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Public Order Regional Collaboration



Joint thinking, joint working

Public Order Regional Collaboration Proposals Report

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Approvals

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	Regional Public Order Lead	

Distribution List

Name	Title
CC Curran (Humberside Police)	Chief Constables Operational Board
CC Jones (North Yorkshire Police)	Chief Constables Operational Board
CC Crompton (South Yorkshire Police)	Chief Constables Operational Board
CC Gilmore (West Yorkshire Police)	Chief Constables Operational Board
Justin Partridge (Humberside Police)	Chief Constables Operational Board

1. Introduction

- 1.1 Following on from the decision to implement a 'Lead Force Model' by functional area for collaboration within the Yorkshire and the Humber (YatH) Region, this report seeks to set out proposals for agreement with regards to how public order can be delivered on a collaborative basis within the YatH with Humberside acting as the Strategic Lead Force.
- 1.2 An outline plan for delivery was agreed for this piece of work, via the Public Order Strategic Development Group, which included details of initial governance arrangements and the approach to be undertaken by the Review Team. The proposed business objectives for this review were to:
- Deliver the Strategic Policing Requirement (SPR);
 - Deliver maximum cost reductions;
 - Optimise efficiency and effectiveness;
 - Develop operational collaborative arrangements.
- 1.3 With respect to regional working, the area of public order is already well developed. The YatH Forces form part of the wider ACPO No.2 North East Region, which also includes Cleveland, Durham and Northumbria, and has its own governance arrangements in place in order to drive strategic issues related to both national and regional areas of public order policing. Progress achieved to date via the ACPO No.2 North East Region includes:
- Appointment of a Regional Public Order Lead (ACC Leaver – Humberside);
 - Development of a North East Region Public Order, Public Safety Working Group (NERPOPSWG);
 - Establishment of a public order practitioners Interoperability Group to promote interoperability and standardisation in practice; and
 - Agreement of corporate training lesson plans, via the Interoperability Group, which have been signed off by the NERPOPSWG and the College of Policing.

2. Scope and Exclusions

- 2.1 Using the areas contained within the Public Order SPR as a guide, the Review Team collated information and undertook consultation with public order practitioners from Humberside Police (HP), North Yorkshire Police (NYP), South Yorkshire Police (SYP) and West Yorkshire Police (WYP) in order to gain an understanding of their current public order provisions, and to form subsequent proposals that met the business objectives. The areas covered within this review included the following:
- Governance arrangements for public order;
 - Structure and delivery of Level 1, 2 and 3 Public Order training;
 - Structure and delivery of specialist areas of public order assets;
 - Delivery of accredited command training;
 - Demand review of public order deployments;
 - Procurement of public order kit/equipment.

- 2.2 At this stage of the review process the proposals identify the possibilities that are available to the YatH in order to seek achievement of the business objectives. This paper is intended to provide the Chief Constables Operational Board (CCOB) with an overview of these possibilities in order to select preferred options or proposals. Upon approval of any of the below proposals it will be necessary to undertake further work which will include the identification of cashable and/or efficiency savings, risks and issues, delivery structure and proposed methodology for implementation. Therefore, this paper does not include any detailed costings or a composite list of the structural detail required to deliver a proposal or option at this stage.
- 2.3 In order to maximise savings and efficiencies the proposals within the report are predicated on all four Forces being part of the collaboration, therefore the opportunities identified may be reduced if individual Forces decide to opt out of proposals or options.

3. Proposals for Service Delivery

- 3.1 At this stage of the collaborative process, substantial cashable savings are not available within the operational business area of public order. This is primarily due to the fact that in comparison to other policing business areas there are few full time staff and other assets attributed to this area. However, there are opportunities to reduce costs, attain efficiencies and manage risk more effectively through YatH collaboration. Furthermore, there are significant benefits of interoperability to reduce duplication and support delivery of the Strategic Policing Requirement.
- 3.2 All of the below proposals have been unanimously supported for progression to the CCOB by all four Superintendents responsible for delivering public order policing within the YatH Forces. However, there is an acknowledgment that some of the proposals are more complex than others to progress and some may have significant impact factors on individual Forces. Once initial work has been completed, further submissions will be made to the region for approval to proceed.

