



Promoting improvements
in policing to make
everyone safer

PEEL: Police efficiency 2016

An inspection of Gwent Police



November 2016

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ISBN: 978-1-78655-236-5

www.justiceinspectorates.gov.uk/hmic

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Introduction

As part of its annual inspections into police effectiveness, efficiency and legitimacy (PEEL), HMIC assesses the efficiency of police forces across England and Wales.

As with all public services, it is vital that the police service operates in a way that makes the most of all its available resources. Police forces need to make sure they understand the current demand for their services. This is to make sure that they use all the resources available to them to fight all types of crime and to protect communities. Also, forces need to be looking to the future to understand how that demand may change and to plan where they need to invest extra resources or change the ways they operate so that the public can continue to receive the policing it expects and deserves.

As part of the government's objectives to cut public spending, central funding to the police service in England and Wales has been reduced by around 20 percent since 2011. Police forces across England and Wales have faced a difficult challenge to sustain effective levels of policing in the face of significant budget cuts. Forces need to continue to make efficiencies and invest resources wisely in order to maintain a focus on reducing crime and keeping their communities safe. HMIC considers that a police force is efficient if it is making the best use of its resources to provide policing services that meet expectation and follow public priorities, and if it is planning and investing wisely for the future.

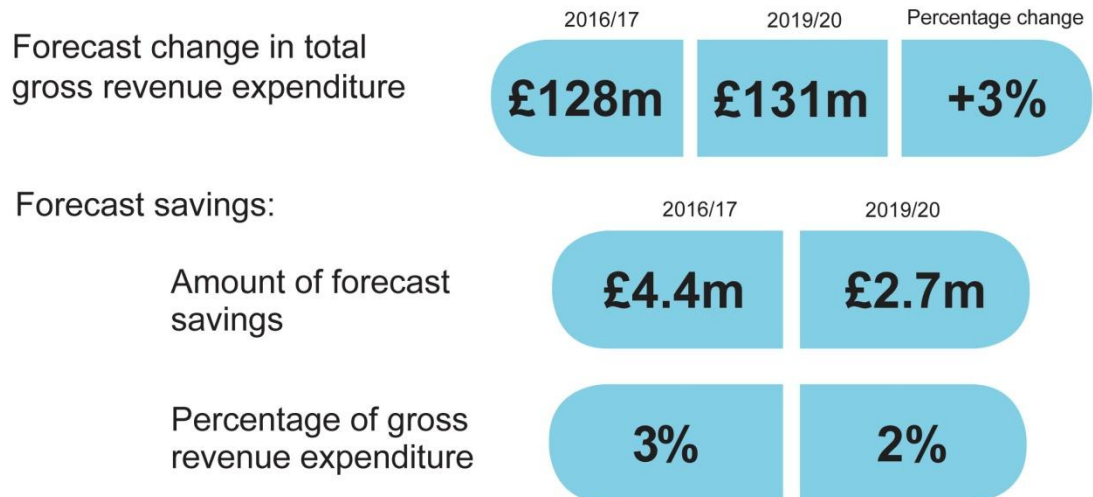
HMIC's efficiency inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/). This report sets out our findings for Gwent Police.

Reports on Gwent Police's legitimacy and leadership inspections will be available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016) in December 2016. Our reports on police effectiveness will be published in early 2017.

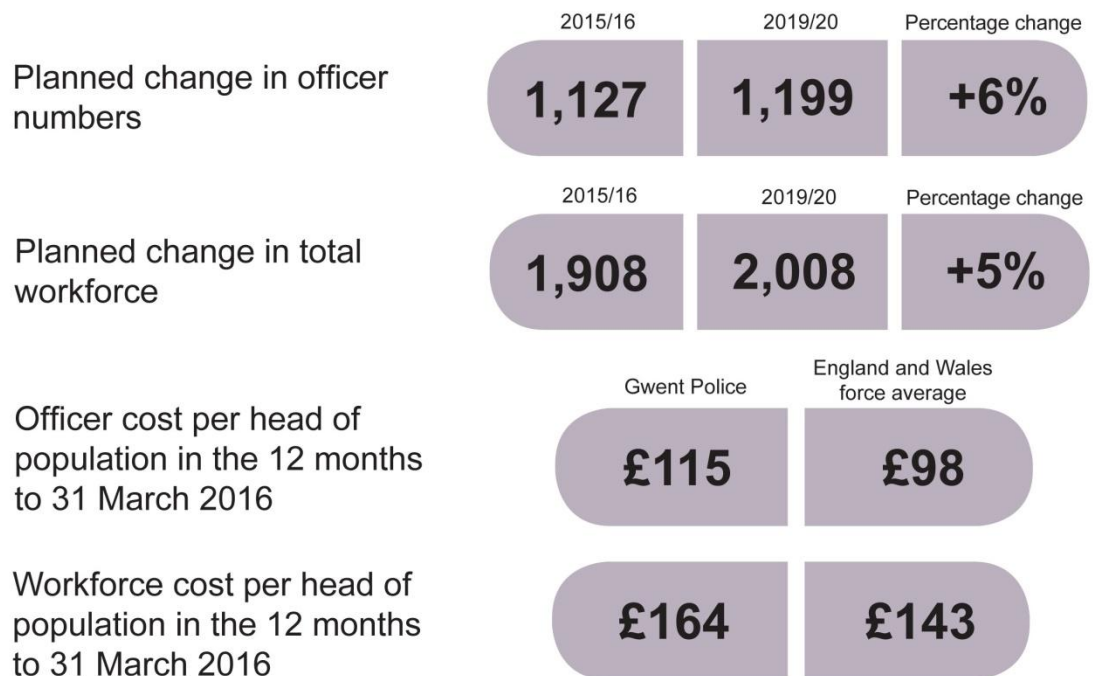
Force in numbers



Financial position



Workforce





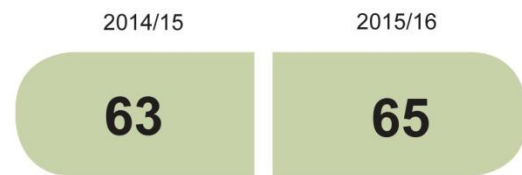
Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2016

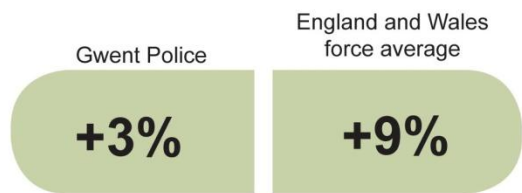


Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2016

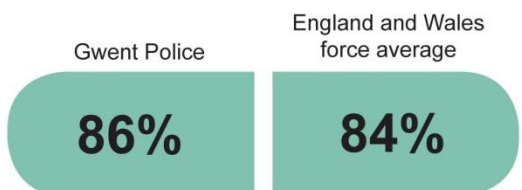


Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2016



Victim satisfaction

Victim satisfaction with the overall service provided by the police 12 months to 31 March 2016



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 judgment¹



Good

Gwent Police has a good understanding of demand for its services gained through regular reviews of all the demand it faces and use of data on internal, hidden and proactive demand. It is beginning to use its data to understand trends and to send officers in advance to meet anticipated demand.

The force has a clear resourcing model, which has been developed using demand modelling to determine the most effective use of its resources and is matched against current finances and the expectations of money available from the government in the future.

The force has an outstanding and comprehensive investment strategy that details viable plans for investment in information and communications technology (ICT), including digitisation to improve the efficiency of its service.

The force can demonstrate that it has a credible financial plan that is built on sound assumptions for the medium-term future of the force. It has robust financial plans in place to keep its finances balanced over the four-year period to 2020/21.

Gwent Police has been assessed as good in respect of the efficiency with which it keeps people safe and reduces crime.

