



Business Case

Organisational Review

West Yorkshire OPCC

1.0 Introduction

This business case has been developed by the OPCC Interim Chief Executive, Deputy Police and Crime Commissioner and Treasurer with support from West Yorkshire Police Human Resources (HR) and the Programme of Change Team. It follows engagement with the OPCC staff and key partners.

The PCC requested this review take place after the PCC election and the publication of the Police and Crime Plan 2016-21. This organisational review is to make sure the OPCC has the capacity and capability, the resources and resilience, to deliver effectively on the statutory functions of the PCC, the Police and Crime Plan 2016-21 and to ensure the office is equipped to support the PCC's broader priorities for his new term of office.

West Yorkshire OPCC is not the only OPCC to have reviewed structures and developed the organisation recently. The role of the PCC has embedded, developed and the responsibilities increased. The proposed new structure and the associated costs within the business case make West Yorkshire OPCC more comparable to those most similar OPCCs.

The review does not include the following teams:

- Police National Legal Database
- West Yorkshire for Innovation
- Internal Audit
- Risk Management
- VIPER

These teams are either not within scope or are part of separate reviews to determine whether they are best located within the OPCC or within West Yorkshire Police Force or other options where a national service is provided.

The outcomes of those reviews will have minimal impact on this review as the roles that would be most impacted are the Chief Executive/Solicitor and the Treasurer post. These are both statutory posts and therefore not included as part of this review.

2.0 Executive Summary

This business case proposes changes to the OPCC organisational structure to ensure the OPCC effectively delivers on the PCC's statutory functions and the Police and Crime Plan 2016-21.

Background:

- The OPCC was set up in November 2012 with the election of Police and Crime Commissioners. Prior to November 2012 the governance organisation was the Police Authority.
- On 21st November 2012 the transfer of all police staff from Police Authorities to the Police and Crime Commissioners took place and was referred to as the Stage One Transfer.
- The Stage Two Transfer then allowed Commissioners and Chief Constables the freedom to make local arrangements about how their respective functions will be discharged in future. The Stage Two Transfer changes were required to be agreed and implemented by 1 April 2014.
- A new OPCC structure was established but there has been no review of the OPCC structure since then.
- In May 2016 Mark Burns-Williamson was re-elected West Yorkshire's PCC for a four-year term.
- Following the election the PCC undertook extensive consultation with the public and partners to shape the Police and Crime Plan 2016-21

This review represents the first opportunity to review the OPCC in light of the outcomes and priorities set out in the Police and Crime Plan 2016-21. It was made clear by the PCC that a review of the structure of the office would be undertaken in his second term and this business case carries out that commitment.

During this time the role and responsibilities of the PCC have developed and therefore an additional driver for the organisational review has been the broadening role of the PCC with subsequent additions to the Act. Specifically, with responsibility to deliver victims' services after devolvement from the Ministry Of Justice to PCCs and latterly collaboration across the emergency services.

The OPCC needed to identify what appropriate capacity and capability is required and in autumn 2016 initial discussions took place between the PCC and the Executive Team to agree the aims and design principles of this necessary organisational review.

Design principles were established as:

- To deliver the Police and Crime Plan 2016-21
- To deliver the statutory functions of the PCC
- A structure to reflect all posts and the entirety of OPCC functions
- To deliver an effective and efficient OPCC
- To ensure clear accountability across functions
- To enable the PCC to be a voice for the community he serves
- To continue to be a place where people want to work

Key areas identified within the engagement process:

- 1.Organisational resource – to deliver the Police and Crime Plan we need the resource to be an effective office to support delivery and fulfil the statutory responsibilities of the PCC
- 2.Organisational resilience – the OPCC is a small organisation that needs resilience to be built in across roles for a flexible approach to meeting the needs of the PCC and the OPCC
- 3.That a whole organisation approach is needed to meet delivery of the Police and Crime Plan with everybody directly involved in doing so
- 4.The need for a clearer organisational and communication structure
- 5.The need for strategic commissioning and subsequent contract management to support the development and delivery of victims' services and other commissioned services
- 6.The need for additional capacity to deliver on a policy function within the OPCC and clearer policy communication link for partners.
- 7.That governance support is a key area of work that needs to be reflected in the structure
- 8.That the casework resource needs to reflect the current level of work and be able to accommodate future requirements with changes to the complaints legislation
- 9.That within the OPCC there are a number of staff in temporary posts, that current roles are not reflected in role profiles and that a positive culture of flexible working is needed across the organisation. Therefore the structure needs to be able to meet the needs of the office more effectively, with more permanency, utilising resources in a culture of flexible working.
- 10.The office team is a flat structure with a significant amount of 1:1 line management that can be inefficient in the delivery of HR processes and use of time. A more effective structural approach is needed.

