POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE POLICE AND CRIME PANEL

Report of	**OFFICE OF POLICE AND CRIME COMMISSIONER**
Subject	**PROJECT EDISON REVIEW**
Date	**WEDNESDAY 16 SEPTEMBER 2015 – 1.00 P.M.**
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Purpose of Report

1. This report relates to Police and Crime Plan Strategic Priority 18:
   "With staff and partners, transform the way we protect our communities and deliver over 20m in revenue savings by 2016/2017".

2. This report seeks to update the Police and Crime Panel on the review of the Edison policing model at 6 months post implementation and the Police and Crime Commissioner's role in holding the Chief Constable to account in delivery of the programme and the Police and Crime Plan priority.

3. This is a summary of the key themes and issues identified at the present time across all departments, in advance of a more detailed and comprehensive review due to be delivered to the October 2015 Change Board.

Recommendation

4. It is recommended that the Police and Crime Panel note the contents of the report.

Introduction

5. The Edison model was implemented by Leicestershire Police in February 2015, following extensive evidence based programme of work which focussed on improving performance, reducing inefficiency and the delivery of cashable savings. The one force model would reduce bureaucracy, remove unnecessary targets and place trust in our officers and staff to problem solve and make decisions based on use of the National Decision Model (NDM) and Threat, Harm, Risk, Investigation, Vulnerability and Engagement (THRIVE). Officers and staff would not only have to do things differently, but also think differently by taking a more balanced and proportionate approach to managing risk.

Blueprint 2020

6. Leicestershire Police is developing a blueprint that describes how its police services will look and feel by 2020. Blueprint 2020, a theme for the work, will deliver a vision for the service and plan out what needs to change over the next few years.

7.   This work recognises the journey towards the new policing model and captures the key themes emerging from it, as it seeks to understand how police services can be delivered more effectively by a smaller, faster and smarter police service. It will consider the use of new technologies for improved intelligence and digital engagement with the public to achieve better identification of threat, harm and risk.

8.   Keeping prevention at the heart of policing, Blueprint 2020 will also look closely at those parts of the organisation that were not part of the Edison model project and identify potential transformations. It comes at a time when the organisation is facing unprecedented financial challenges with reduced funding and millions of pounds worth of savings that need to be delivered. Although the work for Blueprint 2020 is accelerated by the austerity cuts, its main purpose is to design and deliver police services that are fit for a new era of policing.

9.   Working together with colleagues, partners and the public, the Force Change Team will identify better use of resources, more intelligent- and technologically-led real time uses of data, understand new ways to access police services with options for the public to self-serve, plus look at options to build better partnerships which can deliver joined up services and combine resources. This includes the opportunity to be more effective and efficient through the delivery of a regional strategic alliance between Leicestershire Police and other East Midlands Police forces which is outlined in more detail after the model summary section of this document.

Financial Benefits

10.   The core model proposed a reduction of 433 FTE from the combined Police Officer and Police Staff establishment in order to save 20.0m. The force re-invested some of this FTE into certain teams to provide additional resilience, resulting in a net reduction of 254 FTE. This translated into a net saving of 10.3 million pounds per annum.

11.   The forecast rate to achieve this reduction in terms of naturally occurring opportunities to reduce overall FTE through officer attrition is by March 2017. At current progress the attrition rate is slightly faster than the forecast and the force is therefore on target to realise the full 10.3m worth of savings by March 2017.

12.   The importance of realising the full financial benefits cannot be understated as the CSR announcement in November is likely to change the savings requirement for 2017. This currently stands at £5.8m (for 2016/17). This is in addition to the £10.3m savings already delivered from the new policing model. Identification of the additional savings is well advanced.

13.   Financial data has been requested as part of the six month review process to try and ascertain if the reduction in available officers and staff when compared to the old model has led to an increase in the force overtime budget spend. While this is ahead of anticipated forecast within the IMU and the FIU this has been required to deal with the challenges resulting from the implementation of NICHE, and for the reasons outlined elsewhere in this report. However it is difficult to compare the new model with the previous one in order to make a meaningful comparison.

