

UNDER EMBARGO UNTIL 00.01 ON THURSDAY 9 NOVEMBER 2017



# PEEL: Police efficiency (including leadership) 2017

An inspection of Thames Valley Police



November 2017

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## **Introduction**

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)<sup>1</sup> assesses the efficiency and leadership of forces in England and Wales.

### **What is police efficiency and why is it important?**

As with all public services, the police service must operate in a way that makes the most of its available resources. To do this, police forces must understand what their demand is – by which we mean what work they can reasonably predict they will have on any given day – and ensure that they have the resources they need, in the right place, to meet that demand. To stay efficient they must have good, realistic and evidence-based plans for the future. Our efficiency inspection assessed all of these areas during 2017.

As part of the 2017 inspection, we also integrated aspects of leadership into our assessment of efficiency, as the two areas are closely linked. We assessed how police leaders are driving innovation in policing, within their own forces and further afield. We also inspected how well forces are planning for the future with regards to their leadership.

Between 2010/11 and 2015/16, central government funding for the police service in England and Wales fell by 19 percent, or £1.7 billion in cash terms. Police forces met the required budget reductions until November 2015, when the government announced that overall police spending would be protected from further cuts, to enable the police to continue to adapt to emerging crime threats while taking further steps to improve efficiency. While that was a more favourable funding settlement for policing than was expected, reductions in spending by other public services will still create additional pressure for police forces.

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<sup>1</sup> This inspection was carried out before 19 July 2017, when HMIC also took on responsibility for fire & rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this report may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC. Citations of documents which HMIC published before 19 July 2017 will still cite HMIC as the publisher.

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Our report on Thames Valley Police's legitimacy inspection will be available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/thames-valley/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/thames-valley/)) at the end of 2017. HMICFRS reports on police effectiveness will be published in early 2018. Previous PEEL reports are also available on our website: [www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/thames-valley/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/thames-valley/).

More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/)).

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure

2017/18	2020/21	Percentage change
<b>£428m</b>	<b>N/A</b>	<b>—</b>



### Workforce

Planned change in officer numbers

2016/17	2020/21	Percentage change
<b>4,096</b>	<b>3,910</b>	<b>-5%</b>

Planned change in total workforce

2016/17	2020/21	Percentage change
<b>7,181</b>	<b>6,964</b>	<b>-3%</b>



### Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2017

Thames Valley Police	England and Wales force average
<b>117</b>	<b>135</b>



### Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017

2015/16	2016/17
<b>55</b>	<b>59</b>

Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017

Thames Valley Police	England and Wales force average
<b>+7%</b>	<b>+11%</b>

For further information about the data in this graphic please see annex A

## Overview – How efficient is the force at keeping people safe and reducing crime?

### Overall judgment<sup>2</sup>



**Outstanding**

Thames Valley Police is judged to be outstanding in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is an improvement on last year when the force was judged to be good for efficiency overall. The force is judged to be outstanding in its understanding of demand; its use of resources to manage demand is also assessed to be outstanding; and its planning for future demand is judged to be good.

### Overall summary

How well does the force understand demand?



**Outstanding**

How well does the force use its resources?



**Outstanding**

How well is the force planning for the future?



**Good**

Thames Valley Police has an outstanding understanding of the demand for its services that is based on detailed analysis of a wide range of data, including from partner agencies such as the ambulance and fire and rescue services. The force is committed to understanding hidden demand and uses innovative technology to help it identify and tackle demand that is less likely to be reported. It takes steps to make sure that demand is not suppressed.

The force is also outstanding in how well it uses its resources. It has a good understanding of workforce skills and abilities through using the College of Policing's competency and values framework, which sets out the national standards for

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<sup>2</sup> HMICFRS judgments are outstanding, good, requires improvement and inadequate.

workforce skills. It combines these with locally identified needs such as communication skills to describe and plan for the workforce skills it needs, now and in the future.

The force manages change programmes well, assessing new programmes against agreed criteria and whether proposed changes will support its priorities. The priority-based budgeting process gives the force a comprehensive understanding of the costs of its activities and the effect of moving resources from one part of the force to another. It is able to identify and analyse trends in demand and has a good understanding of likely future demand in many areas of its activities. The force is working with academic partners to include a wider range of information to develop this understanding. It is also involved in a wide range of good collaborative work with other forces and agencies, and carefully assesses collaborative opportunities based on the benefits to the force.

Thames Valley Police is good in how it plans for the future, and some elements are outstanding. The force has displayed innovation, embracing and investing in technology. It uses external expertise such as financial and specialist IT consultancies to provide additional challenge, scrutiny and expertise for its saving plans. These savings plans project a balanced budget until 2021, but depend on the creation of more efficient ways of working. The force is investing well in its infrastructure to make this process possible.

## **How well does the force understand demand?**

To be efficient, it is essential that police forces have a good understanding of the demand for their services. This means that they should not only understand what sort of incidents are likely to be reported on a normal day, but also what they need to do in advance to prevent crime. They should also understand the crimes and other activity in their area that are often hidden and are less likely to be reported, such as modern slavery or child sexual exploitation, and take action to uncover them.

Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond to the demand for their services and should be able to demonstrate that their approach to prioritisation does not cause them to overlook some of their demand.

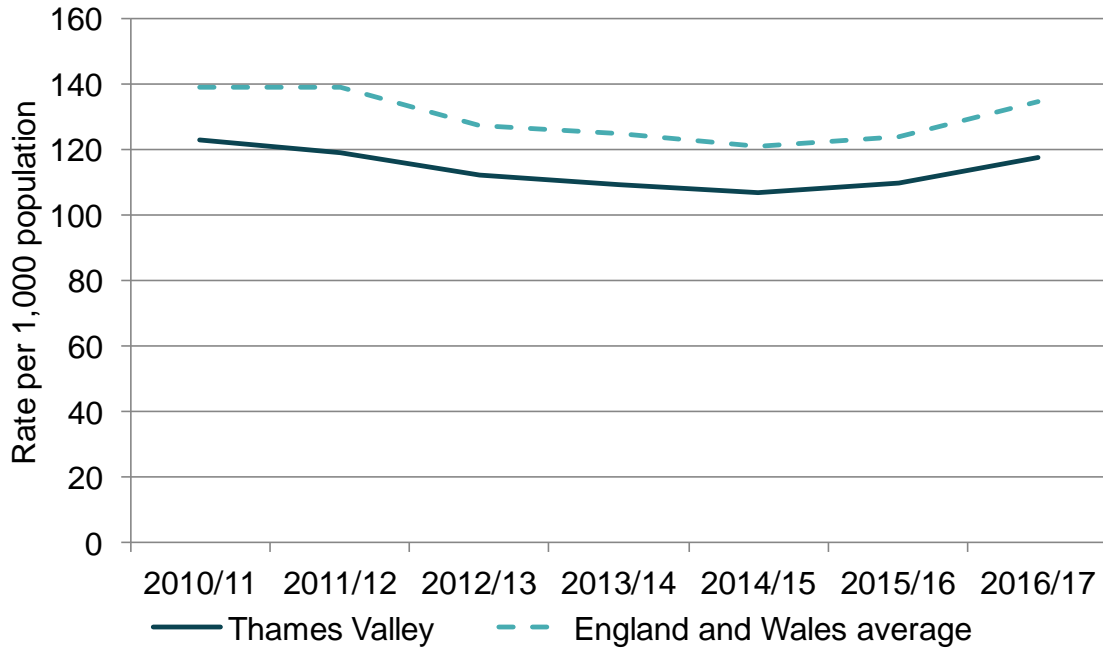
## **How well does the force understand current demand?**

HMICFRS inspected how well Thames Valley Police understands the demand for its services. These demands can range from answering and responding to 999 calls to protecting victims and uncovering crimes that would not otherwise be reported. It is important that police forces understand the work that they need to do so that they can ensure that they have resources in place.