COLLABORATION OF PUBLIC ORDER TRAINING

- 3.3 The four YatH public order training functions are predominantly working independently and have their own individual management structures and training resources. There are also some key differences as South Yorkshire Police and West Yorkshire Police have their own dedicated training venues and training teams whilst Humberside Police and North Yorkshire Police trainers are predominantly full time operational officers who travel to hired training venues in other Forces to deliver training to their respective Force staff. The College of Policing has scrutinised each Force within YatH Region for their adherence to national public order modules, with each Force demonstrating compliance.
- 3.4 Upon approval on any of the below options the YatH requirement for all public order training, particularly the number of trained PSU resources including the Special Constabulary within each Force, will need to be agreed. This is to ensure that there is a baseline for all proposed costs and efficiencies and provide consistency and proportionality within the YatH.
- 3.5 There are varying models of training delivery that are available by adopting a collaborative arrangement. An outline of the core models of training delivery have been identified within the five options below and represent a scalable approach to attaining cost savings, efficiencies and enhancing interoperability. Based on the

research and consultation undertaken a preferred option is also presented in the form of a proposal, which follows the outline of each option.

Option A: Retain the current training structure and delivery.

- 3.6 The existing training structures within the four training functions would remain in place in their current format with no regional management or governance structure.
- 3.7 Forces are already in the process of seeking opportunities to rationalise their existing training requirements independently, particularly Level 2 PSU training, which is very likely to achieve savings. Therefore, the advantage of this option is that each Force could achieve efficiencies by maintaining the 'status quo' and without any regional collaboration.

Opportunities

- Independent rationalisation of existing training delivery can be undertaken which is likely to provide savings to each Force.
- No risk to Forces if collaboration fails or desire reduces.

Issues/Risks

- The business objective of developing operational collaborative arrangements is not achieved.
- Does not deliver the full range of savings and efficiencies available.
- Does not support standardisation and interoperability.
- Outcomes will be based upon individual arrangements with no central or formal decision making function and therefore opportunities are not maximised.

Option B: Centrally managed YatH training function.

- 3.8 This option would deliver management and coordination of the public order training function controlled through a central governance structure on behalf of the YatH. The training staff would remain locally based and continue to be funded by their own Force but under the direction and control of Humberside Police, as lead Force.

Opportunities

- Improves standardisation of training and delivers a holistic approach to training development and delivery.
- Supports the objective of developing operational collaborative arrangements.
- Provides a regional corporate governance structure to support Forces.
- Creates a regional training identity.
- Provides an incremental approach toward further collaborative training opportunities and therefore potential further savings (options C, D and E).
- Potential to attain a regional license and develop the YatH as a 'Centre of Excellence'.

Issues/Risks

- Full savings opportunities not realised.
- Overall control of the public order training function will become detached from NYP, SYP and WYP.

- Dependant on structure adopted there may be a need to consider and agree financial arrangements.

Option C: Centrally managed YatH training function with interoperable training delivery.

3.9 This option provides all of the same characteristics, opportunities and issues as option B but also incorporates the benefits of joint training delivery and sharing of training resources therefore presenting additional opportunities and issues/risks.

Opportunities

- Improves resilience and flexibility of training delivery.
- Potential to reduce costs and attain efficiencies through the sharing of training resources.
- Potential to obtain a single YatH Public Order training licence.
- Further supports interoperability and sharing of training expertise.
- Can be achieved relatively quickly therefore realising efficiencies and benefits earlier.

Issues/Risks

- A transparent and equitable approach of training delivery within Forces would need to be agreed.

Option D: Centralised training team utilising a two site training venue.

3.10 This option seeks to develop a centrally funded training team based over the two sites, Manvers and Carr Gate, who would deliver all public order training on behalf of the YatH. This structure would deliver further efficiency savings to those identified in earlier options and would be the final incremental step before a potential move to a single site training function, thus allowing structures and processes to be tested and embedded.

Opportunities

- Potential savings achieved through the rationalisation of trainers (full time and/or abstractions of part time trainers) and supervisory roles.
- Improved coordination of training.
- Further standardisation of practice through training being delivered by a single training team.
- Income generation can be achieved on two sites.
- Allows a single training team to embed structures and processes before potential move to a single site structure.

