

# Y Pwyllgor Cymunedau, Cydraddoldeb a Llywodraeth Leol

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Meeting Venue:  
**Ystafell Bwyllgora 3 – Y Senedd**

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Meeting date:  
**Dydd Mercher, 5 Hydref 2011**

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Meeting time:  
**09:30**

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Cynulliad  
Cenedlaethol  
Cymru

National  
Assembly for  
Wales



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## Agenda

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### 1. Cyflwyniad ac Ymddiheuriadau

### 2. Penderfyniad i sefydlu grŵp gorchwyl a gorffen i ystyried y rhagolygon ar gyfer dyfodol y cyfryngau yng Nghymru

### 3. Ymchwiliad i ddiogelwch cymunedol yng Nghymru (Tudalennau 1 – 70)

**Cymdeithas Prif Swyddogion yr Heddlu, Awdurdodau Heddlu Cymru, a Ffederasiwn yr Heddlu (09.30 – 10.30)**

CELG(4)-04-11 (p1)

CELG(4)-04-11 (p2)

CELG(4)-04-11 (p3)

- Ian Arundale QPM, Prif Gwnstabl Heddlu Dyfed Powys, Cymdeithas Prif Swyddogion Heddlu Cymru
- y Cynghorydd Russell Roberts, Cadeirydd Awdurdodau Heddlu Cymru
- Gary Bohun, Cadeirydd Ffederasiwn Heddlu De Cymru

### Egwyl (10.30 – 10.40)

**Cymdeithas Llywodraeth Leol Cymru a Chymdeithas Swyddogion Diogelwch Cymunedol Cymru (10.40 – 11.10)**

CELG(4)-04-11 (p4)

- Naomi Alleyne, Cyfarwyddwr Cydraddoldeb a Chyfiawnder Cymdeithasol, CLILC

- Helena Hunt, Swyddog Diogelwch Cymunedol, Cyngor Bwrdeisdref Sirol Blaenau Gwent

**Rhwydwaith Sector Gwirfoddol Cyfiawnder Cymunedol Cymru** (sesiwn dystiolaeth wedi'i chanslo)

CELG(4)-04-11 (p5) - ni dderbyniwyd papur

**Undeb y GMB ac UNSAIN** (11.10 - 11.40)

CELG(4)-04-11 (p6)

CELG(4)-04-11 (p7)

- Jamie Marden, Swyddog Trefnu, Undeb y GMB
- Gwylan Brinkworth, Heddlu De Cymru

**4. Cynnig o dan Reol Sefydlog 17.42 i benderfynu gwahardd y cyhoedd o weddill y cyfarfod** (Tudalennau 71 - 79)

**5. Cytuno ar ymchwiliad y Pwyllgor i'r dyfodol**

**6. Gwybodaeth am y gyllideb**

**7. Papurau i'w nodi** (Tudalennau 80 - 81)

Gohebiaeth gan Gadeirydd y Pwyllgor Cyllid - Craffu ar gynigion cyllideb ddrafft Llywodraeth Cymru ar gyfer 2012-13

CELG(4)-04-11 (p8)

## Communities, Equality and Local Government Committee

CELG(4)-04-11 : Paper 1

### Inquiry into Community Safety in Wales – Association of Chief Police Officers

Dear Chair,

On behalf of ACPO Cymru, I am grateful for this opportunity to provide evidence to the Committee from a chief police officer perspective.

This paper reflects the views of the four Chief Constables in Wales and has been structured in line with the terms of reference for the Inquiry :

*To consider the impact of public spending cuts on the Welsh police forces, specifically:*

- 1. · the impact of the public spending cuts on frontline policing;*
- 2. · details about the Welsh police forces' reform programme designed to improve efficiency and reduce costs; and*
- 3. · the implications for local communities and community safety policy in Wales.*

#### 1. **The impact of the public spending cuts on frontline policing;**

We are aware that the Police Authorities of Wales (PAW) in their written evidence to the Committee has covered the financial implications of the CSR and the impact on staffing in some detail. Rather than duplicate what PAW has submitted, in this section we have provided our view on the impact of the spending cuts.

Prior to doing so, it is important to set out a definition of 'front line policing' as there are a number of differing interpretations.

Earlier this year, Her Majesty's Inspector of Constabulary (HMIC) set out to produce a definition of 'front line' policing. In doing so HMIC looked at police roles and concluded that '*The police front line comprised those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law.*<sup>1</sup> We concur with this definition of 'front line'

This definition is wider than the common perception of 'front line' based on visibility or a uniformed presence on the street. Whilst visibility is an important element of policing, it cannot, by itself, protect the public from all the threats they face. For example, the variety of specialist officers required to

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<sup>1</sup> HMIC 2011, 'Demanding Times: The Front Line and Police Visibility'. [www.hmic.gov.uk](http://www.hmic.gov.uk)

deal with crimes ranging from child protection issues to murder and terrorism illustrate the range of roles that are needed to protect the public. HMIC also highlighted that the police front line can be found in many different places: on the high street on patrol, dealing with crime in people’s homes, or on the internet to prevent abuse of children and terrorism. It is also the case that more demanding environments tend to require a greater proportion of specialists in a workforce many of whom are also public facing. To illustrate this point, HMIC produced a matrix of police roles which is shown at Appendix A. It highlights the connectivity between roles which are public facing and visible and roles which on first sight might be considered ‘non frontline’ but which on closer inspection can be seen to be providing a service which keep people safe.

The PAW paper refers to a section in the HMIC report that found that 68% of the workforce could be defined as frontline. However, this figure needs to be treated with some caution in that it implies that 32% of the workforce is potentially ‘back office’ and could be reduced. In reality, as Appendix A shows, a large number of posts in ‘process support’ are directly linked to operational policing and provide critical functions essential to the safety and security of the public. The actual number of posts considered ‘back office’ is relatively small and nearly entirely made up of police staff. As can be seen from the functions, they reflect those in most large organisations. The risk of cutting too many police staff posts is that the functions would then have to be undertaken by police officers, a position which would take the police service to where it was in the 1970’s and earlier.

The 2010 Comprehensive Spending Review announced a significant reduction in public spending with central government support through grants for all levels of policing being reduced by 20% in real terms and 12% in cash terms over the four year period. The reductions were not evenly spread over the 4 years as the greatest savings are required to be found in the first two years as the below table shows.

	11/12	12/13	13/14	14/15
% <b>Real terms</b> cuts per annum	6%	8%	4%	4%
Cumulative cuts	6%	13%	17%	20%

	11/12	12/13	13/14	14/15
% <b>Cash cuts</b> per annum	4%	6%	2%	1%
Cumulative cuts	4%	9%	11%	12%

As the required savings were ‘front loaded’ it meant that forces have had to take immediate action in order to meet their reduced budget and this has involved making difficult choices as 80% of a budget is spent in one form or another on personnel. Whilst Chief Constables have made every effort to minimise the number of staff losses, the four Welsh forces will see numbers of police officers and police staff fall over the CSR period by 1,699 people:

Dyfed Powys Police will reduce by 92 police officer and 165 police staff posts.

Gwent Police will reduce by 207 police officer posts and 196 police staff posts

North Wales Police will reduce by 150 police officer posts and 104 police staff posts

South Wales Police will reduce by 256 police officer posts and 529 police staff posts

As an indicator of the enormity of the challenge, the reductions of police officers across Wales over the four year period is the near equivalent of losing one entire police force.

It should also be emphasized that the above figures are based on budget projections over the CSR period. The projections include an estimate of the council tax precept that forces will receive. Should a lower precept be awarded by a Police Authority (or PCC) then the shortfall could result in greater numbers of staff having to leave to make up the shortfall. For example a 1% reduction in council precept would require a further £500k of savings for North Wales Police and £750K for South Wales Police.

2. **Details about the Welsh police forces' reform programme designed to improve efficiency and reduce costs;**

The four forces are independent organisations and have developed to meet the differing socio economic and geographic make ups of the communities and areas they police. Their financial baselines are different and as a result each force has faced differing challenges in responding to the budget reductions. However, the four forces have responded to the challenge with the common objective of meeting community needs and from the perspective of the public.

This section briefly summarises the approach taken by each force. We would wish to highlight that forces in Wales were already initiating reform programmes prior to the 2010 CSR and in consequence were already putting in place transformational change which they have been able to build on following the 2010 CSR:

**Dyfed Powys Police**

In direct response to the CSR in 2010, Dyfed-Powys Police set up the 'Operation Sage' change programme. This formalised existing work that the force had started in 2009 to identify savings and streamline the organisation.

The aim of 'Operation Sage' is two-fold – to meet the financial cost reduction plan of £11 million, whilst delivering a high performance sustainable police service.

The programme itself has been split into 4 key areas:-

1. Non pay expenditure
  - a. Travel
  - b. Seminars, conferences and training
2. Human Resources initiatives
  - a. Voluntary early retirement
  - b. Voluntary redundancy
  - c. Changes to staff terms and conditions
3. Major functional reviews
  - a. Operational structure
  - b. Contact management
  - c. Criminal justice
4. Collaboration
  - a. Police
  - b. Local Authority

The force has developed a clear vision for policing over the next 4 years which prioritises service delivery to the public (especially neighbourhood policing), and safeguarding them from harm by protecting front line roles as much as possible.

Significant progress has been made to date with approximately £5 million already having been delivered, and the remaining money identified and scheduled to be delivered by the end of the current CSR period.

#### Gwent Police

The ‘Staying Ahead’ programme was instigated by Gwent Police in 2008 with the objective of creating an organisation which was more sustainable, flexible, leaner and more fit for purpose. It was created with inherent potential for achieving further efficiencies.

The Staying Ahead programme has proven to be an effective framework for managing strategic change and has now been extended for a further four years to manage the consequences of Government austerity measures. Staying Ahead Phase 6 has now been established and the 4 year Programme will achieve the required savings of £14.3m. The programme has already delivered significant improvements in operational performance and provided better value for money. For example, Staying Ahead, Phases 1-5, have generated cumulative efficiency savings of £18.3m (£15.1m realised) and engineered a substantial downward shift in the force’s recurring cost base

As a consequence of the CSR, over the next four years, Gwent Police will need to reduce revenue spending by a further £24.17m (18.6%) within the funding available. The Continuous Improvement approach will enable this through its focus on improving quality of service to the public, reducing waste (and therefore cost) and changes to the culture of the organisation to empower frontline workers.

#### North Wales Police

In anticipation of the significant financial challenges facing the police service, in September 2009 North Wales Police initiated a systematic review of business within the organisation, which recognised the requirement to protect the public within the budget available and also identified the changes that would have to be made to achieve this.

This led to the creation of Project 2011+ to facilitate the process of review. Consultation took place with key stakeholders and local public to help shape the content of the reviews. A number of reviews have been or are currently commissioned as part of Project 2011+ to identify savings including: response, neighbourhood policing, investigation, control room, non operational, structure and management and a review of custody provision.

This led on the 4<sup>th</sup> of May 2011 to the introduction of a model of policing based on function as opposed to one based previously on BCU's. Under this new structure and to better deliver service to local communities, neighbourhood policing teams and PCSO's now report to six county chief inspectors. These chief inspectors are aligned to local authority areas and have created specific community engagement strategies for each of their areas. They are currently supported by a central community safety team headed by a superintendent and include the school liaison officer function.

Outside the reviews conducted by Project 2011+ a series of other reviews have also been or are currently being undertaken and include; IT, estates, fleet, contracts, as well as the identification of potential savings via collaboration.

At present it is estimated that a budget reduction of £17 mill. may be achieved by 2014/2015, which although in excess of the CSR savings required, allows for limited changes in planning assumptions that currently include a 4% increase in council precept per year. North Wales Police is one of seventeen forces throughout England and Wales to be in the position of planned budget reductions exceeding savings. This is considered a prudent position as a reduction of 1% in council precept would require approximately a further £500k of savings to be achieved.

The HMIC review 'Valuing the Police Preparedness Inspection' provided a strong endorsement of the approach identifying 'clear and justified timescales and milestones, supported by good analysis with clear governance structures in place to oversee progress.'

### South Wales Police

The South Wales Police Reform programme was instigated in January 2010 and was not predicated on the need to achieve financial savings. Its objective was to transform the force and design it from the perspective of the public so as to meet communities' needs, in line with the force vision which is to be 'the best at understanding and responding to our communities needs'.

The ethos of the Reform programme has been to protect the frontline, and maintain performance. It is with this in mind that the force has developed a comprehensive resource modelling tool. It is through the use of this resource

modelling tool, that Chief Officers will make decisions around police officer reductions and where these reductions can come from.

There are three phases to the Reform programme; with phase 1 focusing on areas such as Call Management, Public Protection, Communities & Partnerships, Admin Support Units, Analysts, Disclosure, and the Force Business Centre. To date the Force has realised a saving of £17,208,078; as a result of the work being undertaken through phase 1 and the Value for Money Plan.

### Collaboration

The Chief Constables would also wish to highlight the collaborative work which has been ongoing between the forces since 2006 and which is summarised in some detail in the PAW written evidence.

Collaborative work has the objective of improving interoperability between the forces as well as efficiency and effectiveness within forces and cash savings where possible. In addition, the Welsh forces are involved in collaboration initiatives with police forces at an England and Wales level and with public sector partners within Wales.

The Chief Constables are particularly grateful for the collaboration projects being undertaken with the Welsh Government:

- (i) Operation Tarian has enabled an effective partnership response that is disrupting and tackling crime groups intent on gaining a foothold in our communities. The threat from crime groups is very real and ongoing. For example, there is a worrying trend around the increasing availability of heroin in southern Wales. This can be seen from seizures of heroin, up from 198 grams in 2006/7 to 17.5 kilos in 2010. The Drugs Intervention Programme (DIP) has also identified that 1 in 3 people arrested for trigger offences in the South Wales Police area tested positive for heroin. This is a much higher level than the national average and South Wales in particular at 71% of those tested for trigger offences has significantly higher percentages of positive drug tests for heroin than some of the large metropolitan areas of England e.g. West Midlands (38%) and Greater Manchester (46%). In North Wales, the main threat is from organised crime groups linked to the North West of England. To combat this threat North Wales Police are a member of Titan which is made up of police forces and agencies in the North West region. This link also provides the force with broader operational and collaborative opportunities which also brings benefits to the other Welsh forces
- (ii) The 'Go Safe' partnership has contributed to Welsh roads being amongst the safest in Europe but despite this fact, the numbers of casualties on our roads are still too high and it must not be forgotten that every casualty has an impact and cost on many other services in the public sector. Restructuring, the alignment of speed thresholds and the ability to divert offenders to speed awareness courses have all



enhanced the partnerships ability to deliver levels of enforcement in a more efficient way and at less cost.

- (iii) The All Wales Schools Liaison Core Programme is an extremely effective initiative. By investing resources in young people we are safeguarding our future and building a more civil society. It would be tempting in a world of severe financial constraint to curtail this type of activity but to do so would risk losing the significant investment which is currently being made for our future. Match funding has been agreed for the financial year 2011-12 and we are grateful for this continued support. At a time of financial austerity we recognise the need to deliver services as cost effectively as possible and we are currently looking at options that would enable us to provide this programme more efficiently.
- (iv) The support provided by the Welsh Assembly Government to the Joint Emergency Services Group (JESG) is resulting in significant benefits from increased collaboration across the blue light services.
- (v) The decision to provide three Strategic Co-ordinating Centres across Wales which will enable an effective response to incidents requiring multi agency intervention.
- (vi) The decision of the Welsh Government to fund 500 PCSO's is a measure which is welcomed by the four Chief constables. At a time when forces have had to reduce staff, the additional 500 PCSO's will strengthen the 'front line' through the very visible and reassuring presence PCSO's bring to communities.

#### Criminal Justice

Greater collaboration and joined up working across the criminal justice sector will not only benefit communities but will also promote greater efficiency between agencies thereby reducing cost. To this end, an all Wales Criminal Justice Board was created earlier this year under the chair of Chief Constable Mark Polin, North Wales Police. As well as providing overarching leadership and governance to the Criminal Justice Service in Wales it also provide a single national Criminal Justice Service agency based forum, for the exchange of information and intelligence about high level strategic developments across the public sector, as they relate to Community Safety and Criminal Justice.

### 3. **The implications for local communities and community safety policy in Wales.**

The four forces aim to protect the front line as far as is possible. However, in meeting this objective the four Chief Constables have been faced with difficult choices which will result in communities seeing some changes to existing services.

For example, some forces, particularly South Wales Police, have a legacy of many large police stations, some of which are in a poor state of repair and situated in locations based on the needs of earlier less mobile generations. Modern technology enables the public to contact the police via a range of mediums and footfall at police stations has been decreasing for several years. Faced with the choice of ‘people or places’, the Chief Constable would prefer to retain trained staff but this will result in the closure of some stations and relocation of the police presence in the community to appropriate public access points.