Forces deal with much more than responding to emergencies and investigating reports of crime. However, the number of calls for service (999 calls and 101 calls) and the levels of recorded crime can nonetheless be used to make simple comparisons. In particular, they can give an indication of whether demand has changed or is particularly high or low. Figure 1 shows how the number of 999 calls has changed since 2010/11, while figure 2 illustrates how crime has changed since 2010/11.



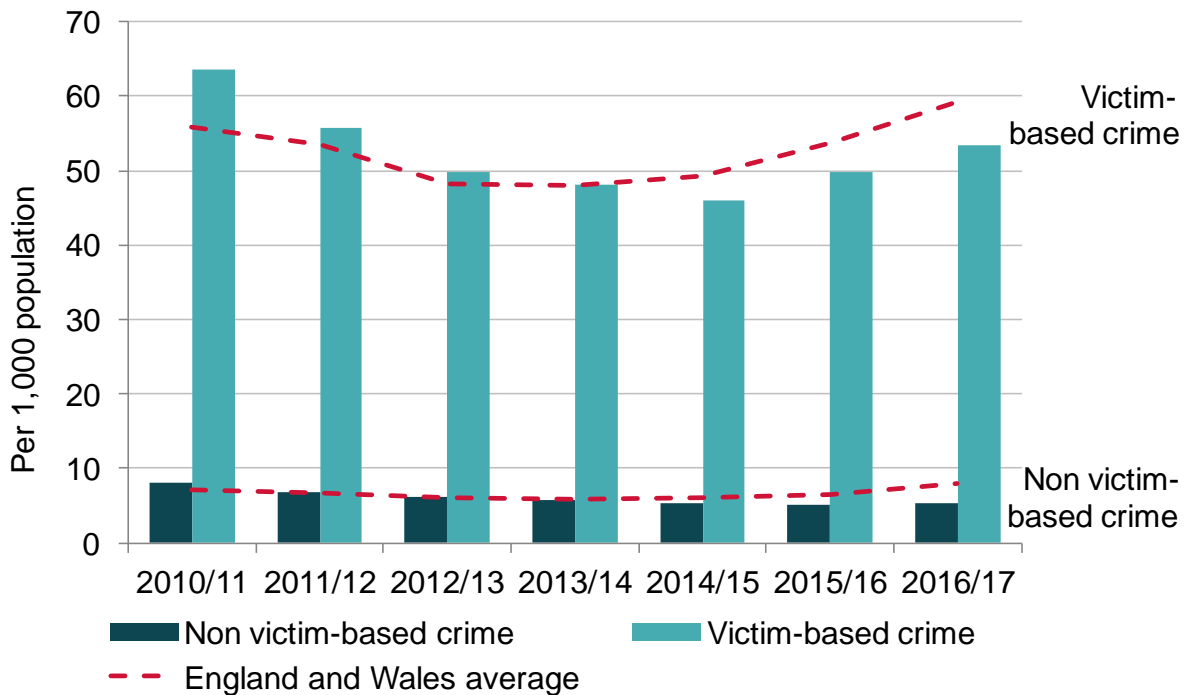
**Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Thames Valley Police compared with England and Wales as a whole, from 2010/11 to 2016/17**



Source: Home Office Annual Data Requirement

Thames Valley Police recorded 117 999 calls per 1,000 population in 2016/17. This was broadly in line with the England and Wales force average of 135. The rate has decreased from the 123 calls per 1,000 population recorded in 2010/11; however, it has increased since 2015/16 when the rate was 110 calls per 1,000.

**Figure 2: Police-recorded crimes per 1,000 population in Thames Valley Police compared with England and Wales from 2010/11 to 2016/17**



Source: Home Office Police-recorded crime data

Victim-based crimes (those where there is likely to be a specific victim) include violence against the person, sexual offences, robbery and other theft, criminal damage and arson. All other crime is considered non victim-based.

The rate of victim-based crime per 1,000 population in Thames Valley in 2016/17 was 53.4 crimes. This is lower than the rate in 2010/11 of 63.6 crimes. The rate of victim-based crime decreased between 2010/11 and 2014/15 to 46.0 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of Thames Valley Police the rate of non victim-based crime per 1,000 population in 2016/17 (5.3 crimes) was lower than in 2010/11 (8.1 crimes). The rate of non victim-based crime per 1,000 population decreased to 5.2 crimes in 2015/16 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

### **Understanding demand**

Thames Valley Police has a detailed understanding of demand in most areas of the force's activities. In our 2015 and 2016 efficiency inspections, we found that the force used data to understand demand related to calls for service and recorded crime and in its work to protect vulnerable people. We also noted how the force made good use of this understanding as part of a priority-based budgeting process allocating resources to priority areas. The force has refined its understanding of demand over the last 12 months. It continues to use numeric datasets to understand reported demand, but now includes more information gathered from partner agencies, such as the ambulance and fire and rescue services, throughout the force area and from its workforce during workshops to look at demand on its services to improve this understanding. It has trained staff to use demand analysis technology. The force uses this broad information to identify not only what demand it dealt with, but to quantify how much demand is created at each location and for which team.

At the time of our inspection, the force had recently changed how it uses its frontline officers and staff by implementing a new operating model to improve efficiency. By using this model the force aims to provide the most appropriate response to calls from the public, either dealing with the incident in the control room or deploying a response and patrol officer, a member of a neighbourhood team or an investigator, as appropriate. The force's analysis of all demand dealt with by investigators, local police officers and specialists in child abuse and domestic abuse units helps it to allocate the right level of resources to these different areas. This analysis builds on information gathered during the priority-based budgeting process identifying internal demand, and assesses what future demand and predictive demand in these areas may involve. Work completed so far forms the first and second phase of the force's

demand analysis plans, which deal with investigative, response and patrol and neighbourhood policing demand. Further work is planned in 2017 for other areas of the force's work, such as managing dangerous offenders.

### **More complex demand**

Thames Valley Police is good at understanding and dealing with hidden demand. The chief constable's delivery plan<sup>3</sup> contains the priorities for Thames Valley Police over the next 12 months and explains how the force will meet them. This includes identifying and tackling hidden demand, such as domestic abuse, child exploitation and hate crime. The force has created a demand and vulnerability module, which is an IT-based tool that incorporates data from police and other partner agencies, to help understand demand in other organisations. Currently the module incorporates all police, fire and ambulance service data and some data from community safety partnerships. This helps to reveal hidden demand (for example, the force's analysis has shown that 80 percent of assaults attended by the ambulance service are not reported to the police) and also provides a basis for local problem-solving activity. This supplements the force-level assessment of the hidden demand most likely to affect the force.

During our inspection, we found that the importance of identifying and dealing with hidden demand was understood by its workforce at all levels. The force provides safeguarding training to frontline officers and staff and all those we spoke with were aware of the type of demand that is likely to be hidden. We were impressed by the strong focus on hidden demand. Of particular note is the use of the Police Innovation Fund to create an information and communication technology (ICT) application combining police and partnership data to identify previously unknown links between abusive criminals and their victims. This technique, known as 'social networking', has already provided vital information about demand that might otherwise not have been identified.