Temporary Additional Officer Pool

14. As the establishment shrinks down to the model FTE in March 2017, a temporary additional officer pool has been created (TAOP). These Officers are being deployed where demand is greater than expected, to assist with NICHE implementation issues and provide extra resilience to the force in key areas.

NICHE Performance Data

15. A report providing performance metrics in more detail will be available to read in conjunction with this report. There are two major extraneous factors which need to be taken into consideration when examining the results within this report. The first being the introduction of Niche on the 29th April 2015, and the second seasonal factors, both of which could be the causal or contributing factor in relation to any change and not necessarily the introduction of the new structure itself. The outcomes which have been considered as part of the six month review of Op Edison are:

- Levels of user satisfaction
- Recorded crime levels
- Crime outcome levels
- Recorded incident levels
- Antisocial Behaviour Incidents
- Call handling times
- Percentage of graded incidents
- Visibility
- Crime investigation length

NICHE

16. The Edison model was designed around the force crime and intelligence system called CIS which the force had used since 1997 which all officers and staff were familiar with and proficient in its use. CIS Work process cycle times were used to establish the officer numbers required within departments. In April 2015, 2 months after model go live the force implemented a new crime and intelligence system called NICHE. This brought significant challenges with it in terms of training abstractions, unfamiliarity with the new system processes and longer process cycle times. Work has been undertaken to minimise the impact of the introduction of NICHE on the new policing model.

17. There has been sufficient resilience within the model to cope with these challenges, with minor changes made within the IMU by the short term deployment of TAOP Officers to cope with the additional work. As user familiarity increases and cycle times become more mature and reduce, the benefits of the new system can begin to be realised. Development of the metrics continues in line with system refinements.

Threats and Risks from Model Deviation

18. It is recognised that no Policing model can remain unaltered. As external developments, risks and opportunities occur, and new and better ways of working are devised it is important that the model be able to adapt. However it is also important that there is sufficient control over the model to prevent deviation in one area that undermines the model by shifting demand

elsewhere, leading to increased inefficiency and in turn failure to realise the financial benefits.

19. Culture change takes time to embed and there is a natural tendency in times of exceptional demand to return to old ways of working. For this reason any proposed changes to the model are managed through the Change Board to ensure the focus of the single force model is not lost, and to allow changes to be considered and properly governed.

20. KPMG produced a final benefits report in March 2015 to test the health of the model post implementation. A number of issues were identified where work was required in order to keep things on track and realise the anticipated savings. An action plan with 35 actions for progression across all areas of the model was created and managed by the change team, working with the responsible managers to deliver the solutions without deviation from the model. At the time of this report there are 4 outstanding actions to be resolved relating to Managed Appointment Unit (MAU) processes and the Real Time Intelligence and Police National Computer (RTI/PNC) function.

21. To date there has been no significant deviation from the core model. There have been minor changes to the model within the IMU, mainly around culture change, on-going training needs and the implementation of the new crime and intelligence system NICHE. It is likely that further minor changes will be necessary across other areas of the model now that officers and staff are becoming more familiar with this new system, as work process cycle times currently take longer in NICHE compared to the former CIS system. Any changes will be balanced as NICHE cycle times mature over the next six months and the new system benefits begin to be realised.

Force Reaction

22. As described earlier, the new focus on reducing threat risk and harm and a single force approach of get it right first time requires a significant culture change from officers and staff members alike. Initial feedback from staff was positive in the first three months, particularly within the Neighbourhood Policing Area (NPA) teams which also reflected the feedback being received from their communities.