As far as is possible, all Chief Constables are committed to safeguarding neighbourhood policing and to maximizing the numbers of front line staff.

We would also wish to highlight that policing does not operate in isolation and the importance of partnership working to community safety. The safety and security of communities requires effective collaboration and partnership working involving police, the communities themselves and the private, public and third sectors. We are concerned that as the cuts impact across the public sector it may lead organizations to focus on what are perceived as ‘core’ responsibilities and that support for community safety projects would be lost. It must not be forgotten that preventative measures, notably in relation to alcohol and drug misuse, as well as educational initiatives, address both cause and effect and result in sustainable solutions which have long term benefits.

In recent years Community Safety Partnerships have been supported by grants from central government which will be significantly cut over the CSR period. (The extent of the cuts is covered in the PAW paper). The four forces and community safety partnerships have been at the forefront of reducing crime and disorder in recent years and this has resulted in fewer victims. We strongly advocate the need to continue to invest in Community Safety Partnerships to enable the long term trend of falling crime to continue.

The Chief Constables whilst strong advocates of partnership working also recognise that the current system of partnership working is unsustainable due to the following reasons: -

- The reductions in funds for public services mean that there will have to be an agreed focus / reduction of priorities, underpinned by fewer meetings and in some areas, less funding to support partnership employees.
- Some grants enabling local authorities to provide functions to support certain partnerships have been reduced.
- Radical reductions in funding available to statutory partners, e.g. the Police and the Health Board impacts on their capacity to support the current volume of partnerships at local level.
- There is a high degree of duplication in the content, delivery and production of statutory plans.
- The performance of the current partnership structure has been challenged in terms of delivering change and agreed outcomes.

As a result they are working with partners with the aim of streamlining structures. For example, in North Wales the Chief Constable is working with partners with the aim of reducing the present partnership structure (using a

50% reduction of partnership bodies as a guide) and by doing so achieving efficiencies, reducing complexity and improving outcomes for the citizen. In South Wales, Safer South Wales a Multi Sector Leadership Group which works with Community Safety Partnerships and other key agencies to provide strategic context and coordination is in place with the aim of making communities safer and reducing the fear of crime.

Thank you again for the opportunity to provide evidence to the Committee, I would be happy to expand on any of these issues should your require.

## Appendix A

PUBLIC FACING			SUPPORTING PROCESSES	
Visible	Specialist	Middle Office		Back Office
		Process Management	Process Support	
Response Neighbourhood Community Safety/relations Probationers (Student Officers) Traffic Dogs Firearms (tactical) Mounted	Air Firearms (specialist) Marine / Underwater Surveillance Unit Ports / Special Branch / Protection / Immigration / Nationality Child / Sex/ Domestic /Missing Persons Fingerprints / Photographic Scenes of Crime Technical Support Unit (80%)* Asset Confiscation (80%)* Burglary (80%)* CID (70%)* CID – Specialist Crime Unit (70%)* Drugs (80%)* Fraud (80%)* Hate Crime (80%)* Vehicle Crime (60%)* Intelligence (40%)* Vice (70%)*	Custody Enquiry/Station Counters Coroners Officers Operational Planning Local Commanders Chief Police Officers HOLMES (murder) Unit (30%)* Control Room/Call Handling (60%)* Crime & Incident Management (60%)* Professional Standards Unit (50%)* Criminal Justice (30%)*	Intelligence (60%)* Control Room/Call Handling (40%)* Criminal Justice (70%)* Criminal Records Office CID (30%)* CID Specialist Crime Unit (30%)* Vehicle Crime (40%)* HOLMES (murder) Unit (70%) Hate Crime (20%) Fraud (20%) Burglary (20%) Asset Confiscation (20%) Technical Support Unit (20%) Professional Standards Unit (50%) Crime & Incident Management (40%) Drugs (20%) Vice (30%)	IT/Audio/Comms Corp Development Finance Personnel/HR Press and PR Property Staff Associations Buildings Drivers Staff Officers Catering Stores Supplies Training Other Admin/Clerical Vehicle Workshop/Fleet Occ Health / Welfare

HMIC (2011) *Demanding Times*

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### Note:

Where roles cut across more than one category, the percentage split is shown. These weightings (indicated by a \* in the table) are based on a pragmatic approach using professional judgment; they are meant to represent the national picture, and may therefore vary from force to force.

The **visible** category includes those roles that involve an officer or PCSO undertaking work that is likely to be seen by the public: for instance, patrolling or responding to 999 calls.

The **specialists** category comprises those roles that may involve direct contact with the public, but whose work is not in general visible to the public. Many officers in this category – such as those working in Criminal Investigation Departments (CID) – will not wear uniforms, and some roles (for instance, collecting forensic evidence) may be carried out by staff rather than officers.

The **middle office** is where operational and support functions overlap in carrying out police-specific processes. Its work comprises: *Process management* – these roles involve decision-making and tasking work; and *Process support* – these roles involve processing information in support of police decision-making.

The **back office**, which comprises those roles that are necessary to the running of organisations as large as a police force, such as finance, information technology and human resources.

# Communities, Equality and Local Government Committee

CELG(4)-04-11 : Paper 2

## Inquiry into Community Safety in Wales – Police Authorities Wales

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## **Police Authorities of Wales Evidence to the Communities, Equality & Local Government Committee**

**Evidence was requested on the following:**

- **Impact of the public spending on frontline policing**
- **Details of the Welsh police collaboration programme designed to improve efficiency and reduce costs**
- **Implications for local communities and community safety policy in Wales**

### **1. Executive Summary**

- 1.1 The Police Authorities of Wales (PAW) welcomes the opportunity to respond to the Welsh Government's Communities, Equality and Local Government Committee's call for evidence regarding the impact of the public spending cuts on policing and community safety.
- 1.2 We were asked to consider the impact of the public spending cuts on the Welsh police frontline and the implications of reduced budgets for communities and community safety policy in Wales. We were also asked for details of how the Welsh police are working to improve efficiency and reduce costs.
- 1.3 The HMIC report 'Demanding Times' 2011 identified the frontline as visible and available staff which made up two thirds of the workforce. It also identified the largest force expenditure is the workforce, and is approximately 80% of the budget. The definition within the report was used to inform the evidence contained in this paper.
- 1.4 During the 2011/12 financial year £26 million savings needed to be achieved by the Welsh police authorities and forces. There is further cost reductions required for the following 3 years across Wales of £48.2M. There is an additional financial challenge to reduce capital expenditure. This challenge has been viewed as an opportunity to review service delivery and its support processes and consider innovative ways of working to improve efficiency.
- 1.5 The initial focus of cost reductions has been at the local level and has involved reducing staff levels (details in full report) and reviewing the non-staff element together and with wider stakeholders. The full report identifies many of the collaborative projects that have been initiated and the savings that have been scoped to date.
- 1.6 The budget reductions combined with the proposed police reforms will have significant implications for community safety policy. The Home Office has advised Local Authorities and Chief Constables of the revised Community Safety Fund allocations. This new fund replaces the Home Office Area Based Grant funding. The funding is for Resource spending and consolidates the Stronger Safer Communities

Fund (HO Element), Young People Substance Misuse (HO Element) and Community Call for Action. There is no Capital being made available.

- 1.7 By the 1st April 2012 funding will have decreased by 60%. In effect, there will be a significant reduction in resources available to community safety partnerships via grant funding. Such a reduction, combined with the proposals to give the new Police and Crime Commissioners (PCCs) control of the Community Safety Fund may potentially reduce Community Safety Partnership's capacity with a loss of knowledge and expertise which is likely to alter the way in which Community Safety Partnerships operate. This may have a negative impact upon the existing partnership frameworks and existing crime and disorder reduction activities.

## 2. Introduction

- 2.1 Police Authorities of Wales (PAW) is a representative body of the four Police Authorities in Wales: Gwent Police Authority, Dyfed-Powys Police Authority, North Wales Police Authority and South Wales Police Authority. The main aims of PAW are to:

- Consider and act upon issues affecting policing in Wales, particularly those that are under the control of the Welsh Government..
- Maintain a broad Welsh prospectus on police matters.
- Promote and protect the interests of member Authorities.
- Seek to influence the policing agenda at a national level on behalf of Police Authorities and local communities in Wales.
- Support Police Authorities in securing efficient and effective policing services across Wales.
- Enable Police Authorities to improve.
- Promote awareness of policing needs and the role and achievements of Police Authorities.
- Uphold and champion the principles of local accountability and policing by consent.

- 2.2 As an overview, Police Authorities have a statutory responsibility for:

- Ensuring the police provide an efficient and effective service.
- Setting the local policing priorities based on consultation with local people.
- Managing the police budget including setting the police part of the council tax in consultation with local people.
- Recruitment of the Chief Constable and the Chief Officers
- Monitoring police performance, holding the Chief Constable to account on behalf of the public.
- Ensuring that the Chief Constable delivers a police service that balances both national strategic priorities with the concerns of local people.



- Monitoring complaints against the police.
- Promoting equality and good relations between different groups of people. Informing people of their rights if they are stopped and searched by the police.

2.3 Police authorities play a vital role in the governance of policing in England and Wales, and are expected to ensure that forces deliver efficient and effective policing for the public. In doing so, police authorities promote public confidence in policing and the role of the police in reducing risk, harm and threat against a background of increasingly pressured resources. The police service is required to address local, regional and national priorities whilst responding to increased financial pressure.<sup>1</sup>

### 3. Impact of Public Spending Cuts on Frontline Policing

#### 3.1 The police workforce and identifying the frontline

In order to define what the policing frontline meant, the Minister of State for Policing and Criminal Justice tasked HMIC to identify what constitutes the policing front line and to produce a definition. The HMIC report (2011) 'Demanding Times' assessed what comprises the front line in policing. Policing activity is grouped into four categories:

- Visible
- Specialist
- Middle Office
- Back Office

Role	Type of work carried out	% of total workforce (officers, PCSOs and staff) in these roles	% of officers and PCSOs in these roles
Visible	Responding to 999 calls, attending traffic accidents, patrolling neighbourhoods	41%	61%
Specialist	Investigating crime, bringing criminals to justice, crime scene examinations	19%	21%
Middle office	Managing or supporting those in visible and specialist roles, running police-specific processes (such as answering emergency calls from the public, holding prisoners in custody, processing intelligence)	24%	14%
Back office	Support services (such as finance, information technology, human resources)	15%	5%

Force Annual Data Return (ADR) to the Home Office for 2009/10.

3.2 HMIC identified the following definition of front line policing based on visibility and availability: **'The police front line comprises those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law.'**

<sup>1</sup> Police Authorities will cease to exist on 22<sup>nd</sup> November 2012 when they will be replaced by Police & Crime Commissioners and Police and Crime Panels.

Working within the definition HMIC found the following to be the position in relation to officers working on the front line:

- Visible roles (41.3%) and specialists (19.4%) account for around 61% of the total police workforce.
- Applying the views obtained from the public survey and the two criteria (visibility & availability) adds a further 7% of the workforce to the front line.

3.4 As the estimated amount of police workforce which is classed as front line was 68%, HMIC decided that **around two-thirds of the workforce would be classed as front line.**

3.5 It was necessary to define what the frontline consisted of in order to assess the impact of the Government's 2010 Comprehensive Spending Review (CSR). The central government police funding grant for all 43 forces in England and Wales is to be reduced over the 4 year period by 20% in real terms. Two thirds of the cuts will fall within the first 2 years (2011/13) with Police Authorities being responsible for setting the annual budgets. This will be a challenge to achieve and will involve an innovative approach redesigning service delivery to be more efficient, whether it remains as effective is another consideration matter.

### 3.6 Financial implications for Police Authorities of Wales

#### 3.6.1 Police Revenue Grant Reductions 2010/11 to 2014/15

On the 13th December 2010, the Minister for Policing and Criminal Justice announced details of the aggregate amount of grant available for Police Authorities in Wales for 2011/12 together with an indication of how Home Office funding would be allocated for 2012/13 to 2014/15. This was accompanied by an announcement from the Welsh Government which set out funding proposals for 2011/12 and 2012/13 for Revenue Support Grant and Non Domestic Rates.

3.6.2 Each Police Authority in Wales faced cash reductions in grant of 5.1% in 2011/12 and 6.7% in 2012/13 in common with police authorities in England. The announcement equated to a loss in grant of £54.4 million in Wales over the Comprehensive Spending Review period. The total reduction in grant increases to £58.4 million when the 2010/11 in-year 'emergency' budget reduction is also taken into account.

3.6.3 A full breakdown of the revenue grant reductions for Police Authorities in Wales is provided in the table below:

	Original 2010/11	2011/12	2012/13	2013/14	2014/15	Reduction	
	£M	£M	£M	£M	£M	£M	%
Raw Police Grant	226.553	232.743	215.681	228.700	224.100	-2.453	-1.1%
NNDR & RSG	166.787	161.000	151.000	149.000	147.000	-19.787	-11.9%
Welsh Top Up	15.687	13.001	12.800	20.000	20.000	4.313	27.5%
Rural Grant	4.377	0.000	0.000	0.000	0.000	-4.377	-100%
Other Rule 2 Grants	6.919	0.000	0.000	0.000	0.000	-6.919	-100%

Crime Fighting Fund	12.293	0.000	0.000	0.000	0.000	-12.293	-100%
NPF / PCSO	14.583	14.583	14.583	0.000	0.000	-14.583	-100%
BCU Grant	2.285	0.000	0.000	0.000	0.000	-2.285	-100%
<b>Total Funding</b>	<b>449.484</b>	<b>421.327</b>	<b>394.064</b>	<b>397.700</b>	<b>391.100</b>	<b>-58.384</b>	<b>-13.0%</b>

### 3.7 Police Capital Grant Reductions 2010/11 to 2014/15

3.7.1 Welsh Police Authorities originally received a separate grant allocation of £6.9million million towards capital financing in the 2010/11 financial year. This was cut by £0.5 million as part of the emergency budget in June 2010. Welsh Authorities will receive the following capital grant allocations over the remainder of the Comprehensive Review period:

Capital (£M)	2010/11 Original	2010/11 Revised	2011/12	2012/13	2013/14	2014/15
Grant	6.9	6.4	4.1	6.1	5.5	5.5
Reduction		-0.5	-2.3	+2.0	-0.6	0.0

### 3.8 The Budget 2011/12

3.8.1 The police settlement announced for the 2011/12 year resulted in a headline cash reduction of 5.1% in government grant. Each Police Authority has set a budget for the current year which is resulting in cost and staffing reductions.

3.8.2 In setting budgets, all Authorities faced cost pressures in terms of the full year effect of pay awards paid to police officers and staff in 2010 and inflationary pressures. These added to the scale of cost reductions that needed to be found in the year to balance budgets. Increases in council tax precept reduced the impact of cost reductions meant that council tax payers in Wales faced increases in council tax. In England there has been a council tax freeze in operation funded by the Department for Communities and Local Government.

3.8.3 Cost reduction measures totalling £26.7 million are being implemented by Welsh Police Authorities to balance budgets in the current year. A summary of the final position in terms of cost and staffing reductions in 2011/12 for each Authority is included in the table below:

	Dyfed-Powys	Gwent	North Wales	South Wales	Total
Band D Precept	£189.09	£188.09	£209.34	£161.35	
Band D -Precept Increase%	4.2%	3.7%	4.0%	5.0%	
Cost Reduction Measures Included in Budget	£5.07M	£2.14M	£4.68M	£14.77M	£26.66M
Police officer reductions	-17	-57	-89	-114	-277
Police staff reductions	-54	-41	-35	-264	-394
<b>Total staff and officers</b>	<b>-71</b>	<b>-98</b>	<b>-124</b>	<b>-378</b>	<b>-671</b>

3.8.4 In making cost reductions of some £26.7 million from respective budgets for the current year, each Authority has adopted a local approach focussing in the main on reducing police staff posts and non-pay elements of budget. The net result based on information provided from Forces is a reduction of 671 posts in policing in Wales for the current 2011/12 year. Many of these posts have already been lost or held vacant during the year 2010/11. A small number of centrally funded posts have also been lost due to workforce reorganisations.

3.8.5 Reductions in capital grants continue to be a challenge over this period with many longer term collaborative and business change projects requiring additional capital investment or setup costs to initiate.

### 3.9 Updated Financial Projection 2012/13 to 2014/15

3.9.1 Police Authorities in Wales face further funding reductions over the next three years to 2014/15. Next year in particular is extremely challenging with a further 6.7% reduction in grant funding for all Police Authorities in Wales.

