

POLICE AND CRIME COMMISSIONER FOR LEICESTERSHIRE

POLICE AND CRIME PANEL

Report of	OFFICE OF POLICE AND CRIME COMMISSIONER
Subject	OPCC OFFICE STRUCTURE UPDATE REPORT
Date	WEDNESDAY 1 FEBRUARY 2023
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Purpose of Report

1. To provide the Police and Crime panel members with an update on the Office of Police and Crime Commissioner organisational structure

Recommendation

2. To note the contents of the report.

Introduction

The Police and Crime Commissioner (PCC) has a number of statutory responsibilities as set out in the Police Reform and Social Responsibility Act 2011, these are listed below:

- a. *Secure efficient and effective police for their area*
- b. *Appoint a Chief Constable, hold them to account for the running of the force, and if necessary dismiss them*
- c. *Set the police and crime objectives for their area through a Police and Crime Plan*
- d. *Set the force budget and determine the precept*
- e. *Contribute to the national and international policing capabilities set out by the Home Secretary; and*
- f. *Bring together community safety and criminal justice partners, to make sure local priorities are joined up.*

The responsibility for holding the Chief Constable and the Force to account is defined in law. There are a number of ways for the Police and Crime Commissioner (PCC) to undertake this role. Most importantly the Office and the Police and Crime Commissioner (OPCC) needs to be streamlined and structured to deliver high quality services to the communities of Leicester, Leicestershire and Rutland.

In order for the OPCC to fulfil this responsibility the PCC wished to satisfy himself that his own team were delivering their functions in an efficient and effective way and were proficient in delivering the Police and Crime Plan. To that end he requested a detailed review of the OPCC to be undertaken.

The Review

The review focussed upon the following areas:

- roles and responsibilities of the staff within the OPCC,
- the organisational structures,
- a paper review on the governance structures in place May 2021,
- review of the minutes of meetings,
- post profiles and job descriptions,
- interviews with colleagues,
- consultation with stakeholders,
- consultation and engagement with staff,
- and comparisons with other OPCC in the region

It is unfortunate that from the beginning of the PCC's tenure on 13th May 2021 there appeared to be a difficulty in gaining from senior colleagues in the organisation the clear appraisal of the efficiencies and inefficiencies of each department that was requested.

From the outset the PCC was clear about his requirements and expectations. He wanted a structure that is:

- Less hierarchical and more empowering
- Greater accountability and outcomes driven
- Greater coherence and alignment with the Police and Crime Plan
- Right people with the right skills in the right place to deliver the police and crime plan
- Organisational values to define the culture
- Retain staff whenever possible
- Restructure to be managed on advice from HR specialists
- Teams to work closely together with greater unity and less silo working
- Audit trail for decisions particularly relating to contracts for employees
- Greater investment in the training and development of colleagues

Findings

The following issues were derived from the review:

- **Silo mentality.** A tendency for staff to report and discuss only within their section.
- **Hierarchy.** The OPCC operated a very hierarchical system where each person reported to the person immediately above them which inhibits innovation and productivity.
- **Lack of accountability.** There was a damaging and high-risk degree of informality about decision making.
- **Too many meetings and bureaucracy.** There were no reports coming back to the PCC after staff had attended meetings, no sign of policy being influenced and a worrying lack of accountability. Most of this work could be done in writing.
- **Lack of dedicated financial oversight.** Whilst there was no criticism of the then CFO the PCC saw an anomaly with no independent oversight.
- **People Zones.** This initiative is vital and important, but was under-resourced and lacking clarity. There were projects and personnel that should have their role redefined to ensure they were working full time on this important area of business.

- **Holding to Account.** The PCC found limited scrutiny and on occasion no accountability of the Chief Constable and the force.

In summary, there were many areas of poor performance in the OPCC which undermined the efficiency of the OPCC, leading to a dysfunctional operational modus operandi.

One of the most concerning traits within the organisation was the clear unproductive overlaps across roles and responsibilities. Job descriptions were out of date and a lack of formal contracts for a variety of informal job changes across departments. This was posing a significant risk to the OPCC and the efficient working of the organisation. Most importantly it clearly created a residual risk of inequality.

