

**OFFICE OF THE POLICE AND CRIME COMMISSIONER
FOR HUMBERSIDE
DECISION RECORD**

Decision Record Number: **14/2013**

Title: **Stage 2 Staff Transfer**

Executive Summary:

To provide the Commissioner with the background to the 'stage 2 staff transfer', in order to assist him to agree with the Chief Constable the principal direction for the future organisational structure and approve the process to be followed, which would enable him to make decisions in July to support development of a staff transfer scheme.

Commissioner Comments:

The Commissioner and the Chief Constable discussed the report in detail and expressed their support for the proposed recommendations.

Decision:

- (a) That following the guidance and analysis referred to in section 11 the transfer of employment of frontline and operational support staff to the Chief Constable, the details of which are outlined in appendix 1, be approved in principle,
- (b) That at the 15th July Corporate Governance Group the Chief Constable provides her intentions for the organisational structure of the Force as a consequence of (a) above and having taken account of her initial findings and consideration of the issues you raised in section 9 (also see (e)),
- (c) That the guiding principles, which will support the development of the strategic direction for the governance of policing locally in line with section 12 be approved,
- (d) That the support structure required to enable the Commissioner to discharge his statutory responsibility in line with section 13 be approved in principle,
- (e) That following the Commissioner's earlier reviews of the collaborative shared services for information services and human resources the transfer of employment of those staff to the Chief Constable as set out in section 14.1 be approved in principle. These resources being incorporated into the action at (b) above.
- (f) That following the desktop analysis of the various business support functions referred to in section 14.1, the additional research in line with the terms of reference at appendix 3 be approved,
- (g) That progress and final reports be received in line with section 16.3, and
- (h) That in line with the decision making process outlined in section 16.5, the Commissioner approves the development of a joint communication and consultation plan to inform all staff of these intentions.

Background Report: Open

Police and Crime Commissioner for Humberside

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with my code of conduct.

Any such interests are recorded below.

The above decision has my approval.

Signature

Matthew Crowe

Date 30.04.13

**POLICE AND CRIME COMMISSIONER
FOR HUMBERSIDE**

DECISION RECORD: SUPPORTING REPORT FOR DECISION

Title: STAGE 2 STAFF TRANSFER

Date: 30th April 2013

1. Purpose

- 1.1 The purpose of the paper is to provide you with the background to the 'stage 2 staff transfer'. It will assist you to agree with the Chief Constable the principal direction for the future organisational structure and approve the process to be followed, which will enable you to make decisions in July to support development of a staff transfer scheme.

2. Issue:

- 2.1 You have been required by the Home Secretary to submit to her by September 16th a scheme to transfer staff from your employment to that of the Chief Constable. This provides a timely opportunity to improve the current arrangements for governance of policing locally.

3. Recommendations:

- 3.1 That following the guidance and analysis referred to in section 11, you approve in principle, the transfer of employment of frontline and operational support staff to the Chief Constable, the details of which are outlined in appendix 1,
- 3.2 That at the 15th July Corporate Governance Group the Chief Constable provides you with her intentions for the organisational structure of the Force as a consequence of 3.1 above and having taken account of her initial findings and consideration of the issues you raised in section 9 (also see 3.5),
- 3.3 That you approve the guiding principles, which will support the development of the strategic direction for the governance of policing locally in line with section 12,
- 3.4 That you approve in principle the support structure required to enable you to discharge your statutory responsibility in line with section 13,
- 3.5 That following your earlier reviews of the collaborative shared services for information services and human resources you approve in principle the transfer of employment of those staff to the Chief Constable as set out in section 14.1. These resources being incorporated into the action at 3.2 above.

- 3.6 That following the desktop analysis of the various business support functions referred to in section 14.1, you approve the additional research in line with the terms of reference at appendix 3,
- 3.7 That you agree to receive progress and final reports in line with section 16.3,
- 3.8 That in line with the decision making process outlined in section 16.5, you approve the development of a joint communication and consultation plan to inform all staff of your intentions.

