

NOT PROTECTIVELY MARKED

Options for Change

Appendices to the Joint Outline Business Case



6th July 2010

Bedfordshire Police and Hertfordshire Constabulary

NOT PROTECTIVELY MARKED

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Appendix A. Strategic Case

A.1. The following content refers to section 2.4.10 Summary Performance Context.

Table 1: PROTECTIVE SERVICES THREATS AND RISKS TO BEDFORDSHIRE AND HERTFORDSHIRE POLICE FORCES

	Bedfordshire	Hertfordshire
Serious and Organised Crime	<p>Whilst work is ongoing to further understand the extent and influence of Serious and Organised crime, in October 2009 the Force estimated it had 47 OCGs operating within its borders. This is approximately 13% of the 349 OCGs thought to be based in the Eastern Region. This excludes those based outside the region but affecting the Force. The Force has a dedicated Serious and Organised Crime Unit.</p> <p>The threat arising from such criminality is thought to be dominated by illegal drug trafficking and Serious Acquisitive Crime such as organised vehicle crime. There are good examples recently such as Operation Paddle which emphasise the link between OCGs and serious harm in communities. The Force also identifies Fraud and 'globalisation'. The comparative threat posed to Bedfordshire by Serious and Organised Crime has been assessed to be low to medium. The overall threat from kidnap is currently assessed as low to average, the risk of life threatening crime is above average (but the overall risk is still assessed as low) and the comparative risk of Serious Acquisitive Crime is above average.</p> <p>As a result of improvement initiatives, over the past three years the proportion of serious offences occurring in Bedfordshire compared to Hertfordshire such as burglary dwelling, kidnap and vehicle crime has reduced.</p> <p>Inspection: The Force was not graded for the inspection on Serious and Organised Crime in 2008 but identified as one of eight forces in the country as requiring greater investment in this area of Policing. The Force is assessed as being 'fair' in relation to the Police Report Card area of Protection from Serious Harm.</p> <p>Improvement Planning: Bedfordshire has made the required investment through sustaining its own capability and increases to the regional capability. The Force has increased resources directly tackling Serious and Organised Crime by £1.2m over the last two years equating to an increase of 25 officers and staff. It is therefore able to tackle a higher</p>	<p>Similarly to Bedfordshire, work is continually ongoing to assess the extent and influence of Serious and Organised crime. In December 2009 the Force estimated it had 71 OCGs based in the County. This is approximately 20% of the 349 OCGs thought to be based on the Eastern Region. This excludes those based outside the region but affecting the Force. The Force has a dedicated Serious and Organised Crime Unit.</p> <p>In terms of key crime areas that the Force believes it is at risk from are increasing kidnaps, threats to life, enforcement activity around criminal vendettas and unknown levels of criminality from non UK nationals. Considering the relatively high population of Hertfordshire the overall threat from kidnap is judged to be low to average, the threat from life threatening crime is relatively low and the comparative risk of serious acquisitive crime is average.</p> <p>Inspection: The Force was not graded for the inspection on Serious and Organised Crime in 2008. The Force was not identified as one of eight forces as requiring greater investment in this area of Policing. The Force is assessed as being 'good' in relation to the Police Report Card area of Protection from Serious Harm.</p> <p>Improvement Planning: Hertfordshire has invested very significantly in Protective Services areas including the tackling of Serious and Organised Crime. Key improvement areas include ensuring that the Force is targeting work on the most serious areas of risk and potential harm, building a new Central Intelligence Unit capability, broadening the use of tactical options including ANPR, improving the capacity for and speed of computer examinations, improving performance around Asset Recovery, improving offender control capability and actively pursuing collaboration possibilities with Bedfordshire and the Region.</p>

	Bedfordshire	Hertfordshire
	<p>number of OCGs at any one time compared to previously. Key improvement areas include improved analytical support alongside the appointment of a Principal Intelligence Analyst (now in post), improving links with local Neighbourhood Policing Teams partners around community intelligence and, community profiles and actively pursuing collaboration possibilities with Hertfordshire and the Region.</p>	
Major Crime	<p>The remit of the Bedfordshire and Hertfordshire Major Crime Unit (BHMCU) has recently been standardised across both Forces and is to deal with a wide range of serious crimes including homicide, attempted homicide, kidnap, extortion, series stranger rape, series armed robbery and product contamination. The inception of the BHMCU has delivered an increase in resilience and greater efficiency. The unit has 141 members of staff and does not abstract from BCUs. At December 2009, the BHMCU had an investigative workload of 53 enquiries including homicide, kidnap, a series of armed robberies and historical unsolved major crimes. Figures between 2002 and 2009 reveal an average of 8.2 murders annually in Hertfordshire and an average of 7.5 murders in Bedfordshire totalling an average of 15.7 murders across the two counties. However 2010 has seen a rise in homicides and there have been 12 murders across the two counties in the first 6 months of the calendar year of which 10 have been located within Hertfordshire. Whilst there is nothing to suggest a continuation of higher levels, as they are not thought to be linked to gang related activity for example, it does show the level of resilience now provided by the unit.</p> <p>Both Forces historically have an excellent record of detections for murder offences. The last undetected murder in Bedfordshire occurred over a decade ago. One case within the past decade has an “unresolved” status as the murder conviction originally obtained in the case was later overturned in the Court of Appeal. The last undetected offence of murder in Hertfordshire occurred in January 2004.</p> <p>A principal risk to any dedicated major crime unit is resourcing it appropriately to achieve the right balance between value for money for the community and resilience in dealing with an unpredictable workload. The collaboration between Bedfordshire and Hertfordshire has been a significant benefit in mitigating risks to both Forces. If Hertfordshire had faced the increase in homicide levels seen in 2010 without a collaborated unit in place this would have placed significant resource implications on operational policing teams in Hertfordshire as a result of abstraction to Major Incident Teams. This in turn is likely to have impacted on Force performance. More tactical threats include the development of resilience to meet the potential rise in kidnaps particularly within emerging communities, the threat of displaced criminality from London and succession planning for all roles in the BHMCU.</p> <p>Inspection: Major Crime was assessed by HMIC in both Forces as ‘meeting the standard’ in 2008.</p> <p>Improvement Planning: The BHMCU has a joint business plan and an agreed set of objectives which are to deliver the highest standards for homicide and Major Crime investigations, reduce Most Serious Violent crime, increase peoples’ feelings of safety by improving Public Confidence and satisfaction, bring more offences and serious offenders to justice, assist in tackling crime, disorder and anti-social behaviour issues of great importance in each locality and invest in the retention and development of staff.</p>	
Critical Incidents	<p>Overall the force assessment of the risk posed by critical incidents is that it is medium or the average level faced by most United Kingdom forces. Analysis of recorded critical incidents shows that the rate is not increasing but remaining relatively stable at around 15 incidents per month across the Force area. Analysis also reveals that the threat does not apply disproportionately to any particular</p>	<p>Hertfordshire has significant capabilities in relation to managing Critical Incidents but has identified some risks in the ability to deal effectively with critical incidents, inability to recognise emerging critical incidents and inability to distinguish between critical incidents and major incidents. Risks exist in relation to the management of critical incidents, training and</p>

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	<p>section of the community. However local demographic factors such as diversity and density of population can be factors in declaring an incident critical. Luton Division covers a smaller geographic area, has approximately one third of the population of the entire county, greater diversity in its resident population and is disproportionately subject to small scale Critical Incidents.</p> <p>Inspection: The Force was not graded on Critical Incidents when inspected in 2008 and no specific recommendations were made as a result of the inspection but improvements were identified around training, intelligence gathering and links with the Independent Advisory Group (IAG).</p> <p>Improvement Planning: The Force Mobilisation Plan has been signed off and key improvements include reviewing and improving risk assessment and risk management, especially in the collection and analysis of community intelligence, extending Critical Incident Training to staff such as Switchboard Operators and Enquiry Office Staff and Introducing processes to improve fast-time gathering of intelligence from Critical Incidents. Collaboration with Hertfordshire in the Major Crime area continues to provide resilience and a 'smoothing' of the demand profile by putting in a place a larger team covering a wider area better matching resources to workload.</p>	<p>continued professional development, support frameworks, resilience, increase in demand with the Olympics and increase in demand with associated protests.</p> <p>Inspection: The Force was not graded on Critical Incidents when inspected in 2008. Whilst a number of strengths were highlighted, some risks were also identified in terms of critical incident management.</p> <p>Improvement Planning: Key improvement activities include reviewing the implementation of the Critical Incident Database, further use of NPIA training packages, ensuring the management of Critical Incidents is linked to the Force Business Continuity Plans, the development of a 'Master-class' in decision log writing, the development of links with the Mobile Data Project, the development of inter-agency co-operation including the Ambulance Service and the evaluation of debriefing software packages. Collaboration with Bedfordshire in the Major Crime area continues to provide resilience and a 'smoothing' of the demand profile by putting in a place a larger team covering a wider area better matching resources to workload.</p>
<p>Civil Contingencies and Emergency Planning</p>	<p>A combined Bedfordshire and Hertfordshire Civil Contingency and Public Order Planning Unit became operational on 1st September 2009 and a joint Casualty Bureau capability went live at the same time. The greatest risks which Bedfordshire Police are required to plan for are listed in the Community Risk Register (CRR) which is compiled nationally and assessed by all partners in the Bedfordshire and Luton Local Resilience Forum (BLLRF). All risks are assessed for likelihood of occurrence and impact of a failure to have proper plans in place. The eventualities that are currently assessed as firstly most likely to occur and secondly entailing the greatest risk of harm to community include flooding, civil aviation emergency at London Luton Airport and terrorist Incidents. Hertfordshire identify the greatest risks that are listed in the Community Risk Register which is compiled by all partners in the Local Resilience Forum (LRF) to include fuel and energy shortage and terrorist Incidents. In addition to this, Hertfordshire have identified some internal risks around capability in the event of a major incident. Both Forces have had risks identified previously in relation to their Strategic Co-ordination Centre capabilities but these have now been largely addressed (see 'improvement planning'). Hertfordshire do have some risks identified in relation to their Forward Command Capability.</p> <p>Hertfordshire is hosting a venue for the Olympic Games and both forces are supporting the national requirement around this event.</p> <p>Inspection: Neither Bedfordshire or Hertfordshire were graded on Civil Contingencies when inspected in 2008, and no specific recommendations were made as a result of the inspection.</p> <p>Improvement Planning: The collaborated unit has a joint business plan and key recent improvement initiatives include the SCC capability, improving information sharing protocols with partners, establishing CBRN capabilities which has now been achieved, ensuring readiness for the Olympics in 2012 and the distribution of business continuity information to officers and staff in both Forces.</p>	

	Bedfordshire	Hertfordshire
	<p>Hertfordshire has fully addressed previous risks in relation to their Strategic Co-ordinating Centre and risks relating to this in Bedfordshire have been significantly mitigated through the shared use of the Hertfordshire facility.</p>	
Public Order	<p>Bedfordshire and Hertfordshire collaboration on Public Order planning and training commenced on 1st September 2009. For 2009/10 data up to December 2009 there were 35 PSU operations in Bedfordshire and 23 in Hertfordshire. The threat of serious public disorder in Bedfordshire and Hertfordshire is currently nationally assessed as low although the risks were increased previously by the threat of right wing extremism following protests at a military homecoming parade in Luton. The Forces maintain a substantial capacity to deploy police support units to deal with public disorder on the basis of contingency. The threat from right wing protests against Islamic Extremism has required the deployment of significant public order assets. The threat from single interest pressure groups requiring the deployment of limited public order assets remains moderate. The most prominent threats locally may arise from those who oppose the expansion of London Luton Airport, the NIRAH site at Bedford, science parks at both Bedford and Stevenage and the proposed rail freight terminal at Radlett. Another major source of public order support unit deployment is at sporting events. Within Bedfordshire and Hertfordshire this arises from the matches played by Football Clubs at Luton, Watford and Stevenage. The county of Bedfordshire does contain one of a very limited number of model response sites nationally in regards to CBRN; London Luton Airport. Any major CBRN incident would be anticipated to attract substantial resources on mutual aid. Nevertheless the Forces are tasked nationally from the centre to maintain a cadre of 8 CBRN trained PSUs and some additional firearms CBRN capacity. The two forces are currently on target with the number of trained officers in this strategic reserve. Both Forces continue to plan for the potential threat arising from the Olympic Games in 2012.</p> <p>Inspection: Neither Bedfordshire or Hertfordshire were graded on Public Order when inspected in 2008 although in both Forces a number of risks were highlighted in relation to Public Order.</p> <p>Improvement Planning: The collaborated unit on public order planning has a joint improvement plan and key activities identified include continuing to develop PSU driver training, improving the strategic threat and risk assessment processes, improving information sharing protocols with partners, ensuring that robust and documented mobilisation procedures are in place, developing the capability for level 2 intelligence products and developing structured debriefing procedures. Public Order training including the monitoring of training is now the responsibility of the joint unit and this will assist the overall management and coordination of Public Order training across the two Forces and forms part of the newly agreed joint force policy on PSU training.</p>	
Strategic Roads Policing	<p>Threat harm and risk in this area is dominated by the casualty rates on the road network. Road traffic collisions remain the largest cause of unnatural death in the county, a position mirrored across all areas of the UK. Killed and Seriously Injured (KSI) rates are still generally reducing year on year but the rate of improvement has become shallower recently. During 2009/10 the Force recorded 248 KSIs just above the 12 month target of 246. In terms of comparison performance and for data to August 2009 Bedfordshire was 5th in rank position within the MSF with a level per thousand vehicle kilometres travelled very close to the MSF average. The Force identifies a risk around a restriction on the ability of the Roads Policing Unit to conduct relevant enforcement work due to abstractions and a need to increase the capacity of the force to pursue persistent motoring offenders</p>	<p>Hertfordshire continues to deliver year on year reductions in Killed and Seriously Injured (KSI). The Force is awaiting confirmation of recent data and the latest projected out-turn for 2009/10 indicated that the Force would meet its reduction target for the year (417 against a 12 month target of 443). In terms of comparison performance and for data to August 2009 Hertfordshire was top of the MSF with a level per thousand vehicle kilometres travelled lower than the MSF average. Specific threats identified by the Force include road works on strategic networks. There is a three year staged closure of the A1M tunnel and this will have an impact on the community due to diversion routes. There is also the widening of the M25 which will impact on the strategic roads network. The Force also highlights that there has also been an increase in emerging communities</p>

