## West Yorkshire Police and Crime Panel



### Scrutiny Review of the

### West Yorkshire Transformation Fund

### December 2017

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Section 1: Background

* 1. The West Yorkshire Police and Crime Panel (the Panel) has a statutory remit to scrutinise, challenge and support the Police and Crime Commissioner (the PCC) for West Yorkshire, maintaining ‘checks and balances’ in respect of the strategic actions and decisions made. The Panel is made up of twelve elected members from across West Yorkshire and two independent members.
	2. In his Police and Crime Plan 2016-2021, the PCC promises to maximise resources, to innovate, collaborate and integrate. The Transformation Fund provided the PCC with an opportunity to take forward innovation and transformation projects which required upfront investment that would ultimately create efficiencies and improve the effectiveness of policing.
	3. At a private meeting on 7th October 2016, the Panel agreed that it would undertake a proactive Scrutiny Review into the PCC’s oversight of the Transformation Fund.
	4. It was agreed that the Review should focus on how well the PCC has ensured that the Transformation Fund has met its original objectives and how he has ensured that the expected outcomes have been delivered.
	5. A copy of the agreed Terms of Reference, is included as **Appendix A**.
	6. In an attempt to focus the Review Team’s resources, they decided to focus on two specific projects funded by the Transformation Fund and to follow these through from inception to delivery and from delivery to final evaluation of business benefits.
	7. The two projects that were chosen to look at in more detail were:
* Automatic Number Plate Recognition (ANPR)
* Hand-Held Mobile Data /Digital Mobile Policing (DMP)

Section 2: Methodology

2.1 The Review Team of Panel members was established on a task and finish basis. The Review team consisted of Mr Roger Grasby, Independent Panel member, Councillor Steve Pullen, Bradford Council, and Councillor Linda Wilkinson, Kirklees Council and were supported by the Police and Crime Panel Officer.

2.2 The review team used different methods to secure a variety of evidence/information from relevant parties and expert witnesses as well as from the PCC and his staff at the Office of the Police and Crime Commissioner (OPCC) and West Yorkshire Police (WYP). These included:

2.3 Document Review

* West Yorkshire Police and Crime Plan 2016 - 2021
* Project Business Cases
* WYP reports
* Reports and minutes
* Digital Oversight Board
* Assets Board
* Joint Executive Group (JEG)
* Community Outcomes Meetings (COM)
* Benefits realisation report

2.3.1 The review team decided to look at two of the projects from beginning to end to consider and understand the process and involvement of the PCC within these two examples. Business Cases were provided for each project along with reports and minutes from meetings where progress updates, financial updates and benefits have been reported.

2.3.2 The original timetable was revised following consultation with the OPCC Treasurer to avoid the particularly busy budgeting and precept period. This meant that fieldwork would not have commenced on the Review until mid-February 2017. There were further unexpected delays which meant the timetable had to be further revised and as a consequence of this, interviews were postponed further lengthening the period of the Review.

2.4 Discussions with OPCC Treasurer

2.4.1 A number of discussions took place with the OPCC Treasurer, who joined the OPCC in mid-2015, she provided information and background about the PCC’s oversight of the Transformation Fund.

2.5 Interview with WYP Assistant Chief Officer (ACO)

2.5.1 The WYP Assistant Chief Officer was interviewed and provided background to the establishment of the Transformation Fund and an overview of the processes from a WYP perspective. Apart from the PCC himself, the ACO had been involved in the Transformation Fund from its early beginnings towards the end of 2013/early 2014.

2.6 Interviews with Business Leads/Project Sponsors

2.6.1 Two business leads and a project sponsor for the selected projects were invited to take part in short interviews to provide more background and detail on the projects themselves, their personal experiences of the involvement and understanding by the PCC and his staff.

2.7 Interview with the Police and Crime Commissioner

2.7.1 The Review Team met with the PCC and OPCC staff who had involvement with the Transformation Fund to understand the PCC’s perspective and to share the emerging report findings and recommendations. The Review Team agreed to provide the PCC with a copy of their report at the same time as the Police and Crime Panel.

2.8 A full list of consultees is available as **Appendix B**.

Section 3: Findings

3.1 The Review Team’s findings are based on a desk-top review of documents provided by the PCC’s Office along with the additional information provided as part of the interview process.

