

Police, Fire & Crime Panel Report

16 March 2022



Update on establishing, embedding and benefits of enable North Yorkshire



This report sets out the progress made to establish and embed enableNY since the last report to the Panel on this topic in January 2021. The Commissioner is assured that the benefits set out in this report demonstrate that the assumptions and aspirations contained within the Local Business Case (LBC) on fire governance in respect of the potential for shared support service provision are holding true and being realised.

Overview

As part of the LBC, an ambition was set to create a joint structure for the delivery of business support functions to police and fire services, and the Commissioner's Office, that would drive efficiency and generate savings that could be reinvested in frontline services.

Following transfer in November 2018, and the Commissioner's announcement of the new service in January 2019, enableNY was launched in April of that year and became functional in April 2021, establishing full operational control as of July 2021.

enableNY was created to exploit the principles of simplification, standardisation and sharing to drive greater efficiency and effectiveness of enabling functions. These benefits and savings are being realised as detailed below and the Commissioner will continue to regularly monitor progress.

While progress has clearly been made in the implementation and establishment of enableNY, the Commissioner expects to see accelerated development in the embedding of the support it provides and further demonstrable commitment to the quality of the delivery of its services to its clients.

The Commissioner is also encouraging the delivery of further enhanced collaborations and ambitious plans moving forwards, particularly for greater shared estate.

The next stage of strategic development from enableNY, which the Commissioner has requested is brought forward sooner than planned, is the Joint Strategic Asset Management Strategy for estate that will be presented later this month at the Executive Board. The Commissioner encouraged the earlier than planned introduction of the Strategy as it is felt there is enough information available from both the Risk and Resource Model development and the Early Action Together Programme of work. The Joint Strategic Asset Management Strategy will detail the plans for advancing the efficiency and savings for both policing and fire and rescue services, continuing the ambition set out in the LBC.

Establishing enableNY and early benefits

Progress on implementing enableNY has been formally reported through the Commissioner's Executive Board. As of mid-2021 the new services had become fully operational. And change processes had been completed to combine police and fire staff teams together. While police and fire employees continue to be employed by their respective employer, they fill roles under enableNY and deliver services across all three organisations and to themselves as well.

By mid-2021, Enable had also assumed control of all day-to-day business across the different functions and significantly developed its Portfolio Programme Management function to progress significant programmes and projects such as the Risk and Resource Model for NYFRS, Prevention and Early Intervention Strategy and the Force Control Room for NYP.

By delivering the new headquarters, saving over £200k p/a, and a new agile working arrangement, further efficiencies had been achieved, and this approach had also enabled a far quicker response as the country moved into lockdown. £550k had been saved through a realignment of duplicated roles and through improved shared procurement and purchasing opportunities. Major work had already commenced to design and agree national sign-off for a shared technical infrastructure.

Along with these key benefits, further notable milestones in establishing enableNY had been achieved, which included:

- The signing of the Collaboration agreement and attendant protocols
- Evolved governance arrangements to support the enableNY model
- A new Senior Management Team in place and maturing
- enableNY Strategy and objectives developed including the adoption of an Agile Approach
- Agreement of the operating models for each of its five functions
- A business planning approach underpinning NYP and NYFRS service commissioning to help understand future requirements
- Launch of enableNY values
- Detailed structural establishments across enableNY developed and costed for client consideration
- Agreement of structural proposals for departments and progress to consultation stage.

A range of further assessments, working arrangements and collaborative opportunities to drive further efficiency had been identified:

- establishing current and future client demand for enableNY services to identify overlap – and how this is being affected by developing new operating models
- in-built agility to enableNY structures to cope with the uncertainty inherent in the emerging operating models
- the opportunities, benefits and savings of investing in the enableNY model to power greater efficiency and effectiveness once established including:
 - Northallerton Fire Station

- Use of estate for training and development
- York estate review
- Increased presence and reduce footprint across the estate
- Merging ICT infrastructure
- Fleet and Transport
- Fleet Management Business System
- Corporate Workwear.
- wider benefits of all enableNY clients through improved workforce capability, logistics, procurement, increased resilience, business planning, access to support services and systems and functionality.

Financial Comparison

A financial comparison was made in March 2021, between the investment required for the development of the enableNY model and that which would have been required if NYFRS and NYP enabling services were to be developed separately to meet the demand for support identified by enableNY.