Key changes to the structure:

1. Increased capacity within the OPCC. By bringing in additional roles we are bringing in capability and capacity that will impact on capacity across the organisation.
2. Refreshed role profiles to ensure there is clarity but also resilience and that all staff are involved directly in delivering the Police and Crime Plan.
3. The Engagement Team will be supported from across the organisation in their engagement work . This will be reflected within refreshed role profiles and with a work stream as part of implementation identifying the practicalities of this approach.
4. Policy provided through a specific function with a permanent role with appropriate knowledge and experience supported by key policy advisor roles for the term of office
5. Commissioning and contract management functions provided through permanent roles
6. Governance properly reflected within the structure.
7. Casework and governance capacity increased
8. Partnership Co-ordinator role reflected in the structure to ensure support for statutory functions.
9. The establishment of six key work areas that report to one of six managers continuing to work flexibly across the organisation to meet the needs of the PCC
10. A reduction of staff that are line managers freeing staff to focus on fulfilling their functions and delivering on the outcomes and priorities in the Police and Crime Plan
11. A structure that remains flat but reports directly to the Chief Executive, allowing the DPCC to increase support directly to the PCC but also across the organisation

Key impacts of the changes:**The impact in staffing terms:**

- 11 substantive post holders will be placed at risk
- All temporary post holders will need to apply for their roles where they become three year positions
- New substantive posts that will be recruited to are:
 - Head of Commissioning

- Head of Policy
 - Governance Manager
 - Casework/ Information Officer
 - Partnership Co-ordinator
 - Business Support Assistant
- Three year positions that will require recruitment:
 - Safeguarding Advisor
 - Victims and Witnesses Services Advisor
 - Criminal Justice Advisor

Transition:

Transition to the new structure will be delivered incrementally in a process that has been agreed between the OPCC, unions and HR following the organisational change policy of the two organisations.

The aim is to deliver this process as smoothly as possible, to afford stability to staff and to the organisation and adhere to HR and Organisational Change procedures.

3.0 Strategic Fit

The aim of the review is to develop a structure that effectively delivers the statutory responsibilities of the PCC and the Police and Crime Plan 2016-21.

This is not a cost cutting exercise, it is a review to align resources against priority areas and to build the capacity, capability, resources and the resilience needed. It should also streamline decision making activity so that required decisions have appropriate and timely advice and expertise. Within the overall budget envelope there should also be additional resource for training.

This will be achieved with:

- Enhanced resource where needed

- Enhanced resilience
- Efficient and effective use of resources
- Clearer lines of accountability

4.0 Background

Scope of the review:

This business case covers all roles within the OPCC except the PCC, the Chief Executive and Solicitor, the Treasurer and the DPCC. Whilst these roles will inevitably be impacted by structural change the roles and as such responsibilities are out of the scope of this review.

As outlined previously the review does not include the following teams: Police National Legal Database; West Yorkshire for Innovation; Internal Audit; Risk Management; VIPER