Issues/Risks

- Full savings opportunities not realised.
- Individual Force expertise and footprint depleted if collaboration fails.
- Likely increased costs to HP and NYP.
- Financial arrangements would need to be considered and agreed for the funding of a single training team.
- Complete regionalisation of the function not achieved.

Option E: Centralised training team utilising a one-site training venue.

- 3.11 A move to establishing a centralised training team utilising a one-site training venue would deliver the optimum efficiency savings, delivering the opportunities identified in the preceding options plus additional benefits associated with a single site. However, this decision would have significant financial ramifications to either SYP or WYP dependent on which site was chosen. This is due to the long term contractual arrangements of both training venues.
- 3.12 Manvers Training Complex is a leased premise that is under contract until 2022, with annual costs of approximately £205,000. Although SYP are contracted until 2022, there is a 5-year buyout clause, which equates to approximately £474,000. Early surrender of the Manvers contract would also incur costs related to restoring the building back to its original state, estimated at a further £100,000. South Yorkshire Police currently generate £120,000 to £150,000 per year in income at the Manvers site, this offsets the cost of some of their trainers leaving a profit of around £50,000 a year.
- 3.13 Carr Gate Training Complex is a purpose built leasehold training venue, which will provide public order and firearms training facilities. The venue is funded via a PFI arrangement in which West Yorkshire will be required to pay £220,000 per year. The site has been designed to a high specification, and is expected to provide significant opportunities for income generation. Due to the infancy of this site there are still some unknowns with regard to costs and limitations appertaining to the delivery of public order training.
- 3.14 Prior to a decision being made to implement this option, a feasibility study would need to be undertaken to determine the most appropriate site for training delivery taking into consideration all of the impact factors, particularly for SYP and WYP.

Opportunities

- Maximises long term cost reductions.
- Regional rationalisation of estates and associated savings.
- Potential further reduction of trainers and supervision.
- Coordination provided by a one site approach could reduce the number training days, with opportunities to maximise efficiencies depending on the shift pattern the training is delivered over.
- Amplifies interoperability as there would be increased scope to have resources from the YatH working together.
- The YatH Region would be in a stronger position to compete with market leaders.

Issues/Risks

- The timing of a move to a single site would need to be phased to allow the disposal/relocation of functions at the site not chosen.
- Delay in realising cost savings.
- Reduced opportunities for income generation.
- Financial arrangements would need to be agreed which could be complex.
- Likely increased costs to HP and NYP.

Proposal 1

Develop proposals for a centrally managed YatH training function with interoperable training delivery (Option C), with a view to moving to a centralised training team utilising a one site venue (Option E) at the earliest opportunity in order to maximise efficiencies and cost savings.

- 3.15 This training delivery model provides the greatest opportunity to achieve all of the business objectives whilst expediting early realisation of some savings, efficiencies and associated benefits with minimal risk and impact to all Forces. Furthermore, it provides a sound foundation for an incremental approach toward Option E which will deliver maximum cost savings and efficiencies in the longer term.
- 3.16 This option was also unanimously identified as the preferred choice by practitioners and senior leaders with the four YatH Forces.

YATH STRA FOR PUBLIC ORDER

- 3.17 In accordance with demand and the requirements of their STRA, each Force has developed a public order capability bespoke to their own needs. This has naturally resulted in the provision of public order capacity and capability and subsequent training requirements being determined with little or no regional consideration.
- 3.18 The National Public Order Strategic Threat and Risk Analysis (August 2013) recommends that all Regions undertake a self assessment against the capability criteria framework to allow identification of gaps and a Regional and National level.
- 3.19 Under the Strategic Force Lead Model it is therefore proposed that an overarching YatH STRA for public order is developed. This will provide benefits such as a regional assessment of threat and risk, inform an accumulated assessment of capacity and capability required for the region and support delivery of a collaborative training function (if approved) by identifying subsequent training requirements.

Proposal 2

Develop an overarching YatH STRA for public order for agreement by the region.

CONSIDERATION OF SHARING PUBLIC ORDER RESOURCES

- 3.20 The sharing of public order resources within the Region is managed in accordance with the ACPO Guidance on Charging for Police Services Mutual Aid Cost Recovery and is predominantly instigated for pre planned events. It is feasible for the YatH Forces to develop their own inclusive collaborative arrangements, thus be removed from inter regional Mutual Aid Arrangements, under Section 23 of the Police Act 1996.
- 3.21 As it is proposed to undertake an accumulated assessment of capacity and capability for the region an additional opportunity is presented to improve mitigation of threats and seek to save costs by sharing public order resources across YatH Force borders. The training burden of public order resources and their subsequent abstraction from frontline policing is one of the highest areas of cost relating to public order policing within the YatH.

