



*Business Case – Executive Summary*

Work Strand	<b>Firearms</b>
Current arrangements	<p><b>Bedfordshire &amp; Hertfordshire</b></p> <p>Beds and Herts Firearms Support Unit consists of 2 Inspectors, 13 Sergeants and 75 Constables, split between operations and training.</p> <p>The operations section is made up of: 1 Inspector, 11 Sergeants and 66 Constables (excluding airport funded posts) who provide an armed policing response.. There are 3.61 Police Staff posts consisting of 1 armourer, 0.61 FTE Admin Assistant, 1 Tasking Manager and 1 Intelligence Support Officer.</p> <p>The training unit consists of 1 Inspector who is the Chief Firearms Instructor (CFI), 2 Sergeants and 9 Constables.</p> <p><b>Cambridgeshire</b></p> <p>Cambridgeshire Tactical Firearms Unit consists of 1 Inspector, 7 Sergeants and 49 Constables split between operations and training. Operational policing consists of 1 Inspector, 7 Sergeants and 43 Constables who provide an armed policing response.. There is 1 FTE armourer Police Staff post.</p> <p>The training unit consists of the Inspector who is also the CFI and 6 Constables.</p> <p><b>Key differences</b></p> <p>Shift pattern, use of conflict management model, IT systems, some equipment and weaponry.</p>
Business case proposal	<p><b>Single unit made up of:</b></p> <p>2 Inspectors, 12 Sergeants and 119 Constables. (Excluding Luton Airport funded resources)</p>

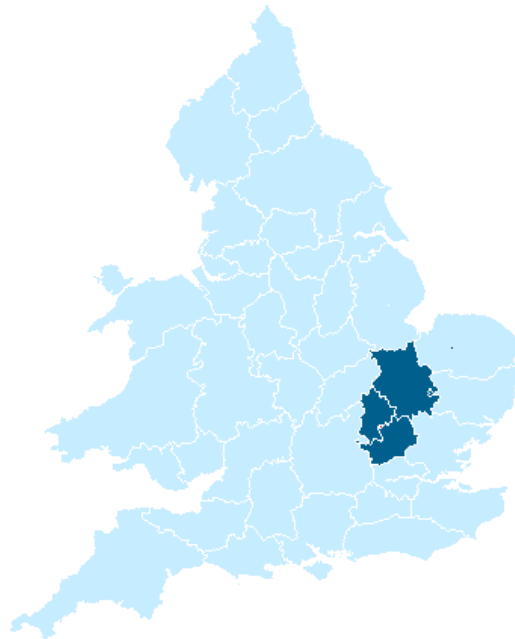
	<p>Consisting of;</p> <p><b>Training</b> A joint training team located at Kempston led by 1 Inspector as the CFI, 2 Sergeants and 14 Constables.</p> <p><b>Operational</b> 1 Inspector, 10 Sergeants and 105 Constables. Existing training facilities to be used.</p>
Savings	<p><b>Circa £542k ongoing annual revenue savings</b> (6.4% saving on current budget).</p> <p>Includes overall net reduction of 1 Inspector post, 8 Sergeant posts and 5 Constable posts.</p>
Set-up costs	<p><b>Circa £99k</b> – main cost incurred by introduction of new IT system into Cams. Indicative HR costs of £33.5k through out of force allowance.</p>
Implementation issues	<p>Requires a phased implementation with the following priorities:</p> <ol style="list-style-type: none"> <li>1) Appointment of Management Team</li> <li>2) Impact of funding decision for Luton Airport (potentially increased recruitment and training)</li> <li>3) Impact of Olympic staffing requirements</li> <li>4) Standardization of Role Profiles</li> <li>5) Consultation with staff and management of post reductions</li> <li>6) Finalisation of shift patterns and any alignment of allowances.</li> <li>7) Alignment of policies and procedures and delivery of training to staff at all levels.</li> </ol>
Risks Identified	<ol style="list-style-type: none"> <li>1) Impact of Luton Airport funding decision</li> <li>2) Olympic requirements</li> <li>3) Budgets</li> <li>4) NPIA accreditation</li> <li>5) IT access</li> <li>6) Management of abstractions</li> <li>7) Impact of internal force change programmes</li> <li>8) Increased line management responsibilities for 1 operational Inspector</li> </ol>
Target go-live date	<p>The complexities of this workstream require a phased implementation with a target go live date of 1<sup>st</sup> April 2012</p>



## Collaboration Programme

### Business Case

Name of Project	<b>Firearms</b>
Date	27/07/11
Version	2.3
Author	Inspector Mike Hills



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## 1 Introduction

As part of the collaboration programme, Bedfordshire Police, Hertfordshire Constabulary and Cambridgeshire Constabulary have been developing a proposal to improve the services provided by their Firearms Units. This business case develops and details the preferred option outlined in the initial scoping and options paper which was agreed at the Collaboration Programme Board on 6 June 2011.

This paper sets out the proposal to establish a joint firearms unit, including a single firearms training team, for Bedfordshire Police, Hertfordshire Constabulary and Cambridgeshire Constabulary. It sets out the proposed structure and remit of the unit, together with supporting demand data, budgetary details and human resources implications. The joint unit will be a shared service with staff from all three forces working alongside each other and this proposal will build on existing collaborative arrangements.

A number of potential options were considered for collaboration between the Bedfordshire/Hertfordshire and Cambridgeshire Firearms units and the scoping and options paper identified an optimum structure for service delivery. This has been developed in light of feedback received.

**Preferred Option – A single firearms unit with a joint training base and 3 operational bases led by one operational Inspector and one Training Inspector, incorporating a restructure of Sergeant posts and responsibilities.**

It is suggested that the preferred option can deliver efficiencies while maintaining capability and capacity. To manage the risks and complexities of this area of business, a phased implementation plan as proposed within section 15, would be required.

It remains a long term objective to move to a single, suitable deployment base, however this is dependent upon an appropriately sized and geographically located accommodation being available which at this present time, does not exist across the three forces.