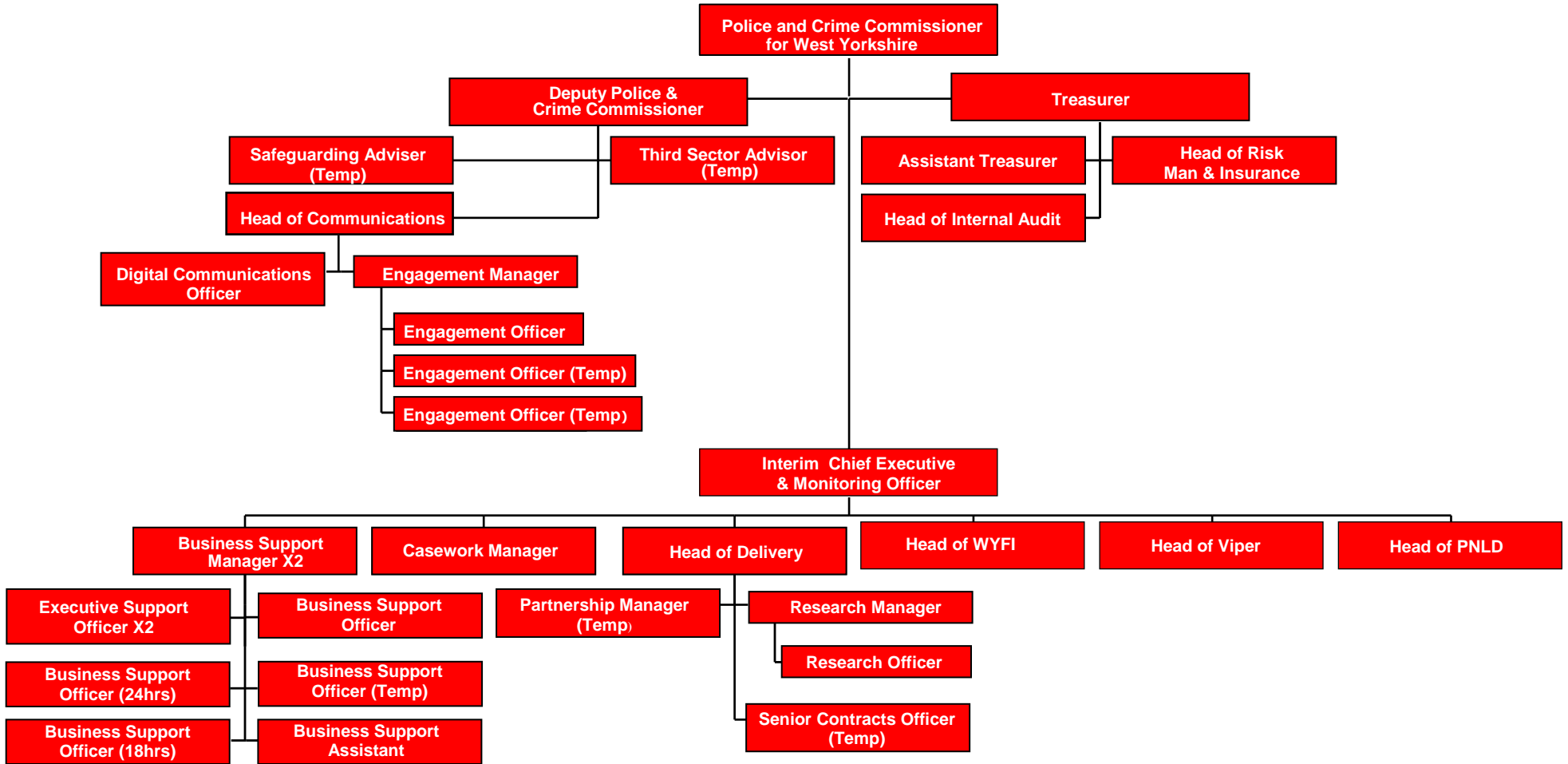
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How has this business case been developed?

