# PEEL: Police efficiency (including leadership) 2017

An inspection of Gwent Police

# Contents

# Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)[1] 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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[1] 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 Gwent Police's legitimacy inspection will be available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/gwent/) at the end of 2017. HMICFRS reports on police effectiveness will be published in early 2018. Previous PEEL reports are also available on our website: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/gwent/.

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

# Force in numbers

## £ Financial position

Forecast change in total gross revenue expenditure

| 2017/18 | 2020/21 | Percentage change |
|---------|---------|-------------------|
| £126m | £125m | -1% |

## Workforce

Planned change in officer numbers

| 2016/17 | 2020/21 | Percentage change |
|---------|---------|-------------------|
| 1,178 | 1,165 | -1% |

Planned change in total workforce

| 2016/17 | 2020/21 | Percentage change |
|---------|---------|-------------------|
| 1,838 | 1,830 | 0% |

## Calls for assistance

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

| Gwent Police | England and Wales force average |
|--------------|--------------------------------|
| 143 | 135 |

## Recorded crime

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

| 2015/16 | 2016/17 |
|---------|---------|
| 65 | 71 |
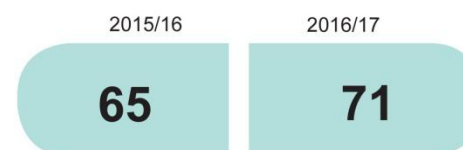
Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017

| Gwent Police | England and Wales force average |
|--------------|--------------------------------|
| +9% | +11% |
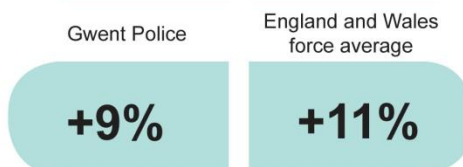
**For further information about the data in this graphic please see annex A**

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

## Overall judgment[2]

● ● ● ○      **Good**

Gwent Police is judged to be good 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 has maintained a good understanding of demand; its use of resources to manage demand is assessed to be good; but 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?

● ● ● ○
**Good**

How well is the force planning for the future?

● ● ○ ○
**Requires improvement**

Gwent Police demonstrates a good understanding of the demand for its services and makes good use of technology to achieve this. The force understands how demand may be affected and demonstrates a good commitment to managing and prioritising its response to that demand. However, it does not have in place a plan to recover non-emergency abandoned calls and needs to do more to ensure it has a clear understanding of potential future demand for its services. The force encourages innovation and makes good use of technology to improve its services.

The force has a good understanding of the skills and capabilities it needs in its workforce now and in the future; however, this could be improved further with a better understanding of wider or 'softer' skills. The force manages its finances

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[2] HMICFRS judgments are outstanding, good, requires improvement and inadequate.

effectively and has the flexibility to meet any unforeseen demands for its services; however, it needs to do more to develop sustainable financial plans to guide future savings.

**Areas for improvement**

- The force should develop a plan to recover non-emergency abandoned calls.

- The force should conduct a leadership skills audit that will allow it to understand leadership capacity and capability.

- The force should ensure it has adequate plans in place to show it can provide services, while also making necessary future cost savings.

# 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 Gwent 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 Gwent Police compared with England and Wales as a whole, from 2010/11 to 2016/17**
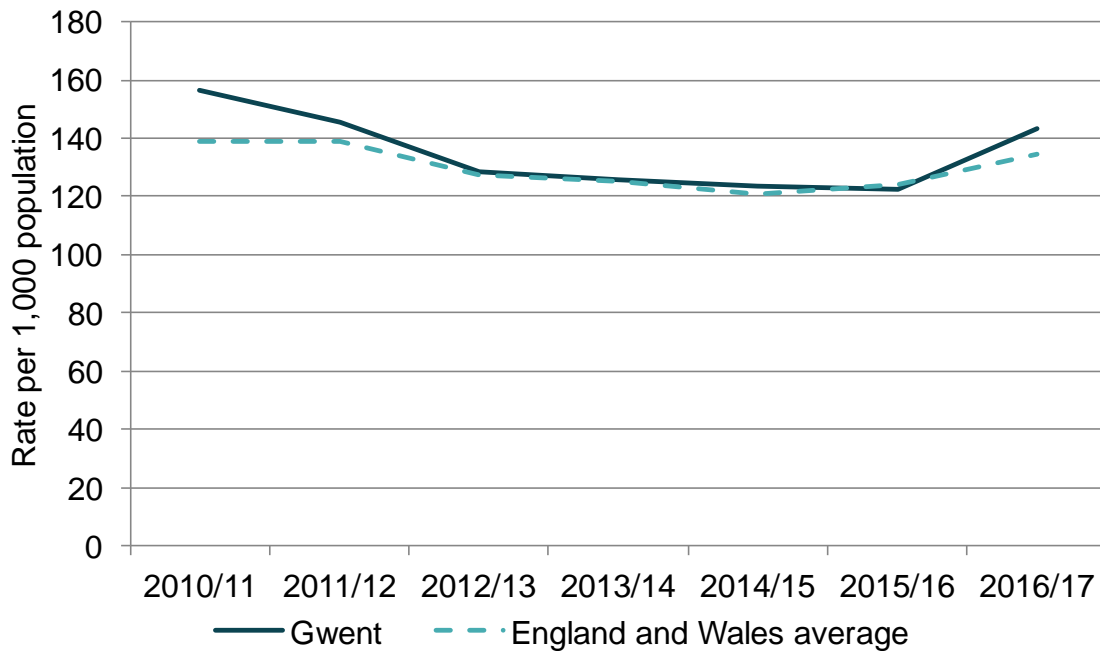
Gwent Police recorded 143 999 calls per 1,000 population in 2016/17. This was broadly in line with the England and Wales force average of 135. The rate has decreased from the 157 calls per 1,000 population recorded in 2010/11; however, it has increased since 2015/16 when the rate was 122 calls per 1,000.

