

Force management statement guidance and template

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About the FMS

What is an FMS?

An FMS is a self-assessment that chief constables (and London equivalents) prepare and give to HMICFRS each year.

It is the chief constable's statement and explanation of:

- (a) the demand the force expects to face in the next four years;
- (b) how the force will change and improve the condition, capacity, capability, serviceability, performance and security of supply of its workforce and other assets to cope with that demand;
- (c) how the force will improve its efficiency to make sure the gap between future demand and future capability is as small as it can reasonably be; and
- (d) the money the force expects to have to do all this.

The FMS is part of the integrated PEEL assessment. We expect also to use the information in FMSs in connection with other inspections, including thematic inspections, and monitoring of force performance (efficiency and effectiveness).

You don't need to publish your FMS. It's your chief constable's document and it belongs to your force; you should handle it in line with your own data management procedures. If you do give it to others (for example, local authorities), you might need to redact some information for security or other reasons. But you must give us the whole FMS without redactions, and of course you should give it to your police and crime commissioner.

Why do we need it?

We need the information in the FMS for the purposes of our inspections of forces' effectiveness and efficiency.

The existing PEEL inspection programme already assesses the efficiency and effectiveness of each police force. But it doesn't cover everything forces do. Most importantly, the PEEL programme doesn't comprehensively assess future demand and how forces will meet it. The FMS is all about the future and how things will change from where they are now. The FMS will also underpin future inspection work.

All forces need to have reliable and accessible information on current and future demand, assets and resources. They also need to use that information in their decision-making, including decisions about improving efficiency and effectiveness, and how they will observe the police and crime plan. The FMS will help us assess

how effective and efficient a force is in these respects, and will help police and crime commissioners, too.

We recognise that there are limits to forces' ability to assess future demand and the capability of their assets accurately. Hardly any prediction is perfect. But forces need to have good methods of assessing future needs and how they will meet them. As they develop, FMSs will help a great deal with this.

The FMS will also help identify which areas of a force's activities present the greatest risks to the public. This will inform what inspections we need to do in the future and how intensive they will need to be. It is very likely also to alert police and crime commissioners if a force looks as if it won't achieve the objectives of the police and crime plan, although that is not why we are asking forces to prepare them.

How will we use the FMS?

We get information about forces from four main sources:

- the police and crime plan for each force
- in-force inspections, and the work forces do to prepare for them
- regular monitoring of and liaison with forces
- information, data and documents we formally request from forces for the purposes of inspection.

We use this information to make judgments about how effective and efficient forces are, as well as to assess the risks they face.

We will use the FMS in four main ways.

1. In risk assessment, to decide the scope and scale of inspection fieldwork

We expect that a comprehensive FMS backed by verifiable evidence will mean we need to do less inspection fieldwork. This is because the FMS will inform our risk assessment and give us evidence we won't need in future inspections. The degree to which this happens is likely to increase as the FMS process matures.

2. To give us information and evidence for pre-inspection work and in-force inspections

In due course, the FMS will contribute to the assessment and grading of a force, because it will show us how well forces are preparing to meet future demand. Taking the right steps, at the right time, to meet future demand is a critical part of each force's efficiency and effectiveness.

As we've said, we know forces probably don't have very good information about the future in all respects, and not all the information will be as complete and accurate as it could be. We need you to be candid about this in your FMS, and in the early years we will give due credit for that candour. In future years we will expect better quality information, even though the first year might be patchy in some respects.

3. To highlight good practice

The FMS gives you the opportunity to draw attention to good things you are doing.

We will always welcome cases of good practice, and give them full credit in inspection findings and gradings. We expect the NPCC and the College of Policing will want to make sure information about good work is disseminated and celebrated within the police service. Police forces aren't competitors of one another, and everyone can learn from and adopt the practices of the best.

4. To reduce how much data we ask you for

For this first year of the FMS, we aren't prescribing what data you should use. We would like you to fill in your FMS drawing on the data and supporting analysis you think is the most appropriate.

We will not this year be using the FMS to collect standardised PEEL data as we had originally intended. We will look at what data forces choose to use in their FMS analysis so we can refine and standardise what data we ask for in future versions. We will eventually bring together the PEEL information (which is mainly about the present) and the information for the FMS (which is mainly about the future).