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	<p>much more relentlessly both to target criminals and to promote greater public confidence in the Fixed Penalty Notice system.</p> <p>Inspection: There has been no recent HMIC inspection regarding Road Policing but the Force is assessed as ‘fair’ in terms of reducing road deaths and injuries.</p> <p>Improvement Planning: Key improvement activities include widening the resilience and use of ANPR technologies including contributing more effectively to the effort against cross border and serious organised criminality, an ongoing operation to seize uninsured motor vehicles as a means of targeting the most anti-social motorists, relocation of the Bedfordshire and Luton Casualty Reduction Partnership away from Manton Lane to reduce partnership accommodation costs, a joint vehicle recovery contract with Hertfordshire and scoping for further collaboration with Hertfordshire.</p>	<p>and that this has had an impact on Road Traffic Collisions.</p> <p>Inspection: There has been no recent HMIC inspection regarding Road Policing but the Force is assessed as ‘good’ in terms of reducing road deaths and injuries.</p> <p>Improvement Planning: Key improvement activities include scoping for further collaboration with Bedfordshire, a joint vehicle recovery contract with Bedfordshire, the completion of the Force Road Death Reduction Strategy with profiles completed on the top four risk areas identified in the Strategy, a review of shift patterns and the widening use of a centralised ANPR function.</p>
Public Protection	<p>Bedfordshire maintains a dedicated, centralised Public Protection Unit (PPU) which provides a specialist investigation facility around child abuse, rape and related Serious Sexual Offences, sex offender management, on line investigation and vulnerable adults including risk assessment and victim care in relation to Domestic Abuse and Missing Persons. The Force has identified risks in relation to child abuse case workload and supervision ratios. Due to increased confidence in reporting rapes with the introduction of a new Rape Investigation Unit in 2009, workload has increased. Detection rates have improved for Serious Sexual Offences and for the 2009/10 performance year the Force was operating at a detection rate of 26% the same as the MSF average and 5th in rank position. The Force identifies rising numbers of registered sex offenders that it needs to deal with. The Missing Persons Unit engaged to deal with vulnerable young adults has been successful in cutting the number of repeat Missing Persons. Demands in relation to Domestic Abuse are showing a modest increase. A further threat in this area is the increased level of honour based violence reported. The Vulnerable Adult Investigation Unit workload has increased significantly over the past four years. In addition the complexity of cases is increasing with a number of financial abuse referrals involving theft or fraudulent acquisition.</p> <p>Inspection: Protecting Vulnerable People was</p>	<p>Hertfordshire has Public Protection functions which provide specialist investigation for Sexual Offences, Offender Management, Domestic Abuse, Missing Persons, Child Protection and co-ordination with MAPPA. In October 2009, the Force centralised its core Public Protection function. The Force has an increasing trend of Domestic Abuse crimes and incidents and specific risks are highlighted around an increase in referrals for child abuse images from the Internet and associated examination of computers and media, an increase in the number of registered sex offenders to manage in the community, a lack of partnership funding for Domestic Abuse services alongside rising crimes and incidents and an increase in the number of serious case reviews in safeguarding children. Domestic abuse crime is showing year on year increases in the County. The Force has increased resources in the Child Abuse Investigation and Paedophile Investigation Units and has created an Honour Based Violence and Forced marriage Coordinator reflecting a growing focus in this area of criminality. Performance during 2009/10 in relation to the investigation of Serious Sexual Offences was a 29% detection rate which placed the Force 3rd in MSF rank position and above the MSF average of 26%.</p> <p>Inspection: The Protecting Vulnerable People inspection in 2007 assessed the Force as ‘good’ for delivery of Child Abuse Investigation and</p>

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	<p>assessed in 2008 by HMIC and judged to be 'fair'. There are no outstanding recommendations from the inspection. HMIC are planning a round of detailed inspections around Serious Sexual Offences and Rape.</p> <p>Improvement Planning: Resources have been increased in the PPU to deal with threats identified. There is ongoing work within the Force to review the management and co-ordination of Missing Persons to reduce risks identified. Other key improvement activities include new accommodation for the Southern PPU at Dunstable (Eastern Avenue) to increase resilience and address risks identified around supervision, establishment of a Sexual Assault Referral Centre in Bedfordshire, development of Force Strategy around Every Child Matters agenda and alignment of the PPU Domestic Abuse and Child Abuse teams with the new unitary authorities in North and Central Bedfordshire.</p>	<p>Missing Persons and 'fair' for Public Protection and Domestic Abuse. HMIC are planning a round of detailed inspections around Serious Sexual Offences and Rape.</p> <p>Improvement Planning: The Force has implemented a new centralised Public Protection Unit to focus resources and improve delivery around Public Protection capability. All courts in Hertfordshire are nationally accredited to deal with Domestic Violence. The Force has expanded Sexual Assault Referral Centres across the County and processes are in place to ensure lessons learnt are effectively debriefed across the Force from Serious Case Reviews.</p>
Terrorism and Domestic Extremism	<p>Bedfordshire is classed as a relatively high risk area in regards to International Counter Terrorism. The threat is focused on radicalisation, terrorist fundraising and facilitation. Luton and Bedford are recognised as Preventing Violent Extremism (PVE) sites with the former ranking highly on areas of national significance. The presence of an International Airport in Luton adds to the threat and risk in this regard. It is both a potential transit point to anywhere in the world and a potential target in its own right as London's fourth airport. Bedfordshire is classed as relatively low risk in regards to Domestic Extremism. There are low risks around Animal Rights extremist protest in regard to Oakley Hunt and a proposed mid county NIRAH site. There are low risks around environmental extremists opposed to any expansion in air travel including the expansion of London Luton Airport. Right wing political extremists currently represent a moderate risk in Bedfordshire's multi-cultural towns, principally directing campaigning activities towards Luton.</p> <p>Inspection: HMIC has conducted 'light touch' reviews of the PROTECT and PREVENT strands of CONTEST. These did not result in Force grades being awarded but identified common themes across the country.</p> <p>Improvement Planning: A joint team has been formed with Hertfordshire to review capability and capacity with a view to collaboration in this area of</p>	<p>Nationally, Hertfordshire is classed as a relatively low risk area, although Watford and St Albans are recognised PVE sites. The Force response is proportionate to that assessment. The main area of risk is seen as the Force's continuing ability to develop comprehensive and effective community networks which allow them to accurately understand individuals or groups who pose a risk of harm because of extremist views or activity. The Force has a good network of community contacts at BCU and at a corporate level but these are not sufficiently robust enough to allow for accurate identification of risk. The main strategic threat facing Hertfordshire continues to be from International Terrorism (ICT) in particular in relation to the PREVENT and PURSUE strands of CONTEST. The nature of the ICT threat in Hertfordshire is focused on radicalisation, terrorist fundraising and facilitation. In relation to Domestic Extremism, extreme right wing (XRW) related activity has increased in the past six months in a number of areas across the county. This has included leafleting by the British National Party and the British First Party, incidents of XRW graffiti and anti-Semitic incidents. The towns most affected include Watford, Oxhey, Radlett, Bushey, Borehamwood, Hatfield and Brookmans Park. It is possible that XRW activity will continue and possibly increase in the near future due to ongoing Counter-Terrorism trials and the current</p>

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	<p>Protective Services. Other improvement activity includes developing new briefing tools for neighbourhood officers, continuing to develop the PREVENT strand in relation to community intelligence and embedding the transfer of London Luton Airport policing within the Protective Services directorate of the Force.</p>	<p>economic climate. XRW groups may seek to gain political advantage with the prospect of rising unemployment using this as an argument against foreign workers and immigration.</p> <p>Inspection: HMIC has conducted ‘light touch’ reviews of the PROTECT and PREVENT strands of CONTEST. These did not result in grades being awarded but identified common themes across the country.</p> <p>Improvement Planning: A joint team has been formed with Bedfordshire to review capability and capacity with a view to collaboration in this area of Protective Services. Other improvement activity includes training at all levels in the organisation and continuously working with other forces within the region. The Force has signed up to the Memorandum of Understanding between the six Eastern Region forces with particular attention to mutual aid around terrorist activity. The main focus of the Government’s CONTEST strategy has been the PREVENT element and this will continue in 2010 particularly in relation to links with community based teams.</p>
Firearms	<p>A joint Bedfordshire and Hertfordshire Firearms Support Unit was introduced in July 2009 and operates from Hertfordshire Police Headquarters in Welwyn Garden City and Bedfordshire Police Headquarters in Kempston. Overall the risk from the criminal use of firearms in Bedfordshire and Hertfordshire is assessed as low. Criminal use of firearms during the commission of offences is low and discharge of firearms during the perpetration of crimes is extremely rare. Firearms officers are much more frequently deployed to reports of persons in possession of knives or other bladed weapons. Intelligence indicates a significant number of OCGs in Bedfordshire and Hertfordshire have access to firearms and that imitation firearms are also becoming more prevalent. There are a large number of shotgun license holders in Bedfordshire and Hertfordshire although offences involving these license holders are very rare. The firearms capability is maintained primarily on a contingency risk assessed basis that is a judgement of the capability and capacity needed to deal with a worst case scenario in either of the two counties.</p> <p>Inspection: Bedfordshire was awarded its NPIA licence in February 2008 and it was awarded to Hertfordshire in June 2009.</p> <p>Improvement Planning: The Joint Bedfordshire and Hertfordshire Firearms Support Unit has now achieved a joint training licence. Other ongoing developments include targeted patrol activity with partners to impact on high priority crimes including serious assaults in town centres, drugs offences and Serious Acquisitive Crime and to provide a pre-planned and on call capability to react to fast time intelligence.</p>	

Source: Bedfordshire Police and Hertfordshire Constabulary

Table 2: NEIGHBOURHOOD POLICING PERFORMANCE IN BEDFORDSHIRE AND HERTFORDSHIRE POLICE FORCES

	Bedfordshire	Hertfordshire
Neighbourhood policing	<p>Performance: The Force has fully implemented Neighbourhood Policing. The Force operates with 87 Neighbourhoods, 35 Safer Neighbourhood Teams (SNT) and 10 Inspector Led Neighbourhood Areas covering the 3 CSP areas in the County. This structure is supported by a central 'Embedding Team' within K Division. The Force is meeting its targets for abstraction of staff from Neighbourhood Teams and is judged as 'fair' in terms of maintaining a visible presence in Neighbourhoods according to the Police Report Card.</p> <p>Inspection: The Force was assessed as 'meeting the standard' when it was inspected in 2008.</p> <p>Improvement Planning: Key development areas for the Force include a new SNT system which will assist in the capture and management of local information and profiles, improve the marketing of NP especially to BME communities and the communication of local initiatives and successes, further develop community profiles and engagement with communities and continue to embed dedicated community intelligence functions. The Force is also seeking to improve its recording of abstraction through the new SNT system.</p>	<p>Performance: The Force has fully implemented Neighbourhood Policing. The Force operates with 94 Neighbourhoods, 29 Neighbourhood Teams and 12 Inspector led Neighbourhood areas covering the 10 CSP areas within the County. This structure is supported by a central Citizen Focus section. The Force is meeting its targets for abstraction of staff from Neighbourhood Teams and is judged as 'fair' in terms of maintaining a visible presence in Neighbourhoods according to the Police Report Card.</p> <p>Inspection: The Force was assessed as 'meeting the standard' when it was inspected in 2008.</p> <p>Improvement Planning: Development areas for the Force include improving neighbourhood profiles, enhancing training and processes around the capture of community intelligence, sharing good practice in terms of joint problem solving activity, further training on problem solving methodology and investigating options for aligning Neighbourhoods to the 77 County Council electoral boundaries. The Force has identified previously risks associated with meeting the demanding availability targets for Neighbourhood Officers and variable supervision levels across Neighbourhood Teams.</p>
Confidence	<p>Performance: For latest data from the British Crime Survey to the end of December 2009, the Single Confidence measure (SPI 2.2) 'Police and Council dealing with crime/ASB' stood at 48.4%. This places the Force close to the middle in the national rankings, below the national average of 50.3% and sixth in the MSF. The trend is upwards and on a similar trajectory (although slightly underneath it) to that required to meet the 2012 target of 58.6%. In terms of the measure 'Police doing a good/excellent job' (SPI 2.3), the Force is currently performing at 56.3%, close to the MSF average of 57.4% and this is judged under the Police Report Card as 'fair'. Performance at CSP level in relation to the Single Confidence question asked in local surveys in Bedfordshire ranges from 61% to 74%.</p> <p>Inspection: Bedfordshire Police were inspected on the Policing Pledge by HMIC which is designed to underpin the confidence agenda in April 2009. The Force was judged to be 'fair' overall and in all</p>	<p>Performance: For latest data from the British Crime Survey to the end of December 2009, the Single Confidence measure (SPI 2.2) 'Police and Council dealing with crime/ASB' stood at 55.9%. This places the Force sixth in the national rankings, above the national average and second in the MSF. There is an improving trend although it is beginning to flatten (but it should be noted that this flattening is not statistically significant) and this is above the required trajectory to meet the March 2012 target of 61.7%. In terms of the measure 'Police doing a good/excellent job' (SPI 2.3), the Force is currently performing at 61.2%, above the MSF average of 57.4% and this is judged as 'good/excellent' as part of the Police Report Card. Performance at CSP level in relation to the Single Confidence question asked in local surveys in 2009/10 in Hertfordshire ranges from 64% to 73%.</p> <p>Inspection: Hertfordshire Police were inspected on the Policing Pledge in May 2009. The Force was</p>

	Bedfordshire	Hertfordshire
	<p>Pledge areas with the exception of responding to messages, emergency response and keeping people informed which were identified to be 'good' and areas of strength. In terms of the confidence measures in the Police Report Card it summarises the performance of the Force compared to its peers as 'fair' in all respects.</p> <p>Improvement Planning: Bedfordshire has recently set up a Confidence Delivery Board to co-ordinate improvements in public confidence. A Data Analyst has also been recruited to analyse the local drivers of confidence from the local survey. Key improvement activities relating to the Policing Pledge include a review of station opening hours, developing targeted local Policing Pledges customised for individual SNTs, improved monitoring of SNT abstraction, further developments around SNT communications, improved processes for capturing and dealing with low-level dissatisfaction and further potential developments to the appointments system.</p>	<p>judged to be 'fair' overall and in all Pledge areas with the exception of emergency response which were identified to be 'good' and an area of strength and arranging public meetings which was identified as 'poor' and an area requiring improvement. This improvement area was re-examined by HMIC in January 2010 was still judged to be 'poor' due to a perceived inconsistency in advertising and attendance of public meetings. In terms of the confidence measures in the Police Report Card it summarises the performance of the Force compared to its peers as ranging from 'fair' for perceptions of ASB to 'good/excellent' for confidence in dealing with crime and dealing with concerns.</p> <p>Improvement Planning: The Force is working in conjunction with an external research partner to further analyse the local confidence survey results which will identify key drivers of confidence locally. Key improvement initiatives in relation to the Policing Pledge include a review of station opening times, enquiry offices and access to services out of hours, further work to review shift patterns and ensure alignment with stakeholder needs, developing further the existing appointments process, improving the consistency of advertisements and attendance at public meetings, further work around general SNT communications and improving the capture and management of low-level dissatisfaction.</p>
Satisfaction	<p>Performance: Whilst there are aspects of victim satisfaction that are performing above 90% such as 'ease of contact' and 'treatment', for 12-month data to the end of December 2010 Bedfordshire is generally at the lower end of the national ranking for aspects of victim satisfaction. For satisfaction with the whole experience, Bedfordshire is second from bottom with 79.9% of victims completely, very or fairly satisfied with the service delivered above the Metropolitan Police Force which was bottom and at 77.8%. The Force is bottom in the MSF for satisfaction with the whole experience. Long term trends for satisfaction are generally relatively stable and slightly upwards in certain aspects such as 'follow up'. The Force has improved its performance in relation to satisfaction with racist incidents which now stands at 73.1%. Whilst there is a view that it is a poor performance indicator, the Force has a relatively large satisfaction parity gap between White and BME victims compared to other Forces. In the Police</p>	<p>Performance: Hertfordshire performs in the upper half of the national ranking for all aspects of victim satisfaction. In fact in certain respects it performs very well such as satisfaction with the whole experience where the Force is fourth nationally with 88.2% of victims completely, very or fairly satisfied with the service delivered. The Force is top in the MSF for satisfaction with the whole experience. Long term trends have been upwards but have generally flattened during 2009/10. The Force does have a White/BME satisfaction parity gap but it is not as large as that existing in Bedfordshire. Performance in relation to satisfaction with racist incidents is also very high nationally at 88.5%. In the Police Report Card the Force is assessed as 'excellent' compared to its peers in terms of overall service delivery but 'poor' in terms of the White/BME parity gap (although there is a view that this is a poor performance indicator)..</p> <p>Inspection: The Force was one of only three</p>

Bedfordshire	Hertfordshire
<p>Report Card the Force is assessed as ‘fair’ compared to its peers in terms of overall service delivery and ‘poor’ in terms of the White/BME parity gap.</p> <p>Inspection: The Force was graded by HMIC as ‘meeting the standard’ for Citizen Focus following an inspection in 2008.</p> <p>Improvement Planning: Key improvement initiatives include the setting up of a Gold Group to drive improvement in terms of overall satisfaction and particularly aspects such as the White/BME parity gap and satisfaction with keeping people informed. This is supported through improved data analysis on the drivers of satisfaction, the development of an enhanced customer service performance framework, customer segmentation work and the development of improved corporate standards. The Force is also developing and implementing revised customer focused processes such as coordinated call backs and improved appointments processes as part of the roll out of QUEST into Luton.</p>	<p>Forces in the country to be graded as ‘exceeding the standard’ for Citizen Focus in 2008.</p> <p>Improvement Planning: The Force is coordinating its improvement activities across the various aspects that contribute to a citizen focused approach such as initiatives linked to the delivery of the Policing Pledge and Neighbourhood Policing. The Force has initiated improvement activity in various areas such as victim journey mapping aimed at designing and delivering services that meet the needs of the people and improved monitoring processes for compliance with Standard Operating Procedures around the Victim’s Code of Practice.</p>

