Professional Standards and Complaints Committee – 12 January 2006

UPDATE ON THE PROGRAMME FOR THE FUNDAMENTAL REVIEW OF THE DIRECTORATE OF PROFESSIONAL STANDARDS

AGENDA ITEM 6 - APPENDICES 1-4

METROPOLITAN POLICE

Working together for a safer London

Title	DPS Review Detailed Aspirational Model and Interim Model
Version	1.1
Summary	Final Report of Detailed Aspirational Model and Interim Model for the DPS Review
Author(s)	DPS Review Team
Creating OCU	DCC8 – DPS Review
Owning OCU	DCC8
Date Issued	31st Oct 2005

MANAGEMENT SUMMARY

Following a recommendation from the Morris Inquiry, which stated that the Commissioner of the Metropolis should carry out a fundamental review of the Directorate of Professional Standards (DPS), a Review Team was formed by Assistant Commissioner Brown under the leadership of Commander Akers.

The Review Team remit included an examination of the current functions and activities, and through consultation, propose and deliver a New Way of working model. The work encompasses reviewing the processes and structures of the DPS, including case management, staff mix and the inclusion of local managers, encouraging them to deal with complaint and misconduct issues at the earliest opportunity.

The overall Review programme will provide an integrated DPS response to the Morris Inquiry, the Taylor Report, the Ghaffur Report and the CRE Commissioners' Report, along with the MPS Service Review and the Workforce Modernisation Programme.
The structures and processes described within this document, require further consultation, but aim to outline a provisional pathway for change, which can be built upon throughout the review.

DPS Review - Detailed Aspirational Model and Interim Model

Final Report
October 2005

CONTENTS

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INTRODUCTION

Following a recommendation from the Morris Inquiry, which stated that the Commissioner of the Metropolis should carry out a fundamental review of the Directorate of Professional Standards (DPS), a Review Team was formed by Assistant Commissioner Brown under the leadership of Commander Akers.

The terms of reference for Phase 1 of this review was to examine current processes and make recommendations about a proposed 'New Way Model' for conducting DPS functions in the future. This would promote the DPS as an organisation which had intelligence at the heart of its activities and shift the emphasis of its work from one of 'blame culture' to 'organisational learning', where appropriate.

The DPS Review Team have now concluded Phase 1 of their process and have reported back their provisional findings.

These findings now require further consultation, both internally and externally to the DPS and the Metropolitan Police Service (MPS) as a wider entity.
This paper sets out, for the Project Board members, a detailed description of the preferred options for the DPS 'New Way' of Working Model and the road map for developing these options.

Following distribution of this paper Project Board members are asked to liaise with their respective business groups and provide feedback on the proposed new model.

1.1 Background Information

The Directorate of Professional Standards (DPS) Review Programme set out to review the current functions and activities, and through consultation, propose and deliver a New Way of working model.

The overall Review Programme will provide an integrated DPS response to the Morris Inquiry, the Taylor Report, the Ghaffur Report and the CRE Commissioners' Report, along with the MPS Service Review and the Workforce Modernisation Programme.
Activities around the wider recommendations from the various reports are contained within separate projects. This review focuses upon restructuring and examining new ways of progressing core DPS activities.

The main driver for change emerging from the Morris and Taylor reports was the need for misconduct matters to be defined as 'minor' or 'gross' with local managers dealing with the former and the DPS concentrating on the latter.
This would enable the DPS to show a commitment to redressing concerns raised by stakeholders about the high volume and high visibility aspect of the Directorate's business, namely internal and public complaints.

A project structure was created and agreed to provide a format for the review and implementation.

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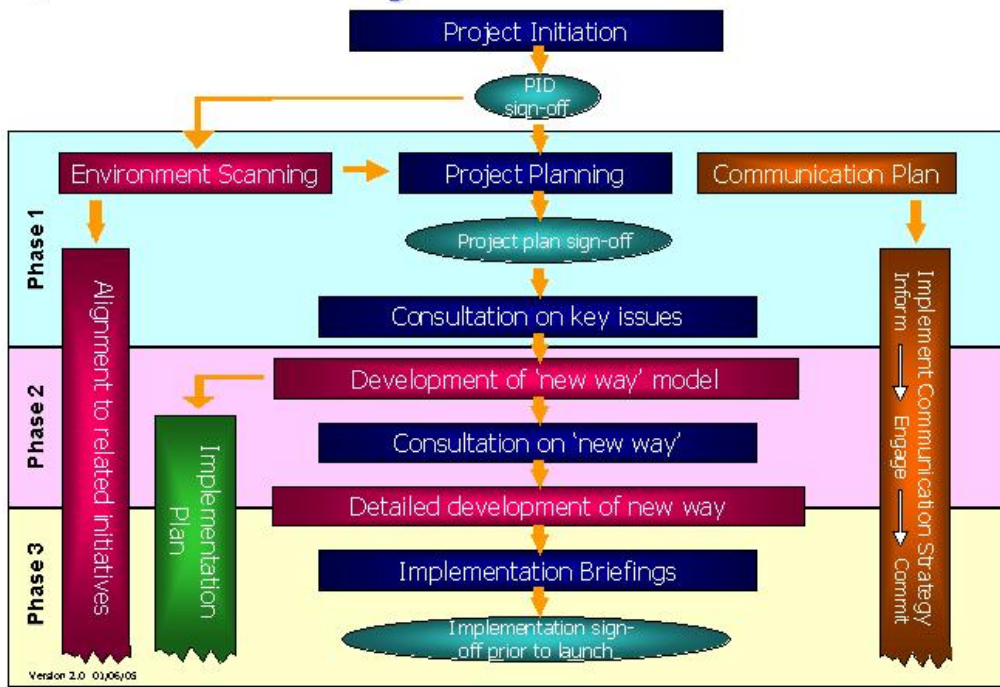
Figure 1.1: Project Structure

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PHASE 1 ACTIVITY

The purpose of Phase 1 of the Review was:

- To review the current way of working within DPS, based on the views of DPS staff, managers, and the views of internal and external stakeholders, also considering a range of organisational disaggregated data.

- To identify the key issues that potentially needed to be addressed, such as staff mix, process improvement and other Workforce Modernisation Principles.

- To develop a range of options for the future to address identified issues.