4. Background:

Staff transfer scheme

- 4.1 Until the 22nd November 2012 the employer of all police staff was the Police Authority as the Force was not a legal entity. From this date the Act¹ created legal entities for yourself and the Chief Constable as corporations sole, enabling you both to employ staff.
- 4.2 All police staff were transferred to your employment from the Police Authority on the 22nd November. The majority were placed under the direction and control of the Chief Constable, with only those working in your Office remaining under my direction and control.
- 4.3 The Act² gives the Home Secretary power to direct you to submit a transfer scheme to formally move police staff from your employment to that of the Chief Constable. On 27th March 2013 the Home Secretary exercised that power and directed you to submit a transfer scheme to her by 16th September 2013³. However, there is no detail available as to what a 'scheme' must consist of and could require you to include not only those staff to be transferred to the Chief Constable's employment, but also details of individual posts, including those remaining under your employment.
- 4.4 The political intent of this element of the legislation is to give greater clarity of role and the division of responsibilities between Police and Crime Commissioners and Chief Constables (Police Forces). A letter from the Damian Green MP, Policing Minister⁴ confirms the government's ambition and highlights that one of the drivers to this ambition was the findings of the HMIC inspection on the governance of policing⁵ (see section 6 below).

5. Preparations & methodology

- 5.1 David Taylor was asked to undertake initial scoping work with myself to inform the development of the transfer scheme. The intention being to present a

¹ Police Reform and Social Responsibility Act 2011

² Police Reform and Social Responsibility Act 2011, paragraph 10 (1) schedule 15

³ Letter from Home Secretary, Stage two staff transfers, 27th March 2013.

⁴ Letter from Minister of State for Policing and Justice, 12th September 2012

⁵ HMIC report, 'Police governance in austerity', October 2010.

paper for consideration of the strategic direction for the organisational design of your Office and the Force by late April.

5.2 The work undertaken included:

- Assessment of the legislation and relevant advice and guidance including reports from HMIC, ACPO and APCC,
- Current organisational and structural issues in the health sector and local authorities,
- Reflections on the experience of governance of policing as a Police Authority and particularly your first 120 days in Office,
- Initial discussions with yourself and Chief Constable Curran,
- Desktop assessment of the functions and resources currently operating in the workforce (your Office and Force).

5.3 Sections 6 -11 below present the findings of this preparatory work.

6 Assessment of legislation and relevant advice / guidance

6.1 The aforementioned HMIC inspection focused on what was important for the governance of policing and proposed that the learning and characteristics of good police governance would help to inform the new landscape from November 2012.

6.2 The inspection of 22 police authorities focused upon the 4 core roles of strategic direction, performance scrutiny, engaging communities and securing value for money. The findings suggested that setting strategic direction and ensuring value for money were the key areas in need of improvement.

6.3 The four characteristics of good governance of policing to emerge being:

- **Greater clarity of role**, with governors focusing upon setting strategic direction, but expecting Chief Constables to propose smart ways of achieving that direction,
- **Clear division of responsibilities** between oversight and operational independence,
- **Distinctive value for money challenge** with a willingness and persistence to 'follow the money', focusing upon cost control and productivity in the short to long term,
- **Balanced performance** for both local and national duties.

6.4 The Policing Protocol⁶ highlights that the Commissioner is responsible for the 'totality of policing' and sets out the core functions. The Policing Protocol also highlights that the Chief Constable is accountable to the law for the exercise of her police powers and it also summaries the powers.

⁶ Policing Protocol Order 2011,

- 6.5 The Association of Chief Police Officers advice⁷ on the second stage transfer very much seeks to protect the 'status quo', highlighting that:
- the Office of the Commissioner was not established to 'deliver services' and to do so would invert the relationship with the Chief Constable (in essence hold the Commissioner to account),
 - the 'fragmentation' of a police force into operations and support would be inefficient and poor value for money, and
 - the majority of police staff should transfer to the Chief Constable.
- 6.6 The advice includes an annex which provides a commentary on various support functions, which could be 'deemed suitable for retention' by the Commissioner.
- 6.7 The document does highlight the operational independent role of the Chief Constable. However, it does not fully examine the statutory role of the Commissioner, thereby missing the opportunity to clearly align some of the 'support functions' to this role.
- 6.8 The Association of Police and Crime Commissioner's guidance⁸ concentrates upon the process of developing a transfer scheme and offers thoughts and observations to support Commissioners. Within the document, four organisational models are posed for consideration, along with a brief description of the roles within the three categories of operational support, frontline and business support (see section 13 below).

