



STRATEGIC POLICING AND CRIME BOARD 2 July 2013

Collaboration Update

PURPOSE OF REPORT

1. To update on the current position of the bilateral collaboration with Staffordshire Police
2. To update on other collaborations with West Midlands regional forces
3. To update on other police collaboration activity
4. To note potential future collaborative activity

BACKGROUND

5. West Midlands Police Authority took steps to both progress police collaboration and ensure that there was effective governance and oversight of the various collaboration projects and programmes. Notable were the development of:
 - The Central Motorway Police Group Executive Board, on which police authorities were represented (now attended by West Midlands Deputy Police and Crime Commissioner and representatives from other participating Police and Crime Commissioners)
 - The Staffordshire and West Midlands Police Authorities Joint Committee, to govern bilateral collaboration with Staffordshire Police. The joint committee was agreed by the Authority on 24 March 2011 with delegated authority to act on behalf of the two Authorities. The joint committee subsequently agreed a joint collaboration strategy on 8 June 2011.
 - The Regional Strategic Policing Policy Group and associated activity for the informal oversight of what later became the Regional Organised Crime Unit and the implementation of Operation Viper – the four-force collaborative operational response to organised crime. Although this

group no longer exists, the issues it considered are included in the agendas for meetings of Police and Crime Commissioners, Chief Constables and Chief Executives

- Regional Chief Constable, Chairs and Chief Executives meetings and associated activity at which collaboration regularly featured, at which PCCs have taken the place of Police Authority Chairs.
6. Responsibility for the agreement, governance and oversight of collaborative activity has passed to Police and Crime Commissioners.
 7. Sections 22B and 22C of the Police Act 1996 (as amended by Chapter 7, Section 89 of the Police Reform and Social Responsibility Act 2011) place on Police and Crime Commissioners and Chief Constables duties to “keep under consideration [how] collaboration of functions could be exercised...to improve the efficiency and effectiveness” of police forces.
 8. The Police Reform and Social Responsibility Act 2011 also widens the Home Secretary’s reserve powers relating to collaboration, empowering her to require collaboration for classes of police functions, rather than just between particular forces. This power has been used to require participation in the National Police Air Service.
 9. There have been two meetings of West Midlands region Police and Crime Commissioners, Chief Constables and Chief Executives since 22 November 2012. The next is on 15 July 2013 and will include the following agenda items:
 - Regional commissioning
 - National Crime Agency – Update
 - National Policing Requirements
 - Regional Organised Crime Unit
 - Central Motorway Police Group
 - CT Update
 - Future collaboration
 10. Regionally, Warwickshire and West Mercia forces have proceeded with an ambitious “strategic alliance” across a range of functions.
 11. This report does not include commentary on collaboration in relation to counter-terrorism policing, which will be reported by ACC Protection in his report to the Board on 5 November 2013.

Bilateral collaboration with Staffordshire Police

12. Bilateral collaboration with Staffordshire Police included agreements to progress collaboration in uniformed operations, criminal justice services and legal services.

Uniformed Operations

13. Staffordshire Police and Crime Commissioner Matthew Ellis has unilaterally withdrawn from some elements of the uniformed operations collaboration.
14. Most of the integration of the two uniformed operations teams was still to come, so the withdrawal has not impacted on the capability of West Midlands Police to meet its operational responsibilities.

15. The Commissioner has expressed disappointment at the decision by the Staffordshire PCC to withdraw from the Uniformed Operations collaboration, noting the potential for savings, greater resilience and enhanced interoperability. There is a press release dated 9 April 2013 on the Staffordshire PCC's website:

Collaboration Plans Cooled for Team Staffordshire

Plans to join some of Staffordshire Police's uniformed services with West Midlands Police have today been abandoned following findings of a review instigated by Staffordshire's Police and Crime Commissioner, Matthew Ellis.

In the last 16 weeks since being elected the PCC has been looking at ways to drive improvement in policing and criminal justice across Staffordshire whilst delivering excellent value for money. The review, undertaken by the Chief Constable, Mike Cunningham has looked in detail at the proposals to develop joint services with Staffordshire and West Midlands forces in armed response, dog support and training, tactical planning and roads policing.

Both the Commissioner and the Chief believe that a joint approach to delivering these services across both police forces is not the right thing to do for the people of Staffordshire.

