



Report of the Police and Crime Panel

Report title: Force Review

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Purpose of the report: Update on the Force Review progress.

Recommendations: For information.

1. Executive Summary

This report provides an overview of the progress of the Force Review to date, and the remaining work to complete. It explains the expected benefits of the changes proposed through the Force Review on Local Policing and in particular to Neighbourhood Policing, as well as the changes for Crime & Criminal Justice. It sets out the current savings position and plans for delivery of the agreed savings.

2. Purpose of the Force Review

The policing landscape has changed substantially since the last major structural review of Thames Valley Police in 2010 which removed BCUs. There is now increased complexity of investigation and rising public expectations. Increasing public need, both known and hidden, is placing increasing pressure on the force and policing nationally. This is presenting itself through calls for service, increased expectations, increased safeguarding demand and complexity of investigations. The consequences are stretched ICR (Incident and Crime Response) and investigation teams, pressure on response times, abstractions to meet major crime enquiries and stress on the quality of service delivery. While a range of structural reforms have occurred since 2010, there has not been a single unifying strategy and the cumulative impact of these reforms was not deliberately planned for.

In response to this, CCMT established a Force Review in Spring 2022 to undertake an assessment of the force structures, initially focused on Local Policing and the related central operational units - Force Intelligence and Specialist Operations (FISO), Crime and Criminal Justice. The initial central aim of the Force Review was to improve service to the public through a structure that allows for increased capacity across the operational functions of the force. This was in part a response to feedback in the 2021/22 HMICFRS PEEL Inspection that the force needs to make sure that it has the capability and capacity it needs to meet and manage demands in the most efficient manner. Shortly after the Force Review work began, the work was required to identify £8m savings across Local Policing, FISO, Force Crime and Criminal Justice. The scope of the Force Review was later expanded to cover the remaining departments in the force to identify a further £7.18m savings. This overall work is a significant contribution towards the force's savings target of £20m.



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3. Force Review approach

The Force Review is delivering in a phased approach across the force functions, as set out below:

| Phase | Timeframe | Business areas covered |
|----------------|----------------------------|---|
| Phase 1 | May - September 2022 | Local Policing |
| Phase 2 | September 2022 - June 2023 | Local Policing (detailed work), Force Intelligence & Specialist Operations |
| Phase 3 | April - August 2023 | Crime, Criminal Justice |
| Phase 4 | July - December 2023 | Joint Operations Unit, Governance & Service Improvement, Legal Services, Joint ICT and Joint Information Management Unit |
| Phase 5 | December 2023 - April 2024 | People Directorate, Tasking & Resilience, Finance & Procurement, Property Services, Corporate Support, Corporate Communications |

Reviews of business areas are either completed by the Force Review team, by the department themselves, or in partnership between the department and the Force Review. Departments have indicative savings targets at the outset of their review to guide the thinking. The Force Review follows a methodology over a number of months (depending on the size and complexity) where a department is split into workstreams, discovery work is completed to understand options, and these are then developed and refined through analysis and stakeholder discussions before proposals are finalised and presented to CCMT for a decision.

The methodology of the Force Review team has been based around:

- Demand Modelling of public need and capacity with Service Improvement and Process Evolution.
- Data analysis on long-term trends and indicators of public need and capacity pinch points, data on 'what works' with regards to structures in academic literature, through HMIC and the College of Policing.
- Benchmarking structural solutions considered, both implemented and rejected in a range of other forces across the UK, and a review of the HMIC Value for Money Profiles.
- Workforce engagement through interviews with senior leaders across the force and workshops Inspectors and frontline officers and staff.
- Partner engagement including local authorities, (officer and members), Criminal Justice partners, LRF partners and blue light services.
- Future thinking considering analysis of changes that are likely to occur in policing over the coming decade.



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4. Local Policing

Following scoping work which identified 9 potential structures for the force in September 2022, CCMT made the decision to narrow down the options for local policing structures to either i) retaining and enhancing the 11 LPA structure or ii) moving to a 5 Local Command Unit (LCU) approach. In February 2023 CCMT expressed a view that a 5 LCU structure was the preferred option, but would not make a decision until June 2023 to enable full engagement with the public and partner feedback. Following completion of this consultation process and a review of a detailed business case for the proposals, the decision to move to 5 LCUs was made in June 2023.

The benefits of the move to the 5 LCU structure were identified as:

- Releasing resource to be reinvested in neighbourhood policing
- Releasing resource to be reinvested in DAIU and CID
- Provision of command teams to match the threat, harm, risk and demand of each area
- Provision of detective Superintendents to provide senior crime and performance leadership for each LCU
- Greater volume of officers able to meet surge demand without cross border working
- LCUs would be mostly self-sufficient and enable the free flow of resource across larger areas to meet demand leading to increased performance in grade 2 calls
- Enable the creation of harm reduction units (HRUs) which can provide a range of professionalised services at a local level to support the most vulnerable; these services could include orders management and mental health
- Would enable the creation of Detective Inspector posts to lead the Proactive teams across the LCUs to tackle organised crime, knife crime and acquisitive crime
- Would enable the creation of Community Policing and Partnership Inspectors for each LCU who could lead on delivering a range of functions currently undertaken by SPOCs which abstracts Inspectors from their core functions
- Could reinvest 25 Sergeants back to ICR to support an inexperienced workforce; one additional Sergeant per shift per LCU reducing the average supervisory ratio from 1:8.6 to 1:7
- Would enable the provision of 11 Inspectors dedicated to supporting the PACE function and reduce abstractions of other Inspectors for this purpose (NB the numbers would not be sufficient to eliminate the need for other inspectors to undertake this function – but would reduce demand on them)
- Would enable the provision of 5 Sergeants to support the 5 Chief Superintendents with delivery of thematic portfolios (an increase from the existing 1 shared Inspector post)



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- Would enable the removal of the anomalous command areas for duty Inspectors; allowing duty Inspectors to work on their own LCUs when undertaking duty functions
- Would unfetter the force estates strategy and permit broader options for estates savings further into the future
- The 5 LCU model could offer support to the outstanding HMICFRS areas for improvement and could release significant cashable savings.

Neighbourhood policing

The Force Review proposed that neighbourhood policing should be seen as one of the three cornerstones of Thames Valley Police together with response and investigation, and that Thames Valley Police’s neighbourhood teams should have a fourfold strategy of;

1. Providing police visibility
2. Undertaking problem solving activity
3. Engaging our communities
4. Undertaking local policing enforcement activity

The previous Operating Model restructure saw Neighbourhood Policing resources divided between smaller geographic teams, working in the local community; and Problem Solving Teams (PST) based on each Local Policing Area (LPA). The original concept of the PST was that they would undertake problem solving activity as it was identified by the geographic teams. However with the removal of a central governance structure for neighbourhood policing the LPA’s quickly repurposed their PST’s to deliver different functions which varied across the force.

The Neighbourhood Policing SIR (Service Improvement Review) (Oct 2020) identified that LPA Command wanted a clear direction for neighbourhood policing. Some were operating without full regard to the principles, an inconsistent application of problem solving, and with a lack of sharing of learning.

The Force Review recommended that the PST be disbanded and Harm Reduction Units introduced with a focus on police led harm reduction in partnership with other agencies. As part of this restructure the geographic neighbourhood teams would receive an uplift of police officers funded through two revenue streams;

1. Conversion of PCSO vacancies
2. Increase in the council tax precept authorised by the PCC.

This will result in the geographic neighbourhood teams being resourced as below:

| ROLE | CURRENT GEOGRAPHIC TEAM | PROPOSED GEOGRAPHIC TEAM |
|-------------|--------------------------------|---------------------------------|
| Inspector | 14 | 15 |
| Sergeant | 45 | 42 |
| Constable | 145.5 | 291.5 |



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| | | |
|----------------------------------|-----|-----|
| Community and Diversity Officers | 4 | 5 |
| PCSO | 404 | 293 |

The additional officer capacity within geographic neighbourhood teams will be a key enabler to deliver the force's vision for Community Policing, as well as the PCC's Crimefighters strategy. The increase in neighbourhood resources will be key to improving performance across a number of key priority areas that have suffered due to the level of abstractions and retention issues teams have faced in addition to the impact it has had on staff morale. Cohesion, consistency and best practice will be enabled through the introduction of the Community Policing Command. Specifically the investment in schools officers will enable better engagement, early intervention and to build relationships with our communities and partners. The investment in MH officers will ensure we can work with our MH partners in relation to problem solving and MH issues in our communities.

5. Crime and Criminal Justice

Since 2010 the crime and criminal justice landscape has changed a lot. Crime trends have changed, public protection requirements are more stringent and how we investigate crime, with all its complexity, continues to rapidly evolve. The Force Review has identified that a new Crime and Criminal Justice structure is needed to reflect these trends.