## **How well does the force understand things that affect demand?**

HMICFRS inspected how well Thames Valley Police reduces the demand that inefficiency can create internally. Forces can do this by identifying and eliminating inefficient processes, by ensuring they monitor work to get the best outcomes and by encouraging officers and staff to suggest new and better ways of doing their jobs.

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<sup>3</sup> The four overall priorities of the chief constable's delivery plan are: an emergency service that keeps people safe and brings offenders to justice; working together to build stronger, more resilient communities; a modern police force which meets the needs of our communities; a skilled and trusted workforce.

## **Managing, prioritising and filtering demand**

Thames Valley Police has strong governance processes in place to ensure that the force is efficient. It has sophisticated monitoring arrangements to ensure that the force works to meet the priorities of the chief constable's delivery plan in an efficient way. The force has a comprehensive performance framework using data and themed inspections of activity to track progress in service provision. It uses the National Intelligence Model (NIM)<sup>4</sup> and the management of risk in law enforcement (MoRiLE)<sup>5</sup> approach to make sure that it prioritises its resources towards the areas of greatest risk. The force has a robust change management process to ensure that it continues to change in the most efficient way. These arrangements support the overall monitoring of the delivery plan. The chief constable receives quarterly updates on progress towards the delivery plan priorities.

In addition to supporting the overall efficient management of the force, the change management board oversees projects that identify and tackle inefficient processes. This board was responsible for the priority-based budgeting process in which every department in the force analysed the services it provided (internal and external), identified priorities and costs and developed more efficient ways of working at an individual and team level. This helped the force to reorganise departments to be more efficient and save money.

The force has used its sophisticated understanding of demand on its services well. It identified that the workload of operational officers is not spread evenly throughout the force. The force ensured that the design of its new operating model takes this inefficiency into account, and deploys officers and staff in line with its understanding of demand.

During our inspection, we assessed whether the way that the force operates either suppresses, or does not deal appropriately with, calls for service from the public. Data supplied by the force indicate that it classifies a lower proportion rate of calls as 'priority' than many other forces in England and Wales. This might mean that the initial response from the force is not appropriate. Staff told us that their workload has increased significantly since the new operating model was introduced. We discussed this with the force, who told us that in the month before our inspection (when the new model was introduced) calls from the public had risen by around 15 percent, which

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<sup>4</sup> The National Intelligence Model ("the Model") is a process used by police forces and other law enforcement bodies to provide focus to operational policing and to ensure resources are used to best effect. The Model is set out in a Code of Practice. *Code of Practice: National Intelligence Model*, Home Office, National Centre for Policing Excellence and Centrex, 2005, paragraph 3.1.1, page 6. Available at: <http://library.college.police.uk/docs/npia/NIM-Code-of-Practice.pdf>

<sup>5</sup> MoRiLE: the 'management of risk in law enforcement' process, developed by the National Police Chiefs' Council. This tool assesses the types of crimes that threaten communities the most and highlights where the force does not currently have the capacity or capability to tackle them effectively.

the force is currently analysing. This increase has been seen in other forces. However, during our inspection we did not find any evidence to suggest that demand is being suppressed. The response to the public who call using 101 or 999 is prompt.<sup>6</sup>

We also examined a sample of calls from the public that were initially graded as requiring a priority response but were subsequently graded as less urgent. In all cases a proper assessment of the required response had been made using the THOR<sup>7</sup> model of risk assessment and had been endorsed by a supervisor. We were encouraged to learn from the force that it has processes in place to identify if demand is being suppressed. It monitors the speed that calls are answered, it has strong supervision in the control room and its service improvement team have reviewed its management of priority calls involving domestic abuse or racism. However, the increase in demand at the same time as the introduction of the new operating model is a burden on the force that it should continue to monitor closely. HMICFRS will revisit this as part of the autumn 2017 PEEL inspection.

Thames Valley Police has a good record of establishing robust processes to ensure that it realises the benefits from change. The force has achieved savings of 18 percent of its overall budget since 2010 (£76.3m) while maintaining high levels of public satisfaction with the service it provides.<sup>8</sup> It has an established regime of assessing change ideas, projects and programmes and it systematically reviews change proposals both to identify whether they support the chief constable's delivery plan and to assess their likely savings and effect. A prioritisation matrix is used to record the results of this review, along with subsequent actions. Robust programme management processes monitor programmes on the matrix. There are regular progress updates (for example, to chief officer-led boards) as well as post-implementation reviews when projects end. Benefits, such as those provided through its new operating model, are tracked to ensure that they are achieved. The force's knowledge of demand and response allows it to simulate different scenarios that might result from a change programme, and to model the consequences that these may have on service to the public. It considers the effect of changes on staff, and uses change single points of contact in local policing areas and staff focus groups when required. During our inspection, we heard how the force was talking to local policing area staff and officers about the implementation of the new operating model.

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<sup>6</sup> During our fieldwork we obtained the data on the 999 calls received for the previous 24 hours. Of the 787 calls, 93.7 percent were answered within 10 seconds; 1.4 percent of calls were abandoned by the caller. The force's figures for the abandonment rate for 101 calls have averaged 6.1 percent for the three months December 2016 to February 2017. More recent figures were not available.

<sup>7</sup> Thames Valley Police uses a risk assessment model based on threat, harm, opportunity and risk (THOR) to determine the most appropriate response.

<sup>8</sup> In the year ending 31 December 2016, 93.5 percent of all victims of crime stated they were satisfied with the treatment they had received from Thames Valley Police.

As already described, its implementation has increased the workload of some staff more than expected in certain parts of the force. The force is working with local policing areas to understand the reasons for this better and is adjusting its model to make sure that officers and staff workload is spread more evenly.

### **Leaders promoting innovative thinking**

The force leadership is committed to seeking out and responding to ideas from the workforce, although not all of its structures for doing this are fully established throughout the force or valued by all personnel. The chief constable has discussed the new operating model in person with the workforce and has led communication about the model throughout the force area. The force has other arrangements for seeking feedback from the workforce. These include the change single points of contact, an 'email the chief' facility and an internal social networking system, which the workforce can use both as a discussion forum and to make suggestions and raise questions with the force. Staff forums are used in some local policing areas to identify improvements and leaders are open to innovation from the workforce, such as a project in Milton Keynes that involves closer working with primary schools. There is no doubt that the leadership of the force is committed to receiving feedback from the workforce, but not all of the frontline police officers we spoke with felt that their views would be valued. This perception may have been influenced by the very recent introduction of the new operating model, but the force should make sure it continues to engage with personnel affected by change.

## **Summary of findings**



**Outstanding**

Thames Valley Police has an outstanding understanding of demand for its services based on systematic analysis of a wide range of information, including data from partner agencies such as the ambulance and fire and rescue services. The force has used ICT-based demand mapping technology along with staff focus groups to develop a sophisticated understanding of demand in most of its activity. It is committed to understanding demand that may be hidden and is making good use of innovative technologies, such as social networking and its own bespoke demand and vulnerability matrix using police and partnership data, to identify and deal with hidden demand. We found that the importance of identifying and dealing with hidden demand was understood by officers and staff at all levels.

The force has strong governance processes in place to ensure that it is efficient. It takes steps to prevent demand being suppressed and staff in the control room provide a prompt service to members of the public who contact the police by phone. The grading and response to incidents is well supervised. The force should continue

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to monitor the implementation of the new operating model to make sure that its understanding of demand remains up-to-date. It has robust processes to ensure that it tracks and realises the benefits from change.

The leadership of the force is committed to seeking out ideas and receiving feedback from the workforce. However, not everyone we spoke with felt their views would be valued so the force should ensure that it continues to involve all personnel in the changes it makes.