Overall summary

Gwent Police has a good understanding of its demand in all areas. Demand is at the centre of the force's understanding of how it operates, how it plans and how it deploys. Senior officers understand their demand data and the effect that the different types of demand (e.g. internal, hidden, proactive) have on the force, its partners and the public.

The force is beginning to use its data to understand trends and to send officers in advance to meet anticipated demand. It works well with partners at a senior level to ensure collective responsibility for demand and that misdirected demand is understood and avoided.

¹ HMIC judgments are: outstanding, good, requires improvement and inadequate.

The force uses its resources effectively to manage current demand and uses its strong understanding of demand to allocate resources. It has systems in place to understand its workforce gaps and capabilities, which means that it can match operational skills in real time to demand and allows longer-term planning and deployment of resources.

Gwent Police has developed strong collaborations with other forces, the public sector and industry to deal with demand more efficiently. It is planning actively for demand in the future and takes account of public satisfaction in these plans. It also has processes in place to ensure that it reviews the impact of change on service provision.

By 2020/21, Gwent Police faces a potential budget shortfall, detailed in the force's medium-term financial plan, of £9.5m, which the force anticipates will be covered by efficiency savings from its change programme. It has investment plans that should achieve greater efficiency and service improvement.

It will need to continue focusing on value for money throughout the medium term to sustain and improve operational effectiveness.

Recommendations

Gwent Police is a good force. HMIC has not identified any causes of concern and therefore has made no specific recommendations.

How well does the force understand its current and likely future demand?

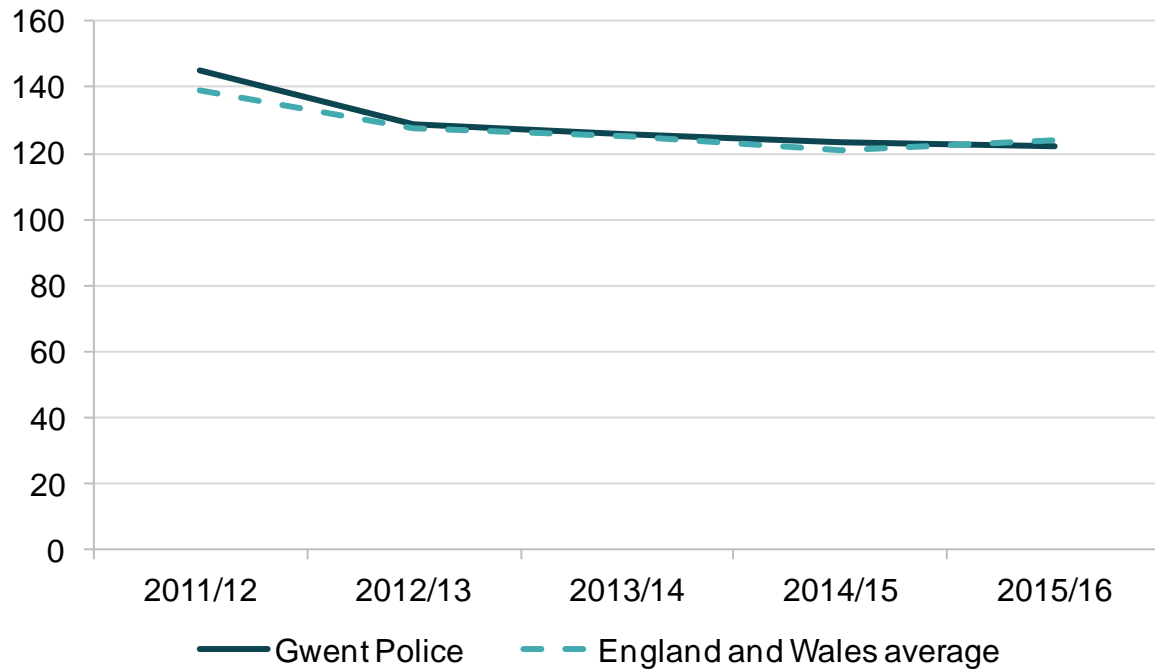
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for demand that is less likely to be reported (e.g. incidents relating to modern slavery or child sexual exploitation) so that it can ensure that it protects the most vulnerable victims. Forces also need to understand how much resource to put into work that prevents crime and anti-social behaviour from occurring in the first place. It is important that forces continually review how they operate to ensure that they are not wasting police resources by operating inefficiently or responding to unnecessary demands.

Forces must understand how demand is changing and how they need to change in order to adapt to ensure that they can plan for the future and continue to respond effectively. As well as assessing likely future threats and risks from crime, this also means understanding and assessing the potential impact of wider societal and environmental changes on the demands they will face.

How well does the force understand the current demand for its services?

Police services cover a wide spectrum of activities and go far beyond the most obvious demands for providing a response to 999 calls, protecting victims of crime and pursuing offenders. It is important that forces have a comprehensive understanding across the whole range of different demands they face, including early intervention work with other organisations to prevent crime and proactively seeking out 'hidden' crimes (e.g. domestic abuse, internet crime, fraud, modern slavery and crime in communities who are more reluctant to trust or engage with the police). Police forces also need to understand how efficiently they run their own operations in order to avoid wasted effort and to ensure that they make the best use possible of all available resources.

Figure 1: Volume of 999 calls per 1,000 population received by Gwent Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016

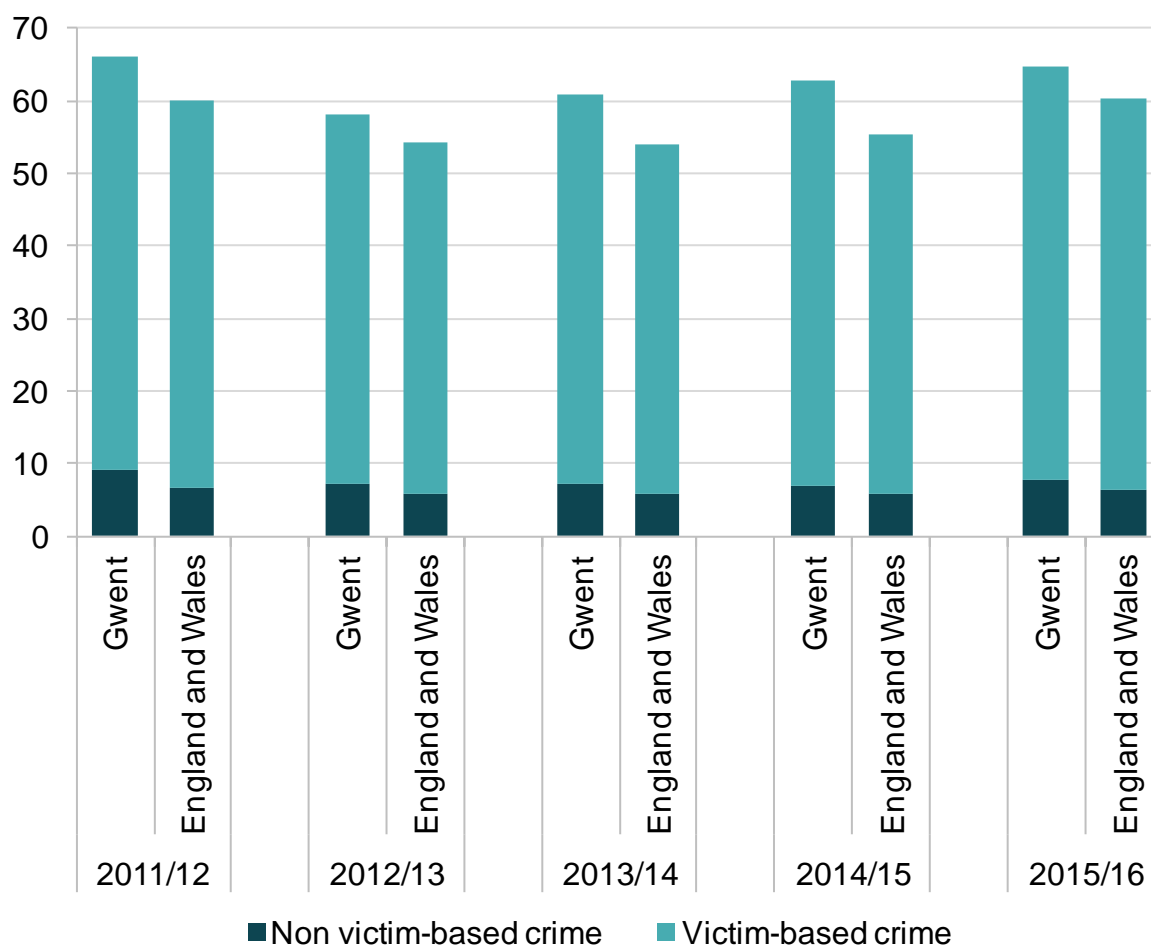


Source: Home Office Annual Data Requirement

For further information about the data in figure 1 please see annex A

Gwent Police received 122 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was broadly in line with the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the force received 145 '999' calls per 1,000 population, broadly in line with the England and Wales average of 139 calls per 1,000 population.