3.9.2 There is still some considerable uncertainty pertaining to the exact scale of financial reductions post 2012/13. The Policing Minister has announced his satisfaction with the current police funding formula as providing a “robust, credible and transparent mechanism for allocating funding”. He has also indicated his intention to roll the Neighbourhood Policing Fund (NPF) into the main policing formula from 2013/14 and it is unclear how this may affect decisions on the damping mechanism. The NPF contributes some £14.6 million towards the costs of the 700 Police Community Support Officers employed in Wales.

3.9.3 Any move to implement the formula in full would further jeopardise the special payment of £20 million to be made by the Home Office to Wales in 2013/14. This adds considerably to the uncertainty faced by all Forces that are currently below the floor in terms of funding.

3.9.4 Even without these additional factors, Authorities are facing significant challenges for the future. Estimates received from each Authority based on the latest financial position indicates that the four Police Authorities in Wales will need to implement further annual recurring cost reductions of some £48.2million by 2014/15.

	2012/13	2013/14	2014/15	Total
	£M	£M	£M	£M
Dyfed Powys Police	3.397	2.607	1.632	7.636
Gwent Police	5.288	4.074	4.146	13.508
South Wales Police	7.633	5.807	3.614	17.054
North Wales Police	4.980	2.796	2.218	9.994
<b>Wales</b>	<b>21.298</b>	<b>15.284</b>	<b>11.610</b>	<b>48.192</b>

3.9.5 Due to the scale and pace of the funding reductions, Authorities are currently implementing budget reductions through a variety of means. Indeed the scale and

pace of reductions means that all viable avenues available for cost reduction are being included for consideration in an attempt to protect front line service delivery;

- Vacancy and recruitment freezes
- Voluntary and compulsory retirement and redundancy
- Austerity measures to all non-pay areas
- Workforce modernisation measures
- Business support reviews
- Functional area reviews
- Procurement savings
- Collaboration savings
- Environmental issues
- Staff negotiation – local pay and conditions
- National Reviews
  - Hutton (Pensions)
  - Winsor (Terms and conditions of pay for officer and staff)
  - Air Support Provision under the National Police Air Service

3.9.6 One of the uncertainties in relation to the impact that the funding cuts will have on the front line is the progress with implementing national reviews including Hutton (Pensions) and Windsor (Terms and conditions of police officers and staff). These were commissioned as part of the Comprehensive Spending Review. The latest indications suggest that these will have a minimal impact in terms of costs reduction however the position remains unclear.

3.9.7 It is important to put the cuts into perspective as they are likely to reduce police officers to the level of 2001/02. The Welsh forces have all stopped recruiting and South Wales has made use of Regulation A19 where officers with 30 years service are compulsory retired. The tables below identify the Welsh forces estimated reductions in workforce staffing levels for both police officers and police staff. These estimates included predictions of further job losses amounting to 428 police officers and 600 police staff posts from 2012/13. This would take the total number of posts lost or under threat to some 1,700 in Wales.

<b>Estimated reductions in force employment during current CSR period</b>					
<b>Force</b>	<b>2010/11</b>	<b>2011/12</b>	<b>2012/13</b>	<b>2013/14</b>	<b>2014/15</b>
<b>Dyfed Powys</b>					
Estimated Police officers	1,217	1,200	1,175	1,150	1,125
Estimated Police Staff	780	726	656	636	616
	<b>1,997</b>	<b>1,926</b>	<b>1,831</b>	<b>1,786</b>	<b>1,741</b>
<b>Gwent</b>					
Estimated Police officers	1,457	1,400	1,321	1,274	1,250
Estimated Police Staff	979	938	884	819	783
	<b>2,436</b>	<b>2,338</b>	<b>2,205</b>	<b>2,093</b>	<b>2,033</b>
<b>North Wales</b>					

Estimated Police officers	1,543	1,454	1,418	1,406	1,393
Estimated Police Staff	1,032	997	976	946	928
	<b>2,575</b>	<b>2,451</b>	<b>2,394</b>	<b>2,352</b>	<b>2,321</b>
<b>South Wales</b>					
Estimated Police officers	3,146	3,032	2,970	2,940	2,890
Estimated Police Staff	2,419	2,155	2,030	1,970	1,890
	<b>5,565</b>	<b>5,187</b>	<b>5,000</b>	<b>4,910</b>	<b>4,780</b>

Estimated reductions in staff numbers for Welsh forces during current CSR period					
	2011/12	2012/13	2013/14	2014/15	TOTAL
<b>Dyfed Powys</b>					
Police officer	-17	-25	-25	-25	-92
Police Staff	-54	-70	-20	-21	-165
<b>TOTAL</b>	<b>-71</b>	<b>-95</b>	<b>-45</b>	<b>-46</b>	<b>-257</b>
<b>Gwent</b>					
Police officer	-57	-79	-47	-24	-207
Police Staff	-41	-54	-65	-36	-196
<b>TOTAL</b>	<b>-98</b>	<b>-133</b>	<b>-112</b>	<b>-60</b>	<b>-403</b>
<b>North Wales</b>					
Police officer	-89	-36	-12	-13	-150
Police Staff	-35	-21	-30	-18	-104
<b>TOTAL</b>	<b>-124</b>	<b>-57</b>	<b>-42</b>	<b>-31</b>	<b>-254</b>
<b>South Wales</b>					
Police officer	-114	-62	-30	-50	-256
Police Staff	-264	-125	-60	-80	-529
<b>TOTAL</b>	<b>-378</b>	<b>-187</b>	<b>-90</b>	<b>-130</b>	<b>-785</b>
<b>All WALES</b>					
Police officers	-277	-202	-114	-112	-705
Police staff	-394	-270	-175	-155	-994
<b>TOTAL</b>	<b>-671</b>	<b>-472</b>	<b>-289</b>	<b>-267</b>	<b>-1,699</b>

The above figures are estimates and will be reviewed in line with updated projections

### 3.10 Impact of staffing Losses

3.10.1 The above figures clearly record a reduction in the police services' workforce numbers over the next 4 years. As a result it would be naïve to expect that there will not be an impact on policing activity. This impact may well affect partner agencies and we may see a fragmentation of the current partnership infrastructure.

- 3.10.2 The Home Secretary has indicated that there should be more officers on the street not tied up by paperwork. However, the opposite could equally occur, with officers having limited back up resources (officers and staff) they are maybe drawn into administrative duties. The police services in Wales are currently involved in process reengineering projects to reduce those administrative duties to ensure as for as possible officers spend more time supporting frontline policing.
- 3.10.3 A recent example that highlights capacity issues was the civil unrest that the Metropolitan Police and other Forces had to contend with. Welsh Forces provided support as required and managed to cover all operations in Wales. There is a real issue in relation to the use of mutual aid as evidenced by the recent civil unrest in England. Most police forces, including those in Wales, were able to assist those forces that requested additional support. In the future there is a real possibility that the level of support would be reduced due to the challenging financial circumstances of forces in Wales.

#### **4. Police Collaboration in Wales – to improve service delivery, efficiency and reduce costs**

- 4.1 The current economic climate has made it evident that all public services, including the Police Service have to reassess current practices. The Welsh Forces have considered the challenge an opportunity to consider more innovative ways of working to reduce costs and improve efficiency whilst improving some services and maintaining current service delivery where possible. PAW ratified a formal review of police collaboration in Wales during the autumn of 2010. The recommendations of the review were approved by PAW at its meeting, 21<sup>st</sup> January 2011, and ratified a more flexible approach involving two, three and four force collaboration with appropriate governance models. The rationalisation process identified that projects should be led by named chief officers and that a dedicated central team or an All Wales Deputy Chief Constable was no longer required. The cost of the Wales Central Team, including salary costs, had been around £800,000 per year and represents a significant saving.
- 4.3 The following identifies the scope, progress, timescales and where possible the anticipated savings for each collaborative project. It clearly illustrates the good progress that can be made during a relatively short period of time and explains the unique partnership context for collaboration in Wales and identifies the benefits that are arising from the positive links with the Welsh Government and our devolved partners.

#### **4.4 Y Cyd-destun Cymreig – The Welsh Context**

The Government of Wales Act 2006 (GOWA 2006) includes twenty fields which broadly describe the areas of policy which are devolved in Wales. It should be noted that the Assembly also has responsibility for the cross cutting areas of community safety and social justice and that key partners fall under the responsibility of the National

Assembly for Wales and the Welsh Government. There are a number of tangible benefits which have arisen from a police partnership with the Welsh Government.

- 4.5 ACPO Cymru and PAW have developed many initiatives which are recognised nationally as good practice. For example:
- Joint Emergency Services Group – comprising the chief officers from the emergency services and the military in Wales, which has enabled an All Wales approach. A tangible benefit has been the creation of three Strategic Co-ordinating centres giving Wales coverage, funded by the Welsh Government;
  - Criminal justice – whilst not a formal collaborative project, chief officers from the four Welsh forces and the CPS are looking at ways by which criminal justice processes can be streamlined and made more efficient and cost effective;
  - Integrated Offender Management – an All Wales approach is being taken forward.
  - Diversity – an All Wales approach to all areas of diversity.
  - For Welsh language issues an All Wales Welsh Language Group is in place to progress policy.
  - The All Wales Community Safety Board which includes representation from all the major community safety partners at executive level.
  - A Human Trafficking Co-ordinator post has recently been appointed for Wales funded by the Welsh Government.

#### 4.6 **Collaboration Projects in Wales**

The following overview of the collaborative programme is categorised by how many forces are involved and other collaborative opportunities.

#### 4.7 **Four Force Collaboration**

##### 4.7.1 **TARIAN - Regional Task Force, Regional Asset Recovery Team and the Regional Intelligence Unit (DPP, Gwent & SWP)**

*\*[Note: Although Tarian is a three force project involving Dyfed Powys Police, Gwent Police and South Wales Police it has been agreed that it will be governed by PAW]*

##### **Scope**

Tarian is the Southern Welsh forces response to serious and organised cross-border crime, and contributes considerably to their capacity to deal with such crime. The team operates with other partner agencies, such as H.M Revenue and Customs, and the Crown Prosecution Service and enables significant disruption of serious and organised crime activity. Communities derive additional security from the high degree of inter-agency working that would be difficult to generate on a force by force basis. The capacity of Tarian is further enhanced through the relationship North Wales Police has with police forces in the North West of England.

##### **Timeframe**



Tarian is not a project as such as it is now well embedded and supported financially by the Welsh Government. On-going progress updates and performance reports are received by Chief Officers and PAW as appropriate.

### ***Savings / funding***

Tarian is funded by each individual PA to the sum of:

- DPPA - £540,652
- GP - £643,633
- SWP - £1,390,247
- NWP - £0

The Home Office grant for Tarian is £6,014,524. And the Welsh Government also provides a contribution of £642,000 per annum. A review of Tarian is currently underway to look at efficiency available and the results will inform the future funding strategy.

#### **4.7.2 Wales Extremist and Counter Terrorism Unit (WECTU – 4 forces)**

##### ***Scope***

WECTU is effectively a Special Branch department for Wales. It includes the four constituent force Special Branches, all Ports Policing units and the Counter Terrorist Intelligence Cell. By brigading operational assets in this way, greater functionality has been achieved.

Essentially, it creates a pan-Wales policing department whilst recognising that policing is rooted in local communities. The fundamental principle of WECTU is to provide a policing response for all forces that is *centrally controlled* whilst remaining *locally delivered*. WECTU has very close links with the Welsh Government and partner agencies via the Wales CONTEST Board. The regional delivery model is recognised best practice.

##### ***Savings***

A review of WECTU had been considered by the Management Board but has been deferred pending national considerations and the introduction of the National Crime Agency in 2013, which may impact on WECTU.

#### **4.7.3 All Wales Criminal Justice Board (DPP, Gwent, NWP & SWP)**

##### ***Scope***

This project has recently led to the creation of an All Wales Criminal Justice Board (AWCJB), which was formed on 3<sup>rd</sup> May 2011. The Board will enable closer partnership working between criminal justice agencies and Community Safety Partnerships, and provide the strategic direction and governance of criminal justice issues. The project aims to co-ordinate local activity across the four forces to ensure that opportunities for common systems and process are exploited where appropriate and in conjunction with the Crown Prosecution Service and Courts. The AWCJB has already held two

quarterly meetings. Priorities have been set and will be implemented in due course. It will oversee the implementation of the local Criminal Justice Boards (CJBs) in each of the four Force areas to provide consistency, leadership and direction.

### ***Savings***

The removal of the Ministry of Justice funding for LCJB support services had the potential to increase costs on forces. The AWCJB approach will be supported by one co-ordinator, funded jointly by the four forces, and represents significant savings to the public purse. However the significant savings benefit the Ministry of Justice rather than the forces. Other savings will result from rationalisation of existing structures not only to the police but also to the other partner agencies. The extent of these savings will emerge as the work of the Board to streamline structures gains pace.

#### **4.7.4 ICT (4 forces)**

### ***Scope***

It aims to reduce the current costs for ICT provision across the Welsh police forces. The project will firstly develop a common ICT infrastructure across Wales (using North Wales as the bridge to the North West to create a broader common operating area), and secondly, to focus on the realignment of business processes and systems which could ultimately enable an alignment of ICT software systems. The project will rationalise ICT and enable greater interoperability between forces.

### ***Timeframe***

The programme of work is predicted to run over a number of years, likely stretching into 2013/14. A detailed plan for each element will be produced following the production of a viable business case. Due to its complexity, the project is predicted to run over a number of years, likely stretching into 2013/14. A detailed plan for each element will be produced following the production of a viable business case.

### ***Savings***

The projected savings are currently being scoped for this area of work.

#### **4.7.5 Interoperability (4 forces)**

### ***Scope***

Effective interoperability will enable the police forces in Wales to better respond to the national threats and demands arising from Serious and Organised Crime, Counter Terrorism, and large scale operational events. This project seeks to develop commonality across systems and processes which are not currently linked, enabling the four forces to operate seamlessly. It covers the full policing spectrum, will enhance the capability of units in each force and is closely linked to national work.

The following areas are currently in scope:

- A Southern Wales Regional Firearms Project (DPD, GP & SWP)

- Roads Policing and Police Dogs - early scoping work has commenced around the traffic area.
- Integrated Offender Management (IOM) – aims to eliminate inefficiencies in the management of offenders by utilising using pooled local resources to both punish offenders and turn them away from criminality.
- Operational Interoperability Project

Other areas being considered are:

- Surveillance/TSU
- Public Order & Chemical, Biological, Radioactive and Nuclear threats / incidents;
- Command & Control / Communications

### ***Timeframe***

- Firearms – By January 2012 there will be a collaborative training unit based at Bridgend, followed by full operational collaboration by 1<sup>st</sup> April 2012;
- RPU and Dogs - No timeframes set as yet.
- Interoperability – The work is on-going and will identify interdependencies between other projects.
- International Offender Management (IOM) – The pan Wales approach was formally launched at an event in September 2011 and the work will develop in line with national ACPO leads and work packages issued from the UK National Board. A toolkit for IOM is being developed. A formal launch is scheduled for September 2011.

### ***Savings***

This is an extremely complex project with many interdependencies not least of which is the link to national products being produced by the ACPO leads. Projected savings are being scoped but at this relatively early stage of the project it is not possible to quantify potential cash savings. It is however clear that there will be significant efficiency gains from this work.

#### **4.7.6 Fleet (Gwent, NWP & SWP,DP)**

### ***Scope***

The project intends to standardise all processes, procedures and vehicle related contracts, develops standard vehicles and vehicle related equipment installations, provides technical advice across the forces, achieves common systems, in effect cutting out all the duplication which currently exists from running two separate entities. This will impact on staffing numbers and will mean that overall the costs of commissioning and running of several fleets will reduce markedly over time. The Fleet project will be flexible whereby forces will identify which service areas they will participate in with a longer term view to greater standardisation and cost efficiencies across the board.

**Savings** – This project is still at the scoping stage.

#### 4.8 **Three Force Collaboration**

##### 4.8.1 **Joint Specialist Crime Directorate (DPP, Gwent & SWP)**

###### **Scope**

A Joint Specialist Crime Directorate between the Gwent and South Wales Police forces with opportunities for Dyfed Powys Police to 'opt-in' is in the process of being established. Geographically based, organised crime groups involved in trafficking Class A drugs along the M4 corridor, immigration crime and fraud all present a significant and sustained threat to our communities. By working collaboratively forces can provide an enhanced service and better value for money. A Specialist Crime Collaboration Programme will:

- Provide an improved service to the forces of Southern Wales prioritised on the basis of threat risk and harm
- Provide improved, streamlined service efficiency, delivering sustainable financial savings wherever possible for each force without compromising service quality or performance.
- Allow for a 24/7 intelligence capability, the advantage of which will bring greater and more flexible surveillance and operational investigative capacity.