Crime, Detections and CSPs

Crime		
	<p>Performance: On a national level and as part of the Police Report Card published in March 2010, Bedfordshire Force is assessed as performing ‘fair’ and ‘improving’ in terms of reducing crime. For overall recorded crime Bedfordshire is mid-ranking nationally with 69.8 recorded crimes per thousand residents in the 12 months of 2009/10. The level of recorded crime is reducing over time and this reduction is statistically significant.</p> <p>In terms of the key aspects covered in the Police Report Card the Force has higher than national average recorded crime rates for vehicle crime and burglary but a lower than national average rate for violent crime. The Force is particularly challenged in the national rankings for Domestic Burglary (despite reductions of 10% and 16% over the last two years) along with metropolitan type Forces but mid-ranking for violent crime. The Force has slightly higher knife crime and Most Serious Violent Crime rates compared to national averages and there have been increases seen in overall Most Serious Violence during 2009/10. However, Bedfordshire is a Tackling Knives/Serious Youth Violence Force and the Gold Group led initiatives have resulted in a reduction in Serious Youth Violence during 2009/10 of 4% compared to the previous year and</p>	<p>Performance: On a national level Hertfordshire is assessed as part of the Police Report Card as performing ‘good’ and ‘improving’ in terms of reducing crime. For overall crime, Hertfordshire is upper ranking nationally with 64.9 recorded crimes per thousand residents in the 12 months of 2009/10. The level of recorded crime is reducing over time and the reduction is statistically significant.</p> <p>In terms of the key aspects covered in the Police Report Card Hertfordshire has lower than national average recorded crime rates for vehicle crime, violent assault, burglary and knife crime. Serious. Violent crime, including knife crime in particular is much lower than the national average in Hertfordshire. As a result Hertfordshire is not identified as a Tackling Knives/Serious Youth Violence area. The Force is assessed as ‘good’ and ‘excellent’ in the Police Report Card for suppressing gun crime and knife crime respectively.</p> <p>Hertfordshire have been able to reduce Serious Acquisitive Crime (SAC - Domestic Burglary, Robbery and Vehicle Crime) in the County although in 2010 this reduction has levelled off, but this may be influenced by seasonality issues. The Force reduced levels of overall SAC by 14%</p>

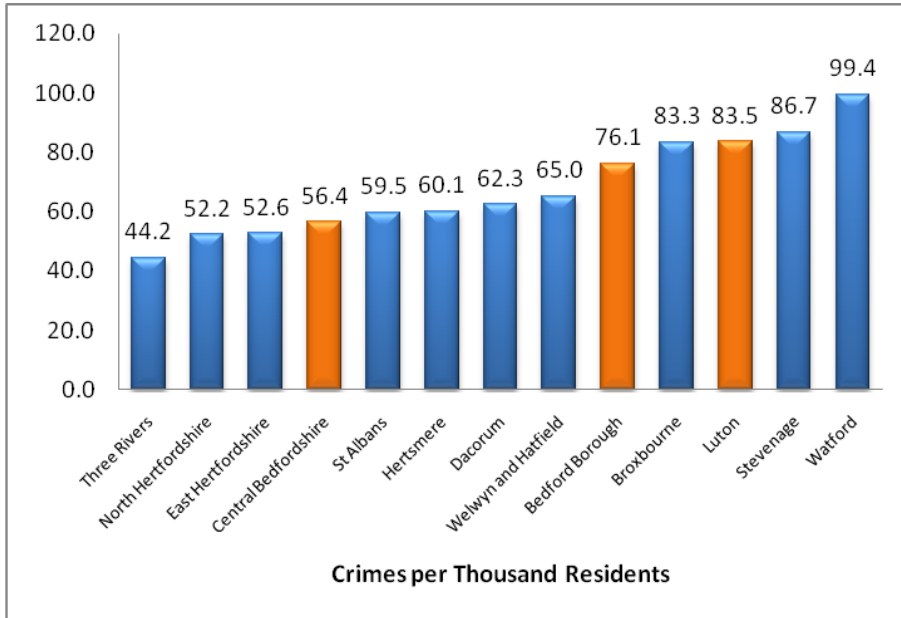
Bedfordshire	Hertfordshire
<p>a 26% reduction in those offences involving knives. Overall there has been a 15% reduction in knife crime in the County over the same time period. The Force is assessed as 'fair' in the Police Report Card for suppressing gun crime and knife crime.</p> <p>Bedfordshire has made significant reductions in Serious Acquisitive Crime (SAC - Domestic Burglary, Robbery and Vehicle Crime) which has been a key performance focus for the Force. Levels of SAC overall reduced by 19% in 2009/10 compared to the previous year.</p> <p>The Force has moved much closer towards the MSF average for Serious Acquisitive but despite this remains bottom in 8th rank position.</p> <p>Bedfordshire performs relatively well in relation to recorded Criminal Damage offences with crime rates below the MSF average in 2009/10.</p> <p>Inspection: In 2009 HMIC confirmed that Bedfordshire was not subject to any monitoring of performance under the new Police Performance Steering Group. This has remained the situation through 2009/10.</p> <p>Improvement Planning: The Force is seeking to build on the previous sustained reductions in Serious Acquisitive Crime through co-ordinated Level 1 and 2 activity including targeted operations and prolific offender management that have proved successful in the past. The Force has set stretching targets in this area for 2010/11. The Force is also targeting key improvements in Most Serious Violent Crime reflecting recent increases largely related to gang activity and to this affect has authorised the setting up of a Gang Unit to tackle the threat across the County most notably within Luton Division.</p>	<p>in 2009/10 compared to the previous year. Domestic Burglary reduced at a similar rate to the reduction in overall SAC.</p> <p>The Force has crime rates for SAC at levels very similar to the MSF average and this is also the case for Burglary Dwelling. For both aspects, Burglary and overall SAC the Force is positioned 5th in the MSF peer group.</p> <p>In terms of Criminal Damage offences, Hertfordshire had the lowest levels within the MSF group during 2009/10.</p> <p>Inspection: In 2009 HMIC confirmed that Hertfordshire was not subject to any monitoring of performance under the new Police Performance Steering Group. This has remained the situation through 2009/10.</p> <p>Improvement Planning: Hertfordshire is seeking to continue to drive down Serious Acquisitive Crime linked with Local Area Agreement targets. A three year target of a 4% reduction (on the 2007/8 baseline when Burglary levels were higher) was set in order to maintain its current relatively low levels of Overall Crime and Serious Violent Crime.</p>
<p>Detections</p>	<p>Performance: On a national level and again as part of the Police Report Card Bedfordshire were assessed by HMIC in March 2010 as 'fair' in terms of their performance in solving crime. In 2009/10 the Force had a sanction detection rate of 26% which is a sustained improvement on previous levels. HMIC assessed the Force as 'improving' in relation to solving crime.</p> <p>In terms of the key elements of the Police Report Card the Force is judged to be 'good' at solving Robbery offences, 'fair' in terms of solving Violent Crime, 'fair' at solving Vehicle Crime but 'poor' for investigating Burglary offences. All these areas have seen improvements over the last few years.</p>
<p>Performance: On a national level Hertfordshire have been assessed as part of the Police Report Card in March 2010 as 'excellent' in terms of their performance in solving crime. During 2009/10 the Force had a sanction detection rate of 35%. The detection rate has been improving in the Force for a long period of time although techniques used by HMIC in the Police Report Card have judged the Force as 'stable' in this regard.</p> <p>In terms of the key elements of the Police Report Card Hertfordshire is judged to be 'good' at solving Robbery offences, 'excellent' at investigating Violent Crime, 'good' at solving Vehicle Crime and 'excellent' at detecting Burglary</p>	

	Bedfordshire	Hertfordshire
	<p>For overall SAC investigation the Force has made improvements and for 2009/10 was ranked 6th in the MSF. Bedfordshire has historically had a lower use of TIC detection disposals but following improvement initiatives these are increasing.</p> <p>The Force is very low in the national rankings and bottom of its MSF for the investigation of Most Serious Violence and detection rates have dropped in this respect. In terms of the investigation into Serious Sexual Offences the Force is not formally compared to other areas due to the low number of offences but levels are the same as the MSF average and this is driving up Offences Brought to Justice which is a key improvement area for the Force as recognized by HMIC.</p> <p>Inspection: In 2009 HMIC confirmed that Bedfordshire was not subject to any monitoring of performance under the new Police Performance Steering Group. This has remained the situation through 2009/10.</p> <p>Improvement Planning: Key aspects of improvement for the Force are around increasing the detection rate for Most Serious Violence including Serious Youth Violence and Knife Crime and Serious Acquisitive Crime, particularly Burglary and working with the Bedfordshire Local Criminal Justice Board to convert improvements in detections rates into improved Offences Brought to Justice. The Force is also following the national lead in terms of moving to an approach of 'Appropriate Disposals' through its QUEST initiative which involves the introduction of concepts such as 'Restorative Justice' aimed at lower level offences. To this end the Force has introduced a target for overall Positive Disposals rather than Sanction Detections. Detection targets remain for the key Serious PSA linked crime categories.</p>	<p>offences. With the exception of Robbery, all the offences have seen improvements in detection performance over the last few years. For overall Serious Acquisitive Crime investigation during 2009/10 the Force was ranked 3rd in its MSF. Hertfordshire historically has a larger contribution of TIC disposals within detection figures.</p> <p>The Force is a strong performer in relation to the investigation of Most Serious Violent Crime and is second in the MSF rank position with rates approaching 60%. In terms of the investigation into Serious Sexual Offences the Force is not formally compared to other areas due to the low number of offences but levels are above the MSF average and this is driving a very strong performance in relation Offences Brought to Justice.</p> <p>Inspection: In 2009 HMIC confirmed that Hertfordshire was not subject to any monitoring of performance under the new Police Performance Steering Group. This has remained the situation through 2009/10.</p> <p>Improvement Planning: Hertfordshire identify key targets around improving the services provided to victims of Serious Sexual Offences and increasing confidence in terms of pressing for prosecution of offenders, maintaining the 2009/10 overall detection rate whilst diversifying the range of disposals used, maintain the current detection rate for Burglary Dwelling and to increase the detection rate for vehicle crime. In terms of diversifying the range of disposals used, in a similar way to Bedfordshire, Hertfordshire are seeking to make increasing use of credible, alternative out of court disposals, such as Conditional Cautioning and extending the Youth Restorative Justice resolution pilot across Hertfordshire to deal appropriately with less serious crime, avoid the criminalisation of young people and provide a better outcome for their victims.</p>
CSPs	<p>Performance: Bedfordshire has 3 CSP areas Bedford Borough, Central Bedfordshire and Luton. Historically the two urban areas, in particular Luton, have seen higher levels of crime. The range of overall crime in Bedfordshire CSPs during 2009/10 is 55.7 crimes per thousand residents in Central Bedfordshire to 82.9 in Luton. In terms of Serious Acquisitive Crime (SAC) during 2009/10 the range is 12.7 offences per thousand residents in Central Bedfordshire to 19.0</p>	<p>Performance: Hertfordshire has 10 CSP areas. These are Three Rivers, North Hertfordshire, East Hertfordshire, Hertsmere, St Albans, Dacorum, Welwyn and Hatfield, Broxbourne, Stevenage and Watford. Historically the urban areas such as Watford, Stevenage and Broxbourne have seen the highest crime rates. The range of overall crime in Hertfordshire CSPs during 2009/10 is 43.9 crimes per thousand residents in Three Rivers to 101.3 in Watford. The urban areas of Stevenage</p>

Bedfordshire	Hertfordshire
<p>in Luton. Luton has the highest SAC rate across CSPs in Bedfordshire and Hertfordshire but very close to levels seen in Broxbourne (18.5 crimes per thousand people).</p> <p>In terms of comparison performance and based on the last 3 months of 2009/10 Luton and Central Bedfordshire are judged to be performing 'in line with peers' for overall crime and Bedford Borough judged to be performing 'worse than peers'. The performance in Luton is assessed as 'clearly improving'. Trends for Serious Acquisitive Crime are stable across the County with the exception of Luton where the CSP is judged to be 'clearly improving'.</p> <p>Bedfordshire has seen improvements in the perception of anti-social behaviour with latest British Crime Survey (BCS) data to December 2009 at 15.2%. This is 29th in the national rankings and slightly higher than the MSF average of 13.3%. In terms of the Police Report Card the Force is judged as 'fair' in this respect.</p> <p>Inspection: CSPs have been assessed as part of the Audit Commission's Comprehensive Area Assessment process. In terms of performance flags there were no green flags and only a red flag associated with housing issues in Luton particularly the provision of good quality houses for people to live in. HMIC are planning a round of inspections around the performance of CSPs.</p> <p>Improvement Planning: All three CSPs in Bedfordshire have prioritised Serious Acquisitive Crime within their Local Area Agreements. Other key priority themes include the effective management of prolific and priority offenders, effective drug treatment and Domestic Abuse. The Luton LAA includes Serious Violent Crime and improving the perception of anti-social behaviour. The Force is also targeting to improve on the perception of anti-social behaviour across the County.</p>	<p>and Watford have higher overall crime rates compared to Luton. In terms of SAC during 2009/10 the range is 9.1 offences per thousand residents in East Hertfordshire to 18.5 in Broxbourne.</p> <p>In terms of comparison performance and based on the last 3 months of 2009/10 with the exception of Broxbourne, all the CSPs in Hertfordshire are judged to be performing either 'in line' or 'better than peers' for overall crime. Broxbourne is judged like Bedford Borough to be performing 'worse than peers'. In 4 of the CSP areas in the County performance is judged to be 'clearly improving'. In terms of SAC, Broxbourne is the only CSP where performance is 'worse than 'peers''. Trends for SAC are 'stable' in 5 of the CSP areas and 'improving' in the other areas.</p> <p>Hertfordshire has seen improvement in the perception of anti-social behaviour with latest BCS data to December 2009 at 11.7%. This is 18th in the national league table and lower than the MSF average of 13.3%. In terms of the Police Report Card the Force is judged as 'fair' in this respect.</p> <p>Inspection: CSPs were assessed as part of the Audit Commission's Comprehensive Area Assessment process. In terms of performance flags there were no green flags and only a red flag associated with planning for new houses in particular the provision of affordable houses. HMIC are planning a round of inspections around the performance of CSPs.</p> <p>Improvement Planning: Hertfordshire have prioritised similar aspects to the CSPs in Bedfordshire for their Local Area Agreement. These include Serious Acquisitive Crime, improving the perception of anti-social behaviour, reducing repeat incidents of Domestic Abuse and effective drug treatment. Similar to Bedfordshire, the Force also targeting to improve on the perception of anti-social behaviour across the County.</p>