The new model comprises four commands:

- Crime and Intelligence
- Criminal Justice and Public Services
- Public Protection
- Forensics

6. Savings Position

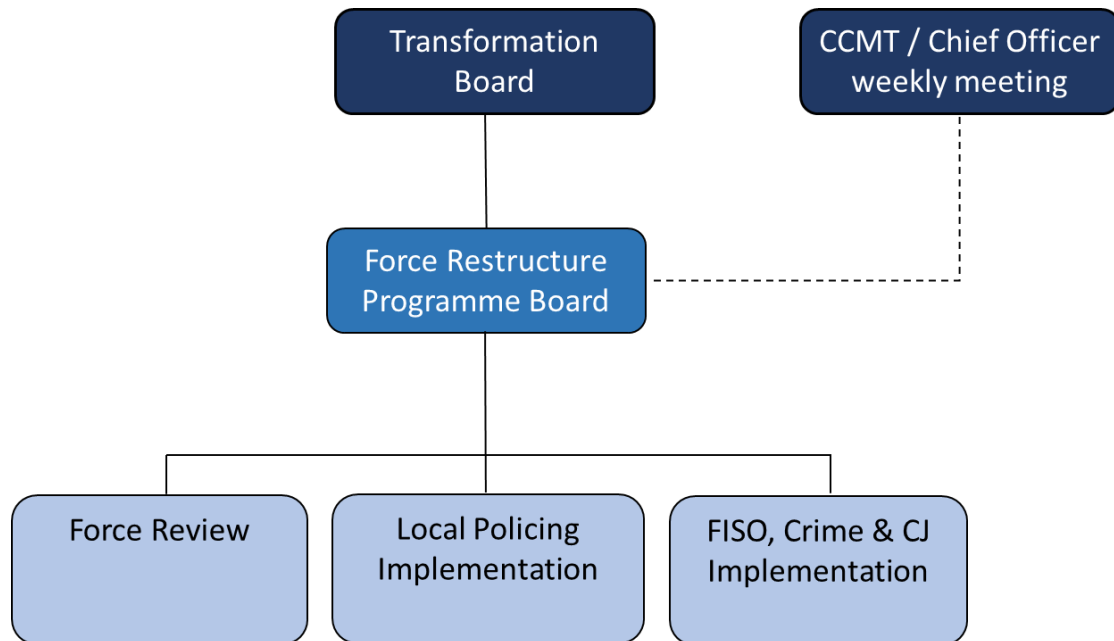
Following completion of the first three phases of the Force Review, the team has now identified over £8m for the savings required from Local Policing, FISO, Crime and Criminal Justice, which will be delivered for 2024/25 and 2025/26. The remaining £7.18m savings from the remaining force departments will be identified during the last two phases of the Force Review.

7. Delivery of Savings

The Force Review does not retain responsibility for delivery of the proposals; once signed-off, these are handed over to either the department to deliver through business as usual, or through a separate implementation project.

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An over-arching Force Restructure programme with ACC Public Value and Legitimacy as the Senior Responsible Owner governs the Force Review and any implementation projects, to ensure there is a coherent approach to design and implementation and to manage any changes that are needed. The programme also tracks the overall delivery of savings. The current programme structure is shown below:



8. Risks/Issues

| Risk | Mitigation |
|---|---|
| It may be difficult to identify savings to reach the full target required, because of the delivery pressures in some departments. | <ul style="list-style-type: none"> Assess the impact of savings proposals to support decision making at CCMT. Maintain a list of contingency options for business areas of additional savings to revisit if required to meet the overall target. |
| Savings required to be delivered in 24/25 may be delayed and not fully delivered until 25/26. | <ul style="list-style-type: none"> Maintain pace of Force Review to identify savings. Plan timeline for implementation to realise savings early where possible (e.g. removing vacant posts). Monitor expected delivery date of savings with Finance. |
| Changes may be required to agreed proposals (notably the LCU model) after the decision that delays implementation or reduces the savings. | <ul style="list-style-type: none"> Manage ongoing design work alongside implementation in a single programme. Ensure any changes to design are assessed to understand the impact on savings or benefits, to inform decisions. |

9. Next Steps / recommendations



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- The Force Review will continue to deliver Phase 4 and Phase 5, identifying savings from the remaining business areas, as well as any opportunities for improving service delivery.
- Local Policing implementation will continue under the leadership of ACC Local Policing.
- FISO, Crime & Criminal Justice implementation will be completed under a project led by ACC Crime & Criminal Justice.
- The Force Restructure programme with ACC Public Value and Legitimacy as the Senior Responsible Owner will continue to govern the ongoing Force Review and implementation projects, whilst ensuring progress with achieving the savings targets.

10. Conclusion

The Force Review has completed the first three phases, covering Local Policing, FISO, Crime and Criminal Justice. As well as identifying £8m in savings across these areas, the proposals deliver improvements to service delivery in key areas. For Local Policing the move to 5 Local Command Units is anticipated to help to manage demand for frontline teams more effectively, and improve the response to the public. The change will double the number of PCs within geographic neighbourhood teams, enabling much greater capacity to deliver on the vision for Community Policing and the PCC's Crimefighters strategy. The Force Review moves on to review the remaining business areas in the force, while implementation of agreed proposals progresses in implementation projects, all under the governance of the Force Restructure programme.