

NOT PROTECTIVELY MARKED

Our ref:TP/VS

15 September 2020

Dear Home Secretary

**RE: HMICFRS Inspection of Police Collaboration - The Hard Yards (*published July*).**

I welcome the opportunity to comment on this report which makes recommendations for the NPCC, College of Policing and Home Office in terms of learning from police collaborations.

One of the collaborations considered within the inspection report was the Seven Force Strategic Alliance (7F) which, alongside Suffolk, brings together Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Kent and Norfolk.

I am disappointed that while HMICFRS interviewed one of the 7F team members, the comments were not accurately reflected in the report. In addition, HMICFRS did not interview PCCs (OPCC Chief Executives), or Chief Constables, which makes me question the depth of the evidence upon which conclusions were reached. I chair the 7F PCC meetings, and the overall programme board for all 14 Corporation Soles, so I would have expected to be consulted. The response attached reflects the views upon the report from the Seven Force Strategic Alliance.

The seven forces already have well established collaborations across a number of policing areas. Suffolk Constabulary, for example, has been collaborating with Norfolk Constabulary for over 10 years, and I am surprised therefore that the report does not acknowledge the challenge of collaborating in an already heavily collaborated environment.

Yours sincerely



Tim Passmore  
Police and Crime Commissioner

The Rt Hon Priti Patel MP  
Home Secretary  
Home Office  
2 Marsham Street  
London

## HMICFRS The Hard Yards Review 7F Response

### 1. Introduction and Purpose

- 1.1- On 22<sup>nd</sup> July 2020, Her Majesty's Inspectorate of Constabulary and Fire & Rescue Service (HMICFRS) published a PEEL spotlight report titled The Hard Yards. The report is compiled from a national inspection of policing collaborations in England and Wales. (Appendix 1)
- 1.2- The Seven Force Strategic Alliance (7F) was inspected, this alliance comprises Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Kent, Norfolk, and Suffolk.
- 1.3- The HMICFRS made two recommendations both of which are intended for the National Police Chiefs Council (NPCC) College of Policing (COP) and Home Office (HO).
- 1.4- I have consulted with senior leaders from the 7F alliance in the preparation of this report.

The report is broken down into the following areas:

- Introduction & purpose.
  - Leadership and governance.
  - Benefits and cost analysis.
  - Skills and capabilities.
  - Exchange of learning.
- 1.5- The HMICFRS highlighted that it is essential that collaborations have a clear purpose and objectives. This helps forces to demonstrate and show to the public the benefits of collaboration.
  - 1.6- By having a clear purpose, it means there is consistency between how the collaboration sees itself, and how it is presented to the forces and to the public. This is easier when operating in areas of common geographical, demographical or political identity, such as in Wales.
  - 1.7- The HMICFRS looked at six case studies, including 7F. Each had a stated initial purpose. The HMICFRS said most collaborations were implemented to produce cost savings, but it was often unclear how this work was otherwise benefiting the public or improving service. They found this has contributed to delays in implementing some of the programmes and achieving success.
  - 1.8- The HMICFRS recognised 7F as having a clear purpose and that we had invested time and effort in getting this right.

### 2. Leadership & Governance

- 2.1- The HMICFRS were critical of leadership responsibilities highlighting difficulties in reaching decisions and drawing upon manager and leaders time with the need to consult with multiple persons in decision making processes.
- 2.2- The work and projects being overseen by the 7F require significant decisions and financial commitments from all forces. A Section 22 agreement clearly outlines the 7F structures and summit meetings where key decisions are made and agreed. A Senior Responsible Officer manages the 7F alliance on behalf of the individual forces reporting to one Chief Constable.