3.2 The Review Team recognises that the Review did not cover all aspects of the success of the Transformation Fund. It was always the intention that the Review Team scrutinised the oversight of the Fund by the PCC and not the success or otherwise of the projects funded by the one-off surpluses. The breadth of the findings are therefore constrained by the timescales and are based on the availability of consultees – the nature of whose responses directed the key lines of enquiry of the review.

3.3 Reviewing the original timescale around the Fund

3.3.1 The Review Team requested information to confirm the original timescales set out for the intended spend of the Fund. No documentation was provided, but interviews confirmed that the original expectation had been that the Fund would be utilised within two financial years.

3.3.2 A number of interviewees stated that the original timescale of two years had in fact been unrealistic and overly ambitious. It was stated that there was pressure from the Chief Constable at the time to roll out projects and provide a solution to transform as quickly as possible.

3.3.3 Comments were made that the ability to spend over longer timescales had been beneficial to the success of the projects. For example, with the Body-Worn Video project, delays in implementation had allowed initial glitches with the technology to be sorted out before payment to suppliers was made.

3.4 Reviewing the objectives of the Fund

3.4.1 The Review Team were keen to understand the background of the initial concept of the Transformation Fund along with the original timescales for developing projects and spending the allocations. They requested original documentation outlining the objectives of the Fund, any criteria to be met, and what the projects were required to demonstrate.

3.4.2 It was clear that little documentation produced at the time which clearly set out the reasons for the establishment of the Fund.

3.4.3 Reference was made to the PCC’s Precept Proposal Report to the Panel of 7th February 2014 which briefly outlined the concept of the Fund to the Panel in the context of the PCC’s precept proposals. High level criteria outlined in that Report stated that investments should have an impact on:

 - The shared outcomes of the Police and Crime Plan

 - Critical operational and organisational issues

 - Transforming the organisation to meet financial challenge

3.4.4 No other documents provided further detail on the high level criteria set out above.

3.4.5 Further detail on the background and the establishment of the Fund was provided to the Review Team as part of the interview process.

3.4.6 The HMIC “Valuing the Police 3” Report in October 2013 was critical of the heavy reliance placed upon balances to fund recurring expenditure over the period of the Mid-Term Financial Forecast (MTFF). The PCC subsequently agreed to readjust the utilisation of the surplus balances and agreed with the Chief Constable at the time that £20m would be committed to support Police Transformation to increase efficiency and effectiveness, reduce demand and cut costs.

3.4.7 The Review Team were informed that, following a direction from the Chief Constable in late 2013, a trawl of suggestions for IT projects was undertaken amongst senior officers, leading to an initial long list totalling some £70m. These initial ideas were considered at a planning day with the Chief Constable and the Chief Officers’ Team. At this stage, there was no scoping of the proposals and the business cases were not yet been developed. The long list was then edited down to bring the costs within the committed £20m and subsequently included in the PCC’s Precept Report of February 2014.

3.5 Reviewing the PCC’s process for evaluation of Business Cases

3.5.1 The Review Team decided to focus on two specific projects and to look at the process that had been followed from beginning to end. They asked to be provided with Business Cases for two projects, along with reports and minutes that would show where and by whom the draft Business Cases had been considered and what oversight there had been by the PCC.

3.5.2 The Review Team were provided with an initial Business Case for the Mobile Hand-Held Project dated 28 April 2014. This Business Case did not include potential cashable or non-cashable savings or details of the operational benefits. At the time, the PCC requested that a further Business Case be produced providing additional detail and an updated version dated 4th August 2014 which includes the requested additional detail was considered.

3.5.3 A number of Business Cases were prepared for the ANPR project including additional expansion projects, with each additional Business Case building on the previous one.

3.5.4 Evidence was provided to the Review Team that all Business Cases were required to be considered by the Commissioner at Community Outcomes Meetings (more recently the Joint Executive Group) when the project reached that point.

3.5.5 The Review Team saw examples of decision records showing the sign-off of Business Cases for Transformation Projects.

3.5.6 The aims and objectives of each project were set out within the Business Case and from an examination of relevant minutes, it appeared that these had been robustly challenged by the PCC and his Treasurer. Interviewees believed that the challenges, particularly on benefits realisation, were effective in amending the scoping of the projects.