7 External organisational / structural issues (health sector and local authorities)

- 7.1 For many years the health sector has operated an organisational model based upon commissioner / provider split. Recently, clinical commissioning groups have been formed with local general practitioners determining the services to be provided.
- 7.2 These local commissioning groups are supported at a regional level by a corporate support unit, which secures economy of scale for corporate functions but leaves commissioning activity / decisions to be made locally.
- 7.3 The local authorities visited are transforming their organisations to a more corporate organisational structure than previously experienced with the former departmental devolved arrangements. The drivers for this change appeared to

⁷ Police and Crime Commissioner transition – stage 2 transfer ACPO advice.

⁸ APCC Stage 2 transfer: A guide for Commissioners, draft 1.0.

be cost savings through securing greater economy of scale by bringing local resources to the centre, but also ensuring greater corporacy for decision making within service delivery.

8 Internal assessment / reflections of policing governance locally

- 8.1 The decision making for the second transfer should not be judged solely upon reflections of the first 120 days of Office, although this experience is of significant value. We can also draw upon the experience and differences with that under the former governance arrangements (alongside the HMIC inspection findings).
- 8.2 However, this reflection needs to take account of the future as well as the past. Key changes to be cognisant of include the requirement to commission victims services from 2014, the potential co-commissioning of lower risk offender rehabilitation services and the continual debate around the Commissioner's role in the criminal justice system. All of these being in addition to the previous role of the Police Authority and indeed the Commissioner's current responsibilities.
- 8.3 There are areas where clarity is in place and these can be built upon to increase efficiencies or effectiveness of your Office:
- development of the Police and Crime Plan following a needs assessment was led by your Office and appears to have been broadly accepted as the strategic direction for improving policing and community safety,
 - medium term financial planning with the Force and budget monitoring,
 - community engagement is working well with consistent high contact with local people through correspondence, social media, visits with councilors to town centres etc,
 - communication with local people and the media is working well and clearly benefiting from an 'in house' media professional,
 - governance arrangements have minimal bureaucracy, with a significant reduction in 'reports for noting' and much greater emphasis on issues which matter,
 - assurance framework in place, which is built upon risk and 'what matters', but needs stronger accountability arrangements.
- 8.4 Reflecting upon the combined experience and the future additional demands it is suggested that to better support you in your statutory role, the areas worthy of review and improvement include:
- a need to further clarify roles / functions in the Force and your Office to avoid unnecessary conflict', mission creep', uncertainty or duplication (who doing what and why?),

- the relationship between your Office and the Force does not always feel like a consistent joint endeavour, with at times an adversarial feel,
- lack of capacity and capability to undertake some of your statutory responsibilities e.g. ensuring the efficiency and effectiveness of the Force and driving value for money improvements,
- capability to commission services (needs assessment through to 'contract management'),
- a need not to unnecessarily rely upon the Force's resources, opinion / evidence and to be capable of independent objective opinion / view,
- the need to clarify roles of two chief financial officers in the new landscape and the respective capacity and capability to support of them,
- potential for duplication of functions e.g. performance monitoring, communications,
- uncertainty over roles within the new landscape e.g. within partnership working.

9 Initial discussion – Commissioner

9.1 Your personal reflections on the first four months in Office highlighted a number of organisational issues, which need to be considered during the deliberations:

- should the force be structured around directorates as opposed to its current design e.g. contact management incorporating communication centres, exploiting digital technology & social media, front offices etc?
- would a structural change help to remove the feeling of some police staff that they are treated differently to officers?
- if the Chief Constable retains oversight of business support, will it unnecessarily distract her from policing?
- can the lessons be learned from concerns over the Human Resources change programme and service related issues, (even though the Chief Constable has taken responsibility for leading the improvement),
- the Unitary Authorities have reduced the number of their senior executives / directorates. Is there potential to do the same in Force?
- there is a need for 'clear water' between the Force and yourself, albeit you have the same aspirations. How can this be best achieved?

10 Initial discussion Chief Constable

10.1 Following an early briefing of the Chief Constable soon after taking office, she:

- supported in principle the commissioner / provider separation of roles,
- recognised the need to improve working relationships, clarity and operation between the Force and your Office,
- accepted the need to avoid duplication of functions and therefore general support to shared services approach for most functions,

- gave support for more detailed research to aid decision making, once the overall direction for the way forward is agreed.

11 Desktop assessment of the functions and resources

11.1 In trying to understand the roles within the police workforce, the HMIC⁹ defined functions as frontline, middle office and back office. However, more recently the APCC guidance¹⁰ used slightly different descriptors, which were offered to support desktop analysis for the second stage transfer:

<i>Business Support</i>	<i>Front line</i>	<i>Operational Support</i>
<ul style="list-style-type: none"> ▶ IT ▶ Internal audit ▶ Legal services ▶ Finance ▶ HR ▶ Estates ▶ Communication & marketing ▶ Performance analysis ▶ Transactional services – fines, applications etc. ▶ Fleet ▶ Procurement 	<ul style="list-style-type: none"> ▶ Police Community Support Officers ▶ Forensic police staff ▶ Detention Officers 	<ul style="list-style-type: none"> ▶ Strategic development (including performance & planning) ▶ Front counter staff ▶ Staff in partnership or collaboratively employed (There may be staff who are Front Line and Operational Support, dependent on the level of collaboration) ▶ Criminal justice interface ▶ Call handling and dispatch staff ▶ Information management (Consideration will need to be made around who 'owns' the information)

11.2 Using the above separations as a general guide, analysis was then undertaken of the posts within each function. The data¹¹ used highlighted a number of issues:

- the national data set, presents posts in 11 domains, 9 of which fall within operational support and frontline,
- the other two functions being 'support' and your office, which mirror 'business support' as defined above,
- the data set used for this analysis consisted of 1831 officers, 303 police community support officers and 1438 police staff,
- the 'frontline and operational support' elements accounted for 3112 officers / staff (87%),
- of the 1438 police staff, 1053 fell within 'frontline and operational support' with 385 (27%) in the 'business support' function.

11.3 Therefore on first assessment and using the above as a guide for indicative purposes, the minimum number of staff to be transferred to the Chief

⁹ HMIC Demanding times. March 2011.

¹⁰ APCC Stage 2 transfer: A guide for Commissioners, draft 1.0.

¹¹ CIPFA Police objective analysis 2012/13 estimates & cost centre resourcing model 11, 2012 v 7

Constable would be those on the frontline and in operational support (exc corporate services). Using the aforementioned data this would be 1053 police staff posts (see appendix 1).

11.4 If this transfer is agreed it would provide an opportunity for the Chief Constable to review the organisational structure, taking account of her initial findings since arriving in Force, alongside the observations outlined at section 9 above.

11.5 Therefore assuming this direction is supported, the detailed work around second transfer will be in business support functions, which amount to 385 staff (see appendix 2).

12 Proposals (guiding principles)

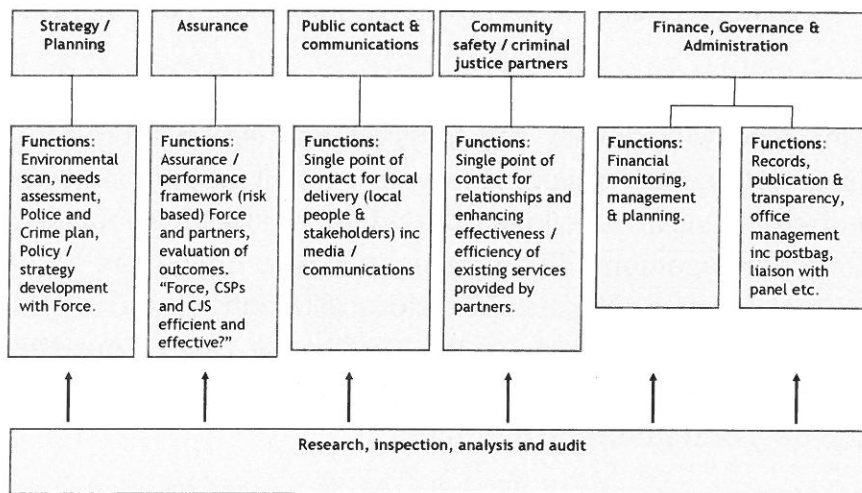
12.1 Our findings from the above preparatory work (sections 5 – 11) will hopefully enable the development of the strategic direction for the governance of policing locally, using the second stage staff transfer scheme as the catalyst for change.

12.2 From our findings it is proposed that the following principles should inform any decision making associated with the second transfer:

- there needs to be a clarity of role between your Office and that of the Force/ partners,
- your electoral mandate can be best discharged through the model of being a commissioner of services,
- the Chief Constable and the operational elements of the Force must remain operationally independent and be seen as a provider of services,
- despite the different roles & responsibilities, work with the Force must be a joint endeavour focused upon improving outcomes for local people as set out in the Police and Crime Plan,
- the need for effective arrangements, which best support the Chief Constable, yourself and the statutory officers,
- the need to secure best value for money. Therefore where both organisations need the same function there should be a presumption of a shared service arrangement, with duplicate functions within your Office and the Force only where absolutely necessary,

13. Proposals - structure

13.1 In considering the guiding principles alongside your statutory role, I propose that the following functions would be required for you to be able to properly discharge your statutory role:



13.2 Some of the above functions work solely in support of you. For example the need for you to develop or review the Police and Crime Plan, to ensure the efficiency and effectiveness of the Force, to have a monitoring officer and a section 151 officer.

13.3 However, some of these functions or associated roles are also undertaken within the Force. Therefore to avoid dual roles and the inherent potential for duplication, lack of clarity of role and unnecessary tension, it is important that the guiding principle of shared service is adopted. The owner of each shared service would depend upon the merits of each function with some aligned to you and others the Chief Constable.

14 Functional ownership

14.1 With all the above in mind, a desktop analysis of the 385 'business support' posts suggests the following:

Human resources & training (78.5 posts): this function is shared with South Yorkshire Police and is a mix of operational training, transactional services and a shared service for advice to support the majority of people in the organisation. It is proposed therefore to; **transfer posts to the Chief Constable, but where requested provide a shared service for your Office,**

[N.B liaison with South Yorkshire PCC required]

Information Services (41.3 posts): as with Human Resources this function is shared with South Yorkshire Police and is inextricably linked to service delivery for the majority of staff / officers in the organisation. It is proposed

therefore to; **transfer posts to the Chief Constable, but where requested provide shared service for your Office,**

[N.B these posts should now be employees of South Yorkshire PCC,

Finance (41.9 posts): As with the above two functions, the majority of staff are involved with day to day transactional services on behalf of all staff /officers in the organisation. However, a small proportion of posts undertake corporate financial functions aligned to strategic planning, assurance or treasury management. This difference is also connected to the roles of the two Chief Finance Officers. Therefore although we are minded to propose the transfer of the majority of the staff to the Chief Constable, before that proposal can be finalised it is proposed to; **commission a detailed review of the corporate finance functions**

Professional standards branch (16.5 posts): In addition to police staff posts, 9 police officers work with this function. Recently the Home Secretary raised concerns over public confidence with 'police investigating themselves'¹² and some Commissioners have been considering the potential of this investigatory function being led by an agency other than the Force. Therefore in advance of any decision to transfer these resources to the Chief Constable it is proposed to; **commission a detailed review of professional standards.**

Corporate Services (51.6 posts): this branch consists of a variety of roles such as planning, performance monitoring, risk management, project implementation, assessment and review, freedom of information and information compliance. Some of these roles are directly related to your statutory role or are closely aligned. Indeed there are an additional four posts in your Office which perform similar functions. Therefore it is proposed to; **commission a detailed review of corporate services**

Legal services (7.7 posts);This function has always directly supported the Chief Constable providing both operational advice as well as defending claims or supporting procurement / contract management. Until recently your Office used external legal advice. Although we are minded to propose a transfer of staff to the Chief Constable, due to the corporate level this unit operates at, and in light of other aligned reviews, it is proposed to; **commission a detailed review of legal services**

Estates (13.5 posts): As with legal services this function has always reported directly to the Chief Constable, despite the fact that you are the

