



Business Case – Executive Summary

Work Strand	Major Crime
Current arrangements	<p>Bedfordshire & Hertfordshire Major Crime Unit: formed in November 2007, this Unit operates from a single base at Welwyn Garden City. Consisting of 86 officers and 52 staff, it operates to a consistent remit across the two force areas, including all homicides, attempted murders and life-threatening crimes in action. It is structured around 3 operationally autonomous teams with a support team which incorporates the various review functions, including cold case murders and stranger rapes.</p> <p>Cambridgeshire’s Major Investigation Team sits within the force’s Major Crime Department and has 39 officers and 16 staff. These are divided into 3 operational teams, based at Histon, March and Peterborough. They are supported by a centrally based team, including a review capability whose cold case work is dedicated to unsolved murders. Intelligence and analytical capabilities are provided from other crime areas. The unit’s remit is similar to BHMCU’s other than not covering attempted murders.</p>
Business case proposal	<p>Creation of a joint unit with a single head, operating from two hubs: one at the existing premises at Welwyn Garden City; the other from a consolidated location in Godmanchester, Cambridgeshire.</p> <p>Four operationally autonomous investigating teams, two at each hub. These teams are to be sufficiently integrated so that they can operate effectively across the three force areas, whilst recognizing the various implications of personnel being required to travel significant distances to work.</p> <p>These teams are supported by a central team, operating from the two hubs, which would deliver an enhanced review capability, including cold case murders and stranger rapes, HOLMES support, house-to-house and CCTV unit, archiving and family liaison co-ordination.</p>

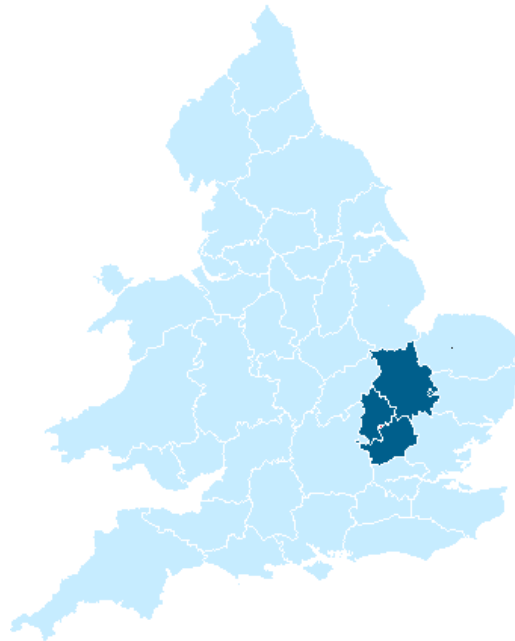
	Increased civilianisation across the Unit's functions, including assistant investigators and HOLMES operatives and managers. Standardised grading of HOLMES staff. Flexible employment model for 12 assistant investigator posts.
Cash Savings	£700,000 p.a. or 6.2% of current combined budgets.
Set-up costs	Between £223,000 and £1,185,000
Implementation issues	<ul style="list-style-type: none"> • Standardising procedures and staff grades. • Creation of suitable northern hub.
Risks identified	<ul style="list-style-type: none"> • ICT's assessment is that the existing HOLMES servers would eventually require replacing to cope with fully integrated use. • Impact of other change programmes on support functions' ability to service collaboration, including Programme 2011 Bedfordshire force restructure on 3rd October and ICT staff being placed at risk of redundancy in October/November 2011. • Securing suitable premises for base within Cambridgeshire. • Inability to source a sufficient number of properly trained and vetted assistant investigators at short notice and over significant geographic area. • Cambridgeshire's Major Crime Department benefit from a dedicated Business Support Manager who has delivered significant savings procuring specialist services. They also manage the finance elements of the Department. The new Unit does not benefit from this capability. • The increased pace of collaboration will push more responsibility for implementation, especially the harmonisation of polices and procedures, and for realising future cash savings onto the Unit's management. These managers are already fully committed with SIO duties, which require precedence. • Unwillingness of personnel to work from bases out of county, particularly those required to travel long distances south. • There is a concern from the professional leads that the restructuring and consequent relocation, coinciding with likely changes to out of force allowances, will affect the retention of the experienced personnel required for this critical area of business to maintain its effectiveness. • Longer distances to travel from bases to locations of crimes and enquiries. • Business continuity during implementation.
Target 'go-live' date	March 2012



Collaboration Programme

Business Case

Name of Project	Major Crime
Date	30/08/2011
Version	1.1
Author	David Cestaro



1	Introduction.....	5
2	Glossary	5
3	Background.....	6
4	Current Structure.....	6
5	Demand Data and Remit of Proposed Unit.....	9
6	Proposed Structure and Location of Unit.....	11
7	Benefits of the Proposed Unit.....	13
8	Risks	15
9	Partnership Implications	17
10	Finance	17
11	Human Resources	20
12	Support Functions	22
13	Analysis of Equality Impacts	22
14	Senior Management Approval	Error! Bookmark not defined.
15	Implementation	22
16	Conclusions	22
17	Next Steps	23
18	Consultation.....	23
19	Appendices	23

1 Introduction

The Collaboration Programme has been working towards delivering a single unit capable of investigating major crime across the three force areas. The unit's remit will extend to murder, manslaughter (including corporate and work-related deaths), attempted murder, crimes in action (kidnap and extortion), rapes requiring a HOLMES response, series of armed robberies, the 'manhunt' element of fatal road traffic collisions where the offender has fled the scene and any other incident or investigation where a force's ACPO team declare the need for a major enquiry to be launched.

Dedicated teams to investigate major enquiries have delivered consistently clear advantages to forces: professional and expeditious investigations and obviating the need to draw away resources from territorial policing. Successful and efficient enquiries lead to increased public safety and reassurance, whilst territorial policing retains its resources to meet local concerns. The collaboration in November 2007 in this area between Bedfordshire and Hertfordshire has not only delivered cash savings, but increased resilience, capacity, expertise and organisational learning. It was identified as a worthwhile initiative in the last HMIC thematic on Major Crime.

This paper sets out the proposed structure, remit and budgetary details for the tri-force collaborated unit, taking account of human resource implications. The joint unit will be a shared service with personnel from the three forces located at two strategically positioned hubs.

An Options and Scoping paper identified an optimum structure for service delivery, though with two variables: firstly, location, either a single, two or three operating bases and; secondly, whether to use agencies to outsource half of the 24 police staff investigators on the operational teams. The preferred option was to operate from two hubs, one at the existing BHMCU base at Welwyn Garden City, the other at a Cambridgeshire site on the A1 corridor and to develop the notion of outsourcing the proportion of assistant investigators.

The outsourcing model involves an investigative fund managed by the Unit Head. This fund will be used to buy in accredited, vetted staff only when and where required, so ensuring the risks around peaks in demand are managed in the most cost-effective way.