There are some benefits but the review by the Chief Constable has found the operational case is not strong enough to support the original collaboration proposals. It finds few significant benefits either financial, resilience or service improvement wise for Staffordshire people that warrants collaboration with West Midlands Police force.

The Commissioner said: "It's important that Staffordshire benefits from any collaboration with any other force or any other organisation. I want Staffordshire to have the best police service in the country by 2016 and if collaboration with others helps to do that it's fine.

"But it must be the right fit and the benefits must be very strong for Staffordshire people. In this case I don't believe those benefits are clear enough and the Chief Constable has confirmed that with his thorough review of the proposals".

Chief Constable Mike Cunningham added: "A detailed operational review of current proposals has now taken place and whilst we found some capability, capacity and resilience benefits, it's clear that the operational case for going ahead isn't there. Nor do the proposals give Staffordshire taxpayers the value for money we expected".

"I am absolutely committed to playing a full and active role in any collaboration which has clear operational benefits, improves public safety and provides taxpayers with value for money".

16. West Midlands Police and the West Midlands Police and Crime Commissioner were not involved in the Staffordshire review referenced in the press release and have not subsequently had sight of the review's findings.

Firearms Licensing

17. It is anticipated that the firearms licensing unit will be fully up and running collaboratively by 1 August 2013, however there are some implementation issues

that may delay this. These issues are manageable; however their resolution does raise the possibility of future concerns. For example, IT licensing conditions may vary in the future which will be at a cost to us. Although this risk remains low, we need to accept this risk in order to hit 1 August implementation date.

18. The unit will be based in Staffordshire with a small satellite office in the West Midlands, and will be solely responsible for processing the licensing requirement on behalf of the Chief Constable.
19. The funding for the unit is based on the relative workload falling to each force. The split of work in licensing is 61.5% Staffordshire and 38.5% West Midlands. The cost to West Midlands Police in year 1 will be £195,585. This is a saving over our previous model of £135,128.
20. If West Midlands Police chose to withdraw from the collaboration it is estimated that it would be 12-18 months before we could have an effective unit back in place. Further, it is estimated that it would cost at least £303k (this is £108k more than we stand to pay 1 August 2013 – 31 July 2014).
21. It is recommended that West Midlands Police should continue with the collaboration in this area to realise our ambition to collaborate on firearms licensing and go live on 1 August 2013. We should also formally confirm that this new unit will fully meet all our obligations and needs in this area of business.

Criminal Justice Services

22. Central Justice Services collaboration continues in accordance with the agreed plan. A single leadership team has been in place for nearly 12 months.
23. Success in this collaboration is evidenced by innovative approaches to CPS and police case file management which has been piloted in Staffordshire, leading to a 20% increase in early guilty pleas. The learning from this initiative is now being used in the West Midlands, initially in Dudley.
24. The new National Pentip IT system (which creates a database of out of court disposals) has been successfully launched in both forces with efficiencies gained by using a single responsible officer and implementation team.
25. Given that the collaboration has been running for 12 months, a review has been commissioned by ACC Cann for the new T/Chief Superintendent who starts in the department shortly. At this stage the financial benefits are good and it is therefore recommended that we continue with this collaboration.

Legal Services

26. The Staffordshire and West Midlands Joint Legal Services Department was the first of the collaborative arrangements between the two forces to come into being. The collaboration has now been in existence for 18 months having been approved by the respective Police Authorities and Chief Constables in December 2011.

Central Motorway Police Group

27. The update covers three areas:

- Motorway policing, including the Regional Control Centre and intelligence department
 - Collision Investigation Unit
 - Central Region Air Support Unit
28. CMPG has published its 2013 / 14 Delivery Plan through which it has a clear focus on the four key areas of disrupting criminality, safer roads, public satisfaction and increased interoperability. Suitable performance measures are in place to measure its delivery against this plan.
 29. Worthy of note, although no firm thinking has been developed, is the possibility of building a WMP Roads Policing function founded upon the CMPG platform in the future.
 30. The current funding arrangements for CMPG are as per those agreed in 2004 and amended in 2007 and reflect a 50 / 25 / 25 split of cost between the three Forces.
 31. There is no collaboration agreement for CMPG.

