



**ORIGINATOR:** ACO RUPERT BIRTLES

**PAPER NO.** NS13/6

**SUBMITTED TO:** NORFOLK AND SUFFOLK COLLABORATION PANEL  
15 JULY 2013

**SUBJECT:** JOINT TRANSPORT STRATEGY

**SUMMARY:**

The Head of Joint Transport Services Department has been working-up a Norfolk/Suffolk Joint Transport Strategy and associated Policy Document.

The draft Strategy is attached hereto and was agreed by JCOT on 18 June 2013. It is now tabled for agreement by the Norfolk and Suffolk PCCs.

**RECOMMENDATION:**

It is recommended that the PCCs agree the Joint Transport Strategy.

**DETAIL OF THE SUBMISSION****KEY ISSUES FOR CONSIDERATION:****1. Introduction and Strategic Objectives**

- 1.1 Norfolk and Suffolk Police and Crime Commissioners (PCCs) and Chief Constables (CCs) have entered into a collaborative arrangement for the delivery of Transport Services, by means of a Joint Transport Services Department (JTSD)
- 1.2 The role of the Joint Transport Services Department (JTSD) is to provide an efficient and effective vehicle and transport service to Norfolk and Suffolk OPCCs and Constabularies, meeting the operational policing need, under value-for-money principles within the resources available, consistent with Government, PCCs' and CCs' policies, and United Kingdom/European legislation. JTSD will assist the OPCCs and Constabularies in delivering the best service possible for the communities of Norfolk and Suffolk.
- 1.3 This Joint Transport Strategy has been produced by the Head of JTSD and has been agreed by the Assistant Chief Officers of both Norfolk and Suffolk Constabularies.

**2. Influencing Factors**

- 2.1 The Norfolk and Suffolk police vehicle fleets are resourced by public funds which are set to reduce, and must be provided in a cost-effective, affordable, safe and lawful manner. This demands excellence in asset management, the benefits of which should include:
- Maximising operational performance and public reassurance through the provision of a fit-for-purpose vehicle fleet;
  - Ensuring the availability of vehicles appropriate for intended use;
  - Optimising value-for-money for the taxpayer
  - Ensuring robust corporate governance and risk management;
  - Ensuring high standards of health and safety;
  - Minimising the carbon footprint;
  - Projecting a strong corporate image;

**3. Guiding Principles**

- 3.1 JTSD will provide Norfolk and Suffolk OPCCs and Constabularies with a cost-effective and efficient vehicle fleet. This Joint Transport Strategy supports both national and local policing plans.
- 3.2 JTSD will make the best possible use of the PCCs' and CCs' transport-related assets, including the staff of the department, ensuring that staff are both supported and provide support in ways that best achieve the PCCs' and CCs' strategic objectives.

- 3.3 The vehicle fleet is sensitive to changes in general officer and staff numbers, functions and distribution. The Joint Transport Strategy will draw on the latest Resource Management Plan, Policing Model Plans and others, responding to implications arising from budget and Policing Plan objectives.
- 3.4 JTSD will support the implementation of new and changing operational strategies, working with other Business Support functions, and adapting flexibly and cost effectively to changing requirements.
- 3.5 JTSD will aim to identify opportunities for efficiencies and economies of scale that can be achieved by working together and with other agencies, and JTSD will promote wider collaboration by searching for further partnership opportunities at regional and national level.
- 3.6 JTSD will advise Chief Officers, PCCs, Local Policing Commanders and Departmental Heads on the appropriate selection, usage, equipment installation, service and repair of all vehicles and associated equipment. The policy on the procurement of vehicles is detailed at Appendix A.
- 3.7 JTSD will provide users with accurate and up-to-date information and advise on vehicles and their usage to ensure efficiency, effectiveness and value-for-money.
- 3.8 JTSD is committed to providing a first class service. Performance will be assessed using the National Association of Police Fleet Managers' benchmarking data, data supplied and compared to our Most Similar Forces, and benchmarking with external providers.
- 3.9 Vehicles will be maintained to standards that operational policing requires. JTSD resources will be maintained to a sufficient and acceptable level to achieve this within the overall resourcing constraints of the PCCs.
- 3.10 The vehicle fleet will be reviewed on a yearly basis to ensure vehicle numbers and specifications are commensurate with service delivery, and low utilisation vehicles will be withdrawn from service, where appropriate.
- 3.11 JTSD will provide assurance to the OPCCs, Constabularies, and external regulators that the constabularies are considering vehicle- related matters at the appropriate strategic level.
- 3.12 The Joint Transport Strategy will support both Norfolk and Suffolk Environmental and Carbon Reduction Strategies by ensuring relevant issues are addressed robustly and innovatively.
- 3.13 JTSD will apply robust measures for risk management and to ensure business continuity.
- 3.14 JTSD will ensure a clear and concise communication strategy is in place to provide the OPCCs and Constabularies with updated transport- related information.
- 3.15 JTSD will support the work of the ACPO Standardisation Group in determining nationally-agreed standard police vehicle roles, whilst ensuring that Norfolk and Suffolk Constabularies are at the forefront of innovations.
- 3.16 JTSD will procure vehicles which comply with nationally-agreed standard police vehicle roles, using the procurement route which provides the most economically- advantageous outcome, normally through nationally-agreed frameworks.