Function	Recurrent from 21/22		One-off investment 21/22–22/23*	
	NYP	FRS	NYP	FRS
People	78,890	20,971		
Assets	5,214	5,241		
Finance	0	0		
ICT	0	0		
BDA	73,042	22,998	547,697	201,876
Total	157,146	49,183	547,697	201,876
Growth	1.3%	1.69%		

*from Transformation Fund - for provision of change resource to support the delivery of the new operational models within FRS and NYP – one-off capital spend.

Table 1: Implementing the enableNY Model

Function	Recurrent from 21/22		One-off investment 21/22–22/23*	
	NYP	FRS	NYP	FRS
People	78,890	142,000		
Assets	30,000	71,000		
Finance	0	30,000		
ICT	37,000	37,000		
BDA	73,042	417,000	547,697	201,876
Sub Total	218,932	697,000	547,697	201,876
Less recharge adjustment		51,500		
		645,500		
Growth	1.8%	24%		

Table 2: Developing separate enabling services

The costs in Table 2 set out the developments needed to the separate teams to plug resource capacity gaps, mitigate risks, and support development of the new operating model, were enableNY not to be put in place.

Whilst the solution enableNY proposed required investment versus the inherited position, it is a lower level of investment than adding capacity to the status quo teams. The enableNY proposal also opens up the opportunities for delivering savings that the separate models could not, through more efficient and effective services.

Embedding enableNY, emerging and ongoing benefits

Since assuming full operational control, enableNY has continued to develop its functions and service offer to further realise its benefits. Between July 2021 and now, the following has been achieved.

Business Planning: enableNY facilitated the development of Service Delivery and Costed Plans across NYP functions and is in progress with NYFRS. These plans establish client demand and provide the information to prioritise enableNY operational activity. They also aid understanding of the broad financial implications of planned activity, inform financial decision making, reduce the risk of unplanned events, and provide greater certainty of delivery.

Governance: Further collaborative and joined up governance arrangements between NYFRS and NYP have streamlined decision making and increased collaborative opportunities. The growth in the number of joint arrangements should be noted in the context of them supporting the delivery and sustainability of the aims of the LBC.

Change: The introduction of the Portfolio Programme Management function and the attendant thematic approach to the categorisation of change is now in the process of maturing. A Portfolio Programme Manager and Benefits Manager roles have been introduced to bring capability and capacity to better exploit this key initiative. One of the principal benefits of this work is that it allows a forward view of change and provides the framework to generate insight that informs the commissioning of change assuring that it is aligned with strategic priorities and resource availability. The three themes of change within both NYP and NYFRS each have a Senior Responsible Owner and have been populated with projects.

Benefits Management: A Benefits Management framework has been developed and introduced across each of the client services. Whilst this is predominantly to demonstrate how the benefits associated with the significant investment made by the Commissioner into change initiatives will deliver improvements to service delivery to the public, it has also been adopted into service planning. A recent internal audit on Benefits Management reported that the framework is 'best in class', not only within policing and fire services but across the public sector. This is testament to the hard work that has gone into developing the framework and sharing it across each of the organisations.

Agility: The enableNY strategic approach to working in an agile manner is maturing well. Jobs have been redesigned to ensure staff can work across all of enableNY client groups. Following further engagement with staff and Unison, new contractual arrangements have been implemented that reflect agile working. This has seen 279 enableNY staff volunteer to work from home (79% of the enableNY workforce).

The space that this has created in the estate has been put to good use. The opportunity was identified early in 2021 following lockdown, and it has now been turned into reality. Two purpose-built training rooms have been created on the second floor of HQ to facilitate the training of NYP officers. This much needed space will provide a home for officers during training and will significantly assist with the professional development of the officers joining the force through

Operation Uplift. In the past HQ meeting rooms have been used for this purpose, supplemented by external facilities at a cost of c £50k pa., which can be avoided going forward. The HQ meeting rooms can now be put back into the use that they were initially intended; the introduction of new technology to make them more easily used for mixed media meetings (face to face and via MS Teams) will be introduced in the early part of the next financial year. This will see, amongst other benefits, further reductions in travelling by officers and staff between NYP and NYFRS sites, and greater opportunities for collaborative working.