We will still need a standardised data return as part of our rolling PEEL inspection programme for 2018/19. This is an important part of our methodology. We have brought all our current PEEL data requirements (from both spring and autumn) into one place. There are no extra data requirements for PEEL (but we will have some new data requirements for our thematic inspections).

We intend to review this catalogue with forces by the end of April 2018. The objective of this review is to reduce how much data we ask for by taking out the lowest quality and least useful data. We will be in touch with Force Liaison Officers (FLOs) to start this data review in tandem with the launch of FMSs.

Once we've finished the review, at the beginning of May 2018, we will formally ask for the reduced PEEL data return (for financial year 2017/18). You will need to give us this in early June 2018 alongside your FMS.

So, to be clear, this year the information we ask you to give us for PEEL is separate from your FMS.

How does the FMS relate to police and crime plans?

FMSs are not substitutes for police and crime plans, and they don't compete with them. The FMS will help a local policing body assess whether objectives of its police and crime plan are likely to be met, how quickly and at what cost, but that isn't its purpose.

Police and crime plans give us fundamental contextual information on forces and their overall effectiveness and efficiency. They are vital to understanding local priorities and are underpinned by democratic mandates.

You should refer to the police and crime plan throughout the FMS. When filling in the template, you should clearly identify sections relevant to the police and crime plan priorities.

The FMS doesn't replace or supersede the Strategic Policing Requirement, chief constables' annual reports, force strategic assessments, governance statements or the Home Office annual data return. The FMS is different from these things, but they are likely to be closely linked.

As we develop and improve the FMS template over time, forces are unlikely to have to give others so much information in separate submissions because it will already be in the FMS. That doesn't mean others – especially local policing bodies – won't be able to ask for more information. But it's very likely that much of what they want will already be in the FMS. This will avoid duplication.

How does local context inform the FMS?

Almost all policing is local and the FMS must fully reflect that. Local context is highly relevant to understanding how and why a force operates, performs and may change in a particular way.

We need to collect certain data in a standardised format. However, within the FMS we encourage you to explain your local context and say how it affects your assumptions and decisions.

Local factors are likely to be most relevant in understanding how demand might change. They will also inform the different methods, costs and resource implications of meeting demand in the ways best tailored to local conditions.

How does the FMS work with partnerships and collaborations?

An individual force can face demand from external bodies (such as public bodies concerned with education, health, social services and housing) and meet demand through working with them.

The FMS asks you to explain and assess:

- the effect of these arrangements on current and future demand
- whether they are an effective and efficient way to provide a service now and in the future, given changing demands and priorities.

We understand that you might not have access to all the information you need from other parties. If so, please let us know what those limitations are, and explain how and how far they inhibit the assessment you can make about how efficient and effective your partnership arrangements are.

You should present your assessment of your collaborations as you see fit. This might be within each demand category or as a standalone collaboration assessment covering multiple demand categories. We have included a collaboration section (12) if you prefer to do it this way.

If your force participates in collaborations, you might prefer to work with your collaboration partners on the relevant parts of the FMS. If you do this:

- an individual force must do a self-assessment of the arrangements
- each chief constable must still fill in his or her own FMS.

We understand that, when several forces are collaborating, a combined request for information from the body hosting the collaboration will probably be most efficient.

Which terms and definitions should forces use?

Rather than trying to apply terms and definitions that forces don't use or are unfamiliar with, we are asking you to fill in the FMS using your own terms and definitions. (Please make sure you explain them.)

What else should we include in the FMS?

The FMS gives you an opportunity to highlight areas of innovation and notable practice.

The broader scope of the FMS allows you to tell us about activities that have not been the subject of recent inspections.

Developing the FMS: a three-year process

We will develop the FMS over the next three years in consultation with the main interested parties.

We will give forces an updated FMS template each year, along with an updated submission date.

Guidelines for filling in your FMS

Before you start filling in your FMS, please read these guidelines.

Remember: The focus of the FMS is on how you assess and plan to meet future demand. We want you to give us your assumptions about the future as well as the choices you are making now to prepare and plan for that future. And we need you to tell us how you have made these assessments.

You need to submit your FMS by 31 May 2018. If you need more time, please let us know as soon as possible. We will consider short extensions in light of the date we published the FMS 1 template.