**Figure 2: Police-recorded crimes per 1,000 population in Gwent Police compared with England and Wales from 2010/11 to 2016/17**
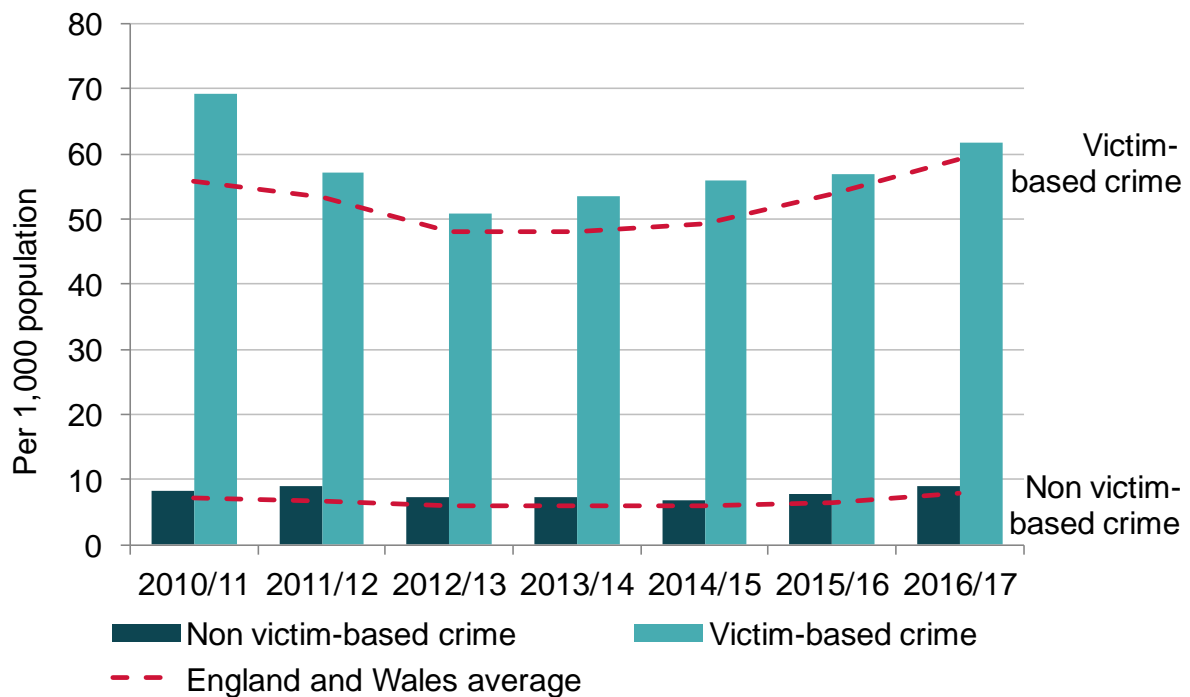
Victim-based crimes (those where there is likely to be a specific victim) include violence against the person, sexual offences, robbery and other theft, criminal damage and arson. All other crime is considered non victim-based.

The rate of victim-based crime per 1,000 population in Gwent in 2016/17 was 61.7 crimes. This is lower than the rate in 2010/11 of 69.3 crimes. The rate of victim-based crime decreased between 2010/11 and 2012/13 to 50.9 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of Gwent Police the rate of non victim-based crime per 1,000 population in 2016/17 (8.9 crimes) was higher than in 2010/11 (8.2 crimes). The rate of non victim-based crime per 1,000 population increased to 9.1 crimes in 2011/12 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**

Gwent Police shows a comprehensive understanding of the demand for its services. The force uses a range of methods to monitor trends in demand and its own effectiveness and efficiency in meeting that demand. These methods include the force's own performance framework and a commercial demand modelling software package. This demand modelling has been supported by data from Operation Veritas, which analysed all internal and external reactive demand (calls, emails, texts, visits and social media, in every department), since May 2014 and what resources were available. However, force control room performance is measured on the number of calls answered and the amount of time it takes to process the calls, not on the amount of calls that are abandoned. The force undertakes a bi-annual strategic assessment, drawing on data provided by local authorities, fire and rescue authorities, housing associations, drug referral services, youth offending services and roads policing, to analyse the total demand in the force area.

In addition, the force's change programme governance process includes a post-implementation review of each change that has been introduced. This has enabled the force to fine-tune any change and to identify and deal with any unintended consequences caused by the change. The overall effect of the widespread use of demand modelling has led to the force having fewer senior officers, merging teams and responsibilities, and making one-off savings.

Gwent Police uses the process of demand modelling (using demand trends to run and analyse future scenarios) to plan for the future, allowing it to provide services in a more efficient and effective way. It has gone further than most forces in developing skills internally to be able to build these models independently, rather than relying on external consultancy. As a result, the force now has developed resourcing models

that match predicted future demand for its services. The force is also working with South Wales Police (in a scheme funded by the Welsh Government) to develop a 'predictive policing app' that will predict where a crime is likely to happen, organising patrols to intercept and prevent that crime.