3.5.7 The Review Team were provided with an example relating to Body-Worn Video where comments and challenging ‘business case questions’ were put to the WYP on behalf of the PCC at the Business Case stage before approval was given.

3.6 Assessing the PCC’s oversight of the fund

3.6.1 The Joint Executive Group (JEG) consists of the PCC, OPCC Executive Officers along with the Chief Constable and key Chief Officers. The JEG deals primarily with more of the governance/business oversight, whilst the Community Outcomes Meetings (COM) focus more on the impact on the community and policing more generally. JEG meetings are held every 6 weeks and receive reports on the sign-off of Business Cases, monthly finance highlight report etc. The COM has received regular updates over the past several years on the overall progress of the project in terms of its impact on policing.

3.6.2 The Review Team was provided with copies of some example agendas and minutes of the JEG meetings which documented the consideration of the updates by the PCC and his team and the assurances that the PCC received.

3.6.3 Interviewees were asked to comment on their perception of the PCC’s oversight of the projects. Responses from interviewees were consistent, with all stating that in their view the Commissioner has shown both interest in the projects and a good understanding of the impact that they were having on policing in West Yorkshire. As well as receiving regular formal updates from his senior team, the PCC has also regularly spoken to police officers to get feedback to understand their views on the impact of working with the new technology and if there is a cultural acceptance of the new ways of working. An example was also given that the PCC has been briefed and seen demonstrations on the progress and capabilities of ANPR every few months.

3.6.4 Some reference was made to the roll-out of hand-held devices during the currency of the programme. The Review Team were told that, whilst most new recruits and younger officers fairly quickly adapted to the new way of working, older officers or those less familiar with modern IT, showed some natural resistance and struggled to maximise the potential usage of the investment. The Review Team saw little evidence that this important aspect of cultural change was addressed either in the original Business Cases or in the regular monitoring of their implementation.

3.6.5 This may, in part, provide an explanation as to why the Internal Audit team found that the level of actual savings in terms of officer time was significantly below that anticipated in the Business Case and in the national guidance provided by the Home Office.

3.6.6 All interviewees commented that there was robust challenge and monitoring from the Treasurer on behalf of the Commissioner on the business and financial aspects of the projects, whilst the Commissioner himself was particularly interested in the operational benefits and how this fits with his Police and Crime Plan. All project leads/sponsors felt that these challenges were professional and appropriate. The Treasurer had also been supportive in trying to assist in identifying possible methods to measure outcomes and potential benefits.

3.6.7 The Review Team were told that the PCC is encouraging exploration of the further development of this new technology to enhance policing methods and outcomes, such as apps for the hand-held mobile policing.

3.7 Reviewing the process of how the PCC assesses and monitors projects against expected outcomes including its overall impact on service delivery

3.7.1 The Review Team established that regular reports go to the Community Outcomes meetings about the policing impact of the projects, examples of which were available on the PCC’s website.

3.7.2 As well as these reports, interviewees informed the Review Team of the way in which the PCC was briefed on the projects and their overall impact on service delivery. This included a number of one to one meetings with project leads.

3.7.3 An internal audit report was conducted by the PCC’s office on ANPR and WYP were able to address the issues raised in the Audit Report findings as the project was developed.

3.7.4 Interviewees believed that the PCC has a good knowledge and strategic understanding of what ANPR can do and oversight of how this fitted into his plan.

3.7.5 The Review Team were informed that the PCC was briefed and received demonstrations every few months on aspects of the individual projects to keep him informed of the latest developments. The Review Team heard evidence that the PCC’s interest in the project has been consistent.

3.7.6 Examples of non-traffic benefits of ANPR that have been provided to the PCC such as the speedy locating of vulnerable missing persons through ANPR were also provided to the Review Team. The Review Team also heard that ANPR was seen as an effective and expanded tool to trace vehicles connected or used in child and sexual exploitation, trafficking, hate crimes and sexual violence.

3.7.7 One project sponsor believed that West Yorkshire was seen as a front-runner Force in terms of ANPR with the PCC being asked by the National Police Chiefs Council (NPCC) to lead on ANPR.

3.7.8 Examples of some of the benefits of hand-held digital devices that the PCC has been made aware that include a reduction in time that officers are required to be back at base. The Business Case had identified a target average saving of 18 minutes per officer per shift. In January 2016, the project had identified actual savings of 13.5 minutes per officer per shift. Officers interviewed felt that both the introduction of new apps and a cultural change around the use of the devices would have greatly improved these savings.