What you need to give us is your assessment of demand, asset capability etc and resources. It is not the inspectorate's document. You should use your force's front cover and whatever branding your force prefers. Please don't include these guidelines when you send it back to us. The template begins after the guidelines.

How it works

There are two parts for you to fill in:

1. A template which covers different aspects of demand (starting from current demand) and how your force is getting itself ready to meet future demand.
2. A summary, which brings together the main findings and decisions from the information in the templates.

The FMS is made up of both parts. There is a declaration box at the start of the summary statement. The chief constable must sign this. It covers the whole FMS.

We have given you the template as a PDF, initially, with a Word document to follow. We can give you an Excel workbook if you prefer. You are welcome to submit the FMS in Word or Excel, or as a combination of the two.

You must attempt each section. If you have any reservations about the completeness or quality of the information you are giving us, please tell us in the relevant section and explain why. This will help us as we design FMSs 2 and 3. We will also be able to help you by telling you about good things other forces are doing, whether directly or via the College of Policing. The NPCC will also be able to do this.

How to fill in the template

How you fill in the template is up to you.

Please focus on giving us a clear, concise, focused analysis of the main issues rather than telling us everything you know about each area. If you want to give supporting material, that's fine. But your answers shouldn't just be a set of hyperlinks. The FMS should be a self-contained document.

The FMS should contain as accurate an assessment as you can make. Giving misleading information or deliberately leaving out relevant information is not acceptable.

If you think the guidance or template limits your ability to fill in your FMS, is too restrictive or causes you to duplicate effort, please speak to our FMS team and your force liaison lead. We would prefer you to include the information you think is relevant, rather than leave it out because it doesn't seem to fit with the suggested format.

When you're giving us sensitive information (for example, about counterterrorism and firearms policing), please mark it clearly with the appropriate security classification and handling requirements. Ideally, this should go in a separate, detachable annex.

Identifying the differences between current and future demand

Broadly, the FMS encourages forces to ask themselves: what do I need to do now to solve or, better still, avoid the problems of the future?

We want you to give us your assessment of:

- current and future demand; this means all demand, latent and patent, crime and non-crime
- how you intend to make best use of your workforce and assets, now and in the future, and how you will improve your workforce and assets to meet projected demand
- how you will improve efficiency
- how you will do this with your expected future financial resources.

To help you do that, we have based the structure of the template on a four-step approach:

- **Step 1:** Establish the gap between current demand and demand you expect in the next four years.
- **Step 2:** Establish the current status of the force's workforce and other assets: their performance, condition, capacity, capability, serviceability, wellbeing and security of supply.
- **Step 3:** Explain what you will do to make sure your workforce and other assets will be able to meet the demand you are anticipating; this may be by

changing the skills of your workforce, investing in new ICT and making efficiencies.

- **Step 4:** State how much and what types of future demand you don't expect to be able to meet, having made the changes and efficiencies in step 3.

Following these steps will help you see what effect changing demand will have on your force's performance. You need to draw out the main themes, focusing the most attention on the areas where you have found the most important risks. It isn't enough just to fill in the template without drawing out the themes or explaining the risks.

The template is specific about the types of information we need, but it doesn't insist on high levels of detail and precision. It is up to you to explain these things as you see them, within the broad categories we have given you. We also ask you to explain how you have measured or assessed the things you are describing, the assumptions you have made and why you chose them.

Establishing future demand

We don't expect fully developed forecasting in all areas, but we do ask you to explain how you plan for the future in each category and the work you are doing to improve how you plan.

You don't need to give a forecast of demand for each year over the next four years (as in the draft FMS consultation template). If you can do this, we will welcome it. If not, an explanation and description for the next four years as a whole will be enough.

How many sections you need to fill in

The FMS contains eleven main sections, plus a section for collaborations if you need it. The number of sections you fill in might be fewer or more than we have given you and might well depend on how your force is organised or departments are structured.

For example, the protecting vulnerable people (PVP) section is made up of several sub-sections for every type of PVP demand. We need you to go through the four steps for each sub-section, but you might want to present this information all together, separately for each sub-section or a combination of the two approaches.

If your force has a combined team leading on safeguarding adults and children, you might choose to combine that area but present domestic abuse separately. You can adjust how you use the template to reflect local circumstances, but you must cover all the sub-sections one way or another.