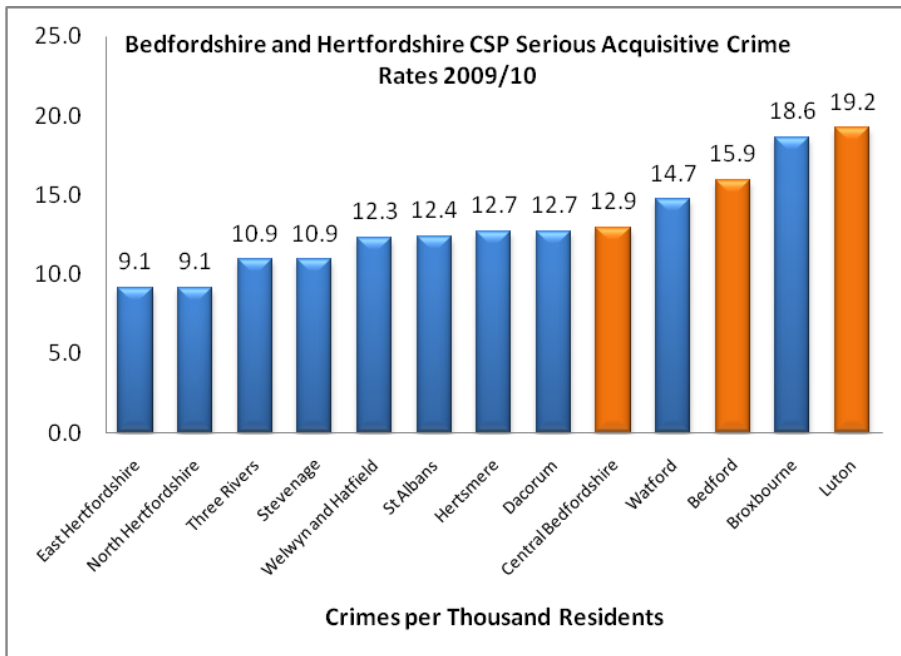
Source: Bedfordshire Police and Hertfordshire Constabulary

Figure 1: Levels of all crime by CSP 2009/10



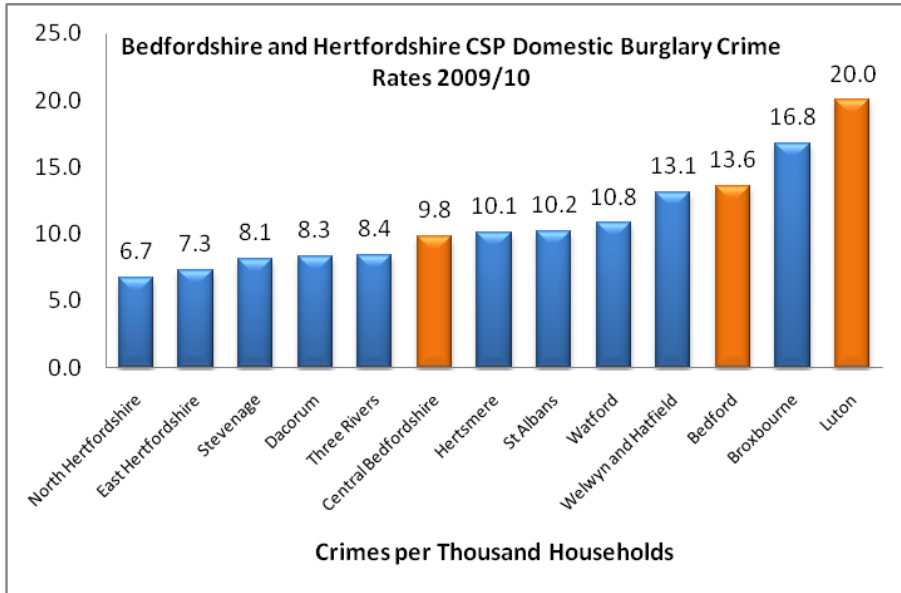
Source: iQuanta

Figure 2: Levels of serious acquisitive crime by CSP 2009/10



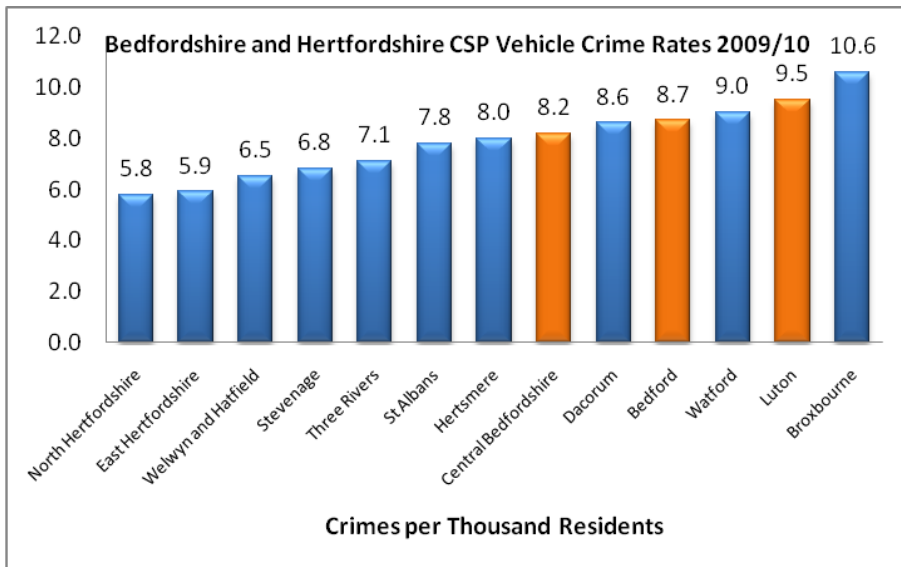
Source: iQuanta

Figure 3: Levels of domestic burglary by CSP 2009/10



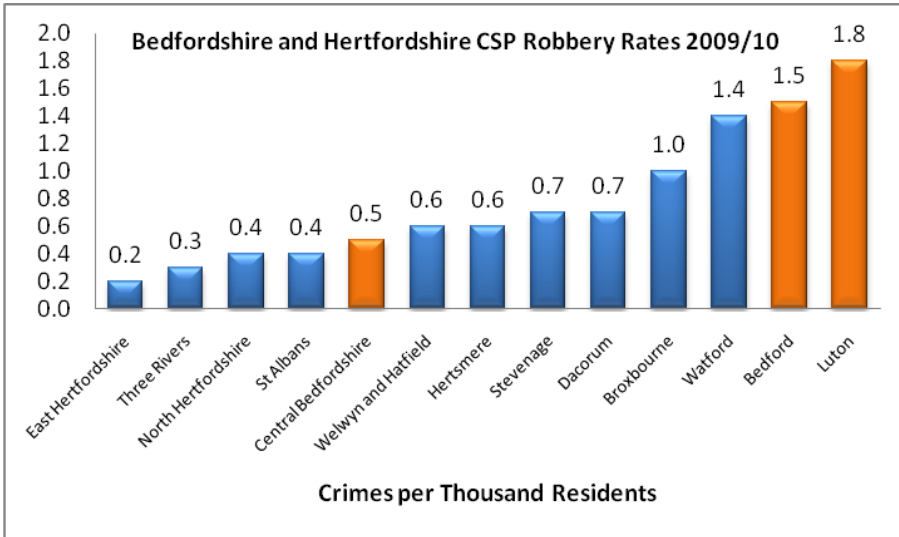
Source: iQuanta

Figure 4: Levels of vehicle crime by CSP 2009/10



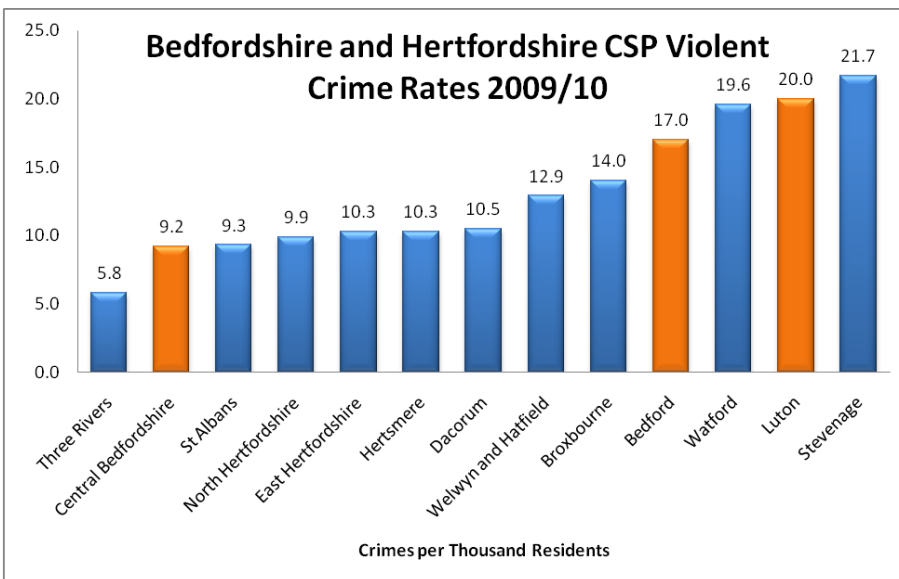
Source: iQuanta

Figure 5: Levels of robbery by CSP 2009/10



Source: iQuanta

Figure 6: Levels of violent crime by CSP 2009/10



Source: iQuanta

A.2. The following tables refer to section 2.4.11 The Strategic fit.

Table 3: Comparison of Bedfordshire Police and Hertfordshire Constabulary’s Strategic Vision, Purpose and Values

	Bedfordshire	Hertfordshire
Vision	To be an organisation that inspires trust and confidence, that listens, responds and meets the needs of individuals and communities.	To secure safety justice and reassurance for all
Purpose	To serve communities and make them safe from crime.	Working with our communities and partners we will: Drive down crime and ASB Relentlessly pursue criminals and bring them to justice Listen to and put people at the heart of what we do Help people be safer and feel safer Deliver professional, caring and responsive services to victims Inspire trust and confidence in local policing
Values	People – we value trust and recognition for our officers and staff Unity – we value everyone working together for a common purpose Personal responsibility – we value everyone taking personal responsibility for their actions Inspirational Leadership – we value leadership that inspires our people to give of their best Public Service – we value delivering the services that people need	Act with integrity Treat each person fairly, with dignity and respect Maintain excellent performance Promote team working Take personal responsibility Respect diversity Value everyone’s contribution Use resources responsibly

Source: Bedfordshire Police and Hertfordshire Constabulary

Table 4: Force Policing Plans

Bedfordshire Strategic Priorities	Hertfordshire Strategic Priorities
<ol style="list-style-type: none"> 1. To ensure people experience an accessible policing presence in their neighbourhoods and are able to influence the local Policing Service. In order to deliver <ul style="list-style-type: none"> ▪ Trusted policing teams in every neighbourhood ▪ Increased confidence, satisfaction and feelings of safety ▪ Community priorities, reduced crime and anti-social behaviour through work with partners 2. To ensure that our services are viewed from the individual's perspective, and that our staff respond to our different communities' expectations, when dealing with crime and incidents. In order to deliver increased confidence and satisfaction across all communities 3. To ensure we have in place the right processes that identify the most serious threats to the public and the capacity and capability to respond appropriately to deal with the risks. In order to deliver <ul style="list-style-type: none"> ▪ Reduced crime levels ▪ Increased confidence in the Force's ability to tackle issues such as terrorism and serious and organised crime ▪ Protection to vulnerable people such as children and victims of domestic abuse 4. To ensure we have in place the right workforce make-up and the right combination of skills, technology, equipment, people and flexibility to tackle our responsibilities as a police service. In order to deliver <ul style="list-style-type: none"> ▪ An employer of choice, offering opportunities to members of all communities ▪ Encouraging people to excel in their work ▪ Representative of the communities we serve ▪ Consistently improving our business processes through a relentless examination of the way we work 5. To ensure people see us working with partners and with other police Forces, making the best use of public money and improving services together. In order to deliver <ul style="list-style-type: none"> ▪ Maintain and improve frontline service ▪ Deliver a co-ordinated partnership service using pooled resources 6. To ensure people see us using people, budgets and all other resources wisely to deliver a value for money service. In order to deliver <ul style="list-style-type: none"> ▪ Increased confidence that we are using resources more effectively and productively ▪ Increased capacity, capability and confidence in priority areas 	<ol style="list-style-type: none"> 1. In Partnership, reduce crime in particular the Most Serious Violent Organised and Acquisitive Crimes 2. In Partnership, protect vulnerable people, including victims of sexual offences 3. In Partnership, detect more offences and bring more serious offenders to justice 4. In Partnership, improve community confidence in police services 5. In Partnership promote public safety with a particular emphasis on young people 6. Protect the county from Terrorism and Violent Domestic Extremism 7. Use resources effectively and efficiently with a representative workforce 8. In Partnership, reduce crime in particular the Most Serious Violent Organised and Acquisitive Crimes 9. In Partnership, protect vulnerable people, including victims of sexual offences 10. In Partnership, detect more offences and bring more serious offenders to justice 11. In Partnership, improve community confidence in police services 12. In Partnership promote public safety with a particular emphasis on young people 13. Protect the county from Terrorism and Violent Domestic Extremism 14. Use resources effectively and efficiently with a representative workforce

Source: Bedfordshire Police and Hertfordshire Constabulary

Appendix B. Economic case

B.1. The following table refers to section 3.3 Long list of options.

Table 5: Long list of options evaluated against critical success factors

Critical success factors				
Long list of options	The option will deliver net savings in line with the budget gap	The cost of change is affordable i.e. self funding, have an agreeable payback period and an appropriate return on investment (ROI)	The option can be programme managed, contracted, procured and delivered within the agreed timescale	Pass / fail analysis
Undo all collaboration.	* To undo all collaboration will have a greater impact on the forces' budget gap	✓	✓	Fail
Stop collaboration programme but retain current joint delivery	* This will not deliver cost savings in line with the budget gap; the most significant cost savings have already been released	✓	✓	Fail
Include new policing partners within the current collaboration	* Cost savings would largely be realised by new collaboration partners not by Bedfordshire or Hertfordshire	✓	* Potential partners have been contacted to understand their position with regards to collaborating/merging with either Bedfordshire or Hertfordshire and all have expressed a preference to explore alternative options	Fail
Independence with Preferred Collaboration Partner plus major internal cuts	✓	✓	✓	Pass
Extended collaboration between Bedfordshire and Hertfordshire (excluding local policing, single site CCR/CMC, custody, command support (e.g. specific strategic HR, Performance Management	✓	✓	✓	Pass

Critical success factors				
Long list of options	The option will deliver net savings in line with the budget gap	The cost of change is affordable i.e. self funding, have an agreeable payback period and an appropriate return on investment (ROI)	The option can be programme managed, contracted, procured and delivered within the agreed timescale	Pass / fail analysis
and Finance support), and the senior command structure) plus significant cuts				
Full collaboration between Hertfordshire and Bedfordshire on all services except senior command plus significant cuts	✓	✓	* This option delivers a single policing function under the direction and control of two chief officer teams; this is a highly complex option and that is potentially infeasible to deliver. Implementation of full collaboration is not achievable in the timescale	Fail
Full and voluntary merger with other Forces	✓	✓	* No willingness from Chief Constables of other forces to pursue merger in the timescale	Fail
Full and voluntary merger between Hertfordshire and Bedfordshire with one chief officer team and two police Authorities along with cost savings	✓	✓	* Governance of a merger by two police authorities likely to be too complex to be achievable in the timescale	Fail
Full and voluntary merger between Hertfordshire and Bedfordshire along with cost savings	✓	✓	✓	Pass

Source: Bedfordshire Police and Hertfordshire Constabulary

B.2. The following tables refer to section 3.4 Short list of options and to section 3.6.4 Operational performance.