23. Six months in the culture change is not fully embedded in all areas of the model, particularly where unexpectedly high demand has occurred, where refinements to shift pattern to better match resource to demand may be required, where the NICHE system has increased work process cycle times, or where tasks occur that may be better realigned elsewhere within the model. Crucially the officers and staff continue to work to the model aims, with much evidence of support being offered across teams to cope with fluctuations in demand.

24. Overall, work flows better through the new model than before and the application of NDM and THRIVE to decision making has led to a successful reduction in the number of incidents recorded. This is evidence in itself of the culture change required. However, like the model culture change takes time to embed and settle down before the benefits can be fully realised. This continues to be an area of on-going development.

25. In order to assess how well embedded or otherwise a survey has been prepared to test officer and staff member perceptions of the model at the six month point. This survey also contains questions from a previous 'Your

Views' survey in 2013 to allow some comparison of the current position against previous benchmark data around organisational/culture change. At the time of writing this report that survey is yet to be released but it is anticipated that the data will be available to inform the full review document in October 2015.

26.   An overview of the model is now provided, broken down into the various departmental elements and in the order of workflow.

Priority and Resource Commander

27.   The Priority and Resource Commander (PRC) has added value in terms of model embedding and resolving issues around which department should take primacy where there is no clarity. Now the model is starting to mature this requirement has reduced accordingly providing some evidence of successful embedding. The role has also provided a Silver control capacity to the force reducing the need to utilise a Superintendent, particularly around firearms commanders. From the PRC perspective, all areas of the model are working well, with the flow of work progressing through the various departments smoothly.

Contact Management Department

28.   There is evidence that culture change within Contact Management Department (CMD) to support the new model is starting to become embedded. CMD staff are applying National Decision Model (NDM) and THRIVE to grade and respond to contacts for service, leading to sound judgement around decisions relating to calls about non police matters, and are less risk averse in their grading and deployment decisions. This will take time to fully embed in order for call handlers to feel completely comfortable with using it, and reduce demand elsewhere in the model accordingly.

29.   Anecdotal evidence is that a small proportion of grade 2 incidents could have been either graded as suitable for MAU appointment instead of transfer to PRT, and a small proportion of grade 3 and 4 calls could have been suitable for resolution at the point of call instead of diary appointment or non-attendant crime report. A dip sample of incidents is being conducted as part of the six month review that will determine whether there is still further work required in this regard to reduce demand elsewhere in the model.

30.   Work has been undertaken within CMD to further support other areas of the model, in particular the patrol and Resolution Teams (PRT) and the Managed Appointment Unit (MAU). For example, recent changes to the four PRT talk groups to better spread the demand across the area and help to identify the nearest and best resource to attend an incident. There is also work on-going to refine the mapping system to make it easier for controllers to identify and assign resources, particularly when managing incident queues and busy airwaves. The way in which real time intelligence is provided to the force is also a work in progress.

31.   A new shift pattern has recently been implemented within CMD to support model delivery as it matures and becomes business as usual. This has coincided with a small increase in call answering times within CMD for non-emergency calls, which has now halted. Analysis is being conducted to understand the increase and there are likely to be minor modifications made to the pattern going forwards in order to better match resources to demand.

Managed Appointment Unit

32.   The Managed Appointment Unit (MAU) has been successful in removing some of the demand that would have previously fallen to PRT. Analysis shows that the MAU is dealing with appropriate grade 3 demand, and although the MAU has yet to consistently reach the aspirational model level of 132 appointments attended per day most diary spaces are filled. Lack of additional diary space sometimes leads to additional grade 3 demand remaining within the PRT.

33.   A dip sampling of incidents is being conducted to identify if this is seasonal demand fluctuation or due to inconsistency with the application of NDM and THRIVE within CMD. Some appointments appear to have been booked and then the caller is not at home when the officer attends leading to wasted time.