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	Association of Chief Police Officers (Force Executive)
BHMCU	Bedfordshire & Hertfordshire Major Crime Unit
CJU	Criminal Justice Unit
CSI	Crime Scene Examiner (synonymous with SoCO)
DRD	Deferred Rest Day (Re-rostered rest-day for rest-day worked)
FLC	Family Liaison Co-ordinator
HMIC	Her Majesty's Inspectorate of Constabulary
HOLMES	Home Office Large Major Enquiry System
MIR	Major Incident Room
MIRO	Major Incident Room Officer
MIT	Major Investigation Team (Cambridgeshire)
RTC	Road Traffic Collision
SIO	Senior Investigating Officer
SoCO	Scenes of Crime Officer (synonymous with CSI)

3 Background

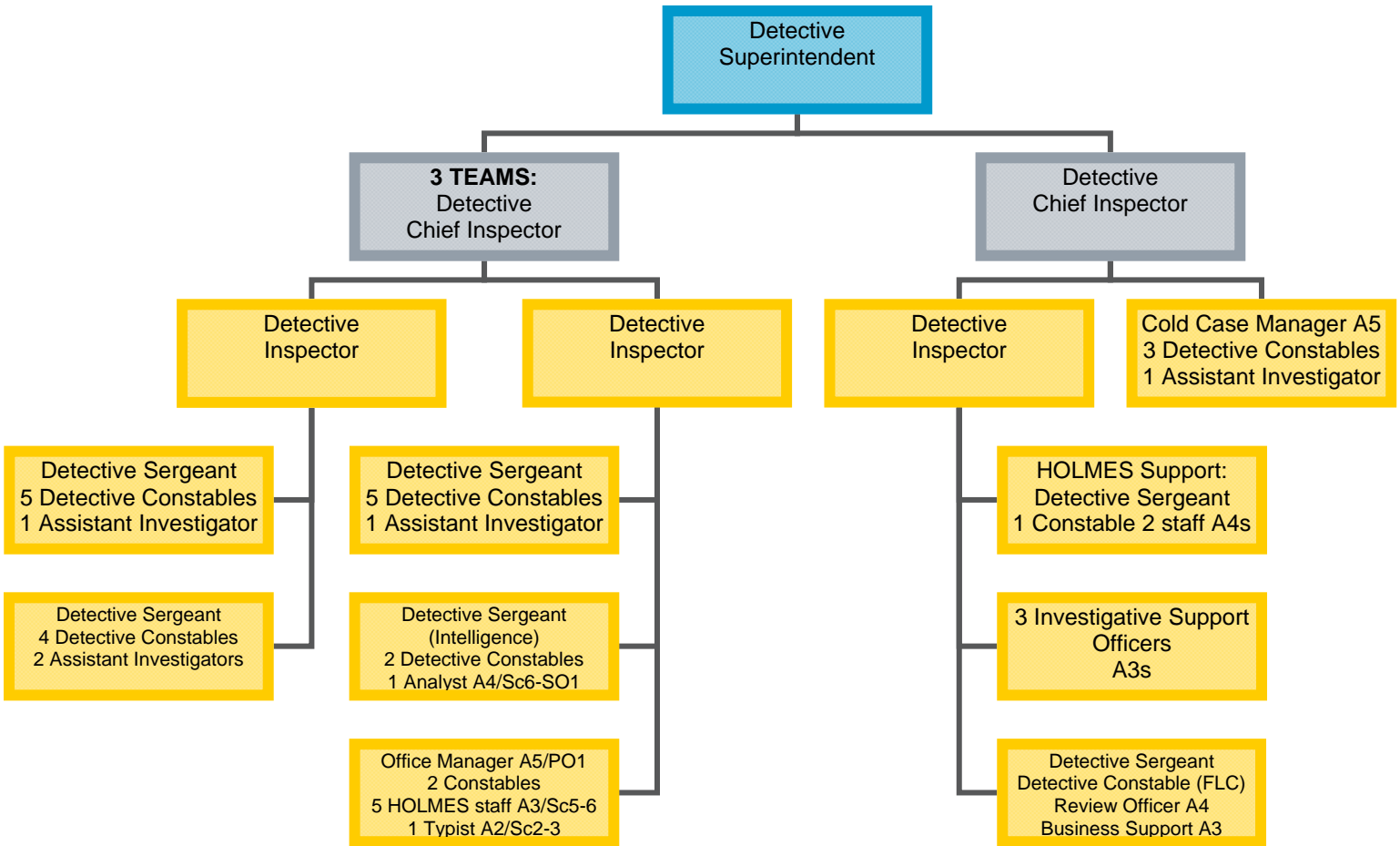
The three Police Authorities have agreed to the Strategic Policing Alliance which sets out how collaborative arrangements between Bedfordshire, Hertfordshire and Cambridgeshire will be managed and states that any collaborative arrangement should deliver the following outcomes:

- Improved effectiveness for all three forces;
- Improved resilience for all three forces;
- Improved cash savings 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.

Bedfordshire and Hertfordshire launched their Major Crime Unit (BHMCU) in November 2007. Since then it has delivered an excellent service in terms of investigative success, community confidence and removing from territorial policing the need to resource the most demanding and challenging enquiries. This has been achieved against a backdrop of considerable initial cash savings, built on in successive years by restructuring and civilianisation. Given this achievement, future cash savings are harder to achieve for these two forces. Cambridgeshire's unit is similarly well placed in terms of its performance, saving territorial policing considerable resourcing in the same areas as BHMCU, other than attempted murder. It has adopted a lean structure, based on three geographic hubs, with central support and operational functions shared with its Serious & Organised crime department.

4 Current Structure

4.1 Bedfordshire and Hertfordshire Major Crime Unit



Of the Assistant Investigators, 5 are A4s, 1 A3, 3 Sc6 and 3 are SO1 grades, performing comparable roles.

There are also three Crime Scene Co-ordinators attached to the BHMUCU, though they are line-managed through Scientific Services. They are based, with the rest of the Unit, at Welwyn Garden City from where they provide seven-day duty cover between 7am and 10pm and formal 24-hour on-call cover for all homicides (including attempts and corporate manslaughter), kidnap and extortion offences in action, stranger rapes requiring a HOLMES facility, the 'manhunt' element of fatal road traffic collisions where the offender has fled the scene and any other incident or investigation where a force's ACPO team declare the need for a major enquiry to be launched.

The Unit is divided into three operationally autonomous teams, each led by a Detective Chief Inspector and incorporating their own intelligence and Major Incident Room (HOLMES) capability. These teams are supported by a fourth team which includes staff to assist with CCTV enquiries, setting up HOLMES accounts and conducting reviews, both cold cases and live reviews. The latter are conducted by a dedicated staff member and their line management.