Having focused the Review Team's activity, Phase 1 was progressed through:

- Consultation and Benchmarking with other professional standards units

- Environmental scanning (internally and externally)

- Focus groups with staff and managers

- Individual interviews with key opinion makers and stakeholders

- Briefings to Staff Associations

- Staff surveys

- Research of current performance and management data

Figure 2.1, below, outlines the areas of review for consultation and consideration.

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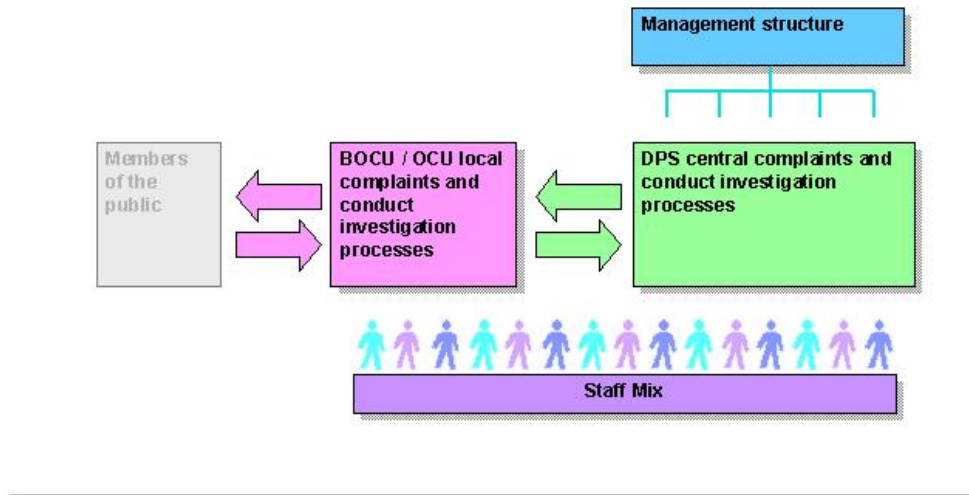
Figure 2.1: Areas for Review

1.2 Presentation of initial findings and recommendations to DPS CTM

On the 15th September 2005, the DPS Review Team presented their findings from Phase 1 to the DPS Command Team (CTM) to inform, consult and develop the future strategy of the review.

The Review Team outlined the issues identified from the consultation phase and presented a range of proposed options for the future.

The CTM discussed the options, and approved the further development of the way forward model in Phase 2 of review.

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PHASE 2 - PURPOSE AND PROPOSED ACTIVITY

The purpose of Phase 2 of the Review is to:

- Develop the suggested model approved by the DPS CTM for the future way of working within DPS.

- Continue to consult with DPS staff, managers, internal and external stakeholders on the proposed future way of working.

- To adapt the model as appropriate, based on feedback from practitioners and stakeholders.

- To develop a detailed specification for the future way of working, and a plan for how it could be implemented, including details of staff mix.

- To develop detailed costings for the proposed 'New Way' model.

1.3   Rationale for changes – New Way Model

The Taylor report echoes comments made by other commentators, in that local managers must engage more with minor misconduct matters, and that only gross misconduct should advance to Professional Standards Units.

Clarification as to the definition of gross misconduct is due to be published in January 2006 by the Independent Police Complaints Commission (IPCC).

It is envisaged that in order for local managers to engage effectively in the professional standards arena, each BOCU/OCU would create its own Professional Standards Unit.

The Review Team has detailed a proposed vision of the 'Aspirational New Way Model' (see Figure 4.1), together with an 'Interim Model' as a vehicle for transition (see Figure 5.1).

The initial intention was to move to the 'Aspirational New Way Model' in April 2006. However, a number of significant inhibitors were identified to its projected implementation date.

The following articulates a number of these inhibitors:

- Need for corporate training of new BOCU/OCU Professional Standards Staff.

- A lack of clear guidance on the definition of 'Minor' and 'Gross' Misconduct (due to be published in January 2006 by the IPCC).

- A lack of structure for making the management of standards and misconduct management a performance indicator for BOCU's/OCUs.

- The need to develop an organisational structure for capturing the activities of the proposed local Professional Standards Units, to ensure corporate memory.

- The structuring and resourcing of local professional standards units needs cross-business group agreement.

- Requirement for undertaking of Cost-Benefit Analysis, new against current, and the need for adequate consultation and research

- Evaluation of the potential impact of abstraction of police officers and police staff away from front line policing to resource these units.
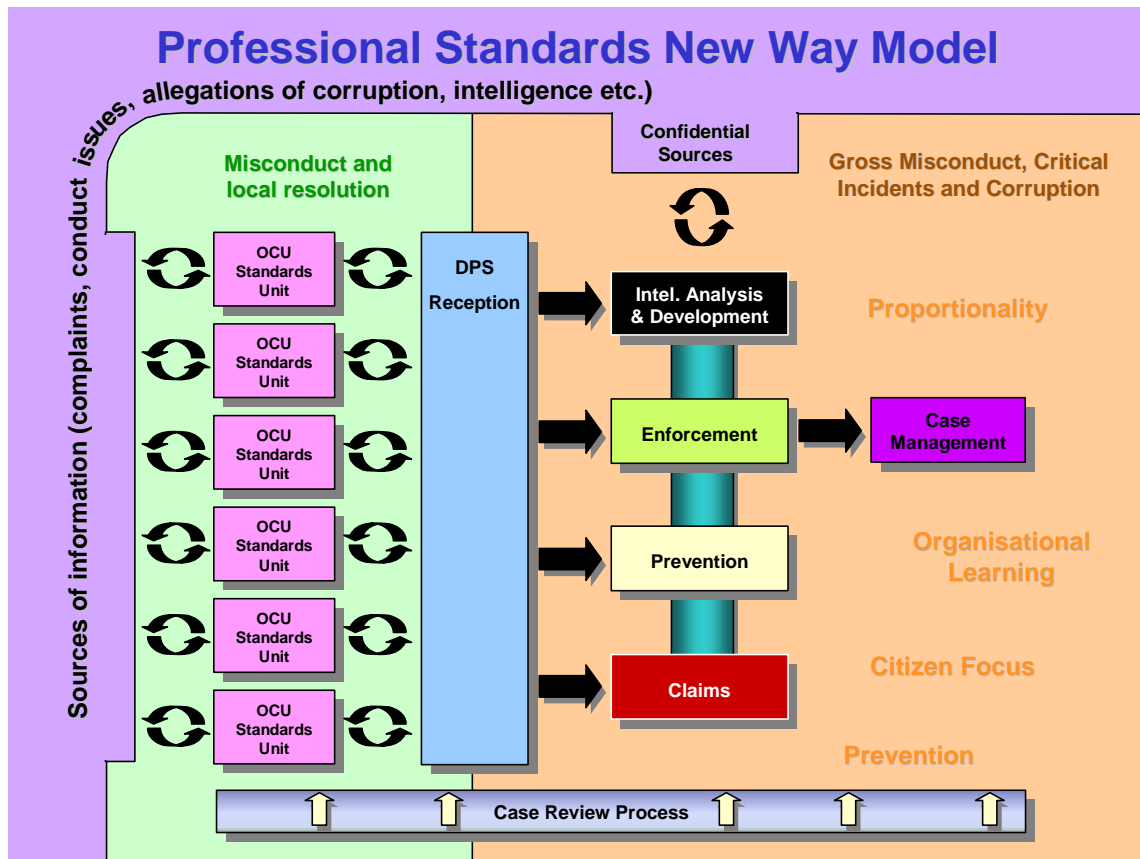
Figure 4.1: Aspirational 'New Way' Model