###### **Timeframe**

The project has 3 phases which have been agreed and are being progressed. The testing of the operational model will have been completed and fully in place by April 2012. Project enablers include:

- the development of a finance model by the finance leads
- buy-in from operational leads in the forces
- preparation for the design phase is robust
- regular and effective internal communication
- an aligned vision across the forces
- flexibility for individual and changing force needs

###### **Savings**

An indicative total projected gross savings figure of £3.5m can be realised over the CSR period.

##### 4.8.2 **Joint Scientific Support** (Primarily Gwent & SWP - DPP 2 of the services)

###### **Scope**

A Joint Scientific Support Unit is to proceed with primarily a two force model (GP & SWP) with DPP continuing with the services they are currently involved in (Nabis & Trace Evidence). The shared services model aims to strengthen existing services, provide required new services and generate cashable efficiencies. The project will take

a phased approach in order to manage staffing issues relating to terms and conditions of employment. A business case has been prepared for police authorities' ratification.

The Joint Scientific Support Unit collaboration involves a broad spectrum of disciplines that have been designed to enhance specialist operational capacity and capability. The model will deliver a number of enhanced services:

- 7 day working for Forensic Identification Units
- 7 day working for Fingerprint Development Services
- 7 day working for Sampling Units
- Remote transmission from scenes to CSIs
- Drugs Lab
- Glass Lab
- Enhanced services in Trace Evidence Recovery
- Reducing the spend on ISO Accreditation
- Footwear Identification Unit

All of the Joint Scientific Support Unit will radically change and improve the way forensic services are delivered. It is being designed to close any gaps in service delivery in the region and to improve performance. All functions of front line, middle and back office are being reviewed as part of this area of business.

### ***Timeframe***

Phased implementation is taking place, with the creation of a Regional Trace Evidence Collection Laboratory and a ballistics facility. Through the Trace Evidence Room, scientists are already demonstrating real cashable savings in terms of reducing the number of submissions to forensic service providers, together with providing a premium service to operational policing. The full operational model will be in place by Dec 2011. The Drugs and Glass elements of the project (currently in the tender process) are set to be in place by January 2012.

### ***Savings***

SWPS – initial capital outlay of £555k for a recurring savings of £175k

GPS – initial capital outlay of £672k for recurring savings of £549k

DPPS – £1k savings for 2 services accessed.

#### **4.8.3 Firearms (DPP, Gwent & SWP)**

### ***Scope***

The project is working towards a joint approach to firearms training and response and the establishment of a joint firearms range, in order to enhance operational capacity and capability across Wales to incidents requiring armed officers. The project is considering ways in which the forces can share resources in order to provide the most efficient and effective method of delivering this highly specialised service. The project will retain cognisance of developments in the North West of England. The business case includes Firearms planning, training and management functions. Hubs will be aligned to demand, seeking leaner processes and utilising fewer officers in delivery.

### ***Timeframe***

The Firearms business case is close to being ratified and, subject to approval, full operational implementation will be achieved by April 2012. To ensure the project keeps to timescales, there is a dedicated project lead with guidance from HR, Finance and Performance Management.

### ***Savings***

The project was established to improve delivery rather than to make savings. However, in the course of the project it has become clear that rationalisation will result in some cashable savings. The project lead has indicated that a reduction in the cost of firearms provision across the region of £1.6 million is feasible. Benefits will be measured in terms of productivity, outputs and quality. Further savings may subsequently be achieved from the Roads Policing, Public Order, Dogs, Emergency Planning and other elements of the project.

## **4.8.3 Procurement (DPP, Gwent & SWP)**

### ***Scope***

This project aims to improve efficiency in managing procurement by establishing a 'virtual' Police Procurement Hub Joint Procurement Unit for the southern Welsh forces. A procurement capability review will assess current capacity and capability in force departments, it will cover the provision of products and services designed to improve procurement efficiency, such as contract databases and frameworks and the provision of clear policy guidance and best practice.

A three year forward plan for collaborative procurement is being finalised which will outline collaborative projects to be undertaken. Examples of current collaborative tenders are:

- Digital interview equipment (GP lead);
- Translation and Interpretation services (GP lead);
- Motorcycle clothing (GP lead);
- Office furniture (SWP lead); and
- Forensic Pathology service (GP lead).

### ***Timeframe***

The early intention had been to formally establish the Joint Procurement Unit by April 2012 but this will be dependent upon her collaborative role and her existing work responsibilities. A forward procurement plan for the southern Wales forces is being developed to identify which contracts would be jointly tendered for, and which forces would lead these over the next 3 years.

### ***Savings***

An indicative total projected gross savings figure of £1m can be realised over the CSR period. In addition, there will be savings from individual contracts. For example, South Wales Police and Gwent Police have recently obtained recurrent savings of £45K and

£13k respectively through agreement with the Welsh Government which allows them to purchase aviation fuel for the helicopter at the intergovernmental rate. The recent fleet contract (led by SWP) involved all four Welsh forces to standardise vehicle specifications have realised savings of between 4% and 20% on beat and patrol vehicles. DPP and Gwent achieved savings of 36% for DPP on a tender for mobile telephony.

#### **4.8.4 Roads Policing Unit [RPU] (DPP, Gwent & SWP)**

##### ***Scope***

To provide a set of clear high-level statements on the future direction of Roads Policing Collaboration between Dyfed Powys, Gwent Police and South Wales Police, which is agreed by Chief Officers and is based on improving service delivery whilst delivering a more efficient and effective service to our communities.

##### ***Timeframe***

The key dates are:

- Scoping – July/Aug 2011
- Research - Sept 2011
- Final drafting - Nov 2011
- Presentation to Chief Officers - January 2012

##### ***Savings***

The projected savings are currently being scoped for this area of work and will be available by November 2011.

#### **4.9 Two Force Collaboration**

##### **4.9.1 Human Resources (Gwent & SWP)**

##### ***Scope***

Currently the scope of the HR related project work can be broken into 3 distinct areas of work:

- Improving the Learning and Development Services (LDS) product. Joint delivery between Gwent & South Wales police will realise efficiency savings. Much of delivery will move towards a higher proportion of electronic course delivery, substantially reducing time, travel and costs.
- Helping to support collaboration projects with the management of personnel related issues such as relocation, and the harmonisation of different terms and conditions. A joint HR Director has been appointed.
- A third phase will involve a broader look at the HR function and scope all functions of HR for collaborative opportunities between the Welsh forces.

##### ***Timeframe***

The LDS part of the project is currently in scoping phase, likely to go to PAW October 2011. HR support for the Joint Scientific Support Unit will be required up until the operational phase of the project which is scheduled for between Sept – Dec 2011. The Firearms business case is due for approval with the new structures to be in place by April 2011, which will require HR support and advice during this period. HR Support for the other collaboration projects will be scheduled in as their individual timelines become clearer.

### ***Savings***

This project is at a relatively early stage and projected savings are currently being scoped.

## **4.9.2 ICT (Gwent & SWP)**

### ***Scope***

This is a 2 force project that takes place in the context of the 4 force project. The vision for the South Wales Police / Gwent Police ICT Collaboration Project is a staged move that enables delivery of ICT services from a single unit spanning across both Forces. Put simply, as the two forces jointly procure and manage identical systems, the more money they will save.

### ***Timeframe***

An overall timeframe is to be determined. Robust governance arrangements are in place. There is a 'high- level' project plan in place which is managed by the ICT Project Manager. Terms of Reference for the Project Board and Project Team are in place.

### ***Savings***

An indicative total projected gross savings figure of £2m can be realised over the CSR period.

## **4.9.3 Joint Legal Services (JLS) (Gwent & SWP)**

### ***Scope***

A Joint Legal Services provision has been established across South Wales and Gwent police forces, resulting in savings by providing an in-house legal service. This has resulted in the reduction of outsourced work, greater economies of scale, reviewing of subscription-based legal research tools, improved performance, greater specialisation, liP accreditation, improved development opportunities for staff, reduction in "silo" working and greater corporacy.

### ***Savings***

This project is realising approximately £64k per annum.

## **4.10 Collaboration with Local Authorities**

Each of the projects has / will consider wider collaboration opportunities with local authorities. In addition, each force at a local level has developed collaborative



opportunities with their respective local authorities and partners. To give but single examples:

- In Dyfed Powys, work is on-going for a joint Head of IS&T with Carmarthenshire and Pembrokeshire County Councils. DPP Head of Procurement attends procurement forum in Ceredigion and Powys linking in to the LSBs in the area, identifying further opportunities for collaborative procurement and the sharing of best practise. DPP are working on a joint contract with Hywel Dda Local Health Board and Aberystwyth University for waste collection and recycling services. Exact savings are still to be determined.
- In Gwent there is a well established project based on shared IT resource centre with Torfaen and Monmouth CBC's, savings to date are £801k per annum and further savings are being targeted.
- North Wales Police's Facilities & Logistics Department have been closely collaborating with North Wales Fire & Rescue Service since June 2006 when both organisations' respective Estates/Facilities departments merged and a Service Level Agreement was established for NWP to provide a comprehensive estate management function for NWFRS. Both organisations share a joint communications center situated in a central location in North Wales.
- In South Wales, collaboration relating to joint fleet maintenance is underway with Bridgend CBC.

4.11 The inter-operability collaboration work-stream is focussing on collaborative opportunities within the police service and across force boundaries. There will be further interoperability projects with other 'blue light' services such as joint control rooms across wales and future joint ventures with local authorities.

#### 4.12 **Private Sector initiatives**

Private Sector initiatives have been proposed within some collaboration projects. Many projects have identified that although not applicable at this stage, the use of private sector initiatives may become viable in the future.

#### 4.13 **Collaborative Savings**

The four forces face significant challenges during this CSR period and many opportunities to achieve cashable savings have been explored.

The above has highlighted that significant cash savings will result from the collaboration projects being pursued between forces and their partners. This reflects a prudent approach particularly as the majority of projects being actively pursued were only commissioned earlier this year and are not anticipated to deliver benefits until after 2011/12. The improved processes and delivery with the realised savings will be a fundamental benefit to policing in the future.

#### 4.14 **Communication of the Work Programme**

The PAW website contains the National Policing Plan which summarises the collaborative programme and is accessible to the public. For internal staff a webpage has been developed for all Wales collaboration that can be accessed through the respective force internal websites. It has been designed to ensure that accurate and timely communications are produced. For ICT, a joint web facility is also available which contains detailed collaboration project updates. Plus, an overall Communication Strategy for the Programme has been drafted and Communications plans are core documents for all force projects.

## 5. **Implications for Community Safety Policy**

- 5.1 The Police Reform and Social Responsibility Act has put in place a flexible framework for partnership working between the PCC and their community safety and criminal justice partners. Whilst having regard to cross border and national issues, Police and Crime Commissioners (PCCs) are expected to work effectively with other local leaders to prioritise resources to suit local needs and priorities.
- 5.2 The PCC will inherit a fair proportion of current CSP funding. However, they will not become a responsible authority on Community Safety Partnerships. There will be a reciprocal duty for PCCs and responsible authorities to co-operate with each other and have regard to each others priorities for the purposes of reducing crime and disorder (including antisocial behaviour), reducing reoffending and reducing substance misuse. A PCC will have responsibility for making community safety grants to other organisations aside from the Chief Constable - including but not limited to Community Safety Partnerships. One certainty is that the commissioning landscape for policing, community safety and reducing reoffending will change significantly.
- 5.3 The Home Office has informed local authorities and chief constables in England and Wales of details of individual local authority allocations from the Community Safety Fund. This new fund replaces the Home Office Area Based Grant funding. The funding is for Resource spending and consolidates the Stronger Safer Communities Fund (HO Element), Young People Substance Misuse (HO Element) and Community Call for Action. There is no Capital being made available. For the financial year 2011/12, there was a funding reduction of 20% (using the funding of 2010-11 as the baseline) and there will be then be a further reduction of 40% for 2012/13 on the 2010/11 figure – so by the 1st April 2012 funding will have decreased by 60%. In real terms this means that the total Community Safety Grant to Welsh CSPs in 2010/11 was reduced to a baseline amount of £3,094,250 which will be further reduced to the indicative allocation £1,248,731 in 2012/13. In addition, some government grants which cover community funding in England are not available to partnerships in Wales.
- 5.4 In effect, there will be a significant reduction in resources available to community safety partnerships. Such a reduction, combined with the proposals to give the new Police and Crime Commissioners (PCCs) control of the Community Safety Fund will

significantly alter the way in which Community Safety Partnerships will work together to reduce crime and disorder<sup>2</sup>.

- 5.5 Mindful of the considerations already evident from public spending reforms, and of the Home Office directive that absorbed the BCU grant into the general policing formula funding stream, the Policing Minister is keen to transfer community safety funding to Police and Crime Commissioners as outlined below:
- In 2012/13 the Community Safety Fund will have a cash reduction of 60% against the 2010/11 baseline.
  - Drug Interventions Programme grants will be consolidated with Community Safety Funding for PCCs in 2013/14 and 2014/15.
  - The budget held by the PCC will not be fenced. The PCC will be expected to work with CSPs and others to prioritise the issues that matter most to local residents' and will allow a greater flexibility for allocating CSP resources and their prioritisation.
  - The PCC, in ensuring delivery of these priorities, via their Police & Crime Plan, are allowed to make contracts with any public or private sector body to supply goods or services.
  - It has also been recognised that in addition to current service provision carried out using central funding, that some partnership posts are maintained as a result of interdependencies of current funds. Unless an agreement to indemnify each other in respect of these posts is in place, the financial liability for each employee remains with the employing body.
  - There is no expectation from the Home Office that police budgets should be pooled into local community budgets.
- 5.6 It is a fair assumption that CSPs up and down the country will be reviewing their functions and delivery in terms of business continuity. No amount of rationalisation will be capable of balancing 60% cuts without reducing capacity and affecting service delivery.
- 5.7 There are certain CSP roles and functions that may be mainstreamed to maintain current partnership activities and as a result be more sustainable. However the situation is being compounded by the fact that each partner agency is also coping with significant cuts to their own budgets. The loss of CSP's capacity may undermine the current partnership infrastructure with a negative impact on existing work-streams and activities. The role of CSPs may change dramatically from being a driver of partnership working and delivery service to a centralised co-ordinating function. It is possible that each of the partner agencies (with their own budgets reduced) will concentrate on their own priorities, meeting statutory requirements and retreat into silo working. Therefore, frontline provision and resilience is likely to be reduced and may eventually falter.

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<sup>2</sup> At present it is not clear when the CS fund will transfer to the PCC – i.e. 2012/13 or 2013/14

- 5.8 The Government's Prevent strategy aims to help build stronger, safer communities who feel empowered to reject violent extremism in all its forms. Generally, Forces work with CSPs to support communities and strengthen local resilience to counter the threat from violent extremism and terrorism. Effective information sharing remains key to the success of local partnerships, to reach a joint understanding of threat, vulnerability and risk locally to ensure that activities are risk based and proportionate to local needs.
- 5.9 There is a statutory requirement for the police to produce annually 2 Counter Terrorism Local Profiles (CTLPs) based on each local authority area with six monthly reviews - one for local partners and a restricted version for police counter terrorism practitioners. CSPs have traditionally supported the CTLP process by contributing local knowledge and supporting targeted interventions. The Welsh Government has supported a joint Welsh approach by developing the All Wales CONTEST Board and the Community Cohesion Strategy, supported by the Community Cohesion Funding stream – a funding stream that lacks clarity regarding its future. The force PREVENT Leads in Wales have not as yet reported any reduction in CSP's involvement to date, however, this may change with a reduced capacity.
- 5.11 Considering the WLGA consultation responses from CSPs it is evident that some agencies are viewing the funding situation as catalysts for change and an opportunity to rationalise partnership working and delivery. They are looking at more joined up planning, redesigning services and other mitigating options in order to reduce the adverse impact of the funding reductions.
- 5.12 The Westminster Government appears to have very far reaching expectations of CSPs and their delivery, particularly in the context of the harsh cuts they are currently experiencing. PAW has serious concerns regarding the knock on effects of budget reductions to CSPs over the next 2 years. We believe that this may very well undermine the excellent partnership framework in Wales that enables service delivery across many fields. There are additional concerns regarding the impact of the CSP cuts not only to their service delivery but the breakdown of hard won linkages, the loss of expertise and knowledge that support partnership working. It has to be noted that much of previous CSP funding supported key delivery posts, which may disappear due to discontinued funding streams and the inability to mainstream into partner agencies. The greatest concern is that the close work with communities will be undermined and the progress made in engaging communities and addressing the fear of crime will lose impetus without the guarantee of funding in the future.