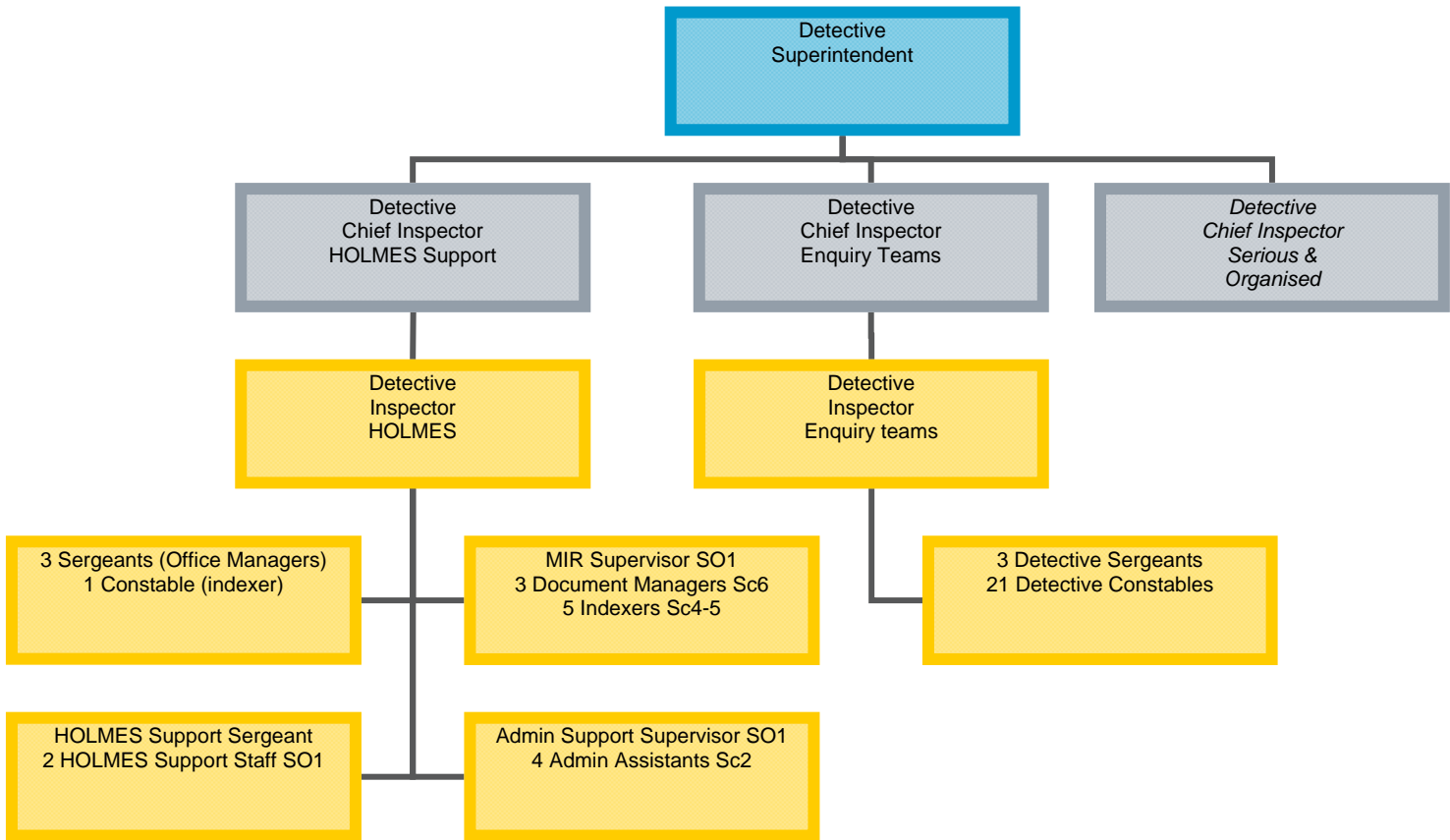
4.2 Cambridgeshire Major Incident Team

Cambridgeshire Constabulary operates a Major Investigation Team (MIT) as part of its Major Crime Department. This Department is led by a Detective Superintendent. Whilst the bulk of their time is dedicated to the MIT, they also oversee the other limb of the Major Crime Department, the force capability in relation to Serious and Organised Crime.

A level of support to major investigations comes from the Serious and Organised Crime element, most notably from the intelligence function. This is because the MIT is structured geographically,

rather than on operationally independent teams. There are three enquiry teams, each consisting of a Detective Sergeant and seven detective constables, based at Peterborough (Copse Court), Histon and March. They are supported by a central MIR capability, which is deployed according to need. Other support, such as intelligence and analysis, is also provided from the centre.

A review function, for cold cases, serious case reviews, domestic homicides and others commissioned by ACPO, is provided outside of the Major Crime Department. It comprises a detective inspector and a retired officer.



4.3 Staffing Profiles

Bedfordshire Police & Hertfordshire Constabulary				Cambridgeshire Constabulary		
Police Officers – as at 04.04.11				Police Officers – as at 09.05.11		
Rank	Number			Rank	Number	
	Est.	Current Strength			Est	Current Strength
		B	H			
Det. Superintendent	1	0	1	Det Superintendent	0.7	0.7
Det Chief Inspector	4	2	2	Det Chief Inspector	2	2
Det Inspector	7	3	4	Det Inspector	3	3
Det Sergeant	14	5	8.83	Det Sergeant	7.3	7.3
Det Constable	60	23	39.50	Det Constable	26.1	26.1
Total	86	33	55.33	Total	39.1	39.1

Bedfordshire Police & Hertfordshire Constabulary	Cambridgeshire Constabulary
--	-----------------------------

Police Staff – as at 04.04.11				Police Staff – as at 09.05.11		
Grade	Number			Grade	Number	
	Est.	Current Strength			Est.	Current Strength
		B	H			
PO2	1					
A5/PO1	6	1	3	SO1	6.15	6.07
A4/SC6-SO1	23	9	10.61	Grade 6	3	2.62
A3/Sc4-5	19	7	12	Grade 4/5	5	5
A2/Sc2-3	3	1	2	Grade 2/3	2.1	1.9
Total	52	18	27.61	Total	16.25	15.59

	Bedfordshire Police & Hertfordshire Constabulary	Cambridgeshire Constabulary
Total Strength	**138 establishment, 133.94 actual	55.35 establishment, 54.69 actual

**The above establishment for Bedfordshire and Hertfordshire takes account of a reduction in posts that have already been made as cash savings in 2011/12 and these have also been taken into account for the starting budget.

4.4 Current Finance

Bedfordshire Police & Hertfordshire Constabulary		Cambridgeshire Constabulary	
Police Officer	£4,923,995	Police Officer	£2,296,661
Police Staff	£1,725,964	Police Staff	£588,622
Non Pay¹	£1,356,193	Non Pay	£400,518
Income	-	Income	-£3,200
Total	£8,006,152	Total	£3,282,601

¹ This includes: vehicles; travel; communications; office equipment; professional fees; forensics, including pathology and; contingencies. It also includes £6,213 in the BHMCU budget for training. There is a budget within Cambridgeshire's Corporate Training Budget for MCD of which £15,000 requires earmarking for the collaborated unit (based on average spends in the past three years and rationalised to recognise economies of scale delivered by collaboration).

5 Demand Data and Remit of Proposed Unit

The table below sets out the offences dealt with by the respective units in the past three years. The time-frame was chosen to provide what can be regarded as reliable data, whilst not being too historic, given the prevalence of emerging communities and associated crime profiles across the three force areas. It also allows more meaningful comparison of the data as BHMCU was operating throughout the chosen period. The offences have been selected to reflect the areas of major activity in the respective remits. They exclude the 'manhunt' responsibility for fatal fail-to-stop road traffic collisions and the exceptional requests from ACPO to investigate incident outside of the remit.

