

Communities, Equality and Local Government Committee

CELG(4)-04-11 : Paper 2

Inquiry into Community Safety in Wales – Police Authorities Wales

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Police Authorities of Wales Evidence to the Communities, Equality & Local Government Committee

Evidence was requested on the following:

- **Impact of the public spending on frontline policing**
- **Details of the Welsh police collaboration programme designed to improve efficiency and reduce costs**
- **Implications for local communities and community safety policy in Wales**

1. Executive Summary

- 1.1 The Police Authorities of Wales (PAW) welcomes the opportunity to respond to the Welsh Government's Communities, Equality and Local Government Committee's call for evidence regarding the impact of the public spending cuts on policing and community safety.
- 1.2 We were asked to consider the impact of the public spending cuts on the Welsh police frontline and the implications of reduced budgets for communities and community safety policy in Wales. We were also asked for details of how the Welsh police are working to improve efficiency and reduce costs.
- 1.3 The HMIC report 'Demanding Times' 2011 identified the frontline as visible and available staff which made up two thirds of the workforce. It also identified the largest force expenditure is the workforce, and is approximately 80% of the budget. The definition within the report was used to inform the evidence contained in this paper.
- 1.4 During the 2011/12 financial year £26 million savings needed to be achieved by the Welsh police authorities and forces. There is further cost reductions required for the following 3 years across Wales of £48.2M. There is an additional financial challenge to reduce capital expenditure. This challenge has been viewed as an opportunity to review service delivery and its support processes and consider innovative ways of working to improve efficiency.
- 1.5 The initial focus of cost reductions has been at the local level and has involved reducing staff levels (details in full report) and reviewing the non-staff element together and with wider stakeholders. The full report identifies many of the collaborative projects that have been initiated and the savings that have been scoped to date.
- 1.6 The budget reductions combined with the proposed police reforms will have significant implications for community safety policy. The Home Office has advised Local Authorities and Chief Constables of the revised Community Safety Fund allocations. This new fund replaces the Home Office Area Based Grant funding. The funding is for Resource spending and consolidates the Stronger Safer Communities

Fund (HO Element), Young People Substance Misuse (HO Element) and Community Call for Action. There is no Capital being made available.

- 1.7 By the 1st April 2012 funding will have decreased by 60%. In effect, there will be a significant reduction in resources available to community safety partnerships via grant funding. Such a reduction, combined with the proposals to give the new Police and Crime Commissioners (PCCs) control of the Community Safety Fund may potentially reduce Community Safety Partnership's capacity with a loss of knowledge and expertise which is likely to alter the way in which Community Safety Partnerships operate. This may have a negative impact upon the existing partnership frameworks and existing crime and disorder reduction activities.

2. Introduction

- 2.1 Police Authorities of Wales (PAW) is a representative body of the four Police Authorities in Wales: Gwent Police Authority, Dyfed-Powys Police Authority, North Wales Police Authority and South Wales Police Authority. The main aims of PAW are to:

- Consider and act upon issues affecting policing in Wales, particularly those that are under the control of the Welsh Government..
- Maintain a broad Welsh prospectus on police matters.
- Promote and protect the interests of member Authorities.
- Seek to influence the policing agenda at a national level on behalf of Police Authorities and local communities in Wales.
- Support Police Authorities in securing efficient and effective policing services across Wales.
- Enable Police Authorities to improve.
- Promote awareness of policing needs and the role and achievements of Police Authorities.
- Uphold and champion the principles of local accountability and policing by consent.

- 2.2 As an overview, Police Authorities have a statutory responsibility for:

- Ensuring the police provide an efficient and effective service.
- Setting the local policing priorities based on consultation with local people.
- Managing the police budget including setting the police part of the council tax in consultation with local people.
- Recruitment of the Chief Constable and the Chief Officers
- Monitoring police performance, holding the Chief Constable to account on behalf of the public.
- Ensuring that the Chief Constable delivers a police service that balances both national strategic priorities with the concerns of local people.

- Monitoring complaints against the police.
- Promoting equality and good relations between different groups of people. Informing people of their rights if they are stopped and searched by the police.

2.3 Police authorities play a vital role in the governance of policing in England and Wales, and are expected to ensure that forces deliver efficient and effective policing for the public. In doing so, police authorities promote public confidence in policing and the role of the police in reducing risk, harm and threat against a background of increasingly pressured resources. The police service is required to address local, regional and national priorities whilst responding to increased financial pressure.¹

3. Impact of Public Spending Cuts on Frontline Policing

3.1 The police workforce and identifying the frontline

In order to define what the policing frontline meant, the Minister of State for Policing and Criminal Justice tasked HMIC to identify what constitutes the policing front line and to produce a definition. The HMIC report (2011) 'Demanding Times' assessed what comprises the front line in policing. Policing activity is grouped into four categories:

- Visible
- Specialist
- Middle Office
- Back Office

Role	Type of work carried out	% of total workforce (officers, PCSOs and staff) in these roles	% of officers and PCSOs in these roles
Visible	Responding to 999 calls, attending traffic accidents, patrolling neighbourhoods	41%	61%
Specialist	Investigating crime, bringing criminals to justice, crime scene examinations	19%	21%
Middle office	Managing or supporting those in visible and specialist roles, running police-specific processes (such as answering emergency calls from the public, holding prisoners in custody, processing intelligence)	24%	14%
Back office	Support services (such as finance, information technology, human resources)	15%	5%

Force Annual Data Return (ADR) to the Home Office for 2009/10.

3.2 HMIC identified the following definition of front line policing based on visibility and availability: **'The police front line comprises those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law.'**

¹ Police Authorities will cease to exist on 22nd November 2012 when they will be replaced by Police & Crime Commissioners and Police and Crime Panels.