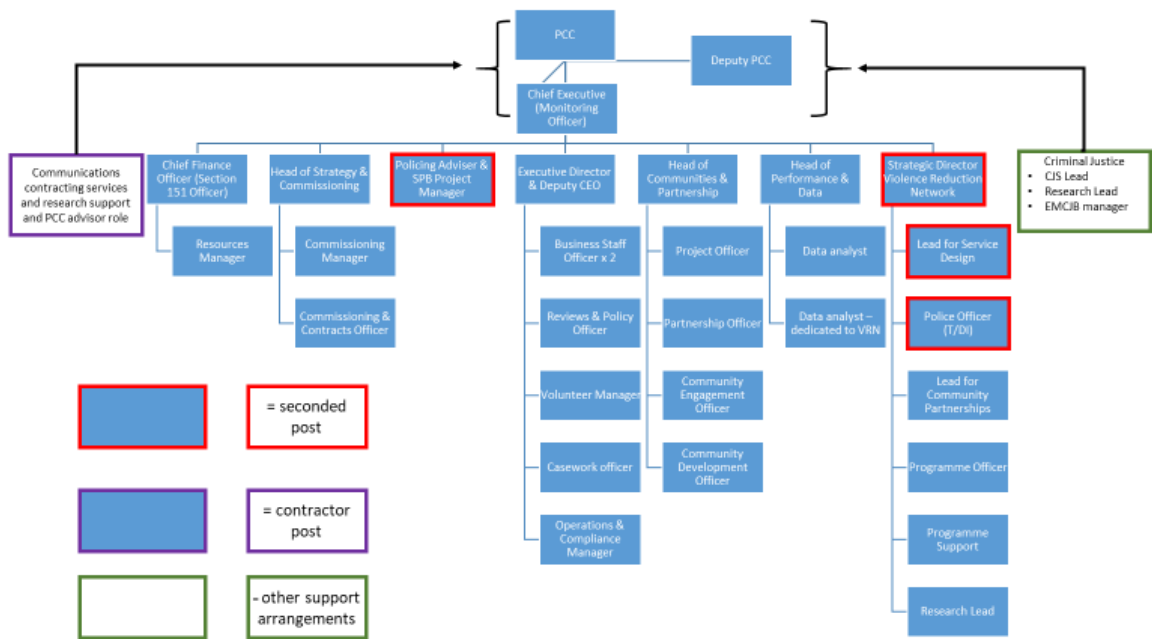
Significant performance issues were identified within multiple areas of business which had not been previously addressed. Put simply, the organisational infrastructure was not fit for purpose and undermined its ability to fulfil its statutory responsibilities. For instance, the risk management was in disrepair, there were no HR policies, many policies were simply not viable and there was no overarching strategy for delivery or evaluation.

A separate report into the OPCC contracts and commissioning activity has recently been presented to the Police and Crime Panel providing a compelling body of evidence to show how inefficiency was impairing service provision. This report illustrated how the team has been restructured to operate efficiently and effectively with tangible reporting structures.

It is strongly felt, supported by evidence, that the cost and investment in the OPCC was not providing value for money, i.e. the investment did not reflect delivery.

Organisational structure

The organisational structure as of the 13th May 2021 when the PCC commenced his tenure is represented in the following diagram.