- 2.3- Although the HMICFRS are critical of the arrangements used in collaborations, including 7F, no viable alternatives were suggested that would ensure effective consultation with individual forces, allowing Chief Constables and Police Crime Commissioners (PCC) to consider their individual requirements.
- 2.4- The current governance arrangements involve all 14 corporations sole meeting formally every three months ensuring governance and accountability. A bi-monthly oversight group and monthly update reports enable the tracking of projects and progress in between meetings.
- 2.5- The section 22 agreement is reviewed annually. Prior to the cancellation of PCC elections earlier this year, the 7F had already factored in a process to allow for further revision of the section 22 agreement pending changes to PCCs and whether this would create new opportunities for the future. This will be carried over into 2021.
- 2.6- Section 22s are widely recognised and used as the legal route to collaboration across forces, the limitations of these agreements are widely recognised across the 7 force PC(F)Cs. PC(F)C and CC across the region are actively exploring alternative governance routes to the management of BAU collaborated service. A review of existing programme governance is included within the scope of the current 7F future opportunities review which is due to conclude in a proposal for consideration immediately post PCCs elections in May 2021.
- 2.7- Programme governance, (which includes the development of collaboration concepts through the business case development and approval process to implementation, stand up of services or solutions and benefits realisation) needs to respond the variation in risk appetite, affordability and investment priorities across the 7 forces and preferred partnerships. Notwithstanding the current review, our programme governance needs to complement 7 individual forces governance and three existing preferred partnerships governance to allow for individual assessment of each proposed initiative and considered decision making. Given this complexity and operating environment it is not unreasonable for the programme governance to be substantial and robust.
- 2.8- The BAU governance arrangement for a collaborated 7F function is described and agreed within the management case. BAU governance is reduced as illustrated by the 7F Procurement Function. A monthly Strategic Procurement Governance Board, chaired by a PCC, manages the business of the procurement function at a strategic level holding it accountable for delivery of benefits. This board is made up of representatives from across the 7 forces and OPCFC and reports directly into the quarterly summit meeting only on matters which require such escalation.

### **3. Benefits and Cost Analysis**

- 3.1- The HMICFRS looked at whether collaborations are achieving what they set out to do and how and where they are saving money. They found many forces are reviewing collaborations to ensure they are achieving their objectives but are not always assessing whether they can achieve more together.

- 3.2- Some forces were unable to clearly show efficiencies or describe the benefits being realised. They had no systems in place to effectively track the benefits and explain these to the public.
- 3.3- The HMICFRS referenced that most collaborations were set up to achieve savings or to reduce bureaucracy. They found the central government guidance on appraisal and evaluation - the Green Book – isn't used as widely as it should be and forces lacked understanding of how it could be used.
- 3.4- The HMICFRS said that Forces need to develop systems for effectively tracking benefits. They believe that support should be provided centrally and in the next round of inspections they intend to focus on collaborations and in particular aspects relating to value for money and benefits.

**Recommendation** - By March 2021, the NPCC lead, the College of Policing and the Home Office should identify a methodology that supports forces in tracking benefits for police collaborations. If forces haven't yet implemented an effective system to track the benefits of their collaborations, they should use the methodology created by the NPCC, the College of Policing and the Home Office

- 3.5- A 7F Programme proposal to adopt the Green Book Treasury Model for the development of future business cases and a framework for benefits realisation was agreed in September 2018, since this date all 7F business cases have been green book compliant.
- 3.6- Members of the 7F Collaboration Team were interviewed by the HMICFRS as part of the inspection. 7F had already recognised the importance of a strong benefits management approach. The early work the team had completed on this was shared with the HMICFRS. It was made clear this was the start of the work that would be developed in the coming months.
- 3.7- In the development of this approach a full scoping exercise was conducted to identify the best benefits methodology against good practices. A wide range of organisations in the private and public sector were reviewed as well as, attendance at national conferences and membership at national working groups.
- 3.8- The programme has aligned the 7F benefits framework closely to the Transport for London methodology combined with some reporting identified with the Fire and Rescue Service in the region. This approach has allowed us to be flexible to the policing environment whilst identifying good practice already proven.
- 3.9- The 7F strategic stakeholders are now getting Business cases, such as the 7 F Vetting Transformation and Digital Asset Management System (DAMS) Outline Business Case, that are benefits based and have been robustly tested. Feedback is that this maturing approach enables the evidence-based decisions making required.
- 3.10- The programme has retrospectively worked with collaborative areas where business cases were developed or commenced before Sept 2018 to ensure that benefits identification and realisation tracking measures are, in so far as is possible, in place. These are reported through the BAU performance management procedures. For example; 7F Procurement, has been reviewed updated and is now reporting using the approach in daily business. Currently this is showing a savings to circa £8.455m over 4 years, some of which have already been delivered.