The sections in the template can't be perfect, self-contained divisions of police work; there will be some overlap. If one section asks for information which might also be in another, please just cross-refer us to the relevant section and avoid repetition.

How to use the data you have gathered

We know that some forces have been gathering and preparing data based on the draft consultation template, and that they haven't prepared some of the data in line with the financial year end. You are welcome to submit and use data based on the date parameters you have applied for this year, but you should make it clear which date parameters you have used and apply them consistently throughout.

We expect forces will use some information and data we have not received before. We might need more information and data about this in later FMS cycles, but we will develop this in collaboration with the police service and relevant interested parties. Any extra data we ask for will only be information that a well-managed force needs.

Specific guidelines for steps 1 and 2

Step 1: Establishing demand

There are several things to bear in mind when describing and explaining demand. These include:

- How your force measures all demand. This covers crime and non-crime, protective and preventative, hidden and visible. You need to treat each of these separately.
- How much your force focuses on preventing crime, managing demand and early intervention. This includes why and how you assess what resources to dedicate to this work, based on all the demand you think you are likely to face.
- How your force works with other public and private bodies to prevent antisocial behaviour, crime and disorder, including by collaborating formally as well as informally.
- Your force's relationship with partner agencies (for example, local authorities and public bodies concerned with health, education, social services and housing), as what they do, or don't do, can have a positive or negative effect on demand.
- What your force does to manage any increases in demand arising from what partner agencies do or don't do.
- How certain types of demand carry more risk, threat and harm and how these factors affect decisions.
- Which types of demand need more effort and investment to handle.
- How hard-to-reach communities, potential and repeat victims and high-demand service users are reflected in your force's explanation of current and future demand.
- Case acceptance criteria and rates for fraud and other economic crimes.
- How much and what type of demand is created by people suffering mental ill-health.
- Cri Crimes including fraud, retail crime, domestic abuse, sexual offences (including child sexual exploitation), child abuse, offences of violence (especially violence against women and girls, elderly people, disabled people and other vulnerable victims), acquisitive crime, terrorism, serious and

organised crime, slavery, human trafficking and forced labour, public order offences and hate crime.

Step 2: Status of assets

For a force to be effective and efficient, it needs to have a sound understanding of all aspects of the demand it faces and will face. It also needs to know about its workforce and other assets and what they can and will be able to do.

For example, a force might have a highly efficient shift system, closely matched to the demand analysis for responding to incidents (performance). But it might not have enough assets (for example, people or vehicles) or people with the right skills to service the demand when they attend (capability and capacity).

There are several aspects to bear in mind when assessing the status of workforce and other assets.

Performance

When you are describing your force's current performance, please describe your actual performance compared to the level set by local policy, national guidance or best practice.

When you are describing future performance, please do the same based on what you expect those policies etc will be.

You should take into account:

- Follow-up rates for known suspects.
- Crime recording.
- Victim care and how consistent it is with the Victims' Code.
- Public confidence and satisfaction.
- Offender management.
- How effective and efficient your force is in dealing with the main crime types and/or crimes against the vulnerable, sexual offences, fraud and violent crime (see below).

Effectiveness and efficiency

You should take into account:

- Rostering, shift patterns and working arrangements based on demand.
- Whether your force has and uses the right technology for each activity.

- Outsourcing and collaboration.
- How your force manages contracts and procurement.
- Your workforce mix, recruitment and retention relative to what skills you need now and in the future, and your budget.
- How your force works with other forces, agencies and services.
- How your force finds new sources of income or resources.
- Your force's working relationship with the National Crime Agency.
- The general approach, focus and steps your force takes to improve its efficiency, effectiveness and productivity.

Condition, capacity, capability and serviceability

Please describe your current condition, capacity and capability relative to current demand. You also need to tell us how your force plans to use its assets more efficiently, so you can manage future demand with the same or fewer resources, while still properly looking after your workforce's wellbeing. And you need to tell us how you will change the condition, capacity and capability of your assets relative to projected future demand.

Please explain to what extent condition, capacity and/or capability problems are causing any shortcomings in performance now and might do in the future. Will the gap get bigger or smaller, depending on how you manage the condition, capacity and capability of your assets and how efficiently you use them? How much bigger or smaller will the gap be, and in what respects?