Figure 2: Police recorded crimes per 1,000 population in Gwent Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016



Source: Home Office Police recorded crime data
For further information about the data in figure 2 please see annex A

With regard to police recorded crime for the 12 months to 31 March 2016, Gwent Police recorded 57.1 victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, Gwent Police recorded 7.8 non victim-based crimes per 1,000 population, higher than the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been a decrease in the victim-based crime rate of 0 percent and a decrease in the non victim-based crime rate of 14 percent since the 12 months to 31 March 2012.

Gwent Police has a good understanding of the demand for its services. Since May 2014 it has completed three 24-hour reviews of all calls to the service, with plans for another in October 2016. These reviews consolidate its already good understanding of reactive demand and it uses sophisticated demand modelling software to understand all aspects of demand. The force also undertakes a comprehensive strategic assessment each year. This covers the threat, harm and risk from crime, other operational matters, demand, performance and intelligence,

and includes environmental scanning (researching of internal and external issues that will potentially provide opportunities or threats to the force) and consulting with external partners.

The force understands the demand that is hidden and under-reported, particularly in relation to vulnerability. Ongoing public confidence survey work is used to identify the most deprived or disengaged communities and the development of engagement strategies to build community confidence in the police. It has invested in cyber-crime training to increase understanding and capability in this emerging crime type. The force's five-day cyber-crime course has been attended by 200 officers.

It works closely with partners to investigate child sexual exploitation, domestic abuse and female genital mutilation. It has regular meetings with safeguarding partners and has a good understanding of human trafficking from major investigations it has conducted involving modern-day slavery and child sexual exploitation. However, the extent of information sharing could be limited by the lack of a multi-agency safeguarding hub.

Gwent Police has implemented a change programme to address processes that cause unnecessary additional demand, which also maps areas of duplication and areas of work that require different outcomes for different areas of the force. It has worked to improve its understanding of unnecessary demand internally, such as unnecessary calls made by staff to other departments within the force. The control room has changed its working practices to reduce unnecessary deployment of staff.

The force has a new 'command and control' system which its control centre uses to manage incidents and the deployment of officers, and also an integrated force crime and intelligence system. It has introduced mobile data terminals, making police systems and information readily available to frontline staff, reducing time spent in police stations and reducing the need for forensic investigations officers to attend and photograph crime scenes. The extent to which this has reduced demand will be evaluated in October 2016, when there will be a 24-hour review of all calls to the service. The daily management meeting is now held as a video conference, which reduces travel time for all involved and releases time for other purposes.

The force has recently introduced body-worn video cameras. Officers were extremely positive about the impact of these devices. Some officers said the cameras were useful in diffusing conflict very quickly and that they provided significant opportunities at domestic abuse incidents to record evidence soon after an incident.

The force understands internal demand and is systematically reviewing systems, processes and working practices to reduce or eliminate waste and duplication through its change programme, called 'Staying Ahead 8'. These exercises of benchmarking and revising processes resulting from using demand modelling business process software are developed with staff unions before they are

implemented. The force's areas of change are reviewed regularly for continued effectiveness and, for example, to check whether a change in one area of work unexpectedly affects another area of business.

How well does the force understand potential future demand for its services?

Demands for police services are continually evolving. Forces need to anticipate and understand likely future changes so that their plans keep pace with the public's needs and expectations. Potential future demand includes new and emerging types of crime, such as cyber-crime, modern-day slavery and human trafficking. Also, it includes changes to the communities that forces serve, developments in technology and environmental events, such as flooding.

Gwent Police has good processes in place to understand how demand might change in the future. The force's strategic assessment is well informed by its understanding of changes in demand, and its strategic priorities and policing model reflect those changes. Its priority is to ensure that the service to the public does not reduce while the force seeks to become more efficient.

The force's change team and the environmental scanning officer have formed strong links. So where, previously, performance and change teams have worked separately, they will now be working together to monitor demand, looking to the future. This partnership helped to identify demand from cyber-crime, and led to the force investing in this area and in officer training. Another example of how the force understands its future demand is through its partnership work with Academi Wales. (Academi Wales is the Strategic Centre for Leadership Excellence across the Welsh Public Service.) The force has submitted an innovation bid for funding to combat the likely future demand where council resources have diminished. Taken together, these partnership measures have improved the force's ability to identify and assess emerging demand.

The force works closely with partner agencies in order to understand their organisations and the effects of any proposed changes in partner organisations on demand on the police. This work promotes understanding of the impact of reducing partner resources and facilitates closer, and more effective, partnership work. For example, the Welsh Ambulance Service is currently struggling to meet increasing demand for its services. The force has introduced a direct call facility whereby officers who are at the scene of an incident can speak to trained staff who can provide them with medical advice. In addition, the force has partnered with mental health services so that it can send an officer with a mental health practitioner to incidents involving children and young people, who may be experiencing poor mental health, to help prevent these people being taken into police custody as a place of safety. The force will undertake a six-month trial of a community psychiatric nurse

working from the force control centre to assist further officers and staff when partner resources are stretched.

Gwent Police meets with public sector partners and community leaders to discuss the effects of changing service levels and how to work through them together in order to mitigate their effects. The force recognises the public's concerns about increasing cyber-crime and has created a cyber-crime triage team as well as a five-day data analytics training course. The force website is also routinely assessed to ensure that it meets the accessibility needs of the public.

Summary of findings



Good

Gwent Police has a strong understanding of its demand through regular reviews of all the demand it faces, and use of data on internal, hidden and proactive demand. Demand is at the heart of the force's understanding of how it operates, how it plans and how it deploys.

Senior officers understand their demand data and the impact that the different types of demand (e.g. internal, hidden, proactive) have on the force, its partners and the public.

The force has improved its understanding of internal unnecessary demand and has implemented a change programme to identify and change processes that create unnecessary additional demand. It works well with external partners at a senior level to secure collective responsibility for demand and ensure that misdirected demand is dealt with appropriately.

Gwent Police has good processes in place to help understand how demand is likely to change in the future.

How well does the force use its resources to manage current demand?