Working within the definition HMIC found the following to be the position in relation to officers working on the front line:

- Visible roles (41.3%) and specialists (19.4%) account for around 61% of the total police workforce.
- Applying the views obtained from the public survey and the two criteria (visibility & availability) adds a further 7% of the workforce to the front line.

3.4 As the estimated amount of police workforce which is classed as front line was 68%, HMIC decided that **around two-thirds of the workforce would be classed as front line.**

3.5 It was necessary to define what the frontline consisted of in order to assess the impact of the Government's 2010 Comprehensive Spending Review (CSR). The central government police funding grant for all 43 forces in England and Wales is to be reduced over the 4 year period by 20% in real terms. Two thirds of the cuts will fall within the first 2 years (2011/13) with Police Authorities being responsible for setting the annual budgets. This will be a challenge to achieve and will involve an innovative approach redesigning service delivery to be more efficient, whether it remains as effective is another consideration matter.

3.6 Financial implications for Police Authorities of Wales

3.6.1 Police Revenue Grant Reductions 2010/11 to 2014/15

On the 13th December 2010, the Minister for Policing and Criminal Justice announced details of the aggregate amount of grant available for Police Authorities in Wales for 2011/12 together with an indication of how Home Office funding would be allocated for 2012/13 to 2014/15. This was accompanied by an announcement from the Welsh Government which set out funding proposals for 2011/12 and 2012/13 for Revenue Support Grant and Non Domestic Rates.

3.6.2 Each Police Authority in Wales faced cash reductions in grant of 5.1% in 2011/12 and 6.7% in 2012/13 in common with police authorities in England. The announcement equated to a loss in grant of £54.4 million in Wales over the Comprehensive Spending Review period. The total reduction in grant increases to £58.4 million when the 2010/11 in-year 'emergency' budget reduction is also taken into account.

3.6.3 A full breakdown of the revenue grant reductions for Police Authorities in Wales is provided in the table below:

	Original 2010/11	2011/12	2012/13	2013/14	2014/15	Reduction	
	£M	£M	£M	£M	£M	£M	%
Raw Police Grant	226.553	232.743	215.681	228.700	224.100	-2.453	-1.1%
NNDR & RSG	166.787	161.000	151.000	149.000	147.000	-19.787	-11.9%
Welsh Top Up	15.687	13.001	12.800	20.000	20.000	4.313	27.5%
Rural Grant	4.377	0.000	0.000	0.000	0.000	-4.377	-100%
Other Rule 2 Grants	6.919	0.000	0.000	0.000	0.000	-6.919	-100%

Crime Fighting Fund	12.293	0.000	0.000	0.000	0.000	-12.293	-100%
NPF / PCSO	14.583	14.583	14.583	0.000	0.000	-14.583	-100%
BCU Grant	2.285	0.000	0.000	0.000	0.000	-2.285	-100%
Total Funding	449.484	421.327	394.064	397.700	391.100	-58.384	-13.0%

3.7 Police Capital Grant Reductions 2010/11 to 2014/15

- 3.7.1 Welsh Police Authorities originally received a separate grant allocation of £6.9million million towards capital financing in the 2010/11 financial year. This was cut by £0.5 million as part of the emergency budget in June 2010. Welsh Authorities will receive the following capital grant allocations over the remainder of the Comprehensive Review period:

Capital (£M)	2010/11 Original	2010/11 Revised	2011/12	2012/13	2013/14	2014/15
Grant	6.9	6.4	4.1	6.1	5.5	5.5
Reduction		-0.5	-2.3	+2.0	-0.6	0.0

3.8 The Budget 2011/12

- 3.8.1 The police settlement announced for the 2011/12 year resulted in a headline cash reduction of 5.1% in government grant. Each Police Authority has set a budget for the current year which is resulting in cost and staffing reductions.
- 3.8.2 In setting budgets, all Authorities faced cost pressures in terms of the full year effect of pay awards paid to police officers and staff in 2010 and inflationary pressures. These added to the scale of cost reductions that needed to be found in the year to balance budgets. Increases in council tax precept reduced the impact of cost reductions meant that council tax payers in Wales faced increases in council tax. In England there has been a council tax freeze in operation funded by the Department for Communities and Local Government.
- 3.8.3 Cost reduction measures totalling £26.7 million are being implemented by Welsh Police Authorities to balance budgets in the current year. A summary of the final position in terms of cost and staffing reductions in 2011/12 for each Authority is included in the table below:

	Dyfed-Powys	Gwent	North Wales	South Wales	Total
Band D Precept	£189.09	£188.09	£209.34	£161.35	
Band D -Precept Increase%	4.2%	3.7%	4.0%	5.0%	
Cost Reduction Measures Included in Budget	£5.07M	£2.14M	£4.68M	£14.77M	£26.66M
Police officer reductions	-17	-57	-89	-114	-277
Police staff reductions	-54	-41	-35	-264	-394
Total staff and officers	-71	-98	-124	-378	-671

- 3.8.4 In making cost reductions of some £26.7 million from respective budgets for the current year, each Authority has adopted a local approach focussing in the main on reducing police staff posts and non-pay elements of budget. The net result based on information provided from Forces is a reduction of 671 posts in policing in Wales for the current 2011/12 year. Many of these posts have already been lost or held vacant during the year 2010/11. A small number of centrally funded posts have also been lost due to workforce reorganisations.
- 3.8.5 Reductions in capital grants continue to be a challenge over this period with many longer term collaborative and business change projects requiring additional capital investment or setup costs to initiate.