## 2 Glossary

To assist the reader with this report the following is a list of the key acronyms used in this area of service delivery:

ACPO TAM	Association of Chief Police Officers – Terrorism and Allied Matters
AFO	Authorised Firearms Officer
ARMS	Weapons movement audit system - Part of Chronicle IT system
ARV	Armed Response Vehicle
CFI	Chief Firearms Instructor
Chronicle	Software system for maintaining training records and auditable accountability for weapons issue
CP	Close Protection
DE	Dynamic Entry
DRD	Deferred Rest Day
FSU	Firearms Support Unit
OCG	Organised Crime Group
OFC	Operational Firearms Commander
PIM	Post Incident Manager
RDIL	Rest Day in Lieu
SPP	Special Priority Payment
STRA	Strategic Threat and Risk Assessment
TA/ TAC Ad	Firearms Tactical Advisor
TFC	Tactical Firearms Commander
TFU	Tactical Firearms Unit
UPS	Uniform Protective Services
VSA	Variable Shift Agreement

### 3 Summary of Key Changes

The key changes in moving to the preferred option will be:

- Utilising the current training base at Kempston as a joint training base for all 3 forces.
- Continuing to use existing external training facilities and venues as appropriate
- Delivering 7 days a week training programme.
- A restructure of the role and responsibilities of team sergeants.
- Implementation of a new 5 week, variable shift pattern across the 3 forces.
- An overall reduction of 1 Inspector post.
- An overall reduction of 8 sergeants posts on current establishment.
- An overall reduction of 5 constable posts on current establishment.
- The preferred option delivers savings of £542k which represents 6.4% of budget.

### 4 Background

The three Police Authorities have agreed to the Strategic Policing Alliance which sets out how collaborative arrangements between Bedfordshire, Hertfordshire and Cambridgeshire will be managed and states that any collaborative arrangement should deliver the following outcomes:

- Improved effectiveness for all three forces;
- Improved resilience for all three forces;
- Improved efficiencies in all three forces, realising cashable and non-cashable savings for re-investment;
- A service structure and operating methods which are 'fit for purpose', taking account of new and emerging developments and which will meet future foreseeable demands for the next 3-10 years;
- Plans which close the gaps identified within the respective Protective Services Improvement Plans (where applicable);
- Methods of operating which are equally viable under any force or governance structure;
- Improved and enhanced customer service across the three counties.

#### 4.1 Firearms Support Units

All Home Office police forces in England and Wales have firearms units which provide an armed response capability according to the needs determined by the Strategic Threat and Risk Assessment. This includes the provision of 24/7 operational deployments and the capacity to respond to other operational matters requiring specialist firearms support.

The provision of armed policing is dependent upon authorised firearms officers undertaking mandatory national training with the Chief Firearms Instructor responsible for the delivery of this training within each force.

Each firearms officer requires a minimum of 15 days basic refresher training per year and those with specialist skills require further additional training according to the type of specialism held.

The firearms unit is also responsible for the delivery of all operational firearms training, including command training for Operational, Tactical and Strategic Commanders, together with the provision of tactical advice to commanders, in all spontaneous and pre-planned deployments of firearms officers.

## **4.2 Strategic Threat and Risk Assessment (STRA)**

Completion of a Firearms Strategic Threat and Risk Assessment (STRA) is a national requirement to comply with the directions within the Code of Practice on Police use of Firearms and Less Lethal Weapons, which came into effect on 3rd December 2003.

The purpose of the STRA is to inform senior managers as to the existing and foreseeable level of threat and risk surrounding firearms matters. This will enable Chief Officers to review Force capability and make appropriate amendments and interventions where necessary. It is used to:

- Identify and assess the known and foreseeable threats and risks to Police and the public.
- Assess the risks in terms of their likelihood and impact to ensure that resource planning and resource allocation is proportionate.
- Identify gaps in current policies, procedures and training.
- Recommend actions to be pursued to address any identified threats, risks and gaps.
- Provide a clearly evidenced link between threats and current firearms establishment.

Currently, Beds/Herts FSU and Cambs TFU have separate STRA's. This business case has taken into account both documents and the associated risks they identify across the 3 forces.

The capacity to deliver an armed policing response together with the ability to effectively mitigate the risks, has been considered and has informed the development of this business case. The identified risks have been addressed through the proposed resource levels, the financial analysis and projections, together with the suggested structure for both operations and training.

## **4.3 NPIA Accreditation**

Every police force must be accredited and licensed by the NPIA in order to be able to deliver an armed policing capability. Each force or collaborated unit operates under its own license and as part of the collaboration process, a single Beds/Herts and Cambs firearms unit will have to make an application to the NPIA to operate under a joint license. This will involve undergoing an assessment to determine whether the structures, processes, equipment, facilities and training are effective and sufficiently robust to meet licensing criteria. This process has already been achieved with the collaboration of Beds and Herts FSUs, when the two separate force licenses were subsequently combined into one.

Initial discussions undertaken with the NPIA so far indicate that consideration is already being given within the development of this business case, to those areas which would form part of any inspection process. This is not an exhaustive process and as any inspection will rightly be intrusive and robust, the close liaison and engagement with the NPIA must continue as the project is developed and moves towards implementation.

## **5 Current Structure**

### **5.1 Bedfordshire and Hertfordshire**

The Bedfordshire and Hertfordshire FSU is split between two operating bases, Bedfordshire Police Headquarters at Kempston and Hertfordshire Police Headquarters at Welwyn. Firearms Training is delivered by a single training unit located at Kempston.

The two Forces have no tactical training areas under their own control. Venues are generally disused buildings which are utilised by the FSU under short term agreements with the owners.

The FSU is led by a Chief Inspector who has joint responsibility across a number of protective services departments, with approximately 1/3 of the role dedicated to firearms. The unit is managed by two Inspectors and is split into two functions – operational armed response and training. The training Inspector is also the Chief Firearms Instructor. The armed response unit, excluding the airport funded resources consists of 11 sergeants and 66 constables. The training team consists of two sergeants and 9 constables.

All training staff are also tactical advisors and provide 24/7 tactical advice cover according to an on call rota.

Beds and Herts FSU currently employ two full time police staff and two part time. A full time armourer is responsible for the main armouries, overseeing the maintenance of all weapons. There are three administrative police staff positions – a full time Tasking Manager and a part time Intelligence Support Officer based at Welwyn and a full time Admin Assistant based at Kempston.

## 5.2 Cambridgeshire TFU

The Cambridgeshire Tactical Firearms Unit is based currently at Police Headquarters at Hinchingsbrooke, Huntingdon.

Contractual restrictions limit the use of Barnwell and Yaxley ranges to Cambridgeshire only. Similarly to Beds and Herts, Cambridgeshire is currently led by a Chief Inspector who also covers a number of departments within Protective Services, with approximately 1/3 of the role dedicated to Firearms.