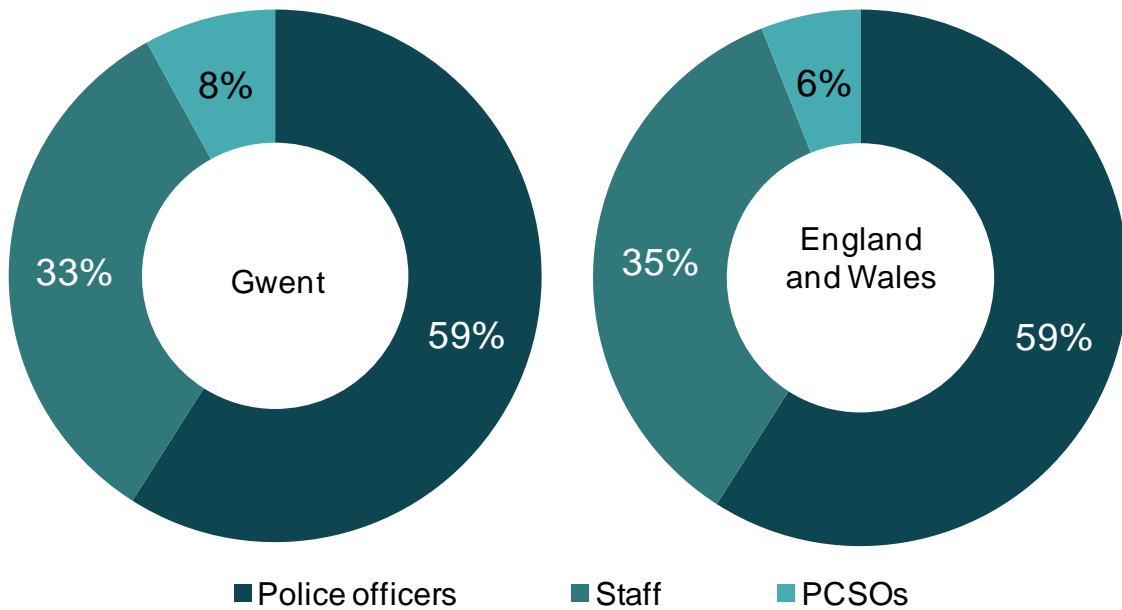
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Gwent Police has the right people with the right skills in the right place to protect the public and to fight crime. Police resources have been reducing continually over recent years. It is increasingly important that resources are aligned to priorities to provide value-for-money services that tackle priorities, manage demand and meet financial requirements. This not only involves a force using its own workforce as efficiently as possible; it also involves the police working in new ways with others to ensure the best possible service to the public, and using all available resources to improve efficiency.

For a number of years, police forces have been focused on changing the way they operate and finding ways to save money in order to manage reducing budgets. It is important that these savings are sustainable and forces can demonstrate that they have achieved efficiencies while continuing to have the capacity and capability to meet demand.

How well does the force's current allocation of resources match demand, organisational and financial requirements?

Police forces need to consider many factors when deciding how to allocate their resources, including all elements of demand, local risks and priorities, and their national responsibilities. We look at how well Gwent Police assesses these factors in making decisions about the level of service to provide and how to use its resources to best effect.

Figure 3: Police officers, staff and police community support officers (PCSOs) as a proportion of total workforce in Gwent Police compared with England and Wales as at 31 March 2016



Source: Home Office Police workforce statistics

Note: figures may not add up to 100 percent due to rounding of numbers. For further information about the data in figure 3 please see annex A.

As at 31 March 2016, police officers make up 59 percent of Gwent Police’s workforce. This was in line with the England and Wales average of 59 percent. The proportion of staff in Gwent Police was 33 percent, broadly in line with the England and Wales average of 35 percent. The proportion of police community support officers in Gwent Police was 8 percent, higher than the England and Wales average of 6 percent.

Figure 4: Planned changes in full-time equivalent workforce from 31 March 2010 to 31 March 2020 for Gwent Police compared with England and Wales

	March 2010	Change from 2010 to 2016		March 2016	Change from 2016 to 2020		March 2020
		Force	England and Wales		Force	England and Wales	
Officers	1,437	-22%	-14%	1,127	6%	-2%	1,199
Staff	810	-22%	-21%	630	8%	-5%	679
PCSOs	143	6%	-35%	151	-14%	-6%	130
Workforce total	2,390	-20%	-18%	1,908	5%	-3%	2,008

Source: HMIC Efficiency data collection

For further information about the data in figure 4 please see annex A

Managing demands for police services

Gwent Police has conducted a survey of demand and has matched its resources to the demand demonstrated by this survey, according to the level of threat, risk and harm. This move to matching resources to individual needs, rather than against crime types, is in line with a national trend among police forces, which takes into account public expectations of the kind of service they want to receive. The force has clear governance in place to manage demand at a local level through daily management meetings. This process enables local commanders to identify which ongoing incidents require resourcing as a priority. New and developing incidents are dealt with as they are reported through the force control room.

The force recognises that reducing demand is vital to create capacity to improve service provision and to enable further resource reductions. The force is part of the All Wales Demand Group, a group consisting of emergency services, health and local authorities that look at demand and decide the most appropriate agency response to categories of incidents. This has shared learning about the ten most common types of call and how each force deals with them. The group is also developing a shared platform across Wales, so that all police force intranet sites look the same and provide the same information.

The force has worked hard in its change programme to ensure that its financial model is aligned with the changes introduced by demand modelling software.

Gwent Police has worked hard to develop an operating model that matches demand, is affordable and meets the needs of its communities. The result has been that levels of public satisfaction and confidence have continued to improve since the

introduction of its customer care programme 'CARES' and the new force operating model. The force has a clear understanding of its costs and the impact on quality of service through its use of tight financial management and the Staying Ahead 8 change programme. This programme helps the force to make sure it can provide value for money and continue to provide a policing service that matches resources to demand and meets public needs.

The force uses process change modelling techniques and project governance, which focus on producing benefits and reviews after implementation. This means that any effect on service provision from process change is clear. The force has a checking mechanism for any changes it introduces. This meeting is held by the force change team to monitor the impact of changes developed using the process change modelling software. In examining the quality of service in the changed policing model, the force ensures that the service to the public is not compromised.

The force has reviewed the way that it deploys to incidents. Its new deployment model is based around the assessment of threat, risk and harm, not specific types of crimes. The new approach by the force includes the resolution of calls at the first point of contact, rather than the more traditional response to an incident or types of crime. This revised approach has provided time for staff to attend and deal with local problems, and for staff to spend quality time with victims and deal with incidents more comprehensively. This focus on quality of service to victims at the initial response stage and then during the investigation is part of the force's CARES programme, which places the victim at the heart of any crime investigation.

Increasing efficiency

The force has good governance structures in place to manage and evaluate service improvements. Gwent Police's Staying Ahead 8 change team evaluates improvements in efficiency of service provision. The force has systems and processes in place to evaluate change. For example, the change board meeting discussed the post-implementation review of custody arrangements in the force, including the evidence gathered, to understand the demand on each custody suite and on the officers within the force. The report reviewed the expected benefits that had been achieved in terms of performance, cost and process changes. It also discussed collaboration proposals with South Wales Police to use a joint custody suite. Members gave additional information for consideration, including how it would affect the use of the force's crime and intelligence system and the drugs and alcohol intervention programmes in Gwent when people were taken into custody within the South Wales policing area, given that this information would not automatically be available to Gwent force systems.

The force has also introduced software to help increase efficiency in identifying people sharing indecent images of children, which enables the force to intervene and convict perpetrators in a much shorter timescale than before. The increased number of registered sex offenders means that extra investment will be needed for

monitoring and carrying out risk assessments by a department that is operating at near capacity. The force has recognised this risk and is monitoring the impact of this change. However, it does present a risk to the force.

How well does the force improve the productivity of its workforce?

Finding ways to make police officers and staff more efficient when they are out in their communities and reducing time spent doing back office functions is essential to ensuring that police officers remain visible, on the beat and engaged in activities to reduce and fight crime. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible. This means forces need to ensure that all their staff have the skills and capabilities to provide the required level of service. We assessed how well Gwent Police understands the skills its staff need, both now and in the future; where there are gaps in either capacity or capability, we looked at whether the steps it is taking are appropriate to ensure that its staff work as efficiently and effectively as possible. We looked in particular at whether the workforce has the right level of digital skills, both to make the most of current ICT systems and to investigate crime digitally.