Table 6: Bedfordshire – Impact of Option 1 Significant Cuts to close budget gap of £9.8 million

Savings	Impact on Performance
<p>Professionalisation/Innovation – £0.5m</p> <ul style="list-style-type: none"> • Reduce Training/Learning and Development- £0.2m. • Cuts to Capital Investment Programme (Mobile Data/ANPR replacement) - £0.3m. <p>Policing Activity – £1.1m</p> <ul style="list-style-type: none"> • Further cuts in Overtime - £0.5m. • Forensic Budgets - £0.3m. • Reduce Air Support - £0.3m. <p>Staffing – £6.4m</p> <ul style="list-style-type: none"> • Reduction in numbers – (100 posts) Reductions in Local Policing in the following areas; Volume Crime investigation/prisoner handling, offender management (pro-active) Teams, Response Policing and Neighbourhood Policing Teams - £4.05m • De-layering/Force re-structure – reduction in middle/senior management posts - £1.35m • Fundamental Review of Pay and Allowances – £0.5m. • Workforce Modernisation/Development: Further conversion of officer into staff posts (30- 35 officer posts) - £0.5m. <p>Support to Frontline – £1.8 m</p> <ul style="list-style-type: none"> • Further rationalisation of support service functions, HR, Finance and Corporate Services - £0.9m. • Delay in Addressing Estates/Accommodation issues - £0.9m. 	<p>Local Policing and Public Confidence</p> <ul style="list-style-type: none"> • Cuts in middle and senior management posts across the Force will reduce visible accessible leadership, command resilience and loosen management grip on performance and accountability. It will also reduce Bedfordshire’s capacity to support and/or lead partnership arrangements across the 3 Unitary areas (CSPs) and demonstrate local accountability. This may impact on organisational reputation, trust and Public Confidence. • Potential impact over time on visibility levels and Pledge commitments through cuts to Mobile Data with the resultant potential impact on Public Confidence. • Loss of 100 posts (mix of Officer and Police Staff) at Level 1 Local Policing will lead to reduced response policing, Safer Neighbourhood Teams and investigative support to CSPs resulting in a fall in Victim Satisfaction (Crimes and ASB), response times, detection rates (including in key areas such as Serious Acquisitive and Violent Crime), OBTJ, Policing Pledge standards, crime and ASB levels. LAA delivery and Public Confidence through reduced visibility and accessibility. <p>General Investigative Capability</p> <ul style="list-style-type: none"> • Reduced staffing levels will impact on investigative resilience and performance over time with the resultant potential impact on appropriate disposals and Offences Brought to Justice (OBTJ) performance. • Reduction in additional reactive and pro-active operations will impact on investigations, arrests, prisoner handling, court attendance and operational resilience around spontaneous critical incidents. • Lower forensic budgets will reduce the number of forensic submissions and telephone investigation around volume and less serious crime including primarily local Pledge priorities, complaints etc. (Vehicle Crime, Criminal Damage and Harassment) and will lead to a reduction in detection rates and OBTJ and further prioritisation needed to cut submissions. <p>Resilience and Flexibility</p> <ul style="list-style-type: none"> • Whilst every effort would be made to focus on civilianisation on low impact areas (e.g. PVP, Training etc.) it is inevitable that this further expansion of staff cuts (beyond 15-20 posts in current ‘other efficiencies’ programme) will impact on the frontline. Further civilianisation would potentially impact on force resilience and flexibility locally, regionally and nationally. • The loss of posts and civilianisation programmes could heighten risks in relation to resilience around the management of public order and critical incidents. <p>Protective Services</p> <ul style="list-style-type: none"> • Reductions in training will impact on resilience for Specialist Services and risk based policing over time such as the

Savings	Impact on Performance
	<p>management of Critical Incidents, Public Protection etc. with the resultant potential impact on the management of serious threat risk and harm.</p> <ul style="list-style-type: none"> • Potentially less capability over time to intercept serious and cross border activity through restrictions on the potential use of ANPR. • Reduced Air Support will lead to a reduction in the number of Vulnerable Missing People Searches, Critical Incidents and proactive capability e.g. Drugs (cannabis factories) leading to erosion of organisational reputation and Public Confidence. <p>Investment, Innovation and Business Processes</p> <ul style="list-style-type: none"> • Reduction in capital investment will impact on custody refurbishment and extension of cell capacity impacting on staff morale and prisoner handling capacity. It will also limit the extent to which Bedfordshire's 2011 programme of change can lever even greater efficiencies through restructuring of BCUs. • A reduction in capital investment will lead to reduced capacity to innovate and optimise policing activity using technology resulting in inefficiency, manual processes and additional bureaucracy. <p>Employee Development</p> <ul style="list-style-type: none"> • Reduced training will impact on Bedfordshire's ability to train and develop workforce appropriately leading to reduced opportunities for personal and professional development/specialisation resulting in impact on IPP status. • Review of pay and allowances will lower staff morale and impact on Employee Engagement • Reduced capacity to attract quality employees/impact on staff motivation, morale and engagement (i.e. performance).

Summary of impact

£9.8m in cuts/savings would impact significantly on Bedfordshire's ability to sustain and to improve performance in many areas which is its current trend, especially in Local Policing including crime investigation, Customer Satisfaction (including the parity gap) and the ability to deliver on the local Policing Pledge. Rationalisation of middle and senior management posts would significantly affect the Force's command resilience and ability to service partnership arrangements. Whilst the Force would seek to minimise and defer the impact of these reductions Bedfordshire will struggle to maintain performance in the longer term. In particular it will find it difficult to sustain previous improvements in Serious Acquisitive Crime and this will lead to risks and implications on the Force's assessment in the Police Report Card. The Force will struggle to achieve Public Satisfaction and Confidence target levels and there would be a risk of the Force being judged as 'Poor' as opposed to the current HMIC assessment of 'Fair'.

Table 7: Hertfordshire – Impact of Option 1 Significant Cuts to close budget gap of £14.7m

Savings	Impact on performance
<p>Professionalisation/Innovation – £1m</p> <ul style="list-style-type: none"> Reduce Training/Learning and Development - £0.8m. Cuts to Capital Investment Programme (Mobile Data / ANPR replacement) - £0.2m. <p>Policing Activity - £1.65m</p> <ul style="list-style-type: none"> Further cuts in Overtime - £0.5m. Forensic Budgets - £0.5m. Reduce Air Support - £0.65m. <p>Staffing – £11.35m</p> <ul style="list-style-type: none"> Reduction in numbers – (240 posts) Supervisors and frontline Team Leaders as well as staff in the following areas; Specialist Investigations (MCU/PVP and S&OCG's), Local Crime Teams, (move to functional centralised model of crime investigation) Offender Management (pro-active) Teams, Youth Crime Reduction, Prisoner Handling and Case Management, Response Policing, Neighbourhood Policing Teams, Front Enquiry Officers - £9.6m Fundamental Review of Pay and Allowances – £1m. Workforce Modernisation/Development: Further conversion of officer into staff posts – £0.75m. <p>Support to frontline – £0.7m</p> <ul style="list-style-type: none"> Rationalise Estate: Reduce number of smaller (Neighbourhood Policing) Stations - £0.7m. 	<p>Local Policing and Public Confidence</p> <ul style="list-style-type: none"> Loss of posts (mix of officer and police staff) at Level 1 Local Policing will lead to reduced response policing, Neighbourhood Policing Teams (NPT) and investigative support to CSPs leading to a fall in Victim Satisfaction (Crimes and ASB), response times, detection rates, OBTJ, Policing Pledge standards, crime and ASB levels. LAA delivery and Public Confidence through reduced visibility and accessibility. Reduction in visibility of NPTs and accessibility to smaller stations will lead to reductions in Public Satisfaction and Confidence as well as potential for equality impact in less urban areas. Potential impact over time on visibility levels and Pledge commitments through cuts to Mobile Data with the resultant potential impact on Public Confidence. <p>General Investigative Capability</p> <ul style="list-style-type: none"> The reduction in posts will result in a reduction in detection rates and Offences Brought to Justice (OBTJ) performance. Reduction in additional reactive and pro-active operations will impact on investigations, arrests, prisoner handling, court attendance and operational resilience around spontaneous critical incidents. A reduced forensics budget will lead to a reduction in the number of forensic submissions and telephone investigation around Serious and Organised crime, volume crime and Serious Acquisitive Crime e.g. Burglary conspiracies and/or volume crime including local Pledge priorities, complaints etc (Vehicle crime, Criminal Damage and Harassment) with further prioritisation needed to cut submissions. <p>Resilience and Flexibility</p> <ul style="list-style-type: none"> Further civilianisation will move the Force well beyond the national Force average in terms of staffing mix and affect resilience and flexibility. <p>Protective Services</p> <ul style="list-style-type: none"> Loss of posts (mix of officer and police staff) at Level 2 Protective Services will lead to reduced capacity to target, investigate and bring to justice SOCGs leading to medium term increases in Violence, Drugs Trafficking and Serious Acquisitive Crimes. Reduced Air Support will lead to a reduction in the number of Vulnerable Missing People Searches/Critical Incidents and pro-active capability e.g. Drugs (cannabis factories) leading to erosion of organisational reputation and Public Confidence. Potentially less capability over time to intercept serious and cross border activity through restrictions on the potential use of ANPR. <p>Investment, Innovation and Business Processes</p>

Savings	Impact on performance
	<ul style="list-style-type: none"> • Reduction in training and capital investment will lead a reduction of Hertfordshire’s ability to progress and innovate, stay ahead, respond effectively to new legislation and new demands and being proactive in relation to performance. • Lower training budgets will lead to reductions in professionalism, specialist skills and knowledge leading to reductions in Quality of Service Standards and Victim satisfaction. • A lower capital budget will reduce capacity to optimise technology leading to inefficiency. <p>Employee Development</p> <ul style="list-style-type: none"> • There may be an equality impact on pre-accredited training requirements from the cuts. • The review of pay and allowances will lower staff morale and impact on Employee Engagement with consequential impact on Public Confidence. • Reduced capacity to attract quality employees and impact on staff motivation, morale and engagement (i.e. performance).

Summary of impact

£14.7m in cuts/savings would effectively change the fundamental characteristics of the Hertfordshire Constabulary from an ‘excellent’ Force, positioned in the top 5 Forces in England and Wales to an ‘average’ MSF Force possibly lower in some areas of activity. The Force would meet minimum standards in Protective Services, although Hertfordshire’s ability to target Serious and Organised Criminal Networks in the longer term would be adversely affected. Performance may reduce to Fair in many areas. Cuts would have to be made in all areas of Local Policing, and CSPs would not be able to sustain the current levels of investigative and offender management support they currently enjoy. Whilst the Force would seek to minimise and defer the impact of these reductions there would have to be immediate reductions across the policing model including the staffing of Neighbourhood Policing Teams (so far untouched by savings) impacting on the ability to respond to local priorities. As the reductions were implemented the Force would need to narrow its remit, concentrate more on reactive policing and the core roles of responding to and investigating crime and of dealing with risk to life and immediate threat to property and reduce the emphasis on preventative, community policing and anti-social behaviour thereby affecting the ability to deliver against the Policing Pledge. Hertfordshire’s excellent performance would be at risk and certainly the Force will be unable to maintain current performance in the medium to longer term.

B.3. The following table refers to section 3.6 Options appraisal

Table 8: Shortlist analysis against evaluation criteria

Theme	Evaluation criteria	Does this relate to VfM?	Weight	Weight score	Option 1: Independence with Preferred Partner Status	Score	Weighted score	Option 2: Full Collaboration	Score	Weighted score	Option 3: Full and Voluntary Merger	Score	Weighted score
Ease of implementation	Does the option have the support of the workforce? (Superintendents Association, Police Federation, Unison) ¹	N	Medium	2	To be completed		0	To be completed		0	To be completed		0
	Can the option be contracted/procured/programme managed/delivered in the timescale in question?	N	High	3	Yes, the option has been designed so that it can be successfully be delivered.	2	6	Yes, the option has been designed so that it can be successfully be delivered.	-1	-3	Yes, the option has been designed so that it can be successfully be delivered.	2	6
	How significant are the risks in transition?	N	Medium	2	The risks to delivering further collaboration are limited. There are significant risks to the forces in achieving the significant cuts required to meet the budget gap.	-1	-2	There is greater risk than option 1 as there is a need to deliver more collaborative services whilst continuing to deliver significant cost cuts. The "low hanging fruit" has already been claimed by the current collaboration programme and certain options have already been rejected at business case stage by the collaborative programme team.	-2	-4	There is a risk to merging the two forces however governance structures will be put in place to manage the transitional risks. In addition this option avoids the need to deliver significant cost savings.	-1	-2
	Does the option require legislation?	N	Medium	2	No legislative changes are required.	2	4	No legislative changes are required.	2	4	A Parliamentary Order will be required (as opposed to an Act of Parliament) to create the new force.	-1	-2
Achievability total							8			-3			2

Budget deficit	Is the cost of change likely to be affordable?	N	High	3	Yes - the option is very limited in scale requiring relatively low investment.	2	6	This option generates significant set up costs. This will require approval from Government to capitalise. As individual forces it would be more difficult to use reserves.	1	3	This option generates a high level of set up costs due to its wide ranging nature. This can be partly funded by reserves but requires from Government to capitalise some of the costs	1	3
	Can the option close the budget gap without an impact on the quality of services to the public?	Y	High	3	No - each force's budget gap is closed but there will be a reduction of officer/staff numbers and services and standards will fall.	-2	-6	No - each force's budget gap is closed but there will be a reduction of officer/staff numbers and services and standards will fall (all be it to a lesser extent than option 1). The savings that will be released by collaboration will diminish over time.	-1	-3	Yes - each force's budget is maintained whilst service standards are, at the very least, maintained. Local policing is preserved and resilience is improved.	2	6
	Does the option enhance or hinder the opportunities for greater efficiencies? (e.g. Business process improvement / shared back-office services / outsourcing / further collaboration)	Y	Medium	2	Does not preclude further development, although collaboration introduces complexity in procuring or sharing services. The large scale cost reduction programme limits the number of options for making further efficiencies.	0	0	Does not preclude further development, although collaboration introduces complexity in procuring or sharing services. The cost reduction programme reduces the number of options for making further efficiencies although opportunities will exist as the full range of savings will not have been leveraged.	1	2	A single, larger force is in a stronger position for outsourcing / procurement. The full range of cuts (required to be made under options 1 and 2) are still available if necessary. Does not preclude collaboration with other forces/organisations - in fact it is likely to reduce complexity from the current status.	2	4
The savings that will be released by collaboration							0			2			13

Operational performance	<p>Does the option strengthen the delivery of the Policing Pledge/local priorities?</p>	Y	High	3	<p>Significant cuts will increase the risk of failure rates for response, local priorities, call centres, service recovery.</p>	-2	-6	<p>Less significant level of cuts means a decreased risk of the failure rates experienced by option 1 being experienced although the overall risk is not fully mitigated.</p>	-1	-3	<p>Maintains the delivery of local policing. Best practices shared and disseminated between the legacy forces e.g. customer satisfaction, confidence, individual needs, QoS etc.</p> <p>Potential to raise standards in Bedfordshire.</p>	1	3
	<p>Do changes to support services have a detrimental effect on front line policing? E.g. Enough for less.</p>	Y	Medium	2	<p>Significant cuts will have an impact upon the timeliness, quality and risk management of services upon which the delivery of policing relies</p>	-2	-4	<p>Significant cuts will have an impact upon the timeliness, quality and risk management of services upon which the delivery of policing relies, but a better prospect than option 1. Still trying to meet the requirements of two sets of force requirements.</p>	-1	-2	<p>A single set of harmonised (and leaner) service standards, policies and procedures will generate consistency for staff and officers and lead to greater efficiency. The resilience of support services will be increased ensuring that there will be no reduction in risk management standards.</p> <p>Economies of scale will generate lower cost per transaction.</p>	1	2

	<p>Does the option strengthen public satisfaction and confidence?</p>	<p>Y</p>	<p>High</p>	<p>3</p>	<p>Significant cuts would see a reduction in officer and staff headcount (the equivalent of 350 officers across both forces). The impacts will include: the public's visibility of officers; the workload that could be completed across all areas (front, middle and back office); closure of police stations etc.</p>	<p>-2</p>	<p>-6</p>	<p>Although not as impactful as option 1, significant costs will still be required to be made that will impact on all of the areas listed under option 1.</p>	<p>-1</p>	<p>-3</p>	<p>There are clear benefits to Bedfordshire including better processes and better trained staff to support the delivery of public satisfaction. The option prevents a drop in service standards whilst front line policing is preserved.</p>	<p>0.5</p>	<p>1.5</p>
	<p>Does the option strengthen delivery of neighbourhood / front line / local policing?</p>	<p>Y</p>	<p>High</p>	<p>3</p>	<p>Significant cuts would see a reduction in officer and staff headcount (the equivalent of 350 officers across both forces). The impacts will include: the public's visibility of officers; the workload that could be completed across all areas (front, middle and back office); closure of police stations etc.</p>	<p>-2</p>	<p>-6</p>	<p>Although not as impactful as option 1, significant costs will still be required to be made that will impact on all of the areas listed under option 1 with the equivalent reduction of approximately 227 officers across both forces.</p>	<p>-1</p>	<p>-3</p>	<p>Maintains neighbourhood, front line and local policing resources and activity. Over time it will strengthen these areas.</p>	<p>0</p>	<p>0</p>