The Tactical Firearms Unit is led by one Inspector who is also the Chief Firearms Instructor. It consists of operations and training, with 43 constables and 6 sergeants and 6 Constable instructors within the training department. There is one Sergeant based at HQ who assists with the administration of pre-planned operations and training issues.

### Current Establishment vs Current Strength - Police Officers

Bedfordshire Police & Hertfordshire Constabulary Excluding Op Mayfield – (Luton Airport)			Cambridgeshire Constabulary		
Rank	Number		Rank	Number	
	Est.	Current Strength		Est	Current Strength
PC	75	70	PC	49	46
Sergeant	13	12	Sergeant	7	6
Inspector	2	2	Inspector	1	1
Chief Inspector*	1	1	Chief Inspector*	0	0
<b>Total</b>	<b>91</b>	<b>85</b>	<b>Total</b>	<b>57</b>	<b>53</b>

Note: Currently the Chief Inspector post in Beds/Herts is funded entirely from within the firearms budget, with this role having a shared responsibility across a number of departments. In Cambs, the Chief Inspector post similarly has a shared span of responsibility, but is funded centrally.

### Current Establishment vs Current Strength - Police Staff

Bedfordshire Police & Hertfordshire Constabulary						Cambridgeshire Constabulary		
Police Staff						Police Staff		
Grade*		Number				Grade*	Number	
		Est.		Current Strength			Est	Current Strength
Beds	Herts	Beds	Herts	Beds	Herts			
SC3	A2	1.00	0.61	1.00	0.59	SC3-4	1.00	1.00
SC5	A4	1.00	1.00	1.00	1.00			
<b>Total</b>		<b>2.00</b>	<b>1.61</b>	<b>2.00</b>	<b>1.59</b>	<b>Total</b>	<b>1.00</b>	<b>1.00</b>

### 5.3 Current Finance

Bedfordshire Police		Cambridgeshire Constabulary		Hertfordshire Constabulary	
Police Officer	£2,295,568	Police Officer	£2,873,376	Police Officer	£2,389,264
Police Staff	£47,683	Police Staff	£23,180	Police Staff	£49,629
Non Pay	£236,717	Non Pay	£302,886	Non Pay	£246,379
<b>Total</b>	<b>£2,579,968</b>	<b>Total</b>	<b>£3,199,442</b>	<b>Total</b>	<b>£2,685,272</b>
Apportionment of Current Budget					
Bedfordshire Police		Cambridgeshire Constabulary		Hertfordshire Constabulary	
30.48%		37.80%		31.72%	

Note: These figures exclude training costs of £59k for Cambs and a maximum combined contribution of £121k for Beds and Herts which are currently paid from corporate budgets. These costs relate to courses that require external attendance. As a degree of corporate control is required, these budgets will continue to be held centrally. Examples are; national instructor and command courses and specialist firearms courses.

## 6 Demand Data and Remit of Proposed Unit

### 6.1 Demand

	Bedfordshire			Hertfordshire			Cambridgeshire		
	07/08	08/09	09/10	07/08	08/09	09/10	07/08	08/09	09/10
<b>Spontaneous</b>	964	1009	1470	202	168	293	238	443	355
<b>Pre-planned</b>	46	54	63	101	38	38	69	86	84
<b>Taser</b>	209	414	337	79	273	287	443	529	475
<b>Total No. of Firearms Deployments</b>	<b>1219</b>	<b>1477</b>	<b>1870</b>	<b>382</b>	<b>479</b>	<b>618</b>	<b>750</b>	<b>1058</b>	<b>914</b>

<b>Av. No of Spontaneous deployments/day</b>	2.64	2.74	4	0.55	0.46	0.8	0.65	1.2	0.97
<b>Av. No. of Pre-Planned Deployments/ week</b>	0.8	1	1.1	1.94	0.73	0.73	1.3	1.5	1.6

Note: Figures for firearms incidents in Herts for the period 08/09 have been collated via analysis of a number of different sources, due to the implementation of a new IT system at this time. Similarly, a new system was introduced in Cambs in 07/08 for recording taser usage which limited the opportunity for obtaining accurate data for the entire 12 month period. In both cases, all available data sources were explored to ensure that broadly comparable figures have been produced.

## 6.2 Comparison with Most Similar Forces

	<b>Beds/Herts/Cambs</b>	<b>Merseyside</b>	<b>TVP</b>	<b>West Yorks</b>	<b>Northumbria</b>
<b>Total No. of Firearms &amp; Taser Incidents attended</b>	2754	1558	1257	1201	1292
<b>No. of operational bases</b>	3	1	3	1	1
<b>No. of ARV's Providing 24/7 cover</b>	6	4	5	6	3
<b>No. of AFOs</b>	136	126	78 ** also have 140 protection officers who support ARVs**	123	89
<b>Ratio of incidents to AFO</b>	20.25	12.3	16.1	9.7	14.51

Note: Demand data for the most similar forces provide only an indication as to workloads and incidents. Differences can arise as a result of a lack of consistency between forces in how firearms incidents and deployments are both recorded and classified.

It can be seen from the above table that a collaborated firearms unit would deploy to significantly more incidents than the comparison forces. Dividing the total number of incidents attended by the number of AFO's gives an indication of average workload. Again, this evidences a greater rate for Beds/Herts and Cambs than that of the comparator forces.

## 6.3 Remit

The suggested remit of the proposed joint Bedfordshire, Hertfordshire and Cambridgeshire firearms unit will be as follows:

1. To provide 24/7 response to spontaneous incidents requiring the deployment of firearms officers.

2. To provide the capability for a 24/7 response to pre-planned incidents and operations requiring the deployment of firearms officers.
3. To mitigate the risks identified within the STRA's
4. To provide an armed policing response to Luton International Airport as determined by the threat assessment (dependent on the outcome of the funding decision)
5. To deliver mandatory national training through a joint training unit.
6. To meet the Olympic commitments for armed officers and specialist armed officers

## **7 Proposed Structure and Location of Unit**

It is proposed that the joint Bedfordshire, Hertfordshire and Cambridgeshire Firearms Unit should be led by a Chief Inspector who will also have responsibility for other departments within Protective Services. The proposed new unit should consist of two Inspectors, 12 Sergeants and 119 Constables. These would be supported by two Armourers, an Administrative Assistant, a Tasking Manager and an Intelligence Support Officer.