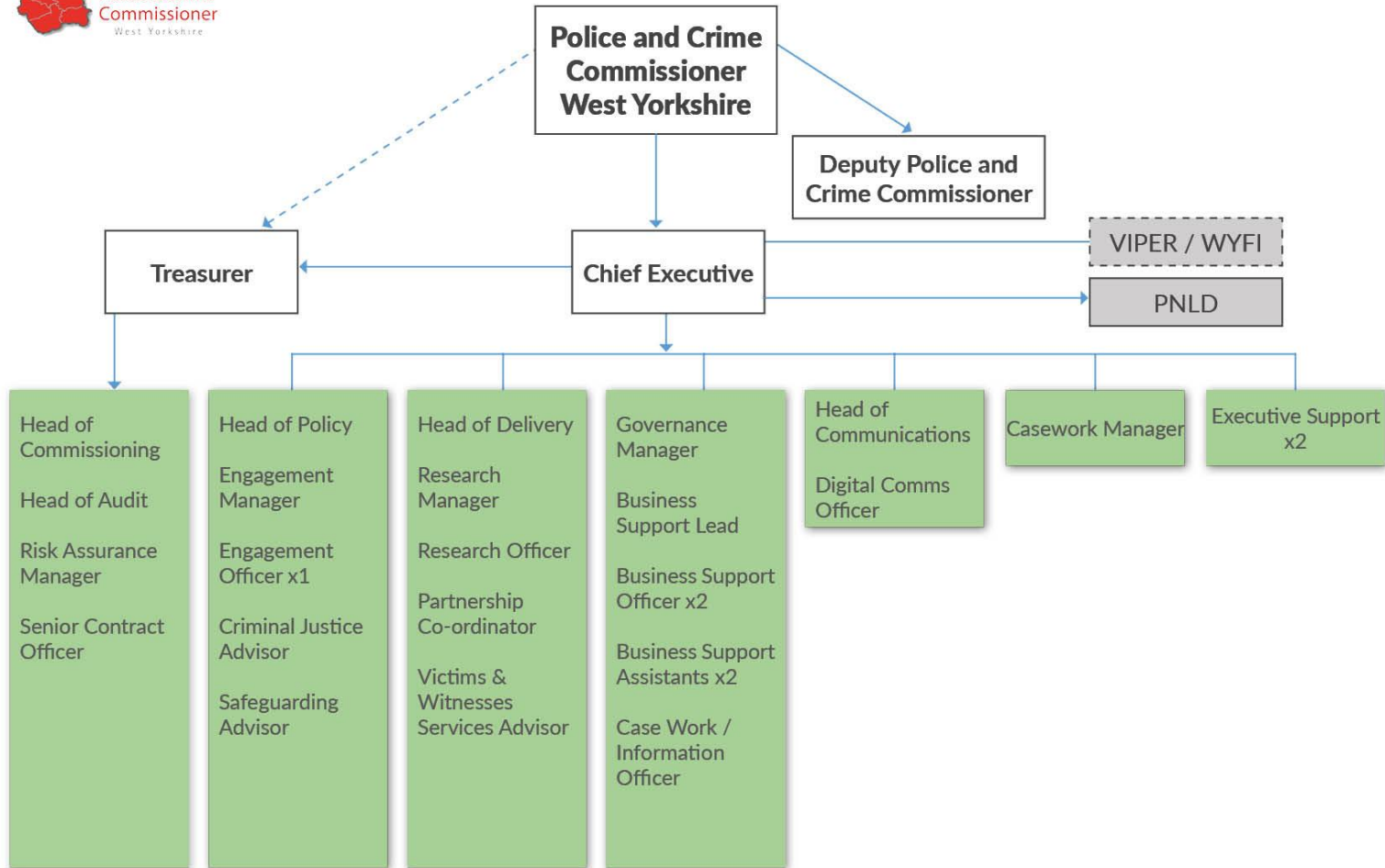
1. PCC identified the need for an organisational review taking up a new term of office and with a new Police and Crime Plan.
2. Discussion took place within the Executive Team to establish the design principles of the review and to look at the functions needed across the OPCC
3. Three engagement sessions were undertaken with all staff facilitated by West Yorkshire Police's Force Performance Improvement Unit and the Interim Chief Executive. These sessions entailed:
 - Clarifications of the Design Principles
 - As-is outline of work undertaken across the office
 - Need for improvement and opportunities through a SWOT analysis
 - Considerations for addressing some of the key matters raised
 - A number of 1:1 sessions discussing specific activities to inform role profiles

4. A visit to two OPCCs currently reviewing their structure and ways of working and an assessment of other OPCC structures through structural charts
5. Regular engagement with the trade unions
6. The review team identified a proposed structure based on information gathered.
7. Engagement with the substantive post holder of the Chief Executive and Solicitor role