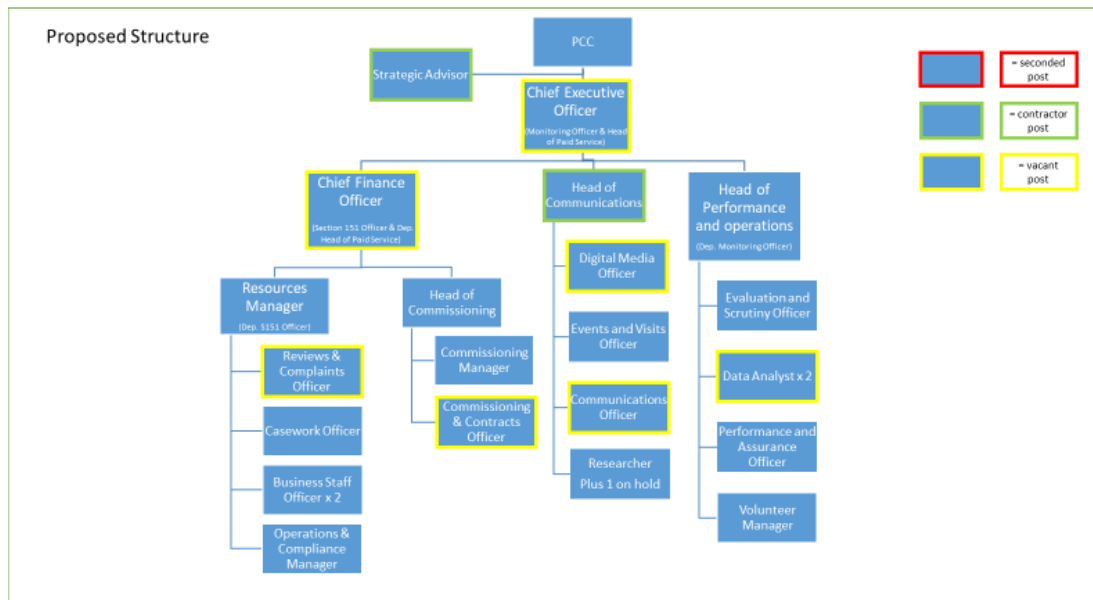


The cost of the structure was as follows:

	Previous Structure £
PCC/DPCC	109,745
Senior Leadership Team	230,459
Executive Support	236,458
Performance	102,331
Finance	61,629
Commissioning	175,974
Communities & Partnership	221,529
Communications	54,000
	1,192,127

As a result of his findings the PCC decided that the office should be restructured in a measured and cost-effective way. The PCC approached the changes with a “blank canvass” mindset so that his analysis was not unduly influenced by personalities or tradition.

The restructure led to changes in the organisation. Those changes are as follows:



The cost of those changes are as follows:

	Revised Structure
	£
PCC/DPCC	103,377
Strategic Advisor	65,000
Senior Leadership Team	204,283
Commissioning	175,974
Communications	210,121
Finance & Business Support	270,081
Performance & Operations	246,608
Total Cost	1,275,444
Difference from previous structure	52,729
Percentage Increase	4.3%

Due to the changing and evolving policing and financial landscape regular informal reviews of the structure have been undertaken to ensure that if further efficiencies could be further identified with limited or no cost changes would continue to be made.

Restructure of the Senior Leadership Team following the introduction of the DPCC – OPCC January 2023

In order to ensure the introduction of the Deputy Police and Crime Commissioner was cost neutral, opportunities to reduce costs in the management and leadership of the OPCC were explored.

In line with the operating principles it was agreed there should be less managers and more staff at the operational level.

In order to achieve these principles senior colleagues within the OPCC were consulted and an alternative senior leadership structure for the OPCC was considered.

A recommendation was provided to the Police and Crime Commissioner which suggested a restructure of the senior leadership team so that there were less managers within the OPCC.

The structure for the non-statutory posts in May 2021 was as follows:

- Head of Performance
- Head of Commissioning and Strategy
- Head of Partnership and Engagement
- Deputy CEO and Executive Director

The recommendation to the PCC was to adopt the following structure:

- Director of Governance and Performance
- Director of Strategy and Commissioning and Partnership

The costed changes for the organisation are as follows:

Cost of Senior Management Team	£
Previous PCC	590,827
Proposed new structure	473,762

The proposed changes in the above table are benchmarked against the organisational structure in place in May 2021. The cost of each post is a like for like comparison. Adjustments have been made to take into consideration the increased inflationary costs for each salary.

The main difference in the benchmarking process and the structure relates to the then Chief Finance Officer, who was working simultaneously for the Force and the OPCC which reduced their salary to £6,000 per annum.

For clarity the PCC has made the decision to retain the position of having a full time Chief Finance Officer (CFO) dedicated to the OPCC

The other main difference is that the Deputy Police and Crime Commissioner in the previous PCC's term (prior to 2021) was part-time which reduced their salary to £31,752 in comparison to the £58,800 as set at present.

It should also be noted that the remuneration to the PCC and Deputy PCC is set nationally.

Recommendations for the restructure were focussed upon how the leadership of the OPCC could be improved by creating greater clarity for staff, streamlining decision making and empowering staff to maximise their contribution to the organisation.

The first recommended new role is known as the **Director of Governance and Performance** based upon a salary cost of £64,716 (subject to job evaluation). The post holder will be the strategic lead for governance and performance which will create greater clarity for not only stakeholders but in the OPCC.