- 3.22 With a collaborative framework and an assessment of capacity and capability on a regional, rather than an individual Force basis, there is the potential to rationalise and reduce training commitments whilst maintaining sufficient capacity and capability across the YatH. Due to volume, the highest training costs primarily relate to the training of PSU officers. An outline of the number of resources is listed below.

	Humberside	North Yorkshire	South Yorkshire	West Yorkshire
Mutual Aid Requirement (PSUs)	5	3	9	15
Number of Trained PSUs. (2012/13)	17	9	14	58
Projected number of Trained PSUs. (2013/14)	15	9-10	17	45

- 3.23 There is no exact science to determine how many PSU officers a Force trains. However, the Learmonth formula does provide Forces with a guide, which is based on a 3:1 ratio (trained staff: staff required for mutual aid). In order to meet their mutual aid, and in-Force mobilisation requirements YatH Forces have predominantly used the Learmonth formula in conjunction with professional judgement in determining their PSU training requirements.
- 3.24 The viability of sharing of public order assets would require scoping, detailed analysis and the development of an agreed deployment and tasking criteria. Furthermore, and much more challenging would be the joint agreement of the financial arrangements that ensured there was an equitable allocation of resource in accordance with the financial model adopted.

Opportunities

- Regional oversight and capability response to threats affecting the Region.
- Reduction of public order assets would reduce training burden.
- Reduction in costs for equipment and kit.
- Reduced abstractions from front line duties.
- Potential rationalisation of specialist capability.
- Compliance maintained with the National Policing Requirement obligation for full range of capability.
- Promotes interoperability.

Issues/risks

- Protocols would need to be developed and agreed to ensure proportionality and fairness to all Forces.
- Could have a detrimental impact on frontline abstractions of Forces sharing resources.
- Reduced public order resilience throughout the Region.
- Additional travelling costs for officers supporting another Force.
- The timeline of undertaking this work would need to be compatible with Force savings plans.

- 3.25 This proposal is predicated on the appetite of CCOB to share public order resources across all regional Force borders on a regular occurrence.

Proposal 3

Commission further analysis to determine the viability of sharing public order resources, associated cost benefits and consequential impact on Forces.

CHRONICLE SYSTEM - PUBLIC ORDER MODULE

- 3.26 In order to develop operational collaboration, particularly if the collaboration of training is approved, there would be benefit in having a common system for all YatH Forces to record and monitor public order training data required for accreditation. Chronicle is one such system that provides this functionality and has already been implemented within the YatH as a Single Firearms Deployment and Training Records System and is providing some key benefits. Within the Chronicle technical architecture there is the option to purchase a public order module, which can deliver similar benefits with regard to public order.
- 3.27 Chronicle will also provide the YatH with an efficient single point for information regarding operational events (past and planned), live accreditation of training records, an accurate audit of vehicles and equipment for each Force and facilitation of a greater understanding of roles and standardisation in public order recording practices. It would also better inform Force and Regional STRAs and help develop a more detailed understanding of threat and capability. This work could form the foundation for further collaboration opportunities in training, equipment procurement and skills development.
- 3.28 A regional Chronicle system would greatly inform the YatH capability to respond to pre-planned and spontaneous regional events, enabling planners to identify temporary shortfalls in specific skill areas to meet forthcoming demands (Tour de France, EDL demonstrations etc), with immediate information accessible through a single system. There are currently 38 Forces across England and Wales already utilising the Chronicle Public Order Module, which includes Forces who form part of regional collaborations in the North West and South West of England. In addition, the providers of Chronicle (JML Software Solutions) are in talks with National Public Order Coordination Centre to examine how the public order data at Force and regional level can be utilised to better inform public order resilience at a national level.
- 3.29 As SYP have already purchased the Chronicle Public Order Module, indicative costs were obtained from the providers of Chronicle for HP, NYP and WYP to purchase the module. Indicative costs were identified as £27,670 in capital costs, which includes the software, installation, training and the procurement costs associated with its purchase via a procurement framework. In addition, there would also be an annual charge related to support and maintenance of £3,400 each, giving a total year 1 cost per Force of £31,070. There will also be potential to interface the Chronicle Public Order Module with the Origin HR System, which will allow for immediate 'live' information on the numbers of PSU officers on duty to be accessed, however this is still in development and would cost in the region of an additional £20,000 per Force and £4,000 in annual support and maintenance.