The main difference between BHMCU's and Cambridgeshire's MIT's remits, then, is the latter not currently taking on investigations of attempted murders and crimes in action (kidnap and extortion):

April 2008 to March 2011 – Offences Investigated			
--	--	--	--

by Major Crime:						
	Murder	Attempt murder	Manslaughter	Blackmail	Rape	Kidnap
Herts	22	14	0	2	4	6
Beds	20	8	0	0	3	5
Cambs	19	0	4	0	3	8
Total	61	22	4	2	10	19
Home Office Recorded Crime (Crimsec 3) data - April 2008 to March 2011						
	Murder	Attempt murder	Manslaughter	Blackmail	Rape	Kidnap
Herts	21	25	0	40	513	60
Beds	21	23	0	32	419	62
Cambs	14	41	4	67	608	68
Total	56 ¹	89	4	139	1540	190

¹ The lower figure reflects how not all investigations taken on by the units are necessarily eventually crimed within the force area (depositions etc.).

The figures also do not capture the significant resources invested in the early stages of enquiries into suspicious deaths which subsequently prove to be non-criminal. These incidents, however, are likely to be relatively similar in proportion to actual crimes across all three forces.

BHMCU have investigated 46% (22 out of 48 recorded offences) of attempted murders occurring across the two counties; applying this to the 41 attempted murders in Cambridgeshire, the MIT would have been expected to have investigated 19 of these.

Whilst, like with BHMCU, in these three years Cambridgeshire has not called on territorial policing to support homicide investigation, other than for scene guards, house to house enquiries and similar, the MIT has had to call on resources from Suffolk on two occasions. Cambridgeshire's Major Investigation Team is also supported by other units within the Major Crime Department including the Serious and Organised Crime and Economic Crime capabilities.

To calculate relative workload, a weighting formula (each investigation was assessed by the respective professional lead against how many resources were allocated to it on Day 5 of the enquiry and allocated a weighting of 10, 7 or 2 according to that level of resources) was applied. This results in:

	Bedfordshire	Cambridgeshire	Hertfordshire
Murder only	30.5%	34.8%	34.8%
Murder & Manslaughter	29.1%	37.7%	33.2%
Murder/Manslaughter and Attempted Murder	27.1%	40.9%	32.0%
Whole expanded remit (less non-stop RTCs)	29.0%	38.1%	32.9%

The full remit of the new Unit will be to investigate:

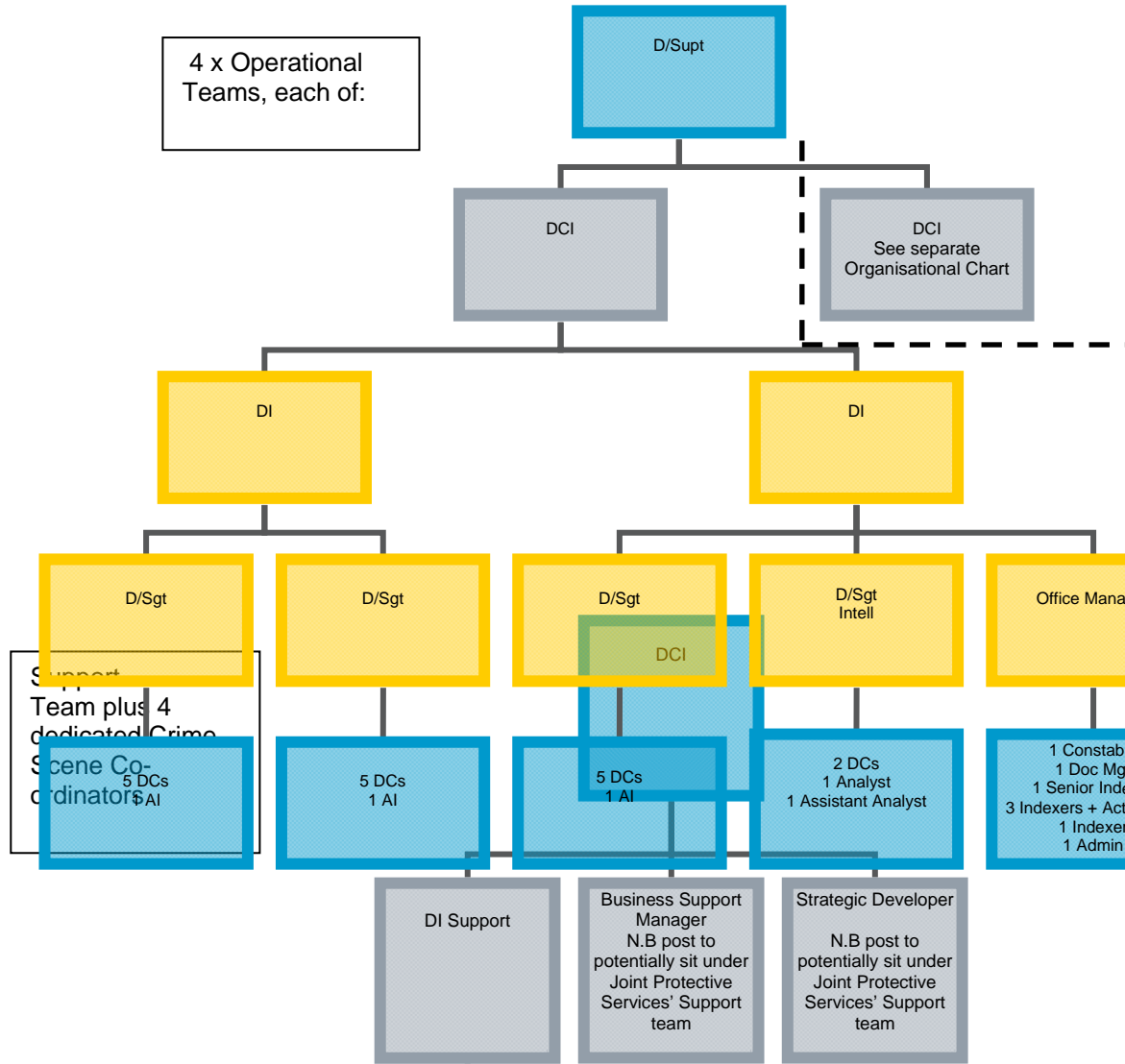
- Murder
- Manslaughter
- Attempted murder
- Stranger rapes which require the setting up of a HOLMES facility
- Crimes in action (Kidnap, Extortion and Product Contamination)
- The 'manhunt' element of fail-to-stop, fatal road traffic collisions
- Series of armed robberies
- Work-related death
- Corporate manslaughter and
- Any other enquiry deemed appropriate by ACPO.

Attempted murders are currently investigated on territorial policing in Cambridgeshire. Whilst it has not been possible to quantify the cash-releasing savings the collaborated Major Crime Unit's adoption of these enquiries will bring to Cambridgeshire, they will be considerable and are married to increased public satisfaction which a dedicated, resilient investigative unit will deliver.