The role of the Tasking Manager and Intelligence Support Officer is to support the tasking and coordinating function of various protective services departments. While these posts will remain within the firearms structure in the short term, they may eventually move to a centralised intelligence and tasking unit and this may provide opportunity for further cashable efficiencies.

The joint firearms unit would consist of five operational teams working from three deployment bases at Hinchingsbrooke, Kempston and Welwyn

The training team will be based at Kempston, with one Inspector (CFI), two Sergeants (one of whom is the nominated Deputy CFI) and 14 Constable Instructors, with the Administration Assistant and the armourers forming part of the training team.

A structure chart can be found at Appendix B.

The business case has incorporated feedback to have one Inspector with responsibility for operational policing. It is proposed that the subsequent risk of reduced resilience and the increased span of command could be mitigated through additional support being provided by the training Inspector. The creation of a second training Sergeant post would assist this proposal.

### **7.1 Establishment of AFO's**

One of the key considerations for the development of a collaborated unit is the determination of the correct number of authorised firearms officers to allow delivery of armed policing - while also accounting for the significant abstractions due to national firearms training requirements.

The provision of sufficient numbers of operationally accredited and trained AFO's is ultimately dependent upon an effective and adequately resourced training unit being able to deliver the mandatory national training necessary.

#### Operational Policing

A standard formula in common use throughout many forces was used to determine the optimum level of resources required. This identified that a total of 105 AFOs will provide sufficient capacity to allow the delivery of 24/7 armed policing throughout a collaborated unit, while realising cashable efficiencies. This assumes a no vacancy model.

This work has not been included within the business case but is available from the Collaboration Team.

## Training Unit

Within the proposal, a joint training unit would be established, based at Kempston under the line management of an Inspector (Chief Firearms Instructor) and two Sergeants (one being the nominated Deputy Chief Firearms Instructor). Training staff would be deployed on a daily basis by the CFI, according to the training schedule and availability of venues.

To strengthen the delivery of training and also to provide additional resilience to the role of tactical advisor, it is proposed that there is an opportunity to extend the training programme to 7 days a week. This would provide an enhanced training capability and the opportunity to reduce overtime spend. By introducing a shift pattern for instructing staff which ensures nights or half nights cover across the three counties, this will limit the need to pay overtime each time advice is required.

Initial indications suggest that a saving of approximately 50% on current tactical advice overtime could be achieved through extending the amount of duty time cover. This could deliver additional savings of approximately £36k. These figures are indicative only and will ultimately be dependent upon the shift pattern and on call arrangements implemented.

An establishment of 14 instructors would balance the need for this extra capacity against the overall reduction of 13 officers requiring training, while also providing additional resilience around the role of TA.

In doing so, this will give a training ratio of 1 instructor to 8.5 staff within the new training unit. This compares with a ratio of 1 to 9.4 staff under the current structures. Discussions with the NPIA have revealed that this ratio is important when they assess training processes and delivery, during license accreditation. While there is no 'standard' ratio, as this varies between forces according to demand analysis, initial indications suggest that we could satisfy NPIA criteria with this structure.

The new collaborated unit will therefore consist of 105 operational Constable AFOs and 14 Constable Instructors - giving an overall total of 119 Constables.

The current establishment of Constables across the three forces, excluding those dedicated to the airport, is 124. A reduction of five Constable AFO posts is therefore proposed.

The work undertaken to establish the optimum level of resources also identified that a five team structure maximised operational capacity while also delivering cost savings.

Within the proposed collaborated unit, operational armed policing would consist of five teams providing 24/7 cover, working across the three operational bases. Each team would consist of 21 officers in total, with these being divided equally into 7 officers at each base.

## **7.2 Establishment of Sergeants**

Following feedback from the scoping and options paper, the preferred option has been developed and now proposes a ratio of 1 sergeant to 10/11 constables, with each operational team of 21 constables supervised by 2 sergeants.

### **Proposed allocation of operational sergeants and constables**

Location /Rank/ Team	Kempston		Welwyn		Hinchingsbrooke		Distribution per Team	
	Sergeant	Constable	Sergeant	Constable	Sergeant	Constable	Sergeant	Constable
A	1	7	1	7		7	2	21
B		7	1	7	1	7	2	21

<b>C</b>	1	7		7	1	7	2	21
<b>D</b>	1	7	1	7		7	2	21
<b>E</b>		7	1	7	1	7	2	21
<b>Distribution per Location</b>	3	35	4	35	3	35	<b>10</b>	<b>105</b>

The above table indicates how the allocation of Sergeants and Constables could be achieved within a collaborated unit.

### 7.3 Role of the Sergeant

An examination of current working practices has identified that a significant proportion of sergeant's time is currently spent as an operational AFO, crewing the ARV's as opposed to undertaking supervisory or line management duties.

An exercise was undertaken to determine the optimum resource levels provide for sufficient Constable AFO's being available, without the need for Sergeants to provide this additional operational cover.

By removing the need for Sergeants to routinely deploy as operational AFOs or Commanders, their role can be developed so as to spend a greater proportion of time in a supervisory capacity, managing and directly supporting staff.

Under the proposal, each team will be supervised by two Sergeants. This will require Sergeants to assume geographical line management responsibilities, managing the Constables across the three bases between them.

The provision of armed policing carries significant risk. Robust supervision must be in place to manage the issues associated with the carrying and use of firearms. The restructure of the Sergeant's role and allocation as proposed, provides effective supervision through increased availability and visibility together with developing their role as managers.

It is proposed that the training unit consists of two sergeants, each managing a team of 7 instructors. The post of Administration Assistant is also being retained and allows the provision of additional administrative support within the unit.

### 7.4 Shift Patterns

It will be necessary to introduce a new, variable shift agreement to the collaborated unit, to ensure that sufficient staff are on duty to provide operational capacity.

Work has been conducted into developing a proposed shift pattern for both operational officers and instructors, based upon a five team structure. The suggested shift pattern for the instructors factors in their combined role as tactical advisors and provides additional resilience by increasing the amount of cover provided within normal duty time.

With increased TA cover provided by a new shift pattern, a larger proportion of incidents would be able to be dealt with within duty time, leading to a consequential reduction in overtime requirements.

These shift patterns have not been included within the business case but are available from the Collaboration Team. It is acknowledged that these do not necessarily represent the final versions and further development may be required by the management team.