Motorway Policing

32. This area of business is a well-established three Force collaboration between West Midlands, West Mercia and Staffordshire. It was subject to the West Midlands Priority Based Budgeting process in 2012 and further reviewed as part of the Warwickshire / West Mercia Alliance review at the end of 2012 following which West Mercia decided to remain within CMPG whilst Warwickshire decided to remain outside of CMPG. The Alliance review did however highlight a gap in the number of Warwickshire resources policing their motorway network which has since been addressed by Warwickshire Police.
33. Performance and accountability of CMPG, in particular the motorway policing area is overseen by the CMPG Executive Steering Board and delivered in line with its 2013 / 14 Delivery Pan. The Board meets six monthly and now consists of an ACC and the PCC or representative from each of the 3 Forces. The most recent Steering Board meeting took place at the beginning of June.
34. Two areas that were as points of interest for further understanding were:
 - the CMPG POCA / Asset seizures and what the percentage split of monies returned to each Force was, and;
 - Warwickshire Police's non-membership of CMPG and the additional costs (if any) that fall to the other three Forces' as a result of them not being part of the group.
35. Deputy Commissioner Yvonne Mosquito and Police and Crime Commissioner Matthew Ellis agreed to look into these matters in more detail.

Collision Investigation Unit (CIU)

36. The CIU is a two Force (West Midlands and Staffordshire) collaboration which went live in July 2012. This Unit deals with all fatal and life changing serious Road Traffic Collisions within both Force areas. It is part of the bilateral uniformed operations collaboration agreed by West Midlands Police Authority and Staffordshire Police Authority and their respective forces.

37. This collaboration is currently subject of a formal review (including a review of resourcing) which will be completed within the next few weeks. The initial findings are positive in that the unit is performing well and has received positive feedback both internally and externally in relation to the quality of investigations since July.
38. Due to the size of the geographical area of the two Forces, CIU operates from two bases in Perry Barr and Stafford, with officers and staff from the two Forces working from their respective bases. Although this may appear as if the two units are working in isolation in practice there are regular examples of joint working across the two sites.
39. One area that highlights the benefit of this two Force CIU collaboration is the work that is currently being developed in relation to making full use of the KSI data from those collisions that the CIU deal with in a far more preventative way. An example of this is a local issue around failure to wear seatbelts. This has been identified within our CIU and discussed nationally within the ACPO Roads Policing portfolio where it has also been acknowledged as a national issue. Members of the CIU are now working with local officers, West Midlands Roads Policing and the community to address this issue.

Vehicle Recovery

40. This area of business was due to collaborate in September 2013, the delay being caused by the need to obtain a joint contract. West Midlands Police can, however remain in its existing contract with no additional cost to the force.
41. There are no savings to the force in collaborating in this area, and the force will benefit more from remaining independent as it can increase its revenue from seized vehicles which could not be done if we collaborated.
42. It is recommended that collaboration in this area is not progressed at this time.

Central Region Air Support Unit (CRASU)

43. CMPG currently has line management responsibility for the air units within the West Midlands and East Midlands regions including the Birmingham base. Work continues to prepare the CRASU for a smooth handover to the National Police Air Service (NPAS) on 2nd October 2013.
44. Governance of the CRASU is by a Steering Group which consists of ACC Dee Collins and ACC Gary Cann which meets three-monthly. ACC Collins is also the Greater Midlands representative on the NPAS Independent Assurance Group and Greater Midlands also have a PCC (Warwickshire's Ron Ball) and Chief Constable representative on the NPAS Steering Board.
45. There are still a number of concerns with NPAS which are being raised and debated within the above strategic meetings. In summary the two key issues are:
 - Budget – NPAS is already over budget for this financial year and it is not yet clear how it plans to make the necessary savings without impacting on levels of service or increased cost to individual Forces
 - Speed of deployment – there is currently a noticeable delay in the speed of deployment from receipt of the request to the 'lift off' of the air unit. This

particular issue is being worked through by the NPAS Strategic Management Team which is confident that it can be addressed.

46. Although CRASU is managed by CMPG on behalf of the West and East Midlands, the lead PCC is Warwickshire's Ron Ball who is not represented on the CMPG Executive Board.