This graphic (Figure 4.1) displays the key features of the 'Aspirational New Way' Model'. This would potentially be the final position for the DPS to move towards if there were to be a strict application of the Taylor recommendations.

The initial projected time scale required for full implementation is suggested as being two to three years. This will allow for the delivery of a complete training programme and meeting of any legislation requirements.

The key features of the new model are detailed below:

- Splitting primary responsibility for misconduct into Minor and Gross Misconduct cases. (This is work in progress through Home Office, IPCC & other interested parties).

- The BOCU/OCU to take primary responsibility for Minor Misconduct and local resolution, leaving DPS to deal with Gross Misconduct, Critical Incidents and Corruption.

- Close liaison and integration between DPS and Business Groups, notably TP and external partners.

- If we move to the model then the resourcing of the local Misconduct Units is likely to be drawn from BOCU/OCU staff and would be of a model dependent on local variables, such as quantity of work.

- There would be a need to consider realignment of current DPS staff.

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- The introduction of a DPS Reception will act as the primary interface between DPS, the rest of the organisation and external customers. The DPS Reception function is detailed later in this report.

- Embracing of the National Intelligence Model (NIM) by restructuring of the DPS into domains based on Intelligence, Prevention and Enforcement will allow for issues to be examined within the appropriate arena. This will enable an intelligence-led, cradle to grave approach to investigations

- Through this model the DPS will seek to provide an emphasis on prevention, moving from 'blame-culture' towards lessons learned, through the provision of advice and guidance and organisational learning.
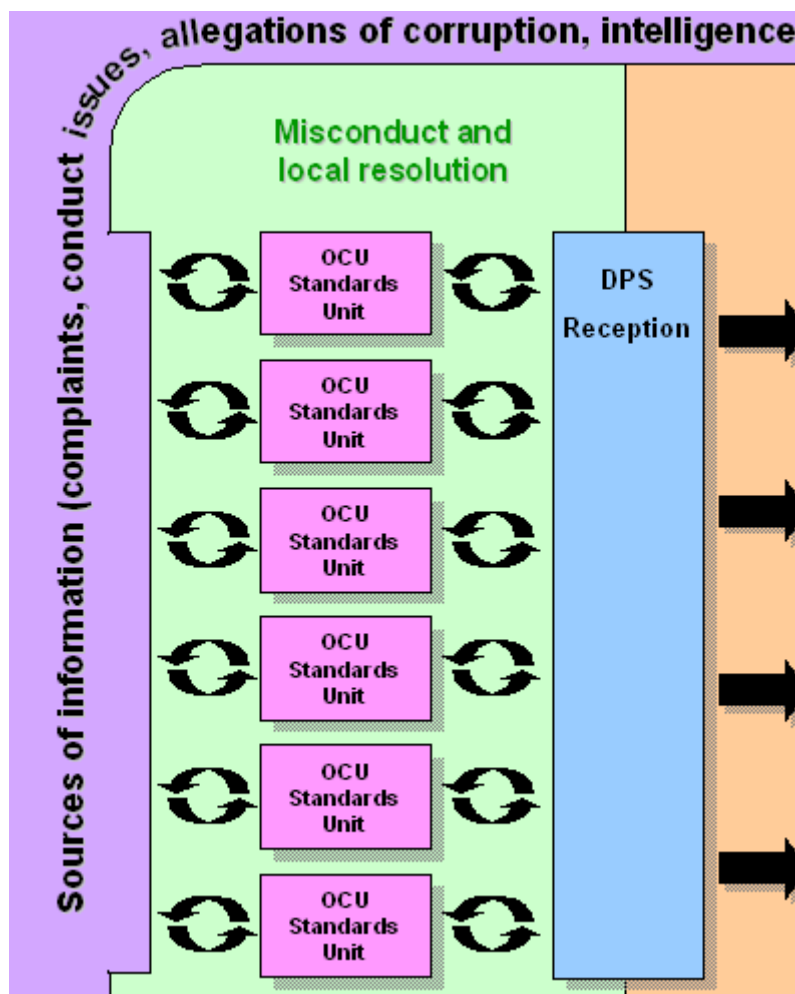
Figure 4.2: Front-end of New Way Model

The front-end of the aspirational 'New Way' Model, as shown in Figure 4.2, details how the sources of information (e.g. complaints, conduct issues, allegations of corruption and intelligence) would be initially dealt with by the BOCU/OCUs.

This provides an opportunity for BOCU/OCUs to deal 'fast time' with public concerns and improve citizen focus.
The circular arrows denote that information can move freely (within reason) between the source and the BOCU/OCU Standards Unit. The BOCU/OCU Standards Units would then

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engage in the minor matters and forward on the more serious issues to the DPS through the DPS Reception.

This effectively provides a means by which information can be fed in from sources at either the BOCU/OCU Standards Unit or the DPS Reception and enhances the ability for a two-way flow of intelligence.