## **How well does the force use its resources?**

Police forces have finite resources with which to do an increasingly complicated job, so must ensure that they deploy and use their resources in the best way possible. The biggest resource that policing has is its workforce and it is important that forces make sure that they have access to the skills needed to police effectively now and in the future.

It is also important that forces make sophisticated decisions about how to spend and invest their resources in order to get the best value for the public. This means forces need to have a good understanding of what they can achieve within a particular budget.

Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

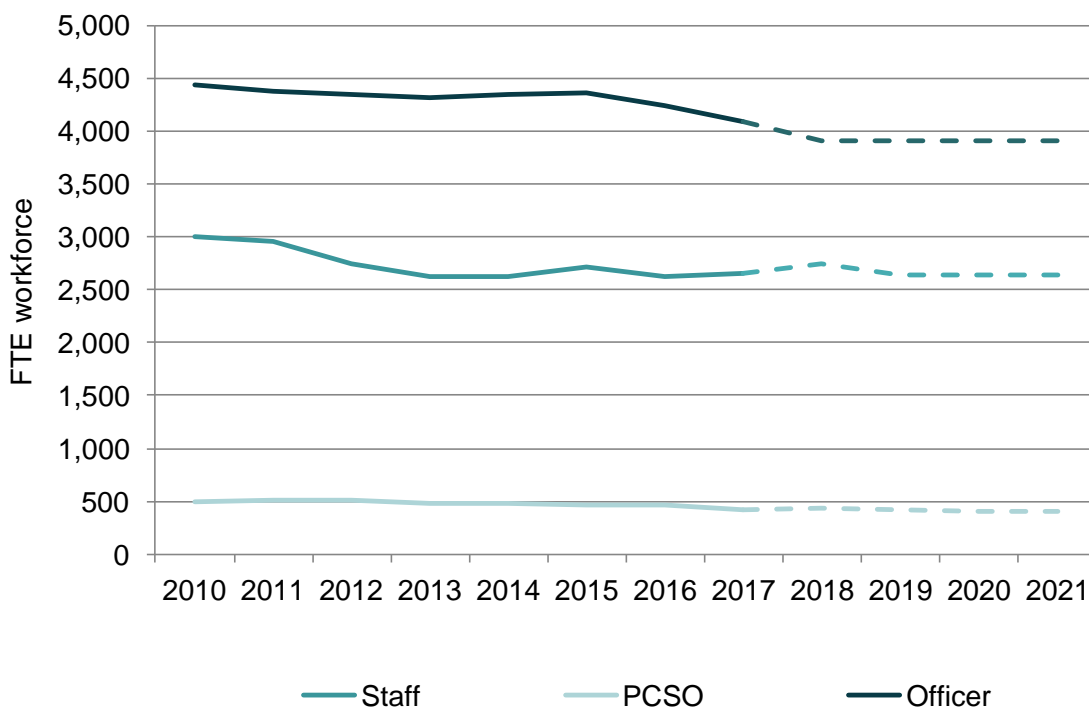
## **How well does the force understand the capability of its workforce?**

HMICFRS inspected how well Thames Valley Police understands the skills it needs, the skills it actually has in the workforce and what steps it is taking to ensure that they match. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible.

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will decrease by 186.1 FTE (5 percent) from 4,096 to 3,910. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.



**Figure 3: Thames Valley Police’s planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021**



**Source: Home Office Police workforce statistics and HMICFRS spring data collection**

The number of staff working in Thames Valley Police is projected to decrease by 14.7 FTE (1 percent) from 2,660 to 2,645 between March 2017 and March 2021. Staff numbers across England and Wales are also projected to decrease by 2 percent. The number of PCSOs in Thames Valley is projected to decrease by 16.3 FTE (4 percent) from 425 to 409 over the same period, whereas, for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Thames Valley Police has a good understanding of the skills it currently requires in the workforce and is developing the skills that it will need in the future. The demand analysis conducted as part of planning for the new operating model identified the capability and capacity required among the staff in each function. The future workforce skills that are required are assessed by the force in the context of the chief constable’s delivery plan. The plan highlights the need to develop greater capability in relation to investigating crime, with a particular focus on cyber and digitally-enabled crime, safeguarding, and increasing firearms capability in line with the national firearms threat assessment. The force ensures it develops the skills that it has identified it needs by linking its individual performance assessment process (the personal development review (PDR) system) with the force learning and development plan.

The force has a good understanding of the skills it has in the workforce. An overview of the overall level of skills in the workforce is maintained by using the PDR system, which follows the College of Policing’s competence and values framework. The force

reports that about 80 percent of its workforce have an up-to-date PDR, meaning that it has a good level of knowledge of workforce skills compared against this framework. In addition, the force undertook an operational skills audit, which included police officers and staff, so that it could ensure the workforce has the right skills to operate within the new policing model. Once the force established its baseline information, it refined it by checking with individuals their actual level of confidence and competence in any skills. This process made sure that the force identified those who may need more experience or training to be fully competent. Through the PDR system and training and accreditation records the force maintains an overview of the skills of each member of the workforce, which allows it to identify who is on duty and their skills at any given location. However, the force has not extended this skills audit to include non-police skills, which is a missed opportunity. The force recognises the potential usefulness of detailed information and has obtained information on the wider skills of special constables and volunteers, who provide a range of other skills to the force.

Thames Valley Police takes a considered approach to developing its workforce capacity to ensure that the workforce has the skills it needs. Workforce skills are monitored at a force and local policing area level. The skills audit is used to guide the development of officers and staff, ensuring that the skills of the workforce match what is needed. The areas where the chief constable's delivery plan identifies a need for future skills development are being addressed. There is now more training in digital media investigations and the SaVE<sup>9</sup> training is raising the ability of staff to deal with safeguarding concerns. In addition, the force is developing the investigative skills of its police staff investigators through a career pathway programme and is recruiting externally for officers to join the force in order to become investigators.

Where possible, the force develops the skills of its own personnel to meet its needs and the apprenticeship programme for staff in the contact management department is a good example of this. However, the force recognises that it needs to recruit externally for certain specialist skills and it has recruited to address gaps in these areas, such as in IT and tackling cyber-crime.

## **How well does the force understand the capability of its leaders?**

HMICFRS inspected how well Thames Valley Police understands the skills it needs and the skills its leaders have, and what steps it is taking to ensure that they match.

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<sup>9</sup> SaVE training is a safeguarding course designed by Thames Valley Police that covers safeguarding, vulnerability and exploitation.

The force has a good understanding of the skills it needs in its leaders. It uses the competencies contained in the competence and values framework developed by the College of Policing as the baseline that it expects leaders in the force to attain. The force believes that it is difficult to plan with certainty about the skills its future leaders may need. However, it concentrates on developing the operational skills that it knows will be needed, along with leadership and personal resilience skills that will be of value to leaders whatever the future changes in the policing environment. The force has rewritten its leadership programmes to align with the skills described in the competence and values framework. It has also created an additional local element dealing with communication skills; this training exceeds what is contained in the competence and values framework. This is because the force believes that communication skills will be important in the style of leadership it wants to see displayed.

The force has a good knowledge of its current leadership skills through its PDR process, which includes an annual assessment of performance linked to continuing professional development and completion of the core leadership programme. The force also makes extensive use of coaching and work-based assessments as part of its approach to workforce development. Within the last 12 months, the force has conducted a leadership skills and capability audit for officers of the rank of chief inspector and above. For officers of the rank of superintendent and above, there is an annual PDR moderation process in which the chief constable's management team discusses the performance of all senior officers. This means that the leadership skills of those subject to the process is well known to the force.