	<p>Does the option strengthen delivery of national minimum standards on protective services?</p>	<p>Y</p>	<p>High</p>	<p>3</p>	<p>This option has a different impact on Hertfordshire and Bedfordshire as the forces currently experience different levels of performance in this area. Significant cuts will have a detrimental impact on both forces' protective services capability. However given that Bedfordshire are currently rated by HMIC as Fair there is a risk that cost reductions could lead to the force falling below national minimum standards, hence a score of -2. HMIC rate Hertfordshire's capability as Good and therefore reducing investment is unlikely to reduce the capability to below national minimum standard, hence a score of 0. This results in an average score of -1.</p>	<p>-1</p>	<p>-3</p>	<p>Similarly to option 1 both forces will be detrimentally impacted by cost reductions in this area, although the impact is likely to be less severe. This leads to scores of -1 for Bedfordshire and 0 for Hertfordshire.</p>	<p>-0.5</p>	<p>-1.5</p>	<p>This option provides greater resilience and increased economies of scale leading to an improved and more efficient capability. In addition, there is an improved ability to police cross-border criminality and better sharing of intelligence.</p>	<p>1</p>	<p>3</p>
	<p>Does the option strengthen access to services?</p>	<p>Y</p>	<p>Medium</p>	<p>2</p>	<p>Significant cuts will impact upon response times, 999 call answering times, the public's proximity to police stations, the availability of enquiry offices etc.</p>	<p>-2</p>	<p>-4</p>	<p>A reduced impact from option 1 but cuts will still have an impact on access to services.</p>	<p>-1</p>	<p>-2</p>	<p>There will be no change from the present situation.</p>	<p>0</p>	<p>0</p>
<p>Operational performance total</p>							<p>-29</p>			<p>-14.5</p>			<p>9.5</p>

Strategic alignment	What are the environmental impacts of the option?	N	Low	1	Neutral - Although there will be an increase in travelling (for the public to access police stations given the need to close certain stations and for staff/officers travelling to collaborative locations) this is balanced by the closure of buildings and the resulting reduction energy consumption.	0	0	Neutral - Although there will be an increase in travelling (for the public to access police stations given the need to close certain stations and for staff/officers travelling to collaborative locations) this is balanced by the closure of buildings and the resulting reduction energy consumption.	0	0	Neutral - Although there will be an increase in travelling (the closure of surplus facilities will require staff/officers to travel further) this is balanced by the closure of buildings and the resulting reduction energy consumption.	0	0
	What are the equality and diversity impacts of the option?	N	Low	1	<p>Redundancies are likely to affect lower paid staff; this is likely to be of greater impact on women and BME.</p> <p>Reduced access to police stations may disproportionately affect elderly, rural, BME communities.</p> <p>A reduction in officer numbers will impact on the visibility of minority ethnic officers and PCSOs, affecting perception of representation.</p>	-2	-2	There are fewer cuts required (so fewer station closures and officer reductions required) meaning a lesser impact than option 1. However all of the issues raised in option 1 are still relevant.	-1	-1	Redundancies are likely to affect lower paid staff whose roles are more often duplicated and will therefore be surplus in a merged organisation. This is likely to be of greater impact on women and BME employees.	-1	-1

	<p>Does the option add extra layers of bureaucracy?</p>	<p>Y</p>	<p>High</p>	<p>3</p>	<p>Yes - continuing the collaboration plan to 2011 will introduce further bureaucracy. Each collaborative venture will require joint decision making and the need for two police authorities to be accountable. Additionally the following will need to be developed and maintained/updated over time: * business case * s23 collaboration agreement (for forces and/or authorities) to include assignment of direction and control, vicarious liability, etc. * reports and papers for project boards and police authority meetings</p>	<p>-1</p>	<p>-3</p>	<p>Yes and to an increased degree of option 1. Continuing the collaboration plan to 2011 will introduce further bureaucracy. Each collaborative venture will require joint decision making and the need for two police authorities to be accountable. Additionally the following will need to be developed and maintained/updated over time: * business case * s23 collaboration agreement (for forces and/or authorities) to include assignment of direction and control, vicarious liability, etc. * reports and papers for project boards and police authority meetings</p>	<p>-2</p>	<p>-6</p>	<p>No, beyond the planning required to deliver the merger, bureaucracy will be less than in a collaboration. There is: * one legal entity * one police authority * clear alignment of direction and control * a single set of priorities, plans, reports, legal requirements etc.</p>	<p>2</p>	<p>6</p>
	<p>Does the option support local governance / decision making (e.g. public setting the agenda, elected PA etc)?</p>	<p>N</p>	<p>High</p>	<p>3</p>	<p>Significant cuts will have an adverse impact upon the ability of local command to support the local governance structures along with the loss of neighbourhood resources to drive engagement with the community.</p>	<p>-2</p>	<p>-6</p>	<p>To a lesser extent than option 1, this option will have significant cuts will have an adverse impact upon the ability of local command to support the local governance structures along with the loss of neighbourhood resources to drive engagement with the community.</p>	<p>-1</p>	<p>-3</p>	<p>This option does not affect local governance, decision making, priority-setting etc. Because there are no cuts officers can continue to contribute on a local level. No change to accountability / responsibility for delivery of policing at a local level.</p>	<p>0</p>	<p>0</p>

	<p>Does the option allow for increased partnership working to deliver positive outcomes for the public? (e.g. Local community safety priorities)</p>	<p>Y</p>	<p>Medium</p>	<p>2</p>	<p>Significant cuts will have a negative impact on partnership working capacity at strategic, tactical levels and operational delivery, eroding ability to engage with community safety and criminal justice partners and deliver positive, value-added outcomes to the public. Different structures of CSPs across the two forces leads to inconsistency and complexity and the score is an average to reflect this (-1 for Beds & -2 for Herts).</p>	<p>-1.5</p>	<p>-3</p>	<p>Although to a lesser extent than option 1, significant cuts will still have a negative impact on partnership working capacity at strategic, tactical levels and operational delivery, eroding ability to engage with community safety and criminal justice partners and deliver positive, value-added outcomes to the public.</p>	<p>-1</p>	<p>-2</p>	<p>Yes, this option preserves local policing levels and the ability for officers to work with partners at CSP / Unitary / County level.</p>	<p>0</p>	<p>0</p>
	<p>Does the option allow for "future proofing"? (i.e. it does not preclude other regional or national requirements and obligations such as mutual aid, PSU requirements etc).</p>	<p>N</p>	<p>Medium</p>	<p>2</p>	<p>Reduces the need for abstraction of specialist resources, protective policing (uniform and non-uniform) from local and level 2 policing in both forces. However, complexities still exist regarding RIPA, direction & control, vicarious liability etc which must be addressed by a s23 collaboration agreement. Significant cuts in Hertfordshire will have a detrimental effect on resilience and flexibility on national developments etc.</p>	<p>-1</p>	<p>-2</p>	<p>Reduces the need for abstraction of specialist resources, protective policing (uniform and non-uniform) from local and level 2 policing in both forces. However, complexities still exist regarding RIPA, direction & control, vicarious liability etc which must be addressed by a s23 collaboration agreement. Doesn't allow for increased resilience or flexibility on national developments etc.</p>	<p>-0.5</p>	<p>-1</p>	<p>Rationalises the need for abstraction to an appropriate level of resource that is determined by demand. Strengthens the forces ability to meet national requirements without impacting upon local delivery.</p>	<p>1</p>	<p>2</p>

	Is the option aligned to other national change/initiatives (e.g. Wave Plan ² , ISIS ³)? (i.e. current fit)	Y	Low	1	Yes, the option is aligned to other national change programmes and initiatives.	2	2	Yes, the option is aligned to other national change programmes and initiatives.	2	2	Yes, the option is aligned to other national change programmes and initiatives.	2	2
	Strategic alignment total					-14			-11				9
	Grand total					-35	Total		-20.5	Total			33.5

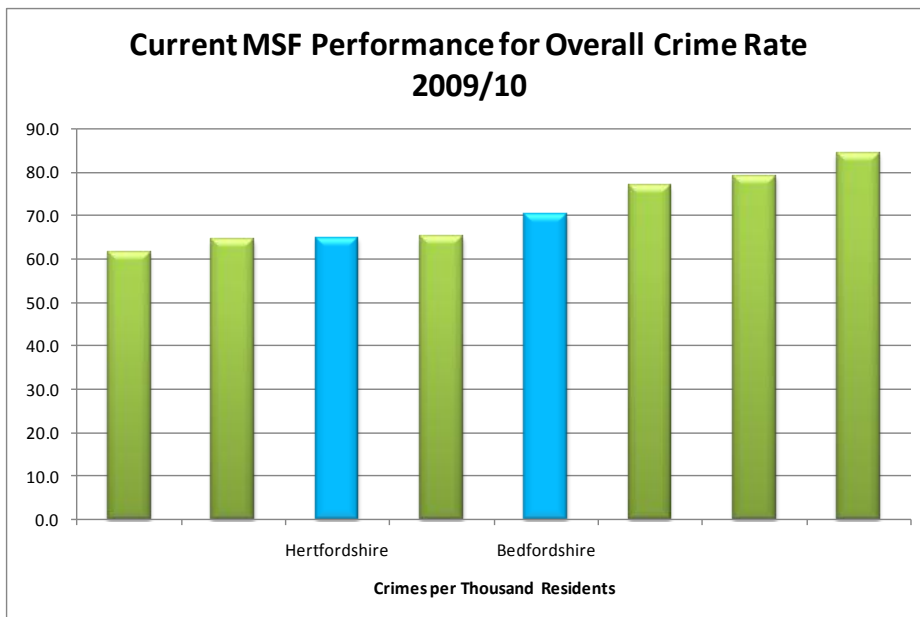
¹ To date there has been informal, verbal support to merger from the Superintendents Associations from both Forces. In Bedfordshire the Police Federation and Unison have stated formally that they are satisfied with the option appraisal conducted and they support the next step of public consultation. In Hertfordshire the Police Federation have provided a written, formal response stating that in their view merger is the “least worst” option. In Hertfordshire, Unison have yet to be formally consulted in detail and respond.

² The NPIA's Wave Plan is a programme to centralise police procurement of common services and equipment

³ NPIA's Information Systems Improvement Strategy

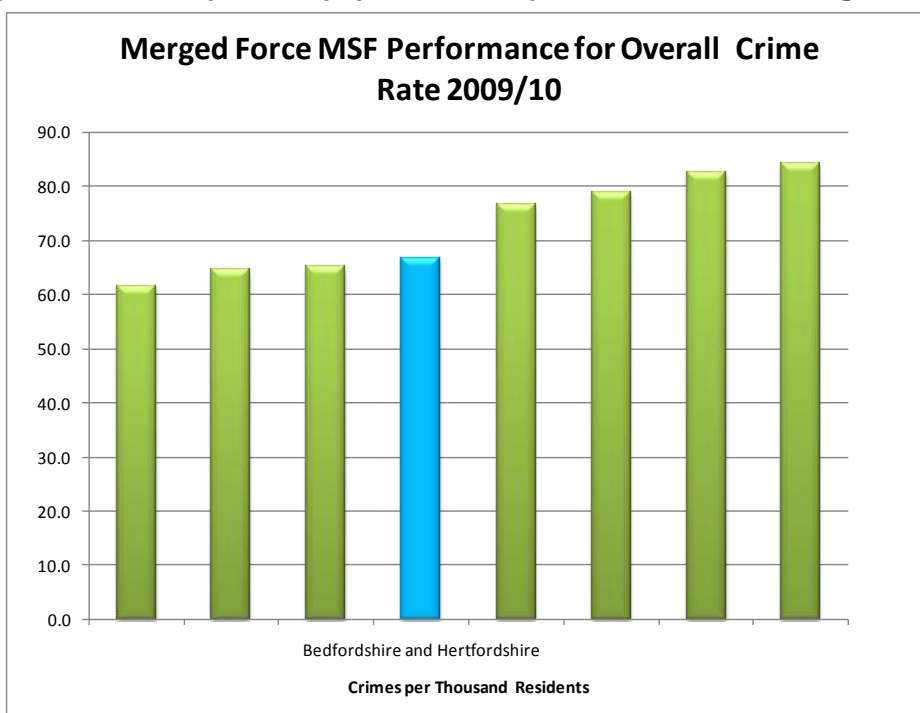
B.4. The following tables refer to section 3.6.4 Operational performance.

Figure 7: All crime per 1000 population, comparison with current MSF



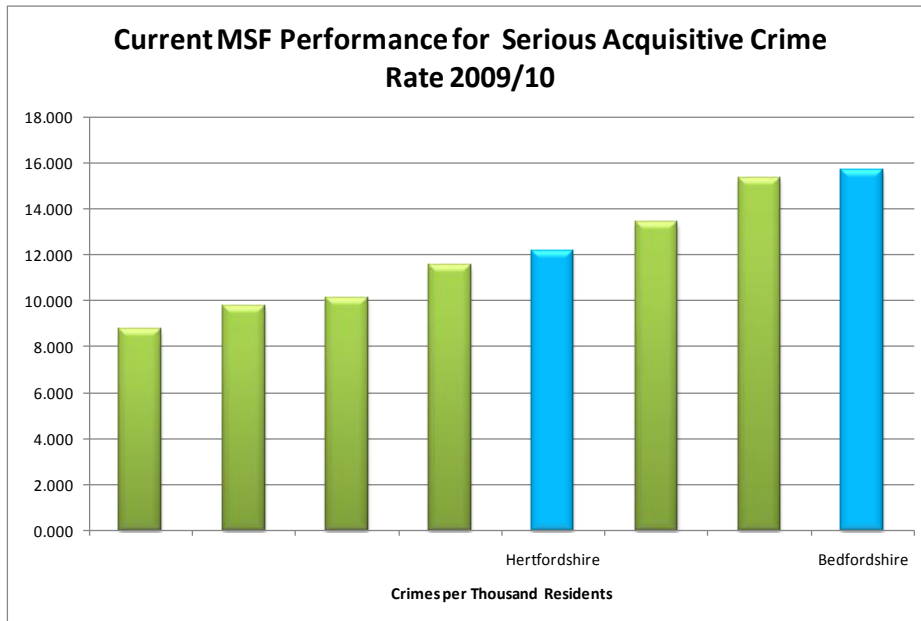
Source: iQuanta

Figure 8: All crime per 1000 population, comparison with MSF of merged force



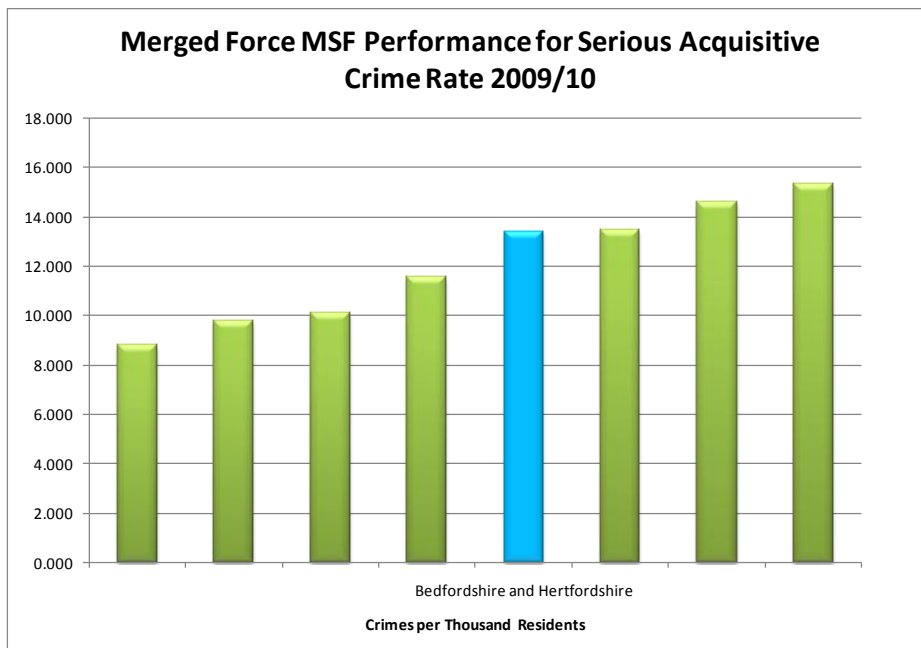
Source: iQuanta

Figure 9: Serious Acquisitive Crime per 1000 population, comparison with current MSF