Regional Organised Crime Unit

47. The Home Office's *Strategic Policing Requirement* (Nov 2012) defines the responsibilities of PCCs and Chief Constables to deal with serious organised crime, recommending greater collaborative working to maximise effectiveness.
48. Chief Constable Creedon (ACPO Lead for Serious & Organised Crime) conducted a peer review of ROCUs in March 2012 and made recommendations on the governance, structure, capacity and capability of ROCUs in readiness for the National Crime Agency being established in October 2013.
49. CC Creedon's subsequent ACPO '*ROCU Core Capabilities Report*' refers to the vision of a single consistent ROCU structure with the ability to work upwards in support of national agencies and downwards towards all local forces and neighbourhoods.
50. The national ROCU Core Capabilities programme aims to:
 - Implement the ACPO ROCU core capabilities model across England and Wales (Twelve "core capabilities" identified: Regional Asset Recovery Team, Cyber Crime, Regional Intelligence Unit, Regional Confidential Unit, Covert Policing, Regional Fraud Team, Technical Surveillance, Protected Persons, e-Forensics, Operational Security, Government Agency Intelligence Network, Regional Prison Intelligence Unit)
 - Further enhance the national policing landscape
 - Assist delivery of the Strategic Policing Requirement
 - Ensure local policing can work with the National Crime Agency and other national law enforcement agencies
51. The West Midlands Regional Organised Crime Unit (WMROCU) services West Midlands Police, Staffordshire and the Warwickshire/West Mercia alliance. Chief Constables agreed that West Midlands Police manage WMROCU on a lead force basis, with appropriate funding from each region being provided. The governance and accountability framework is currently being designed.
52. WMROCU currently consists of the following functions:
 - Regional Intelligence Unit
 - Regional Prison Intelligence Unit
 - Regional Asset Recovery Team
 - Government Agency Intelligence Network (GAIN)
53. In March, West Midlands Regional Chief Officers agreed the regional Crime Assistant Chief Constables should produce a strategic framework to develop the WMROCU. That framework has seen a WMROCU Change Board established to develop the regional ROCU, the chair of which being ACC Crime West Midlands Police.

54. The WMROCU Programme has started to develop the regional ROCU as directed by the Change Board. The objective is to ensure the West Midlands region has the ability to share data, intelligence and personnel to enable it to operate effectively as a region, in order to deliver its UK responsibility in relation to Serious, Organised and Complex Crime and operate effectively in collaboration with the National Crime Agency and other statutory agencies.
55. Initial development will deliver the following additional regional functions:
- UK Protected Persons Service
 - Regional Confidential Unit
 - Fraud Team
 - Cyber Crime
56. Further functionality will be scoped and included in additional phases of the programme.
57. Thanks to an additional grant (part of a national Home Office programme), the budget for ROCU has approximately doubled for 2013/14 to £3m. The purpose of the additional funding (amounting to £2m, which had to be matched, albeit potentially with “in kind” resources) is to support the development of ROCUs with the full suite of core capabilities. It is unclear whether this increase in funding will continue or what the ROCU budget for 2014/15 and beyond will be. The ROCU, and the additional 2013-14 funding, is part of the agenda for the meeting of PCCs, Chief Constables and Chief Executives on 15 July.
58. On 24th June 2013, as a result of a current vacancy for the Head of WMROCU, the four West Midlands region Chief Constables discussed the relationship between the ROCU and CMPG and opportunities that there may be moving forward for the region. The decision is to retain the two units (CMPG and ROCU) as separate entities with separate reporting lines, locally, regionally and nationally, under a single commander as an interim measure. ROCU's Chief Superintendent is retiring shortly and the Head of CMPG has the skill set to manage ROCU in the interim whilst work on the operating model continues.

Other existing collaboration

59. For a number of years West Midlands Police has provided payroll and police pension services for Warwickshire. From April 2013 we will provide this service for a further 2 years when it will again be subject to review.
60. Public Order training for the region is conducted at Cosford as a collaboration between all 4 regional forces. This arrangement has been running for over 10 years. The training team is made up of officers from all forces.

Potential future collaboration

61. The Police Reform and Social Responsibility Act places duties on Police and Crime Commissioners and Chief Constable to keep under review opportunities for future collaboration to improve the efficiency and effectiveness of one or more police forces.

62. The force is always open to the opportunity to collaborate, however after PBB we have a clear understanding around our service requirements, and any future collaboration should deliver benefits above and beyond what we can achieve as a force on our own.