34.   Some issues have been identified with the station based diaries, in particular Mansfield House where the City Centre location is not a popular choice with service users due to traffic and car parking issues. This has had a knock on effect on travel time for officers reducing the amount of time available to service appointments. However station based diary usage has increased and MAU staff have been proactive in supporting the mobile diaries as demand dictates. Work is on-going to further improve efficiency in this area by refining the process.

35.   There has been sufficient resilience available within the department on the occasions where MAU officers have been required to support force wide operations and the night time economy operation, and the trials around evidence collection for other departments.

Priority Resource Team

36.   On the whole the Priority Resource Team (PRT) is performing their role well to attend grade 1 (emergency and urgent) and grade 2 (priority) incidents and service the demand. They have dealt with some significant incidents during the six month period, have been able to support other departments within the model when needed and have provided mutual aid support to other forces. They have also coped with additional grade 3 demand that has not been transferred to the MAU, although at times this has slightly increased the incident queues. The night time economy has been appropriately resourced over the past six months, with refinements to the intelligence packages that inform resourcing numbers contributing to reduced numbers of officers required when compared to the old model.

37.   While grade 2 response times are within acceptable limits, overall grade 1 response times have slightly increased over the six month period although they are now improving. This may be in part due to additional grade 3 demand not dealt within the MAU, the significant training abstractions required due to NICHE system go live, and the summer annual leave period. There is evidence that some PRT officers are required to travel further distances than before to deal with incidents, exacerbated by issues with mapping systems accuracy to allow call handlers to identify the nearest and best resource which may also be impacting on the reduction.

38.   Improvements have occurred since changes to the talk group configuration in July 2015, and work goes on around better talk group configuration and super grouping. Officers have continued to adopt the new crewing policy, and

although not all officers have adapted as easily to the borderless approach than others this is an area of on-going development.

39. Some PRT responsibilities may be suitable for outsourcing or modernisation, in particular scene preservation and constant observations of prisoners which will naturally lead to an increased capacity. This will improve further as refinements to command and control make it easier to identify and send the nearest and best resource. The culture change required from removing the old City and Counties boundaries is not yet fully embedded although this is changing, supported by strong leadership by the PRI and PRC roles. It is too early to determine whether the additional resilience provided in the model to PRT should be reduced or removed.

Investigation Management Unit

40. The Investigation Management Unit (IMU) has coped with some significant demand during the first six months, and is a critical part of the model, taking and assessing non attendant crime reports and reviewing reports taken elsewhere in the model. From here reports are either filed or sent onwards for investigation. Therefore the most significant challenges following the introduction of NICHE were felt here in terms of training abstractions, familiarity with the system and increased work process cycle time. In order to maintain service during this period a number of the TAOP officers have been deployed here, coupled with the appropriate use of overtime.

41. The IMU is currently removing more demand from the rest of the model than was originally envisaged, leading to capacity issues within departmental teams, particularly the enquiry officers. Work is on-going to identify if the number of tasks being completed by these officers before crime transfers to the FIU is appropriate. Culture change is beginning to embed, and officers working within the unit are beginning to receive training to become omni-competent in the range of works tasks required across the various elements of the unit. This is an on-going area of improvement.

42. In order to understand the impact of NICHE on work flow times and staffing numbers the Continuous Improvement Team has been working within the unit to identify inefficiencies with the new processes. This has in turn led to the identification of inefficiency in other areas in the model that interact with the IMU. An action plan has been produced as a result of this work that includes a training plan for officers and potential changes to the shift pattern to better match resources to the demand. Improvements have already been made with more live calls being taken within the unit and increasing process efficiency through reducing the self-generated demand of servicing a call back queue.

Force Investigation Unit

43. Overall the Force Investigation Unit (FIU) is working well. Like the IMU the implementation of NICHE has impacted upon the department in terms of training abstractions, officer familiarity with the system and increased process cycle times. Culture change as with other parts of the model is beginning to embed but this is work in progress.