## 6. Summary of identified risks

- CSR cuts may reduce capacity and capability of forces by reducing staff numbers
- Impact of reduced policing budget on existing partnership working
- Impact of cuts on communities and their confidence levels in policing
- Financial sustainability of regional units WECTU & TARIAN

- Proposed elected Police & Crime Commissioners
  - Impact on policing in general, may focus too much on the local
  - Impact on partnership working and collaboration is unknown
  - Impact on financial management of forces and prioritisation processes
- Impact of CSP budget cuts to CSP capacity, partnership framework and existing service delivery.
- Transition planning for PCCs and handover of staff, finance and policies
- Concentration on preserving the police frontline may put additional pressure on the hidden services surrounding counter terrorism, civil contingencies, serious organised crime and public protection.

## 7. CONCLUSION

- 7.1 The impact of the public spending cuts on frontline policing will be kept to a minimum where possible. Each Force is considering workforce modernisation options and is in the process of reviewing all service provision, deployment and identifying where savings can be made in a concerted move to protect frontline officers and the visible service provided to our communities. Maintaining visible and available officers has been identified as key to maintaining public confidence and is therefore a high priority.
- 7.2 However, police forces' budgets primarily cover workforce costs (80%) and stringent cost reduction exercises will involve reducing the workforce. It will be a challenge to deliver the service required within the reduced budgets. Each Force will be looking for innovative ways to reduce costs and improve efficiency in all areas of business.
- 7.3 The four Welsh police authorities and forces are very keen to support collaborative working both with each other and with wider stakeholders. We are proud of our collaborative successes to date and are constantly building upon our experience to develop further. The next phase will begin to look at back office functions with a view to release more cash efficiency savings.
- 7.4 With the high level of cuts being experienced across all public services, it would be naïve not to understand that the impact will be felt elsewhere. We have serious concerns regarding the continuity of funding for all initiatives which benefit communities through improved community safety. These include all CSPs, TARIAN and other criminal justice stakeholders. We have serious concerns regarding CSP's future capacity and the impact it may have on stakeholders and in the wider sense of service provision to our communities.

- 7.5 In summary, the police authorities and forces will work to improve efficiencies and find innovative ways of working to absorb the budget reductions where possible and protect frontline delivery. However, the reductions are severe enough to create serious concern regarding not just policing but the wider community safety and criminal justice landscape.
8. PAW wishes to thank the Communities, Equality and Local Government Committee's invitation to give evidence on the above topics. If you have any further queries or seek clarification on any of the above, please contact the PAW Executive Officer, Mrs Shelley Bosson at:

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***Police Federation of England & Wales  
(Region 7 – Wales)***

**Evidence prepared for  
The National Assembly for Wales Communities,  
Equality & Local Government Committee**

***‘Inquiry into Community Safety’***

**[www.polfed.org](http://www.polfed.org)**

*September / October 2011*



### **Oath of Attestation**

*“ I do solemnly and sincerely declare and affirm that I will well and truly serve the Queen in the office of constable, with fairness, integrity, diligence and impartiality, upholding fundamental human rights and according equal respect to all people; and that I will, to the best of my power, cause the peace to be kept and preserved and prevent all offences against people and property; and that while I continue to hold the said office I will, to the best of my skill and knowledge, discharge all the duties thereof faithfully according to law”.*

*“Rwyf i yn datgan ac yn cadarnhau yn ddifrifol ac yn ddiffuant y byddaf yn gwasanaethu'r Frenhines yn dda ac yn gywir yn fy swydd o heddwwas (heddferch), yn deg, yn onest, yn ddiwyd ac yn ddiuedd, gan gynnal hawliau dynol sylfaenol a chan roddi'r un parch i bob person; ac y byddaf i, hyd eithaf fy ngallu, yn achosi i'r heddwch gael ei gadw a'i ddiogelu ac yn atal pob trosedd yn erbyn pobl ac eiddo; a thra byddaf yn parhau i ddal y swydd ddywededig y byddaf i, hyd eithaf fy sgil a'm gwybodaeth, yn cyflawni'r holl ddyletswyddau sy'n gysylltiedig â hi yn ffyddlon yn unol â'r gyfraith”.*



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## Foreword

The Police Federation welcomes the opportunity to submit written evidence to the National Assembly for Wales' *Communities, Equality & Local Government Committee's inquiry into Community Safety* in particular in relation to:

- *the police funding cuts and to assess how those spending cuts will impact upon frontline policing;*
- *a view to the Welsh police forces' reform programme designed to improve efficiency and reduce costs; and also,*
- *the implications for local communities and community safety policy in Wales.*

The Police Federation will supplement this written evidence with oral evidence to The National Assembly for Wales on 5<sup>th</sup> October 2011.

We are happy that this advice is placed in the public domain.

**Jeff Mapps**  
**Chairman**  
**Police Federation**  
**(Region 7, Wales)**

**Phil Addicott**  
**Secretary**  
**Police Federation**  
**(Region 7, Wales)**

## **Introduction**

Following a police strike in 1918, the 1919 Police Act also formed the Police Federation. Police officers would no longer be allowed to belong to a trade union, meaning the end of the [then] Police Union. A second police strike, called in defiance of the Police Act, was a failure and the rioting had to be put down by military intervention; all 2,000 strikers were dismissed. In November 1919, the first Annual Conference of the Police Federation took place. Unlike their civilian support staff – including CSOs – police are not allowed to strike indeed it is a criminal offence even for an officer to cite such action.

In the UK, The Police Federation currently represents over c.136,000 police officers and some 7,600 in Wales. This is made up of 98% of all uniformed and CID ranks from Constable to Chief Inspector. The Superintendents Association and Association of Chief Police Officers form the remaining 2%.

The Police Federation's membership comes from each of Wales' four police forces. It's representatives – who are themselves, serving police officers – are elected to their respective roles.

The Police Federation was established to protect and promote the 'welfare & efficiency' of police officers and in its discharge of functions as laid down by statute.

This paper submitted by the Police Federation ('The Federation'), gives the view from the front-line. Others submitting evidence will undoubtedly give detailed advice concerning budgets and associated facts. The Federation however intend to advise the Committee on *the impact* of the UK Governments cuts, how it is felt by all officers, the knock-on effects to training, service, resilience, morale and ultimately the service we give to the public.

## **The independence of office of constable**

It may assist the inquiry into understanding the very nature and constitutional position of what policing is in the UK, is and how it operates.

Uniquely police officers are not 'employed', they give public service under Police Regulations and are accountable, not to The Crown, but simply to the law itself for their actions, or inactions. This is rightly scrutinised by statutory bodies.

The police operate outside of '*political interference*' and this is the established bedrock of policing in the UK under what is termed '*The Independence of Office of Constable*'. It is unique because it is the sworn attested duty of police officers to protect life and property, preserve order, and prevent the commission of offences and where an offence has been committed, to take all measures to bring the offender to justice.

To effect this, the police are 'sworn and warranted' in that 'office'. That Attestation (shown on page 2) the Police Federation in Wales submit, is now under direct threat by the Comprehensive Spending Review cuts which were announced in October 2010. We submit that the 'responsibilities and functions of an officer' cannot be fully carried out, if such support is not in place, so as to allow an officer to fully act to uphold the law, and importantly be accountable for those actions. The impact of the CSR dilutes the meaning of The Attestation and that matter goes to the very heart of policing.

The Attestation has stood the test of time - and has been replicated many times overseas - it has adapted and recognises legal changes, such as human rights legislation. The Federation wish to make it explicitly clear, that the Attestation is, without question, the single most important factor that remains the driving force behind policing.

Parallels may be drawn to the medical profession who take 'an oath', but in the case of policing, when police are sworn to preserve life, sometimes sadly officers give of their lives. To put this into context, sadly last year, five police officers died in protecting the public. The year beforehand twelve officers died, thirteen the year before that, and in 2007, fifteen died.

Officers, whether female or male, in or out of uniform, on-or-off duty and attending *any* incident, can by the very nature of their job, face rapidly changing scenarios and surging problems. For example, public order matters or escalating and harrowing situations when dealing with the public or indeed within civil contingencies. The knowledge that 'back-up' exists and that it is fully available - 24/7 - makes the role and implementation of policing more secure in the officers own mind whilst doing-the-job. If this resilience is lost or diminished, the Police Federation have grave concerns that conducting professional policing will suffer, the public will not be protected and officers roles and lives will be put at risk. *The National Police Memorial Day* hosted in Cardiff in 2005 and 2009 and latterly in Glasgow this year, sadly pays testament to the rigors of policing today.

## **Strategic view of cuts**

As the voice of some 136,000 officers, The Police Federation felt it was important to advise The Committee what is happening 'to-the-job' that officers are proud to do, in a service, that is regarded as the finest in the world. Other countries look to the UK and indeed within the UK look towards Wales in respect of our community engagement through our Community Safety Partnerships.

The message that is being sent to us by our members from around the country is a strong one that we are certain politicians will not wish to ignore – officers are deeply concerned about their future and what they see as the deterioration of the service to the public. Morale within the service is at an all-time low, public trust in the service is under threat and the special relationship between Government and the Police (which is in itself unwritten but unique) are becoming increasingly strained.

As a short summary, the current situation from the perspective of the rank-and-file is as follows, we also make some suggestions on how things may be improved.

- The Federation have always accepted the fiscal gap had to be addressed and that all constituent parts of the public sector would have to play their part in sharing the financial burden. However, what has caused the service great consternation is the size of 'the hit' specifically to the police service.
- The 20% cut to the police budget, front loaded for the first two years, which was announced as part of the Comprehensive Spending Review in October 2010 appeared to take no heed of the report by Sir Denis O'Connor (HMIC - Her Majesty's Chief Inspector of Constabulary), entitled '*Valuing the Police*', which warned that cuts to the policing budget of over 12% would not be achievable without damaging frontline services.
- The UK government maintain that cuts to the service can be made without effecting frontline services. But what is meant by frontline services? If we work on the basis that this means 'anything that is not back office support services' then, according to HMIC, this means that 95% of officers and CSOs work in frontline services. It is therefore clear that cuts of this magnitude cannot be absorbed simply by re-engineering the back office and cutting bureaucratic processes. This is something that over many years has consistently been addressed by all of Wales' forces as part of their on-going approach to increasing efficiency. Long ago, the fat was carved-off leaving now only muscle to cut away.

- The evidence of this 'cutting' is already becoming clear. In the UK as a whole, in the last 12 months the number of rank and file officers has already been depleted by 4,000. In their recent report, '*Adapting to Austerity*', HMIC estimated that by 2015 the total number of officers will reduce by 16,200. This will turn the clock back towards 2002 (in terms of total service strength) but when the increase in the population is taken into account, this leaves an officer : citizen ratio, the likes of which we haven't seen since the 1970s and one of the lowest in Europe. We are indeed in the same timeframe that demanded 'recovery' where The Edmund-Davies Report (1976) was made. Thirty years ago, to reverse such hemorrhaging, required both political will and extensive funding. Only this time, the fiscal means are now seriously in reverse.
- The reality is that this is now putting extra stress and strain on our members who are striving to deliver a level of service to the public with ever dwindling resources. They want to maintain a police service they can take pride in, not one they have to continually apologise for.
- Rising crime and civil unrest must serve as a stark warning – it's time to pause, think and urgently reconsider the 20 per cent cut to the police service. The safety of the public cannot be based on 'forecasts' made by the Office of Budget Responsibility. The responsibilities lay with governments.

### **Previous advice to government**

The Federation has warned about rising crime and the impact that cuts to policing will have on public safety. It simply won't be possible to provide the same level of service or protection to the public if we do not have enough police officers or resources to do so.

In May 2009 we published a report, '*Crime and the Economy*,' where we warned government that an additional 2,000 police officers would be required over the following three years to maintain the current level of service and we predicted a rise in property crime as the recession deepens.

In May 2010 at our annual conference, the Home Secretary, Theresa May who had been in office just a number of days, was warned publicly – on the conference platform - that a rise in crime and in particular rioting was a very real threat; this was ignored. Months later, the 'student riots' commenced.

In January 2011 the respected think-tank *Civitas* also reported that a reduction in police officer numbers as a result of a 20 per cent cut to policing is highly likely to lead to increased crime and create a more dangerous society.

Both of these reports have been supported by the recent annual crime statistics, which found that for example, burglary statistics have risen nationally by 14 per cent. In some areas, this is even higher.

We take no pleasure in being correct with our predictions and seeing the dramatic rise in reported burglaries. We have been calling on the UK Government for months to listen to us, listen to police officers about the impact of cuts and the increase in criminal behaviour.

Rising crime must serve as an inherent warning to government – stop, think and urgently reconsider the 20% cuts to the police service; otherwise we will see further increases in crime.

In May 2011, The Home Secretary was again publicly warned at the Police Federation annual conference – from the same conference platform - that street violence and riot was likely to happen; this was again ignored. By August 2011, the inevitable was witnessed across England that saw five people murdered, homes destroyed, businesses laid waste and at a policing cost presently standing at £75 million.

The cuts have a stark reality for public order issues, we would lose over 16,000 officers – and that figure of sixteen thousand should be remembered as the equivalent number of officers deployed on London streets to put an end to the violent riots recently. But a police service cannot operate on ‘bussing in bobbies’ there needs to be a daily street presence, gathering intelligence, giving the public daily and continual reassurance.

The HMIC report, *‘Adapting to Austerity’* confirmed our worst fears that the cuts being implemented by the UK Government will turn the clock back by reducing police officers (and police staff) by over 34,000 in the next four years. The knock-on effect will be police forces struggling to keep their heads above water as they try to deal with increasing demands and diminishing resources. An almost inevitable consequence will be a rise in crime rates as the population continues to increase and the number of police officers decreases.

### **Frontline versus backroom**

HMIC defined frontline policing as *‘those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law.’*

The Government is claiming the cuts will only affect ‘back office functions’ and not frontline policing, but the Home Secretary and the Prime Minister are failing to recognise that these so-called ‘back-office’ functions play a vital role in combating crime.

Back office functions include more than just Admin and Human Resources processes; they include anti-terrorism intelligence, child protection, domestic violence units, forensics, family liaison units, witness services and 999 call handlers, amongst many, many others.

The Police Federation wish to highlight just one example of many and that is in respect of Domestic Violence. Given forthcoming legislation, this is relevant specifically to Wales and one area that may well suffer from the cuts.

We recognise that The Welsh Government will be progressing Wales-only legislation in respect of *The Domestic Violence (Wales) Bill*. It has been advised, the Bill will not have any criminal justice elements, but it will “*place a duty on relevant public sector bodies to have a domestic abuse and ‘a violence against women’ strategy and support elements in place*”. Clearly this process will involve the police and The Federation will examine the Bill when it is published.

But to physically implement a future strategy, there will be a need to be a change to current ‘policing procedures’ and indeed this would demand dedicated training of officers and certainly additional resources for the police to meet those demands that the new polices will put in place. But given a 20% cut back in resources, we have very real concerns that such Wales legislation will not have the necessary fiscal backing to make it work. Westminster is wholly unaware, or indeed oblivious of this issue.

If as one example, cuts are made here, more frontline officers will be taken off the streets to fulfill these roles – albeit needy - not to mention spend more time carrying out admin work which would have been previously undertaken by police ‘civilian’ staff. Officers will be stretched further and further and whilst we will do all we can to protect the public, ultimately something has got to give.

Let us be clear, there is only one thing you get for less, and that is less.



## **Morale**

Although not quite relevant to the consultation, it is important to understand that part of the delivery of good policing is to have a motivated police service.

With a public sector two-year pay freeze, a proposed two-year freeze on police officers' incremental pay, forcing our most experienced officers to retire through Police Regulation A19, and in addition, an increase in pension contributions beyond the current 11%, it is no wonder that our recent survey of police officers found 98 per cent said morale is low and they knew of someone who wanted to leave the service. The Government is letting down the very people they should be representing and protecting.

Police officers are feeling more demoralised than ever, given the UK Government's reaction to the how we policed the recent riots. We went out in force, had rest days and annual leave cancelled, worked 20 hour shifts and faced torrid violence. Over 240 officers were hospitalised but we worked hard to restore order on the streets and bring the perpetrators to justice. Wales played an important part in this public order issue on a scale never before witnessed in the history on the mainland.

## **Understanding Wales by Westminster**

It is worthy to note that in November 2006 at an HM School of Governance seminar held in The Senedd, Sir Jeremy Beecham (Beecham Report *'Beyond Boundaries'* on public sector working), stated that *"policing will fall within the cracks of devolution"*.

It is a concern that The Federation share, given the diversity of modern day policing and the demands placed up it. This should be viewed against a backdrop that there does exist a lack of 'understanding' from Westminster towards Cardiff bay upon issues that affect policing (and the service we give to the Welsh public) and that given the devolved settlement have become, for Wales, more undefined and lacking scrutiny. At its extremities, the understanding of policing in Wales by Westminster has become arguably undemocratic and most certainly lacking in transparency.

