



Devon and Cornwall Police and Crime Panel

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Published: 27 September 2018

DEVON AND CORNWALL POLICE AND CRIME PANEL

Friday 5 October 2018

10.30 am

Warspite Room, Council House

Members:

Councillor Croad (Devon County Council), Chair

Councillor Batters (Cornwall Council), Vice Chair

Councillors Atherfold (Cornwall Council), Barker (Teignbridge Council), Derrick (Plymouth City Council), Excell (Torbay Council), Fairman (Cornwall Council), Hackett (Torridge District Council), Haydon (Plymouth City Council), Mathews (North Devon District Council), Nelhams (Isle of Scilly), Rule (Cornwall Council), Sanders (West Devon District Council), Mrs Squires (Mid Devon District Council), Sutton (Exeter City Council), Towill (Cornwall Council), Wingate (South Hams District Council) and Wright (East Devon District Council).

Independent Members:

Emily Macaulay (Devon) and Sarah Wakfer (Cornwall and the Isles of Scilly).

Members are invited to attend the above meeting to consider the items of business overleaf.

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Tracey Lee

Chief Executive

Devon and Cornwall Police and Crime Panel

1. Apologies

To receive apologies for non-attendance submitted by Members.

2. Minutes

(Pages 1 - 8)

To sign and confirm as a correct record the minutes of the meeting held on 10 August 2018.

3. Declarations of Interest

Members will be asked to make any declaration of interest in respect of items on this agenda.

4. Public Questions

To receive questions from (and provide answers to) members of the public that are relevant to the panel's functions.

Questions should be no longer than 100 words and sent to Democratic Support, Plymouth City Council, Floor 3, Ballard House, West Hoe Road, Plymouth, PL1 3BJ or democratic.support@plymouth.gov.uk

Questions must be received at least 5 complete working days before the meeting.

5. Chair's Urgent Business

6. Exploration of Potential Merger

(Pages 9 - 120)

7. Road Safety Strategy (including national initiatives/developments)

(Pages 121 - 136)

8. Police and Crime Commissioners Update

(Pages 137 - 150)

9. Police and Crime Commissioners Performance Report

(Pages 151 - 160)

10. Non-Criminal Complaints

(Pages 161 - 162)

11. Work Programme

(Pages 163 - 164)

Devon and Cornwall Police and Crime Panel**Friday 10 August 2018****PRESENT:**

Councillor Croad (Devon County Council), Chair
Councillor Batters (Cornwall Council), Vice Chair
Councillors Barker (Teignbridge Council), Derrick (Plymouth City Council), Excell (Torbay Council), Fairman (Cornwall Council), Hackett (Torridge District Council), Mathews (North Devon District Council), Nelhams (Isle of Scilly), Rule (Cornwall Council), Sanders (West Devon District Council), Mrs Squires (Mid Devon District Council), Sutton (Exeter City Council), Towill (Cornwall Council), Wingate (South Hams District Council) and Wright (East Devon District Council).

Substitutes: Councillors Harvey (Exeter City Council) substituting for Councillor Sutton, Penberthy (Plymouth City Council), substituting for Councillor Haydon, Desmonde (Cornwall Council), substituting for Councillor Towill

Apologies for absence: Councillors Atherfold, Macaulay and Wakfer (Independent Member)

Also in attendance: Shaun Sawyer (Chief Constable, Devon and Cornwall Police), Alison Hernandez (Police and Crime Commissioner), Fran Hughes (Chief Executive, OPCC), Sharon Taylor (Assistant Chief Constable, Devon and Cornwall Police), Nicky Allen (Treasurer, OPCC), Andrew Coleman (Director, Local Partnerships), Ross Jago (Lead Officer), James Driscoll (Clerk to the Panel)

The meeting started at 10.30 am and finished at 1.15 pm.

Note: At a future meeting, the Panel will consider the accuracy of these draft minutes, so they may be subject to change. Please check the minutes of that meeting to confirm whether these minutes have been amended.

58. Declarations of Interest

There was no declaration of interest made in accordance with the code of conduct.

59. Chairs Urgent Business

There was no urgent business from the chair.

60. Potential Merger of Dorset and Devon and Cornwall Police

The Police and Crime Commissioner (PCC) gave a report on the Potential Merger of Dorset and Devon and Cornwall Police.

The Commissioner highlighted -

(a) That the force –

- had an annual spend of £452m;
- covered a population in the region of 2.5m;
- had 14 million visitors per year.

(b) comparisons with other Police forces -

- every police force worked with one or more of its neighbours;
- no other forces had formally considered a merger recently;
- some were reaching the limits of what could be accomplished within existing structures;
- this proposed merger had caught the attention of the policing community - numerous forces and Government were watching.

The Chief Constable (Devon and Cornwall Police) commented that -.

(c) operational Policing -

- role of chief constable in merger business case;
- local representative and global representative;
- local threats and global threats;
- the best of historic British policing;
- living in the 21st century;
- seizing one's own destiny.

The Assistant Chief Constable (Devon and Cornwall Police) commented that -

(d) the creation of a new force -

- Devon and Cornwall Police currently had an alliance since 2015 with Dorset;

(e) the merger would progress the relationship with Dorset enabling:

- an increase to local, national and international demand;
- a natural pathway of the strategic alliance;
- an operationally driven, politically supported force.

(f) the vision of a the merger -

- legally become one new force;
- development of a new policing model;
- limited immediate change for most staff;
- a practical progression to provide a more resilient service to our communities.

(g) the national stage will allow the force -

- keep local forces local;
- more community policing;
- a greater voice and more influence of a national scale.

(h) savings -

- creating a new force cuts a chief constable and a police and crime commissioner;
- money saved can be reinvested in areas such as improved technology;
- allow us to invest in new frontline staff.

- (i) staffing -
 - savings allow us to increase our staffing numbers;
 - council tax alignment was a legal requirement;
 - aspiration for 430 new officers or staff.
- (j) what a single leadership with a single focus means for the police force -
 - single leadership cuts bureaucracy and increased efficiency;
 - effectiveness and productivity;
 - one vision and one plan;
 - strengthened accountability through single points of leadership;
 - reduced administrative burden on the force.

The Chief Executive (OPCC) commented that -

- (k) the role of the PCC -
 - responding to the recommendation of both chief constables to explore a merged force;
 - active participation in the governance to explore the merger;
 - scrutiny of the process and support and challenge role as the business case being developed;
 - listening to the views of stakeholders;
 - final decision maker with PCC Dorset in September;
- (l) governance and decision making -
 - each one of the Corporation's Sole had a role in governance and decision making:
 - CC Shaun Sawyer – Senior Responsible Officer;
 - PCC Martyn Underhill – Sponsor;
 - PCC Alison Hernandez – Chair of Alliance Convergence Board;
 - CC James Vaughan – Board Member.
 - the decision is made by the Chief Constables and Police and Crime Commissioners and then submitted to the Home Office, if they approve, it will go to the Home Secretary and then finally Parliament.
- (m) governance of Strategic Alliance -
 - alliance Executive Board;
 - chaired alternatively by CCs and attended by both PCCs;
 - this is business as usual for Alliance functions.
- (n) governance of Merger Programme -
 - alliance Convergence Board (monthly) chaired by PCC Alison Hernandez;

- convergence Steering Group (weekly phone call) all four Corporation's Sole represented;
- working Groups (fortnightly) overseen by Programme Director.

(o) timeline of merger -

March 2018	Sign off outline business case
May 2018	Decision to commence public and stakeholder engagement
June 2018	Stakeholder engagement PCC (Devon & Cornwall) meets with MPs
July 2018	Joint between with MPs from three counties with all four Corporation's Sole
August 2018	Engagement period closes
September 2018	Full business case (FBC) considered by Alliance Convergence Board
October 2018	If FBC agreed then submitted to Home Office by 12 October 2018
December 2018	'Minded to' decision issued by Minister on FBC

The Director for Local Partnerships, the consultant employed by the OPCC, commented that -

The key points the presentation covered were -

(p) final business case -

- does the merger proposal have a clear economic basis (including a clear and viable path for precept equalisation);
- would the merger improve the efficiency of the police;
- would the merger improve the effectiveness of policing in the area;
- would the merger have an impact on public safety;
- does the proposal have sufficient local support?

(q) the areas of the business case -

- strategic case - covering the vision and strategic ambitions for policing across the two force areas and the alignment of that vision and ambition with the structural changes being considered;
- economic case - to demonstrate that the change proposed would optimise public value;
- commercial case - to demonstrate that the preferred option was viable;

- financial case - to demonstrate the affordability of the preferred option emerging from the economic case;
- management case - to demonstrate the achievability of the proposed option.

The Chief Executive (OPCC) commented that -

- (r) public and stakeholder engagement;
 - the Home Office had provided the OPCC advice on who it believed key stakeholders were -
 - staff;
 - trade unions and staff associations;
 - local public;
 - local Members of Parliament;
 - local authorities.
 - with the policing bodies that need engagement as follows -
 - HMICFRS;
 - NPCC;
 - the College of Policing;
 - the Police and Crime Panels.
- (s) the next steps for the merger -
 - public and stakeholder feedback evaluated in September;
 - final business case developed;
 - all four Corporation's Sole decide on whether or not to proceed once FBC was complete;
 - if positive, FBC is submitted to Home Office by 12 October 2018.

In response to questions from members it was commented that –

- (t) both forces had a very rich history and heritage which was part of their local policing family, the locality of policing would not change – the forces name and forces uniform will change at some point but the local policing would not. There had been positive feedback from staff and trade union federation staff. The police forces were aware of any cultural changes required this had been considered via the Strategic Alliance Programme;
- (u) not everyone in the force was in favour of merger;
- (v) the meeting had been arranged to discuss the potential merger with no promise of a business case;
- (w) no consideration had been given to CCTV this stage;
- (x) the two Chief Constables would agree the business case, approach to the merger and would propose it to the PCC, then the PCC would decide if the

Office of the Police and Crime Commissioner should propose a merger to the Home Office;

- (y) the panel does not need to support the proposal. The PCC would like to take any feedback from the panel and review it to help the PCC come to the decision on whether to proceed or not;
- (z) the Home Office had been working alongside the two forces in a very supportive way – the merger was a voluntary proposal and would be a decision of the two forces. This initiative was not driven by the Government and focused on the resource and support they can provide;
- (aa) savings would be made by reducing the numbers of two Chief Constables to one, two PCCs to one etc. The immediate cost benefit was to create 100 officers, but there was an aspiration to aim for an additional 330 beyond that making it 430. However, that was a discussion with the Home Office and what they would do to help with any transitional arrangements;
- (bb) Devon and Cornwall Police had been working in a Strategic Alliance since 2013 with Dorset Police. Devon and Cornwall does not share its border with many others Counties. Dorset shares many similarities with Devon and Cornwall Police; it was an urban, rural and coastal area;

Following a short recess the Panel considered a set of recommendations prepared on its behalf and made a number of suggested amendments -

1. Write to Home Secretary and Minister of State for the Police and Fire Service, to express reservations proposed merger of Devon and Cornwall Police with Dorset Police on basis on currently available information;
2. The letter would also –
 - a. Highlight lack of ~~open and transparent information~~ available to the public in relation to the preparation of merger proposals for stakeholders and during the consultation process;
 - b. Highlight ~~the current~~ insufficient financial modelling to justify the proposal or to demonstrate value for money;
 - c. Highlight the lack of information in relation to Council Tax payments and impact on communities across current force area;
 - d. Ask the minister to ensure if the merger is proposed panel is given notice of proposals under Section 33 of the Police Act 1996 and that any resultant statutory instruments should be subject to affirmative procedures when laid before parliament.
3. The Police and Crime Commissioners and Chief Constables are requested to review the arrangements for consultation ~~extending the period~~ and delaying

the proposal until the full business case is provided to the panel. (a motion to strike failed)

Following an undertaking from the Police and Crime Commissioner to provide a detailed information at the next meeting of the panel Cllr Wright made a suggestion to defer. The Chair put the suggestion to members who agreed to move the scheduled 14 September 2018 meeting to October so that the Office of the Police and Crime Commissioner would provide the panel with a detailed business case.

61. **Exempt Business**

There was no exempt business to be discussed on the agenda.

62. **Potential Merger of Dorset and Devon and Cornwall Police (E3)**

This agenda item was discussed in Part I of the meeting.

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Devon and Cornwall Police and Crime Panel
5 October 2018
Report of the Police and Crime Commissioner

REPORT FROM THE COMMISSIONER ON THE PROPOSED MERGER BETWEEN DEVON AND CORNWALL POLICE AND DORSET POLICE

Introduction

This report relates to the exploration of a possible merger between Devon and Cornwall Police and Dorset Police. It provides an abridged version of the Full Business Case for a possible merger between Devon and Cornwall Police and Dorset Police. The Full Business Case provides the information requested by the Home Office. The report also details the rationale for the PCCs decision which is that she does not agree that the business case should be submitted to the Home Office to progress with a merger of the two forces.

Background

An initial assessment of the potential merger was undertaken on behalf of the four corporations sole, namely the two Chief Constables and the two Police and Crime Commissioners in Spring 2018. This assessment explored the opportunity to extend the existing collaborations of the Strategic Alliance by creating a new Police Force for, Cornwall, Devon and Dorset with a new vision, new leadership structure and new operating model.

Devon and Cornwall Police and Dorset Police formally entered into a Strategic Alliance in March 2015 agreeing to work together in the delivery of 26 operational and business support areas.

The scope of the programme was subsequently expanded to consider 38 discrete business areas that account for approximately £122M of the two forces combined annual operating expenditure in 2017/18.

In September 2017, the four corporations' sole announced that they were commencing work to explore opportunities to deepen the existing Strategic Alliance, including the potential of a full merger between the two policing areas. The announcement followed a number of internal discussions and high level engagement with the Home Office and external stakeholders.

The Full Business Case applies the HM Treasury five case model contained within their Green Book appraisal guidance and therefore considers the strategic, economic,

commercial, financial and managerial implications of greater integration. The content and approach for the Full Business Case has been agreed with the Home Office.

Results of Engagement Activities

A summary of the engagement results are attached to this report in Appendix 2. It should be noted that the total number of respondents and headline results relate to the survey findings across all three counties – not Devon, Cornwall and the Isles of Scilly. Figures for the response from Devon and Cornwall respectively are shown in the tables included in the Appendix.

The Decision Making Process

In order for the proposed merger to progress it would need to be unanimously agreed by the four corporations sole that the business case was approved and that the business case should be submitted to the Home Office for approval.

The two PCCs and Chief Constables met on 25th September to consider the Full Business Case in its entirety. The meeting also considered the full results of the public engagement survey over the summer on the merger.

At that meeting both Chief Constables and both PCCs accepted the Full Business Case.

However they have not reached a unanimous decision on the question of whether to submit the Full Business Case to the Home Office for approval.

The Commissioner is minded to say no to the merger and not to agree to it being sent to the Home Office.

The Commissioner's rationale for not agreeing with the other three decision makers is detailed in Appendix 3.

As there is not unanimous agreement the Commissioner has brought her decision before the Police and Crime Panel at this meeting for additional scrutiny.

The Commissioner will confirm or amend her 'minded to' decision by 8th October following discussion at the Panel meeting.

Contact for Further information:

Frances Hughes

Chief Executive, Office of the Police and Crime Commissioner

Appendix 1 Abridged Final Business Case

Appendix 2 Summary of Engagement Results

Appendix 3 Minded to say no decision and rationale by PCC Alison Hernandez

Contact for further information

Fran Hughes

Chief Executive

Office of the Police and Crime Commissioner for Devon and Cornwall

frances.hughes@devonandcornwall.pnn.police.uk

Report prepared 25 September 2018



Devon & Cornwall Police and Dorset Police

Summary of full business case for proposed
merger

SUMMARY

Version 2.0

26 September 2018



Foreword

Thinking globally, acting locally to protect the people of Cornwall, Devon and Dorset

We believe that the public in Cornwall, Devon and Dorset have a right to feel safe and protected from threats, risk and harm. We are a peninsula and so our ability to call on mutual aid or national resources to support us can be limited by our geography and the travel distances involved.

We have a proud tradition of neighbourhood policing and we wish to retain this commitment and flexibility. However, we know that we need the strength of a merged force to garner sufficient operational resilience to make this a reality.

The current model of policing is increasingly outmoded. Were a review into the optimal structure for policing in England and Wales to be undertaken; the result would not be the 43 territorial police forces we have today.

This is widely recognised. Every force works in close collaboration with one or more of its neighbours, sharing a range of operational, operational support and business support functions. In addition, there are range of regional organised crime and counter-terrorism collaborations, and various other collaborative arrangements in place in relation to estates, fleet, ICT, professional services and more. Similarly, successive Governments have set out their intentions to address the fragmentation, duplication and differential levels of service that can occur in a crowded public sector delivery landscape. This intention is currently formalised as a statutory duty for forces to collaborate in the Policing and Crime Act 2017.

However, as time has progressed, arrangements have strengthened and formalised, and as the relative proportion of collaborative activity increases, the existing governance mechanisms have become less reflective of the way business is delivered; and as a result less fit for purpose.

At the same time, the policing challenge has, and continues to, shift. Criminals exploit cyber and technology spaces, and as a result, the boundaries between forces become less relevant. New offences emerge due to a gap between the criminals' ability to commit crime and forces' ability to prevent and detect such crime. Core police work has become less about crime-fighting and more about preventative safeguarding and intelligence gathering. The ability of policing to materially affect enduring issues, like the impact of mental health, drugs and alcohol is limited by the strength of partnership arrangements, rather than by undertaking proactive policing activity.

In the current environment, we recognise that a single force, with a single vision, a single mission, and a single operating model would better address these issues.

Cornwall, Devon and Dorset share similar operational approaches and culture, and similar challenges including the growth of the region as a 'year round' tourist destination which supports the local economy, which is why we are already working in a successful alliance. However, as the alliance matures and we continue to invest in this approach and refine it further for the benefit of our communities, we recognise that we are close to the limits of what can practically be achieved if we maintain three separate, but closely linked, delivery and governance structures (the two forces and the alliance). The financial challenges across policing and the wider public sector mean that we need to consolidate what works and continually demonstrate value for money in every approach we take.

Following a full review of our alliance we have concluded, with independent professional advice, that the creation of a new force for Cornwall, Devon and Dorset gives us the best opportunity to continue to deliver services effectively and meet the expectation of our communities.

A single approach to leadership in the new force will provide clarity of vision and mission, streamline decision making and ensure that initial financial savings are reinvested in the front line. Longer term we can integrate processes and service delivery, which will in turn release efficiency and productivity savings, which again, will allow for further reinvestment in front line capability.

We are excited by the opportunities that the creation of a new force will bring.

Streamlined governance and decision-making processes will free up our leadership from bureaucracy and allow them to, rightly, spend the majority of their time on activities that materially improve the policing service the public sees every day. Having a single clear vision will allow us to adapt to emerging concerns more rapidly; brigade the work of our partners under a single process; exploit opportunities to prevent future demand; represent the diverse views of our rural, urban and coastal communities; provide longevity to our policing style and model which serves our public well; and ultimately provide our community with better and more sustainable resources and a safer and more protected area.

From our established strong base, we want to further improve public confidence and be known for maintaining and retaining that position. Being best in class at a time of austerity is challenging, and we are certain that a merger is the best way to achieve this.



Alison Hernandez Shaun Sawyer
Police and Crime Commissioner *Chief Constable*

Devon, Cornwall and the Isles of Scilly

James Vaughan
Chief Constable

Martyn Underhill
Police and Crime Commissioner

Dorset

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INTRODUCTION

This report provides a summary of the business case assessment of proposals by Devon & Cornwall Police (D&CP) and Dorset Police (DP) to merge and become a single force with a single OPCC.

The approach adopted is in accordance with the HM Treasury 'Green Book' Guidance for Business cases, and therefore consists of five separate elements. The five elements are:

Strategic case	Covering the vision and strategic ambitions for policing across the two force areas and the alignment of that vision and ambition with the structural changes being considered.
Economic case	Identifying and assessing the additional public value that could be generated by the structural changes and quantifying as far as possible the monetary impact of those changes for the public purse.
Commercial case	Exploring the business implications of the preferred option that emerges from the economic case in terms of legal process, HR, estates, ICT and third-party expenditure.
Financial case	Assessing whether the preferred option is affordable and the source of funding for any upfront investment costs required.
Management case	Considering the 'achievability' of the preferred option and looking at the actions that would be required to ensure successful delivery in accordance with best practice.

This report summarises the key findings from each of those cases.

1. STRATEGIC CASE

1.1 Introduction - the current position

1.1.1 History

Devon & Cornwall Police:

On 1 June 1967, following a series of major mergers, Devon and Exeter Police, Cornwall County Constabulary and Plymouth City Police amalgamated to form the Devon and Cornwall Constabulary. This resulted in the creation of the largest police force in England by geographical area.

Over the past 50 years the force has grown considerably to meet growing demands and was graded as 'good' for crime data integrity by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) in April 2018. D&CP has the seventh lowest crime rate in England and Wales (per 1000 population), with good levels of public confidence.

Dorset Police:

Initially formed in 1855, Dorset County Constabulary merged with Bournemouth Borough Police to form Dorset and Bournemouth Constabulary on 1 October 1967. On 1 April 1974, the force took over some areas (mainly Christchurch and its surrounding areas) from Hampshire Constabulary and acquired its present name.

DP is one of the highest performing police services in the United Kingdom and was rated 'good' overall by HMICFRS in November 2017. Dorset has the twelfth lowest crime rate in England and Wales (per 1000 population), with good levels of public confidence.

1.1.2 Key organisational information – leadership, governance and the strategic alliance

D&CP and DP have been in a strategic alliance since 2015, deciding to work together because both forces have:

- Similar policing styles, values and priorities
- Similar neighbourhood policing style
- Strong links with communities
- Rural, coastal and urban geographies
- Similarities in culture

The strategic alliance has led to several senior roles in both forces being shared or combined, as set out in the current organisation structures provided Appendix 1 (text in purple refers to areas that are a single service. The director of legal, reputation and risk¹ and director of people and leadership are also fully shared roles between the forces).

The two forces are also involved in the successful regional delivery of services on a four-force basis; for example, the South West Police Procurement Department ("SWPPD"), was launched on 1 April 2012 and is now well established, and embedded in all four forces (see Section 3, Commercial case for more details). There are also other informal collaborative working arrangements, for example with local fire services.

¹ Covering Joint Legal Services (both forces), Information Management (Devon and Cornwall/partly Dorset) and Corporate Communications and Engagement (Devon and Cornwall/Dorset) and Joint Senior Information Risk Owner (SIRO) for both forces

Governance is provided through the two offices of police and crime commissioners (OPCCs), the structures of which are set out in Appendix 2.

1.1.3 Guiding principles

In both developing the strategic alliance to this point, and considering future options, each of the four corporations sole have kept in mind a set of guiding principles to provide assurance; particularly that the respective communities represented by each PCC are adequately served by any proposals, including full merger.

There is common agreement that a merged force offers the best long-term solution for all parties and the guiding principles which all parties agree are that:

- Overall performance has been / will be maintained or improved
- The quality of service to the public has been / will be maintained or improved
- There is an opportunity for greater resilience
- Public safety has been / will be maintained or improved
- There are greater opportunities for innovation
- Cashable savings and efficiencies can be realised

1.2 The wider national context

As recognised in the Policing Vision 2025², modern policing faces a range of internal and external pressures; a ‘perfect storm’ of Comprehensive Spending Review pressures over a prolonged period; local population increases; growing, changing and more complex crime demand; high profile service failures and low public assurance levels.

The Policing Vision 2025 sets out and ambition to *“make transformative change across the whole of policing . . . through working together collaboratively in the public interest”*.

The latest Winsor report³ also identifies a number of areas where improvement is needed, including: significantly improve the pace of change, whilst maintaining public confidence; manage emerging and enduring threats; deal with the gaps that exist between public services as statutory partners retreat into their core areas of delivery, for example in dealing with the vulnerable or those with mental health issues.

The recent funding settlement for police forces and accompanying letter from the minister have made it clear that continued progress on improving productivity is a key requirement. Joint working / collaboration is recognised as one route to deliver against that need.

The Police Act (1996) formalises joint working arrangements between two or more forces or Police Authorities where there is the opportunity to deliver greater efficiency and effectiveness. In 2012 the Home Office provided guidance on their application and HMIC reported on ‘Increasing efficiency in the police service - the role of collaboration’. Over the last six years HMIC (now Her Majesty’s Inspectorate of Constabulary, Fire and Rescue Service) and the

² “Policing Vision 2025” jointly produced by the Association of Police and Crime Commissioners (APPC) and the National Police Chief Constables (NPCC)

³ ‘State of Policing 2016. Part 1: Overview’

Home Office have continued to encourage forces to work more collaboratively at a local level, a regional level and, in some aspects, at a national level.

Reports into perhaps the most mature force alliance between West Mercia and Warwickshire, note that, despite many successes, the process of defining and implementing a single operating model has created some challenges, and there have been questions raised about whether the alliance will need to move to a single chief officer team to achieve fully integrated operations. However, it still remains as *“the most collaborative policing arrangement”* in England and is quoted as evidence of such collaboration bringing efficiency and operational benefits.

In other locations, the progress on collaboration has been mixed, with a number of attempts at alliances and with changing aspirations for the extent of collaboration between Forces. As well as formal alliances, these include example that focus on the “back office” elements for collaboration – such as HR, procurement / commercial services, ICT and elements of finance.

The Home Office is funding force led work in relation to several commercial workstreams such as national purchasing of utilities, shared services, forensics and insurance that are being pursued with the aim of reducing costs. That drive has recently been strengthened by a letter to all Forces from the Minister of State for Policing and Fire Service stating *“I would like to see a delivery plan with clear milestones between now and September 2018 for achieving the National Commercial Board’s ambition of reducing procurement and shared service costs by £100m and £20m respectively.”*

It is worth noting that no other forces in England are considering taking joint working further to a full merger for operational reasons, in the way considered in this business case. This is therefore a ground-breaking proposition with the ambition is to define the next generation of policing.

1.3 The case for change

1.3.1 The journey to date – the strategic alliance

Every police force and wider public service works in partnership with one or more of its neighbours. Forces also work as regional groups, collaborating on more complex areas of policing such as counter terrorism and organised crime.

In March 2015, D&CP and DP signed a formal agreement to work together to best serve the residents of the three counties. Both forces have worked hard to identify what areas within Cornwall, Devon, and Dorset they can best work on together. This has been a ‘bottom-up’ approach, with individual business areas developing their own proposals for change through detailed business cases.

Thanks to the hard work of officers and staff, today, around 25% of staff are working in the strategic alliance and there are 38 business cases either under development or being implemented. Of those, 22 business areas are ‘live’, delivering a three-county service, as summarised in the table below.

Operational Policing	Operational Support	Business Support
<ul style="list-style-type: none"> •Roads Policing •Dogs •Firearms and ARV •Prevention •ANPR •Integrated Offender Management •Intelligence 	<ul style="list-style-type: none"> •Ops Support and Command •Ops Planning •Alcohol Licensing •Evidential Property 	<ul style="list-style-type: none"> •Finance •People •Information Management (Phase 1) •Information Management (Phase 2) •Business Change •Audit, Insurance and Risk •Fleet Services •Admin Services •Business Support Services •ICT •Corporate Communications and Engagement

Table 1.1: Summary of alliance areas that are already live

There are some areas where the alliance has already successfully changed policing including:

- **High-profile, high-visibility roads policing:** both forces now have the tactical option to run joint-force Allied Wolf roads policing operations. These multi-unit operations have the visibility and resources needed to reinforce safer driving campaigns, to act as a deterrent to driving offences and to disrupt local crime. More than a dozen Allied Wolf operations have now been run.
- **Aerial view and evidence gathering:** the strategic alliance Drones Team provides a rapid aerial view and evidence gathering capability to officers across the three counties. The live aerial view of events has supported missing persons and suspect searches in both forces, along with crime scene investigation work that has already been used in evidence during court proceedings. This specialist team, which was the first of its kind in the country, operates six drones which are available across the three counties.
- **Firearms surrender:** being primarily rural counties, gun ownership per head of population across Cornwall, Devon and Dorset is amongst the highest in the country. Working together in the delivery of a coordinated firearms surrender campaign running across both force areas, 2017 was the most successful year ever in taking unregistered firearms out of circulation.

There have also been successes behind the scenes, including: shared digital/ICT strategy; bringing together several business areas to create an entirely new department solely focused on Prevention; and Alliance Admin Services.

Other successes include the rollout of the two digital storage units and detection dogs.

The total annual benefit impact from the implemented areas is estimated to be £3.6m⁴ with total programme benefits reported to rise to £10.9m, **leading to estimated cumulative savings of approximately £100m over the next ten years.**

⁴ Source: *strategic alliance benefits report quarter 4, 2017/18*

The current delivery against the seven non-financial benefit areas of the Alliance are assessed in the spider-diagram below, where the shaded area represents what has been delivered to date⁵.

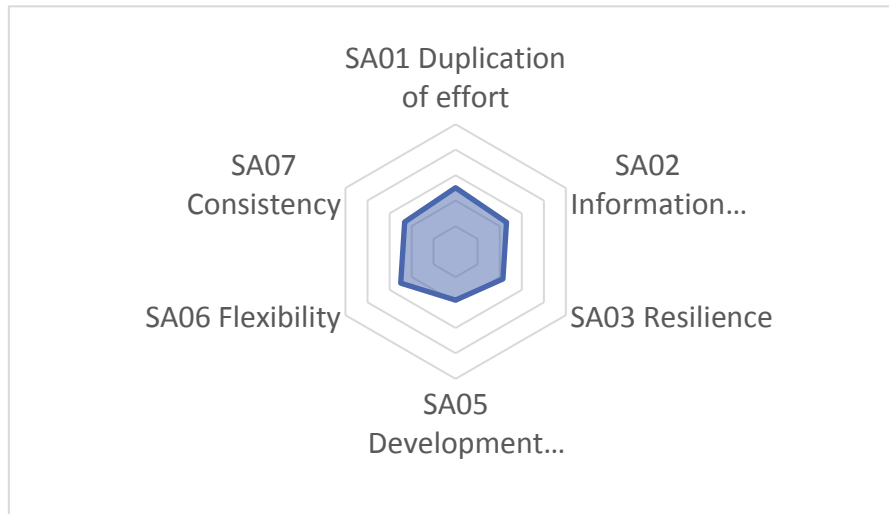


Chart 1.1: summary non-financial benefits from the Strategic Alliance as at March 2017

1.3.2 Merger – the next logical step towards greater collaboration

As set out above, the current strategic alliance has been successful across a number of areas.

However, there is growing concern that the power of coming together is reaching its natural limit and that the alliance may be constrained from doing any more. This potential loss of momentum is happening for a variety of reasons:

- Decision-making and governance:** as the relative proportion of collaborative activity increases, the existing governance mechanisms have become less reflective of the way business is delivered; and, as a result, less fit for purpose. All four corporations sole are adamant that local policing and a single control room (for example) are too high risk to pursue at the current juncture in terms of public confidence and for local governance to work, in a model of two chief constables and two PCCs and the potential for a three-county delivery model. The complexities and risks associated with such a step make the cost benefit analysis, risk profile and governance challenges too great. **Against the current environment of new and emerging threats, a single force, with a single vision, a single mission, and a single operating model would better address these issues.**
- The lack of single unified command and control structure supporting a single unified vision:** as more frontline / operational areas such as the control room are explored, all parties recognise that any solution will be sub-optimal without a single unified approach to policing rather than two forces and two PCCs with different priorities, different visions, different financial imperatives and different expectations. All of which mean that expected / accepted operational responses may remain different in each force. This also makes moving to single functions in operational areas such as the control room much less attractive as the opportunity to fully rationalise and streamline processes to a single consistent way of working is not fully achievable. **As a result, the more significant savings from such areas would be helped considerably by a single command and control structure that supports a single vision for policing which is best served by merger.**

⁵ These are expected to increase as more areas are allied and processes are aligned

- **A moment in time:** all parties recognise that there is a narrowing time horizon to the next PCC election in May 2020 but that full implementation of some of the ambitions will inevitably take longer. Those ambitions will also involve significant capital (as well as revenue) expenditure and there is uncertainty whether such commitments should be made unless delivery can be 'locked-in' by a full merger, as they would limit the freedom of operation of potentially two new PCCs and two new chief constables (if the forces remain separate) by two years' time.
- **Experience elsewhere:** lastly, experience from elsewhere, such as West Mercia and Warwickshire, suggests that a successful alliance now appears to be struggling because of the difficulty of establishing a single operating model whilst there are two forces and four corporations sole.

If the decision is made not to merge, despite the compelling reasons set out in this full business case (FBC), the two forces will continue to work together. Whilst it is unlikely that they will 'un-alliance' areas that are already joined, further, **deeper collaboration will always be sub-optimal whilst there are separate direction-setting, governance and command and control structures in place; in other words, whilst there are two separate forces accountable to two separate PCCs.**

1.3.3 Why merge? A vision for the future: the operational case

Whilst the historic driver for the creation of the strategic alliance was financial and the ability to deliver further savings and an efficient service remains important, the key reasons to merge are operational. This is a force-led proposal – not a political one; both chief constables believe that the two forces will be stronger together, both PCCs therefore gave their approval to explore the proposal further. As such, the 'operational case' for merger has been threaded through each element of this FBC and is attached in full as Appendix 3 – The Operational Thread.

The vision of the four corporations sole is to create a force that is more connected, providing a local focus and national influence:

To improve the safety of the public by changing and enhancing the way in which we deliver policing to all our communities, to ensure they are resilient and connected. Our ambition is to lead the way in defining the next generation of policing which is well supported, responsive, efficient and forward thinking

The success of the merger will be determined by the following critical success factors. The new force must:

- Be able to offer an outstanding local policing service
- Be more resilient and achieve long term sustainability
- Be able to invest to meet new and emerging threats
- Maximise our overall efficiency and effectiveness
- Define a new culture for a new era for policing

Key operational and business benefits

Five key areas of benefits of merger have been identified.



Figure 1.1: summary of expected improvements in policing for local communities

Improved service to the public	Achieving operational consistency and improving the response to deliver key policing outcomes
More resilient and sustainable police service	Savings re-invested in frontline and technology to keep the public safe. A larger more flexible workforce.
Increased operational efficiency	Cutting bureaucracy and removing inefficiencies in the force and partners. Increased productivity
Increased accountability	Single points of leadership, one vision, one mission, one police and crime plan and clarity of purpose
Increased national influence	More influence, attracting talent and representing our communities at a national level

A new target operating model (TOM) is being developed for the proposed merged force. Whilst some details will continue to be developed during transition, some key aspects of the new model and how it will support twenty-first century policing are already clear.

A single leadership structure within a new policing organisation would halve the number of chief constables and police and crime commissioners and reduce the numbers of chief officers. The new indicative executive team structure is:

- Chief constable
- Deputy chief constable
- Four assistant chief constables covering:
 - Operations
 - Local policing
 - Crime and criminal justice
 - Change
- Three chief officers covering:
 - Finance and resourcing
 - Human resources
 - Legal services

On top of these savings, the new TOM will create additional savings to those already realised or possible from the strategic alliance; those savings will be reinvested in frontline policing.

One vision, one mission and one police and crime plan will provide clarity of purpose and effective leadership into the future. The creation of a new police service, with a single agreed way of working, a single method of delivering policing service and a single set of policing priorities will see the removal of the current structural inhibitors and will lead to a more efficient, effective and resilient service to the public.

In the medium term, a merged force could implement a consistent delivery model encompassing a whole system approach. This would incorporate the end to end processes for effective demand management. A move to single ICT systems, incorporating command and control, crime and intelligence and resource management would allow the concept of single control room capacity to become a reality. This would provide a consistent flow of demand into a single incident resolution and tasking process, seeking to deal with as much demand as possible to point of completion. Thereafter, demand requiring frontline involvement would operate to single, consistent processes. Feedback from strategic alliance functions suggests they would be much more effective and efficient if they were working to one policing executive command structure and that **achieving a holistic approach to demand management will be very challenging if a merger is not achieved.**

Some of the strategic implications of the new TOM are captured in the bullet points below:

- **Force management statements (FMS):** ensuring that gaps are addressed and synergies exploited.
- **HMICFRS inspections:** The process for working with HMICFRS and co-ordinating lessons learned is currently different in each force and there is still significant replication, despite working together; this will be eliminated.
- **Performance management:** both forces recognise the importance of trying to align the currently different frameworks and to this end have designated cross-force portfolios for the two deputy chief constables (DCC); one - the chief operating officer (COO) - leads on performance on behalf of both chief constables. Whilst this is a major step forward, it is proving to be very challenging as the structures and frameworks are still very different in each force.

- **More efficient decision-making and governance:** the present system of strategic alliance effectively sees three decision making structures across the two police forces; one for each force and a separate one for the strategic alliance areas of business.
- **National, regional and local collaboration:** both forces are committed to working with partners to help make communities safer and have had notable successes. Once established, the new Police Force could increase its commitment both regionally and nationally in line with other similar sized police forces and their current contributions.

The Operational Thread concludes that a merged force will be able to achieve better policing outcomes for local people through areas such as improved visibility, faster response times, greater safeguarding for the most vulnerable and greater contribution to collaborations with partners. These will be delivered through:

- **One vision, one controlling mind and clarity of purpose**
- **Increases in effectiveness and efficiency of decision-making and through a single operating / delivery model**
- **Faster progress on key IT and other infrastructure changes and implementations**
- **An increase in resources**
- **Consistency and standardisation of approach**
- **A more effective use of intelligence and tasking processes, improving crime-fighting capabilities**
- **An enhanced contribution to national and regional policing as well as to local collaborations.**

1.3.4 Public engagement

A substantial programme of engagement has been undertaken in developing this FBC. The key elements include:

- Engagement with staff: a series of leaders' events, presentations, roadshows, workshops and a staff survey open from 20th June 2018
- Engagement with the public (citizens and businesses), with a formal media launch on 28th June and including a public on-line survey, preceded by informal engagement through planned events such as the Devon County Show
- A formal Westminster briefing for MPs on 3rd July
- Formal and informal meetings with local authority officers and members
- Meetings and or exchanges of information with:
 - HMICFRS
 - NPCC
 - The College of Policing
 - The PCPs

The aims of the engagement strategy along with the conclusions from it are summarised below.