The second role will also be at director level and will be named the **Director of Strategy, Commissioning and Partnerships**. This post will be responsible for the strategic direction and operational delivery of the strategy, commissioning and partnership functions of the OPCC.

The role is based upon a salary cost of £64,716 (subject to job evaluation).

In order to test this model and in line with good practice a pilot will be conducted to ensure the outcomes anticipated can be achieved.

In order to support this approach, the Chief Constable has agreed that a Chief Inspector, who is already deployed within the OPCC, can undertake this role for the foreseeable future for developmental reasons. This presents a cost saving for a minimum of 12 months.

The proposed changes will create a potential saving of in excess of £100,000 per annum.

This structure was approved by the PCC and was implemented/introduced on 9th January 2023.

Staff Turnover

It is well known and accepted that any organisational changes very often result in personnel feeling disorientated or their performance dips. This OPCC is no different and significant changes have been implemented to create an organisation which is fit for purpose and delivering improved performance.

It should be recognised that following a brief spell of turbulence, which was entirely expected, the organisation is performing at a higher level and providing a better quality of service.

The posts removed from the organisational structure since May 2021 is as follows:

- CFO part-time replaced with a full-time post
- Deputy Chief Executive Officer
- Head of Commissioning and Strategy
- Head of Communities and Partnership
- Casework officer

As highlighted earlier, organisational changes inevitably lead to changes in personnel. It is difficult, due to the size of the OPCC, to share information about personnel changes which would identify individuals.

That said, the following information is provided in the spirit of openness.

- One person departed by mutual consent
- Two people departed for retirement/redundancy
- Four people moved for career advancement
- Three people left for personal reasons

Colleagues leaving the organisation during periods of transformation inevitably create some organisational risks therefore these were closely managed.

Of note of course, is the fact that two people left during 2022. The CEO and a member of staff on promotion to a regional policing unit.

Since May 2021, 12 people have been recruited in to a variety of roles.

The changes in personnel have created significant opportunities with a renewed vigour within the organisation, new people flourishing and developing and a tangible shift in culture and outcomes.

Role of Chief Executive

The role of Chief Executive was vacated by the post holder mid 2021 and was replaced on a temporary basis by a colleague within the OPCC.

Unapologetically, this was seen as a development opportunity for OPCC colleagues.

That colleague, who left on promotion, was replaced by another member of the OPCC team to cover the period until the substantive post-holder arrived in January 2022. This was a valuable a development opportunity for that member of staff.

It is accepted business practice to utilise internal colleagues in an interim capacity due to their knowledge of the organisation.

Regrettably the substantive postholder left the organisation.

At this time, the recruitment process for the new Chief Constable was well underway and therefore it was decided that the previous Interim Chief Executive would be reinstated to oversee the recruitment amongst other key tasks.

It should be noted that the interim postholder, with the support of the PCC's Strategic Advisor, created stability within the OPCC, made significant improvements to service delivery, implemented organisational restructure and created significant performance improvement.

For understandable reasons, the recruitment process took longer than anticipated at the outset. However, once the new Chief Constable was officially appointed, the interim post holder stepped back from the role as agreed.