The force has good processes in place to make sure that the skills in its leaders match the skills it requires. As outlined above, the force assesses leadership development in terms of the development of operational skills, leadership skills and personal resilience skills. The senior appointments board makes sure that those in senior leadership positions have the right operational skills and abilities for the role. At a more junior level, the force uses the PDR system to make sure that members of the workforce are developed to be competent operationally. In addition, the force has provided training to support leadership and personal resilience skills. This consists of the core and senior leadership programmes, but also additional innovative training; for instance, the force gave presentations and held workshops designed to make delegates think about how they operate both personally and in the workplace.

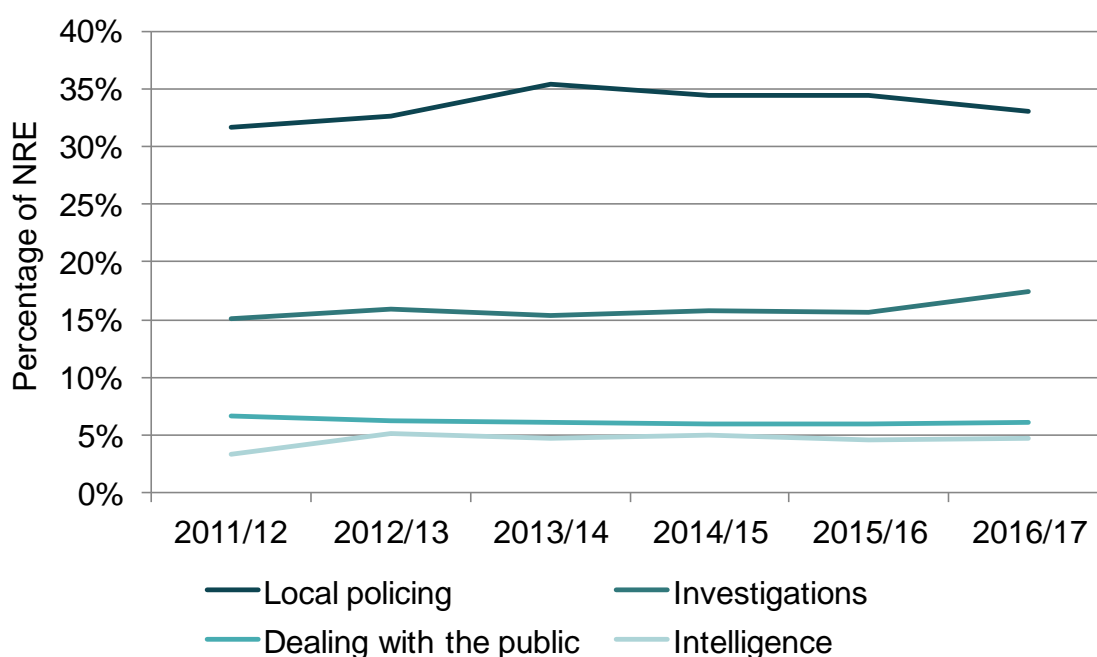
## **How well does the force allocate resources?**

HMICFRS inspected how well Thames Valley Police uses its understanding of demand to prioritise its activities in order to provide the best service to the public. To assess this, we considered the extent to which the force understands what it can provide within a particular budget.

The level of spending on different police functions varies between forces, depending on the particular demands that each force must meet. Higher expenditure does not necessarily mean better services, but it can demonstrate how a force prioritises its resources.

Figure 4 shows how expenditure is distributed across the most common police functions. Local policing covers functions such as incident response, neighbourhood policing and local investigations. Investigation covers areas of specific proactive investigative functions, such as major crime, while dealing with the public includes front counter and control room activities. Intelligence covers the gathering and assessment of intelligence.

**Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in Thames Valley Police from 2011/12 to 2016/17**



**Source: Chartered Institute of Public Finance and Accountancy (CIPFA)**

**Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.**

In Thames Valley, the percentage of estimated expenditure on local policing in 2016/17 is in line with 2011/12 at 33 percent. Estimated expenditure on investigation has increased from 15 percent to 17 percent, expenditure on 'dealing with the public' is similar to 2011/12 and expenditure on intelligence is similar to 2011/12 at around 5 percent.

### **Prioritisation and cost**

Thames Valley Police takes a systematic approach to how it prioritises its activities and uses resources to meet the needs of the public. The force prioritises its activities in accordance with the chief constable's delivery plan, which is updated annually and aligns with the police and crime commissioner's (PCC's) police and crime plan. This

makes sure that the force's priorities support the public's priorities, which are established through the PCC's public consultation. Updating the delivery plan every year means that the force's activities are reprioritised according to changing national policing threats. For instance, the 2017 delivery plan includes a commitment that the force will increase its firearms capability to meet the changing national threat assessment in this area. The plan is also updated to take account of changing public expectations. For example, the public now access information and services in a different way, so the delivery plan includes the commitment to provide more services online.

The first overall priority of the delivery plan is for the force to be: 'An emergency service that keeps people safe and brings offenders to justice'. The force recognised that to achieve this alongside funding reductions it needed to change how it deployed its resources. The priority-based budgeting process provides the force with a good level of understanding of demand and local priorities, which the force refines through detailed analysis of demand. The force has used this information to prioritise activity during the implementation of the new operating model. We found that not everyone in the workforce was happy about the initial effect of the new operating model but they understood why the changes had been made.

The force uses the priority-based budgeting process and its demand analysis work to help it to restructure and redeploy its resources in an intelligent way. The priority-based budgeting process began in 2015 and identified an initial baseline of the costs of each function throughout the force (contact management functions were not included because this department is subject to a separate change programme). The force asked senior managers to consider how these functions could be provided differently, in line with force priorities. The effect of reducing or increasing investment in that function was also considered. The force has used this process over the past two years to become more efficient. It has an up-to-date understanding of the costs of each activity.

The creation of the new operating model forms part of the continuing priority-based budgeting process and illustrates how an awareness of costs has helped the force to plan and prioritise. Demand analysis confirmed that the workloads of officers in urban areas were higher than that experienced by officers working in more rural areas. As a result, the force was able to reallocate resources to areas of higher demand, while understanding the effect this has on the workloads of officers in rural areas.

## **Investment**

Thames Valley Police has developed an evidence-based process for making decisions about investments. The change prioritisation matrix is used to assess the extent to which any investment will support the chief constable's delivery plan and give the greatest return on investment. The force identifies at the project initiation stage what the returns on an investment will be, and programme management

oversight structures ensure that these returns are tracked and realised. The force has an analyst who is responsible for tracking the realisation of benefits during and after a project.

The force considers not only the financial return, but also how those investments support how it provides an efficient service to the public and, in addition, the extent to which savings support the changes it is making to work more efficiently and to make future savings. For example:

- The force will spend £27.3m over three years in order to provide the right police estate for the new operating model and on maintenance and savings. It invested £7m in 2016–17 to purchase what was a leased headquarters building, which will lead to annual rental savings of up to £500,000.
- The force is investing in IT infrastructure and plans to spend £19.2m over three years to improve systems and monitoring, including mobile applications, contact management and document management systems. This will achieve £7.5m of continuing savings, provide a better service to the public and allow officers to work more efficiently, for instance by reducing the need for officers to return to the station to complete administrative tasks. The force estimates that over the next four years it will achieve total savings of £37m.