You should take into account:

- How many police officers, police staff, specials and volunteers you have, how productive they are and whether they have the skills you need to meet demand in each category and in general, now and in the future.
- What qualifications your people have, how current they are and how your force is maintaining and will improve them.
- The quality of training and development for everyone.
- What policies and practices your force has and will have in place for career development, professional development and promotion.
- How your force identifies and recruits staff with skills it needs for the future.
- The abilities of all staff in victim care.

- The ability of the force to meet the demands of offender management.
- Attrition rates for all the staff groups above, with explanations for any areas of concern.
- Disciplinary matters, complaints and conduct matters.
- The state of the force ICT systems, what the force is doing to improve them and make sure they work with other systems (intra-force, inter-force and inter-agency).
- The status of the force fleet and estate.
- What collaborations and partnerships your force has and how productive they are; what collaborations there are likely to be in the future.
- Surge capacity and the use of mutual aid.
- How the force deals and will deal with spikes in demand.

Step 2: Wellbeing

We suggest forces distinguish wellbeing of the workforce from condition, capacity, capability and serviceability of other assets. This is because the workforce is the most valuable and complex asset in policing and, in the past, it has not always and in every case received the attention it needs. We have given you a separate section in the template for this information.

You should take into account:

- The wellbeing of officers and staff. This includes their current physical and mental condition.
- Any underlying causes of poor wellbeing (for example, highly stressful work, long hours, danger, lack of adequate supervision).
- The extent to which current and future wellbeing could affect the condition, capacity and capability of the workforce in the future.
- What prevention and treatment measures are and will be in place to deal with these problems.

The FMS asks you to assess the wellbeing of staff in a number of sensitive areas of demand. It also asks for an organisation-wide response.

Please also bear in mind:

- Fitness testing pass and fail rates.

- How your force tracks, manages and analyses sickness and restricted duties.
- How much your force spends on overtime.
- Working hours, including those for staff who don't get paid for overtime.
- The support systems and networks available for police officers and staff suffering from stress or mental health problems.

The finance section

Wherever you can, please set the financial assessment against each category of current and future demand your force faces. You should try to describe four main aspects:

- The extent to which your force is making best use of its financial resources. This might mean assessing relevant procurement, collaboration and outsourcing decisions, as well as things such as using overtime to cover peaks in workload and special payments.
- Your assessment of the financial implications of future demand for each category. Please compare these with the budget you expect to get and the resources that budget makes available. (For example, increases in pay could mean reductions in the staff numbers.) We have designed the FMS to help you show what you have done and will do to make efficiency savings, and the extent to which these will help close any gap between demand and financial resources.
- How you propose to mitigate or manage any major financial risks.
- An organisation-wide financial assessment. This should include an assessment of your force's current and future financial needs, alongside any changes in how much income you think your force will get.

The FMS approach to finance and resources encourages your force to consider its options in line with the demand categories and sub categories.

The FMS template

Section 1: Responding to the public

Requests for service come through different channels. Please describe these channels and how your force organises, classifies and responds to those requests.

There are two sub-sections within this section: requests for service and incident response. You can either present this section as an overall assessment or treat the sub-sections separately.

Step 1	
Step 2	
Step 2 (wellbeing)	
Step 3	
Step 4	

Section 2: Prevention and deterrence (neighbourhood policing)

This section is about your force's prevention, deterrence and community-based activities to reduce demand and make the community more confident in the police. Please describe your force's activities at a community or neighbourhood level.

Step 1

Step 2

**Step 2
(wellbeing)**

Step 3

Step 4

Section 3: Investigations

This section is about how you use your investigation resources. It includes custody, forensic services and how people are put through the system of sanction or prosecution (i.e. what many forces refer to as criminal justice activity).

Step 1	
Step 2	
Step 2 (wellbeing)	
Step 3	
Step 4	

Section 4: Protecting vulnerable people

This section is about how your force identifies and safeguards vulnerable people and investigates offences against them.

We recognise this is a complex area with high levels of partnership working and interdependency. Please explain how your force understands and manages this complexity and how you are planning to deal with it in the future.

Please cover at least each of these sub-sections:

- domestic abuse (including domestic-related stalking and harassment)
- child and adult safeguarding
- child abuse
- sexual offences (including child sexual exploitation)
- hate crime
- so-called honour-based violence, female genital mutilation and forced marriage
- human trafficking and forced labour
- missing persons
- people with mental ill-health
- harassment, stalking and cyber-bullying.