¹² Home Secretary letter 'Police Integrity' to PCCs 12th February 2013

legal owner of all property. As with the finance and legal, some of these resources operate at a corporate level (e.g. development of estate strategy). So although it seems appropriate to transfer these posts to the Chief Constable, before doing so it is proposed to; **commission a detailed review of the estate function**

Press and media (8.6 posts); In addition to the Force staff, two members of your Office work in this field. This is an area of work where there is a difference of view as to whether there is a need for duplicate functions or one function providing a shared service. Therefore it is proposed to; **commission a detailed review of communications and marketing**

Procurement (5.3 posts); Procurement above £50,000 is undertaken by the regional team. The local function is similar to estates in that it results in the goods or services being owned by yourself. However, as with finance, legal and estates, due to the corporate nature of some of this work, it is proposed to: **commission a detailed review of procurement**

Specialist community liaison (10 posts); This department undertakes a variety of roles including supporting partnerships, lifestyle, community cohesion, volunteering. They are very much aligned to work in your office, therefore it is proposed to; **commission a detailed review of specialist community liaison**

Various support functions (106.8 posts); These posts are administrative support (85.5), force command (10.2), catering (8.6), fleet (1.5) and trade union support (1). It is proposed to; **transfer these staff to the Chief Constable.**

Humberside Criminal Justice Board (3 posts); Although these resources are supported by external funding, they do undertake a function closely aligned to your statutory responsibility and are similar to those in your Office and in Corporate Development. Therefore it is proposed to: **commission a detailed review of the HCJB support function**

[N.B consultation with HCJB required]

- 14.2 The above proposals need to be seen in the context that most of the functions have already being subject to a 'CSR review' albeit under another purpose. Therefore there will already be a considerable body of research and understanding of these areas of business and therefore the new research may not be particularly resource intensive.

15 Review Process

- 15.1 If the principle direction articulated in sections 12 – 14 is supported, the majority of police staff will be transferred to the Chief Constable in the second stage transfer. The only areas of doubt concern those functions where further research is proposed as outlined in section 14 above.
- 15.2 To ensure you consider the best evidence before you make your final determination, it is important that independent objective reviews are commissioned in line with section 14 to provide you with options to consider.
- 15.3 It is proposed that the most suitable resources to undertake this work are those in the assessment and review section, led by John Ford. This unit has a reputation of robust objective based research and it oversaw the majority of the CSR reviews.
- 15.4 I would offer two members of my team to provide additional capacity and capability to John Ford.
- 15.5 For the purposes of this work it is suggested that John Ford reports directly to myself, but with two weekly progress meetings with the Deputy Chief Constable, incorporating the two Chief Financial Officers and Ian Watson, ACO HR as required. Draft terms of reference are attached at Appendix 3.

16 Decision making process

- 16.1 The decisions surrounding the second stage transfer are for you to take, but in consultation with the Chief Constable. Therefore the Corporate Governance Group is the appropriate forum to consider these issues.
- 16.2 The Home Secretary has directed that you forward the scheme by September 16th, although to date we are unclear of the requirements of the scheme. However, we are attending a legal seminar on the 3rd June when we expect to receive more detail.
- 16.3 Therefore assuming the direction of travel is supported and the research commissioned, a position statement on emerging findings can be presented to the Corporate Governance Group on 17th June. At the subsequent meeting on the 15th July the final report can be presented, which will incorporate options for consideration. This will coincide with the Chief Constable reporting her intentions for the Force structure, thereby enabling you to formally consider decisions for stage 2 transfer. This timescale will allow sufficient time to develop a draft detailed transfer scheme for approval at the Corporate Governance Group meeting on the 19th August.

16.4 As part of the decision making process, it is essential that staff are consulted. The current advice is that formal staff consultation takes place after the Home Secretary has approved the scheme, but before 1st April 2014. However, it is essential to communicate with all staff and their respective trade unions in advance of any decisions.

16.5 Therefore once you have determined the direction of travel, a joint consultation and communication plan can be developed with Ian Watson ACO HR. This should allay any fears for the majority and allow for specific concerns to be properly considered.

17 Risks/Implications:

17.1 You have to submit a transfer scheme by law, therefore a key risk is that one is not submitted as directed by the Home Secretary. As a clear commitment and plan is in place, this is highly unlikely to arise.