## **How well does the force work with others?**

HMICFRS inspected how well Thames Valley Police has explored all opportunities to work in collaboration with others to increase efficiency and provide better, more resilient services. This can include working jointly with other police forces, local public sector organisations, the private sector and the voluntary sector. We looked at whether the force has a clear rationale for the decisions it has taken about how it works with other organisations and other forces, and whether it has a good understanding of how successful its joint working is.

### **How the force works with other organisations and other forces**

Thames Valley Police works well with partner organisations, such as community safety partnerships and adult and children's services, to manage demand and provide a better service. It has good collaborative working arrangements with other police forces and is exploring how these can be developed further. The force works well with non-police partners, such as social services and the probation service, to tackle problems and work more efficiently. At a local policing area level, the force works with local partner organisations through community safety partnerships, to disseminate information and tackle problems of crime and disorder. It has

contributed to the creation of multi-agency safeguarding hubs<sup>10</sup> and multi-disciplinary teams, which include those parts of children's services that deal with young people who go missing and may become vulnerable to sexual exploitation. This helps provide a better service but is also an efficient way for organisations to work together as their resources reduce. The force has also developed partnerships with fire and rescue services, and mental health services, identifying how they can work together more efficiently. It has recognised the effect of demand on the ambulance service and how this might displace demand onto the force. To mitigate this, the force has put in place a written agreement setting out how the two organisations work together and is monitoring its effectiveness. There are strong collaborative arrangements with Hampshire Constabulary, with one single chief officer for the collaborated operational units, such as firearms, roads policing and public order. One senior management team covers both forces' contact management departments and there is a single assistant chief officer and ICT department for both forces. The force is also part of the South East Regional Organised Crime Unit and the South East Counter Terrorism Unit.

In addition, local policing area commanders work with local partners to mitigate reductions in resources, but there is no force-wide oversight of this. The force might consider with local policing areas where they are acting to mitigate reductions in partnership resources and to confirm that demand is not being inappropriately shifted onto the police.

### **The benefits of joint working**

Thames Valley Police recognises the benefits of its collaborative work. It currently spends 13.2 percent of its budget in collaborated areas of work, which this year will provide savings equivalent to 0.6 percent of its overall budget. It is involved in a wide range of collaborative areas and has developed productive arrangements with all partners that it believes to be relevant, but there are many other agencies within the three counties that comprise the force area, which makes collaboration with non-police agencies difficult. The force shares some buildings with the fire and rescue service and achieves economies of scale in fleet management as part of the Chilterns transport consortium.<sup>11</sup>

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<sup>10</sup> A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

<sup>11</sup> The Chilterns transport consortium is an outsourced fleet management organisation used by Thames Valley Police to manage its vehicle fleet.

The force has rigorous governance processes for its collaboration with Hampshire Constabulary, which are overseen by the deputy chief constable's board. This reports to an overall governance board consisting of the two chief constables and the two PCCs. These boards monitor the collaborative programmes and the benefits they bring. For example, a review of the joint operating unit, conducted by the two forces last year, projected annual cost savings of £6m.

Collaborations that are not yet in place, such as the contact management programme, will be subject to scrutiny and peer review to make sure that the anticipated benefits are identified before implementation. The force makes a careful assessment of collaborative opportunities and makes its decisions on a case-by-case basis. In addition to the collaborations with Hampshire Constabulary, the force plans to collaborate with the forces in Surrey and Sussex on joint services for finance and human resources.

### **Leadership driving innovation**

Leaders in Thames Valley Police have demonstrated that they seek out new opportunities and ways of working, and experiment with new approaches to working more efficiently. For example, the force has furthered its understanding of the demand it faces by using external consultants to support its analysis of demand; it has now purchased the software used to provide its demand analysis and trained its own personnel in how to use this so that it can continue with this work. It is developing the IT infrastructure for a new contact management centre. The force, with the help of a global IT company with experience of working with law enforcement agencies in the USA, has developed an online portal that the public can use to contact the police. The force encountered some difficulties during this development work, but senior leaders were supportive and constructive, learning from the experience rather than apportioning blame.

We heard from the leaders in the force that they aim to be involved in the development of new approved professional practice. This is particularly clear in the area of human resources. The chief constable is the national lead for pay and reward. The force is leading the development of police officer apprenticeships. In addition, the force is an active member of the Open University Centre for Police Research and Learning.



## Summary of findings



### Outstanding

Thames Valley Police is outstanding in how well it uses its resources. The force understands the current skills of its workforce and leaders, and what it will need in the future. The personal development review process is used well and the force maintains one overall database that details the skills of each member of the workforce. The force also conducted an operational skills audit to ensure the workforce has the right skills to operate within the new policing model. It develops the skills of its own personnel to meet its needs, but recognises that it needs to recruit externally for certain specialist skills, such as IT and tackling cyber-crime.

The force takes a systematic approach to how it prioritises its activities and uses resources that is based on the chief constable's annual delivery plan. The plan is in line with the PCC's priorities and demonstrates how the force has taken local and national needs into account as well as changing public expectations.

Priority-based budgeting and the force's analysis of demand have given the force an understanding of the costs of each function. We have seen how the force uses that knowledge to shift resources to areas of greater need. We were particularly impressed by the robust approach the force took to assessing the effect of any change programme and return on investment. Each proposal is assessed against the chief constable's delivery plan and proposed benefits are identified and tracked.

The force is involved in a wide range of collaborative work with other organisations, including other forces, ambulance and fire and rescue services, mental health services, social services and the probation service, to keep the public safe and to work more efficiently. It carefully assesses collaborative opportunities and makes its decisions on a case-by-case basis. Leaders in Thames Valley Police seek out new approaches to working more efficiently. For example, the force used external consultants to support its demand analysis and then purchased the software required and trained its own staff so that it can continue with this work.

## **How well is the force planning for the future?**

To be efficient, a police force needs not only to understand the present, but also to be able to make reasonable predictions about the future in terms of how its demand will change, how its workforce will change and how its partners will be affected. It needs to have adequate, realistic and innovative plans to meet the operational and financial challenges of the future.

### **How well does the force predict likely future demand?**

HMICFRS inspected how well Thames Valley Police analyses trends in its current demand in order to predict likely future demand. We also assessed the extent to which it has taken account of changing public expectations and technology. In addition, we expect forces to be considering how they will work with other organisations and other forces in the future.

#### **Predicting future demand**

Thames Valley Police works well to identify and analyse trends in demand for its services. The force has a comprehensive understanding of most demand, gained from its own and partnership data using the demand and vulnerability module. It has invested in the demand analysis software already referred to that allows it to identify and analyse trends in demand effectively and the force has trained staff in its use. It is currently using this application to analyse the trends behind the surge in demand that the force experienced during the implementation of the new operating model, and will conduct a further detailed analysis of demand later this year, when the new model has matured.

Overall the force has a sound understanding of likely future demand. It has comprehensively mapped what demand will involve for its contact management functions in its new operating processes and IT structures. Through its National Intelligence Model processes, it has identified and analysed other areas where it expects that demand will change, such as cyber-crime, domestic abuse, modern slavery and child sexual exploitation. It is taking an innovative approach using ICT and partnership data to identify children who may be at risk of harm through a process known as predictive risk modelling. This technique uses an algorithm to identify children at risk of future harm from domestic abuse, substance misuse or mental health problems. The force also uses risk terrain modelling, which analyses risk factors to identify locations that have a greater likelihood of child harm in the future. The force recognises that it could broaden its understanding of future demand. It is extending its analysis of demand into other areas, such as the management of dangerous offenders, which will help it to understand what future

demand will involve. It is also working with HMICFRS and the London School of Economics on an academic project to predict future demand, although this is still at an early stage.