People: Work is underway to standardise and integrate the full range of people practices covering job design, talent acquisition, selection tools, training, development, appraisal, reward & recognition, employee engagement and two-way communication. The aim is to curate a positive colleague experience, increasing engagement and productivity.

- Inclusive workplace – a detailed solution has been approved by the Executive Board and is in the progress of procurement which should be completed by the end of this financial year
- Service provision – the people services function has shared key aims and commitments with managers and leaders, and these have shaped the design of Service Catalogues which are in the process of being co-created and published. The aim is to have one people service, offering the same level of service to all three clients, managed via an effective client relationship
- Successful roll of new joint Applicant Tracking System – simplifying the candidate experience for NYP and NYFRS
- Implementation of new Occupational Health System to simplify the referral and outcomes process for all touch points with Health and Wellbeing services
- Work is underway to implement a new ICT tool, with a dedicated HR module, which will enable the development the templates and/or Eforms for use across all organisations, as it is cloud based, and will facilitate client self-service
- Restructure and launch of new operating model – sharing of resources across all clients has increased resilience, removed single points of failure, and improved the timeliness and quality of service provision. This has been demonstrated through:
 - Effective outcomes of employee relations cases;
 - Greater access to wellbeing services;
 - Launch of the ‘Leading the Way’ Programme for Station Managers and Inspectors
 - Positive Psychology workshops.

The results of a staff survey, which was run during December 2021, have now been evaluated. These indicate that good progress is being made with some clear areas for continuous improvement. Key highlights include:

- Colleagues have a good understanding of the vision and aims of enableNY
- Average score for feeling valued at work is 8/10
- Average score for feeling supported by management is 8/10
- Average score for being able to contribute and have ideas heard is 8/10
- Average score for feeling supported to reach full potential is 7/10

- Average score for feeling motivated to achieve objectives 9/10.

Risk management: The potential use of a single risk management tool for both NYP and NYFRS is actively under investigation to standardise the management and reporting of risk where it is appropriate to do so.

Data and Information Management: A standard approach has been introduced to the development of a data culture that aids service improvement, accessible information and informed decision making. This approach has supported the costed service planning and is also supporting the development of the NYFRS Risk and Resource Model.

A review is underway to simplify the complex data architecture that currently exists and make it easier to access and manipulate data in order to gain the insight that our clients need. This will result in greater certainty of insight from data to underpin decision making.

enableNY is moving towards a shared approach to the area of information management and data processing as the requisite standards (GDPR) are not organisationally specific, which will increase resilience and consistency of compliance. At the beginning of January 2021, the responsibility for data protection matters transferred from NYCC to the enableNY Information Management Team and the Legal Services Team for civil disclosure matters. This has allowed enableNY the opportunity to standardise and share best practice in this regard. Further opportunities exist to further align some of the wider services offered by the Legal Services Team including litigation and insurance services.

Technology: Combining ICT departments has filled gaps in technical coverage for NYFRS and strengthened other teams to the benefit of all clients. For example, GIS and Mapping resources are shared across NYP and NYFRS. This has facilitated meeting objectives of the NYFRS Risk and Resource Model project and supported plans to bring key NYFRS systems up to date and introduce new functionality. The restructured department has also provided skills and availability of resource to undertake some in-house application development, where appropriate, producing real benefit to the work force and more cost-effective solutions.

Moving forward, software, support agreements, licensing and services where possible will be standardised potentially reducing costs/ cost avoidance. This work, and all things associated with procurement and contract management in general, is supported by the Strategic Commercial Board the role of which is to ensure that commercial arrangements are reviewed to maximise their efficiency, effectiveness, and strategic alignment. Improvements in how standard ICT equipment is ordered will be available from April 2022, utilising a new self-service portal with inbuilt workflows for approvals simplifying the effort to request equipment.

A pilot is underway to test role-based profiles whereby all required equipment and ICT access is provided on a role level basis, for example Station Manager, PCSO etc. making ordering, provisioning, and planning of ICT services simpler for all.

A standard approach for the provision of support for existing systems and the development of future systems from ICT is now in place. Although two case management tools are still in use, the ICT Service Desk is running as a single entity managing issues from all clients.