Reactive investigation of crimes in action is currently within the purview of the Serious & Organised Crime Unit in Cambridgeshire's Major Crime Department. Professional judgement is that this function equates to 2 FTE detectives a year and so this has been built into the starting point and final model for the collaborated Unit.

6 Proposed Structure and Location of Unit

6.1 Structure



This is a shared services model, led by a Detective Superintendent as the single head. It is divided into four operational teams, each one capable of autonomous handling of all but the largest of



enquiries. The team's size is designed to deliver the weight of resources key to effective management of most enquiries; that is to say early and successful resolution, which is key not only to delivering public confidence and safety, but to enabling the team to handle simultaneously a number of investigations. Experience and HMIC reports show that this maximises the professionalism and efficiency of the response to major crime.

The operational teams are further divided into sections led by Detective Inspectors and pods supervised by Detective Sergeants. This delivers resilience around the SIO and case officer functions and enables investigations to be managed with an appropriate level of intra-team resourcing. This flexible way of working is enhanced by each team's own MIR, intelligence and analytical capabilities.

The support team provides continuity and coordination around HOLMES and family liaison, dedicated provision of CCTV, archiving and House-to-House enquiries as well as dedicated review functions. These include: a Cold Case team which will replicate in Cambridgeshire the extensive scoping and collection exercise conducted by BHMCU into all unconvicted murders and extend Cambridgeshire's remit in this area to include unsolved stranger rapes and; an expanded team to take on contemporaneous reviews. These are made up of reviews of unsolved cases, serious case reviews and the new responsibility for domestic homicide reviews. All require sensitivity, professionalism and a degree of independence. It has been assessed that all these attributes are provided by bringing together these functions into a dedicated team, sited within major crime, yet distinct from direct operational responsibility.

Rank/Grade	Net Difference	Net Difference in Roles
Det. Supt	-0.70	-0.7 Unit Head
DCI	-1.00	-1 support
DI	-1.00	-1 Review function
Det. Sgt	-4.30	+1 outside enquiries, -5.3 support roles (civilianisation of 3 Office Managers)
Constables	-11.10	-1 outside enquiries, -10.1 support roles (civilianisation of 7 constable roles to Assistant Investigators)
A5/ PO1	+0.20	+1 CSC, +1 OM, -0.75 Business Manager,
A4/Sc6/SO1 (excluding outside enquiries AIs)	-2.15	+2 specialist review officers, +1 Doc Manager, -1 HOLMES support, -0.75 Business Co-ordinator, -0.4 analyst, -3 MIROs
A3/Sc4/5/6	+8	+2 Cold Case investigators, +3 ISU, +1 assistant analyst, +2 indexers
A2/Sc2/3	+0.9	Admin. Support and transcribers
Assistant Investigators (outside enquiry teams)	0	-11 current Assistant Investigator roles +11 new Assistant Investigator roles under outsourcing ¹
Net FTE change	-11.15	

¹ This takes account of the recent re-scoping of investigative support within Bedfordshire and Hertfordshire, where the new Assistant Investigator role has been graded S5/6 and A3 respectively. This new post has been graded Sc5 within Cambridgeshire.

6.2 Location

Previous collaborations within Bedfordshire and Hertfordshire have been based on the full integrative advantages of a single hub. This was considered for the tri-force major crime collaboration, but discounted as impracticable because of the distances involved in providing a timely first response and then servicing the ongoing enquiries.

Work around demand data, detailed at Appendix 'A' demonstrates the advantageous position of siting an operational base at Hertfordshire Constabulary's headquarters. This has the added advantage of already housing the BHMCU and so could accommodate the southern half of the new

unit with some reconfiguration and releasing of estate.

Cambridgeshire Estates have identified one and a half units at Chord Park, Godmanchester as suitable for housing the Unit. There is, however, further discussion to take place in relation to estate at Hinchingsbrooke which may entail less disruption in terms of displacing incumbent personnel and would provide more adequate car-parking.

7 Benefits of the Proposed Unit

7.1 Capability and Capacity

Many of these advantages have already been worked through by the existing BHMCU collaboration:

The expanded remit of the Unit in Cambridgeshire will remove around one half of the most serious recorded attempted murder investigations from territorial policing's workload. This paper has not sought to quantify any resultant savings, since advantages extend to more qualitative considerations, such as the protection and reassurance delivered to communities through the dedicated, professional response to these crimes;

Introducing a further dedicated Crime Scene Coordinator will remove the corresponding workload from Cambridgeshire's local Scientific Services' delivery. This is estimated by managers within the force's Scientific Support function as saving the equivalent of one FTE Crime Scene Coordinator's time. It is also felt by Scientific Service Heads that unpicking the dedicated major crime Crime Scene Coordinator capability would force a radical restructure of how local scientific services are managed and cost the equivalent of 2 FTE managers' time;

The Unit's structure will allow for an extension of BHMCU's shift cover for response (7am to 10pm seven days a week) and formal on-call facility (24-7) into Cambridgeshire;

The structure delivers a dedicated Cold Case capability for Cambridgeshire with an expanded remit to include unsolved stranger rapes and to scope unresolved suspicious deaths and murders where there is an outstanding conviction;

The expanded review function will deliver a standardised capability to all three forces, encompassing the Unit's requirements for various investigative management reviews and the ever-expanding, statutorily mandated products, including domestic homicide reviews which were introduced on 13th April 2011. A conservative professional judgement is that this new responsibility will take up between one and two additional review officers in a centralised capability. This level of resource would likely be several more if this were disseminated amongst territorial policing in the three forces. All these reports require professional expertise, independence and an understanding of partnerships, a blend most effectively and efficiently achieved in a dedicated team;

The creation of a senior analyst's position (replacing one of the analysts) would provide specialist guidance for the MCU analysts and an element of career progression, important in retaining the specialist skills developed by the Unit's analysts;

The additional posts within the ISU (Investigative Support Unit) not only provide CCTV support for Cambridgeshire, but enhance the coordination of house-to-house enquiries and introduce a dedicated capability for proper archiving of cases, a function which falls to SIOs and Office Managers at present.

7.2 Cash Savings

The proposed outsourced model delivers cash savings of approximately £700,000 achieved through a reduction in senior police posts, civilianisation of sergeants' and constables' posts, brigading

support functions and standardising and rationalising role profiles for police staff, including assistant investigators and MIR operatives.

The cash savings are also made up of:

Rationalising the role of administrative support, so that they all undertake tape transcriptions. Along with having agreed support for this work with each force's Criminal Justice Unit, the outsourcing costs for tape transcribing can be reduced by £21,325, whilst maintaining a £20,000 contingency for extraordinary demand;

Reducing shift and on-call allowances: Currently, in the absence of a formal shift or on-call system, Cambridgeshire currently pays only a minimal stand-by allowance to certain staff. Shift allowances in BHMCU currently cost £62,397 p.a. Through rationalising staff shifts, the cost of the new shift pattern for police staff is reduced to £27,440 per annum.

On-call allowance for officers sit outside the budgets for collaborated units due to the disparities in the way individual forces currently apply this payment. On-call costs for the tri-force collaborated unit will total £65,700 p.a. as against £86,051 p.a. at present. Whilst this will be a net cost to Cambridgeshire, who currently have no official on-call capability in this area, they will take a proportion of the revenue efficiencies driven out by the reduced shift allowances detailed above.