Matters that are resolved locally by the BOCU/OCU Standards Unit would also be forwarded to the DPS Reception to ensure intelligence is captured. This would ensure that the corporate memory is maintained and evaluated, enabling MPS standards to be preserved.

1.4 Role of DPS Reception

The introduction of the **DPS Reception** is a key development to demonstrate the intention of DPS to become more citizen focused and intelligence-led in its way of working.

Essentially, the DPS Reception will act as the primary interface between DPS and the rest of the organisation, as well as members of the public.

The DPS Reception will perform the following roles (although this list is not exhaustive):

- Receipt and logging of complaints and conduct issues

- Quality control of initial complaint / misconduct reporting and feedback to BOCU/OCU

- Risk assessment of complaints and conduct issues

- Initial intelligence and other checks where appropriate

- Initiation of fast-time proactive response where appropriate, be it enforcement or direct prevention

- Allocation of complaints and conduct issues to the appropriate DPS area (Intelligence, Enforcement, Prevention) or back to BOCU/OCU

- Act as a conduit between DPS and the IPCC (e.g. for referral matters)

- Central point for capture of Management Information

Figure 4.3 shows in more detail the information flows surrounding the proposed DPS Reception.

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DPS Reception
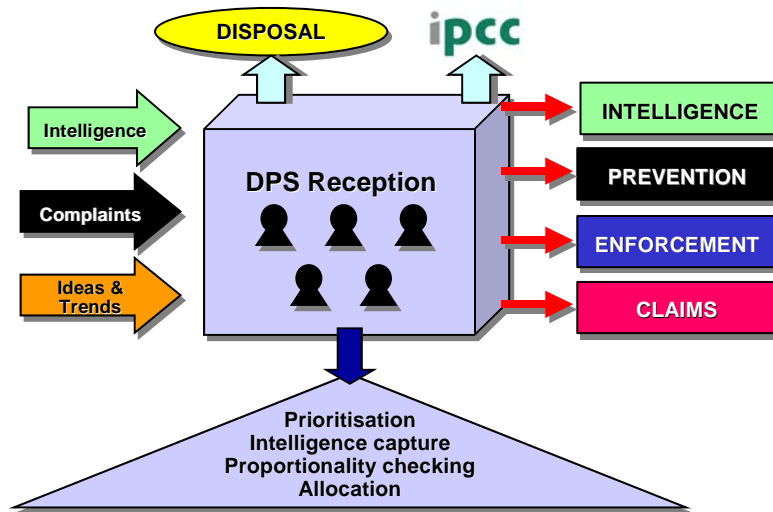
Figure 4.3: DPS Reception

The exact make-up of the staff mix and information flows within the DPS Reception is yet to be finalised. This will be informed through consultation and data modelling across the DPS command and with external subject-matter experts (SMEs).
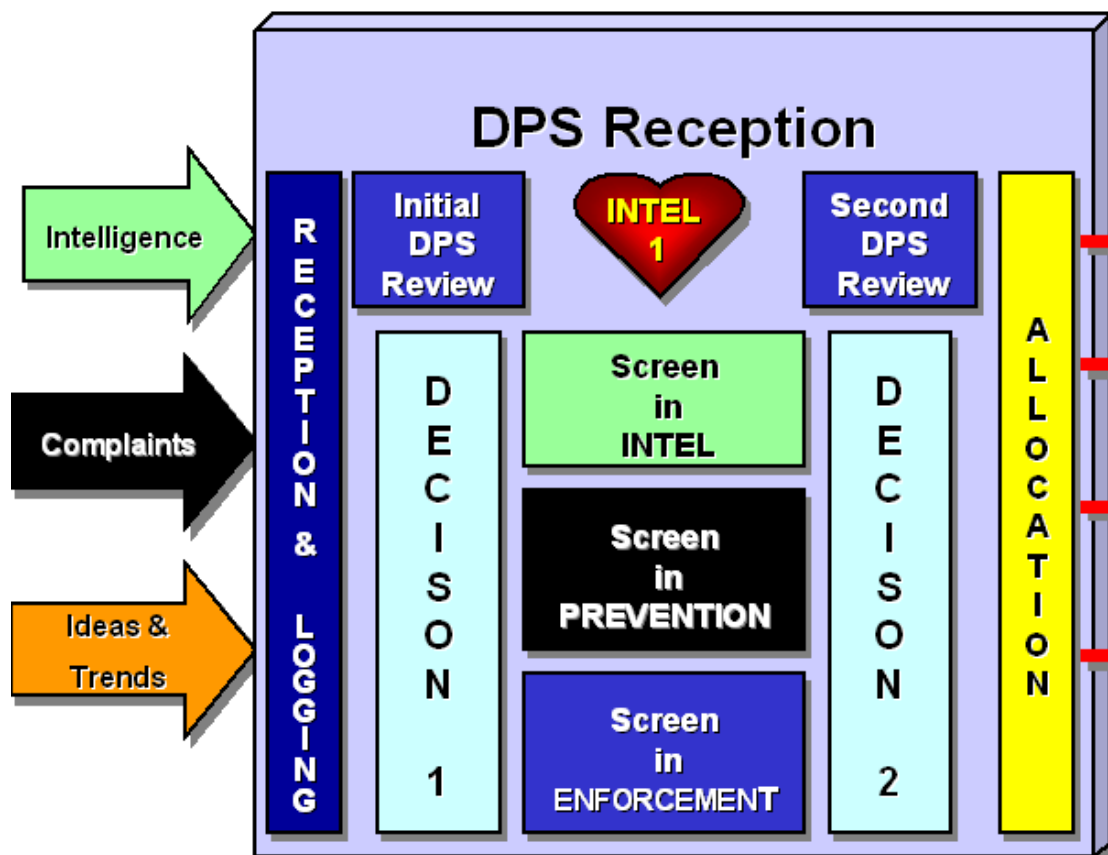
Figure 4.4: Processes within the DPS Reception

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Figure 4.4 shows the proposed flows of intelligence and decision-making pathways within the DPS Reception facility and can be best articulated as:

- Information / Intelligence received at the DPS Reception

- Logged, given unique reference number and included on CDS (or software to be defined)

- Initial review of new information / intelligence by DPS Officer (rank to be determined)

- Initial decision as to primary activity required in relation to this information / intelligence

- Intelligence and/or other appropriate checks using menu of options

- A secondary review by the decision-maker based upon available intelligence to inform their decision-making and allocation to appropriate domain(s) for activity

- The decision-maker will be a subject matter expert within the DPS Command and as such will be well placed to properly identify and risk assess how each matter can be resolved or progressed effectively

- This process would enable the complaint or issue to be directed back to the BOCU/OCU for local management action, accompanied by a unique reference number, intelligence assessment, guidance and the offer of further assistance if required from the local outreach team.