Understanding current workforce capabilities and gaps

Gwent Police has clear goals to develop and support the workforce to improve the service it provides for communities across Gwent. The force's learning and development strategy and people plan identify its priorities to maximise capability, capacity and resilience. This means that the force has set clear objectives to create an effective workforce.

The force uses modelling techniques which have allowed it to make operating processes more efficient while also identifying and addressing workforce capability and skills gaps. The force incorporates capability and skills assessments into all change projects to ensure that anticipated changes in procedures can be supported by new training to address any shortfall in capability and skills. For example, the force introduced a change to the roles of analysts and researchers. The new roles are omni-competent across performance and crime. The force identified that some staff did not have the necessary skills for the new roles and the role profiles were rewritten to ensure that the new joint role profile contained both skill sets. The force identified that some researchers who were redeployed did not have the skills to be analysts. The force invested in training and some staff have embraced the challenge of new skills and others have chosen to take voluntary redundancy. This has meant that further interviews and external recruitment have been required to fill all posts for these roles.

Since 2015, the force has introduced body-worn video cameras and trained operational staff in their use. The use of body-worn video camera evidence has

significantly improved the speed of crime investigation by increasing the number of early guilty pleas. In one example, video images and verbal data were used in a murder case to support a prosecution.

Tackling workforce gaps

The force responded quickly to address workforce gaps through its officer recruitment programme. This programme led to 40 new probationary recruits in November 2015, who as of June 2016 were being deployed on operational activity. These deployments allowed for specialist posts to be filled without affecting frontline capability. In 2015/16 it was estimated that the force had the third highest proportion of officers in visible frontline roles in England and Wales at 70 percent, compared with the average for England and Wales of 61 percent.²

In response to the strategic policing requirement, the force has identified cyber-crime as a gap in workforce skills. It has addressed this quickly by implementing a five-day training programme for officers, which has been attended by 200 officers with a further 100 awaiting training. The force also identified a gap in the skill set of sergeants after the introduction of the new force operating model, which places a greater level of responsibility on sergeants. It provided training to the sergeants to give them additional knowledge and skills on how to lead and how to delegate to meet their increased level of responsibility.

How well does the force work with others to improve how it manages demand for its services?

We assessed how well Gwent Police has explored all opportunities to work in collaboration with others to increase efficiency and provide better, more resilient services. This can include work 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 others, and whether it has a good understanding of how successful its joint working has been in helping it to better meet demand for its services.

Gwent Police has developed good collaborative working arrangements with other police forces and a range of public partner organisations to enhance efficiencies and the quality of service offered to the public.

The force is working with South Wales Police on a number of projects, including a fully integrated resource management system which combines duty management, and finance and resource management, and on the use of the force's crime and intelligence system and process modelling software. This has allowed the

² *HMIC Value for Money Profile – Gwent Police*, HMIC, 2015. Available at: www.justiceinspectorates.gov.uk/hmic/publications/gwent-2015-value-for-money-profile/

development of a proposal that will enable Gwent Police to use a custody suite in a South Wales Police custody block. The force has shared knowledge with Dyfed-Powys Police, which is in the process of implementing a process modelling system.

The chief constable and local authority chief executives are exploring plans to establish a multi-agency safeguarding hub. The force is also doing very positive work with voluntary organisations to deal with children who are missing from home and who are at risk of sexual exploitation. The force is also working with the ambulance service to ensure that the right agency responds appropriately to each adverse incident. Adverse incidents are those where the response has been inappropriate or has resulted in adverse consequences as a result of the response. This may be because there was no response, a delayed response or the wrong agency or resource attended.

Collaboration benefits

Gwent Police has built good collaborative working arrangements with South Wales Police, Dyfed-Powys Police and several Gwent-based local authorities to maximise the benefits of centralised procurement of information communications technology (ICT) and legal services. The force has reported that the shared resource service has reduced the combined ICT budget of Gwent Police, Monmouth and Torfaen Council from £12.5m to £7.9m, with much of this saving attributed to Gwent Police.

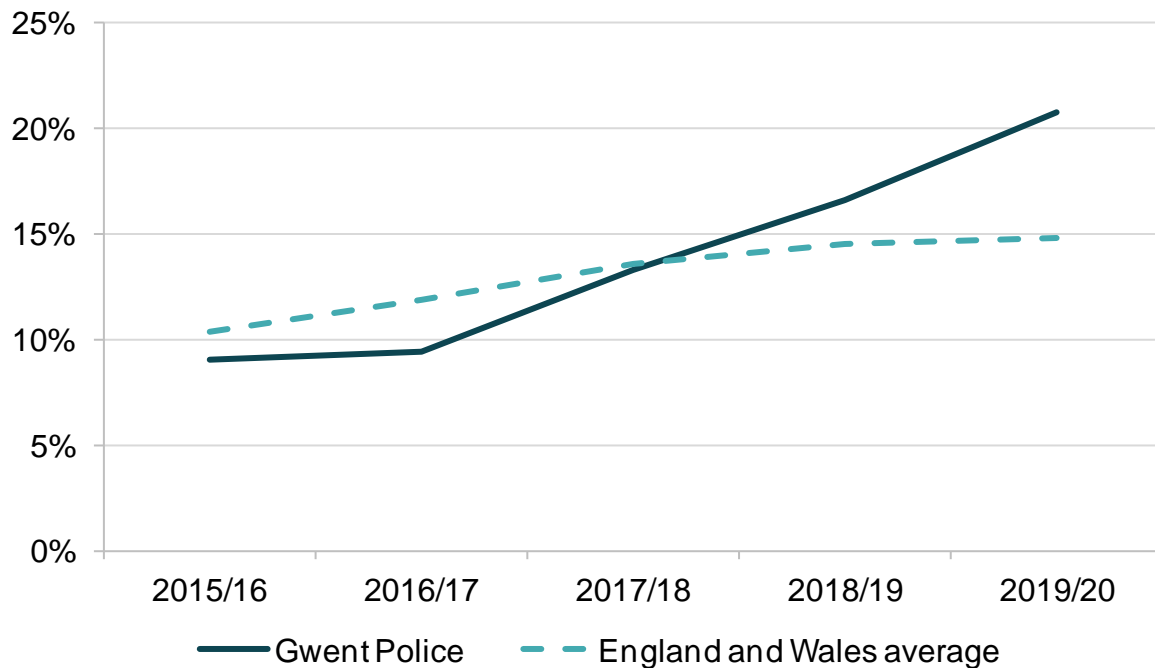
The force has already made significant savings in collaboration with South Wales Police through a project to optimise IT efficiencies across the two forces, the fully integrated resource management system, the introduction of mobile data devices, extending and sharing the forces' crime and intelligence systems, and major investigation activities. The force's collaboration with others has reduced costs because it has made non-pay related savings in areas other than funding allocated for payment of staff salaries by questioning the validity of all spending. In replacing 20-year-old IT systems and sharing service provision with local authorities, the force has reduced costs and created opportunities to identify other areas to make savings.

The force continues to explore opportunities to collaborate with other organisations. It is working closely with the fire service to share estate facilities across the force area, mainly fire stations.

The force is working well with other emergency and public sector services in a variety of ways to manage demand more efficiently. This covers such areas as mental health, the ambulance service and reviewing adverse incidents. A company called the Behavioural Insights Team has reviewed unnecessary demand for policing services. There is also an 'All Wales Demand Group' forum. Following work with other partners such as local authorities, the force has changed its website which now

provides clear guidance directing people to the right information, for example advising service users to seek advice from the local council on issues such as noise nuisance.