There is a danger therefore, that any subject issue that is prefixed 'policing' – howsoever defined - may seemingly not be considered by London as being of relevance to Wales (when in fact it is) or not worthy of consideration in Wales through a lack of knowledge.

It would be fair to state, that the understanding of Welsh devolution by Westminster and Whitehall is poor. As such, in 2006, during the *'Police amalgamation process'* under Home Secretary Charles Clarke, we saw policing minister Tony McNulty attending 'the Assembly' completely unaware of the roles and responsibilities of Welsh Ministers in respect of policing.

This was typified late in 2009 during an inquiry led by the House of Commons, Welsh Affairs Committee, whereby the former First Minister, Rhodri Morgan and Sir Jon Shortridge (Permanent Secretary in Wales) gave evidence to the effect that *'London did not understand devolution'* and that *'devolution was seen as an experiment'*.

Of late, under the current UK-coalition Government, the progression of the *Police Reform Bill*, sees a serious lack of understanding by the Police Minister, Nick Herbert on the functions and responsibilities of Welsh Ministers; this criticism is extended also to his government officials. Indicative of this, is the result witnessed by the Legislative Consent Motion on parts of that Bill rejected by The National Assembly for Wales on already devolved functions.

It is worthy to note that prior to this, in 2009, *'The all-Wales Convention'*, headed by Sir Emyr Jones-Parry highlighted in his report (Chapter 4) of concerns in respect of policing and that it was by *"default rather than design"* that the Home Office had some understanding of devolution. This was resolved simply as David Hanson, a Welsh MP, just so happened to be the Minister of State for Policing. Such was the concern that it warranted inclusion in the Conventions report. Seemingly nothing has changed.

Taking the above into consideration, The Federation therefore submits that given the concurrent misunderstanding by the UK government of the mechanisms of devolution in Wales that as and when powers become 'devolved' and/or 'granted' to Welsh Ministers, they will likely have had little or no understanding of present Welsh powers – and how it affects policing - or indeed how they impact upon the development of unique Welsh policy. It is the Federation's contention that this too extends towards the funding needs for a very diverse country in Wales.

The above issues are common to all of Wales' forces. There are however, issues that affect individual forces and just some of these issues are as follows.

### **Gwent**

Financial pressures will result in the loss of over 150 officers from a small force. This will undoubtedly result in a reduced service / response to the public. For example by not responding to some calls and by dealing with them by way of a telephone resolution, 50 officers will be lost from the frontline. The public very often complain that they don't see a police officer in their area with our current numbers. Less officers will mean even less visibility.

On top of these reductions it has also been necessary to remove nearly 20 officers from frontline policing to supplement control room support staff. These officers will be critical in maintaining service when support staff (including CSO's) take industrial action.

Collaboration projects will also result in the loss of police officers, this will do little to assist in maintaining a critical mass. For example the southern Wales collaboration on Firearms capability will result in less authorised firearms officers across the three Welsh forces. If these officers are based outside of the Gwent Police area then there will be times during the day when there will be no firearms officers in the force area. This should be of grave concern to the public of Gwent and the officers who will be in need of urgent specialist assistance.

### **North Wales**

Without any recruitment there is a possibility that over 200 serving Officers will be lost within North Wales Police over the next four years in order to meet the enforced savings.

The loss of Officers in such numbers will obviously affect the frontline services afforded to the people of North Wales. Additionally with reduced numbers our capability to provide mutual aid as witnessed during the August 2011 riots in London and elsewhere such as Manchester will be seriously hampered.

There are reviews currently being undertaken into Serious Crime investigation, CID and Community Safety. There is little doubt that there will have to be savings made in all these strands of Policing. It can safely be assumed that there will be no additional Officers assigned to the work.

### **South Wales**

The impact of the CSR has resulted in the force being required to reduce the number of police officers by 256 and almost 500 police staff over the next four years, with 85% of the savings required in the first two years. By the end of the financial year 2011/12, some 131 police officers – many highly experienced - will have been required to retire and although minimal recruitment will commence in January 2012 this will not prevent the overall reduction of police officer numbers but will prevent stagnation in recruitment and promotion opportunities.

The force have closed a number of police stations and have also had to reduce the number of 'public facing' police stations – for example in the Western BCU, only Swansea Central and Neath have front office enquiry clerk facilities to the public. The force is actively seeking alternative methods of communication and contact with the public including internet, e-mail and public networking sites (Facebook etc). There will be one centrally located Public Service Call centre instead of the current structure.

There has been a project team looking at the structure of South Wales Police for some years. The emphasis has been to reduce the number of police officers in the colloquially termed 'back room functions' and returning them to the front line. However, the reduction of police officer numbers means that simply there is little resilience left 'back in Wales' when instances such as the recent riots occur.

Collaboration projects with Gwent and Dyfed Powys Police are well advanced and South Wales Police already have a number of shared services such as Human Resources, Legal and Assistant Chief Constable 'protected services', such as Terrorism. The South Wales Police Authority, have recently authorised the commencement of the collaborative firearms department with Gwent and Dyfed Powys Police.

The Comprehensive Spending Review cuts have a severe and direct morale impact as the additional stress upon Neighbourhood Beat Managers and Neighbourhood Patrol Team Sergeants will increase and specifically have a knock-on-effect to efficiency. Although the Welsh Government may increase the number of Civilian CSO's, without question, if there are not enough warranted Police Officers who can arrest and solve crime, then such CSO's will not be effective or efficient, thereby failing to provide overall a cost effective measure to meet our ever increasing Communities needs. Also from a practical perspective – despite calls and the hails of cutting in bureaucracy - Community Safety and such responsibilities still rests at our feet. This may extend from the most heinous of crimes, to dealing with mental health issues or even to some seemingly minor policing matters, but nonetheless they being of importance to *the public*.

Due to the Comprehensive Spending Review, change within South Wales Police is advancing at great pace, indeed it is surging and there is no doubt that the future structure will look very different to the past and even the current structure. Only time will tell how the cuts are going to affect South Wales Police but there is an unnerving amount of uncertainty and deep concern with officers at this time, both in respect of the service they provide to the communities of South Wales and also as to their own personal 'employment' status and conditions.

### **Dyfed Powys Police**

Dyfed Powys Police Federation continue to have deep concerns with respect to the 20% cuts in policing. In real terms this will affect the resilience we afford to the public and in being able to give 24/7 immediate response to the public.

The force establishment should be 1,200 officers however, ahead of the cuts we already run 5% below this in actual numbers. At present we have 1153 full time police officer posts as we had a recent intake of 26. These officers will take a number of years to go through training and to consolidate that experience on-the-beat.

Dyfed Powys Police presently do not use a dedicated enforcement of Police Regulation A19 (enforced retirement for those over 30 years experienced service) or A20 (enforced retirement for those injured on duty in protecting the public), although to date more officers have left the force than usual, but that figure has not yet been fully assessed as 'public cost savings'. Taking this all into a complex equation, Dyfed Powys Police are 71 police officers down on last years figures.

We have had an intake of special constables albeit these are warranted, sworn officers they are essentially 'volunteers' who undertake a policing role on top of their normal day jobs. Such an input is valuable, but gives little flexibility or training capacity to develop their roles.

The resilience of the force was shown to be under immense stress during the [then] planned badger cull. Additional funding was needed to allow basic policing of what was/had been planned. Such a contingency although rare is not uncommon when facing protracted public order and civil contingency plans.

Officers of Dyfed Powys Police are wholly committed to giving their all. However, we now have officers who are not only focusing ahead on their important roles, but are now constantly looking over their shoulders as to what will happen to them. This is not good for any organisation least alone policing which demands excellence on a 24/7 basis.

We are mindful also of the impact that the cuts are having upon family life. This may equate to cancelled rest days, extended shifts, cancellation of annual holidays and all have to be taken in the stride of officers, such is the demands placed upon officers.

We find it fatuous that think-tanks appear to be driving the UK government agenda and a recent report produced by The Policy Exchange is indicative of a 'metropolitan outlook' the likes of which seem to be touching a chord with The Home Office. Here we see demands be sought that will press police officers to travel to work on public transport and in uniform. The Committee will be aware that few busses run across rural Wales even during 'normal hours', but our deepest concern is expecting officers to travel to work 'in uniform' without their appointments of radio, baton, handcuffs or protective clothing upon them. We firmly believe the understanding of policing by the UK government is poor to the extreme this extends also to seeking 'mutual aid' to other areas of the UK, including Northern Ireland where officers will be placed upon the streets in vastly differing uniforms and lacking the necessary dedicated training for that operational theatre.

## Conclusion

The UK Government's current approach to policing has been chaotic, foolish and aggressive. The sheer scale and pace of cuts (20 per cent, with two-thirds front loaded in the first two years) is excessive and greater than any other public sector cuts either in Wales or in England and most certainly contrary to, if not at a complete divergence away from, the advice they have been given by Her Majesty's Inspectorate of Constabulary.

There has been an *ad-hoc*, piecemeal approach to 'reforming' the police service and more worryingly nobody has consulted the public about what they would like from their police service. Indeed the UK Government have not even consulted the Welsh Government on their viewpoint and the ways that policies are being developed (in Wales) to benefit the public. That is itself a sign of negligence and certainly a lack of respect towards a devolved government and indeed opposition parties. This situation however, can be reversed by pausing, reflecting and holding proper dialogue.

The Police Federation will continue to call for a *Royal Commission on Policing*, in the meantime there needs to be a serious period of reflection on the demands placed upon policing and importantly an evidenced based review on the correct funding required, in order that the police can protect communities. The Federation in Wales submit that the HMIC study '*Valuing the police*' is not that far off the mark.

In conclusion The Police Federations Chair, Paul McKeever made a speech on 18<sup>th</sup> May in the presence of The Home Secretary. The full speech, which lays out The Federations deepest concerns can be found at [www.polfed.org](http://www.polfed.org) . However, we believe one part of it is highly relevant to all of those who give public service.

*"...Following an IPSOS Mori poll, it showed 86% of the public are worried by the policing cuts, it is the first duty of any government to protect its citizens. It appears the public have little confidence in you to fulfil this basic requirement of government..."*

# Communities, Equality and Local Government Committee

CELG(4)-04-11 : Paper 4

## Inquiry into Community Safety in Wales – Welsh Local Government Association

### Introduction

The Welsh Local Government Association (WLGA) represents the 22 local authorities in Wales, and the three national park authorities, the three fire and rescue authorities, and four police authorities are associate members. It seeks to provide representation to local authorities within an emerging policy framework that satisfies the key priorities of our members and delivers a broad range of services that add value to Welsh local government and the communities they serve.

This Report is submitted to the National Assembly for Wales's Communities, Equality and Local Government Committee in response to its inquiry into the impact of public spending cuts on the Welsh police forces, specifically:

- The impact of public spending cuts on frontline policing;
- Details about the Welsh police force's reform programme designed to improve efficiency and reduce costs; and
- The implications for local communities and community safety policy in Wales.

The majority of the information presented relates to the impact of the public spending cuts on community safety partnerships (CSPs). The WLGA is aware of and supportive of the evidence that has been submitted by the Police Authorities of Wales and endorses their key messages in relation to the future funding of policing.

### General Comments

Community Safety is a high public priority and one that can affect the quality of life for individuals and entire communities. Community safety budgets have suffered significantly, and will continue to suffer next year, as a result of the reductions in public finances. The Home Office Community Safety Fund has been cut by 20 per cent in 2011-12 and will be cut by a further 40 per cent in 2012-13. Such cuts in funding will have a significant impact on the activities CSPs will be able to undertake and while CSPs will need to prioritise and innovate to reduce the impact of such levels of cuts, it is also inevitable that some community safety related posts will need to be cut, merged or curtailed. CSPs and their member organisations are actively considering how they can mitigate the cuts they are facing and maintain key activities in relation to improving the safety of their local communities.

It should also be noted that the Welsh Government provides a range of Grants to CSPs, for example, Substance Misuse Action Plan Fund and the Safer Communities Fund. These Grants for 2011/12 were maintained at a similar level to 2010/11, which was welcomed, but with no inflationary increase and indications are that the Grants will continue at a similar level for 2012/13. However, the future of the Community Cohesion Fund provided by the Welsh Government is unclear for the coming year as the current grant of £1.7 million is only committed until the end of March 2012. Without continued funding, it is likely that a range of community cohesion projects will be discontinued.

The Youth Justice Grant from the Ministry of Justice to Local Authorities has also been significantly reduced in 2011-12 (indicative cuts of 11-12 per cent), which is likely to have a particularly negative impact on prevention work with those at risk of offending. Some of the Ministry of Justice proposals in relation to reforming youth justice could have a significant financial impact on local authorities e.g. proposals to make local authorities responsible for the full cost of court ordered secure remand.

There is a huge risk and increasing challenge in the mainstreaming of community safety across other relevant policy areas and services in the current financial climate. Over 63 per cent of responses to a national survey reported that the commitment of partner agencies had reduced over the last twelve months<sup>[1]</sup>. Responses also highlighted a reduction in the number of projects being undertaken, large scale merging of staff responsibilities, reduced community contact and a reduction in volunteering involvement.

### **Community Safety Partnerships**

The WLGA facilitates the All Wales Community Safety Forum which has the aim of providing strategic oversight of community safety issues in Wales. It also aims to aid joint working and disseminate good practice and help provide a joined-up approach to deliver shared objectives and/or priorities. The issue of the cuts facing CSPs was discussed at their meeting in April 2011 and concern was raised by the members as to their impact on local community safety activities. The WLGA, on behalf of the Forum, then wrote to all local authorities seeking information on how the cuts were likely to impact at the local level and directly on CSPs. This paper is largely based upon the responses received.

### **Impact**

A consistent theme of the responses was that funding changes were having a negative impact however the cuts anticipated in 2012/13 would have more of an impact with an effect on staffing levels and on activity, for example, related to preventative work, anti-social behaviour and prolific offenders. Linked to the cuts to CSP funding was the impact of budgetary cuts on other related services, for example, analyst posts and crime prevention posts had been cut which was also having an impact on the work of the CSP. Examples of what the cuts mean in monetary terms is highlighted in the table below:

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<sup>[1]</sup> Community Safety Consultation 2011, National Community Safety Network Ltd.



	2010/11	2011/12	2012/13
Authority A	£173,613	£138,493	£70,064
Authority B	£71,565	£57,088	£28,881
Authority C	£111,419	£88,880	£45,965

Some of specific feedback provided by authorities, that reflect the numerous negative impacts on the work of CSPs, is highlighted below:

"This financial year our CSP have cut several preventative and supporting services that were performing well and having positive impacts on reducing crime and disorder. This has put more pressure on statutory services to provide support at a time when they are also introducing the cuts, thereby leaving communities without the support they need".

"Although deemed a high priority by the Partnership, this funding does not sustain a 'service' or ensure the employment of key staff. Its loss reduces the effectiveness of the Neighbourhood Management approach but the consequences of cutting are not as dramatic as loss of a needed service".

"Inevitably, the absence of any capital funding has prevented any investment in measures such as lighting, alley gating or CCTV.....In addition, it is increasingly difficult for funding to be identified to deal with issues such as drug taking related litter, abandoned vehicles, off road motorcycling nuisance and other issues that feature regularly in PACT meetings and impact on the 'fear of crime' but in general are not allocated a status of priority."

"The cessation of the capital grant element of the Grant (Community Safety Fund) has had a significant impact on our ability to support vulnerable victims of crime by improving their personal safety and the security of their homes".

"Of more significant impact is the reduction in the Youth Justice Board grant for Youth Offending Teams and the potential impact of payment by results and changes to the funding formula. Again, this year we have managed the reduced funding in a way that minimises the impact on the frontline but future reductions will hamper our ability to support young offenders and their victims, prevent re-offending and prevent offending among young people in the first place".

"We are concerned that much of the excellent and innovative work that has been achieved in responding to local issues will be lost".

"Compounding the problem is the fact that both the Council and Police Service are currently faced with their own internal financial and resource issues, greatly limiting any ability for successful projects or initiatives to be 'mainstreamed'".

In addition to the issues and concerns highlighted, it should also be noted that the lack of sustainability of community safety grants impedes progress and any long term planning. Many CSPs have raised concern at the lack of notice of the impending cuts in funding, with limited time to plan for the 2011/12 cuts and give the required notice to staff and the affected services.

The immediate impact of reducing funding levels, as described above, is clearly an enormous concern, but the longer term impact of a reduction in community safety and crime prevention activity must also be considered. Effective community safety activity can result in on-going savings from reduced vandalism, crime and demands on the Health Service - savings that will no longer materialise as activity reduces, increasing future budget pressures on other parts of the public sector in future years.