7.2.1 Outsourcing or Casual Working

The initial model for the collaborated three-force unit included 24 assistant investigators in the operational teams. Seeking out alternative models for service delivery identified that replacing 12 of these Assistant Investigator posts with a different employment model would make considerable additional savings. This is predicated on managing risk. Professional judgement is that the collaborated unit could work without these 12 posts for a large part of any average year, but recognises that usual, but unpredictable, peaks of demand will mean this smaller pool of investigators will occasionally require augmenting. The Business Case proposes to fit demand with investigative capacity by short-term employment of additional investigators through outsourcing. It ought to be emphasised that these are additional to the current number of assistant investigators.

Initial calculations around this model identified a gross additional saving of £330,000 p.a. with the loss of these posts. It set aside an operational investigative fund of £175,000 p.a. to engage investigators on a flexible basis, at a time, location and for a period which would maximise investigative return against outlay. The basic premise is that these resources would work from the location they are needed for any one investigation, delivering the required amount of hours at their basic rate, whereas employed officers and staff deployed from one hub to another or to a satellite MIR would need to travel there in work time and likely incur overtime during the height of any enquiry.

The above figures were based on an indicative cost from a supplier for an outsourced assistant investigator at £16.25 per hour (see Appendix 'B'). Further work has been conducted and has revealed a number of issues :

Firstly, to put outsourcing of this magnitude out to the open market, including direct to G4S as detailed in appendix 'B,' would require several months to tender;

Secondly, the forces have an existing preferred partner, Reeds, who are able to source suitably trained and vetted staff at a rate of £14.14 per hour (plus VAT) and;

Finally, there is scope for any or all of the forces to employ such investigators directly on a casual basis. This minimises on-costs and allows for their employment only when required. The hourly rate for this is £12.44, but this would need dedicated staff to set up, maintain and monitor a register of resources, someone to contact them when needed and ensure their training, accreditation and vetting were up-to-date.

This paper concludes that outsourcing via a preferred partner, who would guarantee the supply of suitably trained and vetted staff, offers the best value and most timely solution. Use of the preferred

partner would enable the investigative fund to be reduced to £150,000 p.a.

7.3 Cash-Releasing Savings

As mentioned above, significant cash-releasing benefits are realised in Cambridgeshire with the removal from territorial policing of the most serious crimes classified as attempted murders and series of armed robberies. This removes the burden of around 19 resource-intensive attempt murder investigations a year and clearly delivers a key aim of collaboration, that of minimising the impact on local policing of the budget cuts.

The additional resilience delivered by the tri-force collaboration also ensures the much-valued continuing ability of the Major Crime Unit to obviate abstractions from local policing across the three forces.

The co-ordination of forensic resources relating to major crime is consolidated within the Unit in the shape of four dedicated Crime Scene Co-ordinators. Not only does this deliver enhanced professionalism in a high-risk area, it also saves one FTE post for the collaborated Scientific Services' commitment to Cambridgeshire's volume crime demand.

8 Risks

Risk	Mitigation
A Category 'A+' murder would stretch Cambridgeshire's capacity.	Added resilience delivered by Unit would largely overcome this risk.
Investigation of attempted murders in Cambridgeshire falls to territorial policing. Resourcing such enquiries, in terms of numbers and appropriate expertise, risks impacting on public confidence and local policing's ability to investigate volume crime.	Widened remit of collaborated Unit will remove appropriate attempted murder crime investigations from territorial policing's responsibility.
Growing responsibility for the service to conduct statutory, partnership-based reviews, especially the new Domestic Homicide Reviews.	Dedicated, appropriately resourced Review Team within the Unit.
Extraordinary Olympic-related demand, particularly with Hertfordshire hosting a site.	Additional resilience delivered by this collaboration, allied to existing Olympic-planning arrangements.
ICT's assessment is that the existing HOLMES servers would not be capable of servicing a fully integrated HOLMES set-up for the collaborated Unit.	Set-up of interim "cluster" solution for regional server, deliverable by January 2012. See 10.3.1 below. Otherwise, timescale for the 8-force regional server is March 2012 at the earliest.
Cambridgeshire Estate unable to accommodate northern hub, with any accommodation requiring incumbents to be re-accommodated. Car-parking at Chord Park likely to be insufficient for personal and operational vehicles.	Engagement with Cambridgeshire Estates has shown that premises at Chord Park are broadly suitable, with identified units already being used by MCD.
Unable to source sufficient number of assistant investigators at short notice and over significant geographic area. Possibility of investigators being already engaged on other contracts. SIO not having knowledge of these staff's strengths and weaknesses.	Use of agency with a pool of suitably trained and vetted staff to cope with the model's stipulations. Preferred suppliers, Reeds, have confirmed they can deliver to requirements. Temporary staff will be allocated volume, non-specialist enquiries.
Impact of other change programmes on support functions' ability to service collaboration, including Programme 2011 force restructure on	Dedicated HR support within Collaboration Team and regular liaison with ICT project management. No impact on Bedfordshire

3 rd October and ICT staff being placed at risk of redundancy in October/November 2011.	Estate.
Cambridgeshire's Major Crime Department benefit from a dedicated Business Support Co-Ordinator who has delivered significant savings procuring specialist services. They also manage the finance elements of the Department. The new Unit does not benefit from this capability.	This post is envisaged to be included in the support team for the Collaborated Protective Services' Command.
Dearth of PA support to the Unit's leadership team: one-half a PA for the Unit Head and none for the DCIs.	Additional resilience built into administrative support for the operational teams.
Inability of Resource Management Unit (RMU) servicing collaborated Protective Services to cope with additional workload.	Business Case includes 0.5 FTE for the RMU in Hertfordshire.
Availability of all required ICT applications on relevant desk-tops.	Early scoping of required applications and communication with ICT project management.
The increased pace of collaboration will push more responsibility for implementation, especially the harmonisation of policies and procedures, and for realising future cash savings onto the Unit's management. These managers are already fully committed with SIO duties, which require precedence.	A Strategic Development Manager's post is being considered as part of the support team for the Collaborated Protective Services' Command. This will adopt the mantle for both the immediate and ongoing harmonisation and cash-saving project work.
Experience from previous collaborative work, including that of the BHMCU, has shown the importance of aligning working practices before 'go-live,' otherwise inter-force disagreements affect the integration of the Unit.	Strategic Development Manager's post, as outlined above, and Implementation Plan will address this.
Unwillingness of personnel to work from bases out of county, particularly those required to travel long distances south.	Look to accommodate personnel's preference, if in line with operational need. This should provide sufficient Bedfordshire and Hertfordshire personnel for the northern hub. Re-examination of the need for integration of a level similar to previous, two-force collaborations, including designing an appropriate on-call capability, should mitigate this risk.
There is a concern from the professional leads that the restructuring and consequent relocation, coinciding with likely changes to out of force allowances, will affect the retention of the experienced personnel required for this critical area of business to maintain its effectiveness. The most significant areas of risk identified are: Experienced investigators not being prepared to travel; Retention of MIROs losing combined salary, on-call and shift allowances of up to £8,000 p.a; Retention of Hertfordshire assistant investigators who will lose up to £6,000 p.a. salary; Retention of Bedfordshire assistant investigators who stand to lose £2,000 shift allowance and up to £4,000 salary; Hertfordshire indexers who will lose £1,600 shift allowance.	A lesser degree of integration would allow for a more attractive travel allowance to be retained, payable to fewer officers and staff; Forces' pay protection will mitigate immediate impacts.
Longer distances to travel from bases to locations of crimes and enquiries.	The risks associated with a single, or limited number of hubs being remote from an offence location can be mitigated by the use of satellite MIRs from which teams can deploy in the immediate aftermath of an incident. At present, these exist in March, Histon, Peterborough,