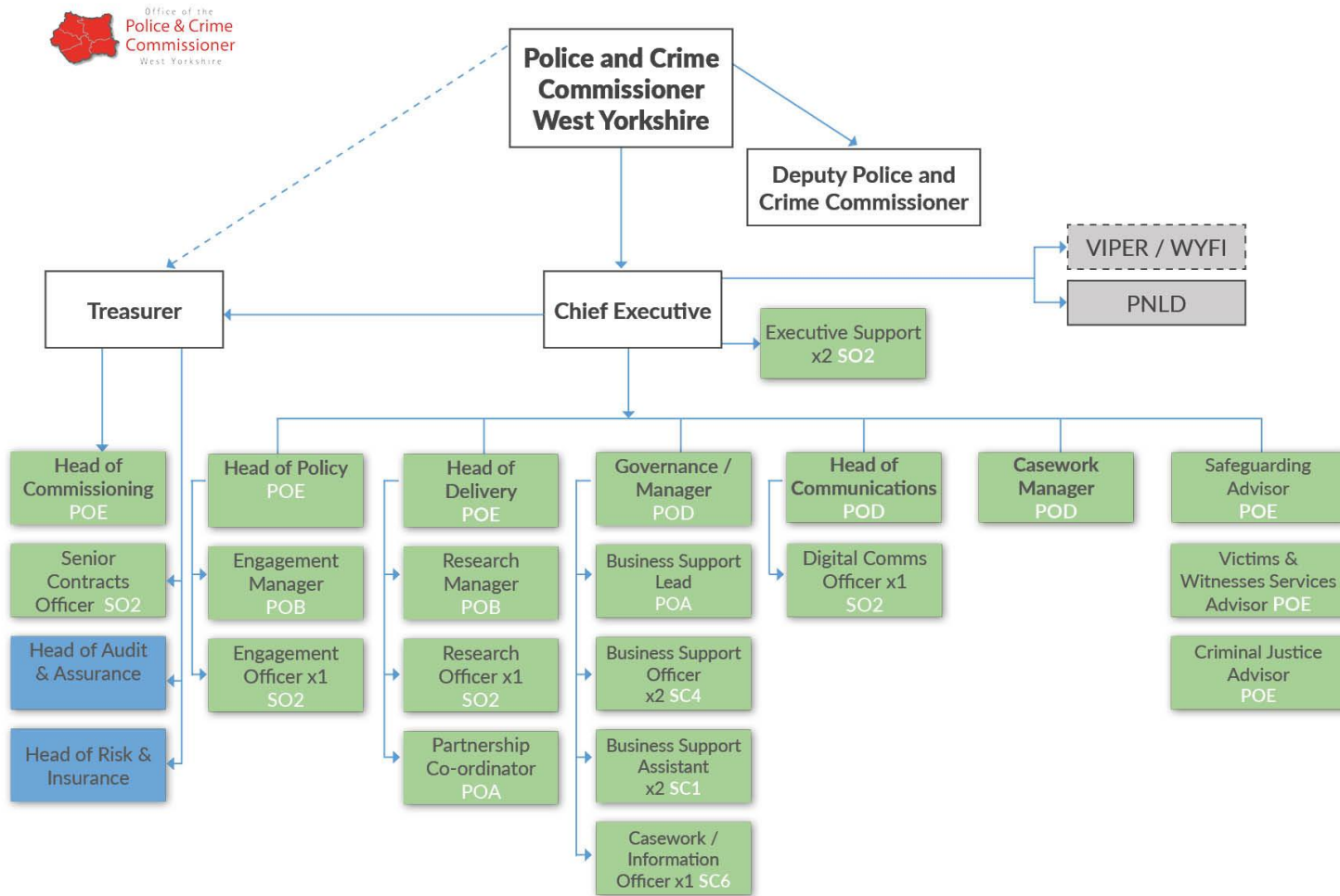
4.0 Current Structure



New Structure Overview - Simple Structure



Line Management structure



Detailed Overview of the Structure

1. Finance and Assurance

Key points:

- There was an identified need for commissioning and contract management capacity to meet the needs of victim services commissioning and supporting the delivery of the Police and Crime Plan.
- The structure needs to reflect all staff so there is inclusion of risk and insurance and audit teams into the structural chart.
- The Assistant Treasurer role has been removed and brings the structure more in line with other OPCCs and enables resources and skills to be aligned to other priority areas. Arrangements will be made for resilience contingency.
- All staff line managed by the Treasurer apart from audit team reporting to Head of Audit reducing the number of line managers in this small organisation.

Resource change

- Introduction of Head of Commissioning at POE.
- Senior Contracts Officer SO2 from temporary to permanent role.
- Loss of Assistant Treasurer role.

2. Policy and Engagement

Key points:

- There was an identified need for a dedicated policy function within the OPCC.
- Listening to people and understanding our communities is at the heart of the development and delivery of the Police and Crime Plan therefore engagement sits well with policy.
- The Head of Policy will now directly line manage all staff in the Engagement Team as part of reducing the number of line managers across the organisation.
- The Engagement Manager will continue to manage the engagement function.
- Although we currently have a Third Sector Advisor it was identified the third sector should now be embedded across the organisation.

- There was an identified need for Business Support to provide support to all functions, including to engagement, to help deliver the Police and Crime Plan.