### **Mitigating Actions**

CSPs have worked hard to effectively manage the cuts introduced for 2011/12 and are increasingly preparing for the increased level of cuts in 2012/13. There are a range of steps local authorities are taking to protect prioritised areas of work and are talking with wider partners and across boundaries to assess and maximise the opportunities and benefits of collaborative working in reducing costs and maintaining priority services. For example, in North Wales a Community Safety Board is being established across the region. The purpose of the North Wales Community Safety Board will be to address the broad community safety agenda in an effective and efficient manner and its remit will encompass the business of the region's Community Safety Partnerships, Youth Justice Services and elements of the Criminal Justice Board. Governance arrangements are currently being put in place and a project group is working to ensure that the Board is functioning in time for April 2012.

CSPs are taking a range of actions to mitigate the impact of the cuts through thinking creatively, seeking alternative ways of working and funding and unfortunately, through the loss of a range of community safety posts, for example, Anti Social Behaviour Co-ordinators. The examples highlighted below reflect the various approaches being undertaken:

"Our policy has been to seek to mitigate the impact by continuing to invest in the motivated and experienced staff of the CSP, and requiring creativity on their part to identify alternative methods of service delivery rather than by ceasing effective interventions and activities.....examples of this include working towards shared posts, community engagement activities actively promoting a culture of self help' and working more closely with third sector agencies and the Street Pastors who assist in delivering service".

"We are in the process of implementing a mini-restructure of our Community Safety Team which will see 4 posts replaced by 1. This will give us a staffing structure that we can afford in light of the reduction in funding notified for next year, but clearly it also means a reduction in activity".

"We have already been in discussion across our statutory partnerships to align our planning processes into a single plan and see longer term opportunities to reduce costs".

"With the ever increasing community safety agenda, the team has already streamlined workloads wherever possible to ensure that front line services and issues which directly impact on local communities are prioritised".

"We do have to find ways to reduce costs and get more for less whilst maintaining excellent public services and good performance. This is the challenge for community safety partnerships".

### **CSPs and Police and Crime Commissioners**

The Police Reform and Social Responsibility Act received Royal Assent in September 2011 and elections for Police and Crime Commissioners (PCCs) will be held in November 2012. The Home Office intend that in future, funding for policing and funding previously allocated to CSPs will be provided directly to the Police and Crime Commissioners to allocate; it is understood that this policy will be introduced from April 2013 (PCCs will be able to make crime and disorder reduction grants to any organisation or person in their force area). The introduction of PCCs will mean a fundamental change for CSPs and the Act places a mutual duty on PCCs and the responsible authorities on CSPs to cooperate to reduce crime and disorder and offending. The Act also requires a PCC when pulling together a Police and Crime Plan to have regard to the priorities of the responsible authorities in their force area, while CSPs will have to have regard to the objectives in the PCCs' Police and Crime Plan when exercising their functions. However, CSPs are likely to find they face different funding issues as PCCs become commissioners of services.

Many CSPs and local authorities are concerned at the prospect of current Home Office CSP funding being transferred to PCCs in the future and there is a clear preference for the funding to be continued to be provided to CSPs direct. The Welsh Government has indicated their funding streams will continue to be allocated direct to CSPs (and not the PCC) and this is welcomed. Comments provided by local authorities on their concerns included:

"There is major concern that if Police and Crime Commissioners come into being and are given the Community Safety Fund, activity that bolsters and adds value to the core business of CSP agencies will be lost".

"Such a move will only serve to further undermine the work and importance of the Partnerships, alienate the Partners themselves and directly contradict the previous assertion that the Partnerships are best placed to deliver local interventions in response to local needs".

"Priorities will be decided on a regional rather than a local basis, thereby omitting some key issues for local communities.....It will be difficult for one

individual at the strategic level of a PCC to have the detailed knowledge to be able to make the right decisions for each county”.

“Colleagues take the view that the experience developed over a number of years, and the consistent and significant positive results achieved, demonstrate the effectiveness of financial decisions taken by the CSP, and we see no valid or rational case to change this arrangement”.

## **Conclusion**

It is clear from the feedback from CSPs that the 60 per cent funding cut they face over a two year period will have significant impacts on community safety activity undertaken across all parts of Wales. The level of cuts required by the police over the next few years, when combined with the increasing budgetary challenges experienced by local authorities, poses a huge challenge for CSPs, community safety and in continuing to tackle and reduce crime and disorder. While positive steps are being taken to reduce and manage the impact on services, it is inevitable that community safety activities will reduce.

There remains commitment from CSPs to ensure that successes Partnerships have achieved to date continue to reduce crime and the fear of crime. CSPs and all members are aware of the importance of maintaining public confidence and reduce the ‘reassurance gap’.

September 2011

# Communities, Equality and Local Government Committee

CELG(4)-04-11 : Paper 6

## Inquiry into Community Safety in Wales – GMB Union

Before I address the very specific questions outlined for the basis of the GMB presentation

- Impact of the public spending cuts on front line policing
- Details about the Welsh Police forces' reform programme designed to improve efficiency and reduce costs; and
- the implications for local communities and community safety policy in Wales

I want to set the scene as it were to put some context around that term “front line policing” by asking ***What is “Front Line Policing”?*** and outlining the role of the GMB and how we interact with the Welsh forces.

The GMB's main presence in the Police forces' of Wales is with the largest of the Welsh forces South Wales Police where we have been recognised 8 years or so. All our representatives within the force have “day jobs” from PCSOs to Project Managers in the ICT department so they have a good understanding of the workings of the Police Service. Turning now to addressing the question of Front Line policing...

It is often assumed that Front Line Policing is refers to the “bobby on the beat” but it is much more than that, there are many roles not necessarily seen by the public which should be considered as Front Line Policing these include the Police Community Support Officers (PCSOs), Control Room operators and Station Enquiry Clerks to name a few. In fact the roles of Police Support Staff are generally classified as the “front line policing” and “back office” or “admin” functions. Without Police Support Staff we would return to warranted officers – well paid, highly trained in policing who should be out there detecting (and preventing) crimes working in the background doing the roles generally undertaken by Police Support Staff. When considering the question of “what is front line policing” the GMB believes that you should not ignore the Police Support staff whether they are visible part of the front line policing team such as PCSOs or doing the back office role as we believe there would be no Front Line Policing without these often unseen roles. Without staff working in the ICT departments supporting the IT systems, keeping the police radios working, maintaining the voice network or those in fleet keeping police cars serviced and on the road or even dare I say someone working in payroll – let me tell you without someone making sure front line police officers are paid there would be no front line policing!

The GMB supports members of Police Support Staff across the board – PCSOs to admin staff; technicians to mechanics

## **Impact of the public spending cuts on front line policing**

South Wales Police are in the first year of their Project Reform, the predicted job losses are in the region of approx 700 – including both Police Officers and Police Staff over the next four years. The force has implemented the Police Regulation A19 allowing the forced retirement of Officers with over 30 years service, with the Police Staff reductions coming under the heading of Project Reform which aims to make the service more efficient and reduce costs. South Wales Police alone are facing a £47million budget reduction over the next 4 years.

Whilst the GMB focuses on Police Support Staff it is only right that we mention that forced retirement of Police Officers means the Police Service are losing valuable experience which at least in the short/medium term is bound to lead to a significant skills gap which will have a huge impact on front line policing. Furthermore, the long term implications are also of concern as a forced retirement policy is likely to have an impact on the younger officers and how they view their long term career within the Police Service.

Whilst the GMB has supported a Voluntary Early Retirement scheme for Police Support Staff, the same concerns regarding the loss of such valuable experience and the potential short term skills gap also apply for Support Staff roles.

## **Details about the Welsh Police forces' reform programme designed to improve efficiency and reduce costs**

To date the main “workstreams” that have reported in South Wales Police Project Reform have seen a 24% resource reduction for the Administration Support Unit 46% for the Analysts workstreams and 46% for the Public Service Centre.. As GMB stated to the South Wales Police Authority meeting in May, on conclusion of the formal consultation period for these three workstreams *“The force proposal for a 24% resource reduction for the Administration Support Unit and 46% for the Analysts workstreams whilst regrettable, we believe are based on fairly sound business cases.”* However, the GMB reported then, and remain extremely concerned about the proposals to centralise the force’s 999 Control Rooms and Contact Management Centres into a “Public Service Centre” with the proposed resource reduction of 45%

We struggle to understand how the force can maintain an effective service to the community while reducing resources by such drastic numbers.

Whilst it is accepted that centralising this business function economies of scale would be realised the GMB remain extremely concerned with the force’s ability to continue to deliver a high quality of service to the public, given the drastic level of resource reductions proposed - a 45% cut (if you include the recently disestablished posts) in such a public facing, business critical area is frankly staggering. We did expect a centralised function but expected it to be implemented in a more controlled and measured way.

This concern focuses not solely on the number of jobs that will be lost but includes the impact for staff who will form the new Public Service Centre and indeed the impact on the public.

Our main area of concerns regarding the proposed new Public Service Centre include

- the automation of the switchboard and the loss of all Switchboard operators – we do not believe this will enhance our service and will not provide the public with what they expect or even want. Early evidence from our members resulting from the first phase of this implementation suggests that there are significant operational problems resulting from an automated switchboard
- lack of meaningful public consultation – the GMB do not believe that a 150 person sample from two supermarkets and an online survey is representative of our local communities , this after all is less than 0.02% of the local population
- lack of meaningful comparative data with other forces who have similar call/incident and crime volumes
- breadth of the new role of Public Service Centre operator – combining a 999 call taker/dispatcher with that of a Contact Management Centre Occurrence Investigator and a Switchboard Operator which demands very different skills is not as simple as has been portrayed in the force proposal for the new Public Service Centre. Again, early feedback from our members suggest as this is being implemented there are significant operational problems resulting in a back log of calls and concerns for the service being provided to local communities
- Impact on the public – we remain concerned that this proposal will affect the force’s ability to respond to 999 calls – and especially non emergency calls – in a timely and effective manner

We understand that the proposal is for a phased implementation but our concern is that if one or more elements of the proposal fails once we have let staff go then it is just not as simple as stopping the next phase and it will be too late and too difficult to undo the damage to the service and the force’s reputation.

Other Front Line areas currently being reviewed include the role of the Station Enquiry Clerk with particular reference to station (front desk) opening hours and even station closures

### **Implications for local communities and community safety policy in Wales**

The GMB are deeply concerned about the impact on the local community.

The proposal for a “one stop shop” Public Service Centre resulting in a reduction in resource of over 45% is bound to impact on the force’s ability to respond to the needs of the

community. The biggest impact will not necessarily be on the 999 calls but that of the non emergency calls – the reporting of antisocial behaviour and the like.

The current reform of the Station Enquiry Clerk and Front Line Support Officer workstream has not ruled out the possibility of closing and/or reducing the opening hours of police stations. In our Western BCU, it is proposed that only Swansea Central and Neath will continue to provide a 24-hour front desk facility, allowing the public to walk in and see a member of staff. Morriston has cut its public opening hours to Mon – Fri 9 to 5. No details are yet available for other areas of the Force, but further permanent closures and the sale of police premises have not been excluded. The Taffs Well and Nantgarw Community Council considered cutting all ties with the local service in protest at a “lack of consultation” prior to the closing of its community police station. Public confidence in the police service is directly connected to the visibility of that service – an open and suitably staffed police station contributes significantly to that public visibility. If the public have confidence in the police service, they are more willing to engage with both the police and the wider criminal justice system.

While we accept that there are proposals to increase the potential methods of contacting the police e.g. e-criming, people who choose to come through the door of a station are often the most vulnerable ones, who prefer to talk face-to-face with another human being. This may be for a range of reasons including difficulties in speaking English, a fear of reprisals and a need for personal reassurance, discomfort with the use of, or indeed a total lack of other facilities such as telephones, personal computers and the internet. Some intelligence is gained from personal contact which would otherwise be missed – some people just open up more when they have the benefit of personal communication. In some cases this can be about matters not directly connected to the original purpose of their visit – they may intend reporting a fairly trivial matter and then, in conversation divulge more serious information. We have serious concerns about the possible erosion of our human face to the public.

A recent HMIC report “Demanding Times – The Front Line and Police Visibility” concludes that around two-thirds of the police workforce nationally is on the front line. It is impossible to see how the level of South Wales Police proposed reductions will not significantly impinge on that front line.



# Communities, Equality and Local Government Committee

CELG(4)-04-11 : Paper 7

## Inquiry into Community Safety in Wales - UNISON's Cymru / Wales Police and Justice Group

UNISON has over 3,000 Police staff members spread across the four Welsh Police Forces with a UNISON branch for each force.

UNISON Cymru/Wales Police & Justice Group welcomes the opportunity to give its views and opinions to the Communities, Equality and Local Government Committee on the effect of the budget cuts in all four Police Forces in Wales. However, simplistic headline figures do not reflect the full impact, or more importantly, indicate where funding is crucial and where it needs to be continued to avoid our communities being adversely affected.

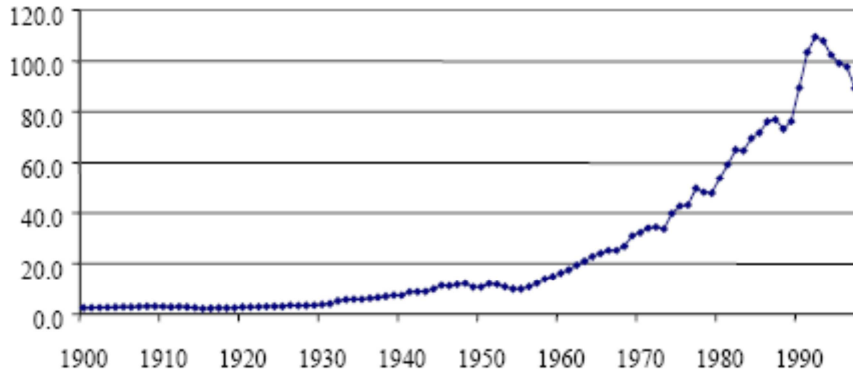
### **CUTS AND CRIME**

Clearly there is a concern that with all Welsh Police Forces having their budgets reduced by 20%, it is inevitable crime will start to rise again.

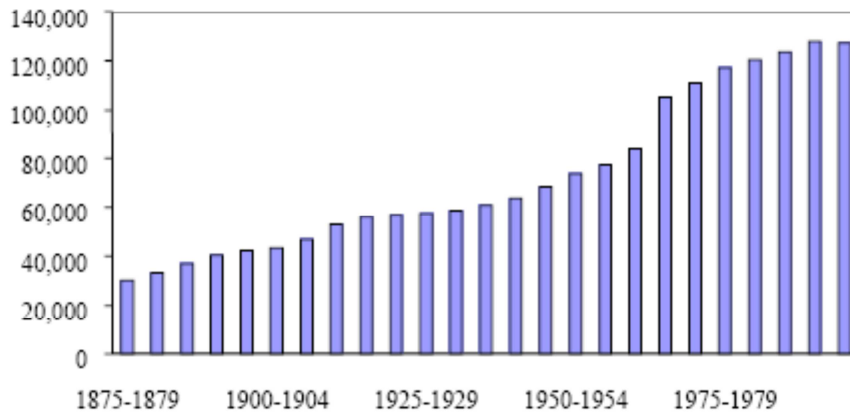
However, crime statistics can be notoriously hard to interpret. The British Crime Survey (BCS) explains in detail the difficulties. For example, in 1900 the number of indictable offences per thousand population was 2.4 and in 1997 it was 89.1. A cursory response could be interpreted that in almost a hundred years that crime had completely got out of hand in the UK. However, during that same period, police strengths went from 30,000 to 110,000 Police officers. It stands to reason with more Police resources, more crime is identified and therefore becomes a statistic rather than remaining hidden which accounts in part at least for some of the historic increase during the last century. It is also worth noting the BCS estimates that unreported crime nevertheless in 1976 stood at 56% of all crimes. Another interesting observation is that between 1900 and the present day, the role of Police staff has grown immensely.

Consistently, opinion polls have shown for the public, crime and disorder is an important issue. Researchers who have studied these responses in depth have indicated the concern is about "low level" crime, ie burglary, theft, assault and vandalism.

**Indictable Offences Known to the Police  
(per thousand of population) in England &  
Wales 1900-1997.**



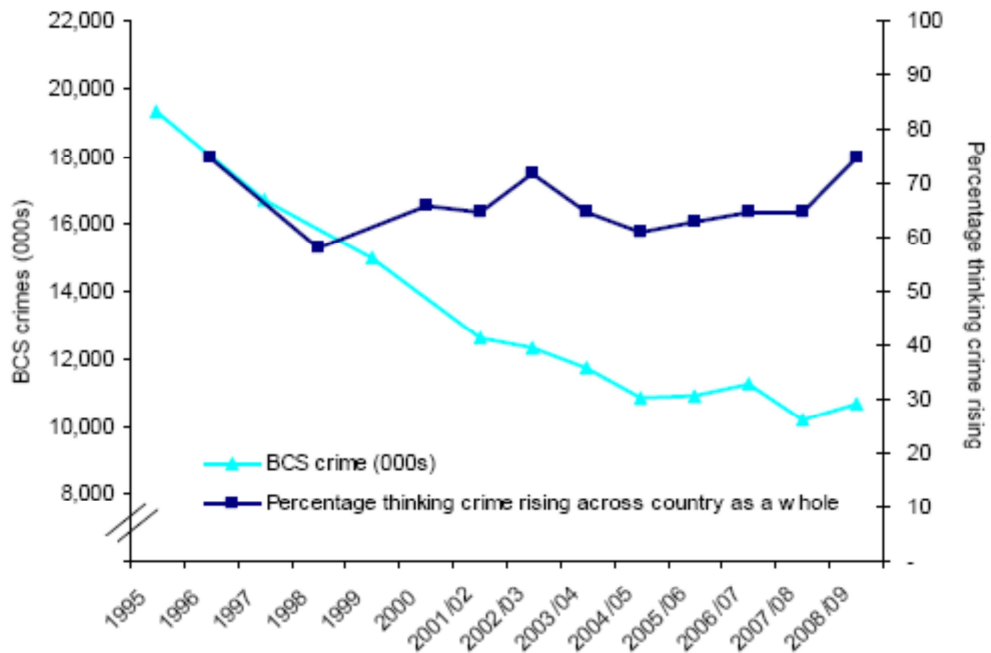
**Police strength, England & Wales**



**A Century of Change: Trends in UK statistics since 1900 House of Commons Research Paper December 1999**

When addressing these “neighbourhood” crimes people’s perception of the number of crimes are always higher than the reality, and another consistent feature is that the crime rates and the likelihood of being a victim of these crimes is far higher in the country at large rather than in the respondent’s local communities. This is consistent across communities of different wealth, within gender, and within ethnic minorities.

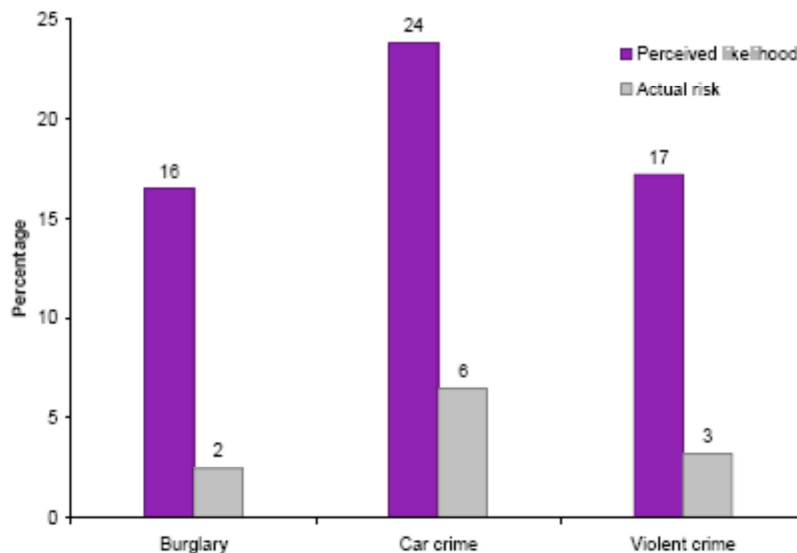
Figure 1.1 Trends in BCS crime and perceptions of changing crime levels, 1995 to 2008/09 BCS



Perceptions of crime and social behavior. Findings from 2008/9 British Crime Survey – supplementary Volume 1

Anti social behavior (ASB) or the perception of it is also a source of major concern.

Figure 5.3 Perceptions of likelihood of victimisation and actual risk by individual crime type, 2008/09 BCS



Perceptions of crime and social behavior. Findings from 2008/9 British Crime Survey – supplementary Volume 1

The commentary and table below shows some of the main ASB issues. Researchers talk of ASB in strands, and have researched various combinations, looking for perceived or actual crime patterns.

Among people who perceived a combination of two types of ASB there was a wide range of combinations. When three types of ASB were perceived together, the most common combinations were:

- teenagers hanging around, litter and vandalism or graffiti (mentioned by 2% of people who perceived at least one strand of ASB as a problem); and
- teenagers hanging around, people using or dealing drugs and people being drunk or rowdy (2%).

These strands also featured in the most commonly reported combinations of four ASB types, which were:

- teenagers hanging around, vandalism or graffiti, people using or dealing drugs and people being drunk or rowdy (mentioned by 3%); and
- teenagers hanging around, litter, vandalism and people being drunk or rowdy (2%).

Similarly, when five strands were reported, the most common combination consisted of: teenagers hanging around, litter, vandalism or graffiti, people using or dealing drugs and people being drunk or rowdy (5% of people perceived this combination of ASB strands to be a problem; Table 2.1 and Figure 2.2).

Overall, very few people perceived more than five strands to be a problem (4%). In particular, problems with noisy neighbours or with abandoned cars were less commonly reported alongside other forms of ASB.

**Figure 2.2 Most commonly perceived combinations of strands of ASB, for people perceiving three or more strands of ASB as a problem, 2008/09 BCS**

Noisy neighbours	Teen-agers hanging around	Rubbish or litter	Vandalism or graffiti	People using or dealing drugs	People being drunk or rowdy	Abandoned cars	%*
	•	•	•	•	•		5
•	•	•	•	•	•		3
	•		•	•	•		3
	•	•	•				2
	•			•	•		2
	•	•	•		•		2
	•	•	•	•			2
	•	•	•	•	•	•	2
	•	•		•	•		2
		•	•	•	•		2

\*Percentage represents the proportion of people perceiving this combination of strands (based on people who perceived at least one strand of ASB as a problem).

Perceptions of crime and social behavior. Findings from 2008/9 British Crime Survey – supplementary Volume 1

It is interesting to note the association with groups of young people on the streets and the linkage in many people’s minds with the perception of crime. It is this combination of young people and public places which fits neatly with the relatively new role of Police Community Support Officer. In their normal everyday work PCSO’s will regularly engage with groups of young people. The creation of PCSOs has been widely held as a success. UNISON members who are PCSOs have commented a number of times about the public’s positive reaction to their roles. The community at large view PCSOs as a visible, approachable reassurance to people whose perception is that crime is high and are seen as a deterrent against young people in particular committing ASB. From a policing perspective, the local

intelligence PCSOs gather is highly valued as the public do not harbour the same suspicions as they do towards police officers and are therefore more likely to confide and interact with PCSOs in their own neighbourhood. UNISON would like to see more cooperation between local authority agencies like the fly tippers, litter pickers, dog foulers and youth workers with PCSOs to provide a broad and integrated resource that the community relate to as their own and can trust.

## **POLICE STAFF AND THEIR ROLES**

As well as PCSOs UNISON Police staff members in Wales work in all areas of crime scene detection including fingerprint experts and scene of crimes photographers. Vehicle and building plant maintenance, helicopter pilots, custody detention officers, public enquiry officers, mobile speed prevention teams, crime prevention, fire arms training, police community support officers as well as all the usual back office functions of finance, planning, legal, HR and training etc. Police Officers and many Police Staff working alongside each other is the shape of the Front Line within a modern Police Force. Therefore, the resource and capacity within Police Forces has increased beyond the simple number of increases in Police officers. From the above it can be seen that UNISON police staff members are part of the front line in modern day policing. Some Home Office ministers have suggested, a 20% budget cut will only fall on Police Staff and thus not affect the operational Police service. This is a fallacy and a nonsense. If Police Staff are to be the major casualties then many Police constables and other ranks will be redirected from their current roles simply to fill the gaps in vital police services left by Police staff who have been made redundant. With the pay levels of Police staff on average substantially below that of Police officers, this is a false economy and a waste of resources.

The relationship of Police officers to the Police service is a completely different one to Police Staff. Police Staff are engaged under Employment legislation and have traditional contracts of employment with their particular Police Force. Police officers as agents of the Crown do not have a traditional contract of employment nor do some pieces of employment legislation relate to them. Consequently, Police Forces cannot make Police officers redundant at this present time. However, they can invoke two clauses within the Police Act, that of A19 and A20. A19 can mean that Police Authorities can forcibly retire those Police officers not able to carry out the full functions of their job and who are currently on light duties normally in some back office function in a post that would otherwise be filled by Police Staff employees. A20 is the clause whereby Police Authorities can forcibly retire Police officers who have completed their maximum years of service.

## **THE BUDGET CUTS**

As previously stated, all four Welsh Police forces are subject to the maximum 20 % cuts to budgets over a four year period with front-loading in the first two years. Police Forces however are probably the only part of the traditional public sector that has not previously been subject to substantial budget cuts in the past 30 years. UNISON's Police branches reported in the 2010/11 budgets, that Police Forces adjusted their budgets downwards by mostly benign measures of good housekeeping, although there were elements of freezing vacancies and voluntary schemes to reduce staff.

However, this year negotiations on budget cuts began in earnest. There have been discussions on Police Staff's terms and conditions where all Police Forces in Wales tabled proposals to reduce enhanced rates for unsocial hours, night work, weekend working and overtime along with other issues such as travel mileage allowance and protection measures in the event of Staff compulsory losing terms and conditions. This is despite the Westminster Government commissioning Tom Windsor, an ex Chief Constable, to set up an enquiry into all Police terms and conditions in England and Wales. The findings of this enquiry have yet to be published and will not be expected until next year.

Voluntary severance packages have been developed in an attempt to reduce numbers and all Forces are looking to reorganize their structures in order to reduce budgets. In Dyfed Powys and South Wales Forces, it has been stated that these measures will lead to station closures and Force capacity being stretched to its limits. One senior Police chief has stated openly that with these sorts of reductions some parts of the service will disappear. None of the Cuts packages have been agreed with the Trade Unions in any of the Police Forces to date. Therefore, the public at large have not seen anything near the true effects of the central government's drive to reduce budgets.

Nevertheless, we can report that in South Wales there have been 8 compulsory redundancies, 48 voluntary redundancies and 123 voluntary early retirements, which represents 179 Police Staff posts cut this year, and although we cannot obtain the direct numbers, South Wales Police have stated they have exceeded their planned totals for reducing Police officers this year.

In North Wales the savings for 2011/12 was £4.7M, the proposals suggest that over £2M of that will be savings made from redundancies of Police staff, £700,000 from 84 police officers predicted to retire by 31 March 2012, £1.4M on IT savings, £100,000 carried forward from last year which totals approximately £4.1M towards the overall target. North Wales Police are proposing to allow a further 11 to go on Voluntary Redundancy. 95 Police staff have gone consisting of 5 Redundancies and 90 through voluntary severance. There have also been 50 posts which have been deleted from the staffing structure.

In Gwent the Police staff establishment is 1025. In April 2011, Police staff numbers were down to 975 and Force proposals suggest that by March 2015, there will be 775 Police staff, an overall reduction through the four years of 250.

In Dyfed Powys, the Force wanted £1.21M savings from Police staff. A package, though not agreed, but is ready to be consulted on, contains just under £0.5M cuts with the Force saying it will save the remaining £600,000 from other means including reductions in the number of Police officers. To date amongst Police Staff, 51 have taken voluntary redundancy, 18 voluntary early retirement, and 151 police staff posts have been deleted. There have been no A19s or A20s issued to police officers although we know some have retired voluntarily after completing maximum service, but we do not have the exact numbers. The Force have also stated they will not recruit police officers above 95% of normal compliment.

There will most likely be a return to rising crime levels notwithstanding the misleading statistical evidence. The remorseless slide into recession has always in itself been accompanied by more crime. More importantly from Unison's perspective

front line police services simply can not avoid being hit by a 20% reduction in overall budgets, the magnitude is simply too great. *However, the effects have yet to been seen as the negotiations in all Forces are continuing, and implementation (or indeed agreement) will still be months away. A similar meeting to this in a years time will show the true level of service reductions.*

## **DEMOCRATIC CONTROL AND ACCOUNTABILITY OF THE WELSH POLICE FORCES**

Wales is in a unique position. As a country it has a devolved government, but unlike any of the other devolved governments in the UK it does not control its own Police Forces. With the divergence between Westminster and Cardiff on so many policy areas it seems bizarre that the four Welsh Police Forces are still being controlled from the Home Office.

This has a real relevance because as a result, all four Police Forces have had a full 20% budget cut imposed on them. Notwithstanding the impact of that in resource terms which we have dealt with elsewhere, it is also much more difficult to integrate Police resources into neighbourhood and community partnerships in a genuine way where most of the other partners and certainly all of the major ones are all within the sphere of influence of the Welsh Government. It was pleasing to note that there appears to be an informal political consensus between all the major parties in Wales for the Welsh Government assuming responsibility for their Police Forces, as evidenced by the response to just that question in a televised hustings meeting during the last Wales Government elections.

During the elections, the Party of Government's pledges was amongst others to provide 500 extra PCSOs within Wales. There may be a temptation within the four Police Forces when considering how to make 20% budget cuts to make reductions in an area of PCSO provision in the knowledge that the Welsh Government will provide resources that could replace the core budget reductions. UNISON is not privy to the details of the provision of these extra PCSOs but we are concerned that this extra provision which we applauded and welcomed would be negated by forces making compensatory cuts in those areas. Obviously, if this had been done in Northern Ireland or Scotland then because of their different relationship with their Police Forces, this could have been conditional.

## **COLLABORATION**

The 1995 Police Act defined in Section 23 collaboration projects between two or more Police Forces. In Wales, Tarian (which is a regional task force in southern Wales and a pan Wales regional asset recovery team) and WECTU (Wales Extremism and Counter Terrorism Unit) are examples of existing collaboration projects. Recently, scientific investigation services which deals with all the scene of crimes and forensic investigations in Dyfed Powys, South Wales and Gwent Police Forces are involved in the collaboration project, however the uncertainty of resources both of property and staff due to the uncertainties created by budget cuts have hindered its development. UNISON has stated on a number of occasions that it has concerns because the more disparity there is between different Forces Police staff's terms and conditions then the harder it will be to integrate these different police staff within one collaboration project in a positive way. Consequently we have two Home Office initiatives which not only aren't integrated but actually impede one

another. Unison believes Public Services should always be scrutinized to improve service delivery and to ensure the best use of public funds, and even in an environment where funds are being cut, Collaboration as a system is more preferable as genuine inefficiencies can be identified although it is a shame savings that are generated could not be further invested in the service instead of disappearing altogether.

Glyn Jones – Unison Lead Organiser for the Police Service in Wales  
26th September 2011

[http://teams.unison.org.uk/regions/cymruwales/organising/police\\_justice/11.09.23.report\\_for\\_communities\\_and\\_culture\\_mtg - gj.docx](http://teams.unison.org.uk/regions/cymruwales/organising/police_justice/11.09.23.report_for_communities_and_culture_mtg_-_gj.docx)



# Eitem 4

Mae cyfyngiadau ar y ddogfen hon

# Eitem 7

CELG(4)-04-11 : Paper 8

Cynulliad  
Cenedlaethol  
Cymru

National  
Assembly for  
Wales



Ann Jones AM  
Chair, Communities, Equalities and Local Government Committee  
National Assembly for Wales  
Cardiff Bay  
CF99 1NA

27 September 2011

## Scrutiny of Welsh Government draft budget proposals for 2012-13

Dear Ann,

As you will be aware, the Finance Committee recently ran a call for information to inform scrutiny of the Welsh Government's draft budget proposals for 2012-13. This request recognised that the Welsh Government's draft budget proposals for 2012-13 had not yet been published, but invited consultees to detail their expectations and concerns around the budget.

To date we have received 20 responses to the consultation, available at:  
<http://senedd.assemblywales.org/mglIssueHistoryHome.aspx?Id=1530>

Although the Finance Committee will be considering all of these responses, I am conscious that they may potentially also be of interest to other committees in considering the draft budget. In particular, it would appear that the responses from the following organisations may be of particular interest to the Communities, Equalities and Local Government Committee:

- Construction Skills Wales
- Governors Wales
- Community Housing Cymru
- University College Union of Wales
- Equality and Human Rights Commission
- WCVA
- Diverse Cymru
- Chwarae Teg
- TPAS Cymru
- Welsh Women's Aid
- Older People's Commissioner
- Ymateb Mentrau Iaith Cymru
- Homes for All Cymru
- Llamau
- Cymorth Cymru
- Welsh Local Government Association

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Ffôn/Tel:  
Epost/Email: [Jocelyn.davies@wales.gov.uk](mailto:Jocelyn.davies@wales.gov.uk)

I hope that you find this information useful.

Yours sincerely,

A handwritten signature in black ink that reads "Jocelyn Davies". The signature is written in a cursive, flowing style.

**Jocelyn Davies AM**  
**Chair, Finance Committee**