## **7.5 On Call Arrangements**

There are different on call arrangements currently in place between Beds/Herts and Cambs, to cover those circumstances where there may be a need to call in additional officers to support either pre-planned or spontaneous incidents.

With the establishment of a collaborated unit and the implementation of a new shift pattern based on a five team structure, arrangements for the provision of on call will need to be revisited.

It is proposed that the current Beds/Herts process of a planned on call rota will need to be implemented for the collaborated unit. The differing compensation arrangements should also be standardised across the 3 forces, supported by the various Federations.

The current cost of providing on call within Bedfordshire/Hertfordshire is approximately £52k. These costs are currently excluded from the collaborated budget and are met by each force individually.

An indicative cost of extending this arrangement to a tri force collaborated unit, incorporating Cambridgeshire officers has been calculated based on 60% of one team being on call on any one day. With 12 officers on call and based upon the Beds amount of £15 per day, this gives an annual total of £66k. The increase of £14k reflects the cost of those Cambridgeshire officers who will join the on call arrangements as part of the new unit. This cost will be borne by Cambridgeshire as part of the continuing arrangements whereby payment of on call allowance is managed at a local level.

The addition of Cambridgeshire AFO's into the joint firearms unit will provide greater resilience through having more resources immediately available to respond to spontaneous incidents. This additional capacity will potentially reduce the frequency of having to use the on call team.

## **7.6 Further considerations**

The following further considerations will need to be taken into account when moving into implementation:

- There must be one Strategic Threat & Risk Assessment to cover all three forces - this document must evidence and justify all resources and staffing levels.
- All Standard Operating Procedures will need to be captured in one document.
- Completion of the NPIA Business Plan which covers the joint firearms function and delivery of training – a licensing requirement.
- The annual Firearms Training Plan must be approved by the CFI and ACC Protective Services as Firearms Lead.
- Communication Strategy developed to cover all three forces.
- The meeting structure in each force, particularly at Tactical commander level, will need to link into one Force Strategic meeting chaired by ACC Protective Services.
- All meeting structures must be identified and include the Chairs, attendees and frequency.
- All Role Profiles to be approved by the CFI and ACC Protective Services.

## **8 Benefits of the Proposed Unit**

### **8.1 Capability**

- Increased use of sergeant's management skills in supporting and developing staff, managing risk and driving performance
- There will be improved flexibility for deployment of resources across the three force area through the implementation of a single shift pattern.

- A collaborated unit will provide opportunity to quickly access and share specialist skills across the 3 forces which may have previously required mutual aid arrangements.
- Improved tasking and coordination function through extension of the role of the tasking and coordination manager and assistant across all 3 forces.
- Improved business continuity arrangements through access to additional armouries and training facilities.
- The proposed structure strengthens the resilience of the training department and will significantly enhance capability by extending training provision to 7 days a week.

## **8.2 Capacity**

- A joint training team will ensure the consistent delivery of training, while strengthening the development of a single team ethos.
- Additional administrative resources will support the transition from Cambridgeshire's training and weapon issue system onto the Beds/Herts Chronicle system.
- There will also be more flexibility / capacity to deploy Officers at pre-planned operations across a single Bedfordshire, Cambridgeshire and Hertfordshire area.

## **8.3 Cashable**

- There will be a reduction of 8 sergeant posts, 5 constable posts and 1 inspector post which will generate savings of approximately £542k per annum.
- A reduction of overtime spend on tactical advice delivering savings of approximately £36k
- Extending the responsibilities of the Cambridgeshire force armourers of forensic recovery of weapons into Beds/Herts provides the opportunity to save approximately £500 per weapon.
- Additional savings will be made in non staff related costs accrued in areas such as fleet recharge, fuel costs, mobile phones and other equipment costs.

## **8.4 Non-Cashable**

- A reduction of 1 Superintendent post through establishing a collaborated UPS unit.
- Improved command structure.
- Improved resilience and increased capacity during peaks in demand
- Greater availability of specialist skills
- There may be a reduction of overtime and on call following an agreement on the Winsor review recommendations.

## **8.5 Other**

Opportunities for income generation have been identified as follows:

Maintenance of weapons - Cambs currently carry out maintenance of weapons on behalf of MOD (this is carried out by the armourer): This has only started this year but there is potential for this to be continued.

Hiring of Training Venues – The potential to hire out training venues such as Alconbury has been identified as an opportunity for income generation.

## **9 Risks**

A full risk assessment can be found at Appendix A. Three major risks have been identified which have the potential to significantly impact upon collaboration. These are:

- Funding arrangements for London Luton Airport

- Olympic Staffing Commitments
- Budgets

### 9.1 London Luton Airport

The proposed structure outlined within this business case is based upon *funded establishment* and excludes those resources currently dedicated to the airport.

Funding for armed policing to the airport was, until 1<sup>st</sup> April 2011, provided by a Home Office grant via ACPO (TAM). As a consequence of revised legislation under the Policing and Crime Act 2009, responsibility for funding was due to transfer to the airport operator after this date. Negotiations are currently ongoing to confirm an agreed level of funding under this arrangement.

Any decision to reduce posts within a collaborated unit should therefore be taken only once the exact resource requirements for the airport have been confirmed, to avoid losing posts that may then subsequently be required at a later point.

### 9.2 Olympic Staffing Requirements – Operation Almus

The second major risk that impacts upon this business case concerns the staffing requirements for the London Olympics in 2012.

The risk relates to supplying Sergeants as Operational Commanders, as these are the posts it is proposed are reduced. Two options exist for managing this risk:

1. Implement the post reductions and look to retain the skills of Sergeants who are redeployed. This mitigates the risk to a collaborated firearms department but will result in transferring a risk to the department to which an officer may be posted – through having to then manage the subsequent abstractions. A further risk is that de-selected staff may not be willing to retain a firearms qualification which remains voluntary.
2. Implement post reductions only after the period of the Olympics.

A decision on post reductions and the Olympic requirements should ideally not be taken without knowing the result of the funding decision for Luton Airport.

### 9.3 Budgets

The joint Bedfordshire and Hertfordshire FSU has experienced considerable pressures relating to overtime expenditure, resulting in significant overspends for the years 2009/10 and 2010/11, in the region of £160k. In response to feedback received, detailed analysis of these budgets was undertaken to ensure the proposed business case is accurately funded.