- 3.11- In addition, 7F Procurement have already delivered £1.15m worth of savings that were not identified in the business case, and continue to identify additional opportunities. These are currently estimated to be in excess of £5m but the actual figures will be refined as the projects progress.
- 3.12- The 7 Force Collaboration Programme business case development follows the Green Book Treasury Model and benefit identification will be developed through the business development stages.

| Treasury Model Stage             | Benefit development   |
|----------------------------------|---|
| 0 – Strategic Assessment         | Understand Strategic Context no benefit detail  |
| 1 – Strategic Outline Case (SOC) | Indicative benefits with no detailed analysis   |
| 2 – Outline Business Case (OBC)  | Draft Benefits realisation Plan, setting benefit detail, requirements to deliver benefit and ownership for delivery |
| 3 – Full Business Case (FBC)     | Validate and agree OBC Benefits Realisation Plan  |
| 4 – Implementation               | Assessment of benefits and complete change to realise benefits  |
| 5 – Evaluation and feedback      | Evaluate the actual delivered benefits  |

**Table 1: Benefits development in Treasury Model Business Case Development**

- 3.13- All benefits identified in a 7 Force Programme Outline Business Case (OBC) and Full Business Case (FBC) are required to meet the below minimum standards of indicating a direction of travel (for example, “Increase”, “Decrease”, “Maintain”), have clear measures and be categorized and include clear roles and responsibilities for measuring and delivering benefits.
- 3.14- Each benefit identified needs to be able to fit into the 7F programme benefit categories (outlined below) which forms part of the day to day planning activity for the life cycle of a 7F project and is an integral part of the Business Case process.

| Category          | Sub-Category   | Measure  |
|-------------------|--|--|
| <b>1. SAVINGS</b> | 1a) Money  | Quantified as revenue budget   |
|                   | 1b) Time   | Quantified as operational hours  |
|                   | 1c) Cost Avoidance   | Quantified as costs avoided  |
| <b>2. SERVICE</b> | 2a) Internal - to customers (officers and staff) within the seven Forces | Quantitative (e.g. KPI) or qualitative (e.g. survey), as appropriate         |
|                   | 2b) External - to the public   | Quantitative (e.g. crime level) or qualitative (e.g. survey), as appropriate |

|                      |  |  |
|----------------------|--|--|
| <b>3. COMPLIANCE</b> | 3a) Legal obligations<br>3b) HMIC or APP recommendations<br>3c) Local policy | Quantitative or qualitative, as appropriate. |
|----------------------|--|--|

- 3.15- The 7 Force Collaboration Programme tracks, reports and monitors the overarching strategic benefits utilising a benefits dashboard and realisation plan. Once fully live and as more 7F initiatives reach the implementation phase key programme benefits will be regularly reported through a benefits dashboard to be presented at:
- The Regional Financial Steering Group,
  - The 7F Programme Board.
  - Both the 7F Deputy Chief Constable and 7F Chief Constable Boards.
  - The Eastern Region Summit
- 3.16- In the interim forces are informed of benefits development through the monthly highlight report which details individual programme benefits progress and Procurement Benefits are reporting in to forces via the Strategic Procurement Governance Board.
- 3.17- A formal project closure report is produced at the end of implementation. This report details lessons learnt which are then collated into a wider programme lesson log, the level of benefits realised and any outstanding benefits partially or to be realised. These are formally signed over the BAU in the project closure process and incorporated within the BAU management reporting systems. A date for post implementation review is agreed at this stage.
- 3.18- Appendix 2 – provides a report detail the full 7F Benefits Framework

#### **4. Skills and Capabilities**

- 4.1- The HMICFRS highlighted the work in collaboration is a highly skilled environment. Building and maintaining collaborations call for the building of relationships, financial management, negotiation skills, creativity and the ability to learn. In too many places, the skills of people leading and managing collaborations are not enough to meet the problems they face.
- 4.2- The HMICFRS found that some collaborations did not have people with the right skills and capabilities required, which was an area of weakness and as such some work has stalled. They went onto say that where those forces have addressed this good progress is being made.
- 4.3- The HMICFRS referenced 7F saying. In the case of the 7F, the recruitment of the initial team was designed to deliver proof of concept and it contained a mix of skills including those in project management. The team achieved what it set out to do. However, it took a significant amount of time to achieve the desired results and two years into the project, the team membership was re-profiled.
- 4.4- 7F employed a Programme Director with a proven track record. In the following months the membership of the team changed significantly with recognition that we needed to refresh the, skills and capabilities of the team to deliver the ambitious projects it had identified.