3.7.9 Another example indicating the positive impact of hand-held digital devices included the speed in which data can be circulated across WYP. In the case of a vulnerable missing person, an image can immediately be circulated force-wide increasing the likelihood of early identification and positive outcome.

3.7.10 The Review Team were provided with a number of examples as to how the two projects have had a positive impact on police visibility and accessibility, that are and were having a positive impact on outcomes in line with the PCC’s Police and Crime Plan. Interviewees have all stated that the PCC has been interested and has a good understanding of the projects and their impact on service delivery.

3.7.11 The Review Team were provided with evidence of requests (copies of email exchanges) from the OPCC Treasurer on behalf of the PCC for quantifiable outcomes to demonstrate efficiencies made. Exchanges show how the OPCC Treasurer made suggestions to the WYP as to how they might quantify potential benefits or other proxy measures where this is not possible

3.7.12 The OPCC Treasurer sits on the Digital Oversight Board as well as meeting separately with Force ICT and Estate heads. The OPCC Treasurer informed the Review Team that she uses these meetings to understand the detail and to challenge WYP to justify their decision making. She stated that her intention was not to micro-manage the projects but to better understand the benefits realisation and spend profiles/release of cash and value for money in order to advise the PCC.

3.7.13 No documentation or any response from any interviewees provided the Review Team with any evidence of exit strategies being in place. However, for the projects that the Review Team followed from start to finish, payments were staged to the suppliers ensuring that the majority of funding was not released until delivery of the projects was complete.

Section 4: Conclusions and Recommendations

4.1 The main purpose of the Scrutiny Review was to focus on how well the PCC has overseen all aspects of the Transformation Fund.

4.2 The Review Team make the following conclusions and recommendations under each key area.

4.3 As part of the review, the Review Team firstly looked at the original aims and objectives of the Transformation Fund. Whilst each project had some identifiable savings attributed to them, the clear purpose of the Transformation Fund was to utilise the one-off surplus balances to transform the police service to be more effective and efficient, to work smarter and more visible in communities in the face of severe cuts to funding and an increase in the level of demand.

4.4 As a result of the emphasis on providing digital solutions as quickly as possible there is an acceptance that the project management in the early stages was not as robust as would be expected for projects of this value. However, governance processes and project management controls were strengthened over the life of the projects.

4.5 Reviewing the objectives of the Transformation Fund

4.5.1 The only documentation that was provided to outline the aims and objectives of the Transformation Fund was included within the PCC’s Precept Proposals set out in a report to the Police and Crime Panel in February 2014.

4.5.2 The Review Team believe that the aims and objectives of the Fund should have been more clearly set out and documented at the outset of the programme to enable more robust monitoring of the projects and to ensure success of the Transformation Fund as a whole. Having said that, the Review Team recognise the short period of time to determine both the concept of a Transformation Fund and the projects to be included within it.

 **Recommendation: 1**

 **That the aims and objectives of any future funding programmes are clearly set out and documented prior to their final approval.**

4.6 Reviewing the original Timescales of the Transformation Fund

4.6.1 The original timescales were clearly not met. By the time the projects are concluded in 2018, the fund will have spanned four financial years. A number of interviewees stated that the original timescale of two years had been unrealistic and overly ambitious. There were also issues as a result of the initial rushed roll out of the Digital Mobile Policing project. Again, a number of interviewees stated that there had been pressure from the then Chief Constable to begin projects and provide a solution to transform as quickly as possible.

4.6.2 The Review Team, however, accepted that personally, the PCC had been keen to ensure the projects were implemented successfully rather than rushed.

4.6.3 The Review Team recognised that having the ability to extend the funding over longer timescales had been beneficial to the success of the projects. By allowing slippage of spend it had been possible to ensure that some products were road-tested and fit for purpose before paying suppliers and rolling them out across force. However, it appeared that this was not consistent across projects and seems to have happened by default rather than by design.