3.9 Updated Financial Projection 2012/13 to 2014/15

- 3.9.1 Police Authorities in Wales face further funding reductions over the next three years to 2014/15. Next year in particular is extremely challenging with a further 6.7% reduction in grant funding for all Police Authorities in Wales.
- 3.9.2 There is still some considerable uncertainty pertaining to the exact scale of financial reductions post 2012/13. The Policing Minister has announced his satisfaction with the current police funding formula as providing a “robust, credible and transparent mechanism for allocating funding”. He has also indicated his intention to roll the Neighbourhood Policing Fund (NPF) into the main policing formula from 2013/14 and it is unclear how this may affect decisions on the damping mechanism. The NPF contributes some £14.6 million towards the costs of the 700 Police Community Support Officers employed in Wales.
- 3.9.3 Any move to implement the formula in full would further jeopardise the special payment of £20 million to be made by the Home Office to Wales in 2013/14. This adds considerably to the uncertainty faced by all Forces that are currently below the floor in terms of funding.
- 3.9.4 Even without these additional factors, Authorities are facing significant challenges for the future. Estimates received from each Authority based on the latest financial position indicates that the four Police Authorities in Wales will need to implement further annual recurring cost reductions of some £48.2million by 2014/15.

	2012/13	2013/14	2014/15	Total
	£M	£M	£M	£M
Dyfed Powys Police	3.397	2.607	1.632	7.636
Gwent Police	5.288	4.074	4.146	13.508
South Wales Police	7.633	5.807	3.614	17.054
North Wales Police	4.980	2.796	2.218	9.994
Wales	21.298	15.284	11.610	48.192

- 3.9.5 Due to the scale and pace of the funding reductions, Authorities are currently implementing budget reductions through a variety of means. Indeed the scale and

pace of reductions means that all viable avenues available for cost reduction are being included for consideration in an attempt to protect front line service delivery;

- Vacancy and recruitment freezes
- Voluntary and compulsory retirement and redundancy
- Austerity measures to all non-pay areas
- Workforce modernisation measures
- Business support reviews
- Functional area reviews
- Procurement savings
- Collaboration savings
- Environmental issues
- Staff negotiation – local pay and conditions
- National Reviews
 - Hutton (Pensions)
 - Winsor (Terms and conditions of pay for officer and staff)
 - Air Support Provision under the National Police Air Service

3.9.6 One of the uncertainties in relation to the impact that the funding cuts will have on the front line is the progress with implementing national reviews including Hutton (Pensions) and Windsor (Terms and conditions of police officers and staff). These were commissioned as part of the Comprehensive Spending Review. The latest indications suggest that these will have a minimal impact in terms of costs reduction however the position remains unclear.

3.9.7 It is important to put the cuts into perspective as they are likely to reduce police officers to the level of 2001/02. The Welsh forces have all stopped recruiting and South Wales has made use of Regulation A19 where officers with 30 years service are compulsory retired. The tables below identify the Welsh forces estimated reductions in workforce staffing levels for both police officers and police staff. These estimates included predictions of further job losses amounting to 428 police officers and 600 police staff posts from 2012/13. This would take the total number of posts lost or under threat to some 1,700 in Wales.

Estimated reductions in force employment during current CSR period					
Force	2010/11	2011/12	2012/13	2013/14	2014/15
Dyfed Powys					
Estimated Police officers	1,217	1,200	1,175	1,150	1,125
Estimated Police Staff	780	726	656	636	616
	1,997	1,926	1,831	1,786	1,741
Gwent					
Estimated Police officers	1,457	1,400	1,321	1,274	1,250
Estimated Police Staff	979	938	884	819	783
	2,436	2,338	2,205	2,093	2,033
North Wales					

Estimated Police officers	1,543	1,454	1,418	1,406	1,393
Estimated Police Staff	1,032	997	976	946	928
	2,575	2,451	2,394	2,352	2,321
South Wales					
Estimated Police officers	3,146	3,032	2,970	2,940	2,890
Estimated Police Staff	2,419	2,155	2,030	1,970	1,890
	5,565	5,187	5,000	4,910	4,780

Estimated reductions in staff numbers for Welsh forces during current CSR period					
	2011/12	2012/13	2013/14	2014/15	TOTAL
Dyfed Powys					
Police officer	-17	-25	-25	-25	-92
Police Staff	-54	-70	-20	-21	-165
TOTAL	-71	-95	-45	-46	-257
Gwent					
Police officer	-57	-79	-47	-24	-207
Police Staff	-41	-54	-65	-36	-196
TOTAL	-98	-133	-112	-60	-403
North Wales					
Police officer	-89	-36	-12	-13	-150
Police Staff	-35	-21	-30	-18	-104
TOTAL	-124	-57	-42	-31	-254
South Wales					
Police officer	-114	-62	-30	-50	-256
Police Staff	-264	-125	-60	-80	-529
TOTAL	-378	-187	-90	-130	-785
All WALES					
Police officers	-277	-202	-114	-112	-705
Police staff	-394	-270	-175	-155	-994
TOTAL	-671	-472	-289	-267	-1,699

The above figures are estimates and will be reviewed in line with updated projections

3.10 Impact of staffing Losses

3.10.1 The above figures clearly record a reduction in the police services' workforce numbers over the next 4 years. As a result it would be naïve to expect that there will not be a impact on policing activity. This impact may well affect partner agencies and we may see a fragmentation of the current partnership infrastructure.

- 3.10.2 The Home Secretary has indicated that there should be more officers on the street not tied up by paperwork. However, the opposite could equally occur, with officers having limited back up resources (officers and staff) they are maybe drawn into administrative duties. The police services in Wales are currently involved in process reengineering projects to reduce those administrative duties to ensure as far as possible officers spend more time supporting frontline policing.
- 3.10.3 A recent example that highlights capacity issues was the civil unrest that the Metropolitan Police and other Forces had to contend with. Welsh Forces provided support as required and managed to cover all operations in Wales. There is a real issue in relation to the use of mutual aid as evidenced by the recent civil unrest in England. Most police forces, including those in Wales, were able to assist those forces that requested additional support. In the future there is a real possibility that the level of support would be reduced due to the challenging financial circumstances of forces in Wales.