### **Future considerations**

The chief constable's delivery plan takes account of changing public expectations. It draws its understanding of public expectations from the PCC's police and crime plan, which is based on public consultation. In addition, the force consults with local policing area commanders and partner organisations to incorporate their knowledge of needs and expectations in the force area. It also applies professional judgment and knowledge of national trends about changing public expectations to inform its vision for the future. For example, the force is making changes within its contact management centre because it recognises that the public is now making greater use of online facilities to access services. It has collaborated with Hampshire Constabulary to create an online portal that will be made available in 2018 for the public to report crimes and receive updates. This allows the force to become more efficient, but also provides a service that matches the public's changing expectations. However, there has been limited specific activity targeted towards groups of the community who may not usually engage with the police. This might mean, for example, that the force's knowledge of how young people's expectations are changing may be incomplete.

Thames Valley Police understands what technology can offer policing and criminals, and how this is changing, which informs its view of the future. Its commitment to make the best use of technology to provide a better service to the public is contained within the chief constable's 2017 delivery plan. The chief officer team is aware of the risks and benefits of technology, and the use of technology is considered in any change project. The design and implementation of the contact management programme, with its use of new technology to improve how the public contacts the force, is a good example of this. The force is restructuring how it uses technology through its digital delivery strategy. This strategy outlines how the force will use technology to provide better services to the public, prevent crime and work more efficiently.

Working with residents, businesses and partner organisations also forms part of the chief constable's delivery plan. The force has been instrumental in the creation throughout the force area of multi-agency safeguarding hubs in which the relevant professionals work together to provide a more efficient service to vulnerable people. The force also takes a leading role in multi-agency teams working together to identify and protect others who may be particularly vulnerable. The force's work with agencies in which data are pooled to identify vulnerable children provides the basis for more efficient working with other agencies. Its collaboration with Hampshire Constabulary is now mature and provides benefits to both forces in terms of operational and organisational capabilities, as well as cost savings. The joint contact

management programme, to be implemented in 2018, should make it easier for the force to manage demand and for the public to access police services. This supports the delivery plan priority of “providing a modern police force that meets the needs of its communities”. It is actively considering how to work more closely with other forces, for example by collaborating with the forces in Surrey and Sussex to provide joint human resources and finance services.

## **How well is the force planning for the future, in terms of workforce?**

HMICFRS inspected how well Thames Valley Police has plans in place to recruit, develop and nurture the leaders of tomorrow to ensure it has the right skills and talent in the right roles.

### **Succession planning**

Thames Valley Police has identified the skills it needs in its future leaders and provides a good range of development opportunities. The force’s baseline leadership skills are the skills in the College of Policing’s competency and values framework. Leaders must demonstrate compliance at the required level of the competence and values framework before they can apply for promotion. The force has a range of ways to help leaders achieve the required competency. At a senior level, there is a senior appointments panel that oversees all appointments at chief inspector level and above. This panel takes into account organisational need and personal preferences in deciding all senior postings, making sure that officers have, or develop, the right skills for the post. The force has a recognised talent management process to identify suitable members of the workforce for development. Development opportunities are accessed through the PDR system. Police officers can apply for modules of the core and senior leadership programmes, which the force has rewritten to take account of the competence and values framework. All members of the workforce can receive mentoring and other development opportunities, such as the Cambridge Master’s programme, support for self-identified study, half-day leadership courses and accreditation towards diplomas.

The force has a resource management board that is responsible for identifying where skills shortages may emerge. The force uses this knowledge to prioritise training or recruitment activity, such as the specialist detective entry route that it has created recently to address a shortage of investigators in the force. It is exploring the use of career pathways and apprenticeships among its police staff. The force already provides police staff investigators with the opportunity to progress and become more highly qualified. In the future, the force will make greater use of apprenticeships. Thames Valley Police is the chair of the policing Trailblazer employer group, a national group responsible for agreeing the learning pathways for the police service.

The force will soon be advertising a small number of apprenticeships internally, but it expects that in future it will make much greater use of apprenticeships to provide career pathways for the workforce and to attract external talent.

## **Recruitment**

Thames Valley Police makes good use of a variety of recruitment and development opportunities. It has a stated aim to become an employer of choice and is using different recruitment opportunities to address organisational need (such as the shortage of detectives) and to increase the diversity of the workforce. It makes good use of the superintendent Direct Entry scheme:<sup>12</sup> two out of the force's 25 superintendents were recruited this way. It is using the Police Now scheme<sup>13</sup> to attract recruits. The force is the national lead in developing policing apprenticeships; the first apprenticeships will be available in 2018. The force is also in the process of recruiting for its specialist entry detective programme, which it hopes will attract more candidates from black, Asian and minority ethnic (BAME) backgrounds who are underrepresented in the workforce.

## **How well does the force plan for likely future demand?**

HMICFRS inspected how adequate, realistic and innovative Thames Valley Police's plans for the future are, and to what extent it is planning to make savings in the future, including saving to invest in new systems and approaches.

## **Plans**

The force develops its plans to meet its vision for the future and take account of anticipated future demand and public expectations. Thames Valley Police has a good record of achieving change with sound financial management, which gives confidence that it will be successful with its most recent savings plans. The chief constable's delivery plan is aligned with the PCC's priorities and is the basis of all force planning. Plans for change are assessed against the extent to which they meet the priorities in the delivery plan, along with the nature of any savings and the effect of the anticipated change. Initial assessment of any proposal is robust through the change prioritisation matrix. The force has a well-developed business change process with strong project governance evident throughout and a clear focus on benefits realisation. The priority-based budgeting process gives the force an understanding of the costs of its activities and the effects of reducing or increasing resources.

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<sup>12</sup> College of Policing Leadership programmes: information available at <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

<sup>13</sup> Information available at: [www.policenow.org.uk/the-programme/about-the-programme](http://www.policenow.org.uk/the-programme/about-the-programme)

Thames Valley Police's plans are supported by sound financial planning, and are subject to scrutiny and challenge. The force's future savings plans are realistic and the plan's progress is overseen through the change management process. The force uses external expertise such as financial and specialist IT consultancies to provide additional challenge, scrutiny and expertise for its saving plans. An additional level of overall scrutiny is provided by the joint independent audit committee. This group is made up of independent members who provide advice to the force and the PCC about risks to the force, as well as scrutiny and challenge of its savings plan.

Separate, well-defined scrutiny arrangements for collaborated projects involve the force's management team and the PCC. The force projects a balanced budget up to 2020/21. The force has a good record of robust change management which gives confidence that this balanced budget will be achieved. Through the PCC, the force has access to adequate financial reserves that will support the implementation of its change plans. The PCC also holds £18m of general unallocated reserves (4.6 percent of annual budget) which are available for any unexpected costs.

Thames Valley Police has displayed innovation in how it is planning for the future. It is embracing and investing in technology to provide policing more efficiently and to ensure a better service to the public. Its investment in mobile technology will allow its officers and staff to do more without having to return to their bases. The contact management project will alter how the public can contact the police. Later in 2017, members of the public will be able to have more contact with the force online. The demand and vulnerability module is an innovative way of analysing a wide range of data to reveal hidden demand. The force also displays high levels of innovation in how it is developing parts of its workforce and its leaders. It is improving how it provides recognisable qualifications to its officers and staff through work-based assessment, with firm plans to make greater use of apprenticeships. The force continues to invest in developing the skills in its leaders that it will need in the future and demonstrates an innovative approach in aspects of leadership development.