17.2 The second transfer will generate the risk of concern and fear amongst staff, hence the reference to the need for consultation and communication plans.

17.3 In terms of the proposed direction, there is a risk that it is flawed and will result in a failure of governance in policing, identified through either service failure or external audit. This can be best mitigated through robust evidence based information combined with sound consideration and challenge prior to the formal decisions being taken. The proposed plan seeks to incorporate such rigour and there is an intention to liaise with our external auditor, Damian Murray as part of the normal contact with his team.

18 Financial Comments:

18.1 There are a number of financial risks associated with the second stage transfer, particularly around pensions and the accounting rules for the Chief Constable. These will be considered in detail at the time of submission of the final report.

19 Legal Comments:

19.1 As with finance there are legal issues surrounding the transfer, particularly associated with employment law and at the time of final submission the legal implications will be articulated.

Kevin Sharp
Chief Executive
adviser
Office of Police & Crime Commissioner

David Taylor
Human resources

Frontline and operational support

STAGE 2 TRANSFER ANALYSIS - Police staff posts			
	CATGEGORY	SUB CATEGORY	FTEs
1	Local Policing	Neighbourhood Policing	1.9
		Incident (response) Management	7.7
		Specialist Community Liaison	20.8
		Local Comand Team and Support Overheads	0
		sub total	30.4
2	Dealing with the public	Front Desk	76.7
		Communications Unit	236.3
		Contact Management Units	0
		Dealing with the Public Command Team & Support Overheads	7
		sub total	320
3	Criminal Justice	Custody	55
		Criminal Justice	116.2
		Police National Computer	20.2
		Criminal Records Bureau	1
		Coronor Assistance	0
		Fixed Penalty Schemes (Central Ticket Office)	11.7
		Property Officer/Stores	13.5
		Criminal Justice Arrangements Command Team & Support Overheads	1
		sub total	218.6
4	Road Policing	Traffic Units	13.4
		Traffic Wardens / PCSOs - Traffic	10.9
		Vehicle Recovery	0
		Casualty Reduction Partnership	1
		Road Policing Command Team and Support Overheads	0
		sub total	25.3
5	Specialist Operations	Central Operations Command Team and Support Overheads	2
		Air Operations	12.1
		Mounted Police	3.1
		Specialist Terrain	0
		Dogs Section	1.4
		Level 1 Advanced Public Order	0
		Airports & Ports Policing Unit	14.3
		Firearms Unit	0
		Civil Contingencies	0.8
		sub total	33.7
6	Intelligence	Central Intelligence Command Team & Support Overheads	0
		Intelligence Analysis / Threat Assessments	71.9
		Intelligence Gathering	21.9
		sub total	93.8

7	Investigations	Crime Support Command Team and Support Overheads	3.5
		Major Investigations Unit	30.4
		Economic Crime (including Regional Asset Recovery Team)	11.9
		Specialist Investigation Units	0
		Serious & Organised Crime Unit	1
		Public Protection	38.3
		Local Investigation/ prisoner processing	158.5
		sub total	243.6
8	Investigative Support	Scenes of Crime Officers	41.2
		External Forensic Costs	0
		Fingerprint / Internal Forensic Costs	13.4
		Photographic Image Recovery	12.3
		Other Forensic Services	12.2
		Investigative Support Command Team and Support Overheads	4
		sub total	83.1
9	National Policing	Secondments (out of Force)	0
		Counter Terrorism / Special Branch	4.5
		ACPO Projects / Initiatives	0
		Hosting National Services	0
		Other National Policing Requirements	0
		sub total	4.5
		Total	1053

Source: Police objective analysis estimates 2012/13

Appendix 2

Business support

10 Support Functions	Human Resources	53
	Finance	41.9
	Legal	7.7
	Fleet Services	1.5
	Estates/Central Building Costs	13.5
	Information Technology	41.3
	Professional Standards	16.5
	Press & Media	8.6
	Performance Review/Corporate Development	45.8
	Procurement	5.3
	Training	25.5
	Administration Support	85.5
	Force Command	10.2
	Support to Associations and TUs	1
	Freedom of Information	4.8
	Social Club Support and Force Band	0
	Insurance/Risk Management	1
	Catering	8.6
	sub total	371.7
11 PCC Support	PCC Support	13.5
	total	385.2