To seek the views of staff, the public and stakeholders on the possible merger, including any areas of policing they would like to see investments being made

There was a high level of interest from our key stakeholders and, on balance, the majority of views were supportive. Interactions with all stakeholder groups indicated that they wanted to see improvements in policing services and, particularly, greater investment in local policing.

To promote the engagement as widely as possible to those who live and work in the three counties and raise awareness of the proposal to change

Promotion of the survey was significant and wide-reaching, with media coverage across all major platforms in the two force areas and social media reach (both from the four corporation soles and independent sources such as online media) complementing this traditional media coverage. A large number of events were also attended, allowing the public to both ask questions and have a say.

This resulted in high levels of interest from staff, officers, the public and key stakeholders and has helped to identify key communications issues moving forward, including greater explanation of the ways in which any new force would remain locally connected to its local communities.

To ensure that engagement took place with a proportionally representative cross-section of our communities

The variety of engagement methods employed (face to face, events, meetings, on-line, telephone and email) ensured that a wide range of individuals were engaged with. The telephone surveying was specifically used as a channel to ensure a representative sample of our communities.

1.4 Conclusion

D&CP and DP have been collaborating for some years and have delivered significant benefits – both financial and non-financial. As they themselves recognise, they are now at something of a crossroads; all the evidence suggests that further collaboration makes sense, yet the areas now being considered involve more frontline services where the lack of a single command and control structure and unified vision for the whole geography make delivery much more problematic.

There is also a very real risk that, if the forces remain separate, with new PCCs and / or new chief constables (all of whom could change in the next 26 months), existing savings could be eroded (at worst) or future savings delayed (at best) as decisions are reconsidered.

A full merger has the potential to provide the single vision that could help unlock further future savings as well as cement those delivered to date. It also offers the potential for transformation – creating a new entity that can unlock further innovation; setting the standard for 21st century policing.

The overwhelming majority – including the incumbent leadership and governance teams - see merger as the next logical step. A full merger makes sense strategically with perhaps the most compelling argument being the operational thread and the platform that the new TOM provides for further innovation to support the ambition to define the next generation of policing. **The Operational Thread concludes that a merged force will be able to achieve better policing outcomes for local people through areas such as improved visibility, faster response times, greater safeguarding for the most vulnerable and greater contribution to collaborations with partners.**

2. ECONOMIC CASE

2.1 Introduction

The purpose of the Economic Case is to demonstrate that the change proposed in the Strategic Case will optimise public value.

2.2 Long list

Although conceived in 2014, the strategic alliance can trace its roots to the 2010 Comprehensive Spending Review (CSR), with a need to make financial savings as well as improve the resilience and sustainability of both forces. Since then the trust between the two forces and, in particular between the political and operational leadership, has grown. This has led to a deepening of the collaboration, with many more areas now under consideration than at inception. This focus has not been at the expense of other potential opportunities for savings and resilience with other options having been assessed and pursued as appropriate along the way.

2.3 Short list

2.3.1 Option 1 - status quo – maintain the current strategic alliance programme

This option represents the strategic alliance programme continuing in terms of overseeing existing strategic alliance areas⁶, and completing the implementation of strategic alliance areas currently in the implementation phase. It has already delivered quantifiable benefits from these areas of £3.6m per annum.

The table below shows the list of the business areas in the implementation phase and their latest intended implementation date.

Business area	Implementation date
Firearms licensing	November 2018
EPT (enhanced policing team / force support group)	January 2019
Resource management unit	June 2019
Major crime	September 2019

Table 2.1: Business areas in strategic alliance implementation phase

2.3.2 Option 2 – extend the strategic alliance programme without merging

The four corporations sole do not want to commit to widening the strategic alliance scope at this stage. They believe that there are certain business areas which are too high risk to pursue at the current juncture in terms of public confidence and for local governance to work, in a model of two chief constables and two PCCs and the potential for a three-county delivery model.

⁶ Operations Command, Prevention, Roads Policing, Dogs, ANPR, Turnaround IOM, Finance, Information Assurance, Fleet, Administration, Operation Planning, Firearms ARV, Business Support Services, People services, ICT, Information Management Phase 2, Business Change, Alcohol Licensing, Evidential Property, Intelligence, Corporate Communications

However, for the purposes of a comparative, an option has been tested based upon delivery of an extended strategic alliance which would encompass the additional business areas shown in the table below.

Business area	Implementation Date
Information management - phase 3	2019/20
Professional standards	2018/19
Victims \ witness care	2019/20

Table 2.2: Business areas that would be progressed under Option 2

2.3.3 Option 3 – merger

This option would align the business areas covered by the status quo and strategic alliance extension option but also see the following business areas aligned:

- Corporate Development
- Criminal Justice
- Estates
- Local Investigations
- Neighbourhood and Response
- Public Protection Unit

It would also involve the amalgamation of two OPCCs supporting a single elected PCC and the creation of a single force leadership team featuring most notably the elimination of one chief constable post and one deputy chief constable post. As a consequence of this, significant programme and governance architecture would be dismantled which has carried a considerable opportunity cost in relation to the time of senior officers and staff required to service it. This is a cost that has been quantified for Options 1 and 2.

2.4 Qualitative appraisal

As per the Strategic Case, there are five key benefit outcomes driving the re-organisation of the service as follows:

- Improved service to the public
- A more resilient and sustainable police service
- Increased operational efficiency
- Increased accountability
- Increased national influence

A set of objectives have been defined as the key to achieving these outcomes and have been adopted as the criteria for qualitatively appraising the ability of each option to deliver the benefit outcomes sought.

A series of expert opinion workshops have been held across the two forces to establish the views of a cross section of officers as to whether the changes and new operating model facilitated by merging would, in their view, lead to an enhancement in the benefit outcomes beyond those achievable through status quo or extending the alliance scope without merging.

The exercises posed a series of questions and resulted in the following average weighted assessment of each option's likely beneficial impact. The scores are analysed below.

Aims	Objectives	Maximum score contribution (%)	Weighted score		
			Existing state	Merge	Extended Alliance
Improved Service to the Public	Establish operational consistency	7%	2.2	3.8	1.8
	Improving our response to deliver better policing outcomes for local people in terms of:				
	Increased visibility and public confidence	7%	2.1	3.7	2.4
	Improving response times to those in greatest need of our policing service	9%	2.1	4.3	2.6
	Improving public safety across a large urban, rural and coastal force	11%	3.1	5.9	3.9
	Increasing positive outcomes for those victims of crime	9%	2.7	5.2	3.7
	Greater safeguarding and protection for those most vulnerable in our communities	11%	3.4	6.8	5.0
	Sub-total (maximum available)	52%	16%	30%	19%
A More Resilient & Sustainable Police Service	Savings re-invested in our frontline and technology to keep the public safe	7%	1.3	4.4	2.2
	Establishing a wider resource pool to achieve more resilience and flexibility	5%	0.6	2.8	1.8
	Increasing resources	5%	0.7	2.9	1.6
	Sub-total (maximum available)	17%	3%	10%	6%
Increased Operational Efficiency	Cutting bureaucracy, removing inefficiencies in the Force and partners	4%	1.1	2.1	1.2
	Standardising procedures such that activities only need to be done once and can be rolled out across all three counties	4%	0.7	2.0	1.4
	Increasing the effectiveness and efficiency of decision making	3%	1.2	1.7	1.1
	Faster progress on key transformational IT programmes and other infrastructure changes and implementation	4%	0.9	2.2	1.1
	A more effective use of intelligence and tasking processes improving our ability to fight crime	3%	1.3	2.0	1.4
	Sub-total (maximum available)	18%	5%	10%	6%
Increased Accountability	Establishing single points of leadership and accountability	2%	0.5	1.1	0.6
	Establishing one vision, one controlling mind and clarity of purpose	2%	0.5	1.4	0.6
	Producing and implementing one Police and Crime Plan	2%	0.4	1.2	0.5
	Sub-total (maximum available)	5%	1%	4%	2%
Increased National Influence	Being better able to attract and develop talent	1%	0.4	0.7	0.5
	Representing our communities concerns and requirements at a national level	1%	0.6	0.8	0.6
	Widen and improve access to development opportunities for staff	1%	0.4	0.7	0.5
	Improve staff wellness	2%	0.9	1.0	0.7
	Making an enhanced contribution to regional and national policing	1%	0.4	0.8	0.4
	Greater contribution to a collaborative and partnership approach to crime related problems endemic in our society, (such as drug and alcohol related issues)	1%	0.5	0.8	0.4
	Sub-total (maximum available)	8%	3%	5%	3%
Total		100%	28%	58%	36%

Table 2.3: Summary of qualitative appraisal

Improved service to the public

It is evident that of the five benefit outcomes being sought, the view of the expert participants is that improving service to the public should be the most important. The scores show that the option which participants believe is most likely to do this is the merger option. A single operating and delivery model will enable a consistent approach to be adopted in relation to understanding and responding to the underlying drivers of demand on the service. The Operational Thread in Appendix 1 describes how, although threats such as 'county line' issues and 'emerging drug markets' are likely to have common sources, their impact may manifest themselves in differing types of incidents across the three counties which can lead to sub-optimal resourcing in terms of the balance between dealing with cause and effect.

A merger will facilitate a single performance management framework that is vital for achieving consistency across the three counties and generating the efficiency and headroom for re-investment in priority areas. Having standard methodologies for data collection; standardised meeting and reporting structures; and reporting against a single set of priorities will, as examples, be key to this.

The headroom to re-invest in frontline officers should increase visibility and the perception of safety and enable quicker response times to incidents. It should allow for investment in new hardware which facilitates more efficient policing e.g. drone, and the technology to respond to fast developing areas of crime types such as cyber.

Sexual offences and domestic abuse are often features of crimes committed against the most vulnerable members of the communities across Cornwall, Devon and Dorset and merging will

enable a consistent approach to investigations and is an important example of how establishing a bigger force will create the scale to support the existence of flexible, specialist resource across all three counties which is not currently achievable.

A more resilient and sustainable police service

The scoring of the expert participants reflects a strong view that only merging can generate the resources and flexibility that will give the service the resilience to deal with the future demands it faces. The impact of significant budget reductions and on-going funding uncertainty, as referenced in the foreword to this business case feeds into the expert opinion that the creation of a bigger pool of officers allows for more deployment options, the sustainability of specialist teams and, overall, an impact greater than the sum of the constituent parts.

Increased operational efficiency

It is interesting to note that across the previous two benefit areas discussed above, the option of extending the strategic alliance further without merging would be expected to deliver some additional benefit, whereas the impact of doing that in this benefit area would appear to be negligible and, for one of the objectives i.e. 'Increasing the effectiveness and efficiency of decision making', would result in a marginally inferior position.

The scores are reflective of a firm consensus that one decision making body rather than the current three i.e. i) Dorset; ii) Devon and Cornwall; iii) strategic alliance, eradicates the potential for disagreement and thus delay across vital programmes such as PRISM (Policing Response Investigations and Safeguarding Model). This is a joint programme across both forces which will provide the basis for unlocking the benefits and headroom cited above. **The move to a single approach to managing demand through, for example, the implementation of the Integrated Service Delivery (ISD) programme (part of the PRISM programme portfolio) will result in better and quicker investigations and resolution through a single, standardised, multi-agency allocation and tasking approach. The expert opinion is that this could not be achieved across two different geographic delivery models and would also preclude a single call handling, command and control and deployment function upon which significant operational and financial benefit depends.**

Increased accountability

Although featuring less importantly as a benefit area than those above, the scoring is **strongly in favour of the merger** being the preferred outcome for increasing accountability.

A new police Force will have one inspection regime, facilitated and implemented through a single governance structure with better, faster decision making processes and single lines of accountability. All of this will ensure that a single Operating Model and the single police and crime plan are supported from a single, lessons learned perspective, increasing the consistency and quality of service delivered to the public. **The strategic alliance and any further extension of it, would sit between two organisations with a method of accountability that is owned by both forces, but arguably, ultimately by neither.**

Increased national influence

The main improvement which stands out from the scoring is the expert opinion that merger will enable the service to make an enhanced contribution to regional and national policy. The merger would create the capacity to contribute and lead on initiatives, research and policy development to a greater extent than it does at present.

This would be seen as an attractive feature for current and prospective workforce members and would be expected to contribute to an improved sense of value and satisfaction which is an important part of sustaining well-being. In the same context, it is notable that expert opinion is that extending the strategic alliance will lead to a lesser outcome than the current position, suggesting that the strain and uncertainty of maintaining the existing arrangements would be worse if the strategic alliance was extended.

2.5 Cost benefit appraisal (CBA)

A cost benefit appraisal of each of the options has been undertaken over a ten-year period.

The key costs under status quo (Option 1) and extension of the strategic alliance (Option 2) are:

- Total implementation costs per the detailed business case (DBC) of each business area
- Cost of the strategic alliance programme office and organisational costs of supporting the programme management and governance

The key benefits under status quo (Option 1) and extension of the strategic alliance (Option 2) are:

- Total quantifiable benefits per the detailed business case (DBC) for each business area

There are further costs and benefits associated with merger option beyond those associated with the additional business areas that merging addresses.

The additional costs are with reference to:

- Redundancy costs arising from the OPCC and leadership changes
- Implementation of a job evaluation framework
- Pay protection under TUPE following job evaluation
- Livery change
- Additional legal advice
- Additional programme management costs
- Costs of achieving further efficiencies in strategic alliance areas e.g. redundancy

The additional benefits are with reference to:

- Leadership cost savings across the forces and OPCCs
- Procurement savings
- Further process savings from the strategic alliance
- Reductions in force supervision costs
- Reduction in the operating cost of the combined estate

The table below shows the totals for each of the cost and benefit elements described above for each option.

		Option		
		1	2	3
		Status Quo	Alliance x	Merger
		Total over 10 years (£'000s)		
Benefit				
	Current Alliance areas	36,408	36,408	36,408
	Alliance areas in implementation	61,159	61,159	61,159
	Further areas to be allied		3,736	15,576
	Additional benefits from merging			
	Reductions in senior management and governance			12,482
	Procurement savings			4,237
	Additional process savings from Alliance functions			4,420
	Reduction in supervision costs			6,000
	Reduction in Estates operating cost			2,460
	Sub-total			29,598
	Total	97,567	101,303	142,741
Costs				
	Implementation	8,759	8,934	8,077
	Programme team	2,680	2,680	2,170
	Merger			
	Redundancy			528
	Job evaluation framework			1,348
	TUPE pay protection			1,514
	Branding			200
	Legal advice			200
	Additional programme management costs			300
	Alliance savings implementation			367
	Sub-total			4,456
	Total	11,439	11,614	14,704
	Net Benefit	86,128	89,689	128,038

Table 2.4: Cost benefit analysis in real terms

The table below shows a summary of the profiled impact of the costs and benefits in NPV terms over the ten-year period.

		Option		
		1	2	3
		Status Quo	Alliance x	Merger
		NPV over 10 years (£'000s)		
Benefit				
	Current Alliance areas	30,279	30,279	30,279
	Alliance areas in implementation	49,567	49,567	49,567
	Further areas to be allied		3,029	12,721
	Additional benefits from merging			23,622
	Total	79,846	82,874	116,189
Costs				
	Implementation	7,692	7,837	7,100
	Programme team	2,496	2,496	2,072
	Merger			3,914
	Total	10,188	10,333	13,086
	Net Benefit	69,658	72,542	103,103

Table 2.5: Cost benefit analysis in discounted (NPV) terms

2.6 Risk and optimism bias

The trust and relationships within the political and operational leadership of the four corporations sole, as referred to in Section 2.2 above, have been critical to establishing and sustaining the strategic alliance up to this point. It is likely that, over the next five years, the individuals in these positions may change which could impact on the sustainability of the strategic alliance. The key risk under Options 1 and 2, therefore, is that the existing strategic alliance programme would be reversed at some point in the future.

This would result in savings from implemented strategic alliance business areas and those planned for implementation under Options 1 and 2 being lost.

This risk adjustment has been quantified as follows:

- The benefits have been segmented into two categories; i) savings from 'frontline' areas; and ii) savings from 'non-frontline' areas; as the risk of alliance working in 'frontline' areas being reversed is considered to be greater than for 'non-frontline' areas
- The probability of alliance working being reversed has been assessed and an adjustment factor agreed with S151 officers
- The probability is considered greater under Option 1, than Option 2, as Option 2 would represent further embedding of current strategic alliance areas and progression of new strategic alliance areas which would make reversal more difficult than under Option 1
- The assessed probabilities are as follows:

	Option	
	1	2
	Probability of reversal (%)	
Front line alliance areas	60%	50%
Non-front line alliance areas	30%	25%

Table 2.6: Risk adjustment percentages

The Figures have also been adjusted for optimism bias with the following adjustment factors applied:

Application	Adjustment factor	Basis
Benefits	Reduced by 27%	Programme evaluation reviews
Implementation costs	Increased by 10%	Reasonable estimates in accordance with Treasurers and Directors of finance and resources advice
Programme costs	Increased by 10%	Reasonable estimates in accordance with Treasurers and Directors of finance and resources advice

Table 2.7: Optimism bias adjustments

The table below shows the overall risk and optimism bias adjusted position for each of the three options.

	Option			Option		
	1	2	3	1	2	3
	Status Quo	Alliance extension	Merger	Status Quo	Alliance extension	Merger
	Total (£'000s)			NPV (£'000s)		
Benefits						
Existing Alliance benefits	36,408	36,408	36,408	30,279	30,279	30,279
Anticipated Alliance benefits	61,159	61,159	61,159	49,567	49,567	49,567
Extended Alliance benefits		3,736	15,576		3,029	12,721
Additional benefits from merging			29,598			23,622
Total	97,567	101,303	142,741	79,846	82,874	116,189
Cost						
Implementation	8,759	8,934	8,077	7,692	7,837	7,100
Programme team	2,680	2,680	2,170	2,496	2,496	2,072
Merger			4,456			3,914
Total	11,439	11,614	14,704	10,188	10,333	13,086
Net benefit pre-adjustments	86,128	89,689	128,038	69,658	72,542	103,103
Less:						
Optimism Bias						
Benefits are over-stated	26,343	27,352	38,540	21,558	22,376	31,371
Costs are under-stated	1,144	1,161	1,359	1,019	1,033	1,211
Total	27,487	28,513	39,899	22,577	23,409	32,582
Risks						
Reversal of the Alliance	15,874	14,231	0	12,991	11,642	0
Total	15,874	14,231	0	12,991	11,642	0
Total optimism bias and risks	43,361	42,744	39,899	35,568	35,052	32,582
Total after optimism bias and risk adjustment	42,767	46,945	88,139	34,090	37,490	70,521

Table 2.8: Cost benefit analysis adjusted for risk and optimism bias

On the basis of the table above the merger option is assessed as delivering the largest net quantifiable benefit over the ten-year period.

2.7 Conclusion

It is evident from the CBA and the qualitative appraisal that the merger option will deliver a significant net quantifiable benefit and is considered most likely by expert opinion to deliver the five benefit outcomes targeted by the four corporations sole.

The subsequent sections of this business case focus on the viability, affordability and deliverability of what has emerged through this economic case as the preferred option.

3. COMMERCIAL CASE

The purpose of the commercial case is to demonstrate that the preferred option is viable.

3.1 The legal perspective

Recent legal opinion has advised that merger is, legally, a viable option within the terms of the Police Act 1996. Under Section 32 of the 1996 Act, the Secretary of State has the power to alter the police areas listed in Schedule 1 to the Act. Hence this preferred option should not require any primary legislation. There are some restrictions within Section 32 on how areas are defined, but the specified area of Cornwall, Devon and Dorset meets those conditions. The Secretary of State will only act to change the police areas if either:

- (a) they have received a request to make the alterations from the local policing body for each of the areas affected by them, or
- (b) it appears to them to be expedient to make the alterations in the interests of efficiency or effectiveness.

In this case, option (a) will apply.

The legal opinion is that the two forces and the police and crime commissioners need to formulate a detailed and convincing case that a single police area will result in more efficient and effective policing for the whole of the proposed police area. This full business case is the final part of that process, building on what was set out in the OBC.

Once the Home Secretary has created a new single police area covering all of Cornwall, Devon and Dorset, the provisions of the 1996 Act and 2011 Act would apply to that area such that they would provide for a single police force, single chief constable and a single police and crime commissioner.

3.2 The commercial perspective

3.2.1 Background and context – the South West Procurement Department

In July 2011 the police authorities of Devon and Cornwall, Dorset, Gloucestershire, and Wiltshire began the process of establishing a regional procurement team to undertake the process of procuring goods, services, or works on their behalf. The South West Police Procurement Department (SWPPD) was launched on 1 April 2012 and is now well established and embedded in all four forces. All procurement staff are employed by D&CP.

The SWPPD undertakes all strategic sourcing for the four forces, fulfilling key roles such as strategic contract management and supplier relationship management. Each force retains responsibility for transactional purchasing, contract implementation and day-to-day supplier management.

The total costs of the SWPPD are shared across the four forces, with a budget outturn for 2017/18 of £1,022,426, of which, Devon & Cornwall contribute £473,383 (46%) and Dorset contribute £199,373 (19.5%)

3.2.2 Merger impact on the SWPPD

As a result of the ongoing activities of the SWPD a large number of contracts have been procured on a collaborative basis under the same commercial terms, not just including D&CP and DP, but also including Gloucestershire and Wiltshire. For example, uniform (with both Forces adopting the national standards), patrol response vehicles, police pension administration services, utilities etc.

The majority of spend areas are already harmonised. The only main area which is still outstanding is ICT, which is discussed as a separate section below.

There is no current intention to review or change the SWPPD operating model, or the services it provides. Merger is therefore not expected to have any impact on the SWPPD service; all forces will continue to realise the benefits of standardisation and aggregation achieved by procuring through the regional model, which is category focussed.

3.2.3 Commercial contracts current position and spend analysis

In 2017/18 a total of 624 suppliers for D&CP and DP combined were paid over £10k. Of these 125 provided goods or services to both forces, resulting in D&CP spending over £10k with about 370 unique suppliers, and DP spending £10k or more with about 125 unique suppliers.

These 624 suppliers accounted for approximately 95.5% of the combined 2017/18 total spend, broken down as follows:

- D&CP £81,893,098
- DP £39,434,146, which includes Private Finance Initiative (PFI) spend of £10,325,170 (D&CP do not have any PFI spend).

D&CP used a total of 2,700 suppliers in 2017/18 with DP using 1,400.

In terms of capital expenditure, in 2017/18, D&CP spent £5,222,803 and DP spent £2,586,875.

3.2.4 Future commercial arrangements

As discussed above, a large proportion of the contracts held by the two forces are with different suppliers. Over time, it is intended to harmonise these, as follows:

- The default position will be to allow each contract to run its natural duration (unless there are service failures that would warrant some form of intervention)
- Contracts from forces will be 'mapped' so that end / re-tendering dates are known, and single contracts will then be considered at the procurement stage

However, it is recognised that:

- It may be sensible to retain some contracts as single supplier, for example where it affects operational delivery
- In many instances differing suppliers across the region brings ongoing competition, a more robust supply chain and improves social value

As a result, some contracts will rightly remain multi supplier deals.

3.2.5 Savings delivery

Since the inception of the SWPPD in April 2012, a large number of collaborative sourcing activities have been undertaken which have realised total ongoing annualised savings for the two forces (D&CP and DP) in excess of £10.5m (combined on-going and one-off). These are all cashable savings rather than efficiency and from 2015/16.

The total savings for each force are:

- D&CP total £8.59m (of which £5.7m are ongoing)
- DP total £2m (of which £1.2m are ongoing).

The majority of savings resulting from collaborative procurement activity for the two forces have therefore already been realised; **merger does not present a significant further opportunity to lever aggregation savings.**

However, given that both forces contract individually, albeit through a joint procurement activity, some further commercial benefits may be realised as a result of contracting as a larger single entity. For example, the risk and management cost profile and transaction costs through a single invoice may change for some suppliers, as they will have a single contract with a single customer, rather than two contracts with two customers, enabling them to reduce their costs. That said, it is not anticipated that this will drive any significant further savings – though some are estimated (see below); it is more likely that it will be a point of leverage used when contracts are novated and subsequently re-negotiated or re-tendered.

Procurement Savings included in the Economic Case comprise £529,000, made up as follows:

- **£294,000 from the areas identified above**
- **£235,000 from ICT licenses and contracts (see section 3.3 below).**

3.3 ICT contracts

Over the past two years the two forces have been progressing an ICT convergence strategy, which will ensure effective and efficient policing and support processes. As part of this, IT requirements have been consolidated and aggregated wherever possible and an alliance ICT procurement strategy has been produced.

Some of the notable work already concluded includes a single 'Enterprise' back-office (Enterprise Resource Planning) platform supporting Finance, Payroll, HR, Purchase to Pay, Fleet and Inventory Management. DP are currently also progressing with the implementation of Storm which will ensure both forces operate through a single command and control platform. Scoping work and a business case for a single record management solution to support major business areas including crime, intelligence, custody and case management, is currently being considered as the current solution in D&CP is reaching 'end of life'. The strategic alliance have also implemented Office 365 to enable effective joint working, utilising tools such as Skype for Business.

D&CP currently have an IT Managed Service contract with BT, which provides services composed in 10 service towers

The IT Managed Service Contract (MSC) has an initial term which expires 31/3/2020 and includes 2 x 2 year extension options. Currently the intent is to use the first of these options to extend the contract through to 31/3/2022; this will provide continuity of service provision and IT services during the transition phase. Independent benchmarks of the contract are undertaken regularly and have provided assurances as to the 'value for money' that is achieved through this contract.

Currently, with a small exception of the resourcing tower, DP do not actively use the contract, however both the Official Journal of the European Union (OJEU) and the resultant formal contract made provision for the services to be extended across into Dorset at any point during the contract period.

As part of the contract extension negotiations with BT, we have requested a proposal to extend the customer service desk into Dorset, which is currently under review.

The future of the MSC and how it might be renegotiated are dependent largely on the detailed target operating model for ICT services across the merged force. Further details of the plans for developing this are included in Section 5 (Management Case) as part of the transition planning.

The current spend on ICT, excluding salaries and pensions, has a total cost of £22.3m. From that total spend, **ICT have a savings target of £235,000 which will predominantly be achieved through software licensing and support costs.**

The approach being adopted to ICT licensing harmonisation is as follows: three to six months prior to each commercially off the shelf (COTS) software license and / or support and maintenance renewal date, a review will be undertaken. Within this review the forces will work with the business stakeholder to determine the current and future (as well as can be ascertained) requirement, and determine if this is a D&CP only, DP only or a combined requirement. The service will then action as appropriate, which could be to terminate the agreement, to enable early alignment to a single product (as per ICT convergence strategy) or extend and expand the agreement. If extending the agreement, the service will work with the contracted third-party software reseller to engage with the COTS supplier and negotiate the commercial terms to extend, as well as to ensure that the new terms enable novation to a merged force, and ensure that the new merged force will be legally licensed to use the software from day one of the merger.

The ICT development programme is being heavily shaped by PRISM (Police Response Investigation and Safeguarding Model), which has now taken over the consolidated management of the change programme for the two forces. This is creating changes in the portfolio of transformation work and the associated ICT support.

PRISM is a five-year portfolio of projects and programmes, bringing existing change activity, including the development of the strategic alliance and planned ICT convergence, together with new areas of change. At the core of PRISM is the target operating model that will define how D&CP and DP will operate. PRISM comprises the major change work that will deliver the target operating model.

Section 5 – Management Case – provides more details of how PRISM has been adapted / is evolving, to support the proposed merger, including some (relatively minor) changes to the ICT development programme.

3.4 Contracting authority and governance

Currently the majority of contracts for D&CP are contracted on behalf of the chief constable as the contracting authority, other than for capital asset purchases such as vehicles and buildings where the PCC is the contracting authority. However, in DP all contracts, revenue and capital are contracted on behalf of the PCC. All of the SWPPD forces operate under the regional procurement regulations, which sets out the procurement procedure to be undertaken by value, with the governance provided by the Regional Procurement Board is the mechanism for decision making. Currently there are different schemes of delegation within D&CP and DP, which reflect the differences in who the contracting authority is. A new scheme of delegation will therefore be required for the merged force (see Section 5 – Management Case – for plans to develop this).

A regionally agreed set of terms and conditions have been adopted, so for procurements that have been sourced through open competition by the SWPPD, the contracts will be on the same terms and conditions. Similarly, where the route to market has been through a wider collaborative framework, such as Crown Commercial Services, the order form, incorporating the commercial terms and conditions, will have been aligned for both D&CP and DP. **It therefore is not envisaged that commercial terms and conditions will cause any difficulties for the merged force, and will in effect simplify the opportunity to novate the existing contracts to the new merged force.**

To ensure a seamless transition it is requested that, through the Statutory Instrument enabling the merger, all existing contracts in the two forces / OPCCs are automatically novated to the new contracting authority.

To further provide assurances with respect to novation and therefore continuity of supply, included within the standard terms and conditions, is the following:

- (the “Authority” which expression shall include its successors and assignees)

And within the terms of Crown Commercial Services contracts is the following:

- A change in the legal status of the Customer such that it ceases to be a Contracting Body shall not, subject to Clause 47.4 affect the validity of this Call Off Contract and this Call Off Contract shall be binding on any successor body to the Customer.

It has therefore been concluded that there is no requirement to terminate any contracts either prior to, or after the merger date (directly as a consequence of the decision to merge).

3.5 Supplier engagement

D&CP and DP are intending to write to all of the suppliers that supply goods or services with an annual value of over £10k, highlighting that the two forces are considering a merger and signposting them to the external website merger pages, to help keep them informed. Within this correspondence the intention is to also outline the current intention to novate any formal contracts that have an end date post May 2020 to the new contracting authority, outlining the process, whilst encouraging them to make contact if they have any questions or queries.

Both forces are also very mindful of the local supply base and therefore will pro-actively engage with them, to provide assurances that they will still have the opportunity to compete to supply to the new merged force, even if they are not able to supply across the larger three county geography. DCP and DP will achieve this by ensuring that an appropriate local lotting

strategy is used when procuring, encouraging local SMEs to bid and supply. For example, during 2017/18 there were 205 local suppliers to D&CP who supplied goods or services with an annual value between £2,000 and £10,000, and 73 equivalent locally based suppliers to DP.

3.6 Estates considerations

3.6.1 Overview

An approach to Estates on merger has been agreed by the Alliance Convergence Board (ACB).

The joint estate consists of 211 properties; some sites have multiple properties due to separate developments over the years. These include traditional stations, specialist facilities, shared properties with other partners, and some remaining tenanted police houses. The medium term financial plans of each force contain plans for the estates including disposals where appropriate. The two forces have a single estates department.

Both forces currently look to work in collaboration with other organisations. The most significant is a joint PFI scheme with Dorset and Wiltshire Fire and there are other joint facilities across the three counties. Opportunities to collaborate will be optimised going forwards.

There are two PFI schemes located within the Dorset estate. At the termination date the properties will become the unencumbered freehold property of the Force and there will be a net reduction of approximately £2m in the revenue account. However, this falls outside of the 10-year period being considered in this business case.

The revenue budget of the estates function based on the budgets for 2018/19 is £7.355m for Dorset and £13.729m for Devon and Cornwall, a combined budget of £21.084m.

The capital budget for the estates function based on the budgets for 2018/19 are £731k for Dorset and £2.587m for Devon and Cornwall, a combined budget of £3.318m. The size of the capital programme for Dorset is directly linked to their significant PFI estate which reduces the need for large-scale capital work.

The estate provision will be revisited as operating models are developed.

3.6.2 Specialisms

Police estates have specialisms that offer opportunities for rationalisation of the existing estate. Due to the size of the geographical area careful thought must be given to any potential moves and the indirect costs that may be incurred; for example, centralising the training facilities may achieve significant estate savings but will have an indirect impact on the cost of travel and accommodation for the trainees and may also impact on the take up of courses.

3.6.3 Potential financial impact of changes to the existing estates strategies

As previously stated there is a recognition that plans for development and rationalisation are already in place. The merger is unlikely to require a significant change to that strategy in the short term.

At this stage there are no formal decisions on changes/rationalisations of the estate. The aspiration would be to reduce the overall cost of the estate function by 3% over the 10 year period. This would be achieved through a combination of actions:

- Smarter working
- Greener/ efficiency working
- Review of property storage
- Review of training facilities
- Review of call centres (savings over and above those already identified as part of the strategic alliance business case)

The profile of the savings is:

2018/19 £k	2019/20 £k	2020/21 £K	2021/22 £K	2022/23 £K	2023/24 £K	2024/25 £K	2025/26 £K	2026/27 £K	2027/28 £K
0	0	0	50	100	200	350	500	630	630

Table 3.2: ten-year profile of estates' management savings

At this stage no formal decisions have been made around changes/rationalisations to the estate so no changes to the capital programme have been made. Although it must be borne in mind that any significant changes that result in new buildings will have an impact on the revenue account, developments would only proceed on an invest to save basis that delivered, as a minimum, sufficient savings to cover any borrowing impact.

3.7 Specialist support for the merger and transition

3.7.1 Specialist support

The implementation of the new merged force may require the acquisition of some assistance in transformation management, either because the two forces do not have that expertise internally, or they do not have the capacity to fulfil their operational policing roles and at the same time apply the required effort to manage the merged force changes.

Specific transformation skills may be needed, including:

- Programme and project management
- Communications (internal and external)
- Change Management
- HR / employment advice and support
- Marketing and branding
- Legal

These skills could be acquired through interim short-term employment, or through contracting with transformation service providers. However, these requirements are not fully defined at this stage – see Section 5, Management Case for more details.

3.7.2 Commercial support for other transition activities

A number of elements of transition that may require specific support from commercial services have been considered, including:

- Fleet livery
- Website and externally facing ICT design
- Signage

Whilst these are covered in more detail as a part of the transition plan in Section 5 (Management case) for completeness, an overview is provided below:

Fleet livery

All police livery for strategic alliance vehicles is now generic, with the exception of the individual force crests. There are some local force strap lines in small livery font situated on the rear quarter glass which is expected to evolve to a standardised message post-merger. The price for the crest decals is less than £10 per vehicle and it is anticipated that replacement would occur as part of the regular servicing schedule, meaning that replacement could be done within 12 months without impact on vehicle availability.

From a procurement perspective, a single supplier is already in place across both forces for livery, so no specific procurement activities are required to support the change.

Insurance

The two forces are already insured under a single insurance contract which effectively treats them as a single entity. No commercial input other than novation is anticipated to be needed.

Website

Both forces' external websites are hosted by the same cloud provider. In addition, the website design, development, and ongoing support / maintenance are also provided by a single supplier across both forces.

As a result, no specific procurement activity will be required to appoint a provider for the development or hosting of the merged force website.

Signage

Neither force have a contracted supplier for site signage, due to the very low annual spend. Some sourcing activity will therefore be required to support the change of building signage, the timings for which will be determined by the approaches to estates transition and re-branding more generally. Funding is included in the Financial Case.

3.8 The accounting perspective

Finance officers have considered the impact from any transfer of assets or any liabilities arising from the proposed merger – these are covered in Section 4 – the Financial Case. The use of a statutory transfer scheme will facilitate the transfer of balance sheets from the existing legal entities to the new merged organisation. Any such transfer should be subject to the making up of appropriate accounts to the transfer date supported by due-diligence and auditing of the balances.

Things that can be transferred under a transfer scheme include:

- property and rights and liabilities which could not otherwise be transferred
- property acquired, and right and liabilities arising, after the making of the scheme
- criminal liabilities.

There will be a need for further examination of all existing assets, liabilities and contracts held by the two forces to understand if there are complexities created by the transfer to the new

force, such as restrictions on novation or change control. This may increase the timescales and costs of transfer.

3.9 Conclusion

The Commercial Case concludes that the preferred option – merger – is feasible.

There is no legal impediment to merging the two forces and the management case includes details of the timescale required to ensure that the required Statutory Instrument is in place in time for the 2020 PCC elections. To ensure a smooth transition to the new merged force, it is requested that, through the SI, all existing contracts in the two forces / OPCCs are automatically novated to the new contracting authority.

To further provide assurances with respect to novation and therefore continuity of supply, included within the standard terms and conditions, is the following:

- (the “Authority” which expression shall include its successors and assignees)

And within the terms of Crown Commercial Services contracts is the following:

- A change in the legal status of the Customer such that it ceases to be a Contracting Body shall not, subject to Clause 47.4 affect the validity of this Call Off Contract and this Call Off Contract shall be binding on any successor body to the Customer.

The SWPPD has already delivered substantial savings for both forces and will continue to operate post-merger. Relatively small additional procurement savings of **£529,000** are expected and included in the Economic Case. These are derived from suppliers having a single contract with a single customer, rather than two contracts with two customers, enabling them to reduce their costs (**£296,000**) and a reduction in ICT licensing savings (**£235,000**).

An approach has been agreed to fleet livery, signage and website, with further details provided in the Management Case.

The estates position has also been agreed, with some small-scale revenue savings expected over the ten-year period of this business case. At this stage no formal decisions have been made around changes/rationalisations to the estate; these are expected to flow from the new Target Operating Model as it beds in. As a result, no changes to the capital programme have yet been made.

4. FINANCIAL CASE

4.1 Introduction

The purpose of the Financial Case is to demonstrate the affordability of the preferred option emerging from the Economic Case.

4.2 Baseline

The latest medium term financial strategy (MTFS) for both policing areas were published in February 2018 and cover the four financial years commencing the beginning of April 2018 through to the end of March 2022. These have been reviewed and considered by the OPCC treasurers and forces' directors of finance and resources to represent an accurate financial projection for the two policing areas as at this moment.

The position post 31 March 2022 has been extrapolated to create a ten-year analysis period on the basis of applying indexation at Government's long-term CPI target of 2%. The reality of funding for police beyond 2022 will emerge following the next Comprehensive Spending Review.

