108	126
1.6) To ensure that at least 90% of fraud victims are satisfied with the service provided. (PPT 1.2.1d)	Not Measured	Not Measured	89%
1.7) Respond to at least 95% of 999 calls within 12 minutes (PPT, 1.7.1b)	97.0%	98.5%	97.4%

1.11) Results of the City of London Corporation 3 yearly survey.	74% know CoLP police the square mile.	Not Measured	Not Measured
1.12) To deploy intelligence led, high visibility policing operations to counter the terrorism threat and reassure the public. (PPT, 1.1.1c )	Not Measured	Not Measured	49,773hrs  CT Policing (+282% of target)

### *Staff Measures*

<u>Measure</u>	<u>2010/11</u>	<u>2011/12</u>	<u>2012/13</u>
2.1) Monitor grievance trends.	8	14	11
2.2) Monitor grievance ET cases.	3	3	6
2.3) Police Officer sickness 6 days average within year (PPT, 2.1.2a)	4.51	5.6	5.4
2.4) Support Staff sickness 7 days average within year (PPT, 2.1.2b)	7.34	8.7	7.5
2.5) Monitor the provision of mandatory training (PPT, 2.1.4a)			
2.6) Number of PDRs Completed.	Not Measured	94.6%	96.9%

### *Crime Measures*

<u>Measure</u>	<u>2010/11</u>	<u>2011/12</u>	<u>2012/13</u>
4.1) Reduce levels of victim based violent crime (PPT,1.4.1a)	535	569	560
4.2) Reduce levels of victim based acquisitive crime (PPT, 1.4.1b)	3,998	4,051	3,804
4.3) Total recorded crime	6,374	6,119	5,554
4.4) Detection rate	38.8%	36.8%	30.2%

## **Audit and Risk**

18. A separate report will be tabled at a later date to a future Grand Committee or Sub Committee by the City of London Corporation Audit Manager, Jerry Mullins who was invited to comment on the proposed measures by the Director of Corporate Services. Consideration is being given to the appropriate timing of this report.

## **Conclusion**

19. The City First Change Programme successfully delivered against the challenge of keeping spending with the CSR limits and has generated some significant savings for the Force. It has improved efficiency in a number of areas, but particularly in tasking and deployments. It is too early to evaluate the full impact that it has had on performance generally, and this will take place in Spring of 2014. The Force will continue to seek ways to ensure that it meets any further budgetary challenges and, as part of the Force Change agenda, will seek continuous improvement in delivering its services to the public.

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