Figure 4.5: Development of intelligence in New Way Model

Ongoing work for restructuring the DPS has identified the need to form three new domains in alignment with NIM.

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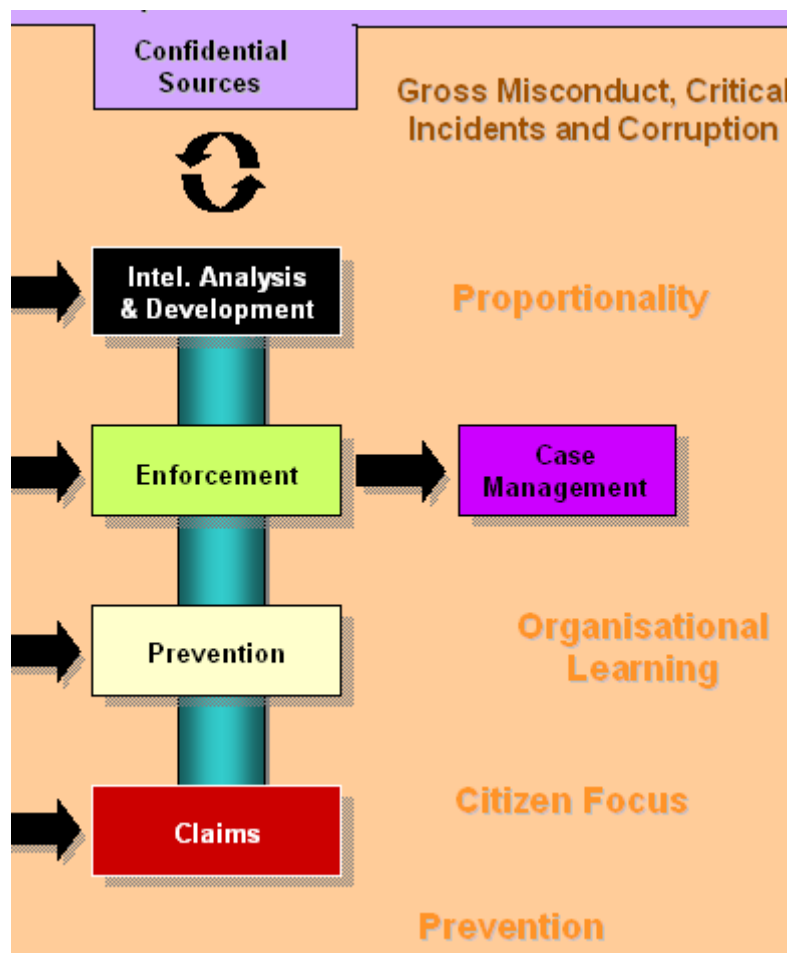- **Intelligence** and covert policing activities.

- **Enforcement** which will encompass all aspects of investigation – cradle to grave.

- **Prevention and Organisational Learning** to act as a gatekeeper for Professional Standards across the MPS. The Prevention Domain would build upon an ethos of moving from a 'blame-culture' to one of organisational learning.

Figure 4.5 also shows a Claims OCU whose major responsibilities include Civil Actions and Accident Claims, which help service the reputation of the MPS. There are ongoing discussions as to where the Claims aspect of the business might rest in the future, with the possibility of a move to the Directorate of Legal Services (DLS).

The 'New Way' model should ensure cross-pollination of information and synergy of DPS activity.

The 'New Way' Model as a whole should also ensure proportionality; organisational learning and citizen focus are all taken into account within DPS core business and will place prevention at the forefront of the Directorate's thinking.

It further ensures that:

- Confidential sources can continue to be received directly by the Intelligence function, as is the case under the current way of working.
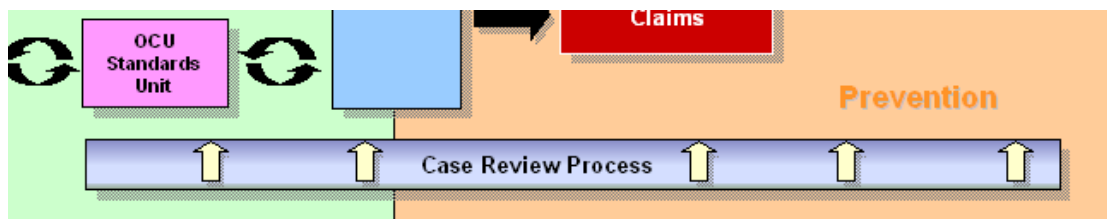
Figure 4.6: Review Process

It is proposed to enhance the current review process through:

- The consideration as to criminal or misconduct disposal will no longer be dealt with in isolation. Misconduct subject-matter experts will review in parallel all enquiries, which will facilitate a proportionate investigation and speedier disposal decision. This will be achieved by aligning the current misconduct unit with the investigative units within the Enforcement OCU (Figure 4.6)

- Misconduct becomes an integral part of the monthly reviews of casework, allowing for early intervention, proportionality checks and exchange of advice as to possible case outcomes.
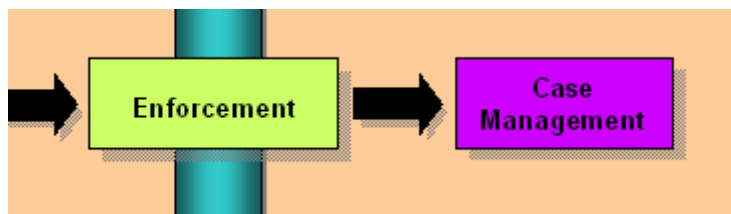
Figure 4.7: Case Management

- The introduction of a Case Management Unit will incorporate the current Misconduct function as well as a CJU function inclusive of victim, witness, complainant and officer/ staff care (Figure 4.7).