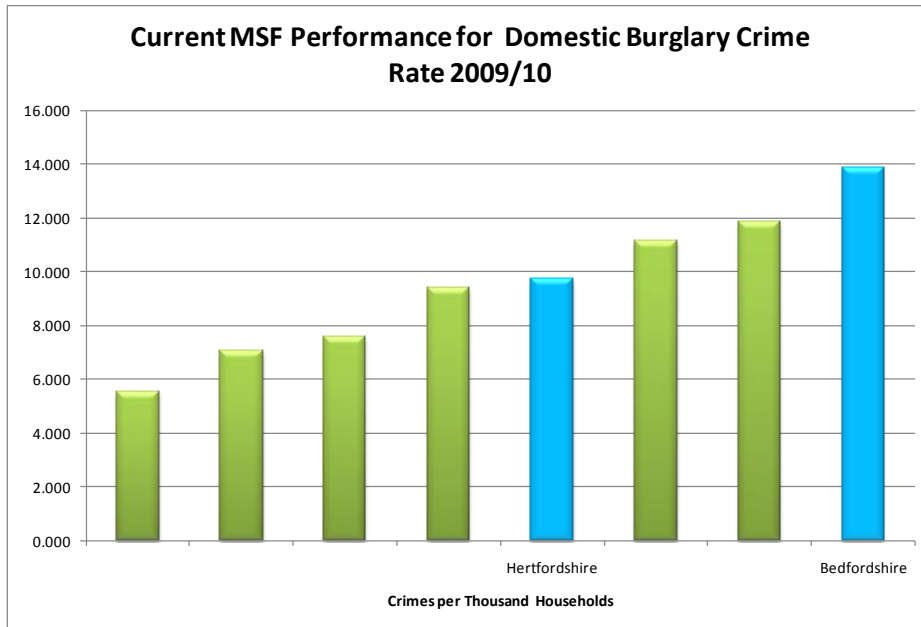
Source: iQuanta

Figure 10: Serious Acquisitive Crime per 1000 population, comparison with MSF of merged force



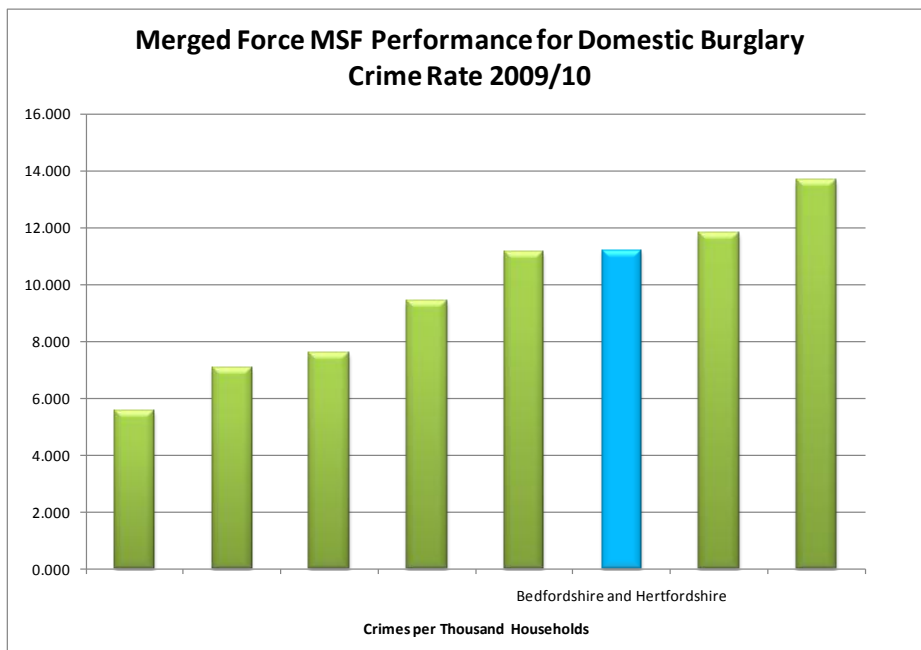
Source: iQuanta

Figure 11: Burglary dwelling per 1000 population, comparison with current MSF



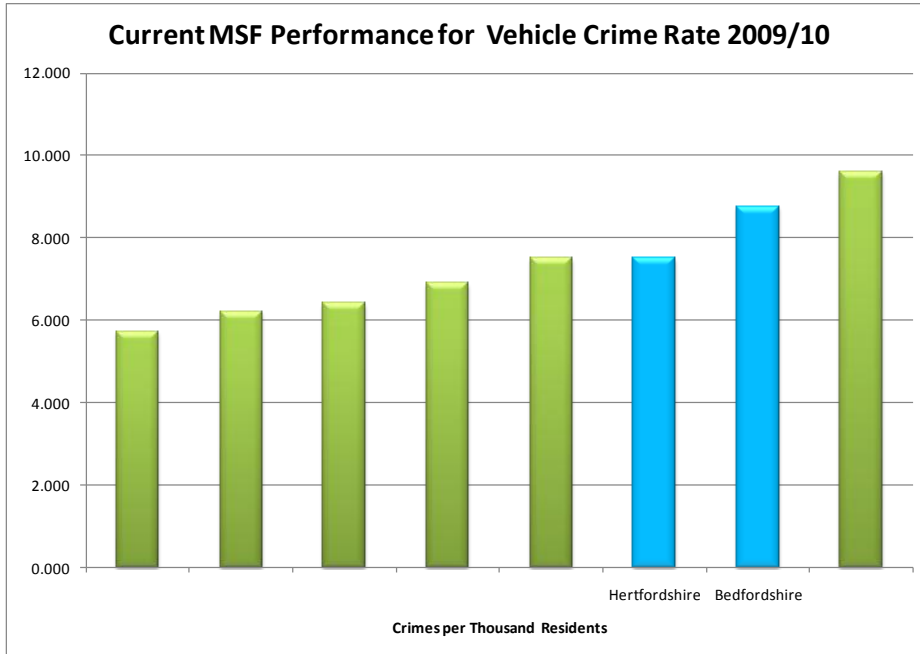
Source: iQuanta

Figure 12: Burglary dwelling per 1000 population, comparison with MSF of merged force



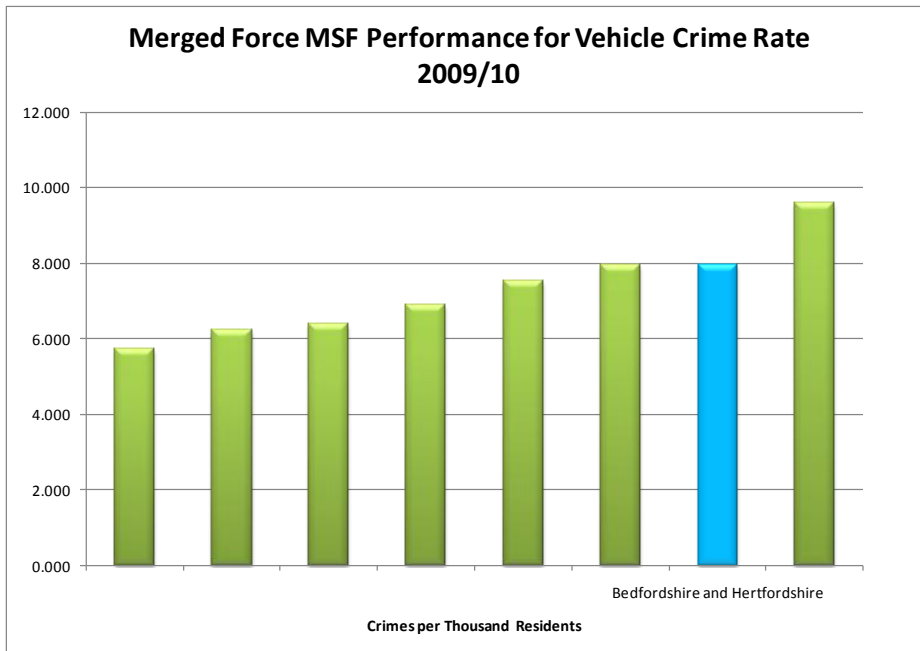
Source: iQuanta

Figure 13: Vehicle crime per 1000 population, comparison with current MSF



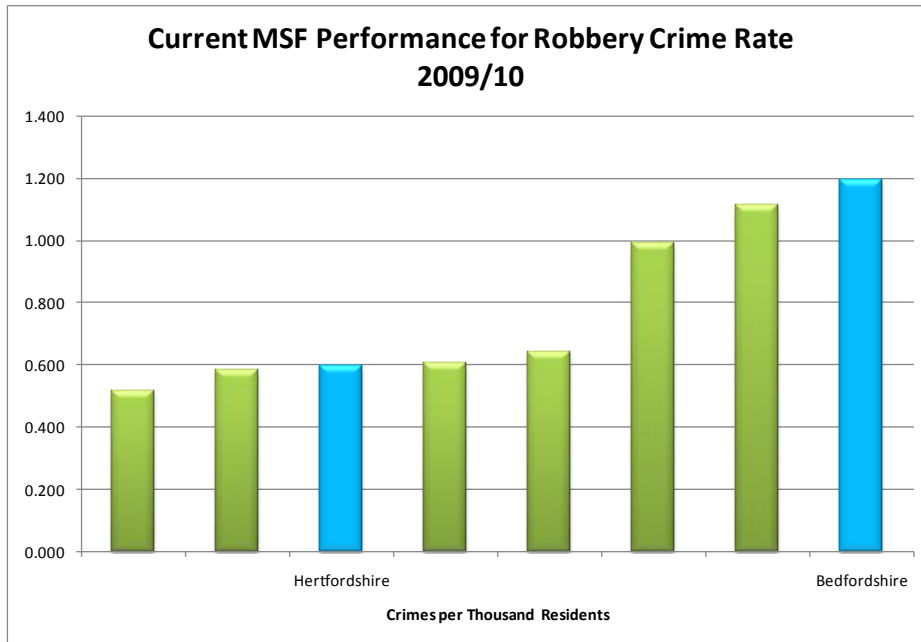
Source: iQuanta

Figure 14: Vehicle crime per 1000 population, comparison with MSF of merged force