4. Police Collaboration in Wales – to improve service delivery, efficiency and reduce costs

- 4.1 The current economic climate has made it evident that all public services, including the Police Service have to reassess current practices. The Welsh Forces have considered the challenge an opportunity to consider more innovative ways of working to reduce costs and improve efficiency whilst improving some services and maintaining current service delivery where possible. PAW ratified a formal review of police collaboration in Wales during the autumn of 2010. The recommendations of the review were approved by PAW at its meeting, 21st January 2011, and ratified a more flexible approach involving two, three and four force collaboration with appropriate governance models. The rationalisation process identified that projects should be led by named chief officers and that a dedicated central team or an All Wales Deputy Chief Constable was no longer required. The cost of the Wales Central Team, including salary costs, had been around £800,000 per year and represents a significant saving.
- 4.3 The following identifies the scope, progress, timescales and where possible the anticipated savings for each collaborative project. It clearly illustrates the good progress that can be made during a relatively short period of time and explains the unique partnership context for collaboration in Wales and identifies the benefits that are arising from the positive links with the Welsh Government and our devolved partners.

4.4 Y Cyd-destun Cymreig – The Welsh Context

The Government of Wales Act 2006 (GOWA 2006) includes twenty fields which broadly describe the areas of policy which are devolved in Wales. It should be noted that the Assembly also has responsibility for the cross cutting areas of community safety and social justice and that key partners fall under the responsibility of the National

Assembly for Wales and the Welsh Government. There are a number of tangible benefits which have arisen from a police partnership with the Welsh Government.

- 4.5 ACPO Cymru and PAW have developed many initiatives which are recognised nationally as good practice. For example:
- Joint Emergency Services Group – comprising the chief officers from the emergency services and the military in Wales, which has enabled an All Wales approach. A tangible benefit has been the creation of three Strategic Co-ordinating centres giving Wales coverage, funded by the Welsh Government;
 - Criminal justice – whilst not a formal collaborative project, chief officers from the four Welsh forces and the CPS are looking at ways by which criminal justice processes can be streamlined and made more efficient and cost effective;
 - Integrated Offender Management – an All Wales approach is being taken forward.
 - Diversity – an All Wales approach to all areas of diversity.
 - For Welsh language issues an All Wales Welsh Language Group is in place to progress policy.
 - The All Wales Community Safety Board which includes representation from all the major community safety partners at executive level.
 - A Human Trafficking Co-ordinator post has recently been appointed for Wales funded by the Welsh Government.

4.6 **Collaboration Projects in Wales**

The following overview of the collaborative programme is categorised by how many forces are involved and other collaborative opportunities.

4.7 **Four Force Collaboration**

4.7.1 **TARIAN - Regional Task Force, Regional Asset Recovery Team and the Regional Intelligence Unit (DPP, Gwent & SWP)**

**[Note: Although Tarian is a three force project involving Dyfed Powys Police, Gwent Police and South Wales Police it has been agreed that it will be governed by PAW]*

Scope

Tarian is the Southern Welsh forces response to serious and organised cross-border crime, and contributes considerably to their capacity to deal with such crime. The team operates with other partner agencies, such as H.M Revenue and Customs, and the Crown Prosecution Service and enables significant disruption of serious and organised crime activity. Communities derive additional security from the high degree of inter-agency working that would be difficult to generate on a force by force basis. The capacity of Tarian is further enhanced through the relationship North Wales Police has with police forces in the North West of England.

Timeframe

Tarian is not a project as such as it is now well embedded and supported financially by the Welsh Government. On-going progress updates and performance reports are received by Chief Officers and PAW as appropriate.

Savings / funding

Tarian is funded by each individual PA to the sum of:

- DPPA - £540,652
- GP - £643,633
- SWP - £1,390,247
- NWP - £0

The Home Office grant for Tarian is £6,014,524. And the Welsh Government also provides a contribution of £642,000 per annum. A review of Tarian is currently underway to look at efficiency available and the results will inform the future funding strategy.

4.7.2 Wales Extremist and Counter Terrorism Unit (WECTU – 4 forces)

Scope

WECTU is effectively a Special Branch department for Wales. It includes the four constituent force Special Branches, all Ports Policing units and the Counter Terrorist Intelligence Cell. By brigading operational assets in this way, greater functionality has been achieved.

Essentially, it creates a pan-Wales policing department whilst recognising that policing is rooted in local communities. The fundamental principle of WECTU is to provide a policing response for all forces that is *centrally controlled* whilst remaining *locally delivered*. WECTU has very close links with the Welsh Government and partner agencies via the Wales CONTEST Board. The regional delivery model is recognised best practice.

Savings

A review of WECTU had been considered by the Management Board but has been deferred pending national considerations and the introduction of the National Crime Agency in 2013, which may impact on WECTU.

4.7.3 All Wales Criminal Justice Board (DPP, Gwent, NWP & SWP)

Scope

This project has recently led to the creation of an All Wales Criminal Justice Board (AWCJB), which was formed on 3rd May 2011. The Board will enable closer partnership working between criminal justice agencies and Community Safety Partnerships, and provide the strategic direction and governance of criminal justice issues. The project aims to co-ordinate local activity across the four forces to ensure that opportunities for common systems and process are exploited where appropriate and in conjunction with the Crown Prosecution Service and Courts. The AWCJB has already held two

quarterly meetings. Priorities have been set and will be implemented in due course. It will oversee the implementation of the local Criminal Justice Boards (CJBs) in each of the four Force areas to provide consistency, leadership and direction.

Savings

The removal of the Ministry of Justice funding for LCJB support services had the potential to increase costs on forces. The AWCJB approach will be supported by one co-ordinator, funded jointly by the four forces, and represents significant savings to the public purse. However the significant savings benefit the Ministry of Justice rather than the forces. Other savings will result from rationalisation of existing structures not only to the police but also to the other partner agencies. The extent of these savings will emerge as the work of the Board to streamline structures gains pace.