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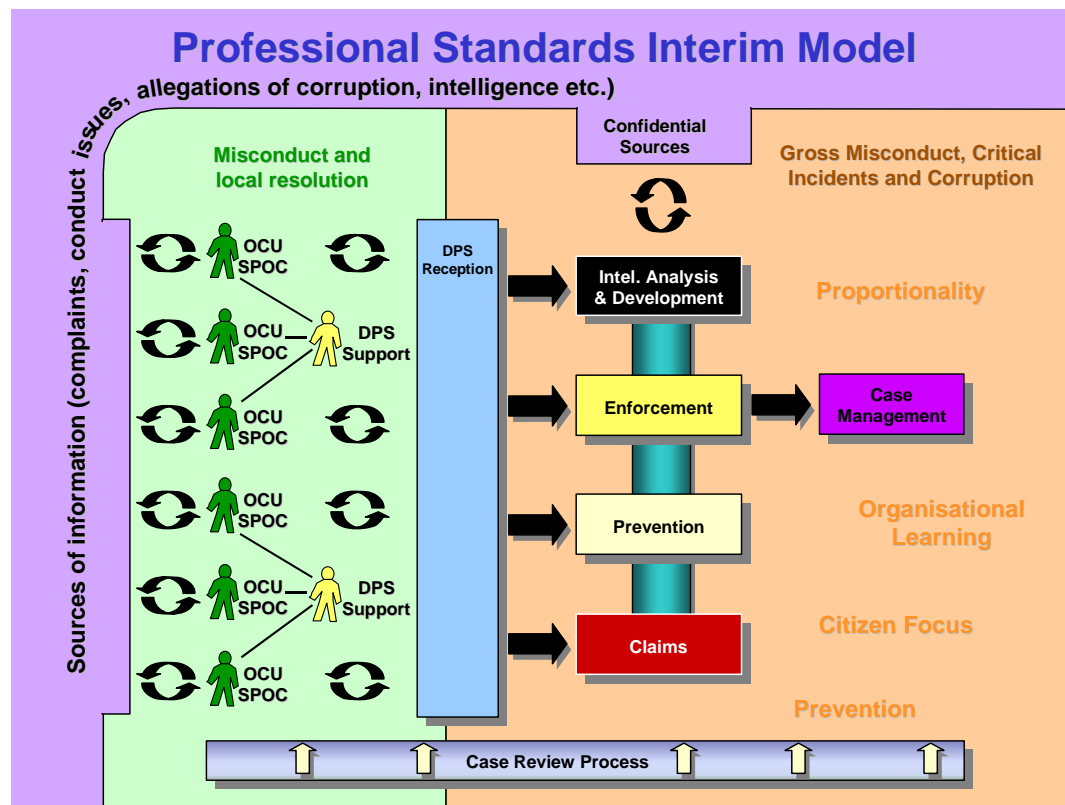
Figure 5.1: Interim Model

The DPS Review Team and CTM recognise that the move to the 'Aspirational New Way Model' will involve significant change, physically, culturally and financially. In order to facilitate the transition to the 'New Way' Model an Interim Model has been developed (see Figure 5.1 above).

The processes are replicated once information is received within the DPS Reception and subsequently actioned. However, the major changes lie at the front-end of the model and this is explained in further detail below.
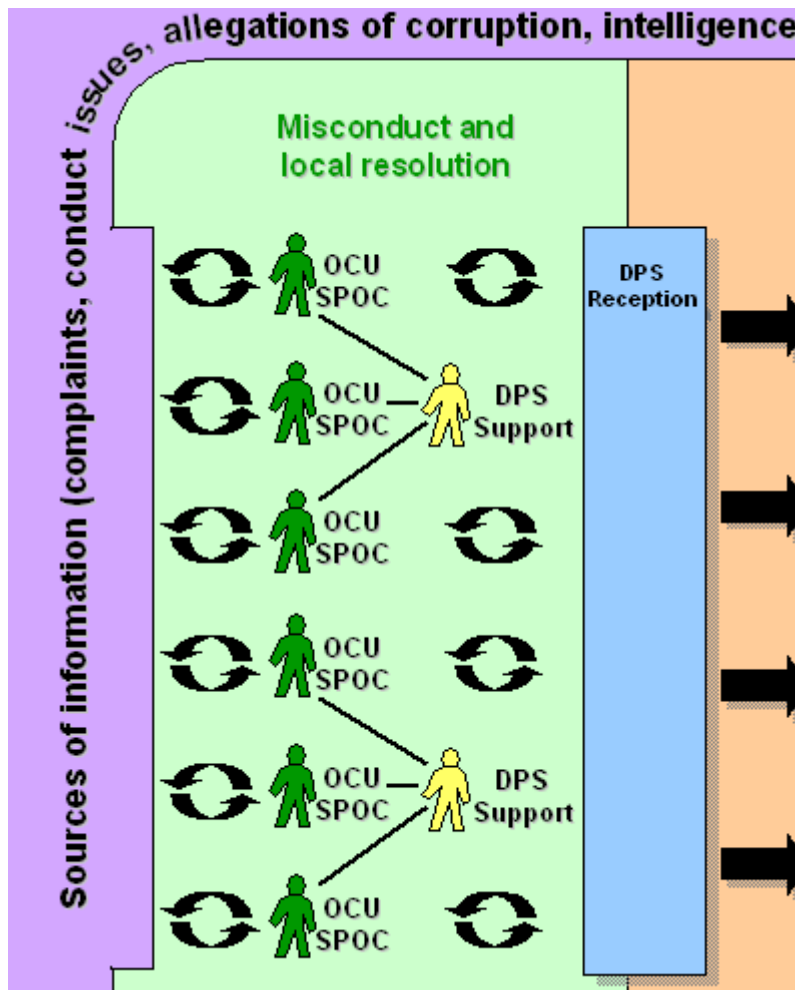
Figure 5.2: Front-end of Interim Model

The 'New Way' Model recognises that on completion, OCU Standards Units will be created and minor misconduct issues will be locally resolved within the BOCU/OCU itself.

To reach that capability this Interim Model proposes that each BOCU/OCU has a Single Point Of Contact (SPOC) that works within that command unit with the support of DPS officers.