Figure 5: Projected percentage of net revenue expenditure in Gwent Police, compared with England and Wales, on collaboration with other forces in the 12 months to 31 March 2016 to the 12 months to 31 March 2020

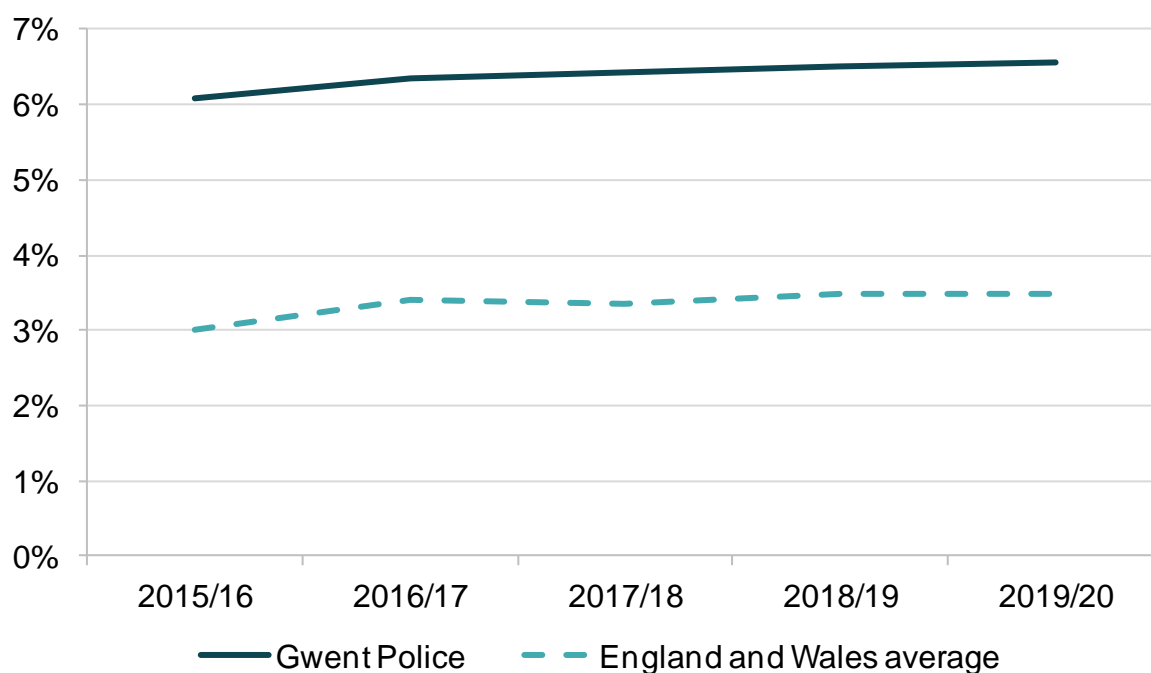


Source: HMIC Efficiency data collection

Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. West Mercia Police and Warwickshire Police stated that all of their net revenue expenditure is spent in collaboration. To avoid distorting the distribution of forces, these have been removed from the England and Wales average for this figure. For further information about the data in figure 5 please see annex A

Gwent Police has forecast that it will spend £11.0m in 2016/17 on collaboration with other police forces. This is 9.4 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £24.9m (20.8 percent of NRE) on collaboration with other police forces. This is broadly in line with the England and Wales average of 14.8 percent.

Figure 6: Projected percentage of net revenue expenditure in Gwent Police, compared with England and Wales, on collaboration with non-police organisations in the 12 months to 31 March 2016 to the 12 months to 31 March 2020



Source: HMIC Efficiency data collection

Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. For further information about the data in figure 6 please see annex A

Gwent Police has forecast that it will spend £7.4m in 2016/17 on collaboration with non-police organisations. This is 6.4 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of 3.4 percent. For 2019/20, the force has forecast that it will spend £7.9m (6.6 percent of NRE) on collaboration with non-police organisations. This is broadly in line with the England and Wales average of 3.5 percent.

How well does the force understand how any changes made to improve efficiency have affected its ability to manage demand?

As resources reduce and demands on police services become ever more complex, it is increasingly important that forces understand fully the benefits that are realised from any investment and the impact of any new ways of working. This understanding enables them to learn from what works and to take swift action to mitigate any negative results.

Gwent Police has been good in realising benefits from its investments. The force change team operates a financial tracker which clearly shows how savings targets were calculated and are monitored. In the year to date, the force has saved more than it had projected from its investment in ICT, review of resources and remodelling of frontline and back office functions.

The force has invested in many areas during the development of the current policing model, in particular the force control room, its command and control system, its crime and intelligence system, its investigative approach, and crime recording and investigation at first point of contact. It has also invested in technology, including mobile data terminals and body-worn video cameras. The force's evaluation of these investments is in its early stages.

Mobile devices have reduced the amount of time officers need to complete their tasks. For example, officers can now take photographs at the scene rather than call crime scene investigators, and these photographs can be accessed in custody facilities. The force has reported an increase in the number of early guilty pleas as a result. There are also two kiosks at the basic command unit and one at headquarters that allow officers to download images from mobile devices themselves, rather than send images to the high-tech crime unit for processing. This has helped to reduce demand and delays.

The force has been good in the operation of its current change programme. The force change board for the Staying Ahead 8 programme undertakes a structured series of reviews and reforms to streamline how the force works, increasing productivity while maintaining or enhancing performance. Its aim is to have the right people in the right place, at the right time, doing the right thing in the best way in whatever part of the force they work in. The force's aim is to design activities to reduce future demand because resources are reducing in line with budgetary constraints, and to maintain a quality service to the public even when making savings.

The force's Staying Ahead 8 change programme uses an Excel-based process change modelling tool that gives the force a clear understanding of what the consequences of process change may be on service provision. This has enabled the force to model and view a number of options for change before choosing the one that is most suitable and effective.

The force understands the consequences of change on its service. It models changes to select the most effective proposals, which are referred to the force change board which governs and monitors the change and then undertakes reviews after implementation to assess levels of effectiveness, savings and lessons that can be learnt. When the force decided to introduce the new force operating model, which involved large-scale structural changes, it held meetings with local councillors throughout the process and afterwards. The force introduced the CARES

programme, which involves speaking to every victim of crime to seek feedback on all levels of the force, from sergeant up to and including chief constable, and reviewing victim satisfaction surveys. The force has seen a 10 percent increase in victim feedback, clearly indicating that communication has improved. The force has also introduced an option on the force website for members of the public to 'rate our service'. At the time of inspection, its average rating for the last 90 days was 3.7 out of 5.

Summary of findings



Gwent Police uses its resources effectively to manage current demand and has a good understanding of demand which it uses to allocate resources. The force has systems in place to understand its workforce gaps and capabilities, and to match operational skills to demand in real time and for longer-term planning and deployment of resources. The force has developed good collaborations with partners including other forces, the ambulance service, academic institutions and private industry, to deal with demand more efficiently, and has processes in place to ensure that it reviews the impact of change on service provision. The force has been good in realising benefits from its investments, and outstanding in the way it selects, manages and reviews the impact of its current change programme.

How well is the force planning for demand in the future?

HMIC examined how well forces are using their understanding of current and future demand on their services to develop more efficient ways of operating that balance ambition, realism, innovation and risk. Our assessment examined the extent to which Gwent Police's plans are credible and achievable while at the same time are creative and ambitious. This included how far it is aiming to improve efficiency through its workforce plans, collaboration plans, financial plans, ICT plans and approaches to risk.

How well does the force identify and prioritise areas to invest in for the future?

It is important that forces have good plans in place which take account of future demands for their services as well as the likely future funding available to them. They need to invest wisely for the future in order to ensure that they have the right capabilities to meet future demand. HMIC examined the force's financial plans and workforce plans to assess how far it is set to meet future changes in demand and local priorities. We looked in particular at how well Gwent Police has considered its future ICT capabilities as well as any wider changes to the communities it serves.