4.7.4 ICT (4 forces)

Scope

It aims to reduce the current costs for ICT provision across the Welsh police forces. The project will firstly develop a common ICT infrastructure across Wales (using North Wales as the bridge to the North West to create a broader common operating area), and secondly, to focus on the realignment of business processes and systems which could ultimately enable an alignment of ICT software systems. The project will rationalise ICT and enable greater interoperability between forces.

Timeframe

The programme of work is predicted to run over a number of years, likely stretching into 2013/14. A detailed plan for each element will be produced following the production of a viable business case. Due to its complexity, the project is predicted to run over a number of years, likely stretching into 2013/14. A detailed plan for each element will be produced following the production of a viable business case.

Savings

The projected savings are currently being scoped for this area of work.

4.7.5 Interoperability (4 forces)

Scope

Effective interoperability will enable the police forces in Wales to better respond to the national threats and demands arising from Serious and Organised Crime, Counter Terrorism, and large scale operational events. This project seeks to develop commonality across systems and processes which are not currently linked, enabling the four forces to operate seamlessly. It covers the full policing spectrum, will enhance the capability of units in each force and is closely linked to national work.

The following areas are currently in scope:

- A Southern Wales Regional Firearms Project (DPD, GP & SWP)

- Roads Policing and Police Dogs - early scoping work has commenced around the traffic area.
- Integrated Offender Management (IOM) – aims to eliminate inefficiencies in the management of offenders by utilising using pooled local resources to both punish offenders and turn them away from criminality.
- Operational Interoperability Project

Other areas being considered are:

- Surveillance/TSU
- Public Order & Chemical, Biological, Radioactive and Nuclear threats / incidents;
- Command & Control / Communications

Timeframe

- Firearms – By January 2012 there will be a collaborative training unit based at Bridgend, followed by full operational collaboration by 1st April 2012;
- RPU and Dogs - No timeframes set as yet.
- Interoperability – The work is on-going and will identify interdependencies between other projects.
- International Offender Management (IOM) – The pan Wales approach was formally launched at an event in September 2011 and the work will develop in line with national ACPO leads and work packages issued from the UK National Board. A toolkit for IOM is being developed. A formal launch is scheduled for September 2011.

Savings

This is an extremely complex project with many interdependencies not least of which is the link to national products being produced by the ACPO leads. Projected savings are being scoped but at this relatively early stage of the project it is not possible to quantify potential cash savings. It is however clear that there will be significant efficiency gains from this work.

4.7.6 Fleet (Gwent, NWP & SWP,DP)

Scope

The project intends to standardise all processes, procedures and vehicle related contracts, develops standard vehicles and vehicle related equipment installations, provides technical advice across the forces, achieves common systems, in effect cutting out all the duplication which currently exists from running two separate entities. This will impact on staffing numbers and will mean that overall the costs of commissioning and running of several fleets will reduce markedly over time. The Fleet project will be flexible whereby forces will identify which service areas they will participate in with a longer term view to greater standardisation and cost efficiencies across the board.

Savings – This project is still at the scoping stage.

4.8 **Three Force Collaboration**

4.8.1 **Joint Specialist Crime Directorate** (DPP, Gwent & SWP)

Scope

A Joint Specialist Crime Directorate between the Gwent and South Wales Police forces with opportunities for Dyfed Powys Police to 'opt-in' is in the process of being established. Geographically based, organised crime groups involved in trafficking Class A drugs along the M4 corridor, immigration crime and fraud all present a significant and sustained threat to our communities. By working collaboratively forces can provide an enhanced service and better value for money. A Specialist Crime Collaboration Programme will:

- Provide an improved service to the forces of Southern Wales prioritised on the basis of threat risk and harm
- Provide improved, streamlined service efficiency, delivering sustainable financial savings wherever possible for each force without compromising service quality or performance.
- Allow for a 24/7 intelligence capability, the advantage of which will bring greater and more flexible surveillance and operational investigative capacity.

Timeframe

The project has 3 phases which have been agreed and are being progressed. The testing of the operational model will have been completed and fully in place by April 2012. Project enablers include:

- the development of a finance model by the finance leads
- buy-in from operational leads in the forces
- preparation for the design phase is robust
- regular and effective internal communication
- an aligned vision across the forces
- flexibility for individual and changing force needs

Savings

An indicative total projected gross savings figure of £3.5m can be realised over the CSR period.

4.8.2 **Joint Scientific Support** (Primarily Gwent & SWP - DPP 2 of the services)

Scope

A Joint Scientific Support Unit is to proceed with primarily a two force model (GP & SWP) with DPP continuing with the services they are currently involved in (Nabis & Trace Evidence). The shared services model aims to strengthen existing services, provide required new services and generate cashable efficiencies. The project will take

a phased approach in order to manage staffing issues relating to terms and conditions of employment. A business case has been prepared for police authorities' ratification.

The Joint Scientific Support Unit collaboration involves a broad spectrum of disciplines that have been designed to enhance specialist operational capacity and capability. The model will deliver a number of enhanced services:

- 7 day working for Forensic Identification Units
- 7 day working for Fingerprint Development Services
- 7 day working for Sampling Units
- Remote transmission from scenes to CSIs
- Drugs Lab
- Glass Lab
- Enhanced services in Trace Evidence Recovery
- Reducing the spend on ISO Accreditation
- Footwear Identification Unit

All of the Joint Scientific Support Unit will radically change and improve the way forensic services are delivered. It is being designed to close any gaps in service delivery in the region and to improve performance. All functions of front line, middle and back office are being reviewed as part of this area of business.