Work is ongoing to implement a new case management system and provide a single support number to access the services of enableNY for all clients. This will give ICT a single platform to manage workload from and will result in further service improvements for clients.

Improving Cyber Security: The volume and complexity of cyber-attacks is increasing. The ICT department deals with at least one new threat per week.

During 2021, ICT Security Vulnerability Management was introduced. This involves regular proactive scanning of the ICT infrastructure to identify and address any vulnerabilities detected. In the most recent health check no critical vulnerabilities were found when trying to attack the network over the internet. The proposed service plan for ICT includes a request for a system to automatically patch low risk systems, which will help keep this number at an acceptable level.

Compliance with National Initiatives: The National Enabling Programme (NEP), has migrated computer systems and data into the Microsoft 365 environment introducing applications such as MS Teams to facilitate collaboration and interaction. NYP have completed the rollout with the exception of the Force Control Room who are unable to migrate until the stabilisation project is complete, which will be in Q2 of 2022.

Work is ongoing to move to the latest design of the NEP which has additional functionality to improve support to remote workers and reduce the number of times people are required to visit ICT in person to get issues resolved.

Where possible lessons learned from the new NEP design will be incorporated into NYFRS devices to realise similar benefits.

The ICT department has made a strategic decision to become early adopters of national systems. This offers benefits as greater support is available and, in some cases, additional funding is provided by the National programmes.

Stabilising the ICT Landscape: Following a design review exercise covering the ICT server infrastructure over 30 servers were able to be removed from the network. This will have the benefit of reducing future support and maintenance costs, exact numbers will not be known until the support contract is renewed during 2022.

Additionally, the exercise enabled the delay of the replacement of the NYP main storage system to allow cloud archiving and strategy to be reviewed; this has cost benefits as there are some projects in-flight that could potentially reduce future storage requirements. The delay allows the storage replacement to be "right sized" for NYP. For clarity, NYFRS has a cloud storage solution in place.

Work is ongoing to stabilise and bring the NYFRS safety management system, CFRMIS, to the latest version. This will make the platform easier to support and allow the introduction of new improved functionality to the service.

Across NYP and NYFRS all telephone lines, with the exception of a few emergency lines, have been migrated to new digital technology, SIP, ahead of the British Telecom 2025 deadline when the analogue service, ISDN, will be terminated.

Supporting Business Projects: The ICT development team produced and deployed a mobile incident application, which allows Storm information to be viewed on computers or mobile phones giving NYP officers access to information on the move. This and some other in house developed applications were introduced to bridge gaps between the outgoing product and Niche Universal supporting the removal of a business risk and introducing cost savings in the order of £160,000 pa. This is the difference between license and support costs for the outgoing product and the applications procured to bridge functionality gaps.

A new data platform was developed to support the NYFRS Risk and Resource Model project. This platform allows data from multiple sources to be gathered and reported on, increasing the flexibility of data modelling.

ICT Collaboration: As identified and reported in March 2021, the opportunity to merge NYP and NYFRS networks and implementation of this opportunity is taking place. The Network merger project will deliver staged improvement in collaboration capability not only between NYP and NYFRS but also with trusted third parties.

The project is now underway and has three stages:

- Stage 1: Enable basic data sharing between police and fire

This stage delivers a common storage area accessible by both NYP and NYFRS clients and the ability to communicate across the Microsoft Teams platform. This stage is partially complete with the shared storage being live, however the Microsoft Teams integration cannot complete before the police force control room stabilisation project is complete. A target completion date is Q2 2022.

- Stage 2: Access to specific systems across networks

This stage has been approved by the Home Office and NYP and NYFRS information management functions. It will allow access to specific systems for specific people and computers across networks in some cases reducing the need to have two accounts and two computers. This work is dependent upon Stage 1 completion. A target completion date is October 2022.

- Stage 3: Full integration

This stage collapses the two networks into a single network and offers the savings potential detailed as at March 2021. Whilst approved in principle by the Home Office detailed design work needs to be undertaken and this stage will follow on after stage 2. Until the detailed design is complete and approved it is difficult to estimate a completion date, but the exercise is expected to take around six to nine months to complete.

The high-level details are that merging networks could save up to £808,000 over five years which include:

- £246,000 from rationalising contracts proportionately split between organisations
- £239,000 from infrastructure costs mostly from fire and rescue service
- £323,000 from common telephony and control room infrastructure split equally between organisations.