Matching resources to demand, organisational priorities and financial requirements

Gwent Police has a clearly laid-out resourcing model, matched against current finances and the expectations of monies available under future government settlements. The chief officer team demonstrated a good understanding of the plan and there is strong governance around staff deployments and new appointments. The force is taking initial steps to develop an agile workforce, supported by mobile ICT services, with targeted staff training to improve the operational response to cyber-crime. All such actions are co-ordinated against principles of the resourcing model, and decision making is swift with a clear reason given.

Gwent Police's medium-term financial strategy for the period to 2020 is aligned with the Police and Crime Reduction Plan and the Strategic Policing Requirement.

Investing in ICT

Gwent Police has a comprehensive and good strategy and plans for investment in ICT that take account of digitisation to improve the efficiency of its service provision.

Over the last 12–24 months, the force has been aiming to maximise the benefits from using digital services. It has implemented and made greater use of video conferencing for routine team briefings, introduced a new command and control

system and introduced mobile data to enable officers to access police systems while on patrol. It has also introduced body-worn video cameras and has implemented e-services both internally (such as its fully integrated resource management system) and externally (such as fleet management with a local authority).

The force has a very good benefits realisation process to monitor the deployment of mobile IT equipment and data applications in conjunction with South Wales Police, with whom the force shares an ICT service provider. The force contributes a proportion of salary for specialist ICT resources at South Wales Police as part of the collaborative arrangements.

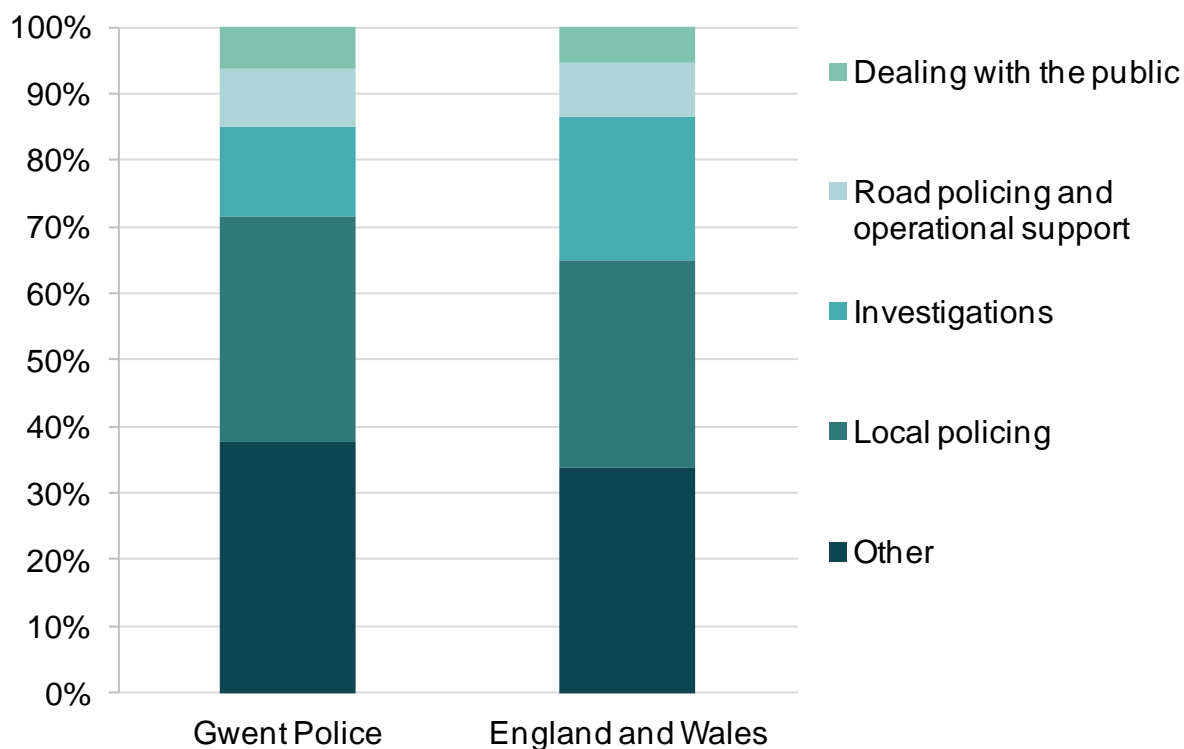
The force's fully integrated change team uses business process change modelling software to review all force operational areas to improve the way future demand is met.

The force's implementation of body-worn cameras has been well received by operational staff, who now receive fewer customer complaints and are able to work more efficiently. Also, the new mobile technology has been well received by the public, who benefit from faster incident resolution and response times because officers receive all the information they need through their handheld devices, without the need to return to the police station. The force is using web technology to find out what people think about the force by having a 'rate my service' facility on the force website. It is also working with South Wales Police to develop an online tool for the public called 'track my crime'

How well does the force plan its investments?

A force's plans for investment and savings need to be credible, realistic and informed by a full understanding of the future challenges (both financial and operational) that it is likely to face. HMIC assessed the extent to which Gwent Police's future plans are prudent, robust and based on sound assumptions about future demands and costs, while at the same time being ambitious enough to meet public expectations, including identifying new ways of working and providing services in the future.

Figure 7: Estimated percentage of gross revenue expenditure allocated across different policing functions in Gwent Police compared with England and Wales in the 12 months to 31 March 2016



Source: HMIC Efficiency data collection

For further information about the data in figure 7 please see annex A

Gwent Police can clearly demonstrate that it has a credible financial plan that is built on sound assumptions for the medium-term future of the force.

The police and crime commissioner has a medium-term financial plan that shows a potential deficit through to 2020/21. The deficit is based on being able to continue to provide services in the most adverse case of scenario planning, for example where predicted savings within the change programme were being made; local government income was reduced; and there were adverse changes to the police funding formula. The force is confident it will make the required savings: it has a credible plan and has a good record of making savings in line with its savings plans. The force has also shown that it is able to amend its plans to accommodate changing information, where real financial outcomes would not require such significant savings, or to invest 'oversavings' in modernising services.

The force's future plans appear to be credible because it has anticipated potential changes to expenditure following the recent change in police and crime commissioner. The new police and crime commissioner is keen to enhance community engagement by potentially providing 40 additional police community support officers by 2020/21.

The force has an up-to-date financial tracker that clearly shows how savings targets were calculated and the timelines for the savings to be made. The force is ahead of its projected savings targets and during 2015/16 has made savings from its investment in ICT, review of resources and remodelling of frontline and back office functions.

Planning for the future

The force has robust financial plans in place to reach a balanced position over the four-year period to 2020/21. The force has detailed plans that demonstrate how it will achieve its savings, with large savings coming through streamlining estates, reducing software budgets, and reducing money spent on learning and development by targeting training to those who most need it. Savings from mobile devices have already been realised with the securing of a cheaper contract. A new police headquarters will be built over the next two or three years. The shared resource service has reduced the ICT budget between Gwent Police, Monmouth and Torfaen Council, with most of the saving being realised by Gwent Police by moving the ICT department and infrastructure to the right location and reducing network connections and systems.

The force changed its financial planning assumptions after the November 2015 comprehensive spending review, while taking into account possible future changes to the police central grant funding formula based on these assumptions. The force is ahead of its financial targets and is still looking to make greater efficiency savings to offset a potential funding deficit through to 2020/21.

The force's current plans appear to be credible because of already realised, proven efficiency savings, and anticipated changes in police and support staff numbers to meet known and projected demand.

The force's medium-term plans should not change service provision because the force already has robust benefits realisation savings plans in place to counter a potential deficit by 2020/21.

The force is seeing extensive change in service provision internally and externally because of the change programme. The east and west criminal investigation department (CID) process modelling – to determine the most efficient and effective CID model to provide investigative support and service to the force – should result in efficiencies, as should the introduction of a multi-agency safeguarding hub. Roads policing and the dog section will also undergo a review. The force co-ordinates individual reviews through the force change board at which progress, project interdependencies or conflicts are highlighted, discussed and resolved.