Timeframe

Phased implementation is taking place, with the creation of a Regional Trace Evidence Collection Laboratory and a ballistics facility. Through the Trace Evidence Room, scientists are already demonstrating real cashable savings in terms of reducing the number of submissions to forensic service providers, together with providing a premium service to operational policing. The full operational model will be in place by Dec 2011. The Drugs and Glass elements of the project (currently in the tender process) are set to be in place by January 2012.

Savings

SWPS – initial capital outlay of £555k for a recurring savings of £175k

GPS – initial capital outlay of £672k for recurring savings of £549k

DPPS – £1k savings for 2 services accessed.

4.8.3 Firearms (DPP, Gwent & SWP)

Scope

The project is working towards a joint approach to firearms training and response and the establishment of a joint firearms range, in order to enhance operational capacity and capability across Wales to incidents requiring armed officers. The project is considering ways in which the forces can share resources in order to provide the most efficient and effective method of delivering this highly specialised service. The project will retain cognisance of developments in the North West of England. The business case includes Firearms planning, training and management functions. Hubs will be aligned to demand, seeking leaner processes and utilising fewer officers in delivery.

Timeframe

The Firearms business case is close to being ratified and, subject to approval, full operational implementation will be achieved by April 2012. To ensure the project keeps to timescales, there is a dedicated project lead with guidance from HR, Finance and Performance Management.

Savings

The project was established to improve delivery rather than to make savings. However, in the course of the project it has become clear that rationalisation will result in some cashable savings. The project lead has indicated that a reduction in the cost of firearms provision across the region of £1.6 million is feasible. Benefits will be measured in terms of productivity, outputs and quality. Further savings may subsequently be achieved from the Roads Policing, Public Order, Dogs, Emergency Planning and other elements of the project.

4.8.3 Procurement (DPP, Gwent & SWP)

Scope

This project aims to improve efficiency in managing procurement by establishing a 'virtual' Police Procurement Hub Joint Procurement Unit for the southern Welsh forces. A procurement capability review will assess current capacity and capability in force departments, it will cover the provision of products and services designed to improve procurement efficiency, such as contract databases and frameworks and the provision of clear policy guidance and best practice.

A three year forward plan for collaborative procurement is being finalised which will outline collaborative projects to be undertaken. Examples of current collaborative tenders are:

- Digital interview equipment (GP lead);
- Translation and Interpretation services (GP lead);
- Motorcycle clothing (GP lead);
- Office furniture (SWP lead); and
- Forensic Pathology service (GP lead).

Timeframe

The early intention had been to formally establish the Joint Procurement Unit by April 2012 but this will be dependent upon her collaborative role and her existing work responsibilities. A forward procurement plan for the southern Wales forces is being developed to identify which contracts would be jointly tendered for, and which forces would lead these over the next 3 years.

Savings

An indicative total projected gross savings figure of £1m can be realised over the CSR period. In addition, there will be savings from individual contracts. For example, South Wales Police and Gwent Police have recently obtained recurrent savings of £45K and

£13k respectively through agreement with the Welsh Government which allows them to purchase aviation fuel for the helicopter at the intergovernmental rate. The recent fleet contract (led by SWP) involved all four Welsh forces to standardise vehicle specifications have realised savings of between 4% and 20% on beat and patrol vehicles. DPP and Gwent achieved savings of 36% for DPP on a tender for mobile telephony.

4.8.4 Roads Policing Unit [RPU] (DPP, Gwent & SWP)

Scope

To provide a set of clear high-level statements on the future direction of Roads Policing Collaboration between Dyfed Powys, Gwent Police and South Wales Police, which is agreed by Chief Officers and is based on improving service delivery whilst delivering a more efficient and effective service to our communities.

Timeframe

The key dates are:

- Scoping – July/Aug 2011
- Research - Sept 2011
- Final drafting - Nov 2011
- Presentation to Chief Officers - January 2012

Savings

The projected savings are currently being scoped for this area of work and will be available by November 2011.

4.9 Two Force Collaboration

4.9.1 Human Resources (Gwent & SWP)

Scope

Currently the scope of the HR related project work can be broken into 3 distinct areas of work:

- Improving the Learning and Development Services (LDS) product. Joint delivery between Gwent & South Wales police will realise efficiency savings. Much of delivery will move towards a higher proportion of electronic course delivery, substantially reducing time, travel and costs.
- Helping to support collaboration projects with the management of personnel related issues such as relocation, and the harmonisation of different terms and conditions. A joint HR Director has been appointed.
- A third phase will involve a broader look at the HR function and scope all functions of HR for collaborative opportunities between the Welsh forces.

Timeframe

The LDS part of the project is currently in scoping phase, likely to go to PAW October 2011. HR support for the Joint Scientific Support Unit will be required up until the operational phase of the project which is scheduled for between Sept – Dec 2011. The Firearms business case is due for approval with the new structures to be in place by April 2011, which will require HR support and advice during this period. HR Support for the other collaboration projects will be scheduled in as their individual timelines become clearer.

Savings

This project is at a relatively early stage and projected savings are currently being scoped.

4.9.2 ICT (Gwent & SWP)

Scope

This is a 2 force project that takes place in the context of the 4 force project. The vision for the South Wales Police / Gwent Police ICT Collaboration Project is a staged move that enables delivery of ICT services from a single unit spanning across both Forces. Put simply, as the two forces jointly procure and manage identical systems, the more money they will save.

Timeframe

An overall timeframe is to be determined. Robust governance arrangements are in place. There is a 'high-level' project plan in place which is managed by the ICT Project Manager. Terms of Reference for the Project Board and Project Team are in place.

Savings

An indicative total projected gross savings figure of £2m can be realised over the CSR period.

4.9.3 Joint Legal Services (JLS) (Gwent & SWP)

Scope

A Joint Legal Services provision has been established across South Wales and Gwent police forces, resulting in savings by providing an in-house legal service. This has resulted in the reduction of outsourced work, greater economies of scale, reviewing of subscription-based legal research tools, improved performance, greater specialisation, liP accreditation, improved development opportunities for staff, reduction in "silo" working and greater corporacy.