Resource change

- A Head of Policy POE
- One Criminal Justice Service advisor and one Safeguarding Advisor for the PCC's term of office
- A reduction of Engagement Officers from 2.4 to 1
- Increased support for Engagement from the Business Support Team

3. Delivery, research and partnerships

Key points:

- There was an identified need for a commissioning and contract management function identified in the finance team this will allow the Head of Delivery to focus on understanding our communities, prevention and early intervention and improving our services.
- With a Head of Policy, research can better support the Head of Delivery and focus on research and performance, supporting the PCC in holding the Chief Constable to account.
- The need for a Victims and Witnesses Services Advisor to support the Head of Delivery was identified with the additional responsibilities of the PCC.
- The Head of Delivery will work closely with the Victims and Witnesses Services Advisor and directly line manage the Research and Partnerships staff.
- The Research Manager will continue to manage the research function taking direction from the Head of Delivery.
- Creation of a permanent Partnerships Co-ordinator post to support statutory partnership co-ordination of Community Safety Partnerships and the Police and Crime Panel.

Resource change

- A Victims and Witnesses Services Advisor for the PCC's term of office
- Increased support for partnership working from the Business Support Team
- Permanent Partnership Co-ordinator 3 days per week.

4. Governance and Business Support Team

Key points

- The team is currently led by two staff of the same grade equivalent. This is in fact two very different jobs with one role focused around governance and information management. The second around a more traditional business support focus. In addition there is no single point of management for the team. The new structure puts formally in place a governance and information assurance role with a business support lead. This gives a clearer structure in the team for work responsibility and support.
- Business support currently deliver the public engagement survey. This has now moved to the force to provide back office services. This has facilitated a reduction of business support officers from three to two.
- The Governance Manager will directly line manage all staff within the team with the Business Support Lead undertaking direct day to day management of staff.
- The Business Support Team have a clearer direct contribution to the Police and Crime Plan within role profiles.
- Increased support around information management to the Governance Manager from Casework/Information Officer role.
- Increased support to the organisation of a Business Support Assistant matching the needs generated across the organisation.

Resource change

- New Governance Manager
- New Business Support Lead
- Removal of two Business Support Manager posts
- Reduction from 3.15 Business Support Officers to 2 .
- Creation of a Casework/ Information Officer post to support the Governance and Casework Managers.
- Addition of 1 Business Support Assistant

5. Communications

Key points:

- The Engagement Team will work closely with the Communications team but will now be directly managed by the Head of Policy (as above)

- The Head of Communications will be line managed by the Chief Exec.

Resource change:

- No change

6. Casework

Key points:

- There was an identified need for more resources on casework
- There is a new Casework / Information Officer

Resource change:

- A Casework / Information Officer added
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7. Executive Support

Key points:

- The Executive Support Officers will now be directly line managed by the Chief Executive & Solicitor (CE&S) but will continue to provide support first and foremost to the PCC but also to the DPCC, CE&S and Treasurer.
- The Executive Support Team holds a significant amount of responsibility and risk in providing a support function for the OPCC executive. This includes additional tasks around governance management and has been recognised in an uplift of grade from SC6 to SO2.

Resource change

- Uplift of both posts to SO2 and enhanced role profile.

8. Specific Advisor Roles

Key points

- Within the current structure there are two specialist advisor roles delivering strategic support for safeguarding and third sector. These are both roles not within the permanent structure funded through partnership resource for a fixed period. These contracts are coming

to an end. To deliver the Police and Crime Plan 2016-21 and wider responsibilities of the PCC a change in emphasis has been introduced.

- There will now be 3 roles for the term of this office of the PCC covering Safeguarding Advisor, Victims and Witnesses Services Advisor and Criminal Justice Advisor. All three of these roles will be offered on three year contracts.
- All three post holders will be line managed by the Chief Executive and Solicitor working directly with the PCC and DPCC, policy and delivery leads.

Resource change

- Increase referred to in section above from two to three.
- Uplift from POD to POE for advisor role.
- Change in emphasis from third sector support to victim and witnesses services

7.0 Business Benefits

We anticipate the following business benefits which will lead to a more effective delivery of the Police and Crime Plan:

- Clearer communication structure for staff
- Clearer communication lines for partners
- Clearer lines of accountability which will enhance performance
- Enhanced commissioning capabilities which will further enhance the Value for Money of services and therefore more effective delivery for communities
- Better alignment of all functions under the leadership of the Chief Executive and Solicitor to aid cross organisational working and therefore more effective delivery
- Staffing feeling a greater sense of permanence and job satisfaction

8.0 Assumptions

There are few assumptions required in devising the business case as the structure has been determined largely based on staff and partner engagement.

The main changes have been staffing costs and there will be minimal impact on other costs. There will be minimal risk of additional costs through redundancy but where these arise these will be covered from the underspend in the 2016/17 budget

9.0 Costs and Budgets

The additional cost will be met through reserve funding and MOJ funding and will cover the period of the PCCs remaining term in office. This funding has already been set aside for the work that these temporary contracts will deliver.