To what extent does the force fund its investments sustainably?

Police forces have made significant financial savings over recent years which has enabled them to reduce their costs and protect frontline policing. They continue to face financial challenges and it is vital to their ability to sustain effective policing that they continue to seek improved efficiencies and drive down costs so that they can not only balance their budgets but also invest in improving their capability in the future. Forces need to consider different ways of transforming the way they work in order to secure effective policing in the longer term. This may include plans to establish different joint working arrangements with other organisations or investing in ICT to improve operational efficiency.

Saving to invest for the future

Gwent Police has a published value for money financial plan for the period to 2020/21, by which time it will face a potential budget shortfall of £9.5m. The force anticipates that the shortfall will be covered by efficiency savings from its change programme. Savings are being driven by the force's Staying Ahead 8 business change programme and robust governance board processes. At the time of the inspection, all the force's functional areas had either been reviewed or were due to be reviewed over the financial plan period.

The force forecasts a budget surplus at the end of the 2016/17 financial year and anticipates accelerated efficiency savings and use of forecast capital reserves by 2020/21. The force has detailed plans for achieving the required level of savings. Significant savings are to be made: against estates by sharing locations with partners; from cheaper contracts for mobile devices and more reliable handsets; by reducing software budgets; and by substantially reducing the amount spent on learning and development by only training staff if there is a fully costed business case. Although the financial statements indicate a difficult funding period, we are satisfied that Gwent Police has measures in place to manage the potential risk in future years. It is taking into consideration the likelihood that the new police and crime commissioner will increase the number of police community support officers. It also plans to increase its visibility and presence by improving further the efficiency benefits from its existing change and investment programmes.

Working together to improve future efficiency

Gwent Police has good experience of working with others. HMIC saw change programme documents listing the force's collaboration arrangements at the time of the inspection. The documents show that a significant number of operational areas have already been reviewed or are due for a process change review that will include areas of established and developing collaborations with police forces and other public sector agencies. Collaboration is governed through the 'All Wales Collaboration Group'. For example, the force collaborates with South Wales Police

and Dyfed-Powys Police with joint IT systems that support the Joint Firearms Unit and Scientific Support. The Shared Resource Service provides ICT services for the force and two local authority partners. The force has collaborated with private companies in developing video recording and mobile device software applications, where the applications remain the property of the software provider and the force secures a cost-effective licence.

The force has a clear understanding about which collaborative activities and projects are best able to improve productivity further and contribute to its efficiency over the medium and long term. It has a clear understanding of how its partnership activity might affect service provision, and its risks and potential gains. It has set aside funds to support the development and operation of the pan-Wales multi-agency safeguarding hub. The force uses process change modelling and robust project board governance to ensure that it is prioritising those activities that are most likely to meet its future requirements. It is exploring the potential benefits of using process change modelling in work with partners such as local authorities to enhance service provision and reduce costs.

Summary of findings



Good

Gwent Police is planning actively for demand in the future. It has prioritised areas to invest in and, in the case of ICT, has investment and change programme plans that should achieve greater efficiency and service improvement. Its plans for investment in ICT are comprehensive and it has an outstanding strategy that takes account of digitisation to improve the efficiency of its service.

The force has a clearly laid-out resourcing model, matched against current finances and the expectations of monies available under future government settlements. Its medium-term financial strategy for the period to 2020 is aligned with the Police and Crime Reduction Plan and the Strategic Policing Requirement. The force can clearly demonstrate that it has a credible financial plan which is built on sound assumptions for the medium-term future of the force. We are satisfied that the force has robust financial plans in place to secure a balanced position over the four-year period to 2020/21.

Next steps

HMIC will assess progress on any recommendations and areas for improvement identified within its reports in a number of ways. We may re-visit those forces where we have identified a serious cause of concern, go back to assess as part of our annual PEEL inspection programme or receive updates through regular conversations with forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency, legitimacy, and also leadership. These reports identify those issues that are reflected across the country and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made at a national level.

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' than, 'higher' than 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.

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 expenditure

These data show estimated gross revenue expenditure (GRE) for the force in 2016/17 and 2019/20, calculated using total GRE pay and total GRE non-pay budgets provided to HMIC by individual forces at the time of data collection (April 2016), excluding expenditure on the office of police and crime commissioner.

Forecast savings

These data show planned savings (including use of reserves to bridge an in-year funding gap) in future years, calculated using the planned savings for pay and non-pay budgets provided to HMIC at the time of the data collection (April 2016). Some forces only provided figures for savings that they had formally signed off at that point, while others provided estimates for the whole period. Therefore a force with only a small savings requirement is not necessarily faced with only a small savings challenge for the future.

Workforce figures (based on full-time equivalents) for 31 March 2016 and 31 March 2020

These data are 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), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38 designated officers (investigation, detention and escort), but does not include section 39 staff.

Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy. 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 current high vacancy rate which masks this change.

Workforce costs per head of population are obtained from calculations in HMIC Value for Money Profiles 2015, which use the ONS mid-2014 population estimates. 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.

Figures throughout the report

Figure 1: Volume of 999 calls from the 12 months to 31 March 2012 to 12 months to 31 March 2016

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

Figure 2: Police recorded crime in 12 months to 31 March 2015 to 12 months to 31 March 2016

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). 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 HMIC inspection. Therefore England and Wales averages in this report will differ slightly from those published by the Home Office.

Figure 3: Percentage of officers, staff and PCSOs in force workforce on 31 March 2016 compared to England and Wales

Data as at 31 March 2016 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' full-time equivalents (FTE). 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.

Figure 4: Planned changes in workforce FTE from 31 March 2010 to 31 March 2020 for the force compared to England and Wales

The figures in figure 4 are rounded to the nearest whole person, full-time equivalents (FTEs), and therefore may differ slightly from the exact figures quoted within the report. Police staff includes section 38 designated officers (investigation, detention and escort).

Data as at 31 March 2010 and 31 March 2016 are obtained from Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE. These data include officers on career breaks and other types of long-term absence, and those seconded to forces. Projections for March 2020 are budget-based projections and therefore are 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 current high vacancy rate which masks this change.

Due to the complex and continually evolving picture of workforce collaboration between neighbouring 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 over time need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces, 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 provided are in many instances unconfirmed estimates provided to assist HMIC in our inspection programme and should not be seen as a concrete plan for the future workforce landscape of policing.

Figure 5: Projected net revenue expenditure on collaboration with other police forces for the 12 months to 31 March 2016 to the 12 months to 31 March 2020

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection.

These data cover the level of expenditure by forces on collaboration-related activity. Collaboration can include a variety of different types of activity, some of which may not incur specific expenditure, but may still generate benefits such as savings or improved services the public. Therefore these data should be seen as only one aspect of potential collaboration activity.

West Mercia Police and Warwickshire Police have a highly-developed integrated relationship and have stated that all of their net revenue expenditure is through collaboration. To avoid distorting the distribution of forces around the average, West Mercia Police and Warwickshire Police have been removed from the England and Wales average for this figure.

Figure 6: Projected net revenue expenditure on collaboration with non-police organisations for the 12 months to 31 March 2016 to the 12 months to 31 March 2020

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. As suggested above, these data should be seen as only one aspect of potential collaboration activity.

Figure 7: The percentage of gross revenue expenditure allocated to different policing functions in the 12 months to March 2016

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. These data define policing functions using the Policing Objective Analysis categories which we have grouped. The grouping is illustrated in the table below.

Figure 7 policing functions	POA categories
Local policing	Local policing
Investigations	Specialist Investigations Investigative Support Public Protection
Road policing and operational support	Roads Policing Operations Support
Dealing with the public	Dealing with the Public
Other	Intelligence Criminal Justice Arrangements Support Functions National policing Office of PCC Central Costs