Savings

This project is realising approximately £64k per annum.

4.10 Collaboration with Local Authorities

Each of the projects has / will consider wider collaboration opportunities with local authorities. In addition, each force at a local level has developed collaborative

opportunities with their respective local authorities and partners. To give but single examples:

- In Dyfed Powys, work is on-going for a joint Head of IS&T with Carmarthenshire and Pembrokeshire County Councils. DPP Head of Procurement attends procurement forum in Ceredigion and Powys linking in to the LSBs in the area, identifying further opportunities for collaborative procurement and the sharing of best practise. DPP are working on a joint contract with Hywel Dda Local Health Board and Aberystwyth University for waste collection and recycling services. Exact savings are still to be determined.
- In Gwent there is a well established project based on shared IT resource centre with Torfaen and Monmouth CBC's, savings to date are £801k per annum and further savings are being targeted.
- North Wales Police's Facilities & Logistics Department have been closely collaborating with North Wales Fire & Rescue Service since June 2006 when both organisations' respective Estates/Facilities departments merged and a Service Level Agreement was established for NWP to provide a comprehensive estate management function for NWFRS. Both organisations share a joint communications center situated in a central location in North Wales.
- In South Wales, collaboration relating to joint fleet maintenance is underway with Bridgend CBC.

4.11 The inter-operability collaboration work-stream is focussing on collaborative opportunities within the police service and across force boundaries. There will be further interoperability projects with other 'blue light' services such as joint control rooms across wales and future joint ventures with local authorities.

4.12 **Private Sector initiatives**

Private Sector initiatives have been proposed within some collaboration projects. Many projects have identified that although not applicable at this stage, the use of private sector initiatives may become viable in the future.

4.13 **Collaborative Savings**

The four forces face significant challenges during this CSR period and many opportunities to achieve cashable savings have been explored.

The above has highlighted that significant cash savings will result from the collaboration projects being pursued between forces and their partners. This reflects a prudent approach particularly as the majority of projects being actively pursued were only commissioned earlier this year and are not anticipated to deliver benefits until after 2011/12. The improved processes and delivery with the realised savings will be a fundamental benefit to policing in the future.

4.14 **Communication of the Work Programme**

The PAW website contains the National Policing Plan which summarises the collaborative programme and is accessible to the public. For internal staff a webpage has been developed for all Wales collaboration that can be accessed through the respective force internal websites. It has been designed to ensure that accurate and timely communications are produced. For ICT, a joint web facility is also available which contains detailed collaboration project updates. Plus, an overall Communication Strategy for the Programme has been drafted and Communications plans are core documents for all force projects.

5. Implications for Community Safety Policy

- 5.1 The Police Reform and Social Responsibility Act has put in place a flexible framework for partnership working between the PCC and their community safety and criminal justice partners. Whilst having regard to cross border and national issues, Police and Crime Commissioners (PCCs) are expected to work effectively with other local leaders to prioritise resources to suit local needs and priorities.
- 5.2 The PCC will inherit a fair proportion of current CSP funding. However, they will not become a responsible authority on Community Safety Partnerships. There will be a reciprocal duty for PCCs and responsible authorities to co-operate with each other and have regard to each others priorities for the purposes of reducing crime and disorder (including antisocial behaviour), reducing reoffending and reducing substance misuse. A PCC will have responsibility for making community safety grants to other organisations aside from the Chief Constable - including but not limited to Community Safety Partnerships. One certainty is that the commissioning landscape for policing, community safety and reducing reoffending will change significantly.
- 5.3 The Home Office has informed local authorities and chief constables in England and Wales of details of individual local authority allocations from the Community Safety Fund. This new fund replaces the Home Office Area Based Grant funding. The funding is for Resource spending and consolidates the Stronger Safer Communities Fund (HO Element), Young People Substance Misuse (HO Element) and Community Call for Action. There is no Capital being made available. For the financial year 2011/12, there was a funding reduction of 20% (using the funding of 2010-11 as the baseline) and there will be then be a further reduction of 40% for 2012/13 on the 2010/11 figure – so by the 1st April 2012 funding will have decreased by 60%. In real terms this means that the total Community Safety Grant to Welsh CSPs in 2010/11 was reduced to a baseline amount of £3,094,250 which will be further reduced to the indicative allocation £1,248,731 in 2012/13. In addition, some government grants which cover community funding in England are not available to partnerships in Wales.
- 5.4 In effect, there will be a significant reduction in resources available to community safety partnerships. Such a reduction, combined with the proposals to give the new Police and Crime Commissioners (PCCs) control of the Community Safety Fund will

significantly alter the way in which Community Safety Partnerships will work together to reduce crime and disorder².

5.5 Mindful of the considerations already evident from public spending reforms, and of the Home Office directive that absorbed the BCU grant into the general policing formula funding stream, the Policing Minister is keen to transfer community safety funding to Police and Crime Commissioners as outlined below:

- In 2012/13 the Community Safety Fund will have a cash reduction of 60% against the 2010/11 baseline.
- Drug Interventions Programme grants will be consolidated with Community Safety Funding for PCCs in 2013/14 and 2014/15.
- The budget held by the PCC will not be fenced. The PCC will be expected to work with CSPs and others to prioritise the issues that matter most to local residents' and will allow a greater flexibility for allocating CSP resources and their prioritisation.
- The PCC, in ensuring delivery of these priorities, via their Police & Crime Plan, are allowed to make contracts with any public or private sector body to supply goods or services.
- It has also been recognised that in addition to current service provision carried out using central funding, that some partnership posts are maintained as a result of interdependencies of current funds. Unless an agreement to indemnify each other in respect of these posts is in place, the financial liability for each employee remains with the employing body.
- There is no expectation from the Home Office that police budgets should be pooled into local community budgets.