4. **Strategic Roadmap**

- 4.1 In accordance with the OPCCs' and Constabularies' strategic and financial planning, in the light of government spending reductions over future years, a target has been set to reduce the cost of the vehicle fleet commencing FY 2013/14 and over the next Comprehensive Spending Review period. The reduction is related partly to making better and more efficient use of vehicles and partly to the anticipated staff reductions over these years.
- 4.2 The target already decided for reduction of costs in FY 2013/14 is up to 10%, resulting from a recent Transport Review (being finalised). Further details are set out in Appendix B.
- 4.3 Proposed cost reduction targets for the following years will be agreed by the ACO–Joint Resources with the Head of JTSD and then considered as part of the budget-setting processes for those years.
- 4.4 The capital and revenue funds required to support transport services depend upon achieving a sensible balance between these and other demands on available resources. The Head of JTSD will provide clear and accurate information to support the financial decision-making process.
- 4.5 Funding provided for JTSD in FY 2013/14 is:
- Revenue: £2.6m  
Capital: £2m
- Revenue and capital requirements for FY 2014/15 and beyond will be assessed following the outcome of the Transport Review.
- 4.6 A separate and more detailed Transport Policy document has been prepared for publication.

5. **FINANCIAL IMPLICATIONS:**

As stated in the report.

6. **OTHER IMPLICATIONS AND RISKS:**

None.

<b>ORIGINATOR CHECKLIST (MUST BE COMPLETED)</b>	<b>PLEASE STATE 'YES' OR 'NO'</b>
Has legal advice been sought on this submission?	No
Has financial advice been sought on this submission?	Yes
Have equality, diversity and human rights implications been considered including equality analysis, as appropriate?	Yes
Have human resource implications been considered?	Yes
Is the recommendation consistent with the objectives in the Police and Crime Plans?	Yes
Has consultation been undertaken with people or agencies likely to be affected by the recommendation?	Yes
Has communications advice been sought on areas of likely media interest and how they might be managed?	No
In relation to the above, have all relevant issues been highlighted in the 'other implications and risks' section of the submission?	Yes

## VEHICLE PROCUREMENT

### 1. Procurement of Police Vehicles

- 1.1 To maximise value-for-money from the aggregation of demand, to ensure appropriate standards are met for specific roles, and to ensure that compliant procurement processes are followed, the procurement of vehicles for police use is managed through the NPIA/National Association of Police Fleet Managers (NAPFM) Framework Agreement for Provision of Vehicles and Spare Parts, and this is mandated by legislation (Statutory Instrument 300 of 2011 – copy attached).
- 1.2 A long-term view has been taken by the NPIA/NAPFM and the latest framework has a vastly reduced number of providers from the previous framework, and it is intended that the next iteration will reduce that further.

### 2. NPIA/NAPFM Vehicle Framework

- 2.1 The NPIA/NAPFM Vehicle Framework (VSP7805) provides for the procurement of vehicles. The Framework period is 5<sup>th</sup> October 2010 to 4<sup>th</sup> October 2014, and the Framework is a multi-supplier framework with 18 categories (and a total of 25 suppliers).
- 2.2 The Framework was mandated on 4th March 2011 - Statutory Instrument 2011 300 - The Police Act 1996 (Equipment) Regulations 2011 refers.
- 2.3 The Framework awarded suppliers to categories as listed below,