4.6.4 The Review Team believe that more realistic timescales should have been produced for each individual project.

 **Recommendation: 2**

 **That for any future funding programmes, realistic timescales are set for individual projects and for the programme as a whole.**

4.7 Reviewing the PCC’s process for the evaluation of Business Cases

4.7.1 The Review Team have been provided with evidence that the PCC has reviewed and challenged the Business Cases before sign off.

 **Recommendation 3:**

 **That for any future funding programmes, robust governance arrangements are agreed and documented at the outset of the programme.**

4.7.2 It is axiomatic that, to make the best use of any new technology, some behavioural changes amongst the users become necessary. In the Review Team’s view, this is not to be underestimated. For some officers, particularly those with considerable service, they were expected to move over a relatively short period from an essentially paper-based system into one which relied almost exclusively on IT based solutions. The role of professionals from an organisational development background or equivalent can be crucial if the business benefits are to be maximised. Part of the funding for any similar IT project, therefore, should in the Review Team’s view, be earmarked for cultural change to run alongside the actual introduction of the new technologies.

 **Recommendation 4:**

 **That for any new technology or digital-based project, due consideration should be given in the planning stage to the cultural and behavioural changes that will be needed to maximise the business benefits from such an investment.**

4.8 Assessing the PCC’s oversight of the fund

4.8.1 The Review Team considers that both personally and through the OPCC Treasurer, the PCC has had good oversight of the Fund and the progress of the projects within the programme. This has included both formal and more informal means of assessing the impact of the various projects with the PCC meeting with officers on the ground as well as receiving formal monitoring reports.

4.8.2 The Review Team is satisfied that there has been robust challenge and monitoring from the Treasurer on behalf of the Commissioner on the business and financial aspects of the projects, whilst the Commissioner himself has been particularly interested in the operational benefits and how these support his Police and Crime Plan.

4.9 Overall impact on service delivery

4.9.1 The Review Team has been presented with evidence of the success of the two projects on which it focussed and the impact these are having on ensuring officers are more visible, are more efficient and the positive impact on outcomes. Interviewees have all stated that the PCC has been consistently interested in, and has a good understanding of, the projects and their impact.

4.10 Monitoring Projects to establish if they are delivering adequate return on investment

4.10.1 Despite the lack of inclusion of significant business benefits in the initial Business Cases, the Review Team have been provided with evidence that the OPCC Treasurer has robustly challenged the project sponsors/leads to identify and quantify the benefits that the investments have created.

4.10.2 With hindsight, the Review Team would say that more should have been put into the initial Business Cases, but the reality is that many of the benefits created were not necessarily envisaged at the time.

4.11 Exit Strategies

4.11.1 The Review Team have previously referred to the absence of any identifiable exit strategies within any of the projects. By exit strategies, the Review Team refer to a process which allows, or even mandates, the project sponsor to suspend or end a project prematurely if it is clear that the project is unlikely to achieve its stated objectives or outcomes. From the evidence, the Review Team has not concluded that there was ever the need to terminate a project, in large part because of the slippage in the original timescales, which in turn provided sufficient “breathing space” to make any necessary changes. The Review Team does, however, believe that consideration of an exit strategy is a valuable feature of any business case.

 **Recommendation: 5**

 **That for any significant future funding programme robust project management and reporting controls are put in place at the outset of the programme and that includes identifiable points where exit strategies are developed for any projects not achieving identified milestones or specified outcomes.**

4.12 Evaluation of the Transformation Fund

4.12.1 The Review Team raised the question of whether there would be a review of the Transformation Fund as a whole, incorporating all the projects included in the £20m Fund (see Appendix C).

4.12.2 Both the PCC and the Treasurer saw value in this and indicated that it would be considered during 2018/19. Such an evaluation should be against both the high-level strategic outcomes included in the PCC’s Precept Report of February 2014 as well as against improvements in operational efficiency.

 **Recommendation 6:**

 **That there is a full evaluation of the Transformation Fund and to identify the benefits the programme has secured.**

Section 5: Concluding Comments

**5. Concluding comments**

5.1 The Review Team were reassured by the knowledge, understanding and enthusiasm shown by the project leads and sponsors. They have been able to demonstrate the benefits, planned and unplanned, that they are bringing to community safety outcomes in West Yorkshire. On the evidence provided, WYP has clearly benefited from its investment in new technologies which have helped the Force to remain as effective and efficient as possible in the context of significant budget cuts and an increasingly more challenging public safety and crime context.