Opportunities

- One touch retrieval of public order information by Force or Region.
- Reduced effort in preparing Force and Regional STRA's.
- Reduced effort in planning operations.
- Assists and supports Regional Mobilisation agenda.
- Provides a consistent regional system.
- Increased accuracy and comparable data in STRA's.
- Consistent accreditation processes for all public order roles.
- Robust audit and response to scrutiny (HMIC, Post Incident, IPCC, PCC etc).
- Greater understanding of threat and capability supports improved professional governance and decision making.

Issues/Risks

- Capital costs of £83,010 split between the three YatH Forces.
- Development of corporate and consistent regional practices would be required.
- Administration implications will need to be considered.
- Currently, there are limited interfaces with Force systems such as duties.

Proposal 4

Purchase the Chronicle Public Order Module.

REGIONAL PROCUREMENT ARRANGEMENTS

- 3.30 The responsibility for the purchasing of public order kit is split between regional procurement (led by WYP) and the individual public order training units within the YatH. There are increased savings related to the bulk buying of public order kit and equipment some of which is already being progressed through the YatH procurement structures. However, the benefits of bulk buying will take a number of years to come to full fruition as the YatH Forces are at varying stages of replacing their current kit and using existing stock.
- 3.31 There are some variations in the public order kit and equipment that the individual YatH Forces issue to their officers, therefore the cost to provide the necessary kit and equipment for a Level 2 PSU officer varies within the YatH Region between £650 and £850. Out of the full PSU kit, which totals over 20 items, 6 items are procured via regional contracts. However, there is potential to increase the number of items procured through regional procurement, or link in with other national frameworks, to gain further efficiencies and achieve benefits through the standardisation of kit and equipment across the YatH Region.
- 3.32 Initial scoping work within the YatH indicates that Forces are also in the process of reviewing and rationalising their PSU fleet. In addition, work is currently ongoing at a national level, through ACPO and the Police Fleet Managers Association, to review the procurement, specification and use of PSU carriers, with the objective of agreeing a standardised specification. It is anticipated this work will reduce procurement costs through the bulk buying of vehicles, and enhance interoperability.
- 3.33 There are opportunities to extend and align the procurement of public order kit, equipment and vehicles to any new YatH regional public order structure to ensure that procurement meets regional user requirements, maximise procurement opportunities and ensure new work-streams are progressed. Consultation with the

Regional Procurement Team indicated that they would be supportive of this proposal, as a regional public order governance structure would allow them to link in, and consult with public order practitioners to ensure new regional work streams are progressed.

Opportunities

- Economies of scale through the bulk buying of kit/equipment and vehicles.
- Enhancement of interoperability through the standardisation of kit/equipment and vehicles.
- Provision of modern fit for purpose public order kit/equipment and vehicles.
- Procurement of new modern PSU vehicles will reduce costs associated with maintenance of existing fleet which is due to be replaced.

Risks/issues

- Savings likely to realised in the long term rather than short/medium term.

Proposal 5

Extend regional procurement arrangements and link into the YatH public order governance structure (Proposal 7).

INTEGRATED REGIONAL COMMAND

- 3.34 All YatH Forces have determined the number of accredited commanders based upon their own Force demand and in accordance with their STRA. The numbers of accredited/trained commanders is listed in the table below.

Commanders	Humberside	North Yorkshire	South Yorkshire	West Yorkshire	Total
Gold	3	1 (1)	6	4	14(1)
Silver	8	6	10 (1)	27 (3)	51(4)
Bronze	11 (1)	5 (1)	19 (1)	42	77(3)

*figures in brackets denote trained but not accredited

- 3.35 As each Force has it's own arrangements, there are more officers trained than the YatH demand requires, increasing training costs and decreasing the operational exposure of those trained. In each Force, the exposure to command activity varies and in some instances can cause commanders to actively seek command roles in order to retain their accredited status. Furthermore, commanders are not attaining wider exposure of differing command roles and/or environments which would enhance their skill in the role.

