



**To:** Business Coordination Board

**From:** Chief Executive

**Date:** 25 February 2016

## **SECTION 22A COLLABORATION AGREEMENT FOR INFORMATION AND COMMUNICATIONS TECHNOLOGY**

### **1. Purpose**

1.1 The purpose of this report is to present to the Business Co-ordination Board (“the Board”) the Section 22A Collaboration Agreement under the Police Act 1996 (as amended) (“the S22A Agreement”) for the Information and Communication Technology (ICT) Department for the six corporations sole (the Chief Constables of Bedfordshire, Cambridgeshire and Hertfordshire and the Police and Crime Commissioners for Bedfordshire, Cambridgeshire and Hertfordshire) that have formed a Strategic Policing Alliance (“the Alliance”).

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 Agreement in line with statutory functions.

### **2. Recommendation**

2.1 The Board is recommended to note that the business case for ICT Department and associated functions and services was considered and the S22A Agreement signed by the six corporations sole at the Bedfordshire, Cambridgeshire & Hertfordshire Alliance Summit on the 28<sup>th</sup> January 2016.

- 2.2 It is in the public interest that a Decision Notice is signed by the Police and Crime Commissioner (“the Commissioner”) to enable transparency, accountability and scrutiny of how the decision to sign the S22A Agreement was arrived at.

### 3. 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 has already collaborated a number of operational (e.g. Joint Protective Services functions), operational support (e.g. Local Criminal Justice Board administration) and organisational support (e.g. Professional Standards, Procurement) 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. the Athena policing system and a single Human Resources and Finance 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 Police and Crime Commissioners and their teams. In addition Office of the Police and Crime Commissioner (OPCC) Chaired governance boards have been established for Joint Protective Services, Operational Support and Organisational Support to provide more detailed scrutiny.

- 3.5 The Board is asked to note that 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. Information and Communication Technology**

- 4.1 The Outline Business Case (OBC) for collaboration of ICT functions was approved at the Strategic Alliance Summit on 14th August 2014 with the Full Business Case (FBC) approved on 13th October 2015. Since the approval of the OBC the ICT Department has been operating under a single Head of ICT to ensure convergence of infrastructure and applications. Prior to this point ICT services and functions were already fully collaborated between Bedfordshire and Hertfordshire.

- 4.2 Overall, the purpose for creating a three force single ICT Department is to provide:

- 1) A consistent approach to ICT service delivery enabling day-to-day delivery of policing services;
- 2) A converged infrastructure which brings standardisation and consistency to service users, regardless of whether they work in a collaborated or local function;
- 3) Better cost control and contract management;
- 4) Delivery of enabling solutions (e.g. Athena, Mobilisation, etc.) to standardise, simplify, self-serve, automate and mobilise value-adding operational and business processes;
- 5) Cost savings – The above approach has already delivered £0.626m of savings in 2014/2015. It is expected to yield further cost savings of about £4.0m over the next 3 years, a total of approximately £4.6m. These will ultimately come from infrastructure convergence, application convergence and reduction in staff cost:
  - a. Summary of savings already identified - From the work done so far, £0.626m have already been deducted from the current budget whilst the majority of the remaining savings will be achieved over the coming years. The break down of the identified savings are stated below:
    - Non Payroll savings  
FY 14/15 - **£0.626m**  
FY 15/16 - **£0.92m** (Mostly Telecoms)

FY16/17 – **£0.385m**

- Application Convergence- (Small Systems, Mobile HCL, Assyst, NIMS)– £0.227m
- Infrastructure convergence – (CITRIX, 3 Cards, Voice Recording etc.) - £0.158m

FY17/18 – Circa **£1m**

- Application Convergence (including Athena)- £0.1m
- Infrastructure Convergence – £0.9m
- Payroll savings:

FY 16/17 – Circa **£1.507m**

- Staff annual savings are estimated to be circa £1.507m.

4.3 The programme will deliver the proposed savings and improved levels of service delivery through several means which are detailed in this FBC. The high level enablers that will lead to the achievement of these goals are:

- A single Senior Management Team;
- Merging of functions into joint units to deliver economies of scale;
- Application convergence;
- Infrastructure convergence;
- Contract renegotiations;
- Restructuring – Savings from staff costs.

4.4 The ‘To Be’ state will build on the strengths of the current approaches and structures in the two current departments.