Category	Description	Suppliers
D	High performance	BMW, Volkswagen Audi Group (VAG), Volvo
E	Intermediate performance	Ford, GM, VAG
F	Low performance	Ford, GM, Hyundai, Peugeot
G	4x4/All-Wheel-Drive	BMW, Ford, GM, Honda, Hyundai, Landrover, Nissan, Peugeot, VAG, Mitsubishi, Toyota, Volvo
H	Car derived van up to 3500kgs	Citroen, Fiat, Ford, GM, Landrover, Nissan, Peugeot, VAG
I	Panel van up to 3500kgs	Citroen, Fiat, Ford, GM, Iveco, Landrover, Nissan, Peugeot, VAG
J	Light commercial 3500 to 7500kgs	Fiat, Ford, GM, Iveco, Mercedes Benz, Peugeot, VAG
K	PSU	Ford, GM, Iveco, Mercedes Benz, Peugeot, VAG
L	Large goods vehicles	Iveco

M	Motorcycles up to 800cc	BMW, Honda, Kawasaki, Piaggio, Yamaha
N	Off road motorcycles up to 450cc	Honda, Kawasaki, Piaggio, Yamaha
O	High performance motorcycles	BMW, Honda, Kawasaki, Piaggio, Yamaha
P	High performance motorcycles (patrol)	BMW, Kawasaki, Yamaha
Q	Armoured vehicles	BMW, GM, Jaguar, Landrover,
R	Standard vehicles	BMW, Citroen, Fiat, Ford, GM, Honda, Honda Motorcycles, Hyundai, Jaguar, Landrover, Mazda, Mercedes Benz, Mitsubishi, Nissan, Peugeot, Piaggio, Proton, Subaru, Suzuki, Toyota, VAG, Volvo, Yamaha,

2.4 Vehicles provided within categories for use as operational police vehicles (response function) are required to meet specific performance requirements, which include:

- NAPFM vehicle evaluation procedure of brake and performance handling
- Electro-Magnetic Compatibility and installation requirements

2.5 Category R Standard vehicles, in most cases, do not meet specific performance requirements.

### 3. Mini-competition Process

3.1 A mini-competition is a process for placing a call-off contract under a framework agreement which allows further refinement of the requirement.

3.2 Mini-competition under a framework agreement offers collaborative purchasing opportunities to aggregate spend, with options to refine requirements and maintain competition. It is quicker than running a full tender process.

3.3 Norfolk and Suffolk Constabularies are members of the South and East Region Procurement Group (SERPG).

3.4 The SERPG formed during 2011 to benefit from collaborative purchasing opportunities where appropriate.

3.5 The SERPG police membership includes the British Transport Police, City of London Police, Essex Police, Hampshire Police, Kent Police, Norfolk Constabulary, Suffolk Constabulary, Surrey Police, Sussex Police. Membership also includes 7 Fire and Rescue Services.

3.6 The SERPG awarded suppliers to categories as follows:

Category	Description	Supplier	Lead Force (Procurement)
D	High Performance	BMW	Kent

E	Intermediate	Ford	Kent
F	Low	Ford	Kent
G	All-Wheel-Drive	VAG (Skoda)	Hampshire
	Rural 4x4	Ford	Hampshire

### 3.7 Tenders were evaluated against the following criteria

- Price
  - whole life cost
  - in-house warranty
  - labour rate
  - extended warranty
  - parts discount,
- Ability to meet specification
  - technical specification
  - turnkey specification
- Delivery
  - warranty
  - account management
  - delivery of vehicles and spare parts

### 3.8 Norfolk and Suffolk Constabularies led a mini-competition for the provision of Category K PSU vehicles. Other group members included Cambridgeshire Police, Essex Police and Kent Police.

Category	Description	Supplier	Lead Force (Procurement)
K	PSU	VAG	Norfolk and Suffolk

### 3.9 The SERPG has still to tender the following categories:

Category	Description	Lead Force (Procurement)
H	Car derived van up to 3500 kgs	Norfolk and Suffolk
I	Panel van up to 3500 kgs	Norfolk and Suffolk



J	Light commercial 3500 to 7500kgs	Norfolk and Suffolk
P	High performance motorcycles (patrol)	Hampshire

- 3.10 Vehicles can be procured from the framework without mini-competition where no refinement to specification and terms is needed.