**More complex demand**

This gathering and analysis of additional information from multiple sources has led to a better understanding of hidden demand. It has resulted in the force recognising the need to increase its resources in areas including cyber-crime, child sexual exploitation, female genital mutilation and modern slavery, in order to tackle those types of crimes effectively and efficiently. As a consequence of this improved understanding, the force now has additional staff in place to deal with this hidden crime. The force also has a comprehensive awareness-raising strategy to encourage victims to report crime. The strategy focuses on people with less trust and confidence in the police, or who are less likely to complain or take part in traditional forms of engagement. Linked activities include: 'Protecting our Elderly Together' awareness days (working with trading standards, Connect Gwent and Age Cymru); a 'get safe online' two-day event to educate and engage with members of the public about staying safe from fraud and cyber-crime; awareness training with local taxi drivers; using public confidence surveys to identify the most deprived or disengaged communities; and the use of social media for messaging and reporting.

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

HMICFRS inspected how well Gwent 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**

Gwent Police prioritises the identification and reduction of duplicate activity and processes. It has good governance arrangements in place to ensure the force remains efficient. These arrangements include a demand reduction focus group which aims to assess the biggest demand areas and make recommendations as to how that demand can be reduced. The force's change programme constantly reviews processes, identifying waste and inefficiencies using demand modelling and other methods. Additional governance is also in place through the fully integrated resource management system (FIRMS) project to create an integrated technology platform with South Wales Police. This system has been developed by the force to provide a full range of self-service options giving its staff access to a broad range of information, including such functions as HR and financial management, enabling them to do their jobs more effectively.

As a result of the governance arrangements, the force has been able to reduce the proportion of control room calls to specific officers from the public by 5.5 percentage points through the introduction of mobile devices so that officers can be contacted directly, removing the need for calls to the control room. It has also reduced the volume of internal calls by 4.7 percentage points, as officers can now make internal calls directly without having to route their call through the control room.

Gwent Police has ensured that increased efficiency does not compromise standards. The force uses demand modelling software to identify the most efficient and effective way in which to deal with its demand and deliver its services. When this has been identified and implemented, using the knowledge and advice of officers and staff who work in the area under review, a post-implementation review is carried out. This identifies any areas or aspects of the new structure or process that could be further improved, and highlights any unintended consequences caused by the change so that they can then be dealt with and resolved. An example of this followed the increase in numbers of kiosks for downloading evidence from digital devices, to remove the backlog and reduce the waiting time. The unintended consequence identified and dealt with by the force was the need to train additional members of staff to operate the kiosks. However, the force was not able to demonstrate that it has a solid plan to recover non-emergency abandoned calls.

In another example, the force identified that increasing the resources of its cyber-investigation team resulted in a higher level of convictions of sex offenders. An unintended consequence of this was the need to increase its resource to manage those offenders who were convicted and subsequently released. When this outcome was identified, the sexual offenders management team was enhanced, and is now able to deal with the increased workload.

**Leaders promoting innovative thinking**

Gwent Police is good at seeking feedback and responding to ideas from the workforce, and fosters an environment of innovation and challenge with structures in place to support this approach.

The force operates a 'Dragons' Den' scheme where individuals can pitch ideas to a panel led by a chief officer, in order to gain financial resources and other support to introduce new ideas. HMICFRS found that staff were well aware of the process. A number of examples showed staff successfully introducing innovations and ideas through this scheme, including the recent introduction of drones for use at road traffic accidents. Since their introduction, a drone has also been used in a recent force operation to locate a missing person. Individuals who put forward ideas receive a certificate in recognition of their contribution at a force award ceremony. The force also has an 'Ask the Chief' website where staff can submit questions and suggestions to the chief constable, and this was highlighted in a staff survey as a

positive development. This well-used site has been running for several years and has contributed usefully to change in practice. It provides a regular communication link between the front line and the chief officer team.

## Summary of findings

**Good**

Gwent Police has a comprehensive understanding of the full range of demand for its services but does not have in place a plan to recover non-emergency calls that are abandoned. It uses several effective techniques and processes to analyse demand and model trends and scenarios and has invested in technology in collaboration with South Wales Police to introduce greater efficiency to the way it manages its staff and its finances.

The force has good governance structures in place to identify waste and inefficiency. The structures also ensure that the benefits of change are realised and that any unintended negative consequences are addressed by conducting post-implementation reviews and introducing further change if necessary. The outcome of this better understanding of demand has been the early realisation of efficiency savings and more efficient service to the public provided by a more streamlined workforce.

The force seeks feedback effectively and responds well to ideas from the workforce. It has a comprehensive selection of ways in which staff can give feedback or put forward their ideas to senior leaders and was able to provide a number of examples where staff have put forward ideas that have been adopted by the force. Staff who come forward with ideas have the support of mentors who can assist them to write and present their bid to a panel. If successful, the person who has developed the idea is given the opportunity to work with people with the right skills and to use the funding made available through the panel to introduce and implement that idea.

**Area for improvement**

- The force should develop a plan to recover non-emergency abandoned calls.