Potential collaboration: Forensics

63. Staffordshire Police and West Midlands Police have been investigating collaborative working within the Forensics business area. Engagement with West Mercia and Warwickshire has been conducted but at this stage there is no commitment to join the collaboration project.
64. Some initial work has been jointly completed, and the key service similarities and differences between the two forces have been examined and presented to the Collaborative Programme Board on 08/01/13. Early indications are that there is limited opportunity to achieve significant cost savings and improve service level delivery within West Midlands Police of a two force collaboration. However, in order to fully outline potential cost and service benefits, in-depth work is required to start to agree a set of joint service levels between the two forces and understand current business process. This work will require the continued investment of resource from both forces including existing Business Leads and Analysts. The project team are awaiting a formal agreement from Programme Board to continue with this work, which will be discussed at this week's meeting.

Potential collaboration: Metropolitan Forces Buying Group

65. Nationally mandated procurement, in vehicles and personal protective equipment for example, has proved unsatisfactory. Most notably the variation in specifications between smaller and more rural forces and their urban counterparts has been problematic. For example, the national specification for motorway patrol vehicles fails to adequately reflect operational practice in the West Midlands whereby responsibility for carriage of bulky equipment is shared with the Highways Agency, thereby reducing the carrying requirement for police vehicles. Therefore, the national specification required an estate vehicle which precluded significant UK suppliers. Furthermore, the Metropolitan Police Service was exempted for the procurement. National procurement of personal protective vests has led to significant delays.
66. Equipment procurement is a small part of total policing budgets (which are driven by personnel costs), so reduced procurement costs are not a panacea for the wider financial challenge. However, shared procurement can offer reduced costs at the margin and smooths progress towards greater interoperability.
67. A metropolitan forces buying group offers potential for forces with similar requirements to develop common specifications that meet their particular needs. The Police and Crime Commissioner is considering an approach PCCs in other metropolitan forces to develop proposals for such a group.
68. Some collaborative procurement processes at regional and national levels already exist, saving an estimated £4 million in recent years.

Potential collaboration: Commissioning of health services

69. Recent experience of the commissioning and provision of Sexual Assault Referral Centres in the West Midlands and Warwickshire exposed weaknesses in the commissioning processes, with different specifications set that undermined

potential for cross-border referral of victims. A shared approach to specification setting has potential advantages in the commissioning of other health services, such as mental health screening for detainees. The Commissioner is proposing further exploration of potential joint commissioning with other regional PCCs to enable more effective joint working and potential cost savings.

Other national collaboration

70. *Police ICT Company (PICTCo)*. As reported to the meeting of the Strategic Policing and Crime Board on 14 May, the Chief Information Officer has been engaged in some of the shaping and thinking for the development of PICTCo, however the service entity is still in the forming stage, with little detail emerging.
71. *National Innovation Fund*. In the Comprehensive Spending Review the Chancellor announced a £50m “innovation fund” for police forces to: “work jointly with each other and local authorities. This will enable Police and Crime Commissioners to invest in innovative approaches to improve policing and deliver further efficiencies in the future”. Further information will be provided to the PCC as the fund is established.

FINANCIAL IMPLICATIONS

72. Total anticipated cashable and non-cashable savings arising initially from the criminal justice services collaboration with Staffordshire Police amount to £1.82m.
73. Total cashable and non-cashable savings arising from the proposed uniformed operations collaboration with Staffordshire Police amounted to approximately £700,000 initially.
74. Collaborative procurement to date has saved West Midlands Police an estimated £4 million.
75. Budgets for WMROCU beyond 2013-14 are not set.

LEGAL IMPLICATIONS

76. Section 22B and 22C of the Police Act 1996 (as amended by the Police Reform and Social Responsibility Act 2011) place on Chief Constables and Police and Crime Commissioners comparable duties to keep collaboration agreements under review. Where a Chief Constable or Police and Crime Commissioner see instances where collaboration could advantage the “efficiency or effectiveness” of one or more forces, they have a duty to notify potential collaborative partners.
77. Section 23FA of the Police Act 1996 (as amended by the Police Reform and Social Responsibility Act 2011) gives the Home Secretary reserve powers to require collaboration between police forces in relation to entire classes of police activity.

RECOMMENDATIONS

78. The Board is asked to consider the report, noting the update on existing collaborations and the potential for future collaboration.
79. It is recommended that the Criminal Justice collaboration should continue at this stage.

80. It is recommended that the CMPG collaboration should continue, keeping in view the review of the Collision Investigation Unit and the possible cost implications of Warwickshire not being part of this agreement.
81. It is recommended that the Programme Board consider the forensics work and make a recommendation in relation to the business case.

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