#### 4. Current Position

- 4.1 The current vehicle replacement programme identifies the projected vehicle types and numbers whilst taking into account that there will always be some requirements for unplanned vehicle replacement, for example with accident replacements
- 4.2 Norfolk and Suffolk Constabularies procure most vehicles using the government mandated NPJA/NAPFM Vehicle Framework (VSP7805). Contracts were agreed prior to the election of PCCs.
- 4.3 The constabularies procure vehicles for operational use that meet the specific performance requirements for specific roles.
- 4.4 Additionally, some second-hand vehicles are procured through public auctions to meet operational needs such as a specific age, make and model of vehicle necessary to fulfil a role, usually covert. This does not include vehicles for the response function.

#### 5. Support to the UK Economy

- 5.1 The manufacture of vehicles operates in the global economy.
- 5.2 Vehicles available through the NPJA/NAPFM Vehicle Framework (VSP7805) which are currently assembled in the UK are the following:

Category	Description	Vehicle
E	Intermediate performance	GM Vauxhall Astra
F	Low performance	GM Vauxhall Astra
G	4x4/All-Wheel-Drive	Honda CRV Landrover Freelander Landrover Discovery Landrover Defender RangeRover
Q	Specialist armoured vehicles (eg for VIP protection - not ARV)	Jaguar XJ 5.0 Landrover Discovery 5.0
R	Standard vehicles	BMW Mini Honda Jazz Honda Civic Honda CRV Jaguar XF Jaguar XJ

		Landrover Freelander Landrover Discovery Landrover Defender RangeRover Nissan Note Nissan Qashqai Toyota Auris Toyota Avensis
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- 5.3 EU legislation is based on open trade and does not permit the awarding of contracts for goods based on the country of manufacture or assembly.
- 5.4 The vehicle supply chain is such that bodies, interior, engine and transmission components etc are often manufactured in one country for assembly in another.
- 5.5 All vehicle manufacturers operate an infrastructure that supports their product in the UK, employing UK citizens.

## 6. Summary

- 6.1 Vehicles procured must meet specific standards to ensure they are fit for police purpose; eg, that braking and suspension are sufficient for the potential speeds required and weights carried for specific roles, and that the electronic components that maintain vehicle safety and drivability are not compromised by use of electronic devices utilised by the emergency services. The Government recognised the need to ensure this in SI 300 2011.
- 6.2 The purchase of vehicles for the constabularies follows a best practice model. It meets the need to gain maximum value-for-money in collaboration with other organisations with like requirements whilst meeting the obligations of legislation.

## 7. Way Forward

- 7.1 Norfolk and Suffolk Constabularies are committed to current contracts and to continuing to meet their commitment to the other partners within the collaborative group until current contracts expire.
- 7.2 The PCCs may wish to approach the Home Office Commercial Directorate/Cabinet Office seeking the requirement for police vehicles to be purchased through a mandated framework to be rescinded and/or that the UK agree to take the “maximum benefits to UK manufacturing” into consideration as part of future police vehicle purchases. This would have to be agreed with EU partners.

## S T A T U T O R Y   I N S T R U M E N T S

**2011 No. 300**

## POLICE, ENGLAND AND WALES

**The Police Act 1996 (Equipment) Regulations 2011***Made**9th February**2011**Laid before Parliament**11th February**2011**Coming into force**4th March**2011*

The Secretary of State makes the following Regulations in exercise of the powers conferred by section 53(1) and (1A) of the Police Act 1996 (1).

The Secretary of State has consulted in accordance with section 53(2) of that Act and considers that these Regulations are necessary for the purpose of promoting the efficiency and effectiveness of one or more police forces in accordance with section 53(1B) of that Act.

**Citation and commencement**

1. These Regulations may be cited as the Police Act 1996 (Equipment) Regulations 2011 and shall come into force on 4th March 2011.

**Requirements as to design and performance of equipment**

2. Subject to regulation 3—

(a) the design and performance standards of equipment provided or used for police purposes which falls within the scope of the relevant national framework arrangement referred to in the Schedule to these Regulations shall comply with the specifications for that equipment contained in that agreement;

(b) a police force shall use equipment which falls within the scope of the relevant national framework arrangement referred to in the Schedule to the Regulations only if it has been acquired in accordance with the procedures set out in that agreement.

**Transitional provision**

3. Where on the date these Regulations come into force a contractual commitment has already been entered into to acquire the specified equipment for police purposes, regulation 2 shall not apply until the contractual arrangements in question expire or are otherwise terminated in accordance with their terms.