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

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will decrease by 12.8 FTE (1 percent) from 1,178 to 1,165. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

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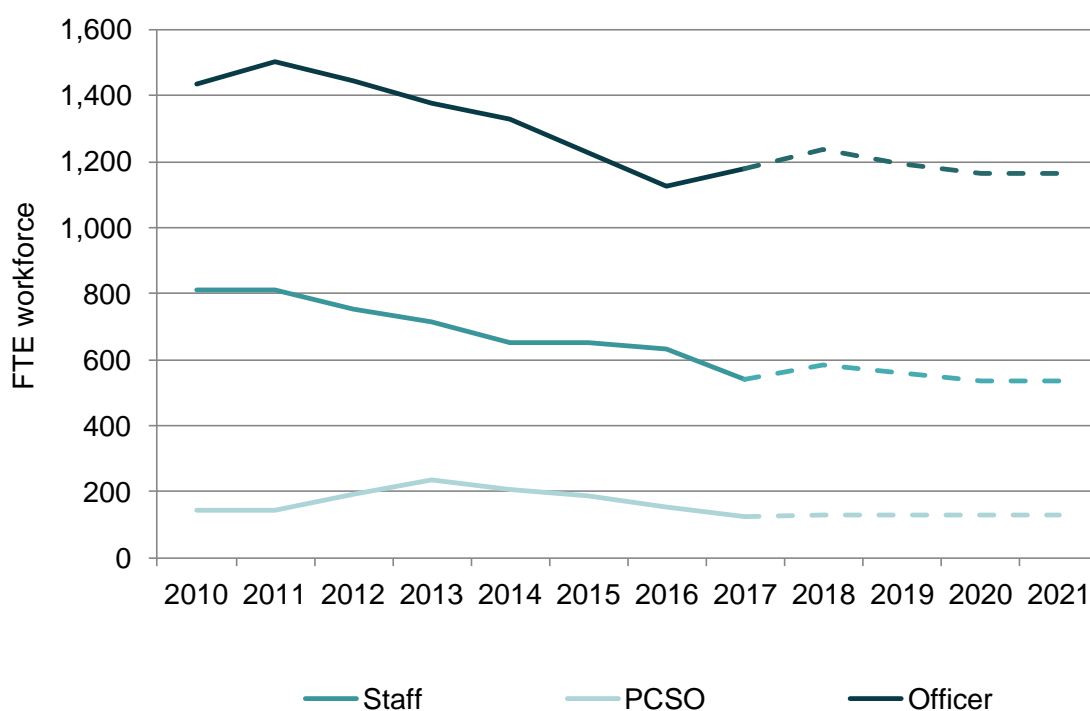


**Source: Home Office Police workforce statistics and HMICFRS spring data collection**

The number of staff working in Gwent Police is projected to decrease by 4.1 FTE (1 percent) from 538 to 534 between March 2017 and March 2021. Staff numbers across England and Wales are also projected to decrease by 2 percent. The number of PCSOs in Gwent is projected to increase by 9.3 FTE (8 percent) from 122 to 131 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Gwent Police has a good understanding of the skills and capabilities it needs now and in the future. Every proposal that is submitted to the change programme must be accompanied by a skills audit and training plan, so that the programme reflects the skills that are needed in various roles, and this is reviewed after implementation. When a member of staff is two years from their anticipated date of retirement, the impending loss of that individual will be shown as a known risk on the organisation's process map. This triggers a review of the skills that person holds and an assessment of what will be needed when they have moved on or left the force.

The force's demand-modelling process establishes whether the force has the skills required to meet identified changes in demand. A good example of this is in respect of cyber-crime, where the force introduced significant additional resource to deal with the identified increase in demand for its services.

Each year, Gwent Police conducts a skills and capabilities audit of the operational skills that individuals in the workforce possess, and this is recorded on its learning and development system (iTrent). The force also has a 'talent cloud' database where staff can record details of qualifications, skills and experience that they have acquired outside their role. However, this is reliant on the individual to record details onto the system rather than being an independently verified or specific recording process, and therefore the force has an under-developed understanding of non-operational skills.

We found some evidence of specific skills being identified on the talent cloud and then used by the force, but this was unusual. During our inspection, we checked the understanding of staff of the talent cloud and found that understanding of the system was not widespread within the workforce. The force has established that there is a skills loss through retirement and abstraction (assignment to other duties or training), and has put in place plans to align skill sets to posts rather than individuals.

The force has a good approach to continued professional development (CPD). It provides formal training days for officers and staff in areas such as cyber-proficiency, crime prevention and interview techniques. Skill requirements are regularly reviewed to develop the force's costed training plan, which takes into consideration changes in legislation, College of Policing authorised professional practice (APP), the outcome of reviews undertaken by the change team, and changes in society that require the force to adapt to new working practices. The proposed review of training will link to the fully integrated resource management system (FIRMS) and iTrent, to ensure all information regarding skills, posts, training and finance can be collated and accessed in one place.

Candidates for specialist roles are required to agree to a minimum time within that post; the requirement to commit to a minimum tenure by staff taking on these specialist roles is subject to scrutiny by the ethics committee and staff associations.

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

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

Gwent Police has an incomplete understanding of the capability of its leaders and has yet to complete a skills audit. It has developed an overall leadership charter, which underpins the behaviour and values expected of all leaders within the organisation, but there is no role-specific understanding of what leadership skills are needed where. The force's understanding of leaders' skills is limited to operational skills. The force has not yet been able to define leadership skills that are relevant to the growth areas of its work, such as cyber-crime and vulnerability.