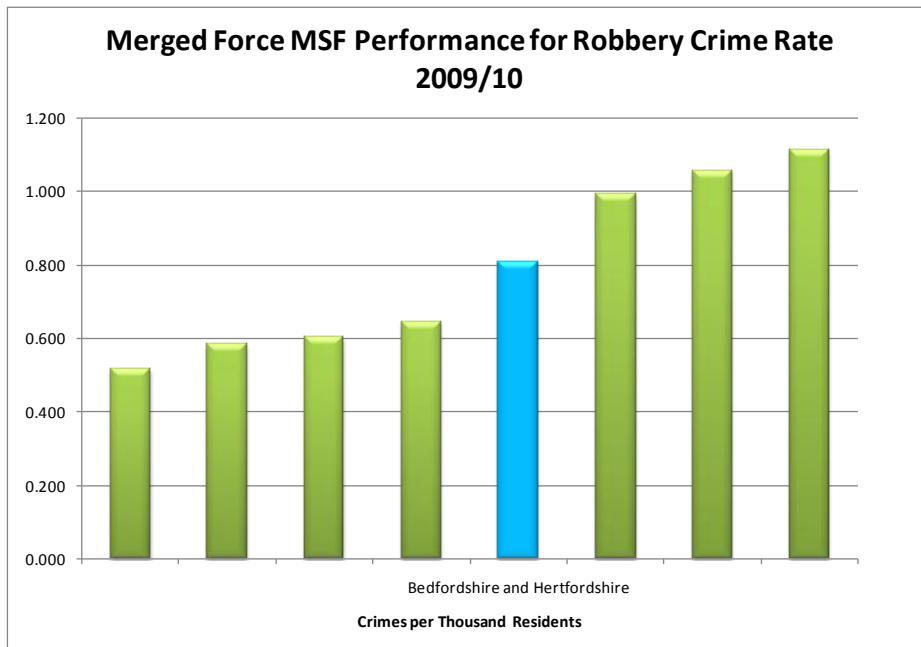
Source: iQuanta

Figure 15: Robbery per 1000 population, comparison with current MSF



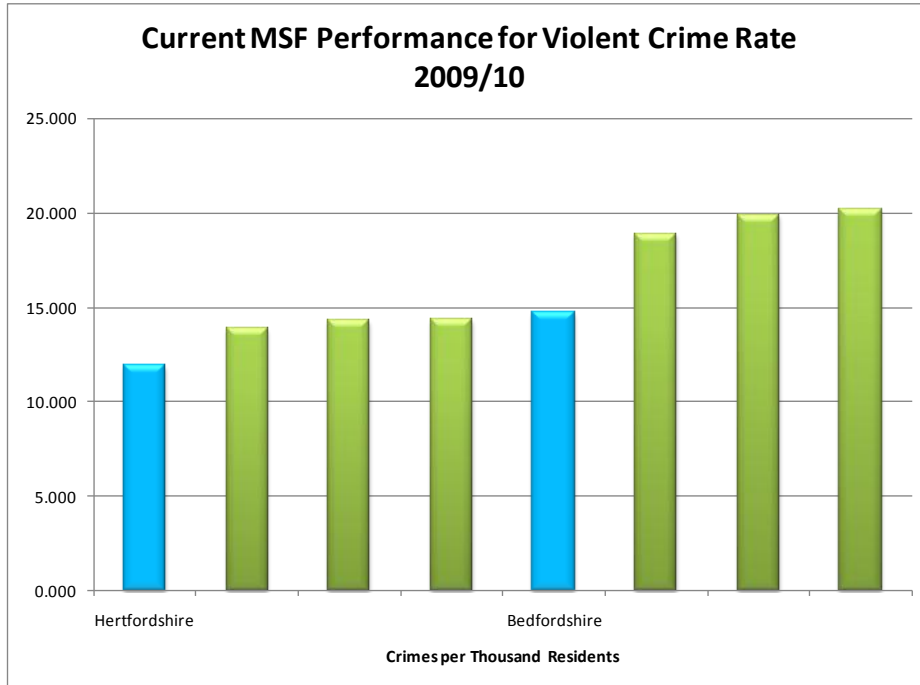
Source: iQuanta

Figure 16: Robbery per 1000 population, comparison with MSF of merged force



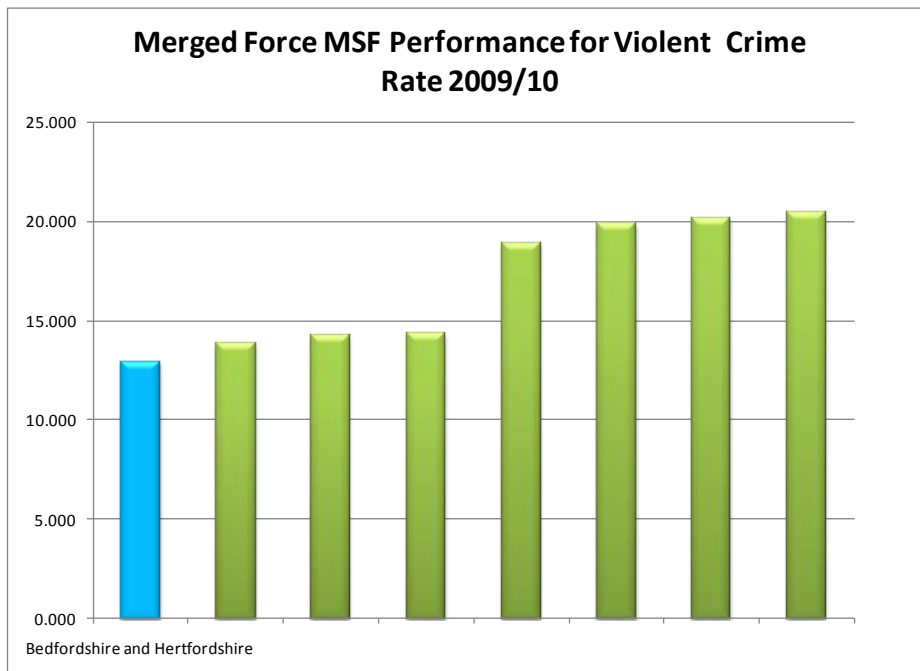
Source: iQuanta

Figure 17: Violent crime per 1000 population, comparison with current MSF



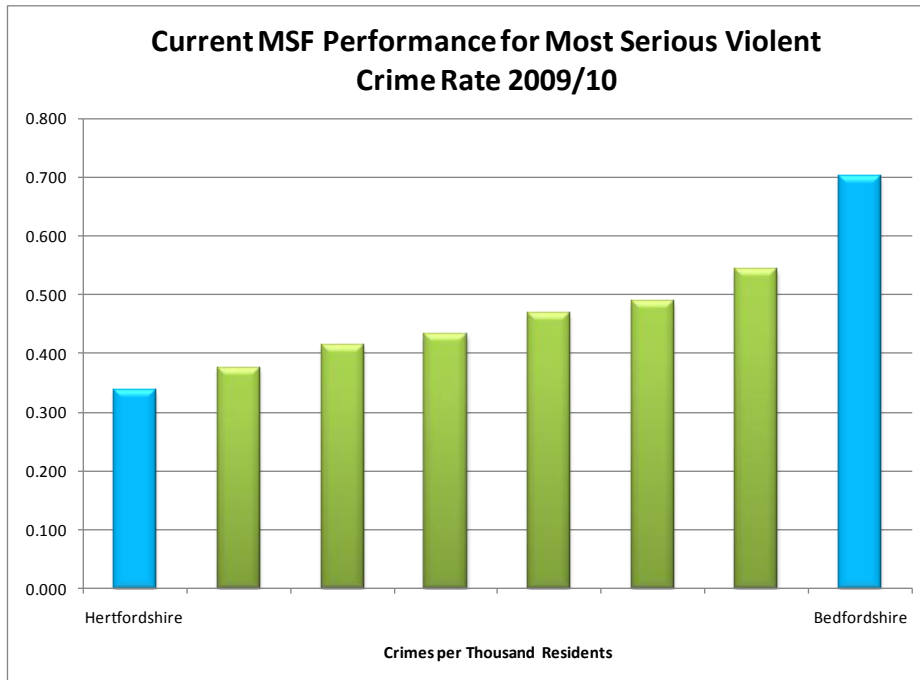
Source: iQuanta

Figure 18: Violent crime per 1000 population, comparison with MSF of merged force



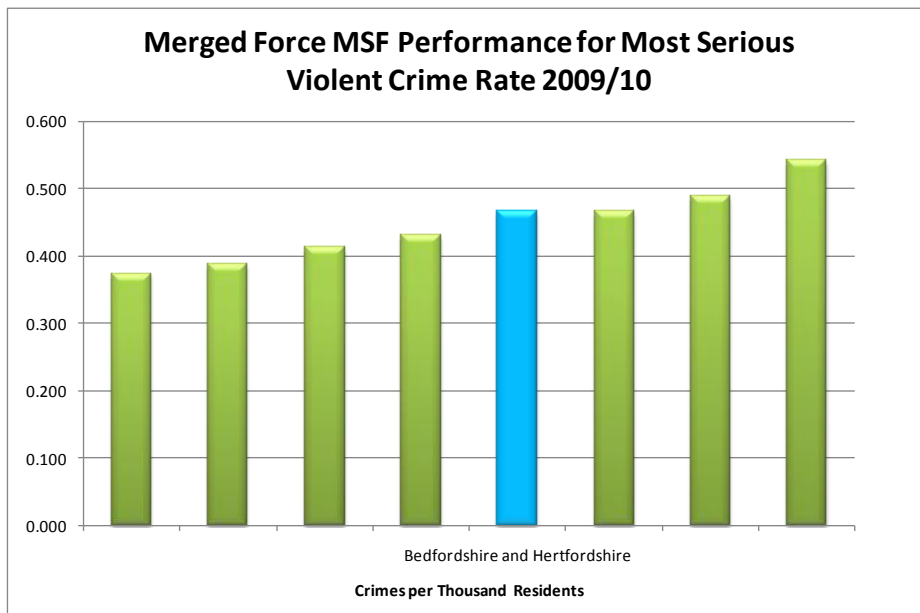
Source: iQuanta

Figure 19: Most serious violent crime per 1000 population, comparison with current MSF



Source: iQuanta

Figure 20: Most serious violent crime per 1000 population, comparison with MSF of merged force



Source: iQuanta

- B.5. The following appendix refers to section 3.7.3 Net Present Value and Payback Period summary of the costs and benefits

Methodology

The recommended approach toward investment appraisal in the public sector is to calculate the “Net Present Value” (NPV) by discounting the costs and benefits associated with investment options. Discounting is an economic technique that adjust costs and benefits that fall in different time periods to take account of the “time value of money”, the principle that people and society would prefer to receive money, goods and services today rather than waiting for the future. The Net Present Value is the sum of the discounted costs and benefits and as such it aims to show today’s value of the costs and benefits associated with the various investment options.

The approach to calculating the Net Present Value for each of the three options is based on the guidance set out in the Treasury’s “Public Sector Business Cases using the Five Case Model: a Toolkit”. In order to comply with this approach a number of adjustments are required to the treatment of costs and benefits set out in Section 3.8 above: .

- Relevant Costs – to present a rounded view, the NPV calculation includes all costs and benefits that are affected by the decision at hand. Alongside the capital and revenue costs shown above in Section 3.8, opportunity costs and items already budgeted for have also been included.
 - Opportunity costs are included in NPV calculations as they represent the value of the benefit foregone elsewhere by that resource being consumed by the project being appraised. Opportunity costs of the project delivery team have been included at £0.9m, £2.5m and £3.6m for Options 1, 2 and 3 respectively.
 - Redundancy payments, however, are excluded from NPV calculations as they represent a transfer of funds around the Government system rather than an additional direct economic cost. Redundancy costs of £0.6m, £3.3m and £5.7m have been excluded from the NPV calculations for Options 1, 2 and 3 respectively.
- A Net Present Value (NPV) calculation has been carried out for each of the options, over 4 years using a discount rate of 3.5% in line with the requirements of HM Treasury and the Green Book.

Results

Table 9 below summarises the key results of the Net Present Value calculations for each option,

Table 9: Summary of NPV analysis (over 4 years, discount rate 3.5%)

	Current and planned collaboration as described under Option 1		Extended collaboration as described under Option 2		Full and voluntary merger as described under Option 3	
	Un-discounted £'m	Net Present Cost (Value) £'m	Un-discounted £'m	Net Present Cost (Value) £'m	Un-discounted £'m	Net Present Cost (Value) £'m
Costs	-1.1	-1.1	-6.8	-6.3	-15.6	-14.7
Benefits	10.4	9.4	24.9	22.3	52.8	47.5
NPV		8.3		16.0		32.9

Source: Bedfordshire Police and Hertfordshire Constabulary

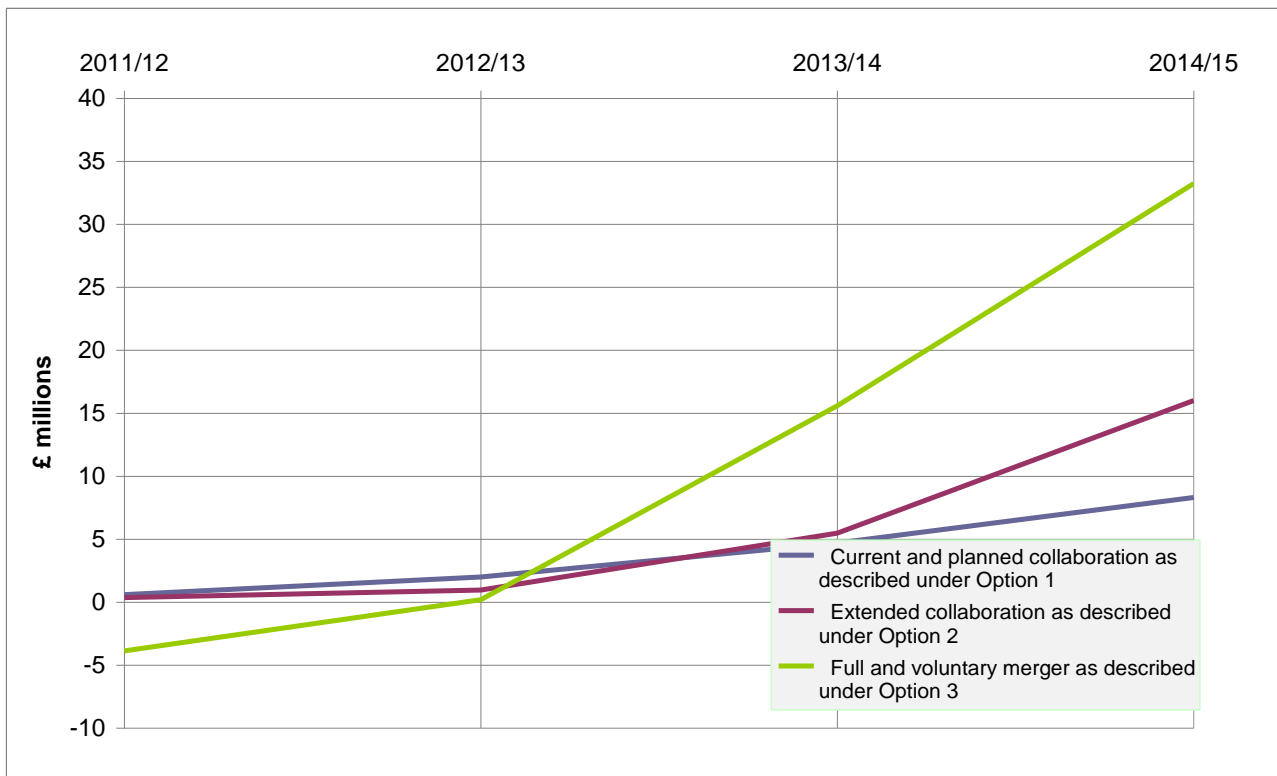
The above table shows that all options have a favourable NPV (i.e. where the sum of the discounted benefits outweighs the sum of the discounted costs). In addition to the NPV for Option 3 being the largest,

there are other non-economic arguments in favour of Option 3 and other unfavourable operational implications associated with Option 2.

The cumulative NPVs can be represented graphically as shown in Figure TK below. All the projects generate a positive NPV with Option 3 generating clearly the largest value.

This graph also shows the payback period associated with each option. Many of the project costs for the collaboration underpinning options 1 and 2 occur in 2010/11. The cash flows associated with Option 1 are positive from 2011/12 as are those for Option 2. Option 3 has as short payback period, generating net savings from 2012/13 onwards.

Figure 21: Comparison of discounted cash flows for each short listed option (including Contingency and excluding Redundancy Costs)



Source: Bedfordshire Police and Hertfordshire Constabulary

B.6. The following tables refer to section 3.8. Risk assessment

B.6.1. Ease of implementation

The net scores for risks to the achievability of the options are set out in Table 10 below.

Table 10: Risks to ease of implementation

	Option 1: Independence with Preferred Collaboration Partner	Option 2: Extended Collaboration	Option 3: Full and Voluntary Merger
Risk of opposition from the workforce (Superintendents' Association, Police Federation, Unison)	3 High probability Medium impact	2 Medium probability Medium impact	1 Low probability Medium impact
Risk that the option cannot be contracted / procured / programme managed / delivered in the timescale in question	2 Low probability High impact	3 High probability High impact	2 Low probability High impact
Risk to business as usual during transition period	3 Medium probability High impact	3 Medium probability High impact	3 High probability High impact
Risk of challenge / delay to the legislation	1 Low probability Low impact	1 Low probability Low impact	3 Medium probability High impact
Total achievability risk score	9	9	9
Normalised achievability risk score	2.25	2.25	2.25

B.6.2. Closing the budget deficit

The net scores for risks to the ability of the options to close the budget deficit are set out in Table 11 below.

Table 11: Risks to closing the budget deficit

	Option 1: Independence with Preferred Collaboration Partner	Option 2: Extended Collaboration	Option 3: Full and Voluntary Merger
Risk that the cost of change is unaffordable	1 Low probability Low impact	3 High probability High impact	3 Medium probability High impact
Risk that option focuses on balancing budgets at the expense of reduced service to the public	3 High probability High impact	3 Medium probability High impact	2 Low probability High impact
Risk that option inhibits future opportunities for greater efficiencies	3 High probability High impact	2 Medium probability Medium impact	1 Low probability Low impact
Total budget deficit risk score	7	8	6
Normalised achievability risk score	2.3	2.7	2

B.6.3. Operational performance

The net scores for risks to operational performance are set out in Table 12 below.

Table 12: Risks to operational performance

	Option 1: Independence with Preferred Collaboration Partner	Option 2: Extended Collaboration	Option 3: Full and Voluntary Merger
Risk that option does not strengthen delivery of the Policing Pledge	3 High probability High impact	3 Medium probability High impact	2 Low probability High impact
Risk that changes to support services may have a detrimental effect on front line policing	3 High probability Medium impact	2 Medium probability Medium impact	1 Low probability Medium impact
Risk that option does not strengthen public satisfaction and confidence	3 High probability High impact	3 Medium probability High impact	2 Low probability High impact
Risk that option does not strengthen delivery of neighbourhood / front line / local policing	3 High probability High impact	3 Medium probability High impact	2 Low probability High impact
Risk that option does not strengthen delivery of national minimum standards on protective services	3 High probability High impact	3 Medium probability High impact	2 Low probability High impact
Risk that option does not strengthen access to services	3 High probability High impact	3 Medium probability High impact	2 Low probability High impact
Total operational performance risk score	18	17	11
Normalised achievability risk score	3	2.8	1.8

B.6.4. Strategic priorities

The net scores for risks to strategic priorities are set out in Table 13 below.

Table 13: Risks to strategic priorities

	Option 1: Independence with Preferred Collaboration Partner	Option 2: Extended Collaboration	Option 3: Full and Voluntary Merger
Risk of detrimental impacts upon the environment	1 Medium probability Low impact	1 Medium probability Low impact	1 Medium probability Low impact
Risk of detrimental impacts to equality and diversity	3 Medium probability High impact	2 Medium probability Medium impact	3 Medium probability High impact
Risk that options introduce additional layers of bureaucracy	2 Medium probability Medium impact	3 High probability High impact	1 Low probability Medium impact
Risk that option does not support local governance / decision making (e.g. public setting the agenda, elected PA etc)	3 High probability High impact	3 Medium probability High impact	2 Low probability High impact
Risk that option does not include scope for increased partnership working to deliver positive outcomes for the public (e.g. Local community safety priorities)	3 High probability High impact	3 Medium probability High impact	2 Low probability High impact
Risk that option does not allow for "future proofing" (i.e. it precludes other regional or national requirements and obligations such as mutual aid, PSU requirements etc).	3 High probability High impact	3 Medium probability High impact	1 Low probability Medium impact
Risk that option is not aligned to other national change/initiatives, thus losing benefits (e.g. Wave Plan, ISIS)	1 Low probability Medium impact	1 Low probability Medium impact	1 Low probability Medium impact
Total strategic priorities risk score	16	16	11
Normalised achievability risk score	2.3	2.3	1.6