## SCHEDULE

<i>Equipment</i>	<i>Framework Arrangement</i>
Body armour	(1) The Framework Agreement for general patrol regular body armour <sup>(1)</sup> to comply with HOSDB standard HG1A (for ballistic protection) <sup>(2)</sup> and HOSDB standard KR1 (for knife resistance) <sup>(3)</sup>
Police vehicles	The NPJA/NAPFM Framework Agreement for Provision of Vehicles and Spare Parts <sup>(4)</sup>
IT commoditised hardware	Sprint II (Product Framework RM720) <sup>(5)</sup>
IT commercial off-the-shelf software	Sprint II (Product Framework RM720) <sup>(6)</sup>

(1) This Framework Agreement is entitled "Supply and Delivery of Body Armour to protection level HG1A/KR1 and associated covers." It was published by the Metropolitan Police Authority in 2010.

(2) This publication is entitled "Body Armour Standards for UK Police." It was published by the Home Office Scientific Development Branch in July 2007. Parts 1 and 2 are of particular relevance.

(3) Ibid. Parts 1 and 3.

(4) This Framework Agreement is entitled "National Association of Police Fleet Managers Framework Arrangement for the Provision of Vehicles and Spare Parts." It was published by the National Policing Improvement Agency in 2010.

(5) This Framework Agreement is entitled "Sprint II Framework Agreement for the provision of IT Products and Services." It was published by Buying Solutions in 2010. The Framework terms and conditions are available on [www.buyingsolutions.gov.uk](http://www.buyingsolutions.gov.uk).

(6) Ibid.

**Joint Norfolk and Suffolk Constabulary Transport Review Summary**

1. Norfolk and Suffolk Constabularies jointly operate 1,010 vehicles. Through joint working, all vehicles procured since 2011 are of the same type and fitted with the same police equipment for each particular role.
2. The Head of JTSD has recommended through budget scrutiny an opportunity to generate capital and revenue savings with a reduction in the costs of the vehicle fleet.
3. A reduction of up to 10% is considered an achievable target in FY 2013/14.
4. Norfolk and Suffolk Constabularies have not carried out a review of this type for approximately 4 years. Since the last review, costs have been impacted upon through Policing Reviews and collaborative working.
5. With the exception of the planned replacement of 110 Norfolk Constabulary long-term hire vehicles with PCC-owned vehicles during FYs 2012/13 and 2013/14, there has been no increase in the overall vehicle establishment for some time.
6. Changes to the vehicle establishment have hitherto been approved on an ad-hoc basis by Norfolk and Suffolk Assistant Chief Officers, operating to an agreed neutral principle of no vehicle increase unless a net offset is adopted.
7. Consideration will be given to the impact upon any recommendations on vehicle hire or casual and essential budgets.
8. There will be no compromise to operational effectiveness. This review should enhance operational capability, whilst producing cashable savings.
9. Whilst the review will consider vehicle and other cost reductions, the review also encompasses other areas where potential efficiencies can be realised. These include,
  - opportunities to reduce the physical size of vehicles;
  - ensure vehicles are fit for purpose to meet operational requirements;
  - vehicle specifications, accepting NPIA and regional contract stipulations;
  - vehicle composition e.g. 4x4 capability;
  - further alignment of vehicle roles;
  - an agreed template for ACO approval of vehicle changes;
  - opportunities to maximise pool cars and sharing of vehicles between departments;
10. JTSD will consider both vehicle fleet and demand elements to determine whether operational and policing objectives are being met.
11. Vehicle utilisation data will be analysed using both distance- and time- based data. This data will be obtained from automatic vehicle location and log book sources.
12. Key stakeholder meetings will be held with senior police officer and staff managers. These meetings will ensure key qualitative operational issues are collected and collated.

13. The ratio of officers and staff-to-vehicle numbers will be analysed and compared to most similar forces and national benchmarking. Increasing person-to-vehicle ratios will reduce vehicle numbers.
14. The overall purpose of this review is to ensure a cost effective, fit for purpose vehicle fleet is available to fully meet current and future demands of policing in both Norfolk and Suffolk.
15. The report will be completed in 2 phases,
  - Phase 1 will consider costs related to the unmarked vehicle fleet and will report with recommendations to the Assistant Chief Officer-Joint Resources by 1st August 2013.
  - Phase 2 will consider costs related to the marked fleet and will report with recommendations to the Assistant Chief Officer-Joint Resources by 1st October 2013.
16. JTSD will also, as normal business, reduce costs and/or vehicle numbers where ad hoc opportunities arise.