- 3.36 The regional collaboration of public order provides the opportunity to rationalise and consolidate the command arrangements, which not only provide benefits to Forces but also development opportunities for commanders. As there is predominantly a long lead in time to the command of an event these opportunities are more achievable than they would be in a spontaneous environment.

- 3.37 The command of pre-planned events could become the responsibility of a YatH cadre, rather than individual Forces. Whilst liability for public order operations in an individual Force area remains with the relevant Chief Constable, this proposal would

require a cultural acceptance that public order operations may use both operational assets and commanders from other Force areas.

- 3.38 There is also the further opportunity of a joint public order and firearms cadre as there are commanders who are accredited to command both public order and firearms operations.

Opportunities

- Reduction in training and accreditation burden.
- Reduction in commanders would reduce additional workload for many senior officers.
- Commanders would gain greater experience across the range of regional capability, enhancing quality of command.

Issues/risks

- Reduction in commanders will limit the opportunities for career development into these roles.
- Increased workload for accredited commanders.
- Reliance on regional arrangements would present a risk if collaboration arrangements fail.
- Collaboration agreement would need to establish a clear legal framework regarding liability where commanders are from Forces other than the area in which an incident occurs.
- Chief Officers and/or Gold Commanders would need to be confident that out of Force commanders were suitably accredited, experienced and able to understand the context of policing in the different Force areas.

Proposal 6

Design an Integrated Regional Command Model for agreement.

GOVERNANCE FRAMEWORK AND RESOURCING

- 3.39 If there is CCOB agreement for any of the proposals contained within this paper it is recommended that a YatH Public Order Collaboration Strategic Group be established to provide a governance structure to support the collaborative process and oversee all project related activity. There is also an opportunity for this group to have responsibility for all operational policy and procedures relating to public order.
- 3.40 To provide the appropriate level of decision making authority it is suggested that an Assistant Chief Constable chair this group. To preserve overall ownership and accountability with the Strategic Lead Force and retain consistency with the ACPO NO.2 Region it is suggested that this role should be a Humberside Police Assistant Chief Constable.
- 3.41 The key aims of the group should include:
- Consider, quality assure and endorse the activity and subsequent reports relating to regional collaboration prior to escalation to the Chief Constable Operations Board;
 - Support the implementation of all proposals approved by Chief Constable Operations Board;

- Deliver the Strategic Policing Requirement relating to public order and public safety on behalf of the YatH;
 - Promote and enhance the interoperability of systems, policies, processes and service provision to sustain effective and efficient practices.
- 3.42 To ensure that the YatH Public Order Collaboration Strategic Group retains consistency and connectivity with ACPO No.2 Regional approaches there will need to be continued strong links with NERPOPSWG. There may also be additional opportunities in widening the YatH approach on some appropriate areas of collaboration therefore realising further benefits.
- 3.43 To undertake the work stream activity deriving from the collaborative process the following resources would be required as a minimum:
- ACC Lead (portfolio lead only)
 - 1 x Superintendent (full or part time dependent on quantity of work required)
 - 1 x Project Officer (full time)
 - Support from the 4 x Superintendents, Head of Force Special Operations
 - Support from the Public Order Training Managers in each Force
- 3.44 A further review of workload will be undertaken upon the outcomes of the CCOB are finalised to determine if any additional support is required.

Proposal 7

Design a Public Order Governance Framework for agreement, including the requisite resource structure.

Summary of Proposals

- Proposal 1:** Develop proposals for a centrally managed YatH training function with interoperable training delivery (Option C), with a view to moving to a centralised training team utilising a one site venue (Option E) at the earliest opportunity in order to maximise efficiencies and cost savings.
- Proposal 2:** Develop an overarching YatH STRA for public order agreement by the region.
- Proposal 3:** Commission further analysis to determine the viability of sharing public order resources, associated cost benefits and consequential impact on Forces.
- Proposal 4:** Purchase the Chronicle Public Order Module.
- Proposal 5:** Extend regional procurement arrangements and link into the YatH public order governance structure (Proposal 7).
- Proposal 6:** Design an Integrated Regional Command Model for agreement .
- Proposal 7:** Design a Public Order Governance Framework for agreement, including the requisite resource structure.