However, the force is aiming to work with the College of Policing on the definition and use of specialist career pathways. This is to enhance its understanding of its leadership capability. It needs to do more to ensure that leaders have the skills the force requires both now and in the future. The force knows that it needs to establish what its skills gaps are. This would help make its recruitment and development more effective. However, at present there is nothing in place for this.

## How well does the force allocate resources?

HMICFRS inspected how well Gwent 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 Gwent Police from 2011/12 to 2016/17**
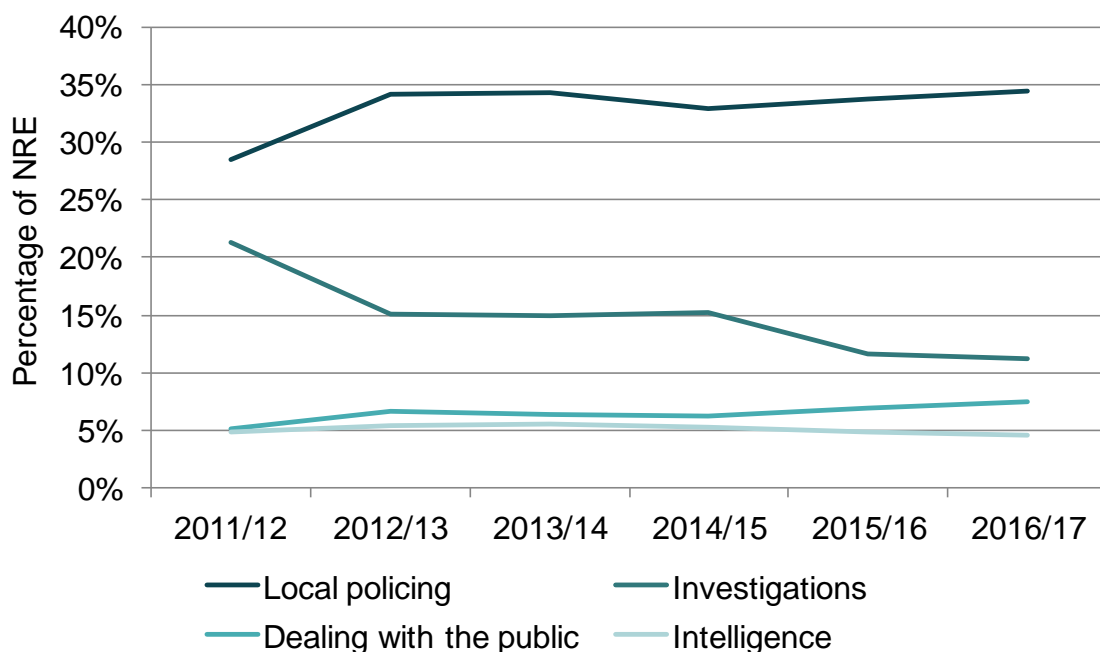


**Source: Chartered Institute of Public Finance and Accountancy (CIPFA)**

**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 Gwent, the percentage of estimated expenditure on local policing in 2016/17 has increased from 28 percent in 2011/12 to 34 percent in 2016/17. Estimated expenditure on investigation has decreased from 21 percent to 11 percent, expenditure on 'dealing with the public' has increased from 5 percent to 7 percent and expenditure on intelligence is similar to 2011/12 at around 5 percent.

## Prioritisation and cost

Gwent Police has a clear set of priorities, grouped under the headings of police efficiency, effectiveness, legitimacy and leadership. These priorities take into account the force's understanding of demand for its services, local priorities, and national requirements. The force tracks progress against each element, with clear objectives and milestones against which to measure progress. Consideration is also given to the force's control strategy priorities (to prevent/reduce high-impact crime, to prevent/reduce high-volume crime, to protect vulnerable people from serious harm and to protect communities from serious harm). The force engages with its communities in several ways to gain a better understanding of the public's expectations of the force. In order to keep this understanding up to date, the force conducts surveys of local residents on a rolling six-monthly basis through its 'Your Voice' initiative, which is intended to identify the main areas of concern in every ward area and is used to identify local priorities. The force uses demand-modelling software to match resources against the identified demand for its services. This is informed by a risk assessment to identify the level of risk of harm to its communities and the force. Its daily management meetings effectively identify which ongoing incidents require a response as a priority and which can wait. Active incidents are dealt with as they are reported from the force control room.

Gwent Police uses the demand-modelling software to review options for its structure and funding in various circumstances. This means that, at short notice, the force can review the outcome of any decision to cut, retain or increase resources for a specific function. This provides the force with a comprehensive understanding of the costs and benefits of being agile with its resources. The force has a post-implementation review process for all business cases, which helps it understand the outcomes of decisions while also providing the force with a better understanding of how to improve in future. In addition, HMICFRS has observed the force's new omni-competence operating model in action, where all staff are multi-skilled to fulfil all roles, which ensures that every person in its control room can dispatch resources and answer 999 and 101 calls and record crime. This gives the force the flexibility to deal with any and all demands for service.

**Investment**

The force's investment plan, in line with its policing plan, prioritises investment in the force's capacity to deal with matters such as hidden crime, technology and developing its workforce. The force's combined efficiency and change programme had generated revenue savings of £37.7m by the end of 2015/16, with further planned savings of £4.4m in 2016/17. The force has provided all its officers with a mobile device and in-car wi-fi technology, and is also aiming to issue all officers with laptops. This allows them to work remotely and is more efficient.

The force has also invested in a new internet and intranet site, to allow online crime recording and to replace some traditional contact methods to meet the needs of the public in a more effective and efficient way. Further, the force has invested in an integrated HR system (combining payroll, finance, training and resource management systems), in the new command and control system, in training to allow early decision-making and in a tool to aid the deployment of officers and staff.

# How well does the force work with others?

HMICFRS inspected 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 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**

In addition to its statutory obligations, the force has good working relationships with other police bodies and some non-police partners. The force spends around £9m each year with other Welsh forces, around £1m working with national police forces, and around £7m each year with other partners. The force has a joint finance, HR and ICT system (FIRMS) with South Wales Police, and a fleet ICT system, to manage vehicles more efficiently, with South Wales Police and Dyfed-Powys Police.

The force has approached its local authorities to set up a multi-agency safeguarding hub, it has been met with reluctance due to cuts in the authorities' resources. The chief constable chairs the board for effective services for vulnerable groups, which is made up of public service chief executives and directors and considers the demand concerns facing public services.

The force works to mitigate the effect of reduced health agency resources. It does this through the statutory strategic partnership board (which identifies and make best use of local resources and funding opportunities), and the 'All Wales Mental Health Concordat' with partners including health, the youth justice board, local authorities,

and probation. The group aims to implement joint working at a tactical level to lessen the effects of reduced resources.

An example of joint working to share the effect of demand on services more effectively was the agreement to introduce an operational paramedic vehicle. This is staffed by a special constable and a paramedic, to respond to incidents where both police and NHS staff are required. The aim of this initiative was to reduce the workload on a shrinking ambulance service, while also reducing misplaced demands on policing services. The ambulance operates at peak times each weekend, and helps mitigate demand by reducing the need for each agency to send separate units to incidents.

**The benefits of joint working**

The force tracks the benefits of collaboration work through its change programme board, and is prepared to abandon an initiative if it appears unlikely to achieve the expected benefits. This is achieved through demand and financial modelling in advance of implementation, and post implementation reviews. The force explored the concept of a shared custody system with South Wales Police, but after a review demonstrated that the expected benefits were unlikely to be realised, decided not to go ahead. All of the current initiatives are being monitored and are producing financial benefits and increases in capacity.

**Leadership driving innovation**

Gwent Police is proactive in seeking new opportunities for service improvement. Its leaders demonstrate a willingness to experiment with new innovative approaches. The force researches widely for best practice, through consulting both IPCC and HMICFRS reports and environmental scanning. Information from this research is fed into the force change team, Staying Ahead 8, to identify good practice that can be adopted and assessed for its feasibility through partnership meetings. The force is proactive in its approach to identifying best practice and innovation and in identifying and visiting other forces that are recognised as leaders in particular aspects of policing.

The force has developed a new and innovative training process, using virtual reality, which resulted from its scanning of technological approaches in the private sector. This emerged from the force's research into innovative ideas and was followed by a visit to Arriva Trains in Cardiff to observe the scheme in action. The force recognised the scheme's potential across a broad range of training and business opportunities, as well as the potential for savings. A business case was developed and presented to chief officers, and funding was subsequently approved through the change board. The specification is currently going through the tendering process; once online, the new process will change significantly the way the force provides training to all

officers and staff. This will allow the force to test its staff in a variety of realistic situations in a way that would not previously have been possible. We shall monitor the success of this initiative.

## Summary of findings

**Good**

Gwent Police makes good use of its resources. The force has a good understanding of the operational skills of its officers and staff, including what skills will be needed in future. However, it has little understanding of wider skills, including leadership skills and has yet to complete a skills audit. The force develops its workforce's skills through continuous professional development and learning to address any identified skills gaps, yet there is little evidence that this understanding and recognition has been used to inform the force's recruitment arrangements.

However, the force is clearly making some progress in this regard, as every new business case must include a skills audit and training plan. The force prioritises its activity on the basis of its understanding of current and future demand for its services, local priorities and national requirements, and uses demand modelling to review the outcome of decisions to reduce, maintain or increase resources to a specific function. This provides the force with a comprehensive understanding of the costs and benefits of being flexible with its resources. Its investment focuses on changing operational demands and enhancing capability and capacity, using the force change programme to prioritise those investments.

Gwent Police is committed to joint working with partner organisations, such as local authorities, health, education, social services, probation, private sector and voluntary sector organisations and has some statutory and non-statutory working arrangements in place to ensure that demand is managed efficiently across agencies. The force monitors the benefits of collaboration initiatives, and is prepared to abandon initiatives if they appear unlikely to produce the expected benefits. The force is proactive in seeking out new opportunities for service improvement, and its leaders demonstrate a willingness to experiment with new approaches. This has resulted in innovation and improved service to the public.

**Area for improvement**

- The force should conduct a leadership skills audit that will allow it to understand leadership capacity and capability.

# 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 Gwent 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

Gwent Police's understanding of future demand for its services is limited in its scope. The force is unable to evaluate fully the size and scope of its future demand. Gwent Police uses the management of risk in law enforcement method (MoRiLE)[3] assessment to identify strategic priorities to inform its understanding of future demand and of capability gaps. The force also undertakes demand modelling to test those assumptions.

Through the statutory public service board, Gwent Police has recently joined with partner organisations including local authorities, the health service and others in the formation of a Gwent strategic wellbeing assessment group. The group has made a comprehensive assessment of future demand and need, informed by data from across the public services including the police. This work has been complemented by a structured programme of community engagement in each local authority area to identify those concerns which the community see as a priority, or potential future priority. The combined results will inform the plans of the public service board partners for the future, and meet the requirements of the Well-being of Future Generations Act for Wales.[4] However, HMICFRS believes that the force needs to do

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[3] 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, highlighting where the force does not currently have the capacity or capability to tackle them effectively.

[4] The Well-being of Future Generations Act (Wales) 2015 requires public bodies in Wales to think about the long-term effects of their decisions, to work better with people, communities and each other, and to overcome persistent problems such as poverty, health inequalities and climate change. Available from: www.legislation.gov.uk/anaw/2015/2/contents/enacted

more to ensure that it has a clear understanding of the potential future demand for its services, in order to enable it to prepare fully.

**Future considerations**

Gwent Police has some understanding of what the public want from its services, but this understanding is not so sophisticated as to encompass the ways in which public expectations are changing. The force seeks to improve public access by ensuring its website is as interactive as possible, and by adding services such as online crime and incident reporting. However, the force accepts that there is still more to be done before it can be confident that this improvement has been fully achieved. The force has commissioned research, by Cardiff University, to look at its full programme of engagement with the public. This is aimed at gaining a better understanding of how its engagement affects confidence levels and meets public expectations.

Gwent Police understands what technology can offer both policing and criminals, and how this is changing. The force is working on several technology projects, including working with the Centre for Applied Science and Technology (CAST)[5] in testing products for responding to criminals and storing data on cloud facilities in the future. It is also making progress with an intelligent voice recognition system to allow easier contact with staff, and is now using drones at road traffic accidents and to help locate missing persons. The force has successfully applied to the Police Transformation Fund for financial support to invest in facial recognition technology to improve organisational efficiency and enhance public security. It has invested in its ability to monitor, manage and audit social media in relation to cyber-crime and has used specialist software to significant effect in targeting offenders who operate online and in protecting children from harm. It has also invested in its capability to examine and interrogate mobile devices using mobile device kiosks. The force is aiming to transform its training by investing in virtual reality training.

Gwent Police understands the importance of collaborative working, both with other police forces and with local authority partners. The force has made considerable savings through a number of collaborations, and has plans for an additional one-off saving of £0.9m in 2017/18 from the joint scientific investigation unit. Its focus up to this point has been more on specific actions than on how best to meet local demand for its services collectively. However, there is a clear change in this approach through the shared resource services strategy (SRS). This currently manages the multiple technology infrastructures and applications historically used by each of the partner organisations. The intention is to bring IT systems together, in a 'one for all' approach. To achieve this there will need to be a greater level of collaboration between the partner organisations to support the SRS. The development of a three

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[5] More information available from: www.gov.uk/government/publications/centre-for-applied-science-and-technology-an-introduction

to five-year plan will allow the SRS, working with the strategic partners, to develop options to exploit the latest technologies and methodologies to extend innovation within the public sector.

The force has been working with its five local authorities, and with the health and probation services, towards the development of a multi-agency safeguarding hub (MASH). The chief constable and the chief executives of the local authorities and partner organisations commissioned work to determine how the organisations could work together more efficiently to reduce demand for their services and manage safeguarding risk in adult and children services. Funding has been made available by the chief constable, and a pilot project will be set up between Newport City Council and Gwent Police, with plans for the other organisations to collaborate in the MASH arrangements in the next 12 months. The force shares an ICT platform with four of the five local authorities; the fifth is showing an interest in joining. HMICFRS is disappointed, however, at the lack of progress made to date. While the force has indeed approached its local authority partners, potentially the demand in the important area of safeguarding is not being managed as efficiently as it could be.

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

HMICFRS inspected how well Gwent 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

Succession planning for Gwent Police is largely directed by the need for operational skills to allow the force to maintain operational resilience, rather than in terms of personal development. The force has a resource board where recruitment, transfers and promotions are agreed, based on the force's requirements. It considers succession requirements, demand need, the experience gap and areas of vulnerability based on an individual's skills, experience and knowledge.

The force has not yet carried out a review of its succession planning. It is, however, aiming to introduce talent management schemes and career pathways that do not focus solely on promotion. The force recognises that access to leadership opportunities could be improved, and this is in development. It has completed some recent reviews of promotion processes and temporary promotion processes in order to provide a fair opportunity for everyone. The force proposes to use a system of peer nomination and line manager referral. While the process might in the future identify talented individuals, it is not yet in place.

The force currently has one Fast Track officer, one high potential development scheme officer and one officer who has undertaken the assessment for this year's (2017 /18) Fast Track process.[6] All those who are not successful receive feedback and a development opportunity is provided for them.

The force uses the local policing area and business area senior management team meetings to identify and discuss succession planning and to identify roles that may become vacant in future. For example, recruitment processes have taken place to fill current vacancies in custody units and the area support units, and to plan for those identified in the next 12 months. The force is holding training days to keep knowledge up to date, and specific skills are recorded on a database that can be accessed by the National Police Coordination Centre (NPoCC). NPoCC is responsible for co-ordinating the deployment of police officers and staff from across the UK to support forces during large-scale events, operations and in times of national crisis – for example, large-scale flooding or civil emergencies. A list of single points of contact is maintained and reviewed every three months. The operational planning team also has access to new starters/leavers/transfers lists for skills awareness, and this is used to update the database. The force planning officer advises area leads if there are any gaps or skills concerns, which are then addressed through management meetings.

### Recruitment

Gwent Police clearly demonstrates that it is open to external recruiting and benchmarking. The force has recruited externally for its head of human resources, and is also aiming to recruit two more senior staff roles externally. At the time of our inspection, it was advertising externally for officer recruitment for several roles. The new head of human resources is searching externally for many areas of business, and has brought in subject-matter experts to provide training across the force.

Advertising posts externally allows the force to compare the talent it has within force with that which exists outside. The force should consider wider use of national advertisement for promotion opportunities, as recommended by the College of Policing's leadership review. The force makes some use of development positions for both staff and officers. For example, there are opportunities for development in senior line management positions for officers.

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

HMICFRS inspected how adequate, realistic and innovative Gwent 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.

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[6] College of Policing Leadership programmes: information available from:
http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx

**Plans**

The force has made prudent assumptions about future funding and future spending. It is one of the few forces that has actually built into its financial predictions a reduction in the government police grant as a consequence of a proposed change in the way the grant is calculated. There remains uncertainty about what a revised funding formula would mean for each force, but Gwent Police is assuming it could lose around £6m per year in income as a result of a revised formula. To offset continuing reductions in central government grant, the police and crime commissioner (PCC) has indicated an intention to increase the policing precept from the local council tax by just under 4 percent each year. The force's financial assumptions are triangulated nationally, regionally, and locally, and it engages with the Bank of England and Capita Treasury Management Services to establish future economic variables such as inflation and interest rates. There is additional external scrutiny of the force's finances through the Joint Audit Committee and Wales Audit Office.

The medium-term financial plan is aligned with the 'staying ahead' programme and provisional savings have been identified each year until 2020/21. However, although savings have been identified, the plans currently show that the budget can only be balanced in each year through utilising reserves to bridge the gap. The force has access to the PCC's comparatively high level of financial reserves to provide both opportunities for investment in improved services and contingencies to cope with unforeseen expenditure. At the end of 2016/17 the PCC's total reserves stood at £47.8m (40 percent of the force's general revenue expenditure). However, the medium-term financial plans show that the PCC intends to utilise these reserves each year through to 2021/22 both to invest in change and bridge the budget gaps, which will mean that the total revenue reserves will fall to around £9.6m by the end of 2020/21. It will be essential that the force has robust and sustainable plans based on an improved understanding of likely future demand for its services, to ensure it can operate within a balanced budget as it will not be able to rely on reserves.

**Savings**

Through its staying ahead change programmes Gwent Police has reduced its spending by £37.7m between 2010/11 and 2015/16 in line with the reductions in government funding to police forces in England and Wales over this period. For the last few years the force has consistently underspent its budget as a result of the staying ahead programme savings being achieved ahead of plan. However, it remains a force with one of the highest costs of policing per head of population. It has plans to continue to make savings each year over the next five years in line with its assumptions about continuing reductions in funding and increasing costs.

A significant part of the savings to date have been as a result of introducing a new operating model in 2015, in order to provide a more efficient way of policing. The model has two basic command units (BCUs) which are made up of ten inspector-led

areas, with local officers supporting communities through neighbourhood response, and engagement and problem-solving by dedicated teams. Each element of the model was designed using demand-modelling software to determine and fine-tune the level of resource against the level of predicted incident and non-incident demand on an hourly basis. This innovative approach has since been used across all departments, many of which have had their structures and composition refined following post-implementation reviews. The outcome of this approach is a more efficient and effective use of staff, enabling the force to put the right numbers of people with the right skills in the right place at the right time. While some functions have seen an increase in resource to cope with increases in demand, the overall effect is that the force has become more efficient and as a result has been able to save money while continuing to provide a good level of service. The force has realised some of its predicted savings earlier than it initially planned and, as a consequence, is in a stronger financial position in relation to its financial plan.

## Summary of findings

**Requires improvement**

Gwent Police's understanding of future demand for its services is limited in its scope; as a consequence the force is unable to evaluate fully what its future demand will be. The force has some understanding of what the public want, but this understanding is not sophisticated enough to account for changing public expectations. However, it has commissioned research by Cardiff University to look at its full programme of engagement with the public, to understand better how this affects confidence levels and meets public expectations.

The force has not yet carried out a review of succession planning. It is planning to introduce talent management schemes and career pathways into the force. The force is open to recruiting and benchmarking externally and it makes some use of development positions for both staff and officers.

The force understands what technology can offer both policing and criminals, and how this is changing. It has embraced technology as a tool to shape its vision for the future, and is hoping to extend its use of technology into new areas. The force understands the importance of collaborative working, both with other police forces and with local authority partners. Considerable improvements in efficiency have been achieved through working in collaboration. The force has made significant savings since 2010/11 and many of these savings have been achieved ahead of schedule. It has plans in place to achieve further savings through the staying ahead programme. Although its track record is good and its financial plans are sound and based on very prudent assumptions about reductions in police funding, the medium-term savings currently planned are not yet sufficient to match those required and the force will be

relying on using the PCC's financial reserves to balance its budget over the coming years. It will be essential that the force is able to achieve sufficient sustainable savings to enable it to balance its budget in the longer term without reliance on these finite reserves.

**Area for improvement**

- The force should ensure it has adequate plans in place to show it can provide services, while also making necessary future cost savings.

# 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.justiceinspectorates.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), 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 investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.[7] 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).

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[7] See sections 38 and 39 of the Police Reform Act 2002. Available at:
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). 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.justiceinspectorates.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.