	Kempston, Luton and Dunstable. There is no current pressure on this estate. Strategic siting of the hubs in line with demand profile (see Appendix 'A').
Admin support being unable to take on the additional responsibility of tape transcriptions.	Expansion of this function from original model by 2 posts. Use of CJU resources and retention of an element of the outsourcing budget.
Business continuity during implementation.	Early appointment of Unit Head. Collaboration Team to support Implementation so that Unit is functioning at full capacity from 'go-live' date.
Proposed shift pattern, based on longer working days, has 130 rest-days per annum and so risks additional DRDs.	Shift pattern places rest-days so as to reduce this risk. More rest-days makes longer home to work travel less onerous.

9 Partnership Implications

1. Major Crime work draws extensively on certain specialisms associated to Scientific Services, particularly Crime Scene Managers, SoCOs/CSIs, high-tech crime and specialist audio-visual products. The collaboration of Scientific Services and the extension of dedicated Crime Scene Supervisors will replicate the excellent working relationships with the former. Similarly, with the Audio-Visual Unit coming within Scientific Services, design of its services will be mindful of the requirements of a collaborated unit. BHMCU has consistently experienced frustrations with different service levels from units such as high-tech crime in the two forces. This is due to different working practices, often arising from significantly different levels of investment in the function. This situation with similar non-collaborated functions is likely to be exacerbated across three forces.
2. Major crime investigations will draw on territorial policing resources, particularly in the early stages, for cordons, searches etc. The need for such deployments and their usefulness in public reassurance are generally well appreciated by local command teams. SIOs are well versed in releasing these resources as soon as possible, so their use post-collaboration ought not to be an issue.
3. Delivery of reviews with partners, requiring a professional and independent capability, developed through links with Community Safety Partnerships. The dedicated review team is designed to deliver this, maximising links with Public Protection Units, Criminal Justice Service partners and the external partner agencies who contribute or lead the various types of review.

10 Finance

10.1 Budget for Collaborated Unit

Major Crime: New Structure Configuration			
Role	Grade	FTE	Budget
PC	PC	75.00	3,764,464
SGT	SGT	17.00	992,378
INSP	INSP	9.00	620,166
C/INSP	C/INSP	5.00	376,894
SUPT	SUPT	1.00	95,540
Document Manager	SC6 / A4	4.00	126,944
Office Manager	PO1 / SO1 / A5	4.00	153,509

Holmes Support	SO1 / A4	3.00	102,464
ISU	SC5/6 / SC5 / A3	5.00	131,264
Analyst	SC6/SO1 / SO1 / A4	4.00	137,375
Assistant Analyst	SC4 / A3	4.00	104,163
Senior Indexer	SO1 / A4	4.00	140,107
Indexers	SC4 / A3	4.00	100,167
Indexers & Action Management	SC5 / SC4/5 / A3	12.00	327,642
Admin Assistant	SC3 / SC2/3 / A2	6.00	130,315
Crime Scene Co-ordinator	PO2 / SO1 / A5	4.00	167,576
Researcher	A3	1.00	26,370
Assistant Investigator	SC5/6 / SC5 / A3	12.00	329,734
Review Manager	A5	1.00	39,621
Cold Case Investigator	SC5/6 / SC5 / A3	3.00	80,024
Review Officer	SO1 / A4	4.00	134,264
Resource Management Unit (RMU) Post	A3	0.50	13,185
Overtime			701,307
TOTAL FTE / Pay		182.50	£8,795,473
Non Pay			£1,793,700
TOTAL BUDGET			£10,589,173

10.2 Cost-Benefit Apportionment

	Current Budget		Proposed Structure		Cash Savings	
Bedfordshire	£ 3,002,307	26.6%				
Cambridgeshire	£ 3,282,601	29.1%				
Hertfordshire	£ 5,003,845	44.3%				
Combined	£ 11,288,753	100.0%	£ 10,589,173	100.0%	£ 699,580	6.2%

Cash Saving & Cross Charge Analysis	Bedfordshire	Cambridgeshire	Hertfordshire	Total
	Cash Savings (Split TBA)			
Rent Payable for Cambs Site (TBC)	(£21,000)	£33,000	(£12,000)	-
Rent Payable for Welwyn Garden City	(£11,000)	(£11,000)	£22,000	-
Ongoing Annual Cash Savings				£699,580

Cash Savings Analysis	Total
Pay	£739,769
Non Pay: Cost of outsourcing for replacement of 12 Assistant Investigators <small>see par. 7.2.1 above</small>	(£150,000)
Non Pay: Saving on cost of tape transcriptions - to be undertaken in-house <small>see par. 7.2 above</small>	£64,263
Non Pay: Saving on multiple non pay costs resulting from reduction in overall FTE	£45,548
Total	£699,580

10.3 Set-up Costs

FINANCIAL SET UP COSTS	Minimum Cost	Maximum Cost	Most Likely
Premises	£15,000	£105,000	£45,000
ICT	£34,000	£365,000	£195,310

Furniture / Removal Costs	£17,000	£67,000	£37,000
Access Control	£3,710	£3,710	£3,710
HR Set up Costs	£163,309	£637,993	£185,000
Other Costs	£4,650	£6,650	£5,650
TOTAL	£237,669	£1,185,353	£471,670

Nb: Officers' out of force allowance is annualised, given its length of payment is yet to be decided.

10.3.1 ICT Set-up Costs

The most significant cost relates to HOLMES as identified under section 8 above. The necessity of this cost is due to the forces' respective HOLMES servers being assessed as incapable of handling a fully integrated HOLMES capability. Final costs depend on quotes from the supplier, Unisys. Indicative costs are outlined above, but ought to fall within ICT's capital budget rather than set-up costs specifically around this collaboration.

The current number of direct and Citrix accessed HOLMES and associated licences is assessed as sufficient for the collaboration model, offering a longer-term potential for reductions.

By using equipment from some existing MIT premises, the cost of hardware in the northern hub has been pegged to an anticipated £25,000 or maximum £38,000. ICT have stated that existing terminals should accommodate the required applications.

10.3.2 Estates Set-up Costs

Remodelling of the southern hub would be likely to cost no more than £2,000. The northern hub, however, involves finding and configuring premises capable of absorbing the Cambridgeshire teams and personnel from the other two forces. Whilst nowhere is ideal, demand data, location for home to work travel and estate availability were the key factors in identifying Chord Park, Godmanchester as the site for this base.