5.6 It is a fair assumption that CSPs up and down the country will be reviewing their functions and delivery in terms of business continuity. No amount of rationalisation will be capable of balancing 60% cuts without reducing capacity and affecting service delivery.

5.7 There are certain CSP roles and functions that may be mainstreamed to maintain current partnership activities and as a result be more sustainable. However the situation is being compounded by the fact that each partner agency is also coping with significant cuts to their own budgets. The loss of CSP's capacity may undermine the current partnership infrastructure with a negative impact on existing work-streams and activities. The role of CSPs may change dramatically from being a driver of partnership working and delivery service to a centralised co-ordinating function. It is possible that each of the partner agencies (with their own budgets reduced) will concentrate on their own priorities, meeting statutory requirements and retreat into silo working. Therefore, frontline provision and resilience is likely to be reduced and may eventually falter.

² At present it is not clear when the CS fund will transfer to the PCC – i.e. 2012/13 or 2013/14

- 5.8 The Government's Prevent strategy aims to help build stronger, safer communities who feel empowered to reject violent extremism in all its forms. Generally, Forces work with CSPs to support communities and strengthen local resilience to counter the threat from violent extremism and terrorism. Effective information sharing remains key to the success of local partnerships, to reach a joint understanding of threat, vulnerability and risk locally to ensure that activities are risk based and proportionate to local needs.
- 5.9 There is a statutory requirement for the police to produce annually 2 Counter Terrorism Local Profiles (CTLPs) based on each local authority area with six monthly reviews - one for local partners and a restricted version for police counter terrorism practitioners. CSPs have traditionally supported the CTLP process by contributing local knowledge and supporting targeted interventions. The Welsh Government has supported a joint Welsh approach by developing the All Wales CONTEST Board and the Community Cohesion Strategy, supported by the Community Cohesion Funding stream – a funding stream that lacks clarity regarding its future. The force PREVENT Leads in Wales have not as yet reported any reduction in CSP's involvement to date, however, this may change with a reduced capacity.
- 5.11 Considering the WLGA consultation responses from CSPs it is evident that some agencies are viewing the funding situation as catalysts for change and an opportunity to rationalise partnership working and delivery. They are looking at more joined up planning, redesigning services and other mitigating options in order to reduce the adverse impact of the funding reductions.
- 5.12 The Westminster Government appears to have very far reaching expectations of CSPs and their delivery, particularly in the context of the harsh cuts they are currently experiencing. PAW has serious concerns regarding the knock on effects of budget reductions to CSPs over the next 2 years. We believe that this may very well undermine the excellent partnership framework in Wales that enables service delivery across many fields. There are additional concerns regarding the impact of the CSP cuts not only to their service delivery but the breakdown of hard won linkages, the loss of expertise and knowledge that support partnership working. It has to be noted that much of previous CSP funding supported key delivery posts, which may disappear due to discontinued funding streams and the inability to mainstream into partner agencies. The greatest concern is that the close work with communities will be undermined and the progress made in engaging communities and addressing the fear of crime will lose impetus without the guarantee of funding in the future.

6. Summary of identified risks

- CSR cuts may reduce capacity and capability of forces by reducing staff numbers
- Impact of reduced policing budget on existing partnership working
- Impact of cuts on communities and their confidence levels in policing
- Financial sustainability of regional units WECTU & TARIAN

- Proposed elected Police & Crime Commissioners
 - Impact on policing in general, may focus too much on the local
 - Impact on partnership working and collaboration is unknown
 - Impact on financial management of forces and prioritisation processes
- Impact of CSP budget cuts to CSP capacity, partnership framework and existing service delivery.
- Transition planning for PCCs and handover of staff, finance and policies
- Concentration on preserving the police frontline may put additional pressure on the hidden services surrounding counter terrorism, civil contingencies, serious organised crime and public protection.

7. CONCLUSION

- 7.1 The impact of the public spending cuts on frontline policing will be kept to a minimum where possible. Each Force is considering workforce modernisation options and is in the process of reviewing all service provision, deployment and identifying where savings can be made in a concerted move to protect frontline officers and the visible service provided to our communities. Maintaining visible and available officers has been identified as key to maintaining public confidence and is therefore a high priority.
- 7.2 However, police forces' budgets primarily cover workforce costs (80%) and stringent cost reduction exercises will involve reducing the workforce. It will be a challenge to deliver the service required within the reduced budgets. Each Force will be looking for innovative ways to reduce costs and improve efficiency in all areas of business.
- 7.3 The four Welsh police authorities and forces are very keen to support collaborative working both with each other and with wider stakeholders. We are proud of our collaborative successes to date and are constantly building upon our experience to develop further. The next phase will begin to look at back office functions with a view to release more cash efficiency savings.
- 7.4 With the high level of cuts being experienced across all public services, it would be naïve not to understand that the impact will be felt elsewhere. We have serious concerns regarding the continuity of funding for all initiatives which benefit communities through improved community safety. These include all CSPs, TARIAN and other criminal justice stakeholders. We have serious concerns regarding CSP's future capacity and the impact it may have on stakeholders and in the wider sense of service provision to our communities.

- 7.5 In summary, the police authorities and forces will work to improve efficiencies and find innovative ways of working to absorb the budget reductions where possible and protect frontline delivery. However, the reductions are severe enough to create serious concern regarding not just policing but the wider community safety and criminal justice landscape.
8. PAW wishes to thank the Communities, Equality and Local Government Committee's invitation to give evidence on the above topics. If you have any further queries or seek clarification on any of the above, please contact the PAW Executive Officer, Mrs Shelley Bosson at:

Gwent Police Authority, Gwent Police HQ, Croesyceiliog, Cwmbran, Torfaen. NP44 2XJ