Realignment of Borough Support Units will provide a dedicated outreach team to provide an enhanced support and guidance service to SPOCs and SMT's to maximise the opportunity for early and local resolution of complaints.

This interim position will allow SPOCs, and thus BOCU/OCUs to build up their skills, resilience and capability to locally resolve issues with the guidance and support of experienced DPS officers and facilities.

This will also ensure the maintenance of MPS Professional Standards and sharing of organisational learning.

The implementation of a training regime and on-going support from DPS will facilitate the transition from the Interim Model to the 'New Way' Model.

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Support relationships
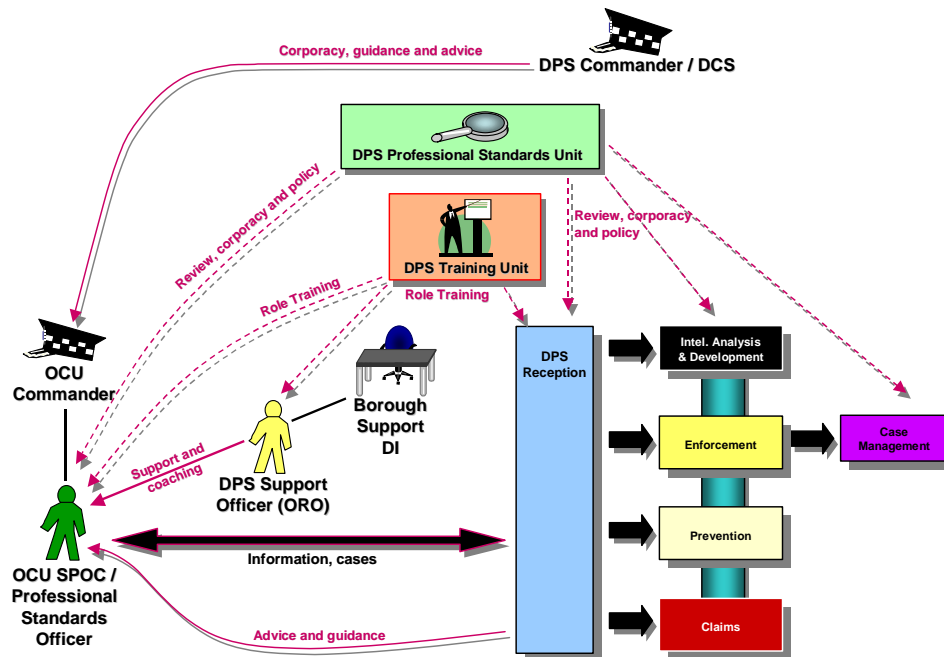
Figure 5.3: Support Relationships within DPS Interim Model

Figure 5.3 outlines the relationships and support mechanisms that the DPS Review Team propose are put in place to develop and support the Interim Model.

Beginning from the left of the model,

- The OCU SPOC and **OCU Commander** should have a close working relationship. It is envisaged that the two would meet on a regular basis to discuss on-going cases, issues, and investigations. This allows the OCU Commander to effectively task the SPOC whilst remaining the misconduct decision maker. The OCU Commander would also be able to extract corporate guidance and advice from the DPS Commander.

- The **SPOC** would have the continued assistance of the DPS Support Officer who would be involved in training and coaching the SPOC and be a link to Borough Support DI. The SPOC will also have the facility to liaise directly with DPS Reception for information, intelligence and advice or guidance.

- The **DPS Training Unit** will be engaged in developing a bespoke package of training for DPS Reception Staff, DPS Support Officers and OCU SPOCs.

- The **DPS Professional Standards Unit** would oversee the whole mechanism. This body would be responsible for ensuring corporacy of the process, delivering policy and have a duty of review.

1.5 Next Steps

Throughout October and November 2005 the DPS Review Team will be conducting a consultation programme with DPS staff, DPS managers, internal stakeholders and external stakeholders to gain feedback on the proposed model and develop a detailed specification for the new way of working, and an outlined plan for how it could be implemented.

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1.6 Feedback

The DPS Review welcome feedback on any part of this paper and can be contacted at Tintagel House, Room 710.

The Review Team are:

DCI Steven Kershaw – DPS Review Project Manager

DCI Jerry Sheppard – DPS Review Team Lead

DS Paul Miller – DPS Review Team Member

Malcolm Finnie – DPS Review Team Member

Daniel Burden – ICG Review Team Member

Tel. Ext. 65148

E-mail: Malcolm.Finnie@met.police.uk

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DPS Review

Key Milestones (Phase 3 – Implementation)

Date	Activity	Comment
6 December 2005	Meeting of Project Leads for new teams detailed in New Way model	Meetings to be set between 6 December and 20 December 2005 to identify resources and core business
9 December 2005	DPS Review Project Board meeting	Briefing by Detective Chief Superintendents to Project Board
15 December 2005	DPS Command Team meeting	Briefing on Reception Desk functions
22 December 2005	Initial findings of HR, Financial, IT & Accommodation requirements for New Way model	Requirements submitted by individual units and collated by Review Team
6 January 2006	Computer modelling (visual representation) of DPS Reception desk function	
10 January 2006	Independent Challenge Panel meeting	Second Challenge Panel meeting – feedback / challenge from Panel based on project briefing given on 28 November 2005
20th January 2006	Submission to DPS Business Manager of requirements for New Way model	Includes HR, Financial, IT & Accommodation requirements
1 April 2006	Implementation of New Way of Working model	Start of phased implementation of New Way of Working

Category	Activity	Timeline
	Document policies and procedures within new intelligence processes	
	Review of accommodation, equipment etc.	
	IT	see Les Ding
Policy		
	Liase and co-ordinate with other streams to identify and address policy implications	
Misconduct / Case Management		
	Develop new way of working (business processes)	
	Briefing on new way	
	Identify and define new roles (case management)	
	Recruit to new roles	
	Training of those in new roles	
	Communication & Marketing	
	IT	see Les Ding
Enforcement - operational teams		
	Review of organisational structure and resources within teams	
	Reallocation of roles within organisational structure	
	Review business processes against new structure and way of working	
	Briefing on new structures and way of working	
	IT	see Les Ding
	Launch	*
	Communication & Marketing	
Management Information		
	Review of information needs under new way of working (including needs of internal and external stakeholders)	
	Design new management information processes and products	
	IT	see Les Ding
	Communication & Marketing	

* Memo - this Phase 3 activity runs in conjunction with Phase 2 activity summary

* Memo 2 - not covered in this plan: monitor, evaluate and review of new way of working model

* Memo 3 - not covered in this plan: Vetting, Claims and Business Support - these are all outside the remit.