Minimum Estates-related costs for this hub, including furniture and removals, totals £15,000. The maximum estimate includes significant internal work and new furniture. A more realistic estimate is £45,000.

10.3.3 HR Set-Up Costs and Graduated Integration

It is recognised that there are significant tensions between maximising cash savings and the aspiration of full integration. The latter brings enhanced operational effectiveness as well as driving out cash savings through cross-fertilisation of management and standardisation of practices. However, it comes at a considerable potential expense in terms of HR relocation and redundancy costs. It also carries risks around retention of trained personnel, with officers and staff potentially reluctant to relocate not inconsiderable distances.

This section outlines graduated, costed levels of integration which look to optimise the mix of delivered cash savings and set-up costs:

The most basic model fits the minimum HR costs and consists of two operational teams at each hub, the northern teams consisting of a mixture of Cambridgeshire and Bedfordshire officers and staff and the southern teams a combination of Hertfordshire and Bedfordshire personnel. The support team would be configured to minimise travel costs. The set-up costs (relocation) of staff travel to create these teams would be £158,000;

A step towards integration would involve cross-fertilisation of a limited number (4) of managers and would only cost the additional out of force allowance of £10,000 p.a.

More integration – of 8 Hertfordshire and Cambridgeshire officers travelling north and south respectively – would deliver on-call teams at each base with a three-force representation on each. This would add £20,000 p.a. in travel allowances to the basic model;

Further integration can be modelled iteratively, up to a fuller integration of staff and officers on the operational and support teams, which would cost a further £85,000 and £70,000 p.a. respectively.

The minimum HR set-up costs of £163,309 require contextualising against the current travel allowances of £21,817 p.a. for staff and £80,000 for Bedfordshire officers already travelling to Welwyn Garden City.

This leaves net additional costs of £61,492 of which £50,000 is made up of pay protection for the regrading of assistant investigators which is a force commitment outside of Collaboration’s realm.

The minimum net HR set-up costs, therefore, start from a base of £11,492. In summary, realistic HR set-up costs for a model which would deliver some management and operational team integration would tend towards £185,000 (or under £35,000 net of current travel and existing commitment to regrading staff), though this comes with the joint caveats: of a potential maximum redundancy cost of an additional £135,000 should all the MIROs and assistant investigators take redundancy as a result of being regraded and; unless cash saving is made a criterion for selecting staff for posts, some Hertfordshire staff may have to move to Cambridgeshire, whilst Bedfordshire staff in the same role remain at Welwyn Garden City.

10.3.4 Other Costs

These include one-off training, launch costs and communications internally and to partners.

10.4 Cost Allocation of Financial Set-up Costs

Revenue, Capital (ICT) & HR Costs	Minimum		Maximum		Most Likely	
	£	%	£	%	£	%
Bedfordshire:	58,117	26.10%	281,972	26.10%	111,361	26.10%
Cambridgeshire:	66,133	29.70%	320,865	29.70%	126,721	29.70%
Cambridgeshire: Premises Costs	15,000	100.00%	105,000	100.00%	45,000	100.00%
Hertfordshire:	98,420	44.20%	477,516	44.20%	188,588	44.20%
Combined	£237,669		£1,185,353		£471,670	

Nb: Premises’ costs are based on the working assumption that the northern hub will be at Chord Park.

11 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 the three 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.

- **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.

12 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 means of delivery, recognising the need for suitable distribution of workloads for all collaborative ventures across the three Forces.

Other elements of support, such as administrative, business and strategic development, are planned to be provided from the Collaborated Services' Command, though the model has included the cost of an additional 0.5 FTE member of staff within Hertfordshire's Resource Management Unit which currently manages the BHMCU. This is to take account of managing the enlarged collaborated team, including the outsourced staff.

13 Analysis of Equality Impacts

The major adverse impacts on personnel are the relocation and standardisation, generally to a lower grade, of MIR roles. This affects a largely female section of the workforce who are also more likely to have carers' responsibilities. The financial effects of relocation can be tempered by travel allowances, the grading by interim allowances and any impact on carers' needs by sensitive posting decisions and flexible working possibilities.

Also affected are the largely male, older staff who make up the bulk of the assistant investigators. They will be subject to the same combination of impacts on grade and working location. Again, the same mitigation is possible, along with the availability of review officer posts at the same grade as their current posts. Explanation of the rationale and sympathetic implementation will contribute to improved relations with minority groups. Transparent posting and selection processes and consultation will ensure equality of opportunity.

Two sets of staff stand to lose disproportionately in terms of finance. As detailed in section 8, the MIROs and assistant investigators will be regraded and see reductions in their shift allowances. All but one MIRO are female, with the situation reversed for the assistant investigators.

The interplay of the Winsor Review on this is contradictory: in one sense, it will exacerbate MIR staff's losses by removing their one remaining enhancement, for weekend working; in the other, it could be argued that they would have lost these entitlements regardless of changes under Collaboration.

Full consideration of equality impacts is at Appendix 'C.'

14 Implementation

Following Programme Board approval, the Business Case will progress through formal consultation as part of the implementation process. A detailed, timed plan will be drawn up with the aim of achieving simultaneous implementation of the Unit across all three forces. Early appointment of the Unit Head is seen as crucial in facilitating this. To facilitate the harmonisation of policies, procedures and practices, a key lesson learnt from the inaugural Bedfordshire and Hertfordshire Major Crime collaboration, it would be beneficial for the implementation team to include a senior professional from this area of business. Not only would this significantly ease the burden of work which might otherwise be tasked in part to Senior Investigating Officers, but it would enable the Collaboration Team to move with greater speed into the next tranche of Protective Services' work. An ideal person for this role would be the superintendent who was unsuccessful in the selection process for the head of this collaborated unit.

15 Conclusions

This paper sets out the significant savings that are achievable through collaboration, even given the substantial cash savings already delivered by the creation of BHMCU and ongoing work in both that unit and Cambridgeshire’s Major Crime Department to further reduce costs. The proposed model, by managing investigative risk, driving out duplication of support tasks and re-aligning work, delivers these savings whilst meeting the other aims of collaboration: enhancing capability, capacity and resilience.




16 Next Steps

- Develop a detailed implementation plan which will be managed by the project team until the new Head of Department has been appointed.
- Develop a Section 23 agreement for the Joint Working Group and the three Police Authorities to approve.
- Conduct a formal review 12 months after the go live date.

17 Consultation

Name	Title	Date of Consultation
John FLETCHER	DCC, Bedfordshire and SRO	14/07/11
John FEAVYOUR	DCC, Cambridgeshire	14/07/11
Andy STREET	Det. Ch. Supt Collaborated Protective Services	14/07/11
Mark BIRCH	Det. Ch. Supt, Cambridgeshire	
Michael HANLON	Det. Supt, Head BHMCU	14/07/11
Jeff HILL	Det. Supt, Head MIT	14/07/11

18 Appendices

A	Demand Mapping	 Demand Mapping
B	Outsourcing Proposal	 G4S Outsourcing Proposal
C	Analysis of Equality Impacts	 Analysis of Equality Impacts