This identified that since its inception in 2009, it would appear that insufficient overtime budget has been allocated across a number of areas, particularly in relation to bank holiday working and tactical advice. Assessment of the current year's budget indicates that a similar overspend is predicted. These overspends have previously been offset by savings made through vacancies.

In order to address the previous inaccuracies, ensure an accurate funded model and deliver a credible business case, an additional £155k must be added to the collaborated unit's overtime budget. This figure incorporates additional efficiencies of £45k being made, through a reduction in TA overtime and vacancy cover.

It was also identified that in 2010/11 a total of £60k was removed from the FSU budget on the basis of a proposal to make savings by using TA's to crew ARV's. This was never effected as the start up costs were subsequently found to be too great. The £60k was not however, added back into the budget.

If this amount had not been removed, total efficiencies in this business case would be £602k.

Armed support is currently provided as a zero cost option to other departments – there is no cross charging. This means that all the costs for providing armed support to pre-planned major operations, are financed solely from the firearms overtime budget. This element of the budget cannot be controlled and is ultimately dependent upon an unknown level of demand. A breakdown of this expenditure reveals that approximately £50k of overtime can be attributed to resourcing these major operations. Cross charging this amount to the relevant departments would further reduce the overtime requirement.

An analysis of Cambridgeshire's overtime budget did not identify any similar need for adjustments to be made.

The need to ensure accurate funding of the business case emerged as a clear theme within the feedback received. The subsequent analysis revealed that the Beds/Herts collaborated FSU has consistently overspent its overtime budget as a consequence of providing insufficient budget to fund all the costs incurred. This business case provides an opportunity to resolve this situation and ensure a collaborated Beds/Herts and Cambs firearms unit is accurately funded.

Establishing a joint firearms unit will also provide the opportunity for the management team to realise further efficiencies by managing a reduction in overtime spend.

## **10 Partnership Implications**

The main partnership implications as a consequence of this collaboration will involve those organisations with which forces have contractual or other arrangements in place to access and use various training facilities. Positive relationships with owners of these facilities must be maintained to ensure business continuity.

## **11 Finance**

The scoping and options paper identified several differences in terms of equipment and weaponry between the forces.

Following the Joint Chief Officers Group on 10<sup>th</sup> June, potential costs to standardize fleet, equipment and uniform across the 3 forces, as took place with the Beds/Herts collaboration, will not be incurred as start up costs under this arrangement. Where there is an identified need to move to one standard item, this will instead take place on an ongoing replacement basis.

### **11.1 Set up Costs - IT**

The most significant set up cost will be incurred by introduction of the Chronicle IT system into Cambridgeshire. Discussions with the NPIA have identified that the introduction of Chronicle will be a pre-requisite of the licensing process and is necessary to address the following issues:

- Different processes for recording of training
- Different processes for access to armouries (armouries are part of the licence process).
- Different methods for capturing operational deployments
- Extraction of data for the STRA
- Different systems for recording of weapon movements and maintenance
- Requirement for the SOP to cover 2 different systems

The cost of introducing this system into Cambs will be approximately £45k with an ongoing annual maintenance cost of £7k and an implementation time of 4 months.

## 11.2 Set up Costs - HR

HR set up costs will be incurred as a consequence of the need to balance current resources to the proposed structure. The below table indicates there would be a requirement to move constable posts from Hinchingsbrooke to Kempston.

### Comparison of Current Strength vs Proposed Distribution

Number of Constables (Excluding Airport Funded Posts)	Beds/Herts Training Unit	Beds	Herts	Cambs	Total
Current Establishment	9	32	34	49	124
Current Strength*	8	29	34	46	117
Vacant Posts*	1	3	0	3	7
Proposed Establishment	15	35	35	35	120
Change on current strength	+7	+6	+1	-11	+3

\*Figures correct as at 5/7/11

The 7 vacant constable posts currently held across the three forces mean that the proposed reduction of 5 AFOs can be made without the need for any de-selection process for this role.

Consultations with staff associations are being undertaken to determine a common out of force allowance across the 3 forces. While this is yet to be confirmed, an indicative cost of £2500 per officer has been used for the purposes of this report, to calculate compensation arrangements for moving staff from Hinchingsbrooke to Kempston.

Based upon the current strengths and the proposed structure, there will be a need to move 11 officers from Hinchingsbrooke to Kempston - consisting of 7 training staff (6 constables and potentially one sergeant) together with 4 operational AFOs. This will leave the training unit with one vacant posts and one AFO vacancy at both Kempston and Welwyn. The indicative cost of moving these 11 Cambridgeshire staff will be £27.5k.

A suggested allocation of sergeants, based upon the apportionment of finance, is Herts 4, Beds 4 and Cambs 3. This also takes into account Kempston being the training base.

### Proposed Allocation of Sergeants – Excluding Mayfield funded post

	Beds	Herts	Cambs	Total
Current Establishment	6	7	7	20
Proposed Structure	4	4	3	11
Proposed Reduction	2	3	4	9

By basing a de-selection process upon the above post allocations, no additional out of force allowances, will be incurred as a consequence of the reduction in sergeant posts.

Using the above indicative figures, the total HR setup costs for the proposed structure would be £33.5k. A further £6k of HR costs is incurred as a result of the out of force allowance currently paid to the 4 Herts officers based at Kempston. As these officers will continue to be in receipt of this payment under the proposal, this cost will continue.

It is recognised that actual strengths remain fluid and any subsequent changes may impact upon the distribution and allocation of AFOs, together with any potential re-posting requirements.

The proposed model assumes full establishment with no vacancies carried. A risk will be presented if local policing commands and other departments are unable to release trained staff as a consequence of staffing pressures.

The potential for dividing the resources across all three operating bases to achieve teams with an equal split of officers from each force, has been explored. This would require 70 out of the 105 operational officers to move from one force area to another. The resultant total indicative HR setup costs have been calculated at £172k.

### 11.3 Reconciliation between current and proposed structure

Current Combined Establishment of Beds/Herts/Cambs Firearms Units (Excluding Airport Funded Resources)		Proposed Establishment of Collaborated Unit		Savings
Rank	Est.	Rank	Est.	
PC	124	PC	119	5
Sergeant	20	Sergeant	12	8
Inspector	3	Inspector	2	1
Chief Inspector	1	Chief Inspector*	1	0
Armourers	2	Armourers	2	0
Tasking Manager	1	Tasking Manager	1	0
Intelligence Support Officer	1	Intelligence Support Officer	1	0
Admin Assistant	1	Admin Assistant	1	0
<b>Total</b>	<b>153</b>	<b>Total</b>	<b>139</b>	<b>14</b>

Note: Within the new protective services structure, the intention is for two Chief Inspector posts to take responsibility across the collaborated departments.