The new structure costings give an outline of £1,120,380 for the OPCC staffing budget compared to the cost of the previous structure of £1,198,024. This gives a total staffing budget of £1,470,174 for 2017 to 2018 compared to a total of £1,345,000 for 2016 to 2017. This is an increase of £125,174. The slight reduction in core budget will allow the flat cash settlement forecast to be absorbed whilst providing additional resource for training in line with staff feedback.

POSITION	2017-2018
PCC	Sp Grade
DPCC	Sp Grade
Chief Executive	Sp Grade
CFO	Sp Grade
Head Of Commissioning	POE
Head of Communications	POD
Head of Policy	POE
Partnerships Coodinator	POA
Research Manager	POB
Research Officer	SO2
Casework Manager	POD
Head of Delivery	POE
Criminal Justice Advisor	POE
Victims and Witnesses Service Advisor	POE
Safeguarding Advisor	POE
Senior Contracts Officer	SO2
Engagement Manager	POB
Engagement Officer	SO2
Casework / Information Officer	Scale 6

Digital Communication Officer	SO2
Head of Governance	POD
Business Support Lead	POA
Executive Support Officer x2	SO2
Business Support Officer x2	Scale 4
Business Support Assistant x2	Scale 2

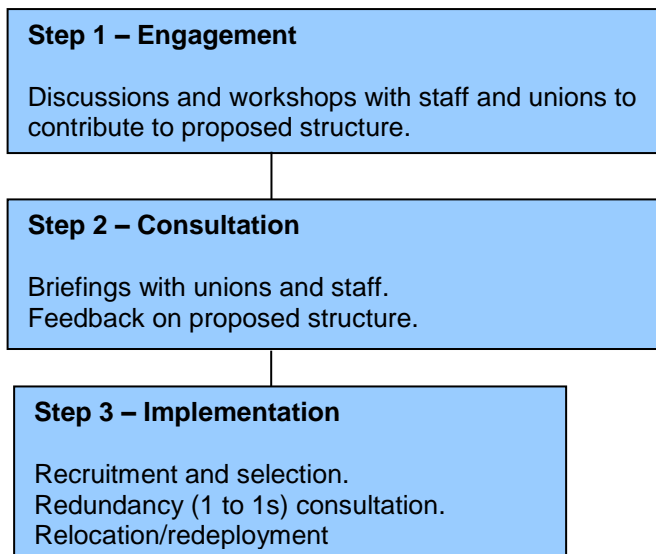
OPCC Budget	1,120,380
PEG	160,435
MOJ	150,700
NPAS	38,660
Total	1,470,174

9.0 Implementation plan

Following final business case sign off staff will be briefed as per the new business case and following appropriate HR process.

In line with the OPCC and West Yorkshire Police Organisational Change policy, consistent and fair appointment and selection procedures will be in place for all those that may be affected by the enhancement and review of the OPCC to support the Police and Crime Plan. This process will deal with all those affected by change and can be described by three steps shown below. Should any of the language be unfamiliar, HR contacts are available and should be the first port of call for any queries.

The following steps are being followed to deliver organisational change. Steps one and two already concluded. Following sign off we will be in Step 3.



For the agreed new staffing structure, the Interim Chief Executive and HR Manager ,will compare the new and old structure and provisionally identify those posts that appear to be:

- The same or substantially the same in the old and the new structures, and
- Those that are substantially different
- No longer exist (ceased or diminished)

The judgement will be based on the substantive role profiles of the existing roles including the job content, responsibility, accountability, grade, status, skills, and knowledge and experience requirements of the role against the new role profile. In some cases a case may be made that the old role profile does not reflect the current working practice for a substantial period of time and that a business case may be made by an individual to be confirmed in role.

The following outcomes set out a transparent and fair process for the management of staff whose role is affected by organisational change:

Confirmed in role

Where a post within the new structure is the same or substantially the same in job responsibilities, duties and level of accountability and requires the same skills as an existing post, substantive post holders will be subject to confirmed in role arrangements. This will be as per the Organisational Change policy and the 80/20 matching process.

Provided that there are the same number of posts (or more) in the new structure as there are currently, substantive post holders will be confirmed in post. This confirmation and any changes to the line of accountability will be confirmed in writing.