- 4.5- Since then projects have been developed with significant business cases going to the board for decisions. The HMICFRS felt this clearly demonstrated the value of reviewing and potentially refreshing teams to make sure that collaborations receive the support they require to meet changing demands.
- 4.6- Subsequently we have invested in 7F programme staff to ensure they have the right skills and capabilities to deliver the full benefits and realisation of collaborative approaches.
- 4.7- This includes putting staff through industry standard training and associated qualifications. Furthermore, continuous professional development has been provided to all team members through training sessions and the 7F programme has worked with the wider 7F stakeholders and business leads and enabling groups to develop understanding of the approach and methodologies used. The approach that has been taken includes:
- Building capabilities through guidance, support and training.
  - Developing our approach through lessons learnt and adapting as required.
  - 7 Force Team following tried and tested programme methodology and tools and sharing these outside the programme.
- 4.8- This has resulted in the 7F team becoming more skilled and having a better understanding of the importance of benefits management and pro-actively communicating this to business stakeholders throughout business case development, implementation and into Business as Usual.
- 4.9- There is always a recognition that there is more to learn and benefits management is an ever-evolving skill. Recently, the 7F team have received high praise from external consultants who have been using the 7F benefits framework for some commissioned contracts.
- 4.10- They commented on the quality and rigour of the 7F Benefits framework stating it has been easy to use and follow, adding it was unusual to have such a detailed methodology set up within an organisation prior to their arrival. The work of the consultants is seen by the programme team as a further learning opportunity who have further enhanced some of their approaches as a result.
- 4.11- In the spirit of continuous improvement, the SRO has recently completed a further review of the team resource and delivery model drawing on lessons learnt to date. Changes are being recommended a paper detailing this will progress through the 7F governance arrangements for decision at Oct 2020 summit meeting.



## **5. Exchange of Learning**

- 5.1- The HMICFRS reported they were surprised given that so many forces are engaged in collaborations, there was limited evaluation and exchange of learning between forces as to how to collaborate better.
- 5.2- The HMICFRS recognised that that All Wales and the 7F have a similar approach to identifying collaborative opportunities with a small team of people who actively seek and develop opportunities to collaborate and look at wider opportunities.

- 5.3- As such they felt those collaborations have more ambition than others for collaboration and invest significantly in their teams to make sure that they are afforded the best opportunity to succeed.
- 5.4- Despite this they felt there were still variances in how collaborations operate and there is a need to strip out some of the bureaucracy that larger collaborations inevitably attract. (please see section 2)
- 5.5- The HMICFRS found this to be in stark contrast to other operational areas of policing. Highlighting there is no shared repository for information or central resource to support forces.
- 5.6- They found smaller, more specific collaborations, such as for firearms and roads policing, benchmark themselves against other forces on the operational side of the collaborative working. But they could not always show us how they learned from others about the business side of collaboration.
- 5.7- The HMICFRS said the National Police Chiefs’ Council (NPCC) needs to consider how collaboration knowledge can be developed and how forces can be supported better by the College of Policing, the NPCC and central government. Addressing this would mean that forces are more able to maximise the benefits of their collaborations and minimise the risk of collaborations failing. The HMICFRS set the following recommendation:

**Recommendation** - By March 2021, the NPCC lead, the College of Policing and the Home Office should work together to establish a central repository for police collaborations.

- 5.8- There is currently no central repository for police collaborations for the 7F collaboration to access however they follow a key programme management principle of learning by experience. To ensure this the programme;
  - Has internal lesson learnt and decisions logs,
  - A 7F Knowledge Hub site,
  - Conducts wider environmental scanning ahead and throughout the development of initiatives,
  - Holds a 7F Programme board membership includes a full range of enabling functions and local and preferred partnership change leads
- 5.9- The programme has previously proactively established national networks where they do not exist. For example; the 7F programme coordinated the regional development of the PEQF specification and led the procurement process on behalf of all partner forces. Through the environmental scanning undertaken it became apparent that there was no national network for those leading such complex work in other forces, in response the 7F project lead for this initiative created a network including CoP, procurement professionals and advisors on apprenticeship schemes.

|   |   |
|---|---|
| Appendix 1 – PEEL Spotlight Report – The Hard Yards | <br>peel-spotlight-report<br>-the-hard-yards-polic |
| Appendix 2 – 7F Benefit Framework Report            | <br>HMICFRS PEEL the<br>hard yards benefit res     |

Author Chief Inspector Nick Lillitou 0061 & Karen Georgiou 7F SRO