### 11.4 New Structure Configuration

Firearms: New Structure Configuration			
Role	Grade	FTE	Budget
PC	PC	119.00	5,770,892
SGT	SGT	12.00	681,828
INSP	INSP	2.00	135,279
C/INSP	C/INSP	1.00	73,660
Tasking Manager	A4	1.00	35,258
Intelligence Support Officer	A2	0.61	14,786
Firearms Admin	SC3	1.00	21,061
Force Armourer	SC5	1.00	25,973
Weapons Maintenance Officer (Force Armourer)	SC3/4	1.00	23,180
<i>Overtime</i>			369,069
<i>Vacancy Factors</i>			(2,116)
<b>TOTAL FTE / Pay</b>		<b>138.61</b>	<b>£7,148,870</b>
<b>Non Pay</b>			<b>£ 773,380</b>
<b>TOTAL BUDGET</b>			<b>£7,922,250</b>

## 11.5 Apportionment of Finance

	Current Budget		Proposed Structure		Efficiencies	
Bedfordshire	2,579,968	30.5%				
Cambridgeshire	3,199,442	37.8%				
Hertfordshire	2,685,272	31.7%				
<b>Combined</b>	<b>£8,464,682</b>	<b>100.00%</b>	<b>£7,922,250</b>	<b>100.00%</b>	<b>£542,432</b>	<b>6.41%</b>

Apportionments to be confirmed.

## 11.6 Setup Costs

Fixed Set Up Costs	I-C-T Network Computers	Hardware / Software Upgrade	Access Control	Accommodation Refurbishment / Construction / Removals	HR Set Up Costs	TOTAL
Hinchingbrooke	-	45,000	3,000	-	-	<b>£48,000</b>
Kempston	8,800	-	200	8,000	33,500	<b>£50,500</b>
Welwyn	-	-	60	-	-	<b>£60</b>
<b>TOTAL</b>	<b>£8,800</b>	<b>£45,000</b>	<b>£3,260</b>	<b>£8,000</b>	<b>£33,500</b>	<b>£98,560</b>

## 11.7 Cost Allocation Apportionment

<i>FORCE</i>	Most Likely Costs	
	£	%
Bedfordshire: Revenue & HR Costs	13,979	26.10%
Cambridgeshire: Revenue & HR Costs	15,907	29.70%
Cambridgeshire: Capital Costs	45,000	100.00%
Hertfordshire: Revenue & HR Costs	23,674	44.20%
<b>Combined</b>	<b>£98,560</b>	

## 11.8 Efficiencies

Efficiency & Cross Charge Analysis	Bedfordshire	Cambridgeshire	Hertfordshire	Total
	<b>Efficiencies</b>			
Rent Payable for Kempston	£11,000	(£11,000)	-	-
<b>Ongoing Annual Efficiencies</b>	<b>£11,000</b>	<b>(£11,000)</b>	<b>£0</b>	<b>£542,432</b>

Efficiency Savings Analysis	Total
Pay	£529,829
Non Pay: (Additional annual cost for maintenance of Chronicle IT system)	(£7,500)
Non Pay: Saving on non pay costs resulting from reduction in overall FTE	£20,103
<b>Total</b>	<b>£542,432</b>

Efficiencies of 8% on budget were driven out by the collaboration of the Bedfordshire and Hertfordshire firearms units in 2009. This business case indicates that a further 6.4% of efficiencies can be achieved through the proposed initial collaboration of the Beds/Herts and Cambs firearms units with further savings possible in such areas as fleet, equipment and overtime.

## 12 Human Resources

An HR Advisory Group, representative of the three forces, has been established to provide advice, guidance and support to all elements of the programme and ensure a consistent approach is taken to all HR issues, which will include a review of the employment model and other existing agreements currently in place to underpin collaborative working arrangements.

- **The Employment Model**

The proposal is that the joint unit will be made up of staff and officers from both forces who will continue to be employees and sworn constables of their current force, irrespective of their place of work on a shared service basis. This will be detailed in the formal agreement to be drawn up under Section 23(1) of the Police Act 1996 which will specify how the consortium is to be managed and how the respective chief constables will deal with issues such as direction and control of staff and officers in particular circumstances. The allocation of posts for each force, the role profiles and the selection of staff and officers (including head of unit), will be agreed in due course.

- **Recruitment to the Head of the Unit**

Based on the view that it is appropriate to involve the head of unit in the key decision making processes regarding the creation of any new unit, it has been agreed that, as a norm, the post holder should be recruited as early as practicable. To allow this to be progressed, early agreement will need to be sought between the three Forces as to a common process for recruitment and selection to this position.

- **Potential staff redundancies**

It is difficult to be definitive about the numbers of police staff redundancies that may occur, or the cost at this stage, as this will depend on a number of factors including how many staff are prepared to relocate to a location outside of their contractual mobility or how many may be successfully redeployed within their home force. A common approach to selection will be applied where there is a proposed reduction in the number of posts within the new structure and a competitive selection process is required.