The MTFS shows how the gap between funding and expenditure will be met through savings and use of reserves. The table below summarises the annual positions until 31 March 2022 and the aggregated position for both areas representing the baseline for the merged service. By their nature, the MTFS relies on estimates of future costs and funding. They are reviewed annually as part of the budget cycle.

	Period	1	2	3	4		
	Year ending	2018/19	2019/20	2020/21	2021/22		
						£'000s	
						Total	NPV
DEVON AND CORNWALL							
	Baseline Expenditure	(299,800)	(306,700)	(315,700)	(322,400)	(1,244,600)	(1,087,049)
	Alliance Savings	40	1,860	1,860	2,780	6,540	5,526
	Other Savings	3,360	4,640	6,140	6,820	20,960	18,055
	Net Expenditure	(296,400)	(300,200)	(307,700)	(312,800)	(1,217,100)	(1,063,468)
Met by:							
	Government Grant	179,000	179,000	179,000	179,000	716,000	626,410
	Contribution from Reserves	2,900	(2,700)	(100)	(100)	0	159
	Council Tax	114,500	123,900	128,800	133,900	501,100	436,899
	Total Funding	296,400	300,200	307,700	312,800	1,217,100	1,063,468
DORSET							
	Baseline Expenditure	(128,703)	(132,089)	(135,319)	(139,370)	(535,481)	(467,645)
	Alliance Savings	1,296	2,252	2,593	3,187	9,327	8,017
	Other Savings	850	850	2,220	3,592	7,512	6,346
	Net Expenditure	(126,557)	(128,987)	(130,507)	(132,591)	(518,642)	(453,281)
Met by:							
	Government Grant	65,668	65,668	65,668	65,668	262,672	229,805
	Contribution from Reserves	1,042	(138)	(517)	(387)	0	112
	Council Tax	59,847	63,458	65,356	67,312	255,973	223,367
	Total Funding	126,557	128,988	130,507	132,593	518,645	453,284
COMBINED EXPENDITURE							
	Baseline Expenditure	(428,503)	(438,789)	(451,019)	(461,770)	(1,780,081)	(1,554,694)
	Alliance Savings	1,336	4,112	4,453	5,967	15,867	13,543
	Other Savings	4,210	5,490	8,360	10,412	28,472	24,402
	Net Expenditure	(422,957)	(429,187)	(438,207)	(445,391)	(1,735,742)	(1,516,750)
Met by:							
	Government Grant	244,668	244,668	244,668	244,668	978,672	856,215
	Contribution from Reserves	3,942	(2,838)	(617)	(487)	0	271
	Council Tax	174,347	187,358	194,156	201,212	757,073	660,266
	Total Funding	422,957	429,188	438,207	445,393	1,735,745	1,516,752

Table 4.1: MTFs for Devon and Cornwall, and Dorset⁷

As is evident from Table 4.1, the baseline projections that lead to a balanced budget require cash savings to be generated by the strategic alliance programme with an additional £2.8m⁸ anticipated in 2019/20. The most significant contributors to this saving figure are the Crime and Criminal Justice and Command and Control areas. **As is noted in the Economic Case, there is a risk that the dependency of these projects upon an agreed aligned operating model will lead to delays, cancellation or reversal.**

4.3 Impact of merger

The creation of a merged service will result in a range of additional costs and cash benefits that need to be applied to the baseline.

⁷ It should be noted that Dorset are anticipating realising the cashable savings from reductions in police officers arising from the strategic alliance, while Devon & Cornwall are expecting to reinvest these officer savings. The strategic alliance savings shown are the cashable savings only – Devon and Cornwall anticipate achieving a further £3.2m non cashable savings by 2021/22 in addition to their Figure shown.

⁸ £4.112m in 19/20 less £1.336m generated in '18/19

4.3.1 Cost and benefits

Unlike in the Economic Case where both cash and non-cashable costs and benefits are assessed to determine the level of public value generated, the Financial Case is concerned solely with affordability and funding and therefore only considers the cash elements.

The following cash costs are anticipated as a result of merging.

		Period	1	2	3	4	5	6	7	8	9	10
		Year ending	31-Mar-19	31-Mar-20	31-Mar-21	31-Mar-22	31-Mar-23	31-Mar-24	31-Mar-25	31-Mar-26	31-Mar-27	31-Mar-28
		£'000s										
		Total	NPV									
Redundancy		528	500			528						
Job evaluation framework		1,348	965	0	0	186	228	147	157	157	157	157
Pay protection following job evaluation		1,514	1,397		837	609	68					
Branding		200	189		200							
Legal advice		200	184		100	100						
Additional programme management costs		300	277		150	150						
Alliance savings implementation		367	321			92	92	92				
Total		4,456	3,834	0	1,287	1,665	388	239	249	157	157	157

Table 4.2: Cash costs of merging

The following cash benefits are predicted as a result of merging:

		Period	1	2	3	4	5	6	7	8	9	10
		Year ending	31-Mar-19	31-Mar-20	31-Mar-21	31-Mar-22	31-Mar-23	31-Mar-24	31-Mar-25	31-Mar-26	31-Mar-27	31-Mar-28
		£'000s										
		Total	NPV									
Reductions in senior management and governance		12,482	9,856			1,560	1,560	1,560	1,560	1,560	1,560	1,560
Merged estate strategy		2,460	1,856				50	100	200	350	500	630
Procurement savings		4,237	3,345			530	530	530	530	530	530	530
Additional process savings from Alliance functions		4,420	3,490			553	553	553	553	553	553	553
Reduction in supervision costs		6,000	4,738			750	750	750	750	750	750	750
Total		29,598	23,285	0	0	3,392	3,442	3,492	3,592	3,742	3,892	4,022

Table 4.3: Cash benefits of merging

4.3.2 Optimism bias

The impact of applying optimism bias to the cash costs and savings is shown in Table 4.4 below.

		Period	1	2	3	4	5	6	7	8	9	10
		Year ending	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
		£'000s										
		Total	NPV									
IMPACT OF MERGER												
Cash savings from Merger		29,598	20,805	0	0	3,392	3,442	3,492	3,592	3,742	3,892	4,022
Cash costs of Merger - one-off		-3,048	-2,640	0	-1,287	-1,530	-210	-21	0	0	0	0
Cash costs of Merger - recurring		-1,408	-1,001	0	0	-135	-177	-218	-249	-157	-157	-157
Net impact: pre - optimism bias		25,142	17,163	0	-1,287	1,727	3,055	3,253	3,343	3,585	3,735	3,865
Net impact: post - optimism bias		16,705	11,182	0	-1,416	645	2,086	2,286	2,349	2,559	2,668	2,763

Table 4.4: Cash impact of merger

The same scale of adjustments have been made to these figures as applied to the projections in the economic case. These are set out in Table 4.5 below.

Application	Adjustment factor	Basis
Benefits	Reduced by 27%	Programme evaluation reviews
Implementation costs	Increased by 10%	Reasoned estimate agreed by S151 officers
Programme costs	Increased by 10%	Reasoned estimate agreed by S151 officers

Table 4.5: Optimism bias adjustments

The optimism bias is applied, for this purpose, as a sensitivity test to determine whether the affordability of the proposal would be significantly affected by such an outcome. The table shows that although the net cash benefit per annum would reduce by approximately £1m per annum, **the merger would pay back the upfront costs within the second year of implementation and deliver a total cash benefit over the 10 years of £16m.**

4.3.3 Impact on the MTFS

The following table shows how the merged income and expenditure statements of the two policing areas, represented in Table 4.1, are impacted by the cash costs and benefits considered above.

	Period		1	2	3	4	5	6	7	8	9	10
	Year ending		2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28
	£'000s											
	Total	NPV										
COMBINED EXPENDITURE												
Baseline Expenditure	(4,751,240)	(3,535,642)	(428,503)	(438,789)	(451,019)	(461,770)	(471,005)	(480,426)	(490,034)	(499,835)	(509,831)	(520,028)
Alliance Savings	51,668	37,487	1,336	4,112	4,453	5,967	5,967	5,967	5,967	5,967	5,967	5,967
Other Savings	90,944	66,184	4,210	5,490	8,360	10,412	10,412	10,412	10,412	10,412	10,412	10,412
Net Expenditure	(4,608,628)	(3,431,971)	(422,957)	(429,187)	(438,207)	(445,391)	(454,627)	(464,047)	(473,655)	(483,456)	(493,453)	(503,649)
Met by:												
Government Grant	2,557,360	1,908,548	244,668	244,668	244,668	244,668	249,411	254,748	260,191	265,744	271,408	277,186
Contribution from Reserves	0	271	3,942	(2,838)	(617)	(487)	0	0	0	0	0	0
Council Tax	2,051,272	1,523,154	174,347	187,358	194,156	201,212	205,215	209,299	213,464	217,712	222,045	226,463
Total Funding	4,608,631	3,431,973	422,957	429,188	438,207	445,393	454,627	464,047	473,655	483,456	493,453	503,649
IMPACT OF MERGER												
Cash savings from Merger	29,598	20,805	0	0	3,392	3,442	3,492	3,592	3,742	3,892	4,022	4,022
Cash costs of Merger - one-off	(3,048)	(2,640)	0	(1,287)	(1,530)	(210)	(21)	0	0	0	0	0
Cash costs of Merger - recurring	(1,408)	(1,001)	0	0	(135)	(177)	(218)	(249)	(157)	(157)	(157)	(157)
Net impact	25,142	17,163	0	(1,287)	1,727	3,055	3,253	3,343	3,585	3,735	3,865	3,865
Add:												
Re-investment of benefit	29,598	20,805	0	0	3,392	3,442	3,492	3,592	3,742	3,892	4,022	4,022
REVISED BUDGET REQUIREMENT	(4,613,084)	(3,435,612)	(422,957)	(430,474)	(439,871)	(445,779)	(454,866)	(464,296)	(473,812)	(483,613)	(493,610)	(503,806)
Met by:												
Government Grant	2,557,360	1,908,548	244,668	244,668	244,668	244,668	249,411	254,748	260,191	265,744	271,408	277,186
Contribution from Reserves	0	271	3,942	(2,838)	(617)	(487)	0	0	0	0	0	0
Council tax	2,052,677	1,524,153	174,347	187,357	194,291	201,388	205,433	209,548	213,621	217,869	222,202	226,621
Assuming zero tax base growth on '18/19 position			174,347	181,907	185,527	189,219	192,984	196,825	200,742	204,736	208,811	212,966
Tax base growth and surpluses assumed in MTFS			0	5,450	8,764	12,169	12,449	12,723	12,880	13,133	13,391	13,655
Funding for one-off costs	3,048	2,640	0	1,287	1,530	210	21	0	0	0	0	0
Total Funding	4,613,084	3,435,612	422,957	430,474	439,871	445,779	454,866	464,296	473,812	483,613	493,610	503,806
Pre-merger council tax requirement	2,051,272	1,523,154	174,347	187,358	194,156	201,212	205,215	209,299	213,464	217,712	222,045	226,463
Post-merger council tax requirement	2,052,677	1,524,153	174,347	187,357	194,291	201,388	205,433	209,548	213,621	217,869	222,202	226,621
Difference	(1,405)	(998)	0	1	(135)	(176)	(218)	(249)	(157)	(157)	(157)	(157)

Table 4.6: Impact of merging on the medium term financial statement

The table splits out the cash costs of merging into those that are one-off, and those that are recurring which largely relate to the results of the job evaluation exercise. The one-off costs amount to c.£3m in total and it is anticipated that these will be funded either through pursuit of specific grant funding, a capitalisation direction, or call on reserves. As the table shows, the impact of merging and re-investing the entirety of the cash benefit that merging delivers, would require the council tax requirement to increase slightly to meet the recurring costs that merging creates.

The action of merging has a further impact on council tax as it creates the need to harmonise the precept rates between the two policing areas. The impact of this is examined in the section below.

4.3.4 Council tax harmonisation

The respective police and crime commissioners for Devon & Cornwall and Dorset are precepting authorities. The four corporations sole across both police force areas have recognised the legal requirements and importance of council tax equalisation to the merger and have engaged early in discussions, including with Home Office and MHCLG colleagues. The difference in the band D council tax in 2018/19 is £18.30 (Dorset £206.58, Devon and Cornwall £188.28); a relatively small cash amount compared to some council tax harmonisation proposals but nevertheless a real impact on local council taxpayers. Analysis shows that 60% of the properties are within bands A to C, so that the majority of council taxpayers will in fact see a lower increase.

This business case contains three examples of council tax equalisation models. All show the potential to equalise within a short timescale (within the term of the next PCC and potentially earlier), none show a reduction in funding that would affect officer numbers, and all have been modelled across a range of potential referendum increases to show robustness. All models would require an appropriate alternative notional amount (ANA) from MHCLG, to be approved by a resolution of the House of Commons. We believe these models demonstrate that equalisation is achievable on a basis that would be acceptable to the four corporations sole.

The three options for equalisation which have been considered are explained below. The models have been produced showing the impact over one to four years and using example referendum levels of 3%, £5, £10 and £12. The differing referendum limits have been used to show the viability of the models depending on the prevailing limits. All models indicate the potential impact on officer numbers.

All models have been compiled using a static 2018/19 council tax base due to the uncertainty of future council tax base increases and the complexity this would add to the council tax models. Although the medium term financial plans for 2018/19 assume year on year increases (2% in Devon and Cornwall and 1% in Dorset), these increases are unlikely to continue for the 10-year period assumed in this business case. **It is also considered that any increase in the council tax base is an indicator of increased population and therefore it has been assumed that the council tax base increase will contribute to the increased service provision to the higher levels of population.**

Precept breakeven

This model proposes a council tax level that achieves an overall precept level at the same level as the precept generated by the individual forces if they were to remain separate.

Based on a one-year equalisation this would require Devon and Cornwall to increase the council tax above the referendum limit by approximately £6 with Dorset reducing their council tax levels by approximately £13. This option would be subject to the approval of an appropriate ANA.

This option has been considered carefully by the corporations sole. This model is considered to be the minimum requirement to ensure that the new force is not financially worse off as a consequence of merging. It does not recognise the initial, one-off, costs of implementing the merger which, as highlighted in the Section above, total approximately £3m. It has been included as the baseline in the business plan.

This model does not provide additional funding through precept for officers or equivalents.

Equalise up partially

This model looks at the lower taxing force (Devon and Cornwall) increasing their council tax levels by a small amount more than in the model above and the higher taxing force (Dorset) reducing by less. This would generate a small increase in the overall level of total precept. The model in shows Devon and Cornwall increasing by £9 and Dorset reducing by £10. **This would generate an ongoing increase in the overall funding to the merged force of between £3.5m and £4m per annum. The impact of the £3 differential from the breakeven model equates to an increase in officer numbers of 110.**

The fact this model increases the overall precept has been considered in detail. Central funding for policing has significant structural weaknesses – it is based on historical data, and it is widely inconsistent across the country. South West forces receive significantly less than the national average, and indeed Dorset receives the lowest funding of any force in England and Wales per head of population. In the past, individual forces have been able to use council tax increases to make up for the unequal and inequitable allocation of funds but the introduction of referendum limits has prevented them doing so. Given their legal role with regards policing, it could be said that controls designed for local authorities are not compatible with PCCs statutory accountabilities to the public nor the 24 hour, 365 day service that police forces provide.

The merger, and any future mergers for other forces, provide an opportunity to partially redress this. All the models presented show an increase above referendum limits for Devon and Cornwall. Therefore, crucially, it would also allow a PCC to offer the public ‘more for more’ – increased officer numbers and improved services in exchange for additional funding.

The impact of this model would be to provide additional funds through the precept for an increase of 110 in the establishment of officers or equivalent

Single Year ANA with no Cash Reduction for Dorset

This model has been developed using three different scenarios (all requiring an appropriate ANA to be agreed):

- Model 1 - single year ANA leading to a breakeven precept
- Model 2 - single year ANA leading to an ongoing precept increase of less than £1m
- Model 3 - single year ANA leading to an ongoing precept increase of more than £1m

The model shows the lower taxing force increase the council tax levels in one year and the higher taxing force reducing their council tax levels over more than one year which allows for an increase in funding in year one which then reduces over time to the final ongoing revenue impact depending on the scenario above. This model would provide the merged force with time to make the necessary reductions to the business. It is inevitable that an element of the reductions planned will occur over a period of time and not all happen on day one.

The three options shown are relatively self-explanatory:

- Single year ANA leading to a breakeven precept – an increase in the council tax level (compared to the referendum levels) of £6 for Devon and Cornwall and a reduction of £13 for Dorset. The reduction for Dorset if achieved over two years and would result in an estimated one off increase in precept of £1.8m. **The ongoing impact to precept would be a breakeven situation with no funds available from the precept for additional officers or equivalent**

- Single year ANA leading to an ongoing precept increase of less than £1m – an increase in the council tax level (compared to the referendum levels) of £7 for Devon and Cornwall and a reduction of £12 for Dorset. The reduction for Dorset if achieved over two years and would result in a one off increase in precept of £2.3m. **The ongoing impact to precept would be a small increase of £650k per annum, equal to 20 officers or equivalent**
- Single year ANA leading to an ongoing precept increase of more than £1m – an increase in the council tax level (compared to the referendum levels) of £9 for Devon and Cornwall and a reduction of £9 for Dorset. The reduction for Dorset if achieved over two years and would result in a one off increase in precept of £4m. **The ongoing impact to precept would be an increase of £3m, equal to 90 officers or equivalent**

The corporation soles have considered these models and feel that the impact for the council tax payer is relatively **modest** and therefore included them in the business case.

Summary

Model	D&C Change	Dorset Change	Summary and Impact
Precept breakeven	+ £6	- £13	Precept breakeven; minimal position that does not account for costs of merger. No change in establishment.
Equalise up partially	+ £9	- £10	Small increase in precept; partially redresses merger costs. Small (circa 110) increase in establishment compared to breakeven.
Single year ANA 1	+ £6	- £13	Precept breakeven, achieved with a small one-off increase of £1.8m. Small offset in merger costs, no ongoing change in establishment.
Single year ANA 2	+ £7	- £12	Small (£650k) increase in precept, achieved with a one-off increase of £2.3m. Modest offset in merger costs, 20 change in establishment.
Single year ANA 3	+ £9	- £9	Modest (£3m, or 0.7% of NRE) increase in precept, achieved with a one-off increase of £4m. Significant offset in merger costs, 90 change in establishment.

Table 4.7: Summary of council tax harmonisation options

The potential impact on merged force establishment has been included on the advice of Home Office officials and **is in addition to any additional numbers achievable through merger savings**. Council tax precept is a critical contribution to force budgets, and the corporations sole have deliberated these options and the potential impact on the policing services that might be delivered across Cornwall, Devon and Dorset having lost a large number of officers and police staff.

It is recognised, however, that in the absence of clear plans to reform the funding formula, a future precepting authority might choose to be more bullish in their precept setting in order to

provide a realistic opportunity to change the system and improve services to the public. We, note, however, that the guidance from the Home Office and Ministry for Housing, Communities and Local Government is that such options are not acceptable.

The table below provides of the modelling described above and shows how the precepts reconcile to what would otherwise be generated under the same referendum limit assumptions if the two Police areas did not merge.

		Period											
		Year ending		1	2	3	4	5	6	7	8	9	10
		£'000s		31-Mar-19	31-Mar-20	31-Mar-21	31-Mar-22	31-Mar-23	31-Mar-24	31-Mar-25	31-Mar-26	31-Mar-27	31-Mar-28
		Total	NPV										
MTFS baseline (pre-harmonisation) position													
	Council tax income assuming constant '18/19 tax base (From Table 13))	1,948,063	1,610,542	174,347	181,907	185,527	189,219	192,984	196,825	200,742	204,736	208,811	212,966
	Assuming 3% ref limit	2,021,606	1,666,980	174,347	181,907	187,346	192,948	198,717	204,658	210,778	217,080	223,571	230,255
	Assuming E5 ref limit	1,970,308	1,627,813	174,347	181,907	186,318	190,729	195,140	199,551	203,962	208,373	212,785	217,196
	Assuming E10 ref limit	2,129,108	1,750,082	174,347	181,907	190,729	199,551	208,373	217,196	226,018	234,840	243,662	252,484
	Assuming E12 ref limit	2,192,627	1,798,990	174,347	181,907	192,494	203,080	213,667	224,253	234,840	245,427	256,013	266,600
Council tax harmonisation options													
	Option 1 - precept breakeven (3% ref limit) - 1 year harmon	2,021,622	1,666,993	174,347	181,907	187,346	192,950	198,719	204,661	210,780	217,082	223,573	230,258
	Option 1 - precept breakeven (3% ref limit) - 2 year harmon	2,021,618	1,666,989	174,347	181,907	187,346	192,942	198,719	204,661	210,781	217,083	223,574	230,258
	Option 1 - precept breakeven (3% ref limit) - 3 year harmon	2,021,631	1,666,998	174,347	181,907	187,346	192,945	198,706	204,666	210,785	217,088	223,578	230,263
	Option 1 - precept breakeven (3% ref limit) - 4 year harmon	2,021,689	1,667,043	174,347	181,907	187,346	192,949	198,717	204,659	210,797	217,100	223,591	230,276
	Option 1 - precept breakeven (E5 ref limit) - 1 year harmon	1,970,352	1,627,848	174,347	181,907	186,318	190,735	195,146	199,558	203,969	208,380	212,791	217,202
	Option 1 - precept breakeven (E5 ref limit) - 2 year harmon	1,970,622	1,628,057	174,347	181,907	186,318	190,741	195,191	199,602	204,013	208,424	212,835	217,246
	Option 1 - precept breakeven (E5 ref limit) - 3 year harmon	1,970,257	1,627,775	174,347	181,907	186,318	190,735	195,140	199,540	203,951	208,362	212,773	217,184
	Option 1 - precept breakeven (E5 ref limit) - 4 year harmon	1,970,704	1,628,116	174,347	181,907	186,318	190,749	195,170	199,590	204,039	208,450	212,861	217,272
	Option 1 - precept breakeven (E10 ref limit) - 1 year harmon	2,129,151	1,750,117	174,347	181,907	190,729	199,558	208,380	217,202	226,024	234,846	243,668	252,491
	Option 1 - precept breakeven (E10 ref limit) - 2 year harmon	2,129,421	1,750,326	174,347	181,907	190,729	199,563	208,424	217,246	226,068	234,890	243,713	252,535
	Option 1 - precept breakeven (E10 ref limit) - 3 year harmon	2,129,056	1,750,044	174,347	181,907	190,729	199,557	208,374	217,184	226,006	234,829	243,651	252,473
	Option 1 - precept breakeven (E10 ref limit) - 4 year harmon	2,129,503	1,750,386	174,347	181,907	190,729	199,571	208,403	217,235	226,095	234,917	243,739	252,561
	Option 1 - precept breakeven (E12 ref limit) - 1 year harmon	2,192,671	1,799,025	174,347	181,907	192,494	203,086	213,673	224,260	234,846	245,433	256,019	266,606
	Option 1 - precept breakeven (E12 ref limit) - 2 year harmon	2,192,941	1,799,234	174,347	181,907	192,494	203,092	213,717	224,304	234,890	245,477	256,064	266,650
	Option 1 - precept breakeven (E12 ref limit) - 3 year harmon	2,192,576	1,798,952	174,347	181,907	192,494	203,086	213,667	224,242	234,829	245,415	256,002	266,588
	Option 1 - precept breakeven (E12 ref limit) - 4 year harmon	2,193,023	1,799,294	174,347	181,907	192,494	203,100	213,696	224,292	234,917	245,503	256,090	266,677
Post harmonisation impact on council tax income													
	Option 1 - precept breakeven (3% ref limit) - 1 year harmon	16	13	0	0	0	2	2	2	2	2	2	3
	Option 1 - precept breakeven (3% ref limit) - 2 year harmon	12	9	0	0	0	(5)	3	3	3	3	3	3
	Option 1 - precept breakeven (3% ref limit) - 3 year harmon	25	17	0	0	0	(3)	(11)	7	7	8	8	8
	Option 1 - precept breakeven (3% ref limit) - 4 year harmon	83	62	0	0	0	2	0	1	19	20	21	21
	Option 1 - precept breakeven (E5 ref limit) - 1 year harmon	44	34	0	0	0	6	6	6	6	6	6	6
	Option 1 - precept breakeven (E5 ref limit) - 2 year harmon	314	244	0	0	0	12	50	50	50	50	50	50
	Option 1 - precept breakeven (E5 ref limit) - 3 year harmon	(51)	(38)	0	0	0	5	0	(11)	(11)	(11)	(11)	(11)
	Option 1 - precept breakeven (E5 ref limit) - 4 year harmon	396	303	0	0	0	20	29	39	77	77	77	77
	Option 1 - precept breakeven (E10 ref limit) - 1 year harmon	44	34	0	0	0	6	6	6	6	6	6	6
	Option 1 - precept breakeven (E10 ref limit) - 2 year harmon	314	244	0	0	0	12	50	50	50	50	50	50
	Option 1 - precept breakeven (E10 ref limit) - 3 year harmon	(51)	(38)	0	0	0	5	0	(11)	(11)	(11)	(11)	(11)
	Option 1 - precept breakeven (E10 ref limit) - 4 year harmon	396	303	0	0	0	20	29	39	77	77	77	77
	Option 1 - precept breakeven (E12 ref limit) - 1 year harmon	44	34	0	0	0	6	6	6	6	6	6	6
	Option 1 - precept breakeven (E12 ref limit) - 2 year harmon	314	244	0	0	0	12	50	50	50	50	50	50
	Option 1 - precept breakeven (E12 ref limit) - 3 year harmon	(51)	(38)	0	0	0	5	0	(11)	(11)	(11)	(11)	(11)
	Option 1 - precept breakeven (E12 ref limit) - 4 year harmon	396	303	0	0	0	20	29	39	77	77	77	77

Table 4.8: Council tax harmonisation impact

4.3.5 Balance sheet impacts (including pensions, reserves and capital programme)

4.3.5.1 Pensions

Police staff in DCP, DP and OPCC staff are members of Local Government Pensions with two separate administering bodies. Should the decision be taken to merge the two forces into one new organisation, then a decision will be needed as to which administering body the new organisation would be a member of. In principle this decision will follow the location of the headquarters of the new force, for example; if the new force headquarters is in Exeter then the TUPed staff would become members of the Peninsula administering body. Discussions have been held with the actuaries who represent both the Dorset and Devon & Cornwall administering bodies and they are undertaking initial work to calculate what a combined rate would be. **It is not anticipated there will be any change in the total net liability arising from the merger.**

There is one aspect for which the Secretary of State's Ministry of Housing, Communities and Local Government approval will be required and this is to seek approval to transfer both current contributors, current pensioners and deferred pensioners from their existing administrative fund to the new. The legislation as currently drafted would only make the transfer for the current pensioners. The advantage of doing a complete transfer is that it would minimise the whole life liability as the consequence of leaving pensioners and deferred pensioners in the host scheme would trigger a valuation based on Treasury discount rather than market rate leading to an increased liability in order to mitigate any future potential risk on the residual fund.

An engagement plan is in place to work with the staff associations to ensure full engagement and understanding.

4.3.5.2 Reserves

The Reserves held by each OPCC are classified as either usable i.e. can be applied to new activity and investment; or unusable which mainly reflect timing differences in the recognition of income and expenditure between accounting rules and council tax regulations, plus uncrystallised gains/losses.

As noted from Table 4.6 in Section 4.3.2 above, a merger option is likely to result in a net cash cost requirement of £1.3m in 2019/20 to cover merger planning and implementation demands but then deliver a continuing net cash surplus in subsequent years.

The current forecast usable reserves for the next 2 years are set out in Table 4.9 below:

	Devon & Cornwall	Dorset	Combined	Devon & Cornwall	Dorset	Combined
	Forecast			Forecast		
	31/03/2019			31/03/2020		
<u>Earmarked Reserves</u>	<u>£m</u>	<u>£m</u>	<u>£m</u>	<u>£m</u>	<u>£m</u>	<u>£m</u>
Budget management fund	0.5	0	0.5	0.5	0	0.5
Capital financing reserve	19.4	0.2	19.6	15.2	0.2	15.4
Estates development	1.0		1.0	0.7		0.7
ESN - capital reserve	2.3		2.3	2.3		2.3
Major Operations reserve		0.7	0.7		0.7	0.7
Merger related capital reserve			0.0			0.0
Police & Crime Plan	0.6	0.4	1.0	0.5	0	0.5
Programmes & projects	0.4		0.4			0.0
Strategic Alliance/ workforce change	7.8	0.9	8.7	2.6	0.5	3.1
Total earmarked reserves	32.0	2.2	34.2	21.8	1.4	23.2
General Fund Balance	11.7	3.9	15.6	11.7	4.1	15.8
Total Usable Revenue Reserves	43.7	6.2	49.9	33.5	5.5	39.0
Capital Receipts Reserve	2.7	0.3	3.0	3.1	0.6	3.7
Capital Grants unapplied			0.0			0.0
Total Usable Reserves	46.4	6.4	52.8	36.6	6.1	42.7

Table 4.9: Reserves position over the next two years

The table shows that should there be a need to fund the in-year cost of merging from reserves, sufficient coverage exists to do so within the projected General Fund Balance which is estimated to be £15.6m at the end of the current financial year, and £15.8m at the end of the 2019/20 financial year. The cash cost of merging would represent c.8% of the general reserve balance.

4.3.5.3 Capital programme

The proposed capital programme for each force, covering the 2019/20 MTFS is shown below. The programmes for both forces have been consistently costed and profiled. Neither force has included any costs relating to ESN or for Common Contact Centre in either the proposed programme or financing at this stage. Each will be considered as appropriate during the course of the 2019/20 MTFS, once further information is available.

	D&C					Dorset				
	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's
ICT Infrastructure	2,542	2,073	2,524	2,165	1,823	623	2,955	1,440	840	1,410
ICT Convergence	561	403	350	0	0	481	776	158	58	58
PRISM Transformational Programme	3,693	4,474	2,774	982	898	3,186	1,882	386	490	356
National ICT Programme	60	640	600	500	465	0	330	260	130	120
Transport	3,003	1,653	2,058	2,058	2,058	942	1,541	991	921	951
Major Building Schemes	9,200	23,000	9,722	0	0	0	1,650	0	0	0
Minor Building Works	5,963	4,059	3,780	1,130	3,830	940	1,090	670	680	890
Capital Equipment	677	130	130	1,030	130	123	1,318	115	515	115
Total Proposed Programme	25,699	36,432	21,938	7,865	9,204	6,296	11,541	4,020	3,634	3,900

Table 4.10: Capital programme summary

It is intended that the above programme will be financed through a combination of capital receipts, borrowing, capital grant, use of reserves and direct revenue financing. The proposed financing is shown below

	D&C					Dorset				
	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	2021/22 £000's	2022/23 £000's
Capital Receipts	3,983	4,677	11,177	2,341	2,200	1,636	5,123	2,064	1,567	1,765
Borrowing	7,200	16,983	5,000	0	0	3,919	5,511	1,361	1,301	1,541
Capital Grant	1,882	1,104	1,468	1,468	1,468	413	412	300	455	325
Revenue financing reserves	9,386	10,063	1,000	2,256	2,636	0	0	0	0	0
Direct Revenue Contributions / Revenue Reserves	3,248	3,605	3,293	1,800	2,900	327	496	295	311	269
Total Proposed Funding	25,699	36,432	21,938	7,865	9,204	6,296	11,541	4,020	3,634	3,900

Table 4.11: Capital programme financing

The proposed capital programme and financing arrangements are necessarily subject to internal governance, in particular the 2019/20 budget process and agreement of Treasury Management Strategies.

4.4 Conclusion

The MTFS for both police areas highlights the continued financial pressures they are operating under and the continued need to make significant year on year savings in order to achieve a balanced budget. **The Economic Case set out the financial risk of not progressing with the merger in terms of the potential regression of the partnerships and the cost that could re-introduce.** The merger will lock those savings in and generate additional cash savings of £3.4m which can be re-invested to improve the resilience and quality of the service. There are one-off implementation costs of c.£3m which will need to be funded either through pursuit of specific grant funding, a capitalisation direction, or call on reserves. In the event that it is the latter, the funding required would represent c.8% of the general reserve balance. There are also on-going additional costs totalling £0.16m which merging would incur but these

represent c.4% of the savings achievable. **In merging the two areas, the council tax rates will need to be equalised and options have been put forward which preserve the income that would otherwise be generated as separate areas and minimise the impact on council tax payers.**

Overall, on the basis of the figures presented and scenarios considered, proceeding with the merger is considered affordable.

5. MANAGEMENT CASE

5.1 Implementation - approach and governance

This section of the business case addresses the ‘achievability’ of the proposed option. Its purpose therefore, is to set out the actions that would be required to ensure the successful delivery of the preferred option – merger - in accordance with best practice.

5.2 Implementation - approach and governance

5.2.1 Overview

D&CP and DP have considerable experience of working together to deliver projects and programmes at scale, using a blend of methodologies including PRINCE 2 (for projects) and MSP (for programmes). Results from a staff engagement survey conducted in D&CP and DP in October 2017 in collaboration with the Policing Research Unit (based in Durham University Business School), have indicated that, in terms of the strategic alliance to date:

“... the changes have been managed well and have not had the negative impact on police officer and staff motivation and attitudes that could have been expected... Generally, the results indicate a level of similarity, or a slightly more positive situation, for the average scores for those working in the strategic alliance compared to those working in the forces.”

This suggests a level of skill and maturity in the way in which the PPM and change has been approached.

A centralised, joint (alliance) department (strategic alliance business change) brings together portfolio, programme, project and PMO expertise.

5.2.2 Programme for merger

A programme has been established to co-ordinate and manage the activities required for successful merger. A Programme Definition Document (PDD) has been agreed and summary details of roles, responsibilities and governance arrangements included in the PDD are provided below for ease of reference.

The governance structure for the programme is shown in the figure and table below; full details of the terms of reference for the bodies shown are provided in Appendices 5.3 to 5.5.

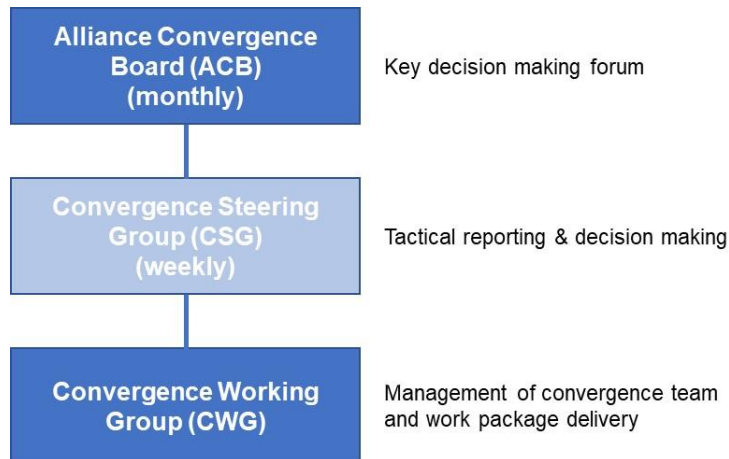


Figure 5.1: governance structure for the merger programme

Body	Attendees	Role
ACB	Chief constable of Devon and Cornwall (SRO) Chief constable of Dorset Police and crime commissioner Devon and Cornwall (Chair) Police and crime commissioner Dorset (Programme Sponsor) Deputy Chief constable Devon and Cornwall Deputy Chief constable Dorset Other ACCs/Directors/ACOs from both forces Director of Legal, Reputation and Risk Chief Executive OPCC Devon and Cornwall Chief Executive OPCC Dorset (Deputy SRO) Treasurer OPCC Devon and Cornwall Treasurer OPCC Dorset Convergence Programme Director Communication Manager (Devon and Cornwall or Dorset)	Decision Maker Decision Maker Decision Maker Decision Maker REMAINDER: advice and support
CSG	Chief constable Devon & Cornwall (as SRO) Chief constable Dorset PCC Devon & Cornwall PCC Dorset (as Programme Sponsor) Chief Executive OPCC Devon & Cornwall Chief Executive OPCC Dorset (as Deputy SRO) Finance Director Devon & Cornwall Treasurers OPCC Devon & Cornwall and Dorset Convergence Programme Director/Delivery Manager strategic alliance Head Corporate Communications Legal representative Other members only as and when required including external representation	Commissioning and oversight of delivery of work packages to deliver merger
CWG	Convergence Programme Director Convergence Team Manager Convergence team members Work product leads/representatives i.e. legal, finance and people	Day to day management of convergence delivery

Table 5.1: governance meeting attendees

Key roles within the programme are described in the Table below, with further details in the PDD.

Role	Individual	Main responsibilities
Senior Responsible Owner (SRO)	CC Shaun Sawyer	Ultimately accountable for the Programme on behalf of the four corporations sole. Chair of the Convergence Steering Group (CSG) and reporting to the Alliance Convergence Board (ACB).
Deputy SRO	CE Simon Bullock	Deputy to the SRO, providing leadership and accountability in SRO's absence
Programme Sponsor	PCC Martyn Underhill	Sponsor on behalf of the two PCCs, responsible for monitoring the overall success of programme delivery and applying the necessary scrutiny and assurance.
Chair, ACB	PCC Alison Hernandez	Regularly chairing meeting of the ACB
Programme Director	ACC Sharon Taylor	Responsible for the successful delivery of the Programme Plan on behalf of the SRO. Chair of the CWG.
Convergence Delivery Manager	C/I Neil McMurray Supported by Jasmine Davey	Critical support to the Director and is responsible for planning, organising, resourcing and controlling all delivery activity.

Table 5.2: key merger roles and responsibilities

Other programme roles are provided in the PDD.

Through the governance arrangements described above, the programme is responsible for merger planning and delivery, particularly production and delivery of the FBC to meet Home Office timescales.

Transition planning is dealt with in the next section.

5.3 Transition plan

A Transition Plan has been developed and signed off by the ACB. This builds on and extends the arrangements put in place for the merger programme. Key details from the plan are provided in the sections below.

5.3.1 Governance and leadership

The governance arrangements and key leadership roles are as set out above for merger.

5.3.2 Implementation phasing

Implementation has been divided into three main phases:

- **Phase 1 – FBC completion** – (September 2017 to October 2018): this comprises planning and development of the OBC and FBC. This phase will be complete once the FBC is submitted to the Home Office (October 2018).
- Phase 2 will begin immediately on FBC submission and continue until May 2019; it is made up of three parts:
 - **Phase 2a - pre-preparation** (October to December 2018): further development of the Transition Plan in parallel with consideration of the FBC by Home Office and ministers. This will provide the four corporations sole with the information necessary to make a final go/no go decision. Once the decision from Home Secretary is received, it will be communicated to the staff, stakeholders and the public. The Alliance Convergence Board will then decide whether to commence Phase 2b, either to prepare for transition or consider and prepare contingency plans to allow transition to an alternative arrangement if a merger bid is not successful.
 - **Phase 2b - preparation** (December 2018 to May 2019): this phase will focus on completing the further detailed work necessary to populate the final Transition Plan, which will also provide the four corporations sole with a detailed understanding of the transitional / shadow governance arrangements. Individual actions under each work stream will be outlined in individual plans. This includes providing support to the Home Office and Government Legal Service to ensure the Statutory Instrument (SI) is drafted to time and is able to fulfil its' purpose
 - **Phase 2c – shadow governance arrangements** (May 19 – May 20): it is intended that this phase will begin after the laying of the Statutory Instrument in 2019. The recruitment process for the Chief Constable designate of the new Force will take place in May 2019, although the appointment will not be confirmed until the completion of the Statutory Instrument, which is likely to take place in June 2019. This will ensure adequate time for development of the shadow arrangements and to allow decisions and appointments to be made in good time for day one. All the experience from private and public-sector mergers points to the need for clear leadership and accountability from as early on as possible in the transition process. It has been agreed that the selection of a Chief Constable designate should follow established guidance and legal advice. For example: the College of Police 'Guidance for the Appointment of Chief Officers' principles of merit, fairness and openness; and the Police Reform and Social Responsibility Act 2011 requirement for PCC(s) to appoint the Chief Constable. It has also been agreed that the designate role should not extend beyond 12 months after the creation of the new merged force, allowing the incoming PCC to choose their own Chief Constable. A legal framework would be drawn up to ensure clear delineations between force leadership roles, and to ensure no overlaps in governance.
- **Phase 3 – implementation** running concurrently with phase 2c, but beyond May 2020 (concluding date of this phase to be confirmed). This phase will focus on ensuring a single force is in place for May 2020. The key areas for consideration will include the Minimum Viable Product (MVP), ensuring legal and effective delivery of services from day one (see below for more details). In addition, it is acknowledged that not everything will be ready or complete when the new force takes effect and this phase will also ensure that these elements are properly prioritised and implemented; hence the need for this phase to continue beyond May 2020.

5.3.3 Key milestones

The following table describes the key milestones for the Transition Plan.

Key milestone	Date due
Final decision of four corporations sole	25 September 2018
FBC submission to Home Office	By 12 October 2018
Expected decision from Home Secretary	Dec 18
Drafting instructions for Statutory Instrument	January-March 2019
Drafting Order for Statutory Instrument	March-August 2019
Shadow Governance arrangements come into effect	May 2019
S32 Order put into Parliamentary Table	August-September 2019
S32 Order SI laid in Parliament	7 November 2019
PCC elections	7 May 2020
New force comes into effect	7 May 2020

Table 5.3: Key milestones for the transition plan

5.4 'Minimum viable product' and critical path analysis

The new force must be operationally 'safe' and organisationally 'legal' from day one; to ensure that happens, an analysis has been undertaken to identify the minimum that has to be in place – the 'minimum viable product' or MVP. This is shown schematically below.

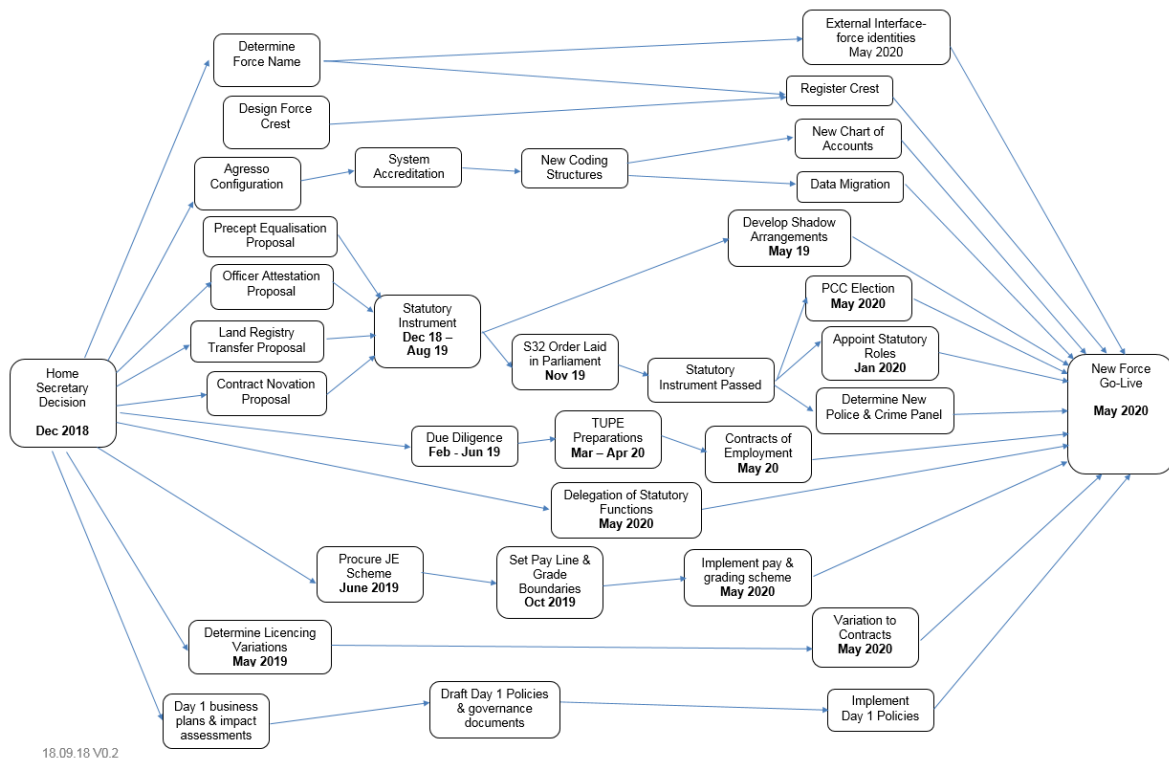


Figure 5.2: summary of dependency analysis to deliver the MVP

This analysis has been used to inform the more detailed considerations undertaken by each of the workstreams and which follow in the next section; whilst the intention is to deliver beyond the MVP for day one, the MVP provides a clear understanding of the foundation upon which anything more will be delivered.

Constitutionally, the necessary legislative changes will have to take place in time (see key milestones) and the necessary appointments made for the new chief constable and police and crime commissioner.

The merger team have identified the following minimum requirements for day 1.

5.4.1 Statutory Instrument

As shown above, the key critical path activities for the creation of the new force are the drafting, laying and approval (via the negative procedure, assuming that the order is not 'prayed against') of the Statutory Instrument. This will:

- Establish the new force and geographic boundary
- Ensure transfer of any property and land
- Ensure novation of all contracts

5.4.2 Legal requirements - roles

Police force

- Chief Constable - CC (Section 2 Police Reform and Social Responsibility Act - PRSRA - 2011)
- At least one deputy chief constable (s39 PRSRA)
- At least one assistant chief constable (s40 PRSRA)
- Rank of constable (s50A Police Act 1996) – this could be fulfilled by any of the above-mentioned officers
- Chief Finance Officer – the person accountable for the force's financial affairs (Schedule 2 s4(1) PRSRA and s151 Local Government Act 1972)
- Data Protection Officer (General Data Protection Regulation – GDPR - and s69 Data Protection Act – DPA - 2018)

OPCC

- PCC (s1 PRSRA 2011)
- Chief Executive (Schedule 1 PRSRA)
- Chief Finance Officer (Schedule 1 PRSRA and s151 LGA 1972)
- Data Protection Officer (GDPR and s69 DPA 2018)

Police and crime panel (PCP)

Although not a “responsibility” of either the force or PCC, arrangements will need to be in place for the new PCP for day one.

Other roles

Other key roles to policing, such as an authorising officer, appropriate authority, SIRO etc. have not been included in the MVP, because technically these roles could be carried out on day one by the chief constable, with roles then being re-allocated as necessary. (In all likelihood, these roles will also have been identified / filled by day one).

5.4.3 Documents

It is difficult to state which documents would be legally necessary on day one, as opposed to what would be desirable - with the exception of the required Statutory Instrument (SI) and transitional provisions.

The below list is therefore an initial view of what is likely to be necessary to allow the force and OPCC to function effectively (this list will be reviewed and added to as detailed plans are developed):

- Certificate/warrant for registered coat of arms for the force (assuming that this is used as branding from day one)
- Delegated and designated authority documents for both chief constable and PCC to allow officers and staff to carry out certain functions on their behalf (Police Reform Act 2002, PCA 2017 and Section 18 PRSRA)
- Police and crime plan must be issued within the financial year of the PCC in which each ordinary election is held (“ordinary” is every fourth year since 2012) (s5 and s50 PRSA)
- S22A collaboration agreements, contracts (internal and external), MoUs, land registry for ownership of buildings, ISAs

5.4.4 Other considerations

Other key requirements for day 1 are:

- Branding: agreement of the new force name (to be considered only if this business case is approved) and the design and registration of a new crest
- Accounting: establishing the coding structures and new chart of accounts (including system changes)
- People: covering due diligence, TUPE transfer and development of policies (see section 5.5.6 below for more details)
- Commercial: ensure the differences between the forces schemes of delegation are harmonised for the merger.

5.4.5 Conclusion on MVP

As indicated above, detailed planning will continue during the 'pre-preparation' phase (2a). The next section sets out the transition work streams, each of which builds on the foundation of the MVP set out in this section.

5.5 Transition workstreams

5.5.1 Communications and branding

The key branding elements required for day one are the name of the new force and the design and registration of any new crest.

As indicated elsewhere in this document, it is not envisaged that a major 'big bang' rebranding exercise be undertaken. Instead, a pragmatic approach will be taken, some key elements of which are included below:

- Uniform: already using national standards for both forces
- Fleet livery: all police livery for strategic alliance vehicles is now generic, with the exception of the individual force crests. There are some local force strap lines in small livery font situated on the rear quarter glass which is expected to evolve to a standardised message post-merger. Re-branding will be done over a 12-month period as vehicles present for servicing, thus minimising disruption through non-availability of vehicles
- Change to: decisions on branding of the website and other related ICT issues will be made as part of the Transition Plan in Phase 2
- Signage: the Financial Case includes budget for changing signage at buildings to the new force name (and crest).

5.5.2 Partnerships and stakeholders

The stakeholder mapping and engagement undertaken during the FBC development will be refreshed during phase 2a (pre-preparation) to enable engagement and communications to begin as soon as a decision is made.

Alongside this a full partnership audit (referred to in the Operational Thread) will be undertaken to explore how best to renew and increase the commitment of the merged force to delivery of joint outcomes and objectives with partners locally, regionally and nationally. This will be done during phase 2b (preparation), once the decision on the FBC has been made.

5.5.3 ICT

As discussed in the commercial case, D&CP and DP ICT department has been operating as a converged organisation under the strategic alliance since April 2017 and good progress has been made.

The principles of the convergence strategy remain unchanged and the department is now reviewing the next iteration of convergence and how to enhance this further.

As stated, the department currently operates with a dual delivery model, where in D&CP a large proportion of the delivery of ICT services is outsourced whereas the delivery model for

DP is conducted using “in-house” staff. The initial outsource contract term expires in 2020 and D&CP have decided to extend the contract for an initial 2 years. This allows the department to review what a new Target Operating Model for ICT would look like. In conjunction with the contract extension, options are being considered to extend the outsourced ICT service desk in to DP. The merger will allow the organisation to consider a single target operating model for ICT in the period to 2022, be that: wholly outsourced, wholly insourced or a hybrid approach. A single decision structure, a single view on outsourcing and a single investment strategy are key enablers for this, all derived from being a single force.

A merged force would accelerate the planned convergence, including:

- Key infrastructure platforms, eliminating over time slightly differing configurations for each force to account for business areas not yet aligned
- A single brand to unlock further capability for convergence. For example, a single force would allow for true single computer domain with single software deployments and single logon capability, simplifying and speeding up the experience for users
- Delivering the digitalisation programme more efficiently due to presence of: single Operating Models; fully converged infrastructure; single solutions and systems; single investment strategy and capability; single governance process

Through the merging of the two forces it is expected that the ICT should be able to make an additional saving through contracting, application rationalisation and simplification of approximately **£235,000** (included in the figures stated in the Commercial and Economic Cases).

As already highlighted, the merger, if agreed, may alter the timings of the convergence plan. Based on the agreed Minimum Viable Product, ICT will assess the requirements needed to meet the MVP and produce a service transition plan to achieve the outcomes required.

5.5.4 Legal

The primary legal considerations have been threaded through other aspects of this document, primarily:

- The commercial case – exploring how merger might be given legal effect
- The management case:
 - Appointment of new chief constable (Section 5.3.2 above)
 - Consideration of the legal requirements for day 1

5.5.5 Finance

Much of the financial impact of the FBC has been included in the Financial Case.

In addition, Finance will be responsible for ensuring that the new codes and chart of accounts are prepared, with agreed opening balances (see below) derived from the closing accounts for the two existing forces.

A due diligence exercise will also be commissioned to ensure the new accounting position at day one is externally assured.

5.5.6 People

To ensure appropriate early preparations are undertaken, a paper setting out the issues and an initial outline work programme for the key 'people' tasks has been developed and approved by ACB. An extract of the key work programme tasks is set out below. Much of the detail for this programme is still in development, but its extent demonstrates that, despite the advances and successful foundations that are already in place, there is no complacency and clear support exists from the four corporations sole to invest in this vital preparatory work.

Work product	Current position
Set overall people vision, linked to the existing joint people mission and common organisational values	Both forces are committed to becoming the 'lead employer' in policing. A clear definition setting out what 'lead employer' will mean for the new merged force has been drafted and will be submitted to the strategic alliance convergence board for approval as the future 'people vision'.
Determine future employment framework	Strategic alliance convergence board has already approved a paper detailing the key principles that will shape the future employment framework. The key features are set out in Section 2 of this report.
Determine future organisational structure	This will be determined by the four corporations sole and led by the merger SRO.
Identify future demand of new force, identify required staffing numbers, skills, locations, likely attrition and overall financial envelope in order to set resourcing requirement.	This is a specific work-stream of the PRISM Board and is being led by named ACC's from both forces.
Development of workforce supply plans to cover succession, retention, training, recruitment.	A common workforce planning model has been adopted across both forces. Workforce supply plans are already in place that cover both forces. These plans will be updated in accordance with the agreed process set out in the workforce planning model, once the demand activity has been completed.

Review of employment policies for new organisation – identify priority employment policies required by day one; between day one and 100 and day 100+	Work has already commenced across the two forces to identify all employment policies, procedures and supporting processes. Whilst the aim is to ensure all policies are reviewed ahead of day one, the existing prioritisation process will be revisited as part of merger planning process to ensure that they are appropriately categorised as being needed for day one, between day one and day 100, and day 100+ of the new force. This will enable any eventual slippage to be restricted to non-critical areas.
Development of terms and conditions for new organisation	Work has already commenced on prioritising the development of new terms and conditions. A 5x5 scoring matrix designed to identify impact in terms of cost and difficulty of implementation has been devised. The intention is that the resultant score will enable a RAG prioritisation to take place. A high-level steering group with representatives of finance, legal and the business will contribute to the population of the framework. Consultation will then take place with staff representatives on the basis of 'packages' of terms and conditions.
Selection of job evaluation scheme	Work has already commenced on identifying a suitable job evaluation scheme. Given a nationally agreed job evaluation scheme is already available to policing, this will form part of the groups initial considerations, together with the outcomes of a nationally commissioned review of job evaluation schemes currently being operated within policing. Once a detailed specification has been developed, this will be shared with staff representatives prior to a procurement exercise being undertaken. Given regional interest in this work, the lead for this work has already held meetings with other forces and will ensure that they remain updated. Any solution will eventually form part of a framework agreement to ensure the opportunity exists for adoption of a regional JE solution.
Determination of pay line for new organisation	This work will follow from identification of the job evaluation system and will be shaped by the key principles set out above

Development of arrangements for TUPE	The majority of documentation and materials developed for the strategic alliance can be adapted for the purposes of merger. Work will be undertaken to re-word and amend existing templates and presentations where this is required.
Completion of due diligence exercise	Experience from the strategic alliance has shown that the timescales for this exercise will be largely dependent on the accuracy of the people data already held on the Agresso system, in terms of identifying the substantive employees and their accompanying terms and conditions. Work is currently being undertaken as part of the PRISM Workforce Demand workstream to complete a detailed data cleanse of Agresso, but current known restrictions and limitations with the existing implementation of the system are likely to be a complicating factor and will need to be addressed ahead of the merger. The processes, procedures and templates that are required for this work are well established as a result of the strategic alliance, but will require adaptation to ensure their relevance for merger.
Application of management of change arrangements	Comprehensive management of change arrangements were developed for the strategic alliance and a significant updating of this material was recently completed. As part of preparing for merger it will be necessary to revisit this work to ensure its continued relevance and to ensure that the new force has its own long-term processes in place ready to deal with future restructuring post day one.
Completion of culture planning and development of leadership planning to prepare managers for merger.	A significant programme of culture and leadership development is being created to build upon the work already implemented by the HR Specialist Lead for Organisational Development. An ACC has now been appointed to act as culture lead for the merger and the PRISM programme, he is being supported by the Organisational Development Lead and will be responsible for progressing this area of work. It should

	be noted that it is viewed as critical that this work is resourced over a five-year period in order to appropriately cover pre and post-merger issues.
Development of Agresso to fully support all HR requirements relating to the new force and to facilitate the smooth transfer of staff, including the need to maintain multiple instances of terms and conditions. In addition, identify any other IT alignment requirements in respect of employee data needed for TUPE/Payroll purposes post-merger.	Initial indications from ICT is that four staff will be required for this work, in addition to external consultant support to ensure optimal configuration of Agresso and support from BT to deal with relevant infrastructure work.
Engagement and communication programme to ensure regular updates on progress toward merger for staff and their representatives.	This work will be led by ACC Taylor as overall merger programme manager, with support from the HR Change Team and the Specialist HR lead for Employee Involvement and Engagement.
Formal trade union and staff association consultation and negotiation arrangements in respect of the 'people' aspects of merger, including determination of the future partnership and recognition arrangement.	To be developed as part of the overall merger programme and led by the Director of People.
Equality Impact Assessment / Equality and Diversity Strategy	This work will be led by Corporate Development.
People metrics and key performance management indicators	A comprehensive range of metrics and performance indicators already exist and are set out in the relevant detailed delivery strategies and quarterly performance packs. These strategies and packs will be revisited as part of the merger programme, to ensure they remain relevant and reflect the priorities of the new force.
Appointments process in support of implementing change, including Executive appointments, identification of any critical to fill posts and any management of change appointments.	The corporations sole will determine the approach to be taken in respect of executive appointments. All remaining appointment processes will be reviewed as part of the merger programme to ensure they reflect the requirements of the newly merged organisation.

Development of overall People transformation implementation plan, setting out how all HR elements will be delivered and identification of resources required to undertake and support this work, including appointment of external specialist support as required.	Leads for all 'People' work packages have been asked for their initial assessment of resource requirements. These will now be considered by the Director of people and a costed implementation plan developed.
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The goal is to have all of the 'people' work-stream activity listed above completed ahead of day one of the newly merged organisation. However, the Forces are realistic and sensitive to the extent of the challenge that this would involve. Having undertaken extensive research, it is recognised that it is sensible to set a fallback position that makes clear what will need to be in place for day one; what should be put in place within the first 100 days and what can form part of the long-term future development of the newly merged force. A detailed People Transformation Implementation Plan is being produced for this purpose, together with an assessment of the resources required to undertake and support this work, including appointment of external specialist support as required.

5.5.7 Business support

The Business Support requirements are referenced within the Transition Plan and will be dealt with as a defined workstream with appropriate timescales.

5.5.8 Business management

As for Business Support above, the Business Management requirements are referenced within the Transition Plan and will be dealt with as a defined workstream with appropriate timescales.

5.5.9 Operating model

Detailed consideration of the future Target Operating Model is considered in Appendix 1 Operational Thread (and appendices) and the strategic case.

5.5.10 Shadow arrangements

As stated above, it is intended that the Chief Constable appointment for the new Force will be confirmed in June 2019 to provide adequate time for development of the shadow arrangements and to allow decisions and appointments to be made in good time for day one. All the experience from private and public-sector mergers points to the need for clear leadership and accountability from as early on as possible in the transition process.

5.6 Links to existing programmes

5.6.1 The strategic alliance

Following the announcement that a proposed merger was going to be investigated, work has continued with some aspects of the alliance programme. However, it has had an impact on what can continue to be delivered in order to realise significant savings and savings still to be realised, some of which are within the MTFS. The alliance is an effective way to align departments before a potential merger and is not just a financial consideration as it assists in enabling the business to perform as a merged or allied force/s.

Some areas are now paused and momentum has slowed down pending the decision of the proposed merger. If there is no merger an assessment will be made to determine what that means for the programme moving forward, the impact on those live alliance departments and those continuing through the governance. Whilst the live business areas are fit for purpose under the alliance, in the event of a successful merger bid, they will be reassessed accordingly.

The current status of the programme is as follows:

- A total of 22 business areas are now live with twelve PIRs having been completed with ten pending.
- Firearms Licensing; Major Crime; Tactical Firearms Team (TFT) (previously known as SFO); Resource Management Unit (RMU); Collisions & Tickets Section (CaTS)/Central Ticket Office (CT); Force Support Group (FSG)/Enhanced Policing Team (EPT); Custody (not estates); Command Control and Public Contact (CCPC)⁹ are continued to be implemented as scheduled.
- Professional Standards Department (PSD); Victims & Witnesses, Custody (estates), Information Management Phase 3 and Serious & Organised Crime have been paused until a merger decision has been made.
- Corporate Development; Core Criminal Justice and Estates have been remitted for development as a merger product rather than continue as separate DBCs in the alliance programme.

There are a number of interdependencies between business areas whether they are live, pending, paused or continuing.

5.6.2 PRISM

D&CP and DP have already instigated a transformational programme of change, entitled the Policing Response Investigation and Safeguarding Model (PRISM).

PRISM is developing nine projects reviewing services to victims and witnesses, lead employer model, digitalisation, workforce planning, Integrated Services Design (ISD), demand management, contact management, prevention and partnership development and the ongoing strategic alliance. The developing the Operational Thread for this FBC has taken into account the six PRISM principles which govern change management through Cornwall, Devon and Dorset.

As a part of developing this FBC, the projects within each of these programmes has been reviewed to assess:

- Their contribution to the merger
- Their contribution to merger benefits

⁹ The CCPC DBC is not being progressed in the alliance programme at present as it has been 'subcontracted' out to the PRISM ISD programme until recently. The 999/despatch side is now going to be developed under a continuing subcontracting arrangement from the alliance programme to the Contact Programme under PRISM.

- Impact if not continued.

In summary, many of the projects are critical to merger as they will underpin the ambition to move to a fully integrated single operating model underpinned by technology. Whilst a number can continue should merger not happen, most will not be able to maximise possible benefits because of the need to be able to maintain two sets of processes / operating procedures and supporting infrastructure, to support two separate visions and police and crime plans.

The benefits themselves are included in the economic case; either as a part of the baseline (where already included in the MTFS) or as a part of the merger itself.

The detailed timing of delivery of these projects will be assessed during phase two of the merger programme (transition) to ensure that timings and dependencies reflect the day one (and beyond) requirements of merger.

5.6.3 Wider national programmes

Delivery of benefits of merger set out in this business case are not directly dependent on any of the wider police programme portfolio. However, the merger programme will ensure that any other dependencies (such as resources, implementation dates) etc. are managed to ensure successful delivery of both merger and the external project(s).

5.7 Risk and issue management

The appetite for risk is set by the chief officers in D&CP and DP. These are set, taking into account the wider context of policing, and also the general regulatory environment to include the known position of the Home Office, HMICFRS, the College Policing, and Independent Office of Police Complaints. It also takes account of the respective Police and Crime Plans and also the culture and values that exist in policing and the forces in particular.

Risk appetite takes into account the differing requirements at strategic, tactical and operational levels.

To manage risk at all levels a joint risk and assurance board (RAB) has been created. Its objectives specifically include *'To drive the programme for the alignment of risk management and the implementation of a risk and assurance framework'* and *'To embed a consistent approach to the provision of risk and assurance information that supports effective strategic decision making by the corporations sole.'* An early decision of RAB was that the ISO 31000:2018 standard for risk management would be adopted as the basis for risk management across the both forces moving forward.

There is a draft joint risk management strategy and policy, and from this base the joint risk management arrangements will be made, this will include a more detailed assessment and review of risk appetite across each business area and each level of the four corporations sole.

Risk is monitored at the strategic level by the chief officers teams, focusing on those risk that if materialised would undermine the delivery of the police and crime plans or damage the force reputation.

At an operational level risks are managed and monitored by department and command leads.

The effectiveness of these controls are tested as part of the audit plan and performance management meetings across both forces.

Our risk management arrangements are also subject to scrutiny by the independent audit committee.

Risk appetites in each business area:

Operational policing by its very nature is inherently risky, and whilst these values ensure they police by consent wherever possible and within the law there will be occasions when the use of physical force is necessary to secure observance of law or to restore order.

The current framework of training, policy, procedure, Health and Safety, risk identification and monitoring supported by dynamic risk assessments in operational situations where more formal assessment is inappropriate all help to mitigate risk where it arises.

Ultimately the appetite for risk brings with it the potential consequence of financial and reputational impact. Whilst reputational risk can only be mitigated within the bounds of the corporate risk appetite strategy and culture the financial cost of risk is managed through the risk financing strategy and subsequent insurance arrangements.

To this end D&CP and DP have, as part of the strategic alliance, implemented a single insurance policy. For liability insurance the financial exposure is for the first £350,000 on each and every claim, up to an annual aggregate stop loss limit of £2,600,000. For motor claims the exposure is lower at £300,000 on each and every claim, up to an annual aggregate stop loss limit of £885,355.

This financial risk appetite is subject to continuous monitoring and review in conjunction with our insurance brokers. The forces are generally considered by their insurers to be low risk forces in comparison with their other blue light customers.

The investment (treasury management) risk appetite is contained within the treasury management policy and strategy and is subject to annual review.

Reputational risk is very important to the strategic alliance and as such the appetite in this regard is comparatively low. The forces share an appointed Director for legal and reputational risk with responsibility that spans both.

It is a requirement of policing to uphold the law and as such there is **no** appetite for breaching the law by either force, whether that is at a strategic or operational level.

Data security – There would be significant financial loss and reputational damage due to breach of data or technological disruption caused by internal/external attack. Therefore there is **no/very low** tolerance for the loss or otherwise unauthorised or accidental disclosure of force or other sensitive data. This is monitored by the Joint Information Board.

At a time of transformation change and limited financial resources, there is **no/ very low** appetite for failure to deliver high-priority projects on time, to budget and to the expected quality.

A programme risk log will be maintained to capture all programme related risks. This will be presented to the ACB on a monthly basis. Individual work package risks and issues will be maintained by each work package lead and will be available if required.

Programme risks will be escalated to the corporate risk registers of each force if and when required.

The Risk and Issues Registers are therefore 'live' documents and are reviewed/updated on a regular basis.

5.8 Benefits management

5.8.1 Benefits strategy and approach

A benefits strategy for merger has been agreed by the ACB. This describes the:

- Approach to benefits management from identification through to realisation
- High-level benefits planned to be realised
- Governance arrangements for benefits management
- Roles, responsibilities and levels of accountability of those involved in benefits planning or the realisation of benefits
- Deliverables required to enable change, deliver the outcomes and realise the benefits

The key objectives of benefits management for the proposed merger is to:

- Provide ongoing alignment and clear links between the deliverables, the business change and ultimately the aim of the convergence programme
- Ensure that benefits are identified, defined and clearly linked to the convergence programme outcomes
- Ensure that the desired benefits are achievable and verifiable
- Ensure there is a full understanding of the roles and responsibilities in the realisation of benefits, and commitment to undertaking those activities
- Actively drive the process of realising benefits
- Provide a plan that serves as a continuing focus for the delivery of the convergence programme and the necessary changes that need to occur

The identified benefits, outcomes and some early indications of the activities which will need to be undertaken to achieve them have been identified by work package leads to inform the business case.

The relationship between these changes, the capability and the benefits are shown in the pyramid below.

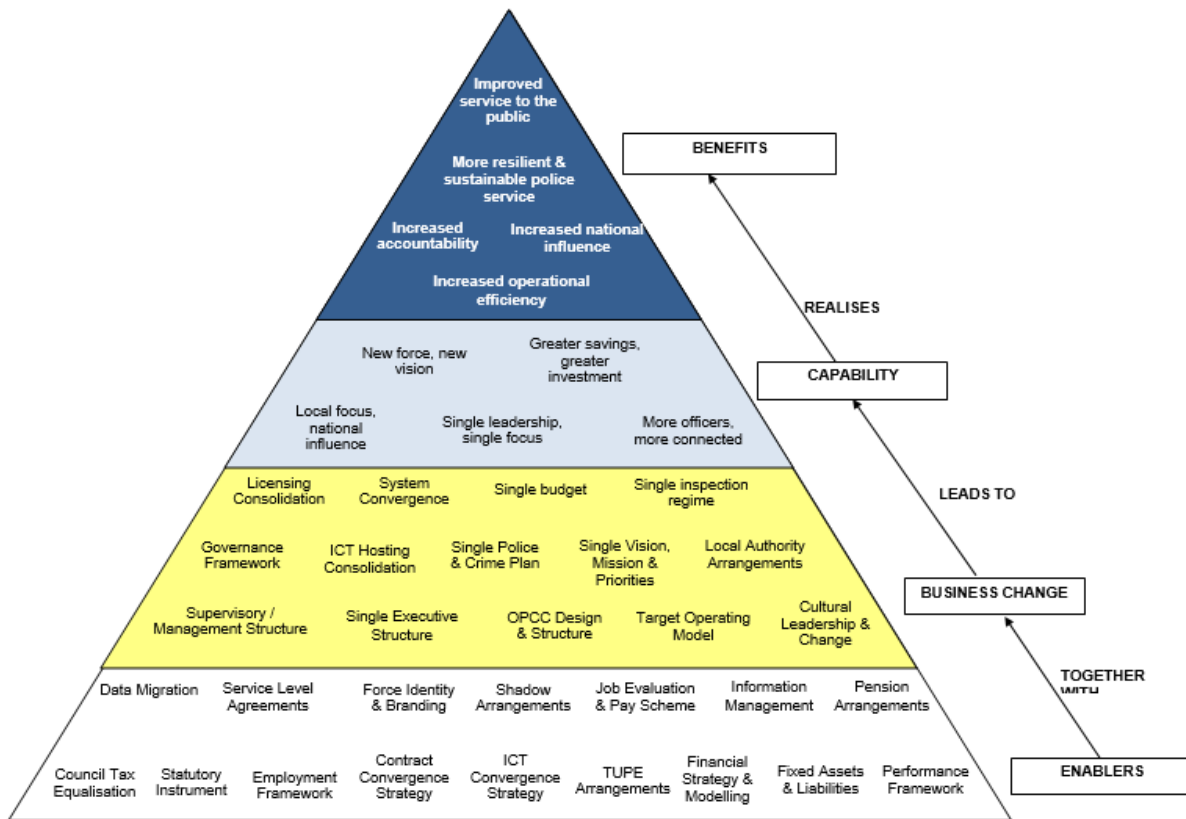


Figure 5.5: Benefits pyramid

5.8.2 Realisation and monitoring

Progress of the realisation of benefits for the programme will be monitored and tracked on a quarterly basis formally reported in a quarterly benefits report submitted to the strategic alliance convergence board or its successor. Where benefits realised fall short of plans, exception reports will be produced to establish the reasons for the shortfall and any required actions to address technical design or business change aspects of a particular business area.

Realisation of the full set of benefits may not happen for some time after the change has been implemented. Therefore, management of the benefits will become the responsibility of the relevant business area following programme closure, to ensure that they will be realised.

In addition to the tracking and monitoring of each benefit, the programme will undertake formal benefit reviews at the discretion of the SRO or at key points of the programme (such as end of phase) to ensure that benefits realisation is still on track and assess the continuing validity, achievability and optimisation of the benefits.

5.9 Equality impact assessment and health and safety assessment

The completed assessments have been included as Appendices 5.14 and 5.15 respectively. There are no issues that affect the deliverability of merger.

5.10 Conclusion

The merger of two police forces into a single new constabulary is a major change programme that will require dedicated resource and effort. D&CP and DP have the experience and

expertise to successfully deliver such a change from working together on large-scale change and transformation portfolios and programmes of the kind that merger represents.

The timetable for delivering the new arrangements in time for the next PCC elections is challenging. Whilst further detailed planning is required to establish a firmer set of programme milestones, the main issues with respect to implementation have been identified (including the possible need for some external support in specialist areas). If the approach set out in this section of the business case is adopted in accordance with the proposed timescale, implementation on time appears feasible.

As indicated in the preceding section, attention to mitigation of key risks such as stakeholder management, will be required throughout the implementation process.

Overall the management case suggests that merger of the two forces is achievable in the timescales required to meet the deadline of the next PCC elections in May 2020.

Appendix 1 – Current leadership structure of the two forces

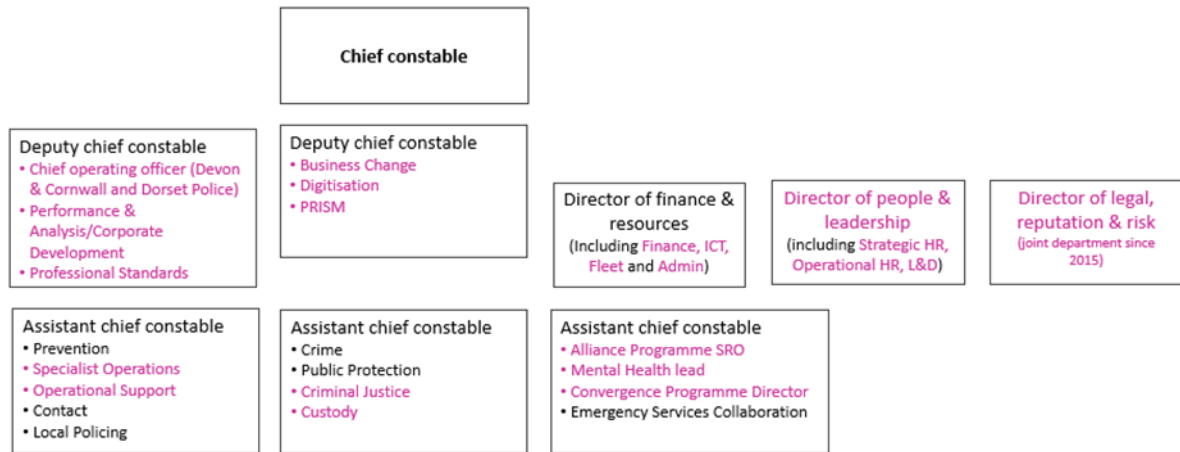


Figure A1.1: Summary Chief Officer team for Devon & Cornwall Police

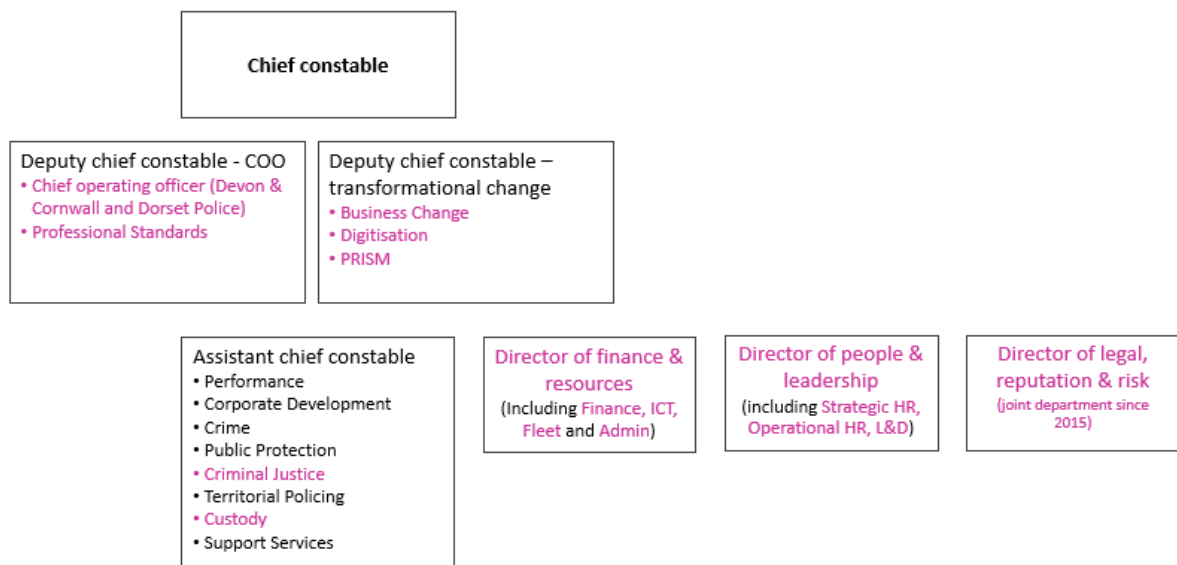


Figure A1.2: Summary Chief Officer team for Dorset Police

Appendix 2 – Current structure of the two OPCCs

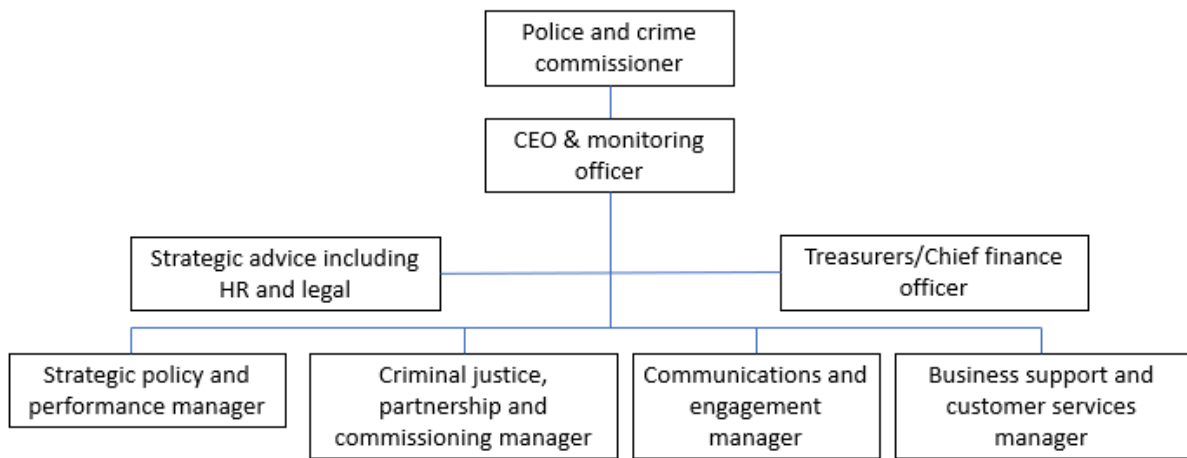


Figure A2.1: OPCC for Devon & Cornwall Police (c25 employed staff)

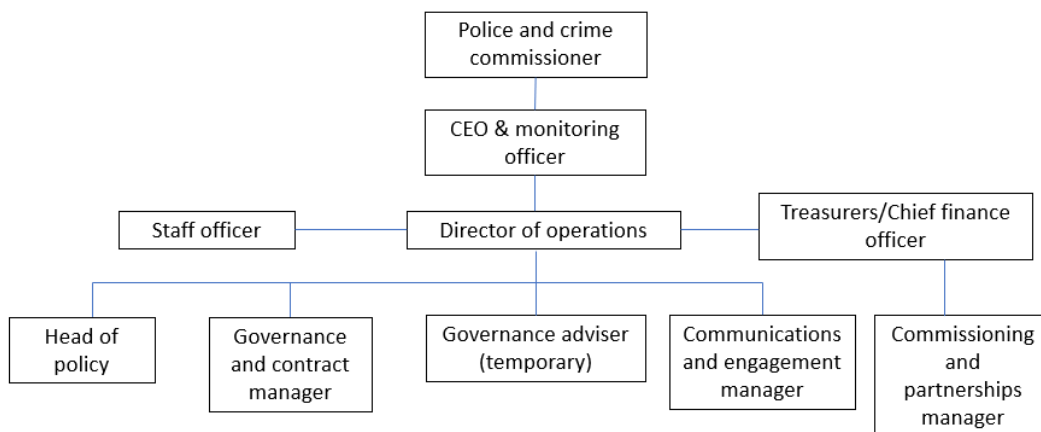


Figure A2.2: OPCC for Dorset Police (c20 employed staff)

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Proposed merger engagement report

DEVON AND CORNWALL POLICE & CRIME COMMISSIONER
AND DORSET POLICE & CRIME COMMISSIONER



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Introduction and aims

Devon & Cornwall Police and Dorset Police formally entered into a strategic alliance in March 2015. This is consistent with the direction set nationally by Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) and the Government, where neighbouring forces are encouraged to work more closely together.

The two forces have worked together to improve delivery, resilience and flexibility, as well as save money and increase efficiency in over 30 administrative and operational business areas.

The chief constables now see this as a timely opportunity to progress the alliance further and create a new, more resilient police force for the future.

As the merger is a voluntary proposal, there was no legal requirement for a consultation, however there is a legal requirement for the police and crime commissioners (PCCs) to seek views of the public. In discussion with the Home Office it was agreed that engagement with stakeholders across Cornwall, Devon and Dorset was vital.

The aims of the engagement were:

- To seek the views of staff, the public and stakeholders on the possible merger, including any areas of policing they would like to see investments being made
- To promote the engagement as widely as possible to those who live and work in the three counties and raise awareness of the proposal to change
- To ensure that engagement took place with a proportionally representative cross-section of our communities

Methodology

Stakeholders

The Home Office gave clear guidance regarding which stakeholders it considers engagement is vital.

Groups from which sufficient support is required are:

- Officers, staff and volunteers
- Trade unions and staff associations
- Local public
- Local Members of Parliament
- Local authorities

In addition, no clear objection would be expected from key policing bodies. These would include:

- HMICFRS
- NPCC



- College of Policing
- Police and Crime Panels for Devon & Cornwall and Dorset

Engagement materials

A range of engagement materials were developed consisting of:

- A dedicated website at www.futurepolicing.co.uk featuring the survey, proposal, benefit, FAQs, press releases and blogs from the police and crime commissioners (PCCs).
- An animated video lasting one minute that explains the timeline of the proposed merger. The video was used on social media and on the Future Policing website.
- An animated video lasting under three minutes with narration by the PCC that explains why the proposal to merger is being explored. A version was created for both forces and narrated by the respective PCC. The two videos were featured on the Future Policing website and the artwork was used for social media and paid for advertisements.
- A 'talking head' video for internal use featuring both chief constables and PCCs that explains the rationale for the merger proposal.
- Additional video clips of the chief constables and PCCs filmed in-house for social media usage.
- A leaflet replicating the messages of the Future Policing website.
- An online survey.
- A hard copy survey.
- An easy read version of the survey, the proposal, and the FAQs.
- A telephone survey.
- Additional graphics for social media produced in-house.
- Presentations and briefings for delivery to officers, staff and volunteers, the public and stakeholders.
- Intranet site accessible by both forces.
- Artwork for internal promotion via screensavers (Devon & Cornwall Police) and intranet homepage (Dorset Police).
- Artwork for internal and external digital screens at stations and police enquiry offices.
- Community messages on Devon & Cornwall Alert and Dorset Alert.
- Advertisements in local newspapers including Western Morning News, Dorset Echo and Bridport News.
- Advertisements in BH Life and Poole News.
- Pop-up banners for use at events.

External engagement activity

Survey promotion

- A link to the Future Policing website was placed on the homepage of the official websites of both forces and offices of the police and crime commissioner.
- Header images on official social media accounts were used to encourage the public to have their say.
- An embargoed media launch was held at both Middlemoor and Winfrith HQs the day before the public launch of the survey. Both chief constables and PCCs were interviewed by local media. This resulted in multiple news articles online and in print, alongside interviews on local radio and television news programmes.
- The survey was promoted on Facebook, Twitter, Instagram and Snapchat throughout the engagement period.
- Paid for advertisements ran on the office of the police and crime commissioner (OPCC) Facebook accounts at various points between July and September.
- Random sample telephone surveys began the week commencing 2 July. A total of 2,000 surveys were commissioned and were distributed across the two force areas to represent the population of the proposed new force.
- Advertisements were placed in local newspapers including the Western Morning News, Dorset Echo and Bridport News at the start of the engagement period.
- Two advertisements appeared in BH Life (90,000 copies) and Poole News (72,000), which are free council-run magazines in Dorset. The magazines are distributed across the whole of Poole and Bournemouth and are also available for free at libraries, council offices, community centres and selected supermarkets (Tesco, Sainsbury's, Co-op) across the area. Content is also available online.
- Secondary promotion of news stories appeared in community magazines and newsletters across Dorset and in Neighbourhood Watch newsletters.
- Independent community newsletters like Mudeford Magazine, Blackmore Vale Magazine and Bournemouth Town have featured the merger.

A list of engagement costs can be found in *Appendix 1: Engagement costs*.

Public events and meetings

The public had the opportunity to talk to officers and staff about the proposal to create a new force at a variety of events over the summer, including the Bournemouth Air Festival, the Launceston Show, the Holsworthy Show, and Plymouth Respect. Paper copies of the survey and an app version were available for the public to fill in at all events.

Both police and crime commissioners attended public meetings throughout the engagement period where they spoke to members of the community. Some events were hosted by the relevant office of the police and crime commissioner, others by groups such as Safer Camborne and the Association of Dorset Watches.

A list of public events can be found in *Appendix 2: Public events and meetings*.

External stakeholders

It was important to talk to organisations such as local authorities and our other blue light partners in the area that would be covered by the new force. As stated in the methodology, local Members of Parliament and policing bodies such as the College of Policing and the National Police Chiefs' Council were engaged with.

The chief constables, PCCs, and other chief officers attended meetings of all sizes, from one-on-one chats to presentations at full council meetings.

Engagement has taken place with all of our local authorities, using different approaches. Some have engaged by correspondence, others have requested bespoke briefings to senior politicians and officers, and others have held public debates as part of their council processes. This has included all upper tier local authorities as well as district, town and parish councils. Senior officers from the respective police forces and offices of the police and crime commissioner have supported this engagement. One-to-one meetings have also been undertaken by the chief constables and PCCs with political leaders of local authorities by request. In Devon and Cornwall the PCC is already embedded in local partnership meetings in geographical areas, for example, Cornwall Leadership and Torbay Together. This has enabled wider face-to-face discussions with community leaders in these areas.

Internal engagement activity

It was important to record the views, opinions and concerns of officers, staff and volunteers in both forces.

Before the engagement period began, Inspire events for senior leaders (officers and staff) in both forces were held in Wadebridge, Exeter and Wimborne. Chief officers and OPCC executives talked about why the creation of a new force was being explored and what would change. Groups were given key talking points to discuss there and then, providing instant feedback to the Merger Team.

Chief officers and members of the Merger Team visited teams from both forces and gave over 40 briefings and updates to groups including senior management teams, trade unions and staff associations. Presentations were also given to local reference groups who advise police on the operational policing impact on diverse communities. In August five roadshow events were held at three venues in Dorset where chief officers spoke about the merger and answered questions from officers and staff.

The Merger Team created a dedicated Proposed Merger site on the shared intranet. This featured information about the proposed new force, timelines, the opportunity to submit feedback and ask questions, and a regularly updated frequently asked questions page. An engagement toolkit was set up by the team with briefings and presentations that were relevant to different groups of stakeholders and could be downloaded as needed.

Emails were sent to all officers, staff and volunteers from the chief constables to publicise the survey. Additionally, there were regular internal messages and articles featured in the staff magazines. Merger-related posts on internal message boards were also monitored and responded to by the Merger Team. Officers and staff using social media in both forces were sent key messages by email and proposed merger material was included in Communicate, a resource for local policing teams to use with local press and community newsletters.

The Merger Team also requested volunteer Merger Champions from a variety of ranks and roles across the two forces to help publicise internal messages, talk to their colleagues and gather feedback. The Merger Champions, who represent all geographic areas and departments, received regular emails from the Merger Team and an initial face-to-face briefing about the merger and their role by the Convergence Programme Director.

A list of internal events can be found in *Appendix 3: Internal events and meetings*.

Traditional and social media

Website and social media

The Future Policing website (www.futurepolicing.co.uk) was created as a focal point for our online activities. Future Policing was chosen as there is currently no name for the proposed new force; a name for a new force would need to be agreed prior to legislation being laid, if the proposal to merge is agreed.

The total page views of Future Policing between 29 June and 27 August was **41,887**.

	New users	Sessions	Views
Total	15,717	17,210	41,887

A social media campaign was run by the Merger Team across the corporate accounts of both forces and both OPCCs. Additionally, both OPCCs used their channels to promote the availability of easy read material, public meetings in their areas, and community events that their engagement teams were attending.

Messages were kept as consistent as possible across the four organisations with content adapted to meet the requirements of the various platforms as necessary. Social media messages linked back to the Future Policing website to encourage users to read the available material before taking the survey.

Over the summer period four different, but equally significant, social media platforms were used. During this time the Merger Team followed engagements the public had with all posts surrounding the proposed creation of a new force.

The following social media channels were used:

	Devon & Cornwall Police	Dorset Police
Facebook	@DevonAndCornwallPolice	@dorsetpolice
Twitter	@DC_Police	@dorsetpolice
Instagram	@dc_police.999	@dorset_police
Snapchat	dc_police	

	Devon & Cornwall OPCC	Dorset OPCC
Facebook	@devonandcornwallpcc	@PCCDorset
Twitter	@DC_PCC	@PCCDorset
Instagram	@dc_pcc	@pccdorset

Social media engagement measures public shares, likes and comments. It is used to evaluate social media performance. However, this does not necessarily translate to survey completions.

Between 29 June and 28 August, there were **4,969,600** engagements with tweets across the four organisations. There were a further **431,638** engagements on the corporate Facebook accounts.

Facebook

Reach	Likes	Clicks	Shares	Comments
431,638	672	24,952	283	1,198

Twitter

Reach	Likes	Clicks	Retweets	Comments
4,969,600	493	645	463	129

Instagram

Reach	Likes	Comments
17,440	678	12

Snapchat

Views
86

Notes

- All data relates to social media posts between Friday 29 June and Tuesday 28 August.
- The data is accurate as of Tuesday 4 September.
- The data was taken from all four organisations' corporate accounts and CrowdControl.

Paid for Facebook adverts

Paid for adverts were placed on the Facebook pages of both OPCCs during the first three weeks of engagement. There were three posts per week, one targeted at residents in each of the three counties. The adverts used imagery from the animated police and crime commissioner videos.

The total reach of the adverts was over **242,000** people, generating over 3,600 clicks through to the Future Policing website. Of this 3,600, 45% of people went on to complete the survey.

Community messaging

The launch of the survey was promoted using the free community messaging services called Devon & Cornwall Alert and Dorset Alert on 29 June. A total of **25,560** recipients were sent the survey launch message across the two force areas.

	Devon & Cornwall Alert	Dorset Alert	Total
Alerts sent	9,844	15,716	25,560

A second message from the chief constable of each force about the busy summer period emphasising the need for a merger was sent on 14 August. A total of **35,206** recipients were sent this message.

	Devon & Cornwall Alert	Dorset Alert	Total
Alerts sent	19,674	15,532	35,206

During the engagement period, PCC Alison Hernandez's police and crime commissioner newsletter started to be sent by Devon & Cornwall Alert. The July and August issues featured a section on the proposed merger.

Date	Alerts sent
19 July	9,844
16 August	19,283
	29,127

Dorset OPCC sent messages to Dorset Alert users inviting them to learn more about the proposed merger with details of public events.

Date	Title	Sent	Forwarded	Responses
9 July	Dorset Police public meeting – creating a new force	15,749	463	16
1 August	Have your say	15,845	247	1
2 August	Invitation to learn more about the proposed police merger	15,904	399	3
9 August	Invitation to learn more about the proposed police merger – update	15,897	287	12
16 August	Proposed police merger – countywide webchat	15,777	376	2

Local media

On 6 September 2017, Chief Constable Shaun Sawyer (Devon & Cornwall Police) and retired Chief Constable Debbie Simpson (Dorset Police) announced that they wished to explore a full merger. This announcement was covered in both local and national media with interviews taking place in Exmouth, Devon.

A public survey to gauge opinion on the proposal to create a new force was launched on 29 June.

There was significant coverage of the survey launch across various mediums. Coverage continued throughout the engagement period, including interviews with the chief constables and PCCs on BBC Radio Cornwall, ITV Meridian, BBC Spotlight and BBC South Today.

A full list of media coverage can be found in *Appendix 4: Media activity*.

Engagement results

Stakeholder levels of support

Stakeholder responses

Key stakeholders were written to by the chief constables and police and crime commissioners, welcoming their views on the proposal to create a new force.

Local Members of Parliament for Cornwall and the Isles of Scilly, Devon, and Dorset were invited to a formal briefing about the proposal in Westminster on 3 July 2018. A total of 20 MPs (or their delegates) attended two sessions, resulting in a number of key points being raised in a question and answer session. The briefings helped paint **a broad picture of support** from the MPs who had provided helpful feedback. The PCCs have maintained an

active dialogue with nominated MPs for their geographic areas throughout the engagement period.

In relation to councils, broadly speaking all of the top tier authorities, district, town and parish councils in Devon and Torbay **are supportive** of the proposed merger. The top tier authorities in Plymouth and Cornwall, along with some parish councils in Cornwall **are not supportive**.

In Dorset, all council leaders and chief executives have been briefed and **are supportive**.

In response to a letter to partners from Chief Constable Shaun Sawyer, Devon & Cornwall Police, **nine** partners including Devon and Somerset Fire & Rescue Service, RNLI, Crown Prosecution Service and Maritime and Coastguard Agency, replied with **a supportive or neutral response**.

Trade union and staff association responses

In Devon and Cornwall a presentation was given to Unison and Police Federation representatives. Questions were raised but **both groups are supportive** of the merger proposal.

In Dorset, a similar presentation was given to Unison and Police Federation representatives. The Police Federation **are supportive**.

Dorset Unison conducted their own survey and emailed 800 members. 180 of the respondents **are not supportive, representing 15% of Dorset police staff** (out of a total of 1,211 police staff).

The Police Superintendents' Association were engaged with at leadership events and senior management team (SMT) presentations. Neither of the local Police Superintendents' Association branches requested further engagement. The national Police Superintendents' Association sent a **strong letter of support** for the proposed merger.

The GMB asked for further contact with both chief constables about the proposed merger. A meeting was held and the concerns raised were in relation to wanting the GMB to be recognised as a trade union by the new force, rather than overall concerns about the proposed merger.

Survey results

Headline survey findings

Overall **11,828** people completed the survey, this was composed of 10,037 respondents who indicated that they were members of the public and 1,789¹ who indicated that they were members of staff. Responses were collected by mixed methods, including a telephone survey representative of the population, an open online survey and face to face surveying at engagement events.

The combined public responses to the three headline questions were, as follows:

- **As the police forces already work closely together, a merger seems like the next logical step:**
Agree – **45%**, neutral – 13%, disagree – 41%, don't know – 1%
- **I don't mind how the police are organised, as long as my community is safe:**
Agree – **57%**, neutral – 10%, disagree – 32%, don't know – 0%
- **I can see the benefits of the merger over working together in a strategic alliance:**
Agree – **45%**, neutral – 14%, disagree – 38%, don't know – 2%

As part of the surveying a representative telephone survey was conducted². This indicates that if the entire population of the three counties had been interviewed, it is likely that the results would be similar. The results of the representative telephone survey are as follows:

- **As the police forces already work closely together, a merger seems like the next logical step:**
Agree – **68%**, neutral – 14%, disagree – 13%, don't know – 4%
- **I don't mind how the police are organised, as long as my community is safe:**
Agree – **86%**, neutral – 5%, disagree – 9%, don't know – 0%
- **I can see the benefits of the merger over working together in a strategic alliance:**
Agree – **68%**, neutral – 14%, disagree – 13%, don't know – 5%

32% of combined public respondents stated they were prepared to pay more council tax in the event of a merger, with 56% stating they were not. Within the representative telephone survey 53% stated they were prepared to pay more council tax, with 34% stating they were not.

Local policing was the area most often selected for investment.

¹ This includes the number of telephone survey respondents who indicated that they worked for either Devon & Cornwall Police or Dorset Police. For the purposes of analysis, only those who indicated that they were a member of staff and participated in the online survey have been included as 'staff respondents'. Those who participated in the telephone survey and indicated that they worked for either police force have been included as a 'telephone survey respondent'. Small anomalies in the numbers are caused by non-completion of demographic questions.

² The representative survey, which is based on quotas on county, age and gender, is accurate to +/- 2.16% at the 95% confidence level, and shows the majority of respondents agreeing with the three statements.

The demographics of those who responded to the telephone survey show the representative sample was a good reflection of the whole population. The open survey however, as would be expected, does over represent the views of some groups and under represent others.

Survey approach

The following methods were selected to seek views on the proposals, alongside the wider community and stakeholder engagement.

An open survey was created online, which was open to anyone. This was widely advertised and shared using various forms of communication. It was open from 20 June to 27 August 2018 and during this period 8,577 responses were received. The same survey was also made available through an app on handheld tablets at events and 1,032 responses were received via this method. This method stayed open until 2 September to allow engagement at events which were being attended. There was also the option to complete the questionnaire on paper, and 166 responses were received through this method. Over all this provided 9,775 responses, but it must be noted that this sample is not representative of the total population in terms of demographics. Although there was a large response to the survey via online, paper and tablet, caution should be adopted in respect to confidence levels as this sample is not necessarily representative of the Cornwall, Devon and Dorset population as a whole. As with all open surveys, respondents tend to be those more interested in the topic than those who are not and may not represent the views of the whole population.

Staff of the two forces were also invited to complete the online survey and their responses can be identified to understand their specific views. Of the overall sample of 9,775 who completed the survey online or by app or paper at an event, 8,006 indicated that they were members of the public and 1,767 indicated that they were members of staff³.

In order to understand the views of a representative sample of the population, a telephone survey was conducted between 3 July and 27 July 2018. To ensure it was representative of the population of the two police force areas, quotas were set on county, age and gender. In total, the telephone survey achieved a sample size of 2,053, which provides results that are accurate to approximately +/-2.16% at the 95% confidence level. This means that if 50% of respondents responded in a certain way, we can be 95% sure that if all residents of Cornwall, Devon and Dorset had responded to the survey, the actual result would be between 47.84% and 52.16%.

The survey used in all methods sought views in three broad areas. Respondents were asked;

1. The extent to which they agreed or disagreed with three key statements regarding the potential merger

³ Small anomalies in the numbers are caused by non-completion of demographic questions

- As the police forces already work closely together, a merger seems like the next logical step
 - I don't mind how the police are organised, as long as my community is safe
 - I can see the benefits of the merger over working together in a strategic alliance
2. Where they felt investments in policing should be made, picking up to three areas from a list, including an 'other' option
 3. If they were willing to pay more council tax for frontline policing in the event of a merger

In addition, if they had any further comments to make in relation to the two forces merging and were able to provide more than one comment. These open ended responses have been thematically coded⁴.

Finally demographic information was collected from respondents. The full report includes details of all those who responded to each method used.

Survey results – public

The representative **telephone survey** results suggests if the entire population of the three counties had been interviewed, it is likely that the results would be similar (within the accuracy of +/- 2.16% at the 95% confidence level). In excess of two thirds of the population agreed with the three key statements (68%, 86% and 68% respectively). Over half (53%) were willing to pay more council tax. The most common additional comments provided in the telephone survey were positive, with the most frequent being that respondents agreed with the proposed merger or believed that it would have a positive impact, followed by those who agreed with the proposed merger if the quality of policing improves, savings are made or more frontline police are recruited.

The open **online survey** however gives a far more mixed result, with over half (54% and 51%) disagreeing with two of the key statements⁵ and the third⁶ being more evenly balanced between agreement (46%) and disagreement (42%). A majority (65%) were not willing to pay more council tax. The majority additional comments provided in the online survey were negative, with the most common being that respondents disagreed with the proposed merger or believed that it would have a negative impact, followed by those who felt local knowledge would be lost. Further comments suggested the current service was unsatisfactory or too stretched and the proposed area was too large or the communities' needs were too different.

⁴ **Open comments** tended to be more often provided by those who had concerns, reservations or suggestions. These comments provide a very rich sense of how respondents feel about the potential merger and of the concerns that would need to be addressed should it go ahead. It must be remembered not all respondents offered comments and these must be considered in balance with all the results.

⁵ As the police forces already work closely together, a merger seems like the next logical step and I can see the benefits of the merger over working together in a strategic alliance

⁶ I don't mind how the police are organised, as long as my community is safe

Surveys conducted using the **app on tablets** at events or on **paper** were more supportive of the merger with the majority agreeing with the three key statements (58%, 76% and 61% respectively). The willingness to pay more council tax was balanced between yes (40%) and no (39%). The additional comments provided in these surveys were more negative, with concerns about size and scale of a new police force, a desire to see investment in frontline policing and concerns of negative impacts and a loss of local knowledge.

Respondents living in Cornwall were the least positive about seeing the benefits of a merger over a strategic alliance, whilst those in Dorset were the most positive. There was little difference between telephone survey respondents living in different counties, or police forces. However, in terms of differences between public (online) survey respondents by police force, those served by Dorset Police were more positive than those served by Devon & Cornwall Police.

When given the opportunity to provide further comments regarding the proposed merger of the two police forces, large proportions of public respondents who took part in the survey online, via app or paper, or the telephone survey suggested that local knowledge would be lost, that local and rural policing is important or that the proposed merger would be bad for local and rural policing. This was particularly noticeable amongst those who took part in the public survey online where this was the second most common response given.

On the other hand, those who took part in the telephone survey and provided further comment about the proposed merger were most likely to say that they agreed with the proposed merger or that they believed it would have a positive impact, in addition to agreeing with the proposed merger so long as the quality of policing improves, savings are made or more frontline police are recruited. This indicates that those who participated in the telephone survey were more agreeable with the proposed merger than those who took part in the open public and staff survey. Furthermore, as the telephone survey was undertaken with a representative sample of those who lived in Cornwall, Devon and Dorset, it can be inferred that this would be the belief largely held by the population of the three counties.

Survey results – staff

Staff results were more balanced, half or more agreed with the three key statements (52%, 58% and 50% respectively). More than half (55%) were not willing to pay more council tax. The additional comments provided by staff were more negative with concerns about potential perceived negative impacts, the size of the new force and concerns regarding the implications for staff. Staff comments also included suggestions and questions about the potential merger.

Detailed results by question and method

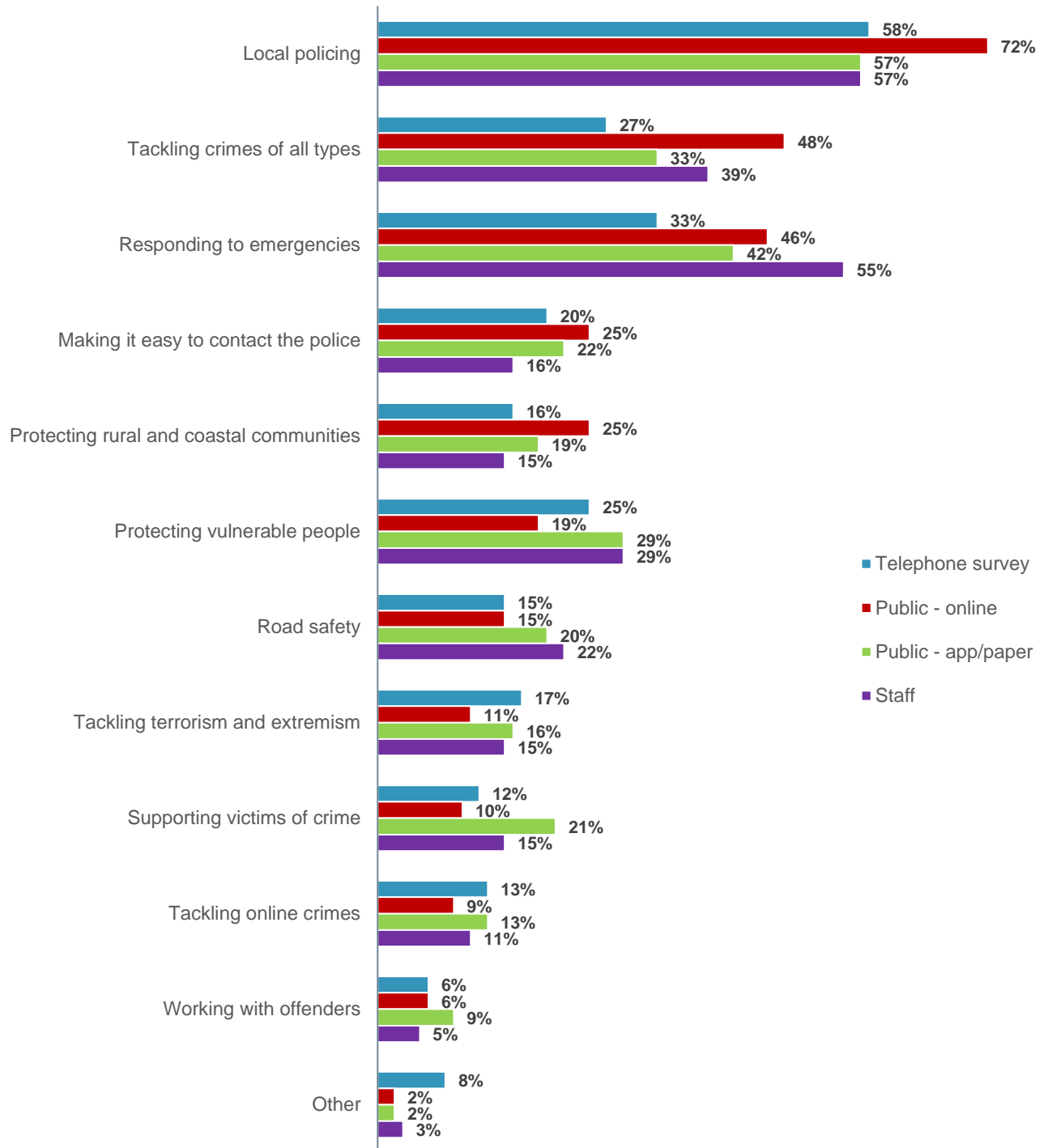
	Public - telephone (representative)		Public - online (open)		Public - app and paper (open)		Staff - online (open)	
Total responses	2053		6860		1146		1767	
As the police forces already work closely together, a merger seems like the next logical step	Strongly agree & agree	68%	Strongly agree & agree	34%	Strongly agree & agree	58%	Strongly agree & agree	52%
	Neither agree nor disagree	14%	Neither agree nor disagree	11%	Neither agree nor disagree	17%	Neither agree nor disagree	15%
	Strongly disagree & disagree	13%	Strongly disagree & disagree	54%	Strongly disagree & disagree	23%	Strongly disagree & disagree	33%
	Don't know	4%	Don't know	1%	Don't know	1%	Don't know	0%
I don't mind how the police are organised, as long as my community is safe	Strongly agree & agree	86%	Strongly agree & agree	46%	Strongly agree & agree	76%	Strongly agree & agree	58%
	Neither agree nor disagree	5%	Neither agree nor disagree	12%	Neither agree nor disagree	9%	Neither agree nor disagree	11%
	Strongly disagree & disagree	9%	Strongly disagree & disagree	42%	Strongly disagree & disagree	14%	Strongly disagree & disagree	31%
	Don't know	0%	Don't know	0%	Don't know	1%	Don't know	0%

	Public - telephone (representative)		Public - online (open)		Public - app and paper (open)		Staff - online (open)	
I can see the benefits of the merger over working together in a strategic alliance	Strongly agree & agree	68%	Strongly agree & agree	35%	Strongly agree & agree	61%	Strongly agree & agree	50%
	Neither agree nor disagree	14%	Neither agree nor disagree	13%	Neither agree nor disagree	16%	Neither agree nor disagree	18%
	Strongly disagree & disagree	13%	Strongly disagree & disagree	51%	Strongly disagree & disagree	21%	Strongly disagree & disagree	30%
	Don't know	5%	Don't know	1%	Don't know	2%	Don't know	1%
If Devon & Cornwall Police and Dorset Police are merged, would you be willing to pay more through your Council Tax to invest in frontline policing?	Yes	53%	Yes	24%	Yes	40%	Yes	32%
	No	34%	No	65%	No	39%	No	55%
	Don't Know	12%	Don't Know	11%	Don't Know	21%	Don't Know	13%
Is there anything else you would like to say in relation to the two forces merging?	1100		4409		353		691	
% of respondents providing open comments	54%		64%		31%		39%	

All respondents were asked where they would like investments to be made? This chart summarises their responses, with all methods resulting in local policing being the most commonly selected area.

In previous surveys you have told us you want to invest more in policing.

Where would you like to see investments made?



County level results by question and method

	Public - telephone (representative)		Public - online (open)		Public - app and paper (open)		Staff - online (open)	
Total responses	2053		6860		1141		1767	
County responses	Cornwall	486	Cornwall	2080	Cornwall	76	Cornwall	241
	Devon	944	Devon	2387	Devon	310	Devon	879
	Dorset	623	Dorset	2302	Dorset	640	Dorset	606
As the police forces already work closely together, a merger seems like the next logical step Strongly agree & agree	Cornwall	57%	Cornwall	16%	Cornwall	30%	Cornwall	49%
	Devon	74%	Devon	36%	Devon	40%	Devon	59%
	Dorset	69%	Dorset	48%	Dorset	69%	Dorset	42%
I don't mind how the police are organised, as long as my community is safe Strongly agree & agree	Cornwall	86%	Cornwall	31%	Cornwall	61%	Cornwall	62%
	Devon	86%	Devon	46%	Devon	68%	Devon	59%
	Dorset	85%	Dorset	59%	Dorset	80%	Dorset	52%
I can see the benefits of the merger over working together in a strategic alliance Strongly agree & agree	Cornwall	60%	Cornwall	18%	Cornwall	23%	Cornwall	46%
	Devon	74%	Devon	36%	Devon	43%	Devon	56%
	Dorset	67%	Dorset	48%	Dorset	73%	Dorset	43%

	Public - telephone (representative)		Public - online (open)		Public - app and paper (open)		Staff - online (open)	
Total responses	2053		6860		1141		1767	
If Devon & Cornwall Police and Dorset Police are merged, would you be willing to pay more through your council tax to invest in frontline policing?	Cornwall	486	Cornwall	2080	Cornwall	75	Cornwall	241
	Devon	944	Devon	2387	Devon	310	Devon	879
	Dorset	623	Dorset	2302	Dorset	642	Dorset	606
Yes	Cornwall	49%	Cornwall	13%	Cornwall	17%	Cornwall	28%
	Devon	56%	Devon	23%	Devon	33%	Devon	35%
	Dorset	51%	Dorset	35%	Dorset	47%	Dorset	29%
No	Cornwall	39%	Cornwall	78%	Cornwall	65%	Cornwall	57%
	Devon	31%	Devon	67%	Devon	51%	Devon	52%
	Dorset	37%	Dorset	51%	Dorset	33%	Dorset	60%
Don't know	Cornwall	12%	Cornwall	9%	Cornwall	17%	Cornwall	15%
	Devon	13%	Devon	11%	Devon	17%	Devon	13%
	Dorset	12%	Dorset	14%	Dorset	20%	Dorset	11%

Police force level results by question and method

	Public - telephone (representative)		Public - online (open)		Public - app and paper (open)		Staff - online (open)	
Total responses	2053		6860		1141		1767	
Force responses	Devon & Cornwall	1430	Devon & Cornwall	4467	Devon & Cornwall	386	Devon & Cornwall	1120
	Dorset	623	Dorset	2302	Dorset	640	Dorset	606
As the police forces already work closely together, a merger seems like the next logical step Strongly agree & agree	Devon & Cornwall	68%	Devon & Cornwall	27%	Devon & Cornwall	38%	Devon & Cornwall	57%
	Dorset	69%	Dorset	48%	Dorset	69%	Dorset	42%
I don't mind how the police are organised, as long as my community is safe Strongly agree & agree	Devon & Cornwall	86%	Devon & Cornwall	39%	Devon & Cornwall	66%	Devon & Cornwall	60%
	Dorset	85%	Dorset	59%	Dorset	80%	Dorset	52%
I can see the benefits of the merger over working together in a strategic alliance Strongly agree & agree	Devon & Cornwall	69%	Devon & Cornwall	28%	Devon & Cornwall	39%	Devon & Cornwall	53%
	Dorset	67%	Dorset	48%	Dorset	73%	Dorset	43%

	Public - telephone (representative)		Public - online (open)		Public - app and paper (open)		Staff - online (open)	
Total responses	2053		6860		1141		1767	
If Devon & Cornwall Police and Dorset Police are merged, would you be willing to pay more through your council tax to invest in frontline policing?	Devon & Cornwall	1430	Devon & Cornwall	4467	Devon & Cornwall	386	Devon & Cornwall	1120
	Dorset	623	Dorset	2302	Dorset	640	Dorset	606
Yes	Devon & Cornwall	54%	Devon & Cornwall	18%	Devon & Cornwall	30%	Devon & Cornwall	33%
	Dorset	51%	Dorset	35%	Dorset	47%	Dorset	29%
No	Devon & Cornwall	33%	Devon & Cornwall	72%	Devon & Cornwall	54%	Devon & Cornwall	53%
	Dorset	37%	Dorset	51%	Dorset	33%	Dorset	60%
Don't know	Devon & Cornwall	13%	Devon & Cornwall	10%	Devon & Cornwall	17%	Devon & Cornwall	14%
	Dorset	12%	Dorset	14%	Dorset	20%	Dorset	11%

Demographics of respondents by method

Demographic	Population - ONS7	Public - telephone (representative)	Public - online (open)	Public - app and paper (open)	Staff - online (open)
Gender					
Male	48%	49% (1,002)	59% (4,013)	42% (484)	58% (1,017)
Female	52%	51% (1,047)	36% (2,497)	56% (639)	36% (634)
Prefer not to say			5% (334)	2% (19)	7% (114)
Age					
Age 16-24	13%	13% (258)	3% (225)	5% (58)	4% (67)
Age 25-34	13%	12% (238)	7% (449)	15% (175)	13% (233)
Age 35-44	13%	13% (274)	9% (647)	18% (210)	25% (447)
Age 45-54	17%	16% (322)	16% (1,070)	18% (201)	33% (577)
Age 55-64	16%	15% (307)	22% (1,502)	15% (177)	15% (258)
Age 65-74	16%	17% (346)	27% (65-74)	17% (190)	1% (25)
Age 75+	13%	14% (277)	8% (567)	9% (108)	0% (6)
Prefer not to say		2% (31)	8% (533)	2% (27)	9% (154)

Demographic	Public - telephone (representative)	Public - online (open)	Public - app and paper (open)	Staff - online (open)
Ethnicity				
Asian	1% (9)	0% (8)	1% (9)	0% (7)
Black	0% (3)	0% (13)	0% (3)	0% (5)
Mixed heritage	2% (28)	1% (82)	2% (28)	2% (27)
White	96% (1,034)	84% (5,741)	90% (1,034)	84% (1,479)
Other	1% (6)	2% (133)	1% (7)	0% 6
Prefer not to say	3% (58)	13% (883)	6% (65)	14% (243)

⁷ Population data is being sought for Ethnicity, Disability, Religion and Sexual Orientation and will be add if available

Disability				
Yes	13% (263)	13% (910)	11% (129)	8% (143)
No	85% (1,742)	78% (5,330)	82% (941)	80% (1,420)
Prefer not to say	2% (48)	9% (620)	7% (76)	12% (204)
Religion				
Christian	53% (1,097)	47% (3,202)	52% (592)	41% (731)
Buddhist	0% (7)	1% (31)	0% (4)	1% (10)
Hindi		0% (6)	0% (2)	
Jewish	0% (4)	0% (17)	1% (7)	0% (4)
Muslim	0% (4)	0% (14)	1% (6)	
Sikh	0% (3)	0% (5)	0% (2)	
No religion	41% (833)	33% (2,253)	31% (354)	38% (664)
Other	0% (7)	1% (96)	1% (14)	1% (15)
Prefer not to say	5% (98)	18% (1,236)	14% (165)	19% (343)
Sexual orientation				
Bisexual	1% (22)	2% (137)	3% (31)	2% (26)
Gay/Lesbian	1% (20)	3% (190)	5% (61)	2% (41)
Heterosexual/straight	88% (1,813)	73% (5,056)	73% (829)	76% (1,341)
Other	0% (1)	1% (47)	2% (19)	0% (5)
Prefer not to say	10% (196)	21% (1,430)	18% (203)	20% (354)

APPENDIX 1: ENGAGEMENT COSTS

Engagement costs

Item	Cost (excluding VAT)
Survey - print, online and telephone	£26,165.00 (accurate as of 17/09/18)
Video production	£9,151.35
Facebook adverts	£5,916.16
Newspaper adverts	£3,100.98
Magazine adverts	£1,400.00
Leaflet design and print	£750.00
Pop-up banners	£637.50
Easy read materials	£150.00
Total	£47,270.99

APPENDIX 2: PUBLIC EVENTS AND MEETINGS

The below events were attended by representatives from Devon & Cornwall Police, Dorset Police, Devon & Cornwall OPCC, or Dorset OPCC.

Public events and meetings

June 2018

Event / meeting	Date	County
Devon local reference group	13 June	Devon
Cornwall local reference group	26 June	Cornwall
North Devon diversity festival	30 June	Devon
Plymouth armed forces day	30 June	Devon
Exmouth pride	30 June	Devon
Safewise – fire station open day	30 June	Dorset
Exmouth pride	30 June	Devon
Exeter respect	30 June to 1 July	Devon

July 2018

Event / meeting	Date	County
Cornwall blue light day	4 July	Cornwall
Association of Dorset Watches' executive	10 July	Dorset
Plymouth respect	14 July	Devon
BourneFree	14 July	Dorset
Stithians show	16 July	Cornwall
Age UK (Exeter)	16 July	Devon
Tiverton and Honiton Constituency Labour Party meeting	19 July	Devon
Public meeting – Ferndown and Wimborne	19 July	Dorset
One Plymouth meeting	19 July	Devon
Emergency services day (Bournemouth)	21 July	Dorset
Torbay Together	24 July	Devon
Yealmpton show	25 July	Devon
Lord Lieutenants / Deputy Lord Lieutenants' day	25 July	Dorset
Launceston show	25 July	Cornwall
Mid Devon show	28 July	Devon
Swanage regatta and carnival	28 July to 4 August	Dorset
Totnes show	29 July	Devon

August 2018

Event / meeting	Date	County
North Devon show	1 August	Devon
Honiton show	2 August	Devon
Crime and safety roadshow (Honiton)	4 August	Devon
Bestival	4 to 5 August	Dorset
Devon and Somerset Fire & Rescue Service open day (Exeter)	5 August	Devon
Rotary Club of Exmouth and district	6 August	Devon
Meet your PCC – Isles of Scilly	7 August	Cornwall
Axminster Probus talk	7 August	Devon
Meet your PCC – Exeter	8 August	Devon
Boardmasters	8 to 12 August	Cornwall
Okehampton show	9 August	Devon
BCHA festival of wellbeing	10 August	Dorset
Plymouth pride	11 August	Devon
Dawlish carnival	12 to 17 August	Devon
Public meeting – Blandford	14 August	Dorset
Public meeting – Sherborne	14 August	Dorset
Meet your PCC – St Ives	14 August	Cornwall
Devon blue light day	15 August	Devon
Gillingham and Shaftesbury show	15 August	Dorset
Chagford show	16 August	Devon
Emergency services day (Bodmin)	16 August	Cornwall
Public meeting – Bridport	17 August	Dorset
Public meeting – Lyme Regis	17 August	Dorset
Beautiful Days festival	17 to 19 August	Devon
Tiverton pride	18 August	Devon
Princetown show	18 August	Devon
Public meeting – Bournemouth	20 August	Dorset
Public meeting – Christchurch	22 August	Dorset
Rotary Club of Yelverton	22 August	Devon
Countywide webchat via CoverItLive	22 August	Dorset
Melplash show	23 August	Dorset
Holsworthy show	23 August	Devon
Merger engagement – Plymouth	23 August	Devon
Cornwall pride	25 August	Cornwall
Public meeting – Poole	29 August	Dorset
Public meeting – Dorchester	29 August	Dorset
Dartmouth Royal Regatta	30 August to 1 September	Devon
Bournemouth air festival	31 August	Dorset

September 2018

Event / meeting	Date	
Kingsbridge show	1 September	Devon
Bideford pride and diversity	1 September	Devon
Totnes pride	1 September	Devon
Rural road safety roadshow (Dartmoor)	1 September	Devon
Dorset county show	1 to 2 September	Dorset

APPENDIX 3: INTERNAL EVENTS AND MEETINGS

Internal events and meetings

The below events were attended by representatives from Devon & Cornwall Police, Dorset Police, Devon & Cornwall OPCC, or Dorset OPCC.

March 2018

Event / meeting	Date	Force
Unison	28 March	Dorset

April 2018

Event / meeting	Date	Force
Joint partnership group	5 April	Devon & Cornwall and Dorset
Estates - fire service and police	12 April	Devon & Cornwall
Inspire – Devon leaders	17 April	Devon & Cornwall

May 2018

Event / meeting	Date	Force
Inspire - Dorset leaders	1 May	Dorset
Devon senior management team (SMT)	2 May	Devon & Cornwall
Joint partnership group	3 May	Devon & Cornwall and Dorset
Business board	10 May	Devon & Cornwall and Dorset
Inspire – Cornwall leaders	15 May	Devon & Cornwall
Insight	17 May	Devon & Cornwall
Conurbation Territorial Policing management	23 May	Dorset

June 2018

Event / meeting	Date	Force
North and West Devon SMT	5 June	Devon & Cornwall
Police Federation	5 June	Dorset
Devon SMT	6 June	Devon & Cornwall
Cornwall SMT	6 June	Devon & Cornwall
Joint partnership group	7 June	Devon & Cornwall and Dorset
Business board discussion group	11 June	Devon & Cornwall Police
Exeter, East and Mid Devon SMT	12 June	Devon & Cornwall
South Devon SMT	13 June	Devon & Cornwall
Merger Champions - Dorset	13 June	Dorset
Unison leadership and branch members	13 June	Dorset
Business board (alliance)	14 June	Devon & Cornwall and Dorset
Merger Champions - Devon	14 June	Devon & Cornwall
Weymouth sergeants	14 June	Dorset
Prevention SMT	19 June	Devon & Cornwall
Specials SMT	19 June	Devon & Cornwall
Merger Champions - Cornwall	19 June	Devon & Cornwall
Plymouth SMT	20 June	Devon & Cornwall
Alliance Operations SMT	25 June	Devon & Cornwall and Dorset
Corporate Communications and Engagement SMT	26 June	Devon & Cornwall and Dorset
Executive question time	26 June	Devon & Cornwall
West Cornwall SMT	27 June	Devon & Cornwall
East Cornwall SMT	27 June	Devon & Cornwall
Joint negotiating and joint consultative committee	27 June	Devon & Cornwall and Dorset
Specials leadership event	30 June	Devon & Cornwall and Dorset

July 2018

Event / meeting	Date	Force
ACC question time	1 July	Dorset
Dorset OPCC	2 July	Dorset
Estates SMT	3 July	Devon & Cornwall
Force management group	3 July	Devon & Cornwall and Dorset
Dorset duties	4 July	Dorset
Joint partnership group	5 July	Devon & Cornwall and Dorset
Police Federation board	6 July	Devon & Cornwall
Joint executive board	10 July	Devon & Cornwall
Territorial Policing SMT	10 July	Dorset
Estates SMT	12 July	Dorset
Specials SMT	12 July	Dorset
Unison	18 July	Devon & Cornwall
Alliance Audit, Assurance and Risk	23 July	Devon & Cornwall and Dorset

August 2018

Event / meeting	Date	Force
Joint partnership group	2 August	Devon & Cornwall and Dorset
Roadshow - Dorchester	9 August	Dorset
Roadshow - Bournemouth	14 August	Dorset
Roadshow - Winfrith HQ	22 August	Dorset

September 2018

Event / meeting	Date	Force
Call Management and Communications Unit (West)	10 September	Devon & Cornwall
ACC question time	24 September	Dorset

APPENDIX 4: MEDIA ACTIVITY

29 June to 28 August 2018

Media interviews

28 June (embargoed media launch)

- Pirate FM
- Heart FM
- BBC radio, TV and online (covering Cornwall, Devon and Dorset)
- ITV Westcountry and ITV Meridian
- Radio Exe
- Radio Plymouth
- Dorset Echo / Bridport News
- Bournemouth Echo
- Wessex FM

29 June

- BBC Radio Devon
- BBC Radio Solent
- BBC Radio Cornwall

19 July

- Wessex FM
- BBC Radio Solent

14 August

- Cornwall Live / Cornish papers
- Pirate FM
- Heart FM
- ITV
- BBC Radio Cornwall

15 August

- BBC Spotlight

21 August

- ITV Meridian

24 August

- BBC Radio Cornwall

25 August

- BBC Spotlight

Media coverage – trade press

The merger was covered by trade press, websites and blogs.

24 July

- <https://news.npcc.police.uk/releases/police-chiefs-blog-cc-sara-thornton-chief-constables-council-july-2018>

1 August

- https://www.policeoracle.com/news/HR_personnel_and_staff_development/2018/Jul/31/merged-force-would-have-more-than-400-extra-frontline-officers--says-acc_98444.html

15 August

- https://www.policeoracle.com/news/HR_personnel_and_staff_development/2018/Aug/15/Lack-of-business-plan-on-force-merger-sparks-concerns_98573.html

Media coverage – local media

The links below give a flavour of the local media coverage during the engagement period. Some articles appeared on multiple local sites and those duplicates have not been included.

29 June

- <https://www.bbc.co.uk/news/uk-england-dorset-44645187>
- <http://www.bournemouthecho.co.uk/news/16322407.proposed-police-merger-would-see-new-force-responsible-for-25-million-people-between-lands-end-and-highcliffe-created/>
- <http://www.dorsetecho.co.uk/news/16321507.proposed-police-merger-would-see-new-force-responsible-for-35-million-people-between-lands-end-and-highcliffe-created/>
- <https://www.heart.co.uk/exeter/news/local/time-to-merge/>
- <http://www.itv.com/news/meridian/2018-06-29/public-urged-to-have-their-say-on-proposed-dorset-police-merger/>
- <https://www.piratefm.co.uk/news/latest-news/2620958/video-should-devon-and-cornwall-police-merge-with-dorset/>
- <https://www.piratefm.co.uk/news/latest-news/2620986/video-why-a-police-merger-could-cost-cornwall-more/>

2 July

- <https://www.plymouthherald.co.uk/news/plymouth-news/public-survey-launched-police-merger-1739014>
- <http://www.radioplymouth.com/news/local-news/listen-police-force-merger-open-for-consultation/>

5 July

- <http://www.bournemouthecho.co.uk/news/16335364.display/>

6 July

- <http://www.bournemouthecho.co.uk/news/16338706.plans-for-local-government-reorganisation-present-policing-with-a-massive-opportunity-for-change-says-dorsets-police-and-crime-commissioner/>
- <https://www.devonlive.com/news/devon-news/extra-430-frontline-police-promised-1757866>
- <http://www.dorsetecho.co.uk/news/16336313.combining-job-roles-new-police-and-fire-community-support-officers-could-soon-be-in-dorset/>

9 July

- <http://www.cornish-times.co.uk/article.cfm?id=116364&headline=Debate%20on%20police%20merger%20plan§ionIs=news&searchyear=2018>
- <https://www.cornwalllive.com/news/cornwall-news/councillors-demand-police-force-just-1758168>
- <http://www.middevonadvertiser.co.uk/article.cfm?id=113723&headline=Three-counties%20police%20force%20opinions%20sought§ionIs=news&searchyear=2018>

10 July

- <http://www.cornish-times.co.uk/article.cfm?id=116369&headline=Police%20merger%20plan%20criticised§ionIs=news&searchyear=2018>
- <https://www.devonlive.com/news/devon-news/how-three-counties-force-could-1767480>
- <http://www.falmouthpacket.co.uk/news/16344131.councillors-raise-concerns-over-proposed-police-merger/>
- <http://www.falmouthpacket.co.uk/news/16344121.police-merger-could-create-up-to-400-new-jobs-police-chief-says/>
- <http://www.bournemouthecho.co.uk/news/16343605.police-plans-to-merge-forces-for-dorset-devon-and-cornwall-arent-about-funding-cuts/>
- http://www.thisisthewestcountry.co.uk/news/cornwall_news/16344131.councillors-raise-concerns-over-proposed-police-merger/

11 July

- <https://www.cornwalllive.com/news/cornwall-news/cornwall-council-wants-more-info-1773177>

12 July

- <https://www.devonlive.com/news/devon-news/residents-urged-mp-say-potential-1776307>
- <http://www.dorsetecho.co.uk/news/16347895.local-government-reorganisation-is-a-massive-opportunity-for-policing-says-pcc/>

13 July

- <http://www.cornish-times.co.uk/article.cfm?id=117380&headline=Debate%20on%20proposed%20merger%20of%20South%20West%20police%20forces§ionIs=news&searchyear=2018>

14 July

- <http://www.dorsetecho.co.uk/news/16353844.dorset-police-merger-under-threat-at-the-request-of-cornwall-civic-chiefs/>

16 July

- <http://www.bournemouthecho.co.uk/news/16356835.cornwall-council-questions-dorset-police-and-devon-cornwall-police-merger/>

19 July

- <https://www.wessexfm.com/news/dorset-news/2637214/dorset-police-merger-would-bring-greater-say-on-funding/>

20 July

- <http://www.bournemouthecho.co.uk/news/16366830.police-officers-will-be-anchored-in-communities/>

21 July

- <http://www.dorsetecho.co.uk/news/16367773.dorsets-chief-constable-says-he-will-anchor-pcs-in-communities-but-new-merger-will-usher-in-an-age-of-borderless-policing/>
- <http://www.dorsetecho.co.uk/news/16368543.world-cup-put-added-pressure-on-policing-say-county-police-chiefs/>

27 July

- <https://www.northdevongazette.co.uk/news/devon-and-cornwall-police-dorset-merger-superintendent-1-5625548>

30 July

- <http://www.falmouthpacket.co.uk/news/16386212.call-for-town-and-parishes-to-have-say-on-devon-and-cornwall-police-merger-with-dorset/>

31 July

- <https://www.wessexfm.com/news/dorset-news/2646089/have-you-had-your-say-on-the-future-of-policing-in-dorset/>

2 August

- <http://www.totnes-today.co.uk/article.cfm?id=114308&headline=Police%20merger%20plan%20is%20flawed§ionIs=letters&searchyear=2018>

4 August

- <http://www.bournemouthecho.co.uk/news/16398281.how-you-can-find-out-more-about-the-proposed-merger-with-devon-and-cornwall/>

9 August

- <http://www.itv.com/news/westcountry/2018-08-09/plymouth-council-boss-slams-plans-to-merge-devon-and-cornwall-and-dorset-police/>
- <https://www.plymouthherald.co.uk/news/plymouth-news/fears-over-what-police-shake-1879319>

10 August

- https://www.bbc.co.uk/news/live/uk-england-devon-45023099?ns_mchannel=social&ns_source=twitter&ns_campaign=bbc_live&ns_link_name=5b6d9aaf6a8698066b072347%26Police%20panel%20have%20%27severe%20concern%27%20over%20force%20merger%26&ns_fee=0#post_5b6d9aaf6a8698066b072347

13 August

- <http://www.dorsetecho.co.uk/news/16411128.hundreds-more-officers-could-be-patrolling-the-county-if-proposed-police-merger-goes-ahead/>
- <https://www.devonlive.com/news/devon-news/lack-detail-over-shotgun-wedding-1890674>
- <https://www.wessexfm.com/news/dorset-news/2657399/have-your-say-on-the-future-of-policing-in-dorset/>

14 August

- <http://www.dartmouth-today.co.uk/article.cfm?id=114380&headline=Serious%20concerns%20raised%20about%20police%20merger§ionIs=news&searchyear=2018>
- <https://www.devon-cornwall.police.uk/News/NewsArticle.aspx?id=ed29c897-1815-4f52-a7f4-636187604c92>
- <https://www.dorset.police.uk/news-information/article/5888>
- <https://www.cornwalllive.com/news/top-cop-says-police-merger-1897583>
- <https://www.bbc.co.uk/iplayer/episode/b0bdw2b7/south-today-evening-news-14082018>

15 August

- <http://www.falmouthpacket.co.uk/news/16417450.secret-merger-of-helston-police-and-fire-services-shelved/>

16 August

- <http://www.totnes-today.co.uk/article.cfm?id=114394&headline=Keen%20for%20views%20on%20merger%20plan§ionIs=letters&searchyear=2018>
- <http://www.dorsetecho.co.uk/news/16421743.heres-where-you-can-find-out-about-the-police-merger-plan-and-ask-questions/>
- <http://www.southhams-today.co.uk/article.cfm?id=114408&headline=Making%20the%20headlines...§ionIs=news&searchyear=2018>

17 August

- <https://www.express.co.uk/news/uk/1004541/Metropolitan-Police-Devon-Cornwall-police-force-struggling-tourist-boom>

19 August

- <http://www.okehampton-today.co.uk/article.cfm?id=429950&headline=Chief%20constable%20Shaun%20Sawyer%20talks%20on%20merging%20Devon,%20Cornwall%20and%20Dorset%20Police§ionIs=news&searchyear=2018>

21 August

- <http://www.itv.com/news/meridian/2018-08-21/controversial-plans-for-police-merger-discussed-at-public-meeting/>

24 August

- https://www.bbc.co.uk/news/live/uk-england-devon-45186927?ns_mchannel=social&ns_source=twitter&ns_campaign=bbc_live&ns_link_name=5b7ffc1fc69d610663cf4a95%26Police%20merger%20consultation%20%27a%20whitewash%27%2C%20says%20councillor%26&ns_fee=0#post_5b7ffc1fc69d610663cf4a95

26 August

- <http://www.dorsetecho.co.uk/news/16598376.letter-lets-see-the-police-savings/>

27 August

- <http://www.dorsetecho.co.uk/news/16599892.todays-your-last-day-to-have-a-say-on-the-proposed-police-merger/>
- <http://www.bournemouthecho.co.uk/news/16600822.last-chance-to-have-a-say-on-proposed-merger-of-dorset-and-devon-and-cornwall-police/>

- <https://www.piratefm.co.uk/news/latest-news/2667218/last-day-to-have-your-say-on-police-merger-for-cornwall/>

28 August

- https://www.bbc.co.uk/news/live/uk-england-devon-45247028?ns_mchannel=social&ns_source=twitter&ns_campaign=bbc_live&ns_link_name=5b852d875eb465065de71100%26Chief%20constable%20raises%20community%20impact%20concerns%20on%20merger%26&ns_fee=0#post_5b852d875eb465065de71100

**Devon and Cornwall Police and Crime Panel****5 October 2018****Report of the Police and Crime Commissioner****RATIONALE OF PCC ALISON HERNANDEZ ON HER PROPOSED
DECISION REGARDING POTENTIAL MERGER WITH DORSET POLICE**

Position: As Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly I have considered the Final Business Case for merger with Dorset Police, taken into account the views of the Chief Constable and listened to our key stakeholders and those who participated in the engagement activity during the summer. Whilst I agree that the business case is complete and demonstrates a case for merger I do not consider that progressing with the proposal will be in the best interests of the people of Devon, Cornwall and the Isles of Scilly. I am therefore intending not to agree to submit the business case to the Home Office.

Rationale: The reason I supported the exploration of a merger with Dorset was because I have a duty to the residents of Devon, Cornwall and the Isles of Scilly to ensure that they have the best possible police force. Years of austerity have forced greater collaborations, and owing to the successes of the Strategic Alliance with Dorset it was appropriate to consider whether moving this to a fully integrated model and the creation of a new Force would deliver greater benefits to residents.

As the Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly I have considered the detailed business case of a merger with Dorset Police very carefully. I have scrutinised the proposal and considered its impacts both positive and negative. I have taken into account the Home Office guidance in the way that the business case has been put together, and considered the views of stakeholders across the area. Whilst there is a clear and articulate business case from an operational perspective as Police and Crime Commissioner I have a wider remit and responsibility to the community than the Police Forces and must make my decision cognisant of these wider responsibilities.

After much deliberation, I have concluded that although the Final Business Case does demonstrate that a merger is possible, I am unable to support it at this time due to my concerns around the council tax precept and the lack of public support for the proposals.

Throughout this process I have listened to the views of the Chief Constable, and understood the operational challenges presented by years of reduced funding. I have also listened carefully to the views of the community and other stakeholders – in my role as their elected representative in policing. I would like to thank them all for their valuable contributions, tireless efforts and commitment throughout the development of the business case.

Public and stakeholder engagement

The views of our communities are fundamental to me as the public's representative in policing and are therefore a key consideration in my decision. I have considered these as key factors in my decision and my desire to ensure that localism is at the heart of my connectivity agenda. The democratically elected leaderships of Plymouth and Cornwall are both not supportive of the merger proposal. These views are held across political parties in those areas – demonstrating a strong view from across the democratic representatives.

The views of the public through our merger engagement survey did not demonstrate to me that the public were sufficiently supportive of the proposal. Whilst the representative telephone survey is positive it is my view that we must consider all of the survey data – including the staff survey - in the round. The other three corporations sole are of the view that the representative telephone survey of 2053 people should be the focal point for consideration of the public's view. I do not agree that this is the case and have given equal weight in reaching my decision to the views expressed by all of the 7,403 respondents from Devon, Cornwall and the Isles of Scilly as opposed to the 1,430 who took part in the telephone survey.

Taking these points into account I do not consider that the required levels of public support are there for proceeding with a merger. This is one of the pre-requisites laid out for us by the Home Office.

Council Tax Precept

This brings me to the police precept element of Council Tax. Any merger would legally require the harmonisation of Council Tax across Cornwall, Devon and Dorset – and there is currently an £18 differential – with Dorset being higher.

In early 2018 I undertook a Council Tax precept Poll which 4109 people participated in with 86% saying that they believed policing needed more investment and 71% were willing to pay more to support that investment. I had hoped that the merger process would create further opportunities to raise revenue to continue that investment, but this is not the case. I have been particularly struck by the results of the merger engagement survey – with limited support being given to paying more council tax as part of the merger process.

I have always worked on the principle of if you pay more, you get more. However, the Home Office have been unable to give the necessary assurances that the council tax models developed would be acceptable to them, and I do not wish to expose the people of Devon and Cornwall to any unnecessary uncertainty about the future levels of precept rises, which would be outside of my control. I am grateful for the freedom that the government has given PCCs through the £12 precept uplift, which has already been agreed in principle by the Police and Crime Panel through the Medium Term Financial Plan.

I have taken account of local identity and accountability in reaching my decision. Connectivity has been my number one priority in Devon and Cornwall and the Isles of Scilly. The merger will not in itself increase connectivity in communities. This is compounded by the inability of the business case to fulfil our original aspiration of 430 extra officers across the area. The only investment we can make from the merger is 100 additional officers which would be across the three counties and I do not believe that the impact of 70 additional officers for Devon and Cornwall is enough to make the transition beneficial enough for the public and to overcome the lack of public support.

On balance I have come to the conclusion that the people of Devon, Cornwall and the Isles of Scilly are best served by the existing geographic Force, with a separate Chief Constable and Police and Crime Commissioner. While the business case stacks up operationally I am not convinced that the new model would best serve the residents of Devon, Cornwall and the Isles

of Scilly. The consideration for a merged force was never just about the financial case. Our strategic alliance with Dorset has derived many benefits. I consider that we should invest our energies into our existing alliances building our resilience and mutual aid arrangements with our local stakeholders and across the region.

I remain committed to serving the people of Devon and Cornwall in the best way possible, and thank all of those who have taken the time to give feedback throughout the process. I will now be re-focused on driving productivity within the Force and increasing connectivity.

Alison Hernandez

Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly

27 September 2018

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**Devon and Cornwall Police and Crime Panel****5 October 2018****Report of the Police and Crime Commissioner****POLICING'S ROAD SAFETY STRATEGY FOR DEVON, CORNWALL, TORBAY, PLYMOUTH AND THE ISLES OF SCILLY 2018-2021****Purpose**

This report presents the Policing Road Safety Strategy 2018-2021 to the Police and Crime Panel for their consideration.

Introduction

The Commissioner's Police and Crime Plan 'Safe, resilient and connected communities 2017-2020' sets out the Commissioner's intention to work with partners and the Chief Constable to make our roads safer.

The number of people killed or seriously injured on the roads is of considerable concern to the Commissioner and to the Chief Constable as well as to partners and stakeholders from across the peninsula. In the 12 months to August 2017 alone, 78 people died and 765 people were seriously injured on the roads of Devon, Cornwall and the Isles of Scilly and we want to do all we can to reduce the impact on our communities of poor driver behaviour. To support delivery of this objective a new Policing Road Safety Strategy has been put in place and agreed at the Joint Management Board between the Commissioner and the Chief Constable in September 2018.

One of the key features of the Policing Road Safety Strategy is a greater focus on collaborative working with partners from across the policing area and there is a shared ambition to seek to develop a collective view on the required strategic approach.

Roads policing strategy

The Commissioner and Chief Constable have agreed to focus on roads policing and road safety within their respective organisations in recognition of the importance of this issues to communities throughout Devon, Cornwall and the Isles of Scilly.

The vision set out in the strategy is:-

'For Cornwall, Devon, Torbay, Plymouth and the Isles of Scilly to have the safest roads systems in the U.K., where people and communities have confidence in our ability to keep them safe.'

The Strategic Objectives are;

- *Prevent killed and serious injury (KSI) collisions on our roads.*
- *Improve public confidence in the safety of our road network.*
- *Provide effective and efficient post collision investigation.*
- *Ensure high quality support for victims and families.*
- *Reduce the economic impact of collisions on our roads.*
- *Ensure a resilient and sustainable roads policing workforce.*

The policing strategy has been developed through an examination of local data and evidence, workshops with internal staff and partners and consideration of national and local best practice. It follows the Safe Systems methodology – the internationally recognised approach to road safety management that sets the vision to eliminate death and serious injury from our roads through incremental steps backed by interventions that recognise human vulnerabilities whilst using the road network.

The Assistant Chief Constable for Local Policing and Connectivity (ACC Paul Davies) will be responsible for delivery of the Strategy and a Delivery Board has been established.

The Commissioner and Chief Constable are investing in our road safety capacity to better protect our communities and achieve the objectives set out in the Strategy. This includes the recently announced investment, in a dedicated 'No Excuse' proactive enforcement team and an increase in roads policing officers for Devon and Cornwall, including an increased number of specialist Road Casualty Reduction Officers. Further investment and projects to boost our response to this issue, including collaborative work with our partners in highways and community safety will be taken forward over the coming months as delivery of the Strategy gets underway.

The Commissioner will be reporting publicly on a regular basis on progress in this important area and through the regular PCC Update Report to this Panel. The strategy is attached for the Panel's information and comment.

Contact for further information:

Frances Hughes

Chief Executive

nicola.long@devonandcornwall.pnn.police.uk

Report prepared 26 September 2018

Policing's Road Safety Strategy for Devon, Cornwall, Torbay, Plymouth and the Isles of Scilly: 2018-2021

1. Introduction

- 1.1. This strategy and action plan supports the Police and Crime Commissioners' and Chief Constables' shared vision for '**Safe, Resilient and Connected Communities**', connecting communities and policing together, in order to deliver our local policing promise to ensure that policing is **Accessible, Responsive, Informative and Supportive**.
- 1.2. It has been developed in order to ensure there is a spirit of shared responsibility between all aspects of policing on road safety. It is based on a proactive partnership problem solving approach and recognises that road safety is a cross cutting issue. Action within policing to support safe road use requires action to be taken across all aspects of policing and forms part of the neighbourhood policing offer, whilst recognising the critical role of specialists such as Roads Policing teams.
- 1.3. It also takes into account the latest national approach to road safety, '**Safe System**', which will enable the Devon and Cornwall Police approach to neatly fit with that of our key partners and communities.
- 1.4. The **Safe System** approach has a long-term goal for a road traffic system which is eventually free from death and serious injury. It would be unrealistic to achieve this within the timescales of our strategy, however we aspire to reduce avoidable fatal and serious injury collisions as a step toward this ultimate goal.
- 1.5. Although this strategy and action plan relates to Devon, Cornwall, Torbay, Plymouth and the Isles of Scilly, the opportunities presented through wider collaboration and the current alliance between ourselves and Dorset will be taken into account wherever possible in its implementation.

2. Vision

'For Devon, Cornwall, Torbay, Plymouth and the Isles of Scilly to have the safest roads systems in the U.K., where people and communities have confidence in our ability to keep them safe.'

3. Strategic Objectives

- 3.1 To deliver this vision we will **work together and in partnership** to drive changes in order to:-
 - Prevent killed and serious injury (KSI) collisions on our roads.
 - Improve public confidence in the safety of our road network.
 - Provide effective and efficient post collision investigation.
 - Ensure high quality support for victims and families.
 - Reduce the economic impact of collisions on our roads.
 - Ensure a resilient and sustainable roads policing workforce.

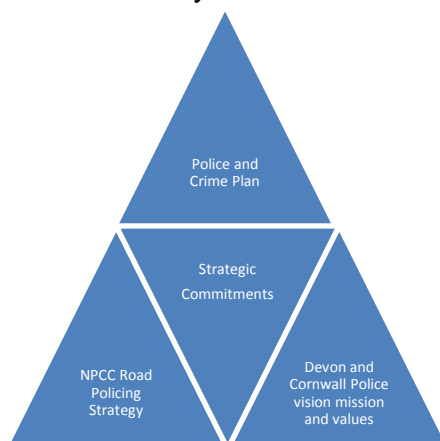
4. Principles

4.1 The delivery of these strategic aims are based on the following key principles:-

- We will work together as one team.
- We will collaborate with partners.
- We will partner with our communities to help build resilience (Connect to protect).
- We will be evidence led.

5. Our Strategic Context

5.1 This strategy supports the strategic commitments of the Police and Crime Commissioner and the Chief Constable for the people of Devon, Cornwall, Torbay, Plymouth and the Isles of Scilly.



The Police and Crime Plan: Safe, resilient and connected communities

5.2 It is important that the police understand the nature of crime and community safety issues affecting the area and work effectively with partners to prevent and deter crime, protect the vulnerable and keep communities informed of the actions they are taking.

5.3 Road safety is a concern raised with the Police and Crime Commissioner regularly. Responses to complex road safety concerns are rarely straightforward and can sometimes require further analysis or longer-term solutions. It is important communities feel confident that their concerns have been heard and are clear about the actions that are being taken to address them.

Devon and Cornwall Police Mission and Values

5.4 This Strategy supports the guiding principles of Devon and Cornwall Police as set out in the Mission and Values

5.5 Our Force Mission

- Detect and prevent harm; protect the vulnerable and reduce harm.

- Act in accordance with the national Code of Ethics and force standards of behaviour.
- Sustainable, resilient and high quality services to the public.
- Work as one team to safeguard communities and neighbourhoods.

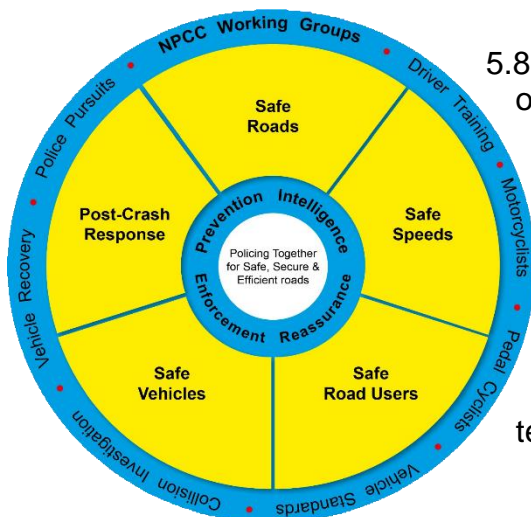
5.6 Our Police values

Our behaviour and ethics underpin everything we do and the service we provide:

- **Fairness and Respect**
To provide our services with impartiality, civility and understanding
- **Integrity**
To act with a higher standard of trust and integrity than is generally expected of society because so much is expected of us
- **Courage**
To have the courage to do what is right rather than what is easy
- **Professionalism**
To know our business and deliver on promises made, meeting or exceeding expectations whenever possible

NPCC Roads Policing Strategy

5.7 This Devon and Cornwall Roads Policing Strategy also supports the National Police Chiefs Council 3 -year roads policing strategy. The NPCC strategy aligns to the principles of Safe System by addressing all elements of the road transport system together and finding synergies for trauma reduction, safer road and vehicle design, speed limits and compliance with road law.



5.8 The 'fatal 5' offences are prioritised and objectives for policing are organised under each of the following strands: Safe Roads; Safe Speeds; Safe Vehicles; Safe Road Users and an additional 5th strand of Post- Crash Response.

5.9 The associated action plan sets out ambition grouped under the themes of communication, enforcement, intelligence and technology

National Context

5.10 Road safety is an issue that Police and Crime Commissioners and Chief Constables across England and Wales are increasingly concerned about. There is an acceptance that roads policing resources and enforcement activity of road law has decreased too far in recent years and this needs to be turned around.

5.11 The APCC and NPCC will work with partners to call for changes to the law where this will lead to improvements to road safety, to reduce the number of people killed or seriously injured and provide better support for victims of road collisions.

5.12 The Government has renewed its ambition for road safety by developing a new road safety statement and associated action plan due for publication in late 2018. The Government has signalled its intention to prioritise its action plan upon four user groups it has identified as being of a higher risk these are: young people, rural road users, motorcyclists and older vulnerable drivers.

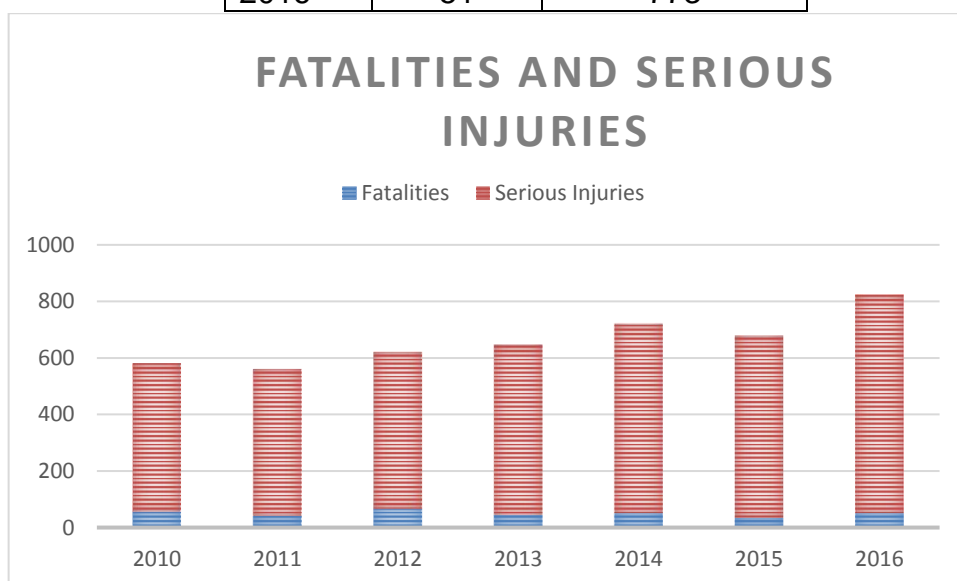
5.13 These priority groups are all heavily represented in Devon, Cornwall and the Isles of Scilly and the will help steer local policing activity and campaigns in association with the NPCC roads policing calendar of campaigns.

6. Understanding our issues

6.1 94% of all collisions are caused by human error with 6% caused by unavoidable issues.¹

6.2 There has been an upward trend in the number of KSI collisions since 2010.²

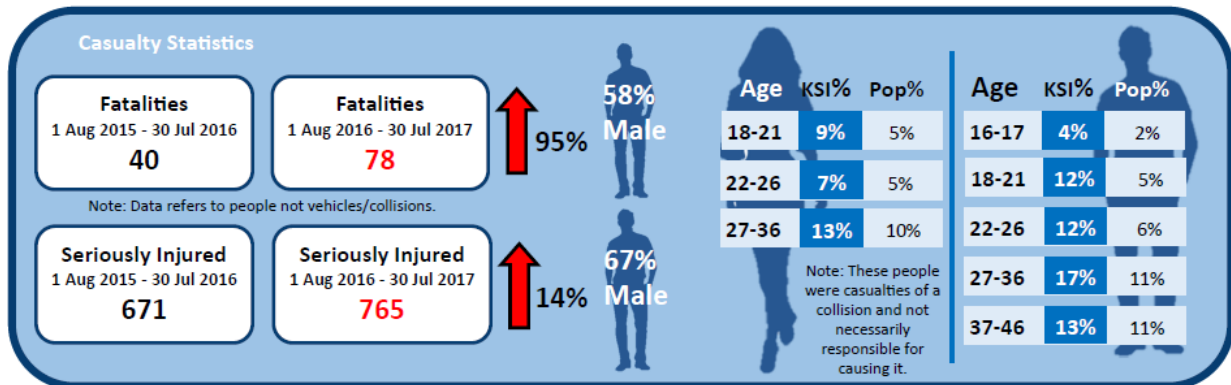
	Fatalities	Serious injuries
2010	57	525
2011	43	518
2012	67	554
2013	46	601
2014	52	669
2015	36	643
2016	51	773



¹ Derived from analysis based on contributory factors report for road accidents (RAS50), Dept for Transport published September 2015.