## **Savings**

The force continues to invest in the infrastructure it will need to provide a better service to the public and to make savings in the future. The force estimates that over the next four years it will achieve a total of £37m of savings, mainly through changes made using its priority-based budgeting process and from collaborative working.

These savings can only be achieved if the force invests in the infrastructure necessary to allow the entire force and its officers and staff to work efficiently. For example:

- The force plans to spend £27.3m over three years to support new ways of working and to maintain operational performance and capacity by investing in its estate. It invested £7m in 2016–17 to purchase a leased headquarters building, giving annual savings of up to £500,000.

- The force is investing in IT infrastructure and will spend £19.2m over three years to improve systems, including mobile applications, contact management and document management systems. It is also spending £4.35m over two years in a resource planning system with Surrey and Sussex police forces that will cover finance, human resources and learning and development.
- The force is investing in communications equipment and is planning to spend £6.7m over three years in order to improve systems for mobile communication.

## Summary of findings



**Good**

Thames Valley Police is good in how it plans for the future. Some elements of its approach are outstanding. The force has a comprehensive understanding of most demand. Its investment in demand analysis software means that it is able to identify and analyse trends in demand and it has a good understanding of most aspects of likely future demand. It has used the PCC's consultation with the public as well as feedback from partner agencies and its own professional judgment to identify how public expectations are changing, although it could do more to make sure that it gathers a wider range of views. The force is making changes to how the public can contact and exchange information with the force online; this demonstrates how it is investing in IT infrastructure to save money, make better use of technology and provide a service that meets the changing expectations of the public.

The force has good processes in place to develop its leaders and has reshaped its leadership training to incorporate the standards contained in the College of Policing's competency and values framework. It provides a good range of development opportunities and is leading the national work on the development of apprenticeships within policing, which will help identify more career pathways.

The force has displayed innovation, embracing and investing in technology to provide policing more efficiently and to ensure a better service to the public, such as its creation of a demand and vulnerability module. The force's plans for the future are sound and built on good planning assumptions. It uses external expertise such as financial and specialist IT consultancies to provide additional challenge, scrutiny and expertise for its saving plans. It continues to invest in its infrastructure, particularly its estate, IT and communications equipment, to help achieve savings and improve its service over the next four years.

## Next steps

HMICFRS will assess progress on any recommendations and areas for improvement identified within our reports in several ways. We either revisit those forces where we have identified a serious cause of concern, go back to assess them as part of our annual PEEL inspection programme or receive updates on their progress through regular conversations with forces.

HMICFRS highlights recurring themes emerging from our PEEL inspections of police forces within our national thematic reports on police effectiveness, efficiency, legitimacy and leadership (see: [www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/)). These reports identify those problems that are reflected across England and Wales. They may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made nationally.



## **Annex A – About the data**

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

### **Methodology**

Please note the following for the methodology applied to the data.

#### **Comparisons with England and Wales average figures**

For some data sets, the report states whether the force's value is 'lower', 'higher' or 'broadly in line with' the England and Wales average. This is calculated by using the difference from the mean average, as a proportion, for all forces. After standardising this distribution, forces that are more than 0.675 standard deviations from the mean average are determined to be above or below the average, with all other forces being broadly in line.

In practice this means that approximately a quarter of forces are lower, a quarter are higher, and the remaining half are in line with the England and Wales average for each measure. For this reason, the distance from the average required to make a force's value above or below the average is different for each measure so may not appear to be consistent.

The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service within the average in this publication.

#### **Statistical significance**

When commenting on statistical differences, a significance level of 5 percent is used.

For some forces, numbers described in the text may be identical to the England and Wales average due to decimal place rounding, but the bars in the chart will appear different as they use the full unrounded value.

#### **Population**

For all uses of population as a denominator, unless otherwise noted, we use the Office for National Statistics (ONS) mid-2015 population estimates.

## **Force in numbers**

### **Forecast change in gross revenue expenditure**

These data show estimated gross revenue expenditure (GRE) for the force in 2017/18 and 2020/21. This was gathered from forces by HMIC staff prior to fieldwork (April 2017). Some of the data provided will have been subject to revisions after this time but figures should represent the picture as at the time of inspection. Future forecasts of expenditure are estimates for which forces use different methodologies. As these are estimates care should be taken in interpreting changes.

### **Workforce figures (FTE) for 2016/17 and 2020/21**

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from [www.gov.uk/government/collections/police-workforce-england-and-wales](http://www.gov.uk/government/collections/police-workforce-england-and-wales)), or the Home Office police workforce open data tables (available from [www.gov.uk/government/statistics/police-workforce-open-data-tables](http://www.gov.uk/government/statistics/police-workforce-open-data-tables)). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.<sup>14</sup> The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces. Projections for 2020/21 are budget-based and therefore likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances, therefore, an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a high vacancy rate which masks this change.

### **Calls for assistance**

These data are obtained from the Home Office annual data return 441.

### **Recorded crime**

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables](http://www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables)).

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<sup>14</sup> See sections 38 and 39 of the Police Reform Act 2002. Available at: [www.legislation.gov.uk/ukpga/2002/30/section/38](http://www.legislation.gov.uk/ukpga/2002/30/section/38)

## **Figures throughout the report**

### **Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in the force area compared with England and Wales as a whole, from 2010/11 to 2016/17**

These data are obtained from the Home Office annual data return 441. City of London Police does not submit 999 calls data to the Home Office as these are included in figures provided by the Metropolitan Police Service.

### **Figure 2: Police-recorded crimes per 1,000 population compared with England and Wales from 2010/11 to 2016/17**

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)). Total police-recorded crime includes all crime (excluding fraud offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

### **Figure 3: Planned full-time equivalent (FTE) workforce as on 31 March from 2010 to 2021**

Data from 2010 to 2017 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE figure. The percentages used in figure 3 are derived from the total FTEs within forces and therefore may differ slightly from the exact figures quoted within the report. Data from 2018 onwards are budget-based projections, therefore depending on a force's planning strategy may not include a projection for absences.

Due to the complex and continually evolving picture of workforce collaboration between forces, not all changes in workforce figures reflect the workforce that is available to forces. Involvement in strategic alliances and/or regional organised crime units would be an example of where changes over time are likely to be skewed. Therefore, sharp increases or decreases need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces and not real changes in staffing levels.

At the time of the inspection, the future financial climate was uncertain. Several forces did not have confirmed plans for workforce projections. It is important to note that figures are in many instances unconfirmed estimates provided to assist HMICFRS in our inspection programme and should not be seen as a concrete plan for the future workforce available for policing.

**Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions from 2011/12 to 2016/17**

These data were obtained from data collected by the Chartered Institute of Public Finance and Accountancy (CIPFA) for use in the HMICFRS Value for Money profiles (available from [www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016](http://www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016)). The data define policing functions using the Police Objective Analysis categories.

We have made some adjustments to the original POA data in order to provide valid historical comparisons. For instance, in 2011/12 the POA category "Local policing" included the sub-category "local investigation and prisoner processing", however, from 2012/13 onwards this moved to the "Investigations" category. We have therefore removed "local investigation and prisoner processing" from the 2011/12 figure to provide a historical comparison and not create misleading percentage changes.

For the same reason above, for the 2011/12 "Investigations" figure we have included "local investigations and prisoner processing" for historical comparison.

Furthermore, in 2016/17 "Public Protection" became its own level two category, whereas in previous years it had been included as a sub-category under "Investigations". Therefore for historical comparisons, we have included public protection in "Investigations" for 2016/17.