Source: Police objective analysis estimates 2012/13

Terms of reference – stage 2 transfer

1. Background

- 1.1 All police staff were transferred to the employment of the Police and Crime Commissioner from the Police Authority on the 22nd November 2012. The majority of staff were placed under the direction and control of the Chief Constable, with the exception of those members of staff who were working in the Office of the Commissioner.
- 1.2 The Police and Social Responsibility Act 2011 gave the Home Secretary power to direct Commissioners to submit a transfer scheme to formally move police staff to that of the Chief Constable. On 27th March 2013 the Home Secretary exercised that power and directed that a transfer scheme is submitted to her by 16th September 2013.
- 1.3 An initial scoping exercise was carried out, the findings of which led to the proposal for the transfer of employment of all frontline and operational support staff to that of the Chief Constable.
- 1.4 It also highlighted the need to increase the capability of the Commissioner to discharge his statutory responsibilities and a functional structure was proposed as the best means to achieve this.
- 1.5 However, due to the duplication of existing roles in the business support function of the Force, further detailed work is required to better understand the workforce and whether these can be delivered under a shared services model;
 - Financial planning, treasury management and financial assurance;
 - Professional Standards Branch;
 - Corporate Services provided by Corporate Development Branch and the Commissioner's Office;
 - Legal Services;
 - Estates;
 - Press and Media;
 - Community Safety Unit;
 - Procurement;
 - Humberside Criminal Justice Board.

2. Aim

- 2.1 The aim of the research is to test the proposals, including the efficacy of the structure to support the Commissioner, and to determine options for how the highlighted functions can be best delivered to the Commissioner and Chief Constable at least cost.
- 2.2 The objectives to be achieved are:

- to test the proposed support structure for the Commissioner against the statutory role and previous organisational learning (e.g. HMIC report, local evidence),
- to review the highlighted functions and determine the most efficient and effective options for employment, structure and operation including sharing services with the non employing body.

2.3 In working towards the aim and objectives consideration should be guided by the following principles:

- there needs to be a clarity of role between the OPCC and that of the Force/ partners,
- the electoral mandate of the PCC can be best discharged through the model of being a commissioner of services,
- the Chief Constable and the operational elements of the Force must remain operationally independent and be seen as a provider of services,
- despite the different roles & responsibilities, work with the Force must be a joint endeavour focused upon improving outcomes for local people as set out in the Police and Crime Plan,
- the need for effective arrangements, which best support the Chief Constable, yourself and the statutory officers,
- the need to secure best value for money. Therefore where both organisations need the same function there should be a presumption of a shared service arrangement, with duplicate functions within the OPCC and the Force only where absolutely necessary,

3. Methodology

3.1 In conducting the research of each area, cognisance should be taken of the depth of analysis required for each function on its own merits. The judgement will take account of previous reviews, current understanding, importance or difference of opinion or cost of the current service and future proposals for change. The methodology for the review is:

- Conduct a literature review in relation to the Stage 2 Transfer of Staff including Home Office reports, ACPO and APCC reports, the Police and Crime Plan, Community Safety strategic reports, APACE / PAATs;
- Engage with key managers and staff from the areas identified to obtain a detailed understanding of their roles and responsibilities;
- Engage with Chief Officers, the Commissioner and deputy and key senior managers, including the commissioner's HR adviser
- Carry out benchmarking using existing information or make contact with other forces and Commissioners Offices seen to be of relevance locally;
- Consult with external partners where value can be added;
- Assess the information provided against the initial report by the Chief Executive / HR adviser;
- Develop detailed proposals with options, which meets the objectives and as a minimum incorporates:
 - Structure and numbers / posts, with proposed employer,

- Functions where shared services is preferred model setting out the preferred owner,
- Impact on numbers of posts and associated indicative savings.

3.2 A position statement highlighting emerging findings will be presented to the Chief Executive in advance of the Corporate Governance Group on the 17th June.

3.3 A final report with detailed options presented to the Chief Executive in advance of the Corporate Governance Group on 15th July.

4. Governance

4.1 The Lead reviewer will report progress to the Chief Executive on an informal basis each week, with formal reports as 3.2, 3.3 above.