Assets: enableNY approach to agile working has seen the development of a toolkit and methodology to aid its further roll out across NYP and NYFRS as appropriate. Developing a standardised approach to assessment and planning for the adoption of agile working ensures that the same standards are applied to ensure collaborative working is 'designed in' through this process.

A standard methodology to enable co-location has been developed using Ripon estate as a case study/test environment, consisting of a suite of documents and an approach to assist in the

development of the sharing of our joint estates in the future. This will inform the evolving Joint Estates Strategy which is currently in development and should be ready during the summer 2022.

Several processes have been introduced within Logistics to reduce internal administration with further simplification planned around ordering process for users and easier access to services. This includes batching-up of orders. This has allowed enableNY to deliver its clients requirements with greater efficiency and avoid the need for additional resources to process and fulfil orders.

Fleet and Transport: enableNY clients operate around 836 vehicles of varying types between them. Of these, the grey fleet (non-operational vehicles) represents about 21%, (approximately 180 vehicles). There are several opportunities to rationalise this fleet, which will come about through the enableNY sharing of services. These include:

- Deliveries – rationalisation of delivery routes to share should result in up to a 20% reduction in vehicles in this area (four vans at an average cost of £15k per van dependent on size). The operational annual revenue cost of a van is c12% of its initial capital value or £1,800 per annum. Therefore, the potential saving of this opportunity area is £60k capital and revenue of £7,200pa
- Pool Cars - a joint fleet of around 53 pool cars of various designations could be reduced significantly through agile, remote working and sharing of fleet, especially in co-location spaces. Potential of up to ten cars could be removed initially, reducing annual running costs and avoiding replacement costs. Again, an average vehicle cost of £15,000 with revenue costs calculated at 12% of the initial capital value would see savings of £150k capital and revenue of £18kpa.

A “One fleet” approach also allows standardisation of make and model across some areas, leading to efficiency in servicing and maintenance, more interoperability and higher purchase discounts for vehicles and parts.

Finance and procurement: Finance is currently working to standardise the approach and access to procurement services and improve compliance. This is part of addressing organisational shortfalls in this area and also build skills and knowledge in budget/contract managers across the organisation.

Procurement and third-party expenditure have been developed to increase efficiency, for example already in place are arrangements to supply from existing contracts to meet need (e.g. recent purchase of uniform from NYP contract was recharged to NYFRS at cost) in this case the outcome being less expensive with a faster delivery time on certain items. Moving forward key areas of focus and risk will be higher value or low performance contracts such as clothing. NYP and NYFRS procurement processes are being aligned, and temporary additional support is provided to NYFRS to address recent internal audit report actions and support transition to a full joint procurement function as part of the Finance structure review.

Key to increasing efficiency and facilitating greater standardising and sharing within finance is the move to a single core financial system. Finance staff currently manage across four systems - two ledgers and two payrolls. This work is progressing with the evaluation of a joint system, which is integral to enable the finance team structural review stage 2. It will also enable the automation of transactional processes and free up capacity for value adding analytics, enhanced reporting and relationships.

With respect to financial accounting, regular joint meetings now take place between NYP and NYFRS finance team Senior Managers to agree and design common approaches to technical issues and the management of external audit relationships. This greatly improves resilience.

Some key processes relating to payroll, accounting and procurement are currently under review, which will help establish new and more efficient ways of working to inform the phase 2 finance function structural review.

Corporate: In the area of Business Continuity (BC) the infrastructure for NYFRS continues to be developed and a shared BC methodology has been introduced. Joint BC exercises were arranged during the BC Awareness week in May 2021, and will be repeated in May 2022, these included colleagues from ICT, Estates and the NYFRS Assurance team. This included a 'Dark Start' exercise which tests BC (generator availability, access and durability, access to premises and records etc.) during a power outage at a local, county wide or more extensive level.

Work is also ongoing to collate all relevant information on NYP and NYFRS premises to gain a better understanding of each organisation's resilience in such circumstances.

Executive Support now has improved resilience and provides a range of standardised services to Senior Leaders across NYFRS and NYP, for example in the organisation and support of the range of NYFRS and NYP Award ceremonies.