Prevention and Organisational Learning

Category / Sub-area	Task	Notes
Defining the domain	Review current prevention and org. learning activity	
	Define objectives and approach to prevention	
	Define domain structure - reporting lines, remit, staffing, cost, etc.	
New business processes		
Staffing	Detailed definition of posts - role profiles, grades etc.	
	Recruitment	
	Briefing and training	
Accomodation	Location	
	Equipment - IT, phones etc.	
	Furniture & fittings	
	Refit (walls, sockets etc)	
	Removals	
IT		see Les Ding
Procedures and policies		
Communication & Marketing		

Review process

Sub-area	Task
Review of current practice	
Defining new review points and processes	
Briefing and communication on new review points and processes	
Monitoring and evaluation of implementation	

Intelligence

Sub-area	Task
Clarification and definition of vision for intelligence processes within DPS	
Define new ways of working (business processes)	
Defining new organisational units within intelligence processes	
Staffing	Detailed definition of posts - role profiles, grades etc.
	Allocation of staff to roles
	Briefing and training

Category	Activity	Timeline
	Document policies and procedures within new intelligence processes	
	Review of accommodation, equipment etc.	
	IT	see Les Ding
Policy		
	Liase and co-ordinate with other streams to identify and address policy implications	
Misconduct / Case Management		
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	Briefing on new way	
	Identify and define new roles (case management)	
	Recruit to new roles	
	Training of those in new roles	
	Communication & Marketing	
	IT	see Les Ding
Enforcement - operational teams		
	Review of organisational structure and resources within teams	
	Reallocation of roles within organisational structure	
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	Communication & Marketing	
Management Information		
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Appendix 3 – Summary of Consultation

CONSULTATION PROGRAMME		
Consultation	**Date**	**Stakeholder**
DPS Workshops	27 July / 1 August '05	IIC / Management
	2 & 5 August '05	ACC Staff / Management
	18 August '05	Misconduct Staff
	25 & 26 August '05	IDG Staff / Management
Stakeholder Interviews	9 August '05	DCS Flower, DPS Misconduct
	16 August '05	Cmdr Akers, Deputy Director, DPS Milke Birt, Accident Claims, DPS DCS Steve Gwilliam, ACC, DPS DCS Carl Bussey, IIC, DPS
		Deborah Glass, IPCC
	17 August '05	
		Reshard Auladin, MPA
	19 August '05	
		AC Tim Godwin, Territorial Policing
	23 August '05	Brian Harrigan, Business Manager, DPS David Riddle, MPA
Meetings	1 August '05	DPS Review Project Board
	4 August '05	DPS Steering Group
	11 August '05	DPS Service Review & MPS Staff Associations
	1 September '05	DPS Steering Group
	8 September '05	DPS Review – Extended Project Team (Round Table) DPS Steering Group Chair (Cmdr Akers)
	9 September '05	DPS Review Project Board Chair (AC Brown)

Appendix 3 – Summary of Consultation

Further Challenge	15 September '05	DPS CTM Strategy Day – The Way Forward
	5 October '05	DPS Review Project Board
	27 October '05	DPS Review Challenge Panel
	21 & 22 November '05	DPS Wider Implementation Strategy Meeting
	28 November '05	Independent Challenge Panel

DPS – INTEL & SUPPORT

DCS
Intel & Support

Admin Support
Band K

D/Supt
Intel

D/Supt
Support

DCI
Tactical

DCI

Crime Analyst (Band C)

DCI

Covert Finance
Band Dx3, Ex3

DCI

DPS Reception / Health Checks
DI x1, DSx3, PSx1, DC/PCx8/4, Pol Staffx6

Source Mgt, Integrity Testing, Strategic Intel Assessment
DIx2, DSx6, DCx14, Sup Staffx2

Analysts
Dx7(12)
Ex7(12)

Surveillance, Technical Support
DIx1, DSx3, DCx31, Engx2, Band Px1

Hi Tech Covert Investigation, Telecoms SPOC
DIx1, DSx2, DC/PCx8, Sup Staffx4

Intel Development, Office Mgt, Research Capability, RIPA Auth.
DIx1, DSx5, DC/PCx15, Dx1

SOU to be allocated

Witness Protection, Witness Debrief, OPSE
DIx1, DSx1, DCx4, WPOx4, Band Dx1

Financial Asset recovery, Financial Invest.
DIx1, DSx3, DC/PCx8, Sup Staffx1

DPS – PREVENTION

DCS
Prevention & O.L

DCI

Review
DIx1, DSx2,
Band D x 1

D/Supt

D/Supt

Band C

CI

DCI

DCI

DCI

**Environ.
Scanning,
Performance
Analysis,
Inform. Mgt**
Band Dx4, Ex5

**FOI, Admin
Support,
Comms**
CIx1, I/DIx1,
Band Dx4, Ex3

**Acc. Claims,
CCRC, Civil
Actions, Risk
Mgt (Corp)**
DSx1, DCx7,
Band Bx1, Cx7,
Dx13, Ex10

**Good Practice,
Policy, Wrong-
Doing Policy,
Training,
Prevention &
Reduct.,
Diversity,
Target hard.,
Intervention**
DIx2, DS/DCx8,
Band Ex1

**Officer De-brief,
Persons of
Concern,
Taint/Adverse
Find.**
DIx1, DS/DCx2,
Band Ex1

DPS – ENFORCEMENT

DC Supt
Enforcement

D/Supt (N)
Complaints &
Invest.

D/Supt (S)
Complaints &
Invest.

D/Supt
Complex Invest.

D/Supt
Anti-Corrup.
Invest.

DCI x 3 (NE, NW, + 1)

DCI
Misconduct Unit

DCI x 3 (SE, SW, +1)

DCI x 3

DCI x 2

DI x 4

DI x 4

DI x 4

DI x 4

DI x4