4.5 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 (ICT)
<b>Public Value</b>	<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</p>

Principle	Work Completed (ICT)
	<p>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 ICT function to account for strategy, change and performance.</p> <p>The ICT collaboration seeks to unify the ICT functions of Bedfordshire / Hertfordshire and Cambridgeshire police forces into a single organisational support function. As a key initiative of the BCH Strategic Alliance, the collaboration is being delivered to provide effective, efficient and economic organisational support at a reduced cost whilst sufficiently enabling local policing in each force.</p> <p>The vision is that the ICT organisation will reshape and transform, through a portfolio of programmes and projects, that will enable the organisation to become (see below):</p> <ul style="list-style-type: none"> <li>• Smarter;</li> <li>• Leaner; and</li> <li>• Sustainable</li> </ul> <p>Bedfordshire, Cambridgeshire and Hertfordshire require the ability to exploit data and information assets, initiate and complete tasks in a timely and a far more effective, efficient and economical way, while maximising visibility of the front line and to keep people as safe as possible.</p> <p>To support front line officers we will take the advantages of Athena and provide it to officers at scene, along with other systems through our mobile platform tuServ, via appropriate mobile devices. This will provide all the operational benefits of having the right information, without having to return to the police estate for access to systems. Today, wherever you are across the three counties, at least a quarter of a uniformed police officer's time is spent on administration. If we can cut that burden in half using technology, we could free up time to ensure where possible front line numbers can be maintained. This means more time in communities, visible and accessible to the public and less time in offices and buildings, facilitating our plans for estates consolidation. It means a better response when and where it is needed most.</p> <p>For the public, we need to offer modern digital ways of communicating with us. If the public can quickly get the information they need online at a time that suits them, it saves them a call or visit to the police estate. This is how members of</p>

Principle	Work Completed (ICT)
	<p>the public are used to dealing with other service organisations.</p> <p>Given the demands the service faces, we must continue to develop our flexible, agile workforce. That flexibility must be underpinned by terms of employment that are fair and modern and where possible make BCH an attractive employer of choice and challenge that should be accepted even given the austerity in front of us.</p> <p>A business benefits baseline is being established. This will then feed into the Benefits Realisation Plan for the Project.</p>
<p><b>Professional / Specialist Advice</b></p>	<p>In preparing the OBC and FBC other forces who have collaborated functions or which utilise greater self-service were engaged with.</p>

Principle	Work Completed (ICT)
	<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 interviews between the 21st and 24th September 2015 along with a detailed review of all the Project Documentation. The review made a number of recommendations which were incorporated into the final version of the FBC. The Assurance Review findings accompanied the presentation of the FBC to the Strategic Alliance Summit on 13th October 2015.</p>
<p><b>Engagement and Communication</b></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. 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 Police and Crime Commissioner’s Websites.</p>
<p><b>Value for Money</b></p>	<p>In addition to the cost savings of £4.6m the following benefit categories are being monitored:</p> <ul style="list-style-type: none"> <li>• Tracking revenue budgets;</li> <li>• Measuring delivery against Service Level agreements, including existing KPIs within BCH ICT;</li> <li>• Measuring customer satisfaction with new measurement processes put in place.</li> </ul> <p>The key facets of the Target Operating Model are:</p> <ul style="list-style-type: none"> <li>• The establishment of a joint Senior Management Team (SMT);</li> <li>• The reduction of the number of data centres – there are currently 11 data centres in 5 locations to a maximum of 2. These data centres will be located in Huntingdon and</li> </ul>

Principle	Work Completed (ICT)
	<p>Welwyn Garden City;</p> <ul style="list-style-type: none"> <li>• Scope to reduce the number of staff on help desks – currently 10 in 2 locations;</li> <li>• A future need to establishing single points of support thereby reducing duplication in infrastructure, networks and applications across the two departments;</li> <li>• Hosting a highly available system(s) in one of the forces with Disaster Recovery being in other (or potentially outside the region);</li> <li>• Single procurement of supplies creating economies of scale e.g. single product catalogue of end user devices i.e. desktops, laptops, slates, smartphones;</li> <li>• Time and cost savings through a single project management approach;</li> <li>• Applying best practice identified in either department to realise further savings;</li> <li>• Reduction in the amount of ad hoc small systems procured and supported. It is expected that only ICT will be procuring ICT Systems\Solutions to meet business need;</li> <li>• The convergence of key applications in the medium-term.</li> </ul> <p>Chief Finance Officers from the six Corporations Sole have scrutinised the financial data through a range of forums.</p>
<b>Risk Management</b>	<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>
<b>Equality</b>	<p>As part of the ICT 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>

4.6 The collaborated ICT Department will be fully operational from late 2016 and further phases will then be implemented within a continuous improvement culture.

**5. Recommendation**

- 5.1 The Board is recommended to note that the business case for ICT Department and associated functions and services was considered and the S22A Agreement signed by the six corporation’s sole at the **Bedfordshire, Cambridgeshire & Hertfordshire Alliance Summit** on the 28<sup>th</sup> January 2016
- 5.2 A Decision making notice is signed by the Police and Crime Commissioner (“the Commissioner”)

**BIBLIOGRAPHY**

<b>Source Document(s)</b>	<p>Police Act 1996 (as amended)</p> <p><a href="#">BCB paper October 2015 (agenda item 10) – collaboration update</a></p>
<b>Contact Officer</b>	<p>Dorothy Gregson, Chief Executive, Office of the Police and Crime Commission</p>