- **Consultation arrangements for Police Staff**  
There are legal requirements to consult with staff associations and staff if it is proposed to relocate an individual's work-base to a location outside of their contractual mobility arrangements, where there is a proposed reduction in the number of posts within the new structure or where roles are significantly changed; any of which may result in potential redundancies.
- **Direction and Control**  
Depending on how any joint unit is to be structured, there is the potential for Bedfordshire, Cambridgeshire and Hertfordshire officers/staff to be managed by officers/staff from another force and work on issues related to incidents and operations in any of the three counties. Such issues of direction and control will be covered by a Section 23 agreement. Issues relating to misconduct and health and safety cannot be delegated and would remain the responsibility of the home force.
- **Policies and procedures**  
Officers and staff from each force will be covered by the policies and procedures of their home force. Hence, where a combination of Bedfordshire, Cambridgeshire and Hertfordshire officers are being managed, different procedures may need to be applied, depending on which force the officer is from. There is some potential for these to be more closely aligned and a fairness at work procedure (based on statutory requirements) and a common document for the reporting of absence will be used. Some scope exists for agreement to be reached between Forces for further harmonisation of policies in the longer term.
- **Terms and Conditions**  
For police staff there is likely to be differences in salaries and allowances for staff from different forces working alongside each other in similar or the same roles. The pay, welfare, pensions, terms and conditions, annual appraisals and all other respective employment and service matters of police staff shall remain the responsibility of the home Force.
- **Structure of the unit and division of posts between the Forces**  
Decisions on the structure of the unit and the number of posts from each force will be required, taking into account any differences in the areas of work to be undertaken for each force and the workload in each area. Where there are to be mixed teams, it is recommended that these are established from the outset to assist integration and ensure knowledge and expertise is appropriately disseminated.
- **Selection process**  
A common selection process to recruit officers/staff to any joint unit will be applied. For officers, this could either be done on the basis of selection to a proportion of the roles within each Force, or putting all the officers in one 'pot' for the available posts. In any event, there will be a common approach taken, whether paper based or by panel, to ensure consistency of approach.
- **Changes to roles/role profiles**  
If there are to be fundamental changes to roles, new role profiles will be drawn up to reflect the revised roles which will require evaluation under each force's job evaluation scheme to determine the grading. Where possible, use should be made of a common role profile for officers and staff from the three forces.

## 13 Support Functions

The provision of support services such as finance and HR will need to be determined jointly by the Heads of service of each Force in order to ensure the most practical and best possible means of delivery recognising the need for suitable distribution of workloads for all collaborative ventures across both Forces and this will be resolved as part of the section 23 agreement.

## 14 Senior Management Approval

This business case is submitted for approval for the Collaboration Programme Board on 10<sup>th</sup> August 2011 and will be subject to the following approvals:

Group	Date
Police Authorities' Collaboration Joint Working Group	
Joint Chief Officers' Meeting	
Bedfordshire Police Authority	
Hertfordshire Police Authority Resources Committee	
Cambridgeshire Police Authority	

## 15 Implementation

The business case will be formally presented for approval by the three Police Authorities. If all Police Authorities approve the business case then, following consultation with staff, a detailed implementation plan will be developed. The new head of unit will have overall responsibility for the implementation plan.

The complexities of this workstream and the need to ensure business continuity require a phased implementation plan.

However, the phasing of this plan will ultimately be dependent the funding decision regarding Luton Airport as without confirmation of the total number of resources necessary for both operational and airport policing, the structures cannot be finalised.

A proposed phased plan is suggested on the basis that the airport funding decision is known by September 2012 and that the implementation of Chronicle will be carried out within 4 months.

### Phase 1 – Sept 2011

- Selection of Chief Inspector
- Selection of CFI and Deputy CFI
- Selection of Operational Inspector
- Amalgamate governance meeting structures
- Confirm procurement of Chronicle IT system
- Agree shift patterns for operational and training staff
- Begin development of implementation plan in consultation with NPIA
- Review all firearms related standard operating procedures, command protocols and associated policies and procedures. Align these documents as necessary and ensure all changes are effectively communicated and the requisite training is delivered.
- Scope options for development of a new 100m range if decision made to progress
- Confirm the staffing structure to be implemented for the airport based upon the funding decision
- In liaison with internal force change programmes, develop shared command structure
- Determine standard on call arrangements for operational staff in consultation with Federations
- Determine standard Role Profiles for constable and sergeants, explicitly identifying the need to cover Luton Airport

## **Phase 2 – January 2012**

- De-selection of sergeant posts
- Allocation of officers to teams
- Allocation of sergeants to teams
- Allocation of call signs
- Ensure inter force systems access for officers
- Amalgamate training under one governance structure based at Kempston
- Development of a training plan, making use of existing training venues
- Address ICT issues e.g. systems access, airwave configuration, inventory systems alignment, use of common duty management system
- Develop joint STRA
- Begin implementation of Chronicle and ARMS
- Assign airwave channels for day to day duty/firearms incidents/training
- Transitional staffing support to begin

## **Phase 3 – April 2012**

- Implement new variable shift pattern for operational staff
- Implement new shift pattern for instructor staff
- Implement new on call arrangements for tactical advice
- Commence new training programme

This list is not intended to be exhaustive and will be dependent upon a number of factors that may be subject to further change as circumstances develop.

## **16 Conclusions**

The provision of armed policing is an important area and one which carries significant risk. This proposal provides the opportunity for the three Forces to enhance their current structures and service provision by bringing together well-developed and strong working practises into a single and resilient operating structure.

The proposals provide an opportunity to make cashable savings, through a reduction in sergeant and constable posts and by decreasing the spend on TA overtime.

By reducing the amount of time spent as practitioners, the responsibilities of sergeants will be rebalanced to provide greater supervision and management of staff.

The funding arrangements for Luton Airport, the Olympics staffing requirements and the need to ensure accurate budgets, have been identified within this paper as three major risks which must be given careful consideration as they have the potential to significantly impact on the proposals.

The paper sets out the significant savings that are achievable through collaboration, even given the substantial efficiencies already delivered by the creation of a collaborated Beds/Herts FSU and ongoing work in both that unit and Cambridgeshire's TFU, to further reduce costs. The proposed model, by a reduction and restructure of supervisory responsibilities together with the reduction of TA overtime, delivers these savings whilst meeting the other aims of collaboration: enhancing capability, capacity and resilience.

## **17 Next Steps**


- A detailed implementation plan will be developed
- Consultation with the affected staff and their union/staff association representatives in each Force.
- A section 23 agreement will be written for the Joint Working Group to consider.
- Continued liaison with the NPIA.

- A formal review will take place in 12 months after the go live date.

## 18 Consultation

Name	Title	Date of Consultation
Steve Devine	Assistant Chief Constable	22/7/11
Nigel Trippett	Chief Superintendent	20/7/11
Andrew Street	Chief Superintendent	15/6/11
Andrew Ewing	Superintendent	15/6/11
Vicky Skeels	Superintendent	15/6/11
Mark Canning	Chief Inspector	15/6/11
Mick Crozier	Inspector	15/6/11
Peter Davies	Inspector	15/6/11
Peter Knight	Inspector	15/6/11

## 19 Appendices

<b>A</b>	RAID Log	
<b>B</b>	Proposed Structure	 R:\PROTECTIVE SERVICES\Firearms\B