You can either present this section as an overall assessment or treat the sub-sections separately.

Step 1

Step 2

**Step 2
(wellbeing)**

Step 3

Step 4

Section 5: Managing offenders

This category is about the demand that arises from managing people who have been convicted of offences and who present a risk to others. This includes registered sex offenders, repeat offenders and anyone else the force is managing because of its own assessment and analysis.

Please cover at least each of these sub-sections:

- registered sex offenders
- integrated offender management
- multi-agency public protection arrangements.

You can either present this section as an overall assessment or treat the sub-sections separately.

Step 1	
Step 2	
Step 2 (wellbeing)	

Step 3	
Step 4	

Section 6: Managing serious and organised crime (SOC)

Serious and organised crime breaks down at a national level into:

- prosperity (cyber/economic crime)
- commodity (drugs/firearms)
- vulnerability (child sexual exploitation/immigration crime/human trafficking etc.)

You are free to categorise demand and assets using these definitions or give details about how you categorise different aspects of SOC.

The national performance framework breaks activity down into four strands (the four Ps): prevent, protect, prepare and pursue.

Please state or explain:

- your force's overall demand caused by SOC and by type
- how your force decides how much resource, what resource and what amount of effort to apply to the four Ps in response to your assessment of demand
- how your force works with other forces and law enforcement organisations, including the National Crime Agency and Border Force

There are no specific sub-sections in this section. You are welcome to use either the four Ps or the national SOC categories if you prefer to give us multiple sections.

Step 1	
Step 2	
Step 2 (wellbeing)	
Step 3	
Step 4	

Section 7: Major events

This section covers these sub-sections:

- public order
- civil emergencies
- terrorism
- armed policing
- roads policing.

You can either present this section as an overall assessment or treat the sub-sections separately.

We recognise forces often have people performing multiple roles in this area ('multi-hatting'). Please describe these arrangements and how they function in response to a surge in demand or significant incident. This should include an assessment of how you maintain routine business.

Step 1	
Step 2	
Step 2 (wellbeing)	
Step 3	
Step 4	

Section 8: Force wellbeing

This section is about your force's overall approach to the wellbeing of the people who work in it. We recognise that you might not have covered your entire workforce in the previous categories and that you won't have been able to describe the force's overall approach to wellbeing.

Please tell us how well your force understands wellbeing and tracks progress in this area. You need to give us an overall assessment of your force's wellbeing, and how that is expected to change. You should also give an assessment of the units, resources or departments dedicated to wellbeing (such as a force occupational health unit).

Step 1	
Step 2	
Step 3	
Step 4	

Section 9: ICT and information management

This section is about how your information and ICT assets make your force more efficient and effective, now and in the future. It includes how useful, accurate, timely and secure your data and information are.

Step 1	
Step 2	
Step 3	
Step 4	

Section 10: Force-wide functions

This section is about the functions of your force that might not be covered in other sections.

Please cover at least these sub-sections:

- human resources and workforce planning
- learning and development
- professional standards
- finance and legal services
- corporate development
- estates and fleet management
- special constabulary and volunteers.

You can either present this section as an overall assessment or treat the sub-sections separately.

Step 1	
Step 2	
Step 2 (wellbeing)	
Step 3	
Step 4	

Section 11: Finance

This section is about your force's current financial position, the projected changes in income and expenditure, and the gaps in your financial plans which exist and are likely to exist as a result of the demand the force faces and will face.

Your medium term financial plan (MTFP) should give you most of the information.

Section 12: Collaborations

For larger collaborations, you might find it more useful to produce a separate section about them. The same headings apply, but please be careful not to duplicate information with other forces.

Step 1		
Step 2		
Step 2 (wellbeing)		
Step 3		
Step 4		

Blank section if you need one (or more than one)	
Step 1	
Step 2	
Step 2 (wellbeing)	
Step 3	
Step 4	

Summary

Please summarise the main points of the force management statement here.

Declaration (to be signed by chief constable / Commissioner of the Metropolitan Police / Commissioner of the City of London Police):

This is the force management statement for _____ [name of police force]. Except where we have stated otherwise, the information in this statement is complete and accurate in all material respects.

Signed: