

# PEEL: Police efficiency (including leadership) 2017

An inspection of Dyfed-Powys Police



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## Introduction

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

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

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

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

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

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

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

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

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure



### Workforce

Planned change in officer numbers



Planned change in total workforce



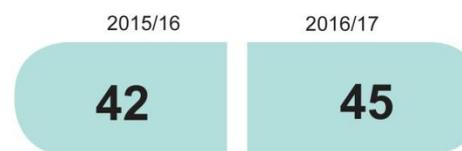
### Calls for assistance

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



### Recorded crime

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



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



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

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

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



**Requires improvement**

Dyfed-Powys Police is judged to require improvement in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is the same as last year. The force’s understanding of demand is judged to be good; it is assessed to require improvement for its use of resources to manage demand; and its planning for future demand is judged to require improvement.

## Overall summary

How well does the force understand demand?



**Good**

How well does the force use its resources?



**Requires improvement**

How well is the force planning for the future?



**Requires improvement**

Dyfed-Powys Police needs to improve the overall efficiency with which it keeps people safe and reduces crime, although there are some aspects of the force’s work that are managed well, such as its understanding of demand. The force has well-established processes and systems that allow it to monitor and understand current demand, including demand that might go unreported. It uses this understanding to move resources to where they are needed most. The force’s leaders are also good at promoting innovative thinking to reduce demand, and use continuous improvement techniques to good effect, identifying wasteful and inefficient practices.

Dyfed-Powys Police needs to improve the way it uses its resources. The force has not undertaken a skills audit to understand the capacity and capability of all of its people. Such an audit would help the force inform its recruitment, selection and promotion processes in order to identify the best people for the job and to develop

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

people in their roles. The force also needs to improve the way it plans for the future. For example, the force needs to make better use of national recruitment and development schemes, external recruitment, and other recruitment opportunities to ensure it is able to recruit, promote and develop people with the skills it needs. The force also needs to develop an integrated vision of the future that takes into account public expectation, changing technology, interoperability with other emergency services and the reduced resources available to its partners. On a more positive note, the force has made good progress in developing a more strategic approach to partnership working. It has also invested well in ICT, which has resulted in significant savings and a reduction in demand across a number of areas.

### **Areas for improvement**

- The force should undertake appropriate activities to understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The force should complete a leadership skills audit that will allow it to understand leadership capacity and capability across all ranks and roles.
- The force should do more to explore opportunities for further collaboration with partner organisations to improve services, drive efficiencies and better manage demand for its services in the future.
- The force should develop individual career pathways linked to succession planning.
- The force should consider a wider range of sources for the identification of talent.

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

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

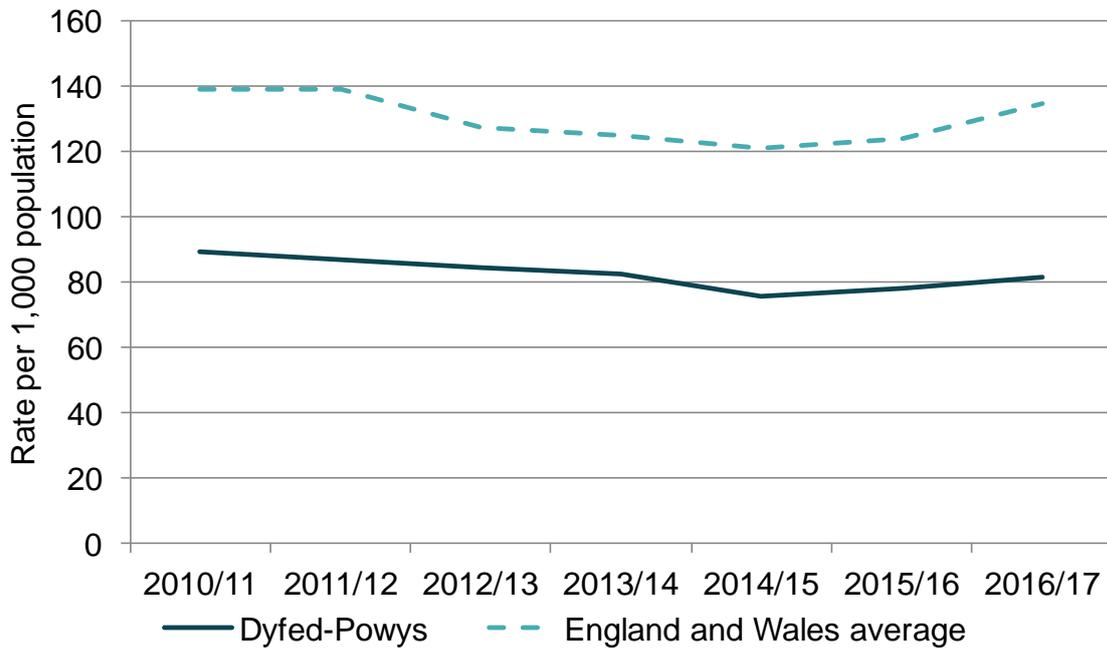
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond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

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

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

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

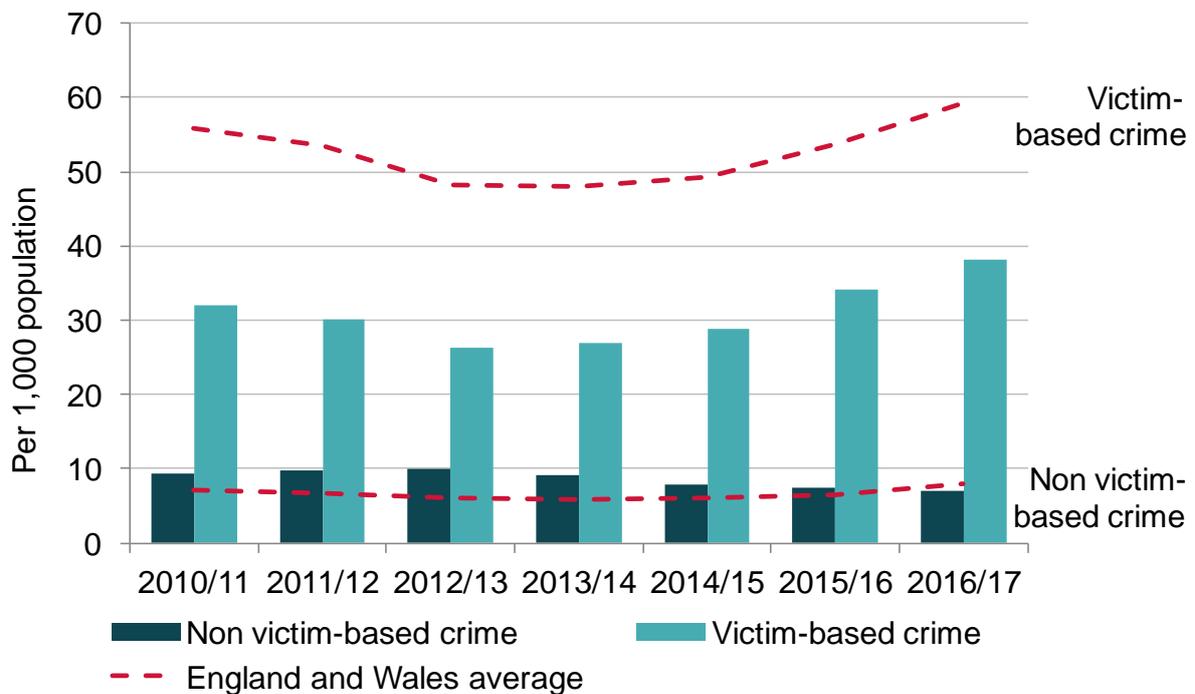
**Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Dyfed-Powys Police compared with England and Wales as a whole, from 2010/11 to 2016/17**



Source: Home Office Annual Data Requirement

Dyfed-Powys Police recorded 82 999 calls per 1,000 population in 2016/17. This was lower than the England and Wales force average of 135. The rate has decreased from the 89 calls per 1,000 population recorded in 2010/11, however it has increased since 2015/16 when the rate was 78 calls per 1,000.

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



Source: Home Office Police-recorded crime data

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

The rate of victim-based crime per 1,000 population in Dyfed-Powys in 2016/17 was 38.1 crimes. This is higher than the rate in 2010/11 of 32.0 crimes. The rate of victim-based crime decreased between 2010/11 and 2012/13 to 26.3 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population served by Dyfed-Powys Police, the rate of non victim-based crime per 1,000 population in 2016/17 (7.0 crimes) was lower than in 2010/11 (9.4 crimes). The rate of non victim-based crime per 1,000 population increased to 10.0 crimes in 2012/13 before dropping to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

### **Understanding demand**

Dyfed-Powys Police uses a range of data sources and analysis to understand the demand for its services. This provides the force's leaders with the information they need to understand changes in demand that affect day to day operations, and to respond to those changes appropriately.

This analysis also allows the force's leaders to prevent demand. Officers and staff working in the force control centre (FCC), where 999 and 101 calls are received, use software to monitor and understand demand in real time. This means they can dispatch response officers or specialists to deal with an incident based on up-to-date information. The force also uses analytical software that allows frontline staff to monitor incidents and crimes in their area. This software identifies trends over time, which means the force is in a better position to predict future demand and prevent it from occurring in the first place. The force also uses some data provided by its partners, such as data from Public Health Wales which it uses to inform its understanding of the use of heroin in the Llanelli area. The force has an anonymous information sharing agreement in place with the sexual assault referral centre (SARC), which helps inform its understanding of demand involving serious assaults. However, the force would benefit from making greater use of local authority data.

Dyfed-Powys Police uses analytical techniques to predict demand that may occur in the future. For example, the monitoring software used in the FCC enables the force to anticipate when demand is likely to be at its greatest. This is particularly important for a force like Dyfed-Powys, where there are significant seasonal changes in

demand, brought about by increased numbers of visitors during holiday periods. Understanding these patterns means the force can increase or reduce its resources accordingly, including proactively relocating officers during busy periods.

The force also prevents demand for its services from occurring in the first place. For example, Welsh Ambulance Service staff and mental health specialists within the FCC are able to identify demand that requires a healthcare rather than police response. The force has also established an investigation team in the FCC. This team seeks to identify calls for service which do not require the immediate attendance of a police officer, or where advice can be given to callers to use other services better placed to help. At the time of the inspection, the force's own monitoring showed the investigation team was reducing demand on frontline policing services by ten percent.

### **More complex demand**

Dyfed-Powys Police is good at identifying more complex demand. For example, the force understands that modern slavery, so-called honour-based violence, child sexual exploitation and domestic abuse are all likely to be underreported. Action plans have been produced for each of these areas and people have been appointed to manage specific campaigns to increase awareness and reporting. In October 2016, the force took part in a national week of action against modern slavery, visiting business premises to raise awareness and identify potential victims. The force has also used social media and poster campaigns to encourage victims of hidden crime to come forward, and to alert members of the public to the signs they should look for.

The force uses its understanding of complex demand to inform its work with partners. For example, the force has worked with Pembrokeshire County Council and the Gangmasters and Labour Abuse Authority to identify opportunities for multi-agency enforcement activity. In May 2017 as part of a force day of action, five people were arrested on suspicion of gangmaster offences after an investigation into modern slavery. The force also receives information from a range of sources such as social services, local health boards, Barnardo's and BAWSO<sup>3</sup>, which it uses to inform policing activity. For example, a briefing document about female genital mutilation has been produced for frontline officers and a marker has been added to force IT systems so that potential victims can be clearly identified and offered the right level of support. The force also has school liaison officers who work with young people to identify potential child sexual exploitation and domestic abuse, crimes which might otherwise go unreported.

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<sup>3</sup> BAWSO is an all Wales, Welsh Government Accredited Support Provider, delivering specialist services to people from black, Asian and minority ethnic (BME) backgrounds who are affected by domestic abuse and other forms of abuse, including female genital mutilation, forced marriage, human trafficking and prostitution.

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

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

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

Dyfed-Powys Police has effective governance in place to ensure that it manages, prioritises and filters demand efficiently. To ensure the force is working as efficiently as it can, senior leaders have used a series of change programmes to identify wasteful or inefficient activity, the current change programme being 'spending wisely'. These programmes have focused on making savings within support functions and operational policing (such as reducing overtime), as well as making better use of technology, collaborative arrangements, and procurement opportunities. As a result of these programmes, the force estimates that it reduced its spending by £23.5m between 2010 and 2016.

In March 2017, the force undertook a review of its governance structures. Work to improve efficiency is now managed through the 'spending wisely' and 'continuous improvement' (CIT) teams. These teams report to the force's executive board and chief officer group. The CIT identifies failure demand within the force, that is demand caused by a failure to do something or a failure to do it right, so that waste can be eliminated. For example, the CIT recognised that by placing a page of frequently asked questions on the force website, members of the public would have less need to contact the force control centre. Call handlers told HMICFRS they now receive fewer calls in respect of those questions which are frequently asked. Data provided by the force during the inspection showed that processes designed to reduce waste were effective.

The force uses sophisticated software to model how well available resources match actual demand. In addition, the force analyses activity undertaken within specific operational roles. The force estimates that, as a result of this modelling work, it has a 79 percent match between demand and available resources: an improvement of 9 percentage points. This figure is viewed positively by the force, given the challenges of policing the largest geographical force area in England and Wales. Nonetheless, based on the modelling, the force has made changes to rosters and deployment levels to improve the match between resources and demand. The force also uses modelling software to identify areas of concern. For example, the force has identified that the policing teams covering Llanelli rural and Llanelli town are carrying the highest number of incidents per officer but are also carrying the highest proportion of sickness absences. In contrast, Pembroke Dock has the lowest number of incidents

per officer and the lowest levels of sickness absence. Under the oversight of the demand team, the force is acting to change resourcing levels and reduce sickness absenteeism.

Dyfed-Powys Police is taking effective action to ensure that it does not actively or inadvertently suppress demand. The first point of contact with the police is most likely to be through the FCC, where 999 and 101 calls are received. We spent time in the FCC and found that it is adequately staffed and that calls are answered quickly. We found that the abandonment rate, namely the rate at which callers hang up before the call is answered, is very low, with the vast majority of 999 or 101 calls being answered before the caller hangs up.

A risk-based approach is used within the FCC to ensure that vulnerable callers receive the right level of service. The force has introduced a rigorous approach, known as THRIVES<sup>4</sup>, to assess the risk posed by each individual incident in order to provide the most appropriate police response. The force has also introduced an incident and crime assessment team (ICAT) within the FCC. This team responds to low priority calls which do not require immediate police attendance. Since the ICAT was established in April 2017, ten percent of calls to the FCC have been dealt with through desk-based investigation as opposed to sending a police officer to the incident. The force estimates that it will save the equivalent of 25 full-time officers over the first 12 months as a result of introducing ICAT. However, now that the force records crime at the first point of contact, the overall effects to demand on the front line remain to be seen. There are checks and balances in place to ensure calls passed to the ICAT meet the threshold for referral, to avoid suppressing demand.

Governance mechanisms are in place to ensure that the benefits of the force's projects to reduce demand are realised. This includes the use of software and activity analysis to understand the relationship between resources and demand. The data collected from this work has allowed the force to manage, prioritise and filter demand better. For example, the analysis of activity undertaken by response officers, CID and roads policing provided the force with the opportunity to review its policing model and look for alternative ways of providing a better service for the public. As a consequence, Dyfed-Powys Police took the decision to cease routinely attending all calls for service, filtering out those calls which did not require immediate police attendance. These calls are now dealt with by telephone investigation, allowing call handlers to prioritise more urgent calls. Changes arising out of this review are scrutinised by the CIT who challenge heads of department and senior officers to ensure that benefits are being realised.

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<sup>4</sup> THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply on the type of incident or crime being reported, in order to help call handlers determine the appropriate level of response to a call. The force has refined this risk assessment process to include safeguarding; internally known as THRIVES.

The force is in the process of identifying continuous improvement champions throughout the organisation so that waste can be eliminated, or at least minimised, in all areas of policing. The force's continuous improvement activity has led to improvements in the way data is shared with other agencies, reduced duplication of effort and cleared backlogs in areas of work that had previously seen delays in processing. The work of the CIT has been recognised at a national level for its contribution to reducing inefficiency within the force.

The force is aware of the potential unintended consequences of change. For example, the introduction of the THRIVES process means that calls take longer to handle. The force acknowledges this and has compensated by introducing a new software programme that supports quicker decision making and prioritisation.

### **Leaders promoting innovative thinking**

The force has effective structures in place to encourage its workforce to put forward new ideas and responds well to all suggestions for improvement, regardless of whether they are adopted. Leaders encourage officers and staff to contribute ideas by inviting feedback at chief officer roadshows, through the 1DPP (Dyfed-Powys Police) blog, 'ask the chief' and in-team or one-to-one meetings with supervisors.

We observed these structures working well. For example, a police sergeant in Brecon suggested the need for an aide-memoire for first-line supervisors, to remind them of their principal responsibilities as leaders. This suggestion has now been refined into a set of documents setting out the force's leadership expectations. Other examples include changes in the way that automatic number plate recognition is used (a suggestion put forward by a police constable to the chief constable during a visit to a station) and the use of external consultants to undertake predictive analytics as recommended by a detective chief inspector. The CIT also encourages individuals and teams to think innovatively by promoting new ideas. The force recognises that innovative thinking could be further improved by the introduction of a staff suggestion scheme and is working towards introducing one before the autumn of 2017. Nonetheless, officers and staff said they felt able to contribute new ideas without fear of criticism or censure.

Overall, we found good evidence that new ideas received the necessary support and recognition from the force's leaders. This is commendable.

## Summary of findings



**Good**

Dyfed-Powys Police has a good understanding of the demand for its services. The force has well-established processes and systems that allow it to monitor and understand current demand, and uses this understanding to change the way that it deploys its people and resources. It is taking steps to reduce demand by working more innovatively, for example by recognising that not all calls for service require police attendance. This is a considerable improvement on our previous findings that questioned the sustainability of attending all reports of crime. The force has a good understanding of demand that might otherwise go unreported, and works with communities who have less trust in the police to ensure that victims receive the support they need. The force takes seriously the need to reduce inefficiency and has good structures and processes in place to ensure that bureaucracy and waste are eliminated. In doing so, it is careful to avoid suppressing demand. It is encouraging to see that leaders take an active role in promoting new ways of working, and inspire those around them to do likewise. This is making Dyfed-Powys Police more efficient in the way it manages current demand.

## How well does the force use its resources?

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

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

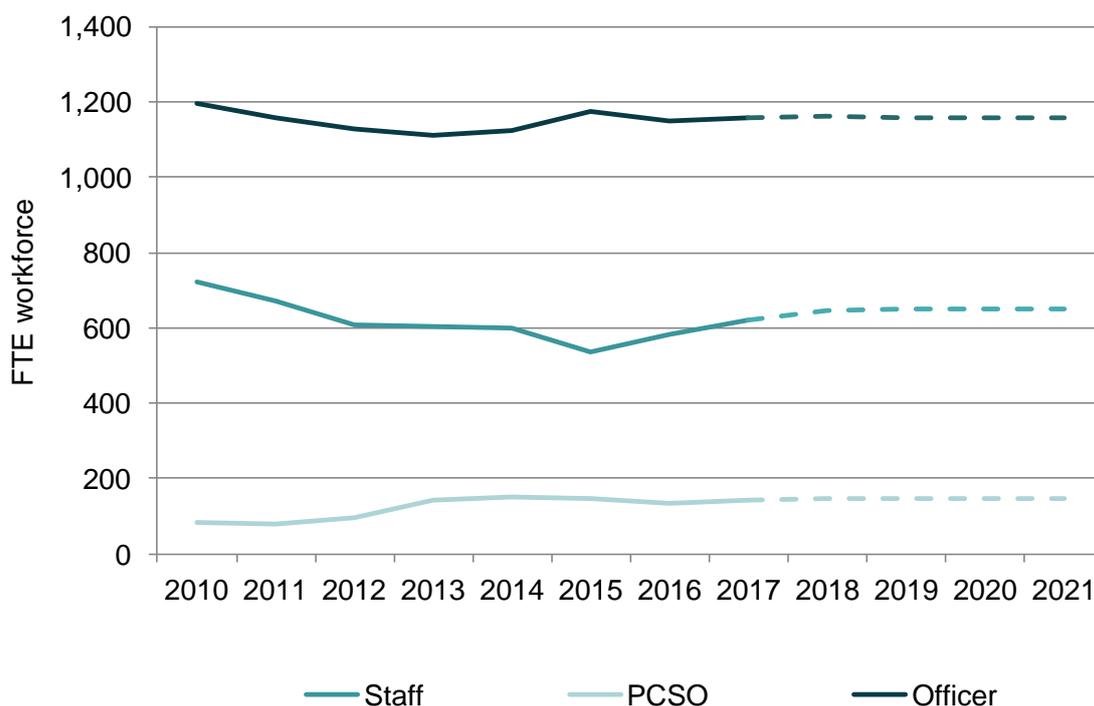
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

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

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will remain stable at 1,160. In contrast, the number of officers across England and Wales as a whole is projected to decrease by two percent.

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



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

The number of staff working in Dyfed-Powys Police is projected to increase by 27.4 FTE (4 percent) from 622 to 649 between March 2017 and March 2021. Staff numbers across England and Wales, however, are projected to decrease by 2 percent. The number of PCSOs in Dyfed-Powys is projected to increase by 4.7 FTE (3 percent) from 143 to 148 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

The force needs to improve its understanding of the skills it needs in its workforce as a whole and has not yet undertaken a skills and capability audit of all its workforce. At the time of our inspection, an audit had been partially completed, with some skills mapped onto the force’s human resources database (iTrent). The force has invested significant time and money in the development of the iTrent database, which is due to be fully populated in early 2018. It will then provide the force with a more complete picture of the skills it already has and the skills it needs to find for future demand. The force plans to use this information to inform its learning and development programmes and recruitment campaigns.

It is positive to see that the force has approached departmental leads to establish where there are immediate skills shortages and to ascertain their training requirements for 2017/18. This process has identified skills it needs within the organisation now, for example in CID and specialist operational units. The force has also used analysis based on crime trends and future demand to identify areas where it is likely to need skills in the future. These include domestic abuse, protecting

vulnerable people, cyber-crime and managing dangerous offenders. Work to understand departmental needs and the use of analysis have informed the force's 2017/18 costed training plan (CTP). The CTP aims to ensure that force has the right skills now and in the future, to deliver against the PCC's police and crime delivery plan and chief constable's priorities, as well as legislative and national strategic policing requirements.

The force has started to map the skills of some of its officers who work in uniformed policing and specialist units, such as roads policing and public protection, and for some officers above the rank of chief inspector. The skills of the members of the Special Constabulary have been fully mapped. This represents the first stage of a three-part process to map the skills of the entire workforce and to populate the iTrent database. Once complete, the force will be able to identify who has what skills, where those skills are located and whether those skills are likely to be lost, for example, due to retirement.

Until 2019, when this mapping process is expected to be complete, the force is using a process of workforce planning to support the delivery of its 2016/17 workforce plan, and longer term, its workforce plan and talent management strategy 2017-2021. This process takes into account changes in staffing levels and available skills due to people leaving or moving within the organisation. This is an improvement on the position in 2016, when the force did not fully understand its current workforce skills and capabilities and was relying on plans that were largely reactive and unsophisticated. However, the workforce planning process only considers police officers – and not police staff – by rank, location and area of work (for example, firearms officers). The workforce plan does not take softer skills into account, such as motivational expertise or problem-solving abilities. So, while the force has made some progress, it is not yet in a position to forecast accurately the skills it needs, or to future-proof the skills base for its whole workforce

The force is taking a twin-track approach to recruitment to fill posts that it has identified will become vacant. It will continue to recruit some officers through traditional means, and officers recruited in this way will require full training. However, the force intends to place a greater emphasis on recruiting officers who already have specialist knowledge, and it recognises that filling specialist roles is likely to mean attracting officers from neighbouring forces. The force anticipates recruiting a third of new officers as transferees in 2017/2018. This includes direct entry into specialist roles such as firearms and protecting vulnerable people.

The force is aware of the need to provide a Welsh-speaking service to the communities it serves and is using its 2017/2018 training plan to encourage officers and staff with limited or no Welsh language ability to develop their language skills. Guidance is also being developed on whether roles should be advertised on the basis of whether Welsh language skills are essential or desirable. Communities with high demand for Welsh speakers will be prioritised for posting officers and staff with

Welsh language skills and recruitment campaigns will be targeted at Welsh-speaking communities. Targeted recruitment has already proved successful, for example in filling vacancies within the FCC to ensure there is good availability of Welsh speaking call handlers. Dyfed-Powys Police has not yet participated in direct entry schemes<sup>5</sup>, but if supported by chief officers such schemes will be included in the recruitment plan from autumn 2017 onwards. Although the force has participated in the fast track scheme for inspectors<sup>6</sup>, to date it has not had any successful applicants. The force's 2017/ 2018 workforce plan, and workforce plan and talent management strategy 2017-2021 do not refer to employing external consultants or academics to provide skills and capabilities. The force could do more to encourage external recruitment, in order to ensure the skills it has match the skills it needs (or will need).

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

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

Dyfed-Powys Police needs to improve its understanding of the skills it needs in its leaders. At present, the force only has a partial understanding of these needs. However, it is developing a transformational leadership programme (TLP) to address this, facilitated by an external consultant, in support of the force's overarching leadership and wellbeing strategy 2017-2021. This work will help the force identify the skills it needs in its leaders and future-proof its skills base. The TLP will take into account the specific leadership challenges faced by the force, and identify its leadership requirements for the next five to ten years. To help with this work, the force also commissioned an external consultant to map the leadership capability of newly promoted chief inspectors and superintendents, including an assessment of diversity in terms of skills, background and experience. This exercise was completed in March 2017. The results have been used to inform the TLP for the force's 60 most senior leaders and have identified leadership needs in eight areas, such as project management. A similar exercise is planned to map the skills of existing chief inspectors and superintendents, to establish leadership needs across a broader range of ranks and roles. Taken together, these are encouraging signs that the force is taking seriously the need understand the skills it wants its leaders to have.

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<sup>5</sup> College of Policing Leadership programmes: information available from: <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

<sup>6</sup> *ibid*

Phase one of the force's skills audit has only captured the skills of leaders at chief inspector rank and above. We did not find evidence that this process had taken into account the skills of leaders among the force's police staff. Although limited in scope (again focused on police officers not police staff) training and development needs for leaders are now being addressed by learning and development staff and have been included in the 2017/18 training plan. At the time of the inspection it had been recommended that £401,000 be set aside for this purpose. The force is also planning to record the skills of its leaders via the newly introduced (April 2017) annual appraisal process. As with the workforce skills audit, this information will be recorded on the force's HR electronic record system. The intention is that information held on the HR system will be transferred to the duty management system. This will allow decision makers to allocate tasks to those officers who have the necessary leadership skills. Again, this is promising work, but at the time of the inspection the force did not have a complete understanding of the skills it has across all leadership ranks and roles.

Because the workforce planning process only covers people leaving the force in terms of rank and does not take into account the loss of softer skills, recruitment is therefore focused on replacing skills on a like-for-like basis, for example investigating or advanced driving. This means that planned recruitment is limited in breadth and innovation.

The force has recognised the need to develop its leaders through training, including those in specialist roles where there are skills shortages. The TLP underpins the force's leadership and wellbeing strategy and aims to equip leaders with the knowledge, skills and confidence to manage in accordance with force values. To date, 60 senior leaders have been enrolled on the TLP. The programme covers five modules: leading people effectively; using leadership coaching to enhance engagement; working positively through change; developing a leadership coaching and continuous improvement culture; and ensuring sustainable performance. This builds upon the leadership foundation course which is open to all officers and staff. To date approximately 15 percent of the workforce have attended the leadership foundation course. The force is also providing training in areas where there are recognised skill shortages. For example, £37,000 has been allocated to training courses in 2017/2018 which aim to increase understanding about safeguarding vulnerable people. This includes training in the investigation of child abuse and sexual offences; both are areas where there are currently shortages of detectives with the right skills.

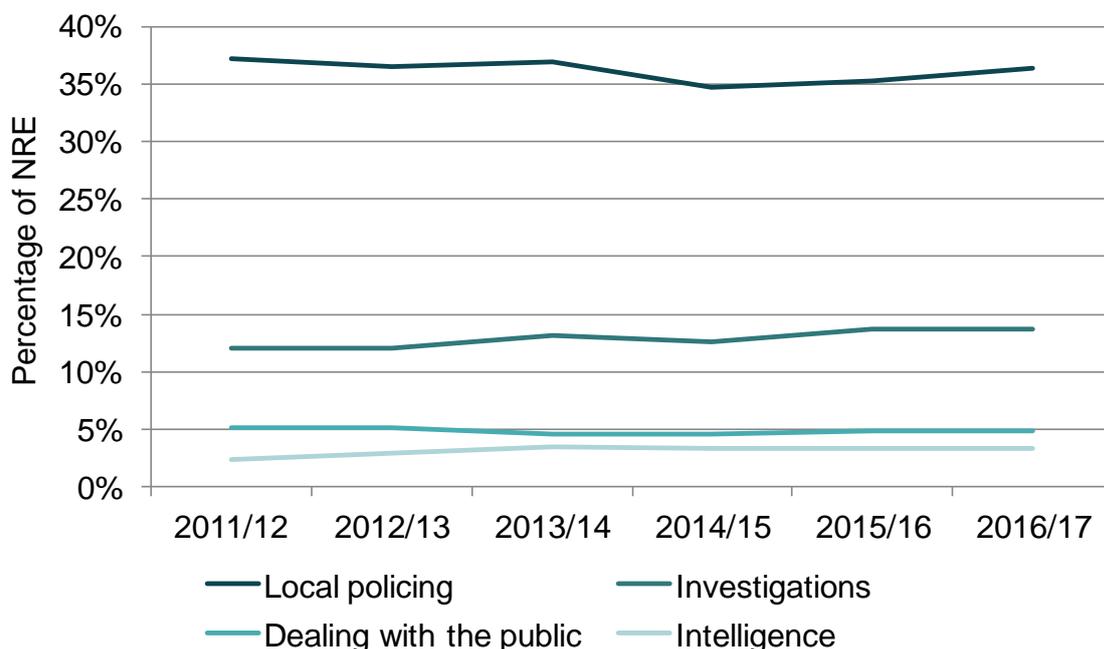
## How well does the force allocate resources?

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

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

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

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



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

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

In Dyfed-Powys, the percentage of estimated expenditure on local policing in 2016/17 is in line with 2011/12 at 36 percent. Estimated expenditure on investigation has increased from 12 percent to 14 percent, expenditure on dealing with the public is similar to 2011/12 and expenditure on intelligence is similar to 2011/12 at around 3 percent.

### **Prioritisation and cost**

Dyfed-Powys Police allocates resources well. The prioritisation of resources is determined by the force's policing priorities as set out in the police and crime plan 2017-2021 and the national strategic policing requirement. On an annual basis, the force carries out a strategic assessment using the MoRiLE<sup>7</sup> framework to prioritise its activities. Public expectation is taken into account through reference to the police and crime plan (the PCC has consulted widely with communities living in Dyfed-Powys to ensure that local, regional and national concerns are understood) and county wellbeing assessments. The four local authorities in Dyfed-Powys produce wellbeing assessments as required by the Well-being of Future Generations (Wales) Act 2015.<sup>8</sup> This process is managed through public service boards (PSBs) using a wide range of data sources. As part of its commitment to support this work, the force is represented at superintendent level on all four local authority PSBs. Access to these forums means the force can prioritise its activities with a greater understanding of local concerns and issues.

Local priorities are informed by daily management meetings, an evaluation of threat, harm and risk using THRIVES principles and the national decision model.<sup>9</sup> On a day-to-day basis, current demand is informed by THRIVES to assess the most appropriate response to calls for service. We found that this process is used effectively to prioritise demand. The incident and crime assessment team (ICAT), based within the FCC, aims to respond to calls which do not require immediate police attendance. We also found this process to be used effectively to prioritise demand. The force also uses community profiling software to prioritise demand that may go unreported and inform local deployment decisions. These systems and processes are well understood by the workforce.

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<sup>7</sup> MoRiLE: the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes, which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

<sup>8</sup> Information available at: [www.legislation.gov.uk/anaw/2015/2/contents](http://www.legislation.gov.uk/anaw/2015/2/contents)

<sup>9</sup> National decision model (NDM) is specific to policing. It provides a consistent framework in which decisions can be examined and challenged, both at the time and afterwards. It is composed of six main elements: the police code of ethics being central to the decision; gather information; assess threat and risk; consider powers and force policy; identify options; and, take action and review what happened.

The force has structures in place to ensure that it can deploy its resources quickly to where they are needed most, and understands the consequences of doing so on other areas of demand. At a force level, Dyfed-Powys Police uses software to predict future demand, based on analysis of known demand. This allows the force to plan and to move resources to where they are likely to be needed most. For example, in April 2017 the shift pattern for frontline officers was changed in response to a mismatch between resource deployment and demand. The force now has a 79 percent match of resources to demand, an improvement of 9 percentage points. At a local level, daily tasking meetings allow leaders to move resources quickly across force areas and departments in response to the analysis of data and trends. This analysis is informed by sophisticated software that monitors crime types, response times, the use of stop and search and other important information. This allows leaders to make informed choices based on daily changes in demand. Telematic devices fitted to response vehicles allow staff working in the FCC to deploy the nearest and most suitable resource to an incident.

The force has raised the level at which financial control and monitoring is authorised to chief superintendent and director level. This means that decisions can be taken with a more informed view of the whole of the organisation – including the consequences of change – than was previously the case. Budget reports are scrutinised by chief officers on a monthly basis. This gives senior leaders the opportunity to understand the consequences of increasing or decreasing resources in a particular area, including the effect on other areas of the force. For example, seasonal demand in south Pembrokeshire has a significant bearing on resourcing for the whole force area. Staff are relocated for this period which costs money, but this is cheaper than paying overtime to the officers normally posted to south Pembrokeshire.

## **Investment**

Dyfed-Powys Police is good at prioritising its investments and understanding the return on those investments. For each new area of investment, a business case must be submitted by the relevant department before funding is approved by the force executive board (FEB). Bids must be aligned to a force priority, such as those included in the police and crime plan. Bids must also include an analysis of benefits and set out the risks, costs, and timescales involved. All successful bids are required to report back to the FEB, to demonstrate whether predicted benefits have been realised. On April 1 2017, the Goleudy ('Lighthouse') unit was launched, centralising victim and witness services.<sup>10</sup> By centralising these services, the force plans to save at least £22,000 annually.

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<sup>10</sup> Information available at: [www.goleudyvictimandwitnessservice.org.uk/en/about-us/](http://www.goleudyvictimandwitnessservice.org.uk/en/about-us/)

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

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

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

The force is working well with partners to manage demand collectively. In 2016 HMICFRS found that the force had no up-to-date collaboration strategy and no collaboration board. We said then that Dyfed-Powys Police should put in place better processes and governance to realise the benefits of its collaboration work and understand how they affect the force's ability to meet current and likely future demand efficiently. HMICFRS is pleased to find that the force has appointed a senior staff member to oversee partnership working and now has an up-to-date collaboration and partnership strategy. Governance is provided by the force collaboration board which reports to the FEB. This is encouraging progress since 2016.

Dyfed-Powys Police works well with other forces. For example, it collaborates with Gwent Police, North Wales Police and South Wales Police as part of the Welsh extremism and counter terrorism unit (WECTU). It also works well with local authorities through public service boards to develop wellbeing assessments for local communities. It is working with a broad range of partners in the central referral unit (CRU). The CRU manages referrals from local authorities where concerns have been raised about children and vulnerable adults. The force is also taking action to pre-empt the reduction in the resources available to partners. For example, it has worked with the Hywel Dda local health board to establish a mental health triage service. This is reducing the need to use police cells as places of safety for vulnerable people awaiting mental health assessments. Since the introduction of the triage service in 2014, the number of detentions under Section 136 of the Mental Health Act<sup>11</sup> has reduced by 83 percent. The triage service means that people with mental health concerns can be directed to other agencies who are better equipped to help and police time is saved.

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<sup>11</sup> Section 136 of the Mental Health Act 1983. This enables a police officer to remove, from a public place, someone who they believe to be suffering from a mental disorder and in need of immediate care and control, and take them to a place of safety – for example, a health or social care facility, or the home of a relative or friend.

## **The benefits of joint working**

Dyfed-Powys Police recognises the benefits of joint working. The force has a collaboration board chaired by an assistant director. The collaboration board and the futures board monitor savings derived from collaboration to ensure the objectives set out in the medium-term financial plan (MTFP) can be met. This provides robust scrutiny in order to ensure the benefits of joint working are clearly understood, including why collaborating with one partner might be preferable to collaborating with another, or not collaborating at all. The CIT also challenges service leads to demonstrate the benefits of partnership working, for example to ensure that members of the public receive an improved service.

People we spoke to in the force could articulate the benefits of collaborative working. Dyfed-Powys Police has worked with partners in the CRU to introduce an electronic method of sharing data. This has reduced the number of staff working in the unit, saving approximately £50,000 per annum and has reduced overtime from £13,000 in 2015 to £2,551 in 2016. In another example the force can demonstrate that it will make savings of £22,000 annually by working with partners to centralise the service it provides to victims and witnesses. This service was previously outsourced. This decision was supported by a business case that considered benefits realisation, including a recommendation that victims should be afforded the opportunity to comment on the quality of service they receive. This will provide independent scrutiny of the benefit of providing an in-house victim support service.

## **Leadership driving innovation**

Leaders in Dyfed-Powys Police are taking positive steps to work with partners to identify new opportunities for innovation, and are willing to experiment with new approaches. Chief officers are working with private consultants and chief executives to develop more effective ways of improving services. Further meetings are planned with the fire and ambulance services, four local authorities and private consultants to identify innovative ways of working together. However, these initiatives are relatively new and follow a period when engagement with local authorities was limited at a strategic level, so the force has still some way to go before these opportunities can be fully exploited. Nevertheless, we were pleased to note that the new chief officer group is making efforts to re-engage with local authorities. For example, the force's best practice and 'what works' database is to be made accessible to partners to enable more efficient exchange of innovative ideas.

The force has strong links with the Police Technology Council (PTC). The PTC has hosted events at the force's headquarters to encourage innovation between forces in England and Wales. Dyfed-Powys leaders recognise the challenges of policing in the largest geographical force area in England and Wales. For example, they have actively supported an innovative digital programme to develop a 'ring of steel' using an automatic number plate recognition system, working with the private sector and other government bodies. This allows the force to monitor and track travelling

criminals entering the force area, providing information in real time to frontline officers using hand held mobile devices. Mobile devices have also been developed so that officers no longer need to return to the station to input information into databases. The force's leaders have been quick to promote several other initiatives through the force's digital programme. This work has been recognised at a national level for its innovative approach, receiving 2017 Improvement and Efficiency Social Enterprise awards: silver award in the 'police project of the year' category and bronze in the 'transforming through technology' category.

## Summary of findings



### Requires improvement

Dyfed-Powys Police needs to improve the way it uses its resources. The force does not have a comprehensive understanding of the skills and capabilities it has within its workforce. This limits the force's ability to understand the development needs and leadership potential of its workforce, and whether people are in the right roles. It is also preventing the force from undertaking recruitment, selection and promotion exercises that take account of the workforce's current skills, and the skills needed for the future. The force recognises it needs to improve its understanding of current skills and has started to make progress in this respect. The force has only a partial understanding of its leadership needs. It has mapped the skills of chief inspector grades and above, and has plans to do so for other ranks and grades over the next two years.

The force uses well-structured processes to prioritise policing activity and understands the risks and benefits of making changes in the way it provides services. Dyfed-Powys Police is good at prioritising its investments and understanding the return on those investments. It is also good at working with others and can articulate the benefits of doing so. Leaders in the force can demonstrate they are willing to experiment with new ideas and approaches to speed up the pace of change.

### Areas for improvement

- The force should undertake appropriate activities to understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The force should complete a leadership skills audit that will allow it to understand leadership capacity and capability across all ranks and roles.

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

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

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

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

#### Predicting future demand

Dyfed-Powys Police is effective at predicting future demand. The force uses a range of data and software to analyse and identify trends. The analysis is updated with data each day, for example in respect of crime type, use of stop and search and response times. At a local level this information is used by leaders to plan the use of resources based on changing trends in demand. Deployment decisions are taken on a daily basis at management meetings and at force level tasking meetings. At a strategic level, the force uses software to analyse data based on known demand, to predict future demand. This has led to changes in shift patterns. The force now has a 79 percent match of resources to demand, an improvement of 9 percent on the previous rota. The force also uses data to predict seasonal changes in demand. For example, it has identified a caravan site in Tenby that generates significantly more demand during the summer months than any other in Dyfed-Powys. Additional resources are deployed to Tenby as a result.

Although the force is good at analysing and identifying current trends in demand, it would benefit from working with partners more closely in order to have a more complete picture of what demand might look like in the future. We did not find evidence that the force is working with a wide range of partners to predict likely future demand. Instead, collaborative effort is focused on understanding current demand. However, the force has a researcher/evaluator to look at how current events might affect policing in the future. The researcher attends regional and national forums, such as the Society of Evidenced Based Policing and the regional code of ethics committee, to highlight emerging issues and trends. For example, the researcher has produced a paper highlighting the impact of Brexit on policing in Dyfed-Powys. The force is using community profiling software to predict demand that may go unreported, for example female genital mutilation, forced marriage and so-

called honour-based violence. Dyfed-Powys Police is also working with Cardiff University and computer consultants to develop a predictive demand algorithm based on crime and incident data going back ten years. This will allow it to predict future demand. To date the results have been very encouraging; this information is already being used to target offenders who are more likely to offend again.

### **Future considerations**

Dyfed-Powys Police needs to improve in the way that it considers changing public expectations in a vision of the future. Although the force and PCC have engaged with local communities to understand their immediate local priorities and changing public expectations, this is not as part of a single programme of change for the future. This limits the extent to which the force can use its understanding of local concerns to develop a policing vision of the future that reflects the wishes of people living in Dyfed-Powys. For example, the force has not worked with others to develop a futures programme that takes into account public expectation, changing technology, interoperability with other emergency services, and reduced partnership resources. The force would benefit from adopting a more holistic approach to developing its vision of the future, bringing all of these elements together. At the time of the inspection, the force had just established a futures board. This is a welcome development which should assist in the development of an overarching futures programme.

Dyfed-Powys Police has considered changing technology – in terms of risks and benefits – in its plans. In its MTFP, the force has allocated £19m of investment in 26 information and communications technology (ICT) schemes by 2024. These schemes reflect the need to update existing technology as well as introduce new technology. This work is supported by a digital policing strategy and an ICT programme. For example, the force is developing a wireless CCTV solution in high-crime areas so that CCTV can be viewed in real time in local police stations and in the FCC.

The force is aware of the risks associated with the collection of digital data and is working with national network providers to develop protected offline storage systems. We found numerous other examples of good investment in technology to reduce demand. The force is also aware that criminals are exploiting technology to commit crimes such as identity theft, online grooming and bullying, and the theft of financial and corporate data. To address this criminality the force has invested heavily in a digital communications and cyber-crime unit (DCCU). The DCCU actively supports the prevention and investigation of crimes across a wide range of criminal activities. The unit is seen by the College of Policing as a flagship for all forces, and is developing a digital media investigators course to be used by forces across England and Wales. Further investment in the DCCU is planned over the next five years. While these technological developments are encouraging they do not yet form single

coherent programme of change for the future. The new futures board will give the force the opportunity to develop a vision of the future that takes into account the benefits and risks of changing technology.

The force does not have a single vision of the future that considers how it will work with other organisations, including other police forces, to manage demand more efficiently. Its vision of the future is limited to strands of work being developed to support collaborative projects such as shared accommodation, shared vehicle maintenance and joint HR and legal services. While some thought is given to how services might change (or need to change) in the future, this is not the same as having a single vision of the future. For example, the force does not have a vision of the future which includes input from other forces and organisations, and is aligned with the National Police Chiefs Council (NPCC) Vision 2025<sup>12</sup>.

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

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

### **Succession planning**

Dyfed-Powys Police needs to improve the way it identifies the skills it needs in future leaders, and the extent to which development opportunities are tailored accordingly.

Under its new governance structure, Dyfed-Powys Police now has a people's board which oversees workforce and succession planning. This is chaired by a chief officer. The force's transformational leadership programme also considers succession planning. However, as these are new developments in 2017 they have yet to make a difference to the way the force manages succession planning. Furthermore, we did not find evidence of well-established or innovative succession planning, where opportunities for career development are linked to the workforce plan. At present, succession is limited to the force's talent management scheme. This scheme – known as 'llywio' (to steer) – is not aligned closely enough to organisational priorities or needs. While there is some focus on outcomes for participants on the scheme, it is not clear how these individual benefits will be translated into benefits for the whole organisation.

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<sup>12</sup> The NPCC (National Police Chiefs Council) and APCC (Association of Police and Crime Commissioners), working with the College of Policing, staff associations and the National Crime Agency, have drafted a vision for policing in 2025 that sets out why and how the police service needs to transform. Available at: [www.npcc.police.uk/documents/policing%20vision.pdf](http://www.npcc.police.uk/documents/policing%20vision.pdf)

The force's understanding of the skills it needs in future leaders is also limited by the extent to which it understands the skills it has in its current leaders. This understanding is restricted to chief inspector level and above. Staff and more junior police ranks have not yet been included in the skills audit although there are plans to do so by 2019. Skills and capabilities will also be assessed and monitored through completion of the force's performance development review (PDR) process. However, as this process was only re-introduced in April 2017, not all officers and staff have yet been given the opportunity to record their skills. In the absence of a full skills audit, and without a fully embedded annual appraisal process, the force does not yet understand the existing capability of the workforce. Consequently, the force is not in a position to identify the skills it needs in future leaders.

As a result of workforce planning undertaken between November 2016 and February 2017, the force has identified that it needs to develop more officers into CID and specialist operational roles. These succession planning requirements have been factored into the costed training plan for 2017/18, with courses made available to develop officers into senior investigating officer roles within these areas.

More generally, the force is anticipating a large turnover of officers over the next four years as a result of retirements. To address this, the force plans to re-introduce a strategic succession planning board (SSPB) which will act as the governance and decision-making process for all strategic succession planning activity. The SSPB will be chaired by the chief constable and meet three times a year. To assist in this work, the force has re-introduced monthly resource management group meetings. These consider officer and staff movements on a departmental basis, the outcomes of which will be reported to the SSPB. The force also has four professional development programmes included within the costed training plan for 2017/18. These programmes aim to develop police constables, PCSOs, sergeants and inspectors and support staff: for example, in preparation for the management of staff following promotion. However, we did not find evidence that the force has well-defined career pathways or that individual professional development plans were directly linked to succession planning.

## **Recruitment**

Dyfed-Powys Police needs to improve the way in which it accesses new talent, including through direct entry schemes, external recruitment and Police Now<sup>13</sup>. The force has not yet participated in the direct entry scheme for inspectors which was launched in 2015; although the force is considering including direct entry to inspector level in its recruitment plans for autumn 2017. Similarly, the force has not signed up to Police Now (a national two-year graduate recruitment and leadership development programme), but is considering doing so in the future. Dyfed-Powys Police has participated in the fast track scheme for inspectors since 2015, but no-one has been

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<sup>13</sup> More information on Police Now can be found at: [www.policenow.org.uk/](http://www.policenow.org.uk/)

successful. The force feels this is at odds with the talent it has within the workforce and plans to address this by encouraging more people to apply. It also intends to offer more support for those that do sign up for the scheme. Given the fast track scheme has been in existence for more than three years, HMICFRS feels these initiatives, while welcome, are long overdue.

The force anticipates that in 2017/18 up to a third of new officers will be recruited as transferees. These new officers are expected to fill specialist positions, for example as firearms officers or detectives. The force has not made extensive use of external recruitment to fill internal posts. However, the force is broadening its skills base by actively encouraging special constables and cadets to join Dyfed-Powys Police. There are good schemes in place to develop these people into full time positions within the force.

The force is using a range of external and internal secondment opportunities to develop its workforce. For example, through its talent management scheme officers and staff are offered the opportunity to work with private sector companies and other forces, such as the Metropolitan Police Service. Secondments have also included postings to HMICFRS and Welsh government.

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

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

### **Plans**

Dyfed-Powys Police needs to improve its approach to planning for the future; its plans are not fully developed. The findings of the force's 'spending wisely' review have now been included in the force's delivery plan. As a result, a number of changes have been made in the way that the force operates, in order to make better plans. For example, telematics have been fitted to all vehicles so that the nearest police resource can be deployed to an incident quickly and rotas have been re-designed to ensure a better match between available officers and calls for service. However, the force's delivery plan does not provide a holistic vision for the future that takes account of public expectations, local authority demands and the reduced resources available to partners. The force has recognised that it needs to do more to develop a vision of the future. To assist in this process, the force has a researcher/evaluator whose work will inform the force's plans, mindful of the NPCC Policing Vision 2025. As part of this work, the force is also considering the impact of current events on future policing, such as the UK's exit from the EU. The force has plans to develop a futures programme under the leadership of the deputy chief constable. These are all promising developments but at present, the force's plans are not sufficiently well developed to meet its vision for the future.

Dyfed-Powys's plans are realistic and built on sound planning assumptions. We found that these plans are subject to informed challenge and scrutiny, including by external experts. For example, spending plans are scrutinised by the PCC, the force's chief officer group, the Wales Audit Office, the joint audit committee and local councillors. The force's medium-term financial plan (MTFP) anticipates a balanced budget by 2022/2023. This is based upon an assumed 1.4 percent reduction in core grants, a ten percent reduction in central government funding to Dyfed-Powys (because of a proposal to change the way the formula for calculating the grant for each force), and pay increases of between one and two percent. These costs are expected to be offset by £6.5m in efficiency savings by 2023 and a 6.9 percent increase in the council tax precept for the police in 2017. These are realistic assumptions based upon credible analysis of past, present and future data.

Dyfed-Powys Police has invested well in new technology, but overall its plans for the future are not as innovative as those of other forces. Investments are made reactively as a result of work undertaken by the spending wisely team to identify inefficiencies or as part of its continuous improvement programme. The force has identified six areas in its MTFP which will result in positive changes in the way that it polices in the future, for example in the area of capital investments, which has already resulted in changes to operating practices. For example, telematics devices have been fitted to all vehicles and body-worn video cameras are now being issued to all frontline officers. The force has also re-introduced an annual appraisal process, which will map skills, and capabilities, will include a talent matrix and will inform the promotion process. While this is positive progress in the context of the force adopting such initiatives, similar approaches have existed for some time elsewhere and therefore are not innovative in themselves. Consequently, the force's plans cannot be described as innovative. HMICFRS acknowledges the force has engaged in other changes in terms of structures and staffing levels as outlined in this report.

## **Savings**

Dyfed-Powys Police has identified savings of £2.5m to be made during 2017/2018. This brings to £6.5m the total savings that will be achieved as part of the 2016/2017 and 2017/2018 budgets. Looking forward to 2023, the force estimates that it will be able to save £12.7m from all efficiency measures. The force has been successful in making its required savings over recent years and has not had to draw on the PCC's reserves to balance its budget. This means the reserves are available to invest in infrastructure projects designed to achieve greater efficiencies in the future. Using demand software and other analysis, the force has identified six areas of work where reinvestment of savings will increase future efficiencies, including in capital investments. This understanding informs cost reductions from 2018/19 to 2022/23, as part of demand re-modelling and business support initiatives.

Demand re-modelling has identified a number of areas where further savings can be made. For example, the investment in telematics has not only made it easier to locate vehicles and send the nearest resource to an incident, but has also saved ten percent of the annual fuel and tyre costs because driving behaviour is now monitored centrally. The force has also identified savings as a result of issuing mobile data terminals to all officers, because officers can spend more time in the communities they serve without the need to return to their station. Total savings from the introduction of mobile technology and telematics, amount to £1.1m by 2023. In total, savings from demand re-modelling are planned to be £4m by 2023. The force also hopes to make savings through business support initiatives. For example, it intends to share custody facilities in the north of the force area with North Wales Police. Total savings from business support initiatives amount to £2.7m by 2023.

## Summary of findings



**Requires improvement**

Dyfed-Powys Police needs to improve the way it plans for the future. We did not find evidence of well-established or systematic succession planning that would include linking opportunities for individual career development to the workforce plan. Activity is limited to the force's talent management scheme, which is not closely enough aligned to organisational priorities and the number of participants is too small to be having a significant impact on succession planning.

On a positive note, career development is now incorporated within the performance development review process. However, since this was only re-introduced in April 2017 the benefits have yet to be evaluated. The force has not yet undertaken a skills audit of the whole workforce that would allow it to understand capacity and capability. This is limiting the force's ability to understand its leadership potential, to develop leaders into roles and to plan for gaps in leadership capability. To date, the force has made limited use of external recruitment and development schemes such as direct entry, Police Now and fast track to inspector.

Dyfed-Powys Police's plans for the future are realistic but not transformative; evidence of innovation within the organisation is comparatively weak when compared to other forces, although it has used IT to good effect. The force has not worked with others to develop a vision of the future which takes into account public expectations, changing technology, interoperability with other emergency services or reduced partnership resources. The force would benefit from adopting a more holistic approach to developing its vision of the future to bring all of these elements together. The force is, however, good at making savings; this means that it is able to invest in infrastructure to make further savings in the future.

### **Areas for improvement**

- The force should do more to explore opportunities for further collaboration with partner organisations to improve services, drive efficiencies and better manage demand for its services in the future.
- The force should develop individual career pathways linked to succession planning.
- The force should consider a wider range of sources for the identification of talent.

## Next steps

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

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

## Annex A – About the data

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

### Methodology

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

#### Comparisons with England and Wales average figures

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

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

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

#### Statistical significance

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

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

#### Population

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

## **Force in numbers**

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

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

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

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

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

### **Calls for assistance**

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

### **Recorded crime**

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

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

## Figures throughout the report

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

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

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

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

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

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

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

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

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

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

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

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

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