44. Whilst demand can fluctuate dealing with prisoners, there are no recorded examples of where demand has outstripped capacity. Better than half of all crimes investigated within the unit receive a positive outcome. Investigator crime queues have also fluctuated over the time period since NICHE implementation, and analysis is being conducted to ascertain whether

outstanding system tasks on filed crime lead to them being captured as open during system searches. This may also be due in part to investigators balancing taking on new prisoners with the need to complete outstanding enquiries.

45.   The spread of demand across the three hubs (Beaumont Leys, Keyham Lane and Euston Street) is not as even as anticipated and this may lead to some staff movement between the hub locations. Changes to the shift pattern may be required to better match resources to demand to further improve performance, particularly around prisoners received on late shifts near to cease duty which inevitably leads to investigators working overtime in order to process them expeditiously.

Force Intelligence Bureau

46.   The Force Intelligence Bureau (FIB) has embedded well and is linking in with all areas of the model to provide a better focus on threat risk and harm for the force across the thematic areas. The tasking process through which products are supplied to departments is being refined, as is the triage process in order to pick up lower level crime trends.

47.   Refinements to internal processes have identified the capacity for a complete review of the tasking process and for the delivery of 24/7 tasking and briefing. The model changes have also led to better regional links. Work is on-going for officers and staff to become proficient in the use of NICHE in order to make full use of system capabilities.

Dedicated Neighbourhood Teams (DNT)

48.   Model changes have allowed neighbourhood officers to focus on a smaller number of core activities including getting upstream of crime to reduce demand through problem solving, community engagement and patrol. Time spent on patrol and visibility within the community has substantially increased over the past six months, with evidence of the increased use of community engagement and problem solving plans focussing on area priorities. KINECT data shows that consultation and engagement is well received within communities and positively rated.

49.   DNT officers and staff have had the capacity to assist other departments deal with exceptional demand without detracting from their core focus. There are also examples where the PRC has been able to use NPT resources to great effect across the force area without detriment to their core role of supporting NPA priorities and problem solving.

50.   Officers and staff have adapted well to the model and the culture change required is embedding well, albeit a less significant change was required than in other departments. Overall Satisfaction rates have been slowly declining since 2013 and the new model does not appear to have speeded up or halted this decline, although there is evidence of increased public satisfaction with local officers being more visible and more accessible through positive comments recorded across various social media platforms including Facebook, Twitter and Rate My Police.

51.   It is difficult to accurately measure DNT performance by more traditional measure in terms of being effective in reducing demand, for example reduced ASB, and an activity analysis survey is currently gathering information from officers and staff to ascertain if their time is spent predominantly on tasks

dealing with their core activities. At the time of writing this report the survey is on-going and analysis of the results will be added to the October review report.

<u>Partner Feedback</u>

52. Consultation with Partners is taking place as part of the formal review process. For the purpose of this report, the perceptions of senior officers have been gathered in relation to their interactions with the chief executives and senior managers of partner agencies. On the whole this suggests that the model continues to be viewed in a positive light by partners, particularly in Leicestershire and Rutland. Work is on-going within the City to refine the communication and information flow between Police and senior executives within the City Council.

<u>Current Risks</u>

53. The main risks to the model can be seen as resilience, capacity and culture change or approach. A table top business continuity exercise was conducted post implementation to test the model, which identified there was sufficient capacity and resilience to deal with a wide range of exceptional and unexpected demands.

54. In reality the model has proved itself many times in the face of some exceptional demand and risen to the challenge, for example Op Invincible. A recent HMIC insight visit had presented in detail this recent operation involving the identification of links to increased anti-social behaviour, criminal activity from minor to life threatening offences through effective use of intelligence management and threat assessment.

55. From community information, local and sourced intelligence an existing Organised Crime Group (OCG) appeared in conflict with a second group of suspects over drug supply. Escalation in violence was steep and a force and regional response was quick to identify previously unmapped OCG.