² Data source Devon and Cornwall Police.

6.3 Between the 1st of August 2015 and the 31st July 2017 there was a significant rise in the number of people who were casualties of a KSI collision as the following diagram describes.³



6.4 Devon and Cornwall has an extensive road network of 22000km which is predominantly rural in nature although there are some significant arterial routes through the peninsula and a number of high risk routes with a disproportionately high number of killed and serious injury collisions.

6.5 The nature of our geography and the rurality factor makes independent travel a significant requirement for much of our population.

6.6 Although the majority of all collisions occur in urban areas, 59% of all fatalities occur on country roads and the number of people killed on country roads is nearly 10 times higher than on motorways.⁴

6.7 Seasonality is also a significant factor as the population increases exponentially during school holidays and weekends as more U.K. residents opt to take holidays at home rather than travel abroad. Devon and Cornwall is the top holiday destination for many and brings with it an increase in volumes of traffic on our roads, many of whom may be inexperienced in driving in highly rural areas.

Understanding our challenges – who is at greatest risk?

6.8 There are seven priority user groups who are at highest risk of being killed or seriously injured:-

- Motorcyclists
- Cyclists
- Rural road users
- Younger drivers
- Pedestrians
- Older drivers
- Business drivers

³ Devon and Cornwall Police Force Management Statement published July 2018.

⁴ Dept for Transport THINK data 2018 concerning country roads.

6.9 The first 5 of these groups are continually overrepresented in road casualty statistics, while there is data locally to confirm that the safety of older road users and business/work drivers is a concern.⁵

Understanding our challenges – identifying risky behaviour.

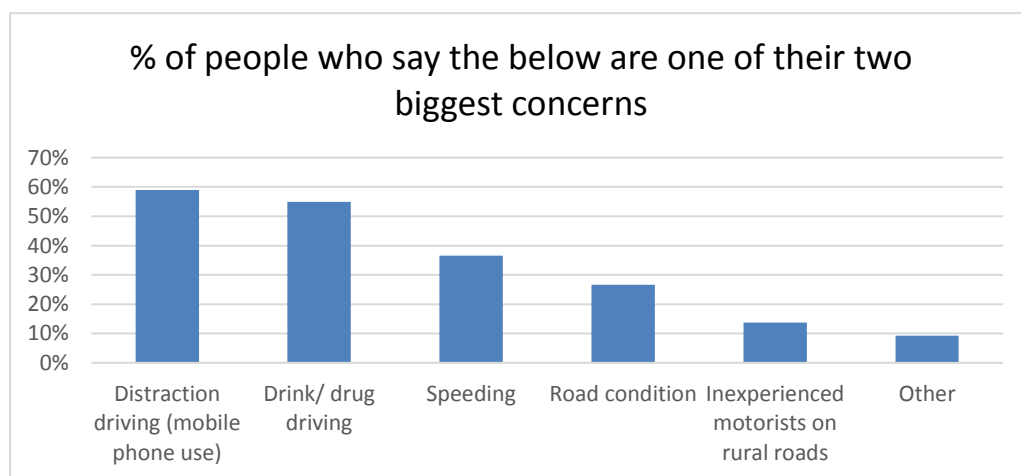
6.10 The five highest causation factors which result in death or serious injury are known as the 'Fatal Five'⁶, they are:-

- Inappropriate or excessive speed
- Not wearing a seat belt
- Driver distractions including mobile devices such as phones, 'sat navs' and tablets
- Driving under the influence of drink or drugs
- Careless and inconsiderate driving

Tackling these behaviours and attitudes to risk will be at the core of our approach.

Understanding our challenges – community concerns.

6.11 The following chart shows the results of the 2018 summer survey conducted by the Office of the Police and Crime Commissioner for Devon and Cornwall. 4045 people were asked to indicate their top two road safety concerns. The results clearly indicate two of the 'fatal five' as being the biggest concern, driver distraction and driving under the influence of drink or drugs.



6.12 Other factors:

Over 11million people visit Devon and Cornwall throughout the summer months and more and more people are choosing to stay at home. Given our geographical location in the U.K. many people who travel for holidays will have driven for long distances this factor brings with it problems of fatigue and the need to rest.

⁵ Minister for Transport Road Safety statement June 2018.

⁶ Many national organisations use the fatal 4 and do not include careless and inconsiderate driving.

6.13 Devon and Cornwall is also a favourite location for retirement with a number of areas with high levels of older people who are living longer and driving longer. Being medically fit to drive is also a factor in the wider picture of high risk groups.

6.14 People who break the rules of the road, such as driving without tax, insurance or a driving licence, are likely to be the same people who are involved in other criminal activity, with links to serious and organised crime and other criminality (County Lines).⁷ There is also evidence to support that these same people are at a higher risk of being involved in a collision.

7. Our approach

7.1 In delivering this strategy we will take a problem orientated approach in line with the Devon and Cornwall Police Prevention and Problem Solving Strategy.

7.2 We need to be constantly looking ahead at the emerging threats to our communities, seeking opportunities to use early intervention to prevent problems developing. We will do this by investing in technology (automating where possible), and in bespoke analytic products to drive action that will be timely and cost effective in achieving sustainable outcomes.



7.3 We will continue to embed the principles of the 4Ps (Prepare, Prevent, Protect and Pursue) into our model of policing, and use the SARA problem solving model (Scan, Analyse, Respond, Assess), and the PAT (Problem Analysis Triangle) as tools and ways of working to deliver effective and evidenced-based problem solving.

7.4 We will also develop recording methods that capture problem solving plans and enable the effective evaluation and sharing of learning.

7.3 A crucial element of this partnership problem solving approach includes the regular sharing by the Police with partners the learning from investigations of all fatal and serious injury collisions.

7.4 In line with the latest National Police Chiefs Council road safety strategy and those of our key partners we will also adopt the Safe System approach to tackling the

⁷ Devon and Cornwall Police Force Management Statement 2018 and Northumbria Police Operation Dragoon.

safety needs of all road users, combining this with our partnership problem solving approach.

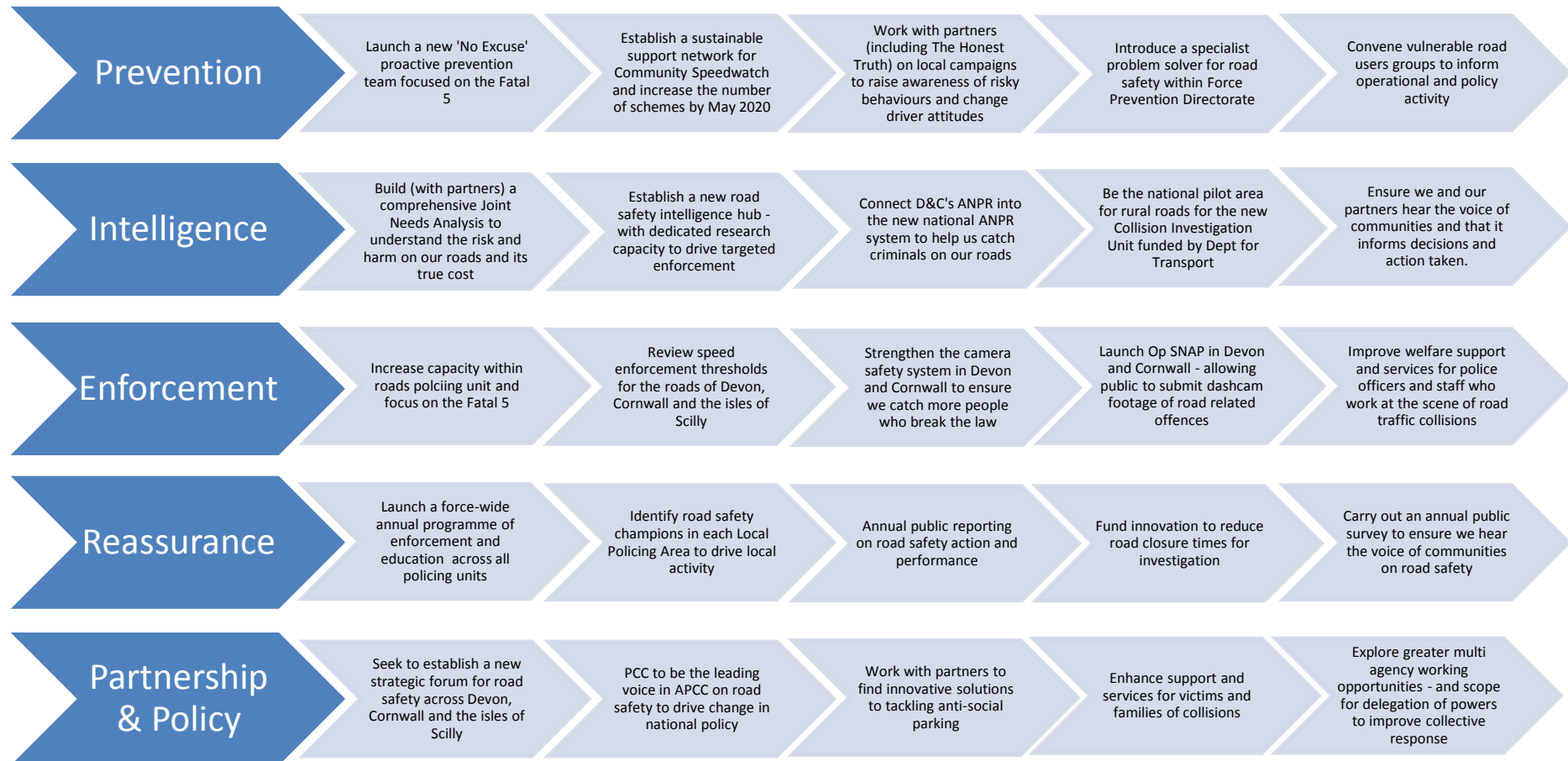
- 7.5 Safe System is a multi-disciplinary and multi sectoral approach with a shared responsibility by everyone including all agencies and organisations responsible for road traffic system planning, design, operation and use.
- 7.6 This approach provides the framework for all key agencies to assess strengths and weaknesses of current approaches and identify next steps.⁸
- 7.7 This Devon and Cornwall strategy represents a key component of a wider peninsula partnership approach and sets out the unique Police contribution which falls under four broad headings. Prevention, Intelligence, Enforcement and Reassurance (PIER).
- 7.8 A more detailed description of Safe System methodology and the police contribution under each of the five pillars of action within this approach is at Appendix A.
- 7.9 Visible enforcement as well as the use of camera technology has been identified as critical in putting into effect driver education schemes to address poor driving behaviour and providing a powerful deterrent for poor driving behaviour.
- 7.10 Various studies have also shown that increased police visibility including publically stopping drivers leads to a decrease in violations in particular for speeding; it serves as a deterrent and prevents others from committing driving offences.⁹
- 7.11 Increasing our visible presence based on intelligence and maximising opportunities to enforce poor driving behaviour will therefore be central to our approach.
- 7.12 Given the evidence that 94% of all collisions are based on human error, we will ensure that initiatives aimed at changing behaviour and attitudes to risk (the fatal 5) are embedded within our approach as these can have a significant impact on the numbers of people being killed or seriously injured. This would include initiatives which promote respect between different road user groups.

⁸ Parliamentary Advisory Council for Transport Safety definition.

⁹ A Guide for Policy Makers: On Reducing Road Fatalities. Price Waterhouse Cooper and Loughborough University 2017.

Key actions and activities to deliver our strategy

A detailed delivery plan has been developed to support this strategy at the operational level. Key actions within that plan include:



8. How will we measure our performance?

- 8.1 In its 2015 road safety statement the Government supported local decision making rather than imposing centralised national targets and as a result there are currently no national targets to reduce killed or serious injury collisions.
- 8.2 One of the most important indicators in road safety is the number of people killed or seriously injured on our roads and since 2015 we have seen a year on year increase in the number of KSI collisions in Devon and Cornwall.
- 8.3 As a step toward achieving our vision we advocate the re-introduction locally of milestone reduction targets toward the achievement of this vision in collaboration with our key partners, in particular Devon, Cornwall, Torbay and Plymouth Local Authorities who hold the statutory responsibility for road safety.
- 8.4 We will also benchmark our KSI performance against all force areas in the U.K. based on Department for Transport Stats 19 data.
- 8.5 To better understand levels of public confidence in the safety of our road network we intend to develop an annual public satisfaction survey which will enable us to produce a baseline figure from which to work from.
- 8.6 We will also consider the impact in partnership of the KPI's for the Safe Systems approach currently under development by the U.K. Parliamentary Advisory Council for Transport Safety due for publication in September 2018.

9. Implementing the strategy

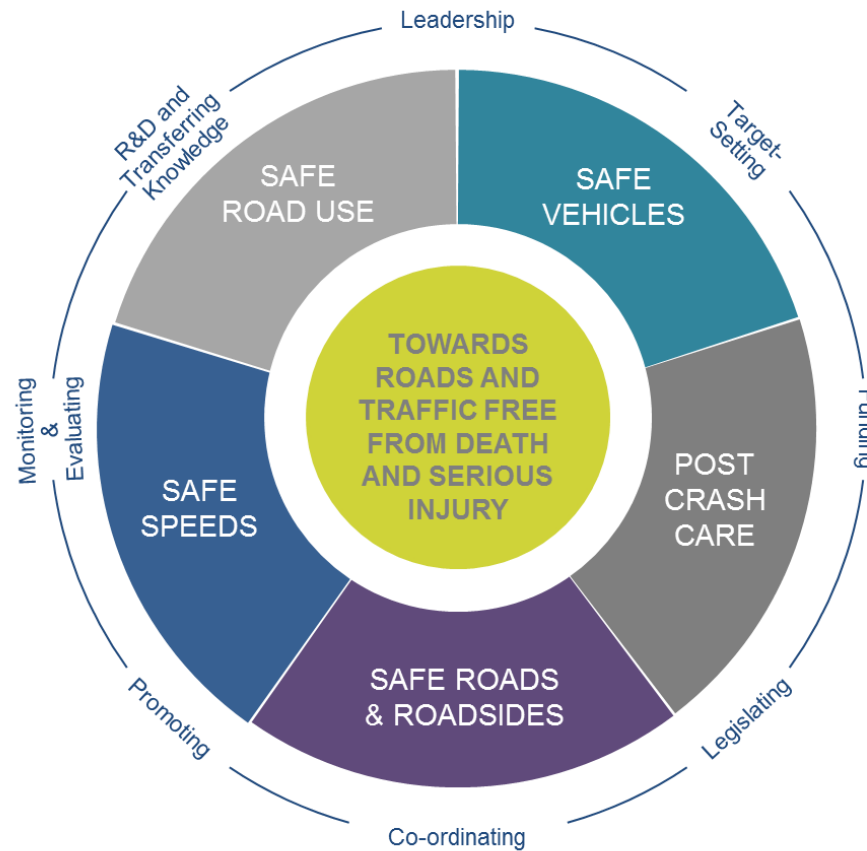
- 9.1 This strategy will be supported by a delivery plan which sets out projects, initiatives and actions we will implement in order to address each of our strategic objectives.
- 9.2 This delivery plan has been developed taking into account:-
- Current ongoing Force initiatives and those within the alliance with Dorset.
 - National and local developments in road safety and roads policing.
 - Feedback following a force wide workshop which included a number of key partners.
- 9.3 The Senior Responsible Officer (SRO) for this strategy will be Assistant Chief Constable Local Policing and Connectivity.
- 9.4 This Force Business Board (Monthly) will hold corporate responsibility for this strategy and delivery plan and will establish a sub group to ensure its timely implementation.
- 9.5 This sub group will be chaired by Supt Alliance Specialist Operations supported by all BCU and Departmental Commanders and Heads of Departments.

10. Links and interdependencies

- 10.1 This strategy and action plan has been developed taking into account:-

- The Devon and Cornwall and Isles of Scilly Police and Crime Plan 2017-2020.
- Devon and Cornwall and Dorset Police Problem Solving and Prevention Strategy 2017 – 2020.
- The National Police Chiefs Council Roads Policing Strategy 2018-2021
- The Department for Transport British Road Safety Statement 2015.
- Department for Transport Statement to Parliament June 2018
- Highways England Strategy 2015-2020.
- Road safety, transport and community safety strategies for New Devon, Torbay, Plymouth, Cornwall and the Isles of Scilly.
- Dorset Road Safety Strategy 2017-2020
- Parliamentary Advisory Council for Transport Safety model for Safe System.

THE SAFE SYSTEM APPROACH¹⁰



What is Safe System methodology?

¹⁰ Based on the Safe System definition used by the UK Parliamentary Advisory Council for Transport Safety.

Safe systems is an approach to road safety management, based on the principle that our life and health should not be compromised by our need to travel. No level of death or serious injury is acceptable in our road transport network.

Safe systems is designed with the human being at its centre, taking human fallibility and vulnerability into account, and accepting that even the most conscientious person will make a mistake at some point. The goal of safe systems is to ensure that these mistakes do not lead to a collision; or, if a collision does occur, it is sufficiently controlled to not cause a death or a life-changing injury.

Responsibility for the system is shared by everyone. Policy makers, planners, engineers, vehicle manufacturers, fleet managers, enforcement officers, road safety educators, health agencies and the media are accountable for the system's safety; while every road user, whether they drive, cycle or walk, is responsible for complying with the system's rules.

A safe systems approach also aligns road safety management with broader ethical, social, economic and environmental goals. By creating partnerships where government or transport agencies work closely with other groups, safe systems tackles other problems associated with road traffic, such as congestion, noise, air pollution and lack of physical exercise.

Given the complex multi-agency and multi-sectoral context of safe system methodology, it requires careful leadership by top management of organisations to bring together the unique contribution of each agency.

Safe System has five pillars of action:

- Safe Roads
- Safe Speeds
- Safe Vehicles
- Safe Road Users
- Post Collision Response

Police Contribution to the 5 Pillars of Safe Systems

Safe Roads	Safe Speeds	Safe Vehicles	Safe Road Users	Post Collision Response
<ul style="list-style-type: none"> • Specialist contribution to the design of road and road features. • Provision of valuable data and information relating to faults or problems. • Provision of high visibility patrols on high risk routes or hotspots. • Assist partners with road safety audits. • Detect and disrupt criminals through ANPR. • Provision of quality data to partners through accurate collision recording by first responders. 	<ul style="list-style-type: none"> • Intelligence led enforcement and deterrence through high visibility patrols. • Deployment of safety cameras. • Connectivity with communities in particular speed watch. • Diversion into education schemes such as speed awareness. • Use media and marketing to promote awareness of speeding and links to KSI's. 	<ul style="list-style-type: none"> • Utilise police powers to remove un-roadworthy or uninsured vehicles. • Undertake joint intelligence led operations aimed at certain vehicle types. • Enforce construction and use and other road traffic legislation. • Promote safe vehicle technology. 	<ul style="list-style-type: none"> • Engage with high risk groups to help reduce factors leading to collisions. • Enforce specific behaviour linked to collisions such as speed, impaired driving through drink or drugs, seat belts, driver distraction and careless and inconsiderate driving, known as the 'Fatal 5.' • Signpost road users into road safety schemes. • Promote schemes which enhance safety such as 'Close Pass' and 'Honest Truth.' • Reassure through local media and connectivity with communities. • Educate and inform high risk groups. • Utilise technology such as ANPR and drones to target persistent offenders. • Provide 'fitness to drive' reports to DVLA. 	<ul style="list-style-type: none"> • Provide effective and efficient response to collisions. • Report and investigate effectively, and within agreed timeframes. • Provide support for families and victims. • Provide specialist collision investigation.
Effective Partnerships				



Devon and Cornwall Police and Crime Panel
5 October 2018
Report of the Police and Crime Commissioner

POLICE AND CRIME COMMISSIONER'S UPDATE REPORT

This report draws the Police and Crime Panel's attention to a number of matters that have arisen or progress that has been made since the last Panel meeting in June 2018 - any of which the Commissioner would be happy to expand upon further.

1. Policy developments

Exploring the potential merger with Dorset Police

This is the subject of a separate report on this agenda.

PCC's Small Grant Scheme

The PCC's Small Grant Scheme intends to support communities to help resolve local issues themselves and to make Devon, Cornwall and the Isles of Scilly a safer place. £80,000 has been allocated to be granted in 2018 and an additional £80,000 in 2019 to local communities with identifiable anti-social behaviour (ASB) issues.

The Small Grant Scheme is available to community groups and other local organisations that can show that they are undertaking or wish to undertake actions that can have a positive impact in reducing and preventing repeated anti-social behaviour. Bidders need to demonstrate they were working with, and have the support of, their local Town or Parish Council, or Ward Councillors in larger urban areas.

This year's scheme was launched in May inviting bids of between £250 and £2,500 to address the more challenging forms of anti-social behaviour in public spaces which have a significant impact on community safety. The scheme attracted over 50 applications from across parts of Devon and Cornwall.

All applications were considered by a panel consisting of OPCC staff, police staff and PCC Councillor Advocates. A scoring matrix was agreed to select the applications that best evidence their need and their ability to tackle and prevent repeating anti-social behaviour in the area that they represent.

The Panel awarded funds to 27 applications with funds to be released in September. Full list of awards made is as follows. The OPCC will be working with each of these projects as they go live – helping them to raise awareness of the good work that they are doing locally.

Devon:

Bank Youth Project – Ashburton
Culm Sampford Youth Football – Culm Sampford
Totnes Youth Leisure Nights – Totnes
Tavistock Street Pastors – Tavistock
ENGAGE THE CAGE! – Kingsbridge
DrugSense - Sidmouth College – Sidmouth
Mental Health training for Haven volunteers – Paignton
Holsworthy Youth Club
Youth Genesis - Cranbrook
School Social Responsibility Programme – Sidmouth
Log-It – St Davids Partnership, Exeter
Bridge Project Ivybridge YFC – Ivybridge
Bungalow Youth Project - Buckfastleigh
Dartmoor Zoo Superkids – South Devon
Investing in Youth – Plymouth (Devonport and Stonehouse)
Imagine and So Fly (youth) – Torbay
Parents Support – Teignbridge
Rectory Residents Association – Stoke Village, Plymouth

Cornwall:

Creation Fest – Wadebridge
Skill up & be well - Cosgarne Hall – St Austell
Young People Leading Young People – Camborne -
St Petrocs Cold Weather Provision – Truro (and neighbouring areas)
Roaming – Breadline Penzance – Penzance
The Friday Night Project – Saltash
St Austell BID – body worn cameras – St Austell
New Skills Academy IntoBodmin - Bodmin
Believe – Falmouth

PCC calls for Spice to be reclassified as a class A substance

The Commissioner has supported calls from other Police and Crime Commissioners from across the country urging the Government to reclassify the synthetic cannabinoid known as Spice as a class A substance.

A letter highlighting the growing public health concerns around synthetic cannabinoid substances and the additional pressures their use is putting on police across the country has been submitted to the Home Office by a number of Police and Crime Commissioners.

Use of these substances has risen dramatically since 2014. Figures from the Office of National Statistics show that from 1993-2014 there were three deaths linked to consumption of synthetic cannabinoids while between 2015 and 2017 there were 59.

The Commissioner has received support from a number of local MPs and council leaders in her call to upgrade Spice to a Class A substance.

Modern Slavery

The national Modern Slavery Police Transformation Programme (MSPTU) based in Exmouth continues to support police forces across England and Wales to improve their response to modern slavery and take a more consistent approach to safeguarding victims and investigating modern slavery and related crimes.

The Unit has been live since April 2017 and the programme has provided over 70 new and dedicated roles to provide the police with improved intelligence, better training and specialist tactical advice to strengthen the police's operational response to modern slavery. Key delivery to date includes:

- Setting up the bespoke modern slavery intelligence hub – the Joint Slavery and Trafficking Analysis Centre (located in the National Crime Agency) to build and develop the strategic intelligence picture;
- Delivery of the new network of regional analysts located in the Regional Organised Crime Units (ROCU) to develop the intelligence base at the local and regional levels;
- Establishment of a “what works” team to provide expert tactical advice across complex and multifaceted modern slavery crimes;
- Implementation of a new and improved national programme of training for front line officers and staff;
- Recruitment of a seconded national expert to Europol to coordinate activity between UK law enforcement and European counterparts during cross-border investigations.
- Appointment of a Victim Advocate to ensure that understand their needs and that we work with them to get the help and support they need, including work to inform the NRM Reform programme.
- Establishment of an international co-ordination function, focused on upstream activity to prevent people becoming victims in the first place – working with NGOs and authorities in key identified countries to build capacity and resilience.
- A PCC Toolkit is under development to support a consistent and well informed approach across PCCs to modern slavery and their commissioning of support services for its victims
- The MSPTU has worked closely with CPS colleagues to deliver training for operational officers aiming to improve investigation processes and subsequent prosecutions. This followed liaison to establish recommendations for best practice in Modern Slavery Human Trafficking related investigations.

The impact of the Unit and wider activities of the National Network are starting to be seen across the country:

- In July 2018 there were 875 live modern slavery policing operations in the UK – a more than 250% increase in the number of operations reported just a year ago. Cases were estimated to involve up to 1900 victims. Sexual exploitation is the single biggest exploitation type under investigation accounting for 38% of operations.
- The number of potential victims protected and detected as a result of police activity has seen a significant year on year increase. To the end of Q1 2018 police generated NRM referrals were up 60% while Duty to Notify notices increased by 80%.
- More than 3300 specialist modern slavery training days have been delivered to over 2,500 officers and police staff. All forces in England and Wales have participated.
- More than 400 specialist investigators have received specific training on how to run complex modern slavery investigation. A further 600 lead investigators and other

practitioners have received training on covert tactics, victim management and ABE in modern slavery cases.

- Awareness and specialist investigation training materials have been accredited by the College of Police and are now available across UK law enforcement.
- Four major partnership and practitioner events have been held attended by more than 600 representatives of police, law enforcement, OPCCs, government agencies, local authorities, NGOs, community action groups and other partners – all focussing on working together to defeat modern slavery.

As part of the national programme the Devon and Cornwall OPCC are working with colleagues in West Yorkshire OPCC to lead the development of a PCC Modern Slavery Tool Kit. This tool kit will inform and support PCCs and their OPCCs and will cover a range of matters such as victim care, commissioning and scrutiny. The OPCC is also working closely with Trading Standards to develop a national pilot which will incorporate Modern Slavery into their Buy with Confidence scheme.

The Commissioner is raising awareness of modern slavery and the actions employers and staff can take by supporting a number of awareness-raising events across Devon and Cornwall. Money has been allocated to facilitate engagement events and promote local protocols which will be run in partnership with Community Safety Partnerships. The PCC will be supporting Anti-Slavery Day on 18th October through engagement and raising awareness

The Commissioner has submitted evidence to the Home Affairs Committee's inquiry into the Modern Slavery Act. The inquiry is looking at what progress has been made in the three years since the Act came into force and what more remains to be done.

Road Safety

New Policing Road Safety Strategy 2018-2021

This is the subject of a separate report on this agenda and a wide range of initiatives will be the focus of the work of the OPCC and the Force over the coming months.

Enhancing proactive work – a new No Excuse Team in Devon and Cornwall Police

The Panel were updated in June 2018 regarding the establishment of a new high visibility 'No Excuse' team on road safety following best practice. The Team carry out highly visible, targeted roads policing enforcement – targeting our most prolific and potentially dangerous drivers and locations – using a data and community intelligence led approach. The Team of seven police officers have been put in place gradually over the summer and are working closely with partners in our local highways authorities to determine their activity and approach. Panel members can follow their activity at @DC_NoExcuse .

PCC's national roads policing portfolio

As the national PCC lead for road safety, the Commissioner has begun to work closely with the National Police Chiefs' Council Lead Anthony Bangham (West Mercia Police) who has responsibility for the development and implementation of the recently published National Roads Policing Strategy 2018 – 2021.

The Commissioner has also led the development, over the summer, of a national PCC Road Safety Action Plan which has been agreed by the Association of Police and Crime Commissioners. The Action Plan is a partnership approach and focuses positioning PCCs at the

centre of road safety strategy, strengthen knowledge of road safety matters and improve the support to victims of road traffic collisions.

The Panel will recall from the June 2018 meeting that the Department of Transport were expected to make an announcement in the summer regarding their future Road Safety Strategy. In late June 2018 Jesse Norman the Road Safety Minister announced that a new enhanced Action Plan was being developed by the Government for Road Safety, focused in particular on 4 categories of vulnerable road users namely young people, rural road users, motorcyclists and older vulnerable users. The Commissioner is meeting the Minister in October 2018 on behalf of all PCCs to discuss their plans and explore how PCCs can inform and support national action in the area of road safety. The OPCC have also been invited to sit on the Department for Transport's Road Safety Delivery Group which will have a key role to play in driving forward national activity and attended their first meeting on behalf of the Commissioner in September 2018. The OPCC are working more closely with the police led National Roads Policing Intelligence Forum and has become a member of that group to further increase the engagement of PCCs in this important issue.

Out of Court Disposals Scrutiny Panel

The Police and Crime Commissioner is responsible by law for holding the Chief Constable to account on behalf of the residents of Devon, Cornwall and the Isles of Scilly for delivering a police force that works well and meets the needs of its communities. To do this the Commissioner 'scrutinises' certain issues and activities including the use of Out of Court Disposals (OoCDs).

The scrutiny of OoCD's is about reviewing cases and working practices, to support the police to learn and achieve consistent and accurate outcomes. It is important that the public and criminal justice partner organisations understand and have confidence that Devon and Cornwall Police are using their powers legally, proportionately and appropriately

The aim of the OoCD Scrutiny Panel is to independently review both youth and adult cases that have been resolved through the use of OoCDs and to publish their findings in the public domain. The panel also has a role to:

- identify and recognise good practice
- identify any areas of improvement relating to the use of OoCD's
- explore the quality of decision making relating to OoCD's
- make recommendations to those individuals within organisations who have the power to make changes
- provide a mechanism within the scrutiny process to ensure that victims have their voices heard

The new OoCD Scrutiny Panel held its first meeting on 25 July 2018. The panel reviewed 4 cases (3 adult and 1 youth). In 3 cases the panel concluded that OoCDs had been issued appropriately, and in 1 case the panel's view was that the OoCD had been issued inappropriately. Further details relating to the panel and its findings will be made available on the Commissioner's website in October 2018.

PCC's Councillor Advocate Scheme

A councillor advocate is an elected member from any council in Devon, Cornwall and the Isles of Scilly who has volunteered to help improve communication between the police, councils, and the police and crime commissioner.

The scheme is comprised of 10 component parts including face to face opportunities, written materials and access to campaigns and events. In each policing area councillors are invited to volunteer themselves as a councillor advocate. Whilst councils may choose to select an individual as a councillor advocate for the scheme using their own internal processes, the scheme is open to any councillors who wish to take part and is not restricted to those selected by councils.



67 individuals are now part of the councillor advocate scheme. The scheme aims to improve the connectivity between councillors, the police and the Commissioner and OPCC and is being explored by other PCCs across the country as best practice.

The Commissioner is currently holding her second quarterly Councillor Advocate Seminars. An event took place in August 2018 at Police Headquarters in Exeter where 26 Advocates joined the Commissioner and the OPCC team and an event is being planned for Cornwall (as a summer date was not favoured by the Advocates). The theme of the seminar (as requested by advocates) was fraud and cyber-crime and the work of the OPCC. Experts from Devon and Cornwall Police joined the Councillors to provide a briefing on fraud and cyber crime and feedback from the event has been positive.

Councillor Advocates are also playing an important role in helping the Commissioner to make informed local decisions – for example, by inviting Councillor Advocates to be part of the Small Grants Scheme Panel in July. Four advocates joined the panel which was responsible for allocating over £60k of funds to support local community projects to tackle antisocial behaviour and the Commissioner and OPCC are very grateful for their support.

A Steering Board is being set up to help guide the future development of the scheme and the office will also be re-publicising the scheme over the coming months. For further information please email councilloradvocateopcc@devonandcornwall.pnn.police.uk

Independent Sexual Violence Advocacy

The new ISVA contract with First Light which was reported at the June 2018 Panel meeting will commence on the 1st October 2018 and will complement the new SARC contract which will be operated by North Devon Health Care Trust, who currently run the Exeter SARC, from the same date.

Formal launch of new Restorative Justice Service in Devon, Cornwall and the Isles of Scilly

Along with other dignitaries, the Commissioner welcomed HRH The Princess Royal to Torquay in June to visit Make Amends and formally open the new restorative justice service for Devon, Cornwall and the Isles of Scilly.

The PCC commissioned Make Amends in October 2017 to deliver RJ services to victims of crime across the peninsula. The funding provided ensures that frontline police officers and their colleagues in other parts of the criminal justice service can support victims by giving them the

chance to meet or communicate with their offenders to explain the real impact of crime upon them. The visit by The Princess Royal was in her capacity as the Patron of the charity.

Blue Light Officers

The Commissioner's budget plan for 2018/19 included funding to support the appointment of up to 20 blue light officers. The Commissioner is delighted to report that excellent progress is being made across the peninsula to deliver blue light officers – in close collaboration with blue light partners.

In Cornwall seven new Tri Service Safety Officers have been appointed. These officers, who hold powers equivalent to a police community support officer, fire officer and ambulance service first responder will be a hugely important asset to our local communities and form an integral part of our neighbourhood service. The officers will be based out of local fire stations and will be located in the following areas St Just, Hayle, Perranporth, St Dennis, Fowey/ Polruan, Lostwithiel and Looe. The newly appointed tri service officers will commence training in November.

In Devon, the Commissioner and Devon and Cornwall Police are working with Devon and Somerset Fire and Rescue to establish an innovative new Community Responder programme – and the panel will be updated on this at its meeting in November.

CCTV

Significant progress is being made in Devon with 10-15 towns currently costing new or upgraded CCTV systems which will be capable of connecting into the network of monitoring hubs (control rooms). The Commissioner has invited town councils to apply for capital funding support, in addition to helping access funding from the business community and other partners.

In Exeter the City Council is scoping the work needed to deliver a major upgrade of the camera network and control room, and the Commissioner has indicated that she would be looking to support this much needed upgrade via a capital funding contribution.

Elsewhere, work is continuing to look at ways of connecting the major control rooms in Devon and Cornwall (Police, Local Authority and Cornwall Fire Service). The timescale for this work is 6-12 months and, when completed, this will create a fully integrated network of CCTV systems across the two counties.

August 2018 also saw the formal launch of the new CCTV system in St Ives and Wadebridge, which has been supported through the Commissioner's CCTV Investment Fund.

The Commissioner's officers are also working with Cornwall Fire to trial the use of mobile CCTV cameras which can be deployed quickly and flexibly where specific issues arise. These are often related to ASB.

PCC's Connectivity Innovation Fund

Connectivity is a key area of focus within the Police and Crime Plan. To support the delivery of the Connectivity Framework the Chief Constable and the Commissioner have agreed a framework 'Connect to Protect' setting out how the police will develop stronger links with local communities. The framework includes 10 minimum standards. A summary document setting out the framework and the standards is available on the OPCC website at

www.devonandcornwall-pcc.gov.uk . In addition, the PCC established a Connectivity Innovation Fund of up to £75,000.

The Fund provides small amounts of money to support ideas and initiatives that will help policing teams to better connect with their communities and was designed to encourage and support the many good ideas the Commissioner hears from amongst police officers and staff for reaching out to the communities they work with. Therefore applications to this fund were limited only to members of Devon and Cornwall Police.

45 bids were received from across Devon and Cornwall Police for the first round of the Fund. A panel of OPCC staff and Devon and Cornwall Police considered all submissions and agreed to support 25 applications to progress to the next stage. Unsuccessful applicants were signposted to other options for support where available.

Successful projects are currently being rolled out and include:

- The provision of electric bikes in Bodmin, Wadebridge and Bideford
- Crime prevention workshops for learning disabled people across Devon
- A student rangers project across north and west Devon
- Neighbourhood engagement in Penzance

Home Office - Early Intervention Youth Fund

The Early Intervention Fund was launched in July as part of the Government's Serious Violence Strategy. The fund invited bids from PCCs who work in partnership with CSPs or the equivalent. They can bid for funding to deliver projects which steer young people away from violent crime. The fund looks to assist projects that mainly work with people under the age of 18 but will consider projects with young adults up to the age of 25 who can be victims and perpetrators.

The aims of the Home Office fund are:

- delivering services to support and prevent young people from getting involved in crime by supporting positive activities
- delivering positive outcomes for young people, focused on addressing risk factors which are linked to serious violence
- building on, and developing, our understanding of what works in practice for tackling these risks factors
- driving improved local, multi-agency partnership working; and most crucially
- reducing the levels of serious violence and crime.

The Commissioner has been working with Community Safety Partnerships across the peninsula and is putting forward local bids.

PCCs Annual Report

The PCC's Annual Report for 2017/18 which was considered in draft by the Police and Crime Panel in June 2018 has now been published. A copy of the report is available on the OPCC website at www.devonandcornwall-pcc.gov.uk and is being distributed in hard copy to every library in Devon, Cornwall and the Isles of Scilly.

Criminal Justice and the work of the LCJB

As Chair of the Local Criminal Justice Board the Commissioner has been working closely with partners from across the peninsula to drive forward system improvements. Provided below is an update on some of the key developments that took place over the summer.

Exeter Prison 'Through the Gate Pilot'

The Panel has previously been updated regarding the Commissioner's work, with Local Criminal Justice Board colleagues, to deliver an innovative post release support service pilot at Exeter Prison as part of our work to stop the revolving door of offending. This pilot has been supported through the Police Transformation Fund funding that the Commissioner secured from the Home Office for the Pathfinder/Transforming Justice Project in 2016/17.