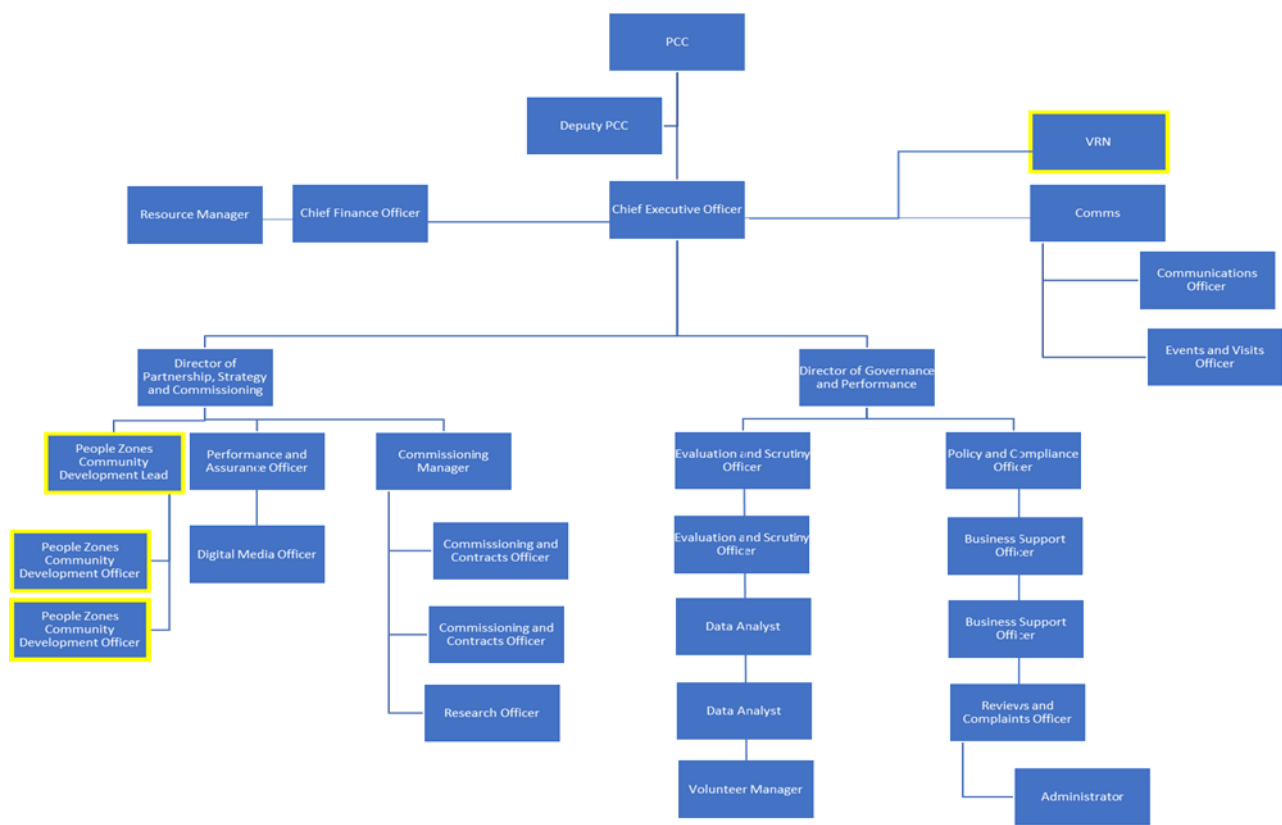
To maintain stability, sustain momentum and deliver the key priorities within his Police and Crime Plan, the PCC asked the Strategic Advisor to cover the role of Interim Chief Executive, given his experience within the OPCC.

Chief Finance Officer

The role of Chief Finance Officer has been occupied since November 2021 by the current post holder. The recruitment for the substantive post will be advertised in the near future.

Current Structure

The current structure is below. The changes to the organisation will not only enhance the service to the public but will enable the PCC/DPCC to have a sharper focus on partnership working.



Please note that the VRN is a partnership commissioned service

People Zones are commissioned services

	Proposed Structure
	£
PCC/DPCC	182,885
Senior Leadership Team	290,877
Commissioning & Partnerships	268,591
Communications	146,280
Governance and Performance	422,214
Total Cost	1,310,848

Conclusion

The organisational structure has been transformed and it is believed that the OPCC is now fit for purpose to not only enable the PCC to deliver his Police and Crime Plan but also fulfil his statutory responsibilities.

There are clear and tangible benefits being produced by the OPCC which are strong indicators of organisational performance.

The Commissioning team now has a strong and modern approach to managing contracts and commissioning. This team has recently been reviewed by the internal auditor who will report their findings in the near future.

The approach to risk management has been improved and continues to be fit for purpose having come from a position of irrelevance and ineffectiveness.

The management of Reviews for Police Complaints has been transformed and is now a resilient and high performing area of the business, indeed, has received positive feedback from the Independent Office of Police Complaints.

The approach to holding the Leicestershire Police has been transformed through the Corporate Governance Board and is now more incisive and coordinated.

The management of correspondence and responding to the public has been changed so that it now provides a higher quality of service. This was an area of poor performance with waiting times for response to calls and correspondence at unacceptable levels.

The morale of the organisation has improved significantly and the stability and performance of the team is sound and efficient.

Implications

Financial: None

Legal: None

Equality Impact Assessment: None

Risks and Impact: None

Link to Police and Crime Plan: Intrinsic to the delivery of the Police and Crime Plan

Communications: None

List of Appendices - None

Background Papers - None

Person to Contact

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