56. This was immediately triggered through the OCG process at the Regional Intelligence Unit (RIU). The assessed threat was significant with local, regional and national resources being deployed to disrupt and dismantle the Serious Organised Crime that the OCGs were responsible for.

57. The outcomes were extremely effective and resulted in arrests plus the recovery of firearms, drugs and substantial amounts of money and assets reducing the ability of both OCGs to operate.

58. As important was the harvesting of the intelligence from these investigations and intelligence to target further organised crime in Leicester, Leicestershire and Rutland.

59. However with risk there also exists an opportunity to do things better and the model has absorbed the challenges of introducing a completely new crime and intelligence system at a time when he model was not fully embedded and emerged without need for major deviation. Going forward the benefits of NICHE will allow further enhancements and improvements.

60. Overall, the culture change required to deliver a new way of working has happened and will continue to embed as the model matures, supported by

strong leadership. This is important to identify opportunities to further reduce demand.

61. The new model interacts with local and regional departments that have not been included within the changes, for example regional Learning and Development East Midlands Collaborative Human Resource Services (EMCHRS) and East Midlands Operational Support Service (EmOpSS). It is important that lines of communication are strengthened across these departments and the model to ensure that decisions are not taken in isolation which might result in confusion, duplication and extra work.

62. The model is intended to reduce demand by focussing on where threat harm and risk lies, and streamlines work processes by early identification of crimes where there is insufficient evidence to proceed further. This may reduce demand but it also reduces the basket of crimes which progress to the FIU in which a positive outcome is likely. Over time this may affect the outcome rates and service user satisfaction with the police.

Summary

63. Overall the model is embedding well and has the resilience to cope with exceptional events and demand. Work flows smoothly through the model and all departments are working hard to deliver the one force approach to reducing threat risk and harm to the communities we serve. The culture change required is still work in progress, but at this early stage the evidence is encouraging. The model was able to continue to perform when the system it was built around was replaced by a completely new crime and intelligence system, and the very significant challenges this presented.

64. There has been very little deviation from the core model and there is sufficient governance in place to ensure that any changes proposed are fully thought through. There will likely be further refinements to processes as things embed further and his will lead to improved efficiency. The cashable savings of 10.3m are on schedule to be delivered ahead of time.

65. The Police and Crime Commissioner can be assured that Leicestershire Police continues to deliver a quality service to the people of Leicester, Leicestershire and Rutland and is doing this with a reduced number of officers and staff, and at a much reduced cost.

Strategic Alliance

66. Leicestershire Police have begun the process of exploring a strategic alliance with Northamptonshire and Nottinghamshire Police. The primary driver of this work is to ensure provision of the best possible service to the public within reducing budgets whilst maximising operational efficiency. This will be achieved by:

- Seeking to minimise the impact of reducing budgets on frontline resource whilst maintaining public confidence through a retained local identity.
- Maximising the opportunity to retain capacity and capability through the integration of operational resources to police across force boundaries.
- Enabling increased surge capacity to deal with unexpected demand within standardised functions and processes.
- To capitalise on a wider pool of expertise, reduce duplication and actively pursue savings through economies of scale, innovation, cost sharing and pooling of resources.

- To enable greater operational flexibility through an aligned and harmonised approach to support services.

67. Chief Officers and Police and Crime Commissioners are meeting regularly as part of this exploration process and each force will retain its local identity and leadership via existing Chief Officer structure. The Change teams across the three forces are in the early stages of meeting to assess the current position and identify efficiencies through better integration and alignment of the various programs of work.

Implications

Financial :	No new financial implications.
Legal :	None.
Equality Impact Assessment :	Discussed within report.
Risks and Impact :	This report reviews a programme of work which carries a large risk for the organisation and the delivery of the Police and Crime Plan. This is recognised within the Change Programme and reflected through the governance arrangements.
Link to Police and Crime Plan :	Link to activity included within this report.
Communications :	None.

List of Appendices
None.

Background Papers
None.

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