5.2 Furthermore, it is clear from the Review Team’s investigation/review that following the appointment of the OPCC Treasurer, Katherine Johnson in mid-2015, she strengthened and formalised the PCC’s oversight of the Funding Programme, providing suitable assurances to the PCC that projects will be delivered in line with original intentions.

5.3 It is recognised that the funding of this programme of transformation has been a one-off opportunity. The ability to spend over longer timescales and for the projects to be a little more organic in nature has enabled WYP to be more ambitious and experimental in seeking out innovative digital solutions to transform policing in West Yorkshire and to ensure that WYP can achieve more with less in a way that many funding streams from external sources do not permit.

5.4 The review team welcomes the way in which the PCC has exercised oversight of the transformation fund and this leaves the review team with no concerns.

5.5 Finally, the Review Team would like to thank colleagues from both the OPCC and WYP for their time in assisting the Review Team with their inquiry, and for their willingness to share their experiences. Without this level of co-operation, it would not have been possible to carry out this Scrutiny Review.

**December 2017**

**APPENDIX A**

**West Yorkshire Police & Crime Panel**

**Scrutiny Review of the Commissioner’s Transformation Fund**

**Terms of Reference**

1. **Context**

The Police and Crime Commissioner and Chief Constable agreed in January 2014 to set up a £20m Transformation Fund established from a transfer from general balances that had accumulated from previous years’ early achieved savings. Funding was allocated across ten key project areas. These projects are regarded as being key in transforming the organisation and having a significant impact on both the strategic priorities within the Police and Crime Plan and on critical operational and organisational matters.

Regular updates have been provided to the Police and Crime Panel giving details of the estimated capital costs and the ongoing revenue costs that are associated with each project.

In his Police and Crime Plan the Commissioner promises to maximise resources, to innovate, collaborate and integrate. The Transformation Fund provides the Commissioner an opportunity to take forward innovation and one off transformation projects which require upfront investment that will ultimately create efficiencies and improve the effectiveness of policing.

1. **Objectives**

**To scrutinise the process by which the Commissioner has overseen the preparation of bids, commissioned, approved and monitored progress, outcomes and value for money of the Transformation Fund by:**

* Reviewing the objectives of the Transformation Fund
* Reviewing the original timescales around the Transformation Fund
* Assessing the PCC’s oversight of the Transformation Fund
* Reviewing the PCC’s process for evaluation of business cases
* Reviewing the process for how the PCC assesses and monitors progress against expected outcomes including:
	+ its overall impact on service delivery
	+ how the PCC monitors projects to establish if they are delivering adequate return on investment
	+ are exit strategies in place in the event that a project is identified as not delivering adequate return on investment.
* Identify any areas for improvement and make recommendations for improvement
1. **Methodology**

A Review Team of Panel members has been established on a Task and Finish basis. They will receive and consider a variety of evidence/information provided by the Commissioner and any other relevant parties and expert witnesses, such as;

* Business plans, options appraisals,
* Police and Crime Plan
* Monitoring and evaluation of data
* Recommendations of the Joint Audit Committee
* Best practise elsewhere
* Interviews with Project Sponsors
* Interviews with Project Business Leads
* Discussions with Joint Internal Audit
* Discussions with PCC
* Discussions with OPCC staff
1. **Indicative Timetable**

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| --- | --- |
| **Date** | **Milestone** |
| Dec 16 | Review Panel to discuss and develop the draft Terms of Reference  |
| Feb 17 | Terms of Reference to be finalised with the Commissioner |
| March - Sept 17 | Information gathering / desktop research / obtaining views |
| Nov 17 | Final report to Panel |

**APPENDIX B**

**List of Consultees**

The review team would like to formally record it’s thanks to the following people who assisted in the scrutiny review of the Transformation Fund

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| **Interviewees** |
| **Role** | **Organisation**  |
| Police and Crime Commissioner | West Yorkshire PCC |
| Treasurer | Office of the PCC |
| Interim Chief Executive | Office of the PCC |
| Assistant Chief Officer | West Yorkshire Police |
| DMP Project Sponsor | West Yorkshire Police |
| DMP Business Lead | West Yorkshire Police |
| ANPR Business Lead | West Yorkshire Police |
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**APPENDIX C**

**List of Initial Transformation Fund Projects**

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