The OPCC have been working with partners to establish a regular pre-release coordinated event at HMP Exeter 2 weeks before offenders are due to be released. Under the scheme all of the services that a prisoner will need to make contact with upon release will be present or contactable by telephone at a preparation session two weeks prior to their release. The purpose of this is to seek to ensure that prisoners have all the services they require in place, prior to their release, including accommodation, work or an application for Universal Credit (as applicable) and any other services they may need post release – thus reducing the likelihood that they may reoffend at an early stage.

The pilot has attracted interest from around the country and Government. In October a number of representatives from the Ministry of Housing, Local Government and Communities -and Ministry of Justice are visiting HMP Exeter to witness the pilot in action.

Community sentences

In August the OPCC and Local Criminal Justice Board met with Magistrates from across the peninsula, the resident District Judge, the National Probation Service and Community Rehabilitation Company (Working Links) in a bid to understand why the number of community sentences have been declining across Devon and Cornwall. Discussions explored whether there is anything that could be done to influence this trend, or to make the community sentences a more robust and effective sentencing option. The aim is to make community sentences a more robust option and therefore reduce short term custodial sentences. We know rehabilitation in the community is far more effective and more likely to reduce offending than a custodial sentence.

Women in the Criminal Justice System

The Commissioner and the OPCC are continuing to work with partners from across the peninsula as part of the LCJB's Reducing Offending Board to develop a Peninsula Women's Strategy. The Board is seeking to provide a gender-specific whole system approach to address the specific needs of women in the criminal justice system – identifying gaps and improving service provision to reduce offending levels.

Working together we have submitted a bid to the Ministry of Justice for £234,238. The bid, if successful will provide outreach support workers to work with women in or on the cusp of the criminal justice system to address their needs and prevent future offending. Many of these women will have experienced domestic abuse (as 80% of our women in the CJS have) and live in some of our most remote geographical areas making it difficult to access current services.

Working with the Voluntary, Community and Social Enterprise Sector (VCSE)

In partnership with Safer, Stronger Consortium in Cornwall, the LCJB is developing a working agreement between the CJS and VCSE organisations operating across Devon and Cornwall. The agreement will set out a future model for working including representation at meetings, principles that govern information sharing and co-design and policy development whilst having a focus on how to get the best outcomes for the communities we serve.

Mental Health and the Criminal Justice System

The LCJB recognises the challenges faced by offenders and their families who come into contact with the CJS because of, or with, mental ill health issues. The LCJB Mental Health Partnership has developed a three stage plan based on prevention, intervention and partnership. The plan has actions crossing CJS and Health agencies and good progress is being made. Amongst some of those projects; we are working with one of the local judges on reducing the amount of time it takes to get psychiatric reports to court to inform sentencing and are helping Approved Mental Health Practitioners set up a process where they can make court applications by video, saving our rural colleagues valuable time in the community. The plan spans two years and has served to improve our joint working relationships.

On behalf of the LCJB Partnership, Livewell SW and Harbour, based in Plymouth, have been leading one of five national community sentence treatment requirement pathfinders. One of the key elements of the pathfinder is the mental health treatment requirement, which provides the Magistrates and Crown Court an additional sentencing option for people attending court with mental health issues. The pathfinder has been very successful since starting in December 2017 and has recently been awarded a Commissioners Award.

2. National developments

A number of national developments have been covered earlier in this report, such as the Home Affairs Select Committee Inquiry into Modern Slavery.

Assaults on Emergency Workers (Offences) Act 2018

In September 2018 this legislation, which started out as a Private Members Bill, received Royal Assent. The Act provides greater protection to police officers and other emergency responders by increasing sentencing for those who assault emergency workers.

Last year there were over 700 assaults on police officers and staff recorded in Devon and Cornwall. Whilst these will vary in severity, this is unacceptable. Aside from the injuries and impact this has on the victims and their family, it also places pressures on the rest of the workforce whilst their colleagues recover and spend time away from the frontline.

The Commissioner has worked with Devon and Cornwall MPs to raise awareness of this legislation and encouraged them to support the proposal since it was first introduced as a Private Members Bill and is delighted that this has now entered the statute books.

Public Accounts Committee - inquiry of the financial sustainability of police forces in England and Wales

The Public Accounts Committee is conducting an inquiry of the financial sustainability of police forces in England and Wales. This follows the publication of a report by the National Audit Office raising concerns at the Government's approach to the police funding model.

<https://www.nao.org.uk/report/financial-sustainability-of-police-forces-in-England-and-Wales-2018/>

The report concludes that the Home Office's approach to overseeing police forces means that it does not fully understand the impact on local policing.

The Commissioner has been invited to attend the Public Accounts Committee later this month to provide evidence to the inquiry.

Ministry of Justice consultation on the Future of Probation

The Ministry of Justice (MoJ) has carried out a consultation on the future of probation services entitled Strengthening probation, building confidence. This makes a number of proposals including aligning the National Probation Service and Community Rehabilitation Company areas in England.

The Commissioner has submitted a response to the consultation and has also worked with partners across the Local Criminal Justice Board to submit a shared response. In the Commissioner's response, she called for the MoJ to recognise that Police and Crime Commissioners can play a greater role in strengthening the entirety of probation and building public confidence and the confidence of the judiciary of the whole system.

The Commissioner is strongly of the view that any future structure which involves a commercial provider will need to ensure that the needs of offenders and victims are taken into consideration before those of shareholders, and that the contractual relationships are flexible enough to respond to changing local needs. There also needs to be greater transparency locally on the performance of these entities, so that statutory partnerships, such as the LCJB and Community Safety Partnerships, can adequately hold the delivery agents to account.

3. Estates

Exeter Custody and Operational Hubs

The £29.5m build project will complete at the end of 2019, with officers moving in to the building in Spring 2020. As part of the main contractor's corporate social responsibility commitment, they are working on several OPCC nominated initiatives with the local community, including working with the release of prisoners from Exeter Prison to provide them with skills and new opportunity in the construction industry.

Heavitree Road Police Station

Heavitree Road Police Station was advertised for sale on 10 September. Already there has been significant interest in the two-acre site. Early discussions with Exeter planners have indicated they believe the site suitable for high-density housing.

In order to maintain a community policing hub in the centre of Exeter a partnership with Exeter City Council will see the community policing team move into a space in the ground floor of the Civic Centre in Paris Street. Money raised from the sale of the Heavitree Road site will be invested in estates projects.

Liskeard – New Station

The old Police Station will be demolished at the end of 2018. A new Police station will be built on the existing site which is a shared campus with Fire and Ambulance services. The new station will include a partnership meeting room to promote increased collaboration with our blue light partners.

4. PCC Summer Engagement Programme for 2018/19

Between 1 April and 30 September 2018 the OPCC has attended 70 engagement events across Devon and Cornwall - this includes talks to organisations, Meet Your PCC events, and diversity events such as Pride, Respect and Blue Lights Days, district shows, armed forces days, rural road shows. This is a significant increase on last year and is reflective of the decision that by attending more and smaller events we would get more meaningful engagement with communities.

At many of these events the engagement team has been encouraging members of the public to take part in the survey into the proposed merger. Road safety has also been on an ongoing theme and over 4000 people cast their votes in a survey to discover the public's major concerns regarding road safety. The results of that survey are included in the Road Safety Strategy Paper submitted to this Panel.

Supporting Pride in Tiverton

The Commissioner was delighted to support Tiverton's first Lesbian, Bisexual, Gay, Transgender and Questioning (LBGTQ) Pride event on 18 August 2018. The event was the 140th registered LBGTQ event of its kind in the country. At the event staff from the Commissioner's office engaged with individuals about a wide range of issues including hate crime. Police and Crime Panel members wishing to know more about Hate Crime Reporting and the police response to Hate Crime can find further information on the Devon and Cornwall Police website at www.devon-cornwall.police.uk/advice/threat-assault-abuse/hate-crime/.

PCC's newsletter

In early May 2018 the decision was taken to change the format of the Commissioner's newsletter and how it is distributed. This was largely taken due to the new GDPR regulations.

From June the newsletter will not be produced every two months and will be distributed via the Force's Devon and Cornwall Link Up.

This has significant benefits both ways. It means that the newsletter will now be distributed to approaching 40,000 potential readers but also gives the OPCC the chance to promote the Link Up service which is an increasingly influential way for the police to contact the public with specific local news.

5. Personnel changes

OPCC staffing structure

The OPCC staffing structure has been amended following a review conducted by the new CEO. As a result of this the OPCC structure has changed from 5 teams to 4 teams, streamlining the management and providing a better alignment of functions. Under the new structure the

strategy, policy and planning functions are brought together with performance and scrutiny activity into a single team. The customer service functions has also been aligned with business support services, where previously this was split across two teams. There have been no redundancies and no increase in headcount.

The new OPCC management team structure is as follows:

- Strategy, Policy and Performance Manager (Lisa Vango)
- Criminal Justice, Commissioning and Partnerships Manager (Lyn Gooding)
- Communications and Engagement Manager (Patrick Phelvin)
- Business Support and Customer Services Manager (Eleanor Tanner).

Contact for further information

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Chief Executive

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Report prepared 27 September 2018

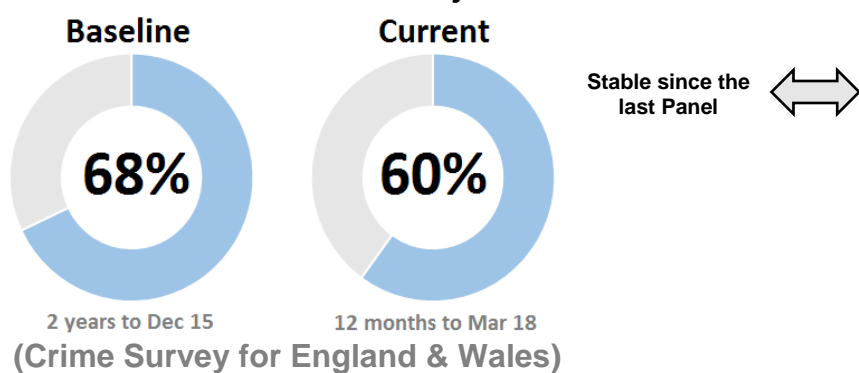
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Performance Report – October 2018



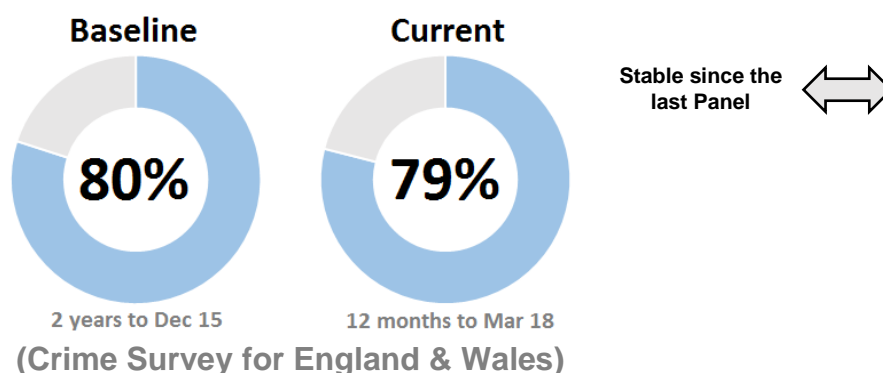
Public Confidence

% of the public that say the police do a good / excellent job



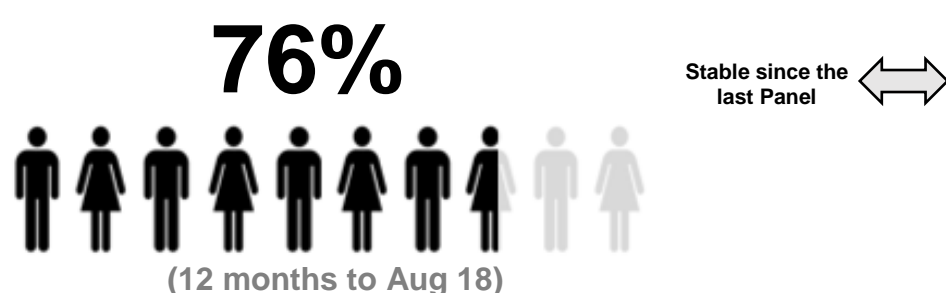
Public Confidence

% of the public that have confidence in the police



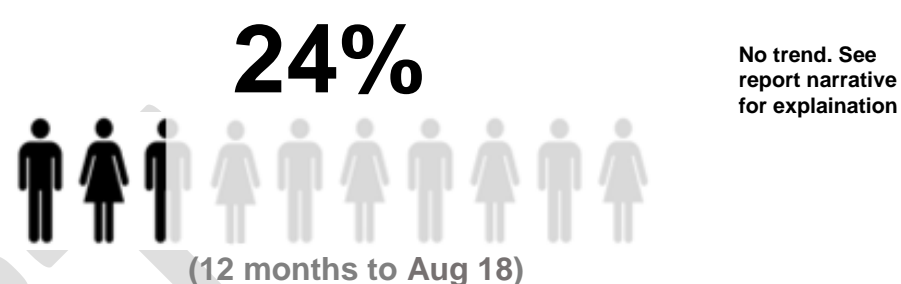
Priority Victim Satisfaction

Victim satisfaction with whole experience focused on priority victims under the Victims Code



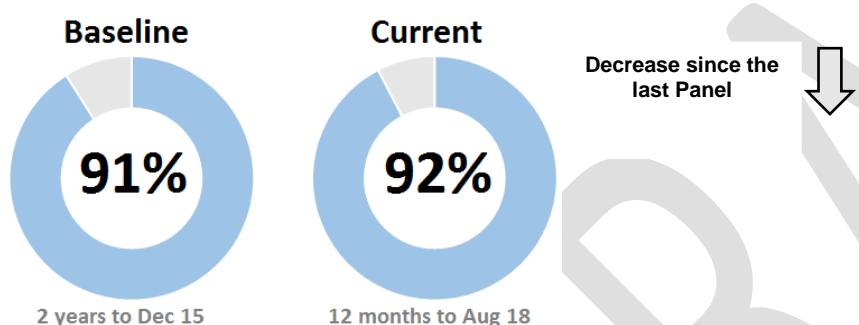
Repeat Victimization

Percentage of victims of any offence that have reported an offence in the previous 12 months

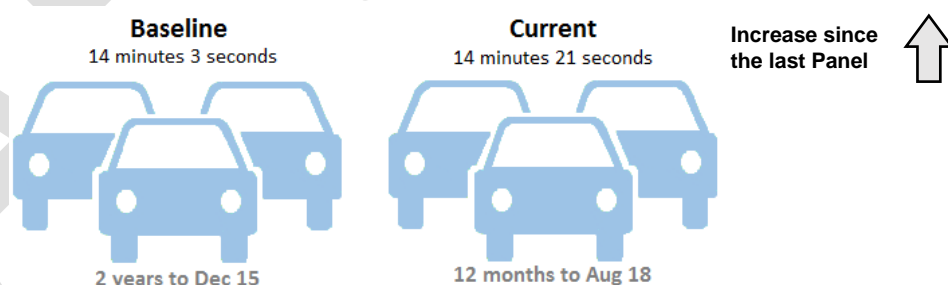


Emergency Calls (999)

Percentage of calls answered within 10 seconds

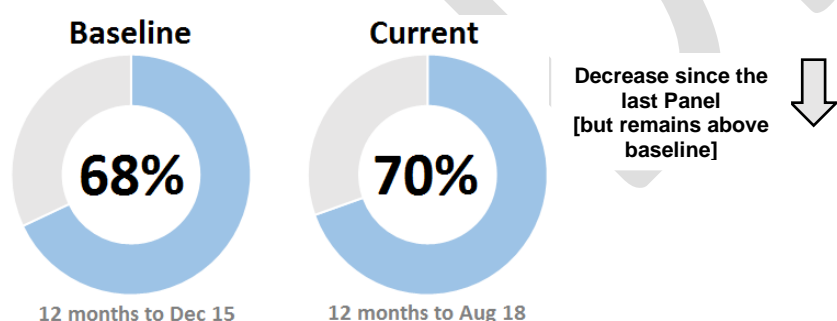


Attendance time for Immediate calls for service: Average (median) time for response



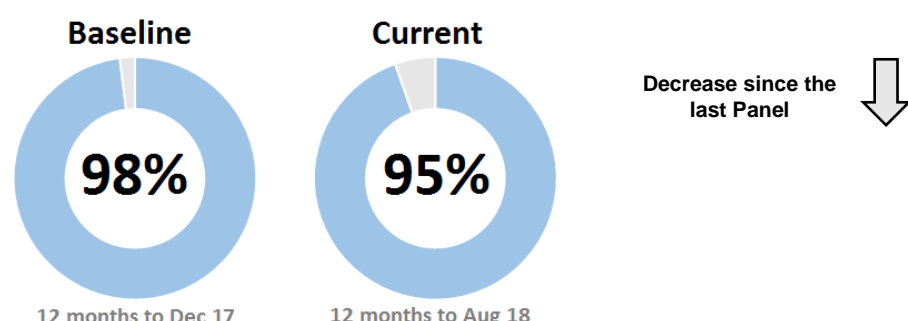
Non priority calls (101)

Percentage of calls passed to secondary contact within 10 minutes



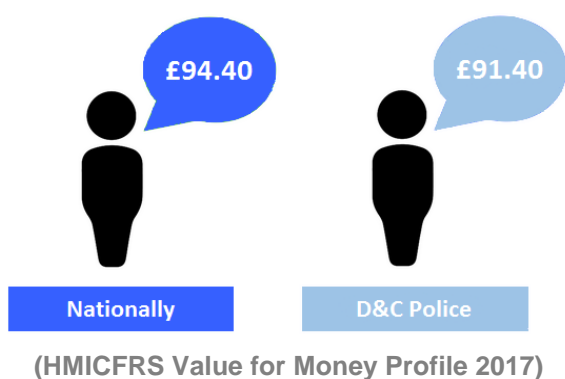
Emails (101)

Percentage of emails responded to in 24 hours



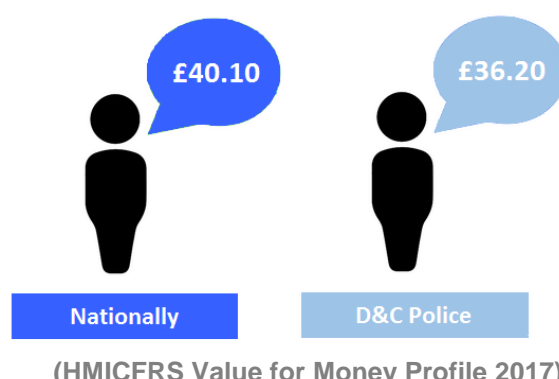
Officer Cost

Cost per Head of Population



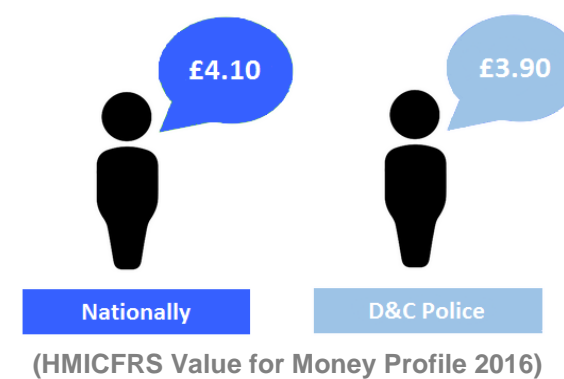
Police Staff Cost

Cost Per Head of Population



OPCC Staff Cost

Cost per Head of Population



Judgements key:

Content

Requires additional scrutiny

Of concern/ action being taken

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Police and Crime Panel

5 October 2018

Report of the Police and Crime Commissioner

OFFICE OF THE POLICE AND CRIME COMMISSIONER'S PERFORMANCE REPORT

1. Introduction

This report provides an overview for the Police and Crime Panel of the OPCC's assessment of current performance against the strategic indicators for the Police and Crime Plan 2017-2020 'Safe, resilient and connected communities'.




2. The Police and Crime Plan Strategic Indicators - context

The current reporting arrangements in place for the Police and Crime Panel are based on the strategic indicators set out in the PCC's Police and Crime Plan "Safe, Resilient and Connected Communities".

The Panel have previously indicated that they would like to see the strategic indicator information reported in a more accessible format. A proposed new format was presented at the February 2018 Panel meeting and as a result it was agreed that the new visualised infographic would be used to report on performance against the strategic measures moving forward.

The Panel provided feedback on the prototype, identifying in particular that additional narrative was required to provide context to the infographics. In response to those comments a fuller narrative has been included below for each of the measures. The purpose of this is to provide narrative to support the infographic and the necessary interpretation required to explain the OPCC's judgement.

As part of the work of the OPCC to review the performance framework for the 2018/19 performance year the Commissioner amended the categorisation of the red/amber/green as follows:

RAG	Previous judgement key	New judgment key
	Currently achieving expected attainment level	Content
	Achievement of attainment level at risk	Requires additional scrutiny
	Not achieving expected attainment level	Of concern – action being taken

These new categorisations provide a better linkage between performance management and scrutiny and better enable the Commissioner and the Panel to assess performance, identify issues of concern and understand where additional action here is required to ensure delivery of the Police and Crime Plan.

Where a matter is identified as 'requires additional scrutiny' it will be included within the PCC's Accountability and Scrutiny Plan. That scrutiny will enable the PCC to reach a judgement as to whether performance is acceptable or of concern. The findings of the scrutiny will be brought

back to the Police and Crime Panel via this report and will inform future categorisation. Where an indicator is marked as red 'of concern – action being taken' an agreed course of action will be identified and reported on regularly.

3. Performance against the Police and Crime Plan Strategic Indicators - overall

The OPCC's assessment of performance to-date against the headline strategic indicators for the performance year ended 31st August 2018 show most indicators at Green – 'Content'. This is the latest data for all indicators that are available unless stated otherwise.

Summary:

	October 2018 Panel	June 2018 Panel
Green	8	9
Amber	3	2
Red	0	0
Ungraded	0	0
	11	11

Three indicators have been graded as amber (requires additional scrutiny) in this report: Repeat victimisation, immediate response times and Public Confidence '% of the public who say the police are doing a good/excellent job'.

All three of these areas are under active scrutiny by the Commissioner – to determine what if any action is required to address this issue.

i. Public Confidence – 'Police do a good/excellent job' **AMBER**

(Based on 12 months to March 2017, released on the 19th July 2018)

This measure is based on a national dataset issued by the Office of National Statistics each quarter – covering a rolling 12 month period. The baseline data is the 2 years to December 2015 and is at 68%. At the June 2018 Panel meeting – which considered the findings for the 12 months to December 2017 - 60% of survey respondents felt that Devon and Cornwall Police were doing a good or excellent job. At that time the Commissioner held this measure at GREEN.

The latest publication which covers the 12 months to March 2018 – shows that Devon and Cornwall remains at 60%. This is against a national average of 62% and a Devon and Cornwall baseline of 68%. The Devon and Cornwall national rank has improved from 29th to 23rd. In view of the continued reduced level of confidence for another quarter the Commissioner is categorising this as AMBER. The Commissioner has already commenced additional scrutiny in this area and that will continue to determine what if any action needs to be taken.

In doing so the Commissioner is mindful of a number of factors – and will be continuing to explore all of these as part of that scrutiny activity:

- That national rankings provide limited value as the % levels separating police forces are so narrow that a 0.1% change could mean a significant rise or fall up the rankings
- That the survey period covers up to March 2018 – which is when the Chief Constable launched his new connectivity strategy and local connectivity plans commenced across the force area. The impact of the police's additional focus on connectivity should start to be increasingly visible in the survey results over the next six months and will need to be monitored closely.
- That the OPCC Public Perceptions Survey for 2017 – which was a representative survey carried out by an independent company identified that 66% of respondents felt that the police were doing a good/excellent job – which is notably higher figure than

the national survey. The Commissioner will be repeating that survey this autumn which will further inform her view on this matter.

- That the survey cohort includes people who may have had no dealings with the police over the recent past – and as such their views on police activity may not be based on actual experience of them or their family or peers.

The Commissioner will be closely monitoring the delivery of the force's Connect to Protect Framework over the next three months and will be examining closely the national survey results in October and the OPCC Public Perceptions Survey 2018 from Autumn 2018 as part of this work. In addition we want to look holistically at other sources of information which relate to people who have been in contact with the police – for example complaints data and victim satisfaction surveys to provide a broader view as part of our work to determine what if any additional action is needed.

ii. Repeat Victimisation AMBER
(12 months to August 2018)

At the June 2018 Panel meeting the Commissioner reported that repeat victimisation was at 32% and that additional scrutiny work was required to better understand this complex area, in particular with regards to what impact increased reporting of crimes like domestic violence might have and to understand the impact of crimes against business.

Since that meeting the OPCC have commenced this scrutiny. An early finding from that scrutiny work has been that the calculation of the measure adopted previously (which was at 32%) was not accurately measuring the indicator set out in the Police and Crime Plan as it counts offences not individual people or businesses.

The OPCC's view is that by focusing on individual people and organisations as victims, not offence levels, we will have a better reflection of the true impact on individuals. If the revised measure is adopted then the appropriate figure would be 24% for repeat victims - i.e. 24% of victims of crime have also reported at least one offence in the previous 12 months.

While a repeat victimisation figure of 24% is lower than our previous understanding of 32% there remains scrutiny activity that the Commissioner wishes to carry out in this area and that work has commenced. In particular the Commissioner is seeking to understand how effectively repeat victims are being served by Devon and Cornwall Police. A dip sample approach is underway for people who have been the victim of more than 5 crimes and additional analysis is being carried out with regard to business victims as well. The Commissioner will update the Panel further once that work has been completed.

iii. Attendance time for Immediate calls for service: AMBER
(Average (median) time for response – 12 months to August 2018)

The baseline figure of 14 minutes 3 seconds is taken from the 2 year average to the end of 2015. For the 12 months to August 2018 the median time to attend an immediate incident is 14 minutes and 21 seconds across the Force as a whole. In isolation this figure appears positive and is well within the current target time for emergency attendance within 20 minutes. However it was recognised that this median figure was likely to mask significant variation in terms of incidents and geography and as a result of this the Commissioner undertook to carry out a review of response times to understand current variances and performance levels and to identify what, if any action, might need to be taken.

The OPCC review of Devon and Cornwall Police's response times to immediate incidents has now been completed and the report findings have been published on the OPCC website. The report can be found at

<https://devonandcornwall.s3.amazonaws.com/Documents/Our%20information/Key%20document/Immediate%20Incidents%20Review%20Report%20June%202018%20Final.pdf>

In that review the PCC considered that the speed of response within Devon and Cornwall is generally good, with 70.2% of immediate incidents responded to within 20 minutes and 87.2% within 30 minutes – with performance levels relatively stable over the past 4 years.

However the Commissioner's review did identify that in the year to 31st March 2018 2,309 immediate incidents were attended after 50 minutes (3% of all immediate incidents). These 50 mins+ incidents occur in all sectors, including urban areas such as Plymouth City Centre, Exeter and Torbay.

The Commissioner has made a number of recommendations regarding additional action that should be taken by Devon and Cornwall Police. These include the carrying out of a detailed examination of the immediate incidents that have taken over 50 minutes to attend in 2017/18, in particular to understand the frequency of occurrence and common factors, the demographic of callers waiting in excess of 50 minutes and what steps might be taken to reduce response times that exceed 50 minutes. Our judgement for this area remains as Amber while we await this additional information.

The OPCC will report publicly on a six month basis on performance in responding to immediate incidents within 30 minutes and 50+ minutes for the 27 police sectors in Devon, Cornwall and the Isles of Scilly starting from October. The performance report presented at December's Panel meeting will look to incorporate this data for the Force as a whole.

4. Commentary on GREEN strategic indicators

Public Confidence – Overall confidence GREEN

(Based on 12 months to March 2018, released on 19th July 2018)

At June's Panel meeting, which covered the 12 months to December 2017, 79% of survey respondents had confidence in Devon and Cornwall Police when 'taking everything into account'. The latest publication which covers the 12 months to March 2018, shows that this figure remains at 79% and slightly above the national average of 78%.

Devon & Cornwall Police's latest public confidence rate is lower than it was in March 2017 (84.7%) but has remained stable at 79% for the last three releases (June, September and December 2017). During this time the force's national position has ranged from 9th to 18th – which reinforces the point that ranking comparisons have limited value given the impact that small variances can have. The latest publication continues to demonstrate this - our national position for this measure has improved again despite a constant performance level – moving from 18th to 14th.

Given that overall public confidence in Devon and Cornwall Police remains high at 79% and closely aligns with the set baseline of 80%, the OPCC judgement continues to be Green for this measure.

Priority Victim Satisfaction GREEN

(September 2017 to August 2018)

The latest available survey data from Devon and Cornwall Police's Performance and Analysis Department indicates that 76% of priority victims are satisfied with their overall experience with the police. Performance against this measure remains stable from the June 2018 Panel meeting. This represents an increase in victim satisfaction compared against the baseline figure of 73% (which was taken from a 12 month average to the end of 2016). This is a positive trend that the OPCC expects to continue, or at least be maintained.

Emergency Call (999) GREEN

(12 months to August 2018)

Based on the latest available data, 92% of 999 calls are answered within 10 seconds. Although performance continues to exceed the baseline figure of 91% there has been a slight decrease in attainment since this figure was reported at the June 2018 Panel, where 95% of 999 calls were answered within 10 seconds. The latest iteration of this release is likely to reflect the increase in 999 demand during June, July and August compared to the equivalent period a year earlier. Between June and August 2017 56,824 999 calls were answered compared with 62,655 999 calls this year – which equates to a 10% increase in 999 demand and 5,831 more calls answered by call handlers. Given the increase in recent demand the latest performance figure is encouraging and the OPCC judgement remains Green.

Non Priority Calls (101) GREEN

(12 months to April 2018)

Based on the latest available data, 70% of 101 non-priority calls are passed to someone who can help with an enquiry within 10 minutes and there has been a decrease in performance since this figure was reported at June's Panel meeting (75% of 101 non-priority calls are passed to someone who can help with the enquiry within 10 minutes). Despite this, performance continues to exceed the baseline figure of 68% and for this reason and given the fact that the Force have continued focus in this area to maintain and improve performance, the OPCC's judgement remains as Green.

The increase in 999 call demand during the summer months is likely to have had an impact on the proportion of secondary contact 101 calls being answered within 10 minutes. Although the OPCC would like to see previous performance levels maintained, we are reassured that 999 immediate calls for service that pose the highest risk are being prioritised by Devon and Cornwall Police. In addition, nearly half of all 101 calls received are dealt with at the first point of contact without the need for members of the public to be transferred and wait additional time for their enquiry to be dealt with.

The force has had significant investments in technology, such as improvements to IT systems, as well as the use of demand management software to better match resources to demand. From the 10th September Devon and Cornwall Police's new webchat went live. These activities are expected to reduce 101 call handler demand and to bring about more efficient use of resources in the Contact Management and Communications Unit.

As part of the OPCC and Force Performance Framework 101 performance is monitored on a monthly basis at their joint PCC/Chief Constable to inform regular discussions with Devon and Cornwall Police and address what action can be taken to drive improvement. It is hoped that 101 performance will begin to improve again once demand levels begin to settle following the extra busy summer period this year. As discussed with the Panel previously, the OPCC with the Commissioner and Devon and Cornwall Police will work together to develop future performance standards in this area.

Emails (101) GREEN

(12 months to August 2018)

95% of 101 emails are responded to within 24 hours which is a slight decrease when the figure of 98% was reported in June 2018 covering the 12 months to March 2018. Despite the reported decrease these figures are particularly encouraging and show a significant improvement in performance since the initial roll-out of contacting 101 by email. The traffic through to 101 email has also increased significantly – with approximately 15,000 extra emails in the year to August 2018 compared to the baseline year.

The OPCC continue to judge this as Green. The use of email as a way of contacting the police in a non-emergency situation is proving to be an effective and timely service and will be further promoted by the Commissioner and force over the coming months as a contact method. A

new baseline of 98% has been set, measured from the first 12 months of operation that accurate data was available for. (12 months to December 2017).

Value for Money – Officer Cost 2017 GREEN

The baseline of £94.40 per head of population is based on the national average and has been taken from the HMICFRS Value for Money Profile 2017, which was published in November 2017. For the same period, the officer cost per head of population in Devon and Cornwall is £91.40. In monetary terms the officer cost per head of population is £3.00 less per head of population compared with the national average.

Value for Money – Police Staff Cost 2017 GREEN

The baseline of £40.10 per head of population is based on the national average and has been taken from the HMICFRS Value for Money Profile 2017, which was published in November 2017. For the same period, the Police staff cost per head of population in Devon and Cornwall is £36.20. In monetary terms the Police staff cost per head of population is £3.90 less per head of population compared with the national average.

Value for Money – OPCC Staff Cost 2017 GREEN

The baseline of £4.10 per head of population is based on the national average and has been taken from the HMICFRS Value for Money Profile 2016, which was published in November 2016. For the same period, the OPCC staff cost per head of population in Devon and Cornwall is £3.90. In monetary terms the OPCC staff cost per head of population is 20p less per head of population compared with the national average. The most recent HMICFRS Value for Money Profile is not used as national OPCC staff costs are not included within the profile.

4. Her Majesty's Inspectorate of Constabulary, Fire and Rescue Services (HMICFRS)

In July 2018 HMICFRS published its national report of its recent inspection into hate crime. The inspection focused on the following areas:

- how forces raise awareness of hate crime in their communities;
- initial call handling;
- crime and incident recording, including the use of hate crime and online flags;
- how forces use problem profiles to help identify trends and patterns of offending and victimisation;
- the risk assessments that forces carry out to determine the response and ongoing support to the victim, and the risk management that follows; and
- the police response to reports of hate crime; and the system for referrals to victim support services.

The report which is available on the HMICFRS website made a number of recommendations nationally for all Chief Constables. The Commissioner is currently seeking views from the Chief Constable regarding the response of Devon and Cornwall Police and will update the Panel in due course. The report can be accessed via the following link:

<https://www.justiceinspectorates.gov.uk/hmicfrs/publications/understanding-the-difference-the-initial-police-response-to-hate-crime/>

5. New performance information section of OPCC website

A broader set of performance information is being finalised for regular publication on the OPCC website to aid our transparency. This will include information on a range of key areas which will include citizens in policing, restorative justice, victims and 101. The OPCC CEO does not wish to make changes to the formal measures for the Panel during the 2018/19 reporting year but will be seeking a discussion with the Police and Crime Panel members

before the start of the next financial year regarding what, if any, additional performance information should be included in this report for the coming financial year.

Contact for further information

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Report prepared 24 September 2018

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Police and Crime Panel

5th October 2018

Report of the Chief Executive of the Office of Police and Crime Commissioner

COMPLAINTS AGAINST THE POLICE AND CRIME COMMISSIONER RECEIVED UNDER THE POLICE REFORM AND SOCIAL RESPONSIBILITY ACT

1. The number of complaints received and handled since the PCC's election on 12th May 2016 are shown at Table 1. This paper covers the period up to 19th September 2018.
2. Three formal complaints against the Police and Crime Commissioner were received in the last period (22nd May-19th September 2018).
3. A scoping exercise was undertaken by the Chief Executive for the first two complaints and recommendations were sent to the Chair of the Police and Crime Panel for handling the complaints, which were accepted. The complainants were both written to and both complaints are now finalised.
4. The third complaint was submitted anonymously and was in relation to the recent engagement survey on the possible merger with Dorset Police. Within the Independent Police Complaints Commission guidance for Police and Crime Panels under point 6.3.4, it states that a complaint can be disappplied if:

'The complaint discloses neither the name and address of the complainant nor that of any other interested person and it is not reasonably practicable to ascertain such a name or address'

5. A recommendation was sent to the Chair of the Police and Crime Panel to disapply the complaint, which was accepted.

Complaints Reform

6. In June 2018, the Police and Crime Panel were informed of the intention to put on hold the proposed pilot with Dorset OPCC for a new process for handling police complaints. The pilot related to the potential for PCCs to take a more active role in complaints under the Policing and Crime Act 2017.
7. The pilot was due to commence in March 2018 but was paused because of delays in implementing the required provisions of the Policing and Crime Act 2017.



8. The proposed date for a statutory instrument to enact the new requirements remains Spring 2019 and planning roadshows are taking place nationally this autumn. A further update will be brought to the panel regarding the overall timetable and our plans once these have taken place.

Table 1

Dates	Complaints received	Number of Complaint recorded	Number of Complaints unrecorded	Total	Complaints forwarded to IPCC by the OPCC
12 th May – 15 th June 2016	0	0	0	0	0
16 th June– 26 th September 2016	0	0	0	0	0
27 th September -23 rd November 2016	1	1	0	1	0
24 th November 2016 – 23 rd January 2017	0	0	0	0	0
24 th January -31 st May 2017	1	1	0	1	0
1 st June-19 th September 2017	3	3	0	3	0
20 th September – 3 rd November 2017	0	0	0	0	0
4 th November 2018 – 16 th January 2018	1	1	0	1	0
17 th January – 21 st May 2018	1	1	0	1	0
22 nd May-19 th September 2018	3	3	0	3	0
Grand total				10	0

Fran Hughes

Chief Executive

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Report updated: 19th September 2018

Devon and Cornwall Police and Crime Panel

Work Programme 2017-2018

Please note that the work programme is a 'live' document and subject to change at short notice.

Date of Meeting	Agenda item	Purpose of the agenda item	Reason for consideration
5 October 2018	Police and Crime Commissioners Performance Report		Standing Item
	Police and Crime Commissioners Road Safety Strategy		
	Police and Crime Commissioners Update		Standing Item
	Exploration of Potential Merger with Dorset Police		
	Non-Criminal Complaints against the Police and Crime Commissioner		Standing Item
16 November 2018	Police and Crime Commissioners Performance Report		Standing Item
	Police and Crime Commissioners Update		Standing Item
	Non-Criminal Complaints against the Police and Crime Commissioner		Standing Item
	Police and Crime Commissioners Road Safety Strategy		Standing Item

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