Selection process

A selection process will need to take place where;

- there are fewer posts in the new structure than existing posts,
- or where posts within the new structure are substantially different to existing posts this may be in job responsibilities and duties, level of accountability/ grade or skills requirements.

The Interim Chief Executive and HR will identify the individual members of staff or pool of people affected. HR will provide guidance to ensure a fair and consistent selection process. If, through this process, a suitable position is not secured for an individual OPCC and WYP Organisational Change policy will apply.

Selection and Appointment

All posts will be advertised at the same time.

Selection and appointment will take place in a 'top down' approach. Vacancies in the senior posts will be recruited to in the first instance.

Where applicants are on annual leave for proposed interview dates the order may change to ensure people are not unable to attend given some of the interviews will fall during the school holidays.

As per the Organisational Change policy and Recruitment and Selection protocols those staff who are placed at risk of redundancy will be given priority to be considered for vacancies via suitability assessment.

All staff in the OPCC and WYP at risk will be considered

Roles will be advertised initially to those at risk and internal applicants (OPCC and WYP).

Should it be deemed that there are no suitable applicants roles will be advertised externally.

Voluntary Redundancy (VR)

In line with the Organisational Change policy those at risk will be able to apply for consideration for Voluntary Redundancy. Voluntary Redundancy will be considered, though not guaranteed as decisions will be made based on business need.

10.0 Risk Management

The key risk to the OPCC is in the management of the process to ensure continued stable delivery of the office functions as the new structure is implemented. Being a small team with such a broad change to structure significant disruption could occur with consequent impact. The implementation process will be closely managed by the executive team with HR services.

11.0 Corporate Vulnerability

Links to other PCC initiatives, projects and programme including OPCC risk register

Continued effective delivery of the Police and Crime Plan. The review is relevant to the majority of risks on the OPCC risk register and delivery will be very closely monitored.

Consequences of not approving Business Case

Opportunities to align resource to Police and Crime Plan priorities will be lost.

Overview of risks and plans to mitigate

Effective transition plan in place agreed with Unions and HR services.

OPCC Policy implications

NIL

Details of Equality Impact Assessments completed

Impact assessment complete and attached . Three people fall within protected characteristics who may be impacted by the change. Processes identified to manage this .

12.0 Summary of Feedback from Staff Consultation

Whilst there was a significant amount of feedback provided for specific role profiles which will be responded to individually, the consistent areas of feedback are set out below with a response from the review team.

The feedback from OPCC staff has enhanced the outcome of the review and resulted in the following changes from the draft structure:

- An additional Business Support Assistant
- Clarity within role profiles regarding engagement support
- A substantive post supporting the Police and Crime Panel activity and Community Safety Partnerships
- Additional resource for information governance

Feedback	Response
A concern regarding the level of Business Support	An additional Business Support Assistant has been added to the structure. It should also be noted that additional specific casework resource is within the new structure which will alleviate some of the pressure on business support to undertake casework.

A concern regarding the Head of Policy post being too senior with the work remaining with more junior staff	The OPCC is a strategic body and frequently required staff to attend meetings where they need to feel comfortable to discuss policy with key delivery partners. Prior feedback was that many staff felt unequipped to attend the level of meetings that they had attended. The addition of a Head of Policy role should enable much of the work to be undertaken by the Head of Policy and will also allow a specific resource to develop more junior staff.
A concern that the reduction in Engagement Officers will restrict the engagement with communities	Following the feedback, more clarity has been provided in role profiles regarding an expectation of providing engagement support. The Digital Communications Officer post also has a more defined role within engagement as part of their role profile.
A concern that the reduction in engagement officers will have a welfare impact on staff due to the out of hours work required	As above. Stringent work planning and where possible minimising weekend and evening work should help alleviate this perceived pressure.
Too much line management into the Chief Executive and Solicitor post	This has been addressed through realigning the Digital Communications Officer and the Casework Officer posts.
Insufficient support to the Governance Manager	This has been addressed through providing additional resource for information governance.

13.0 Approvals For structural review Business Case.

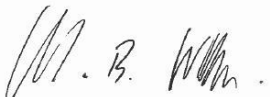
Approved by Police and Crime Commissioner .

13.2 Final Decision Police and Crime Commissioner

Approve Reject Further detail required

Rationale for decision

This review reflects the need to develop the OPCC to effectively deliver the Police and Crime Plan and statutory roles of the OPCC.

Signed 

Mark Burns- Williamson
Police and Crime Commissioner
West Yorkshire
Date 28/07/2017