PEEL: Police efficiency (including leadership) 2017

An inspection of the Metropolitan Police Service

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 the Metropolitan Police Service's legitimacy inspection will be available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/metropolitan/) 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/metropolitan/.

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
£3,269m	£3,323m	+2%

Workforce

Planned change in officer numbers

2016/17	2020/21	Percentage change
31,517	30,000	-5%

Planned change in total workforce

2016/17	2020/21	Percentage change
41,874	38,073	-9%

Calls for assistance

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

Metropolitan Police Service	England and Wales force average
234	135

Recorded crime

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

2015/16	2016/17
85	89
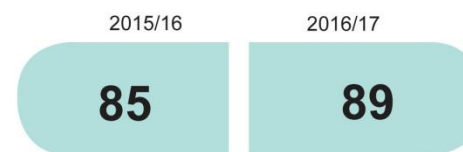
Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017

Metropolitan Police Service	England and Wales force average
+4%	+11%
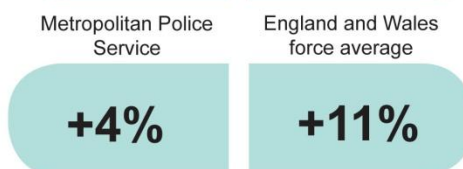
For further information about the data in this graphic please see annex A

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

Overall judgment[2]

Requires improvement

The Metropolitan Police Service has been assessed as requiring improvement in the efficiency with which it keeps people safe and reduces crime.

In 2016, HMICFRS assessed the Metropolitan Police Service as good for the efficiency with which it keeps people safe and reduces crime.

Overall summary

How well does the force understand demand?

Requires improvement

How well does the force use its resources?

Requires improvement

How well is the force planning for the future?

Good

The Metropolitan Police Service requires improvement in how well it understands current and likely future demand. It undertakes analysis to assess the demands for its services, including work to identify demands that are less likely to be reported and to better understand internal processes that create unnecessary work. An increase in 999 calls and staffing difficulties in the Metropolitan communications command have contributed to a reduction in call-handling performance, resulting in too many calls to the non-emergency 101 number going unanswered. This means that some people are not receiving the service that they need from the police. Initial response times in the two 'pathfinder'[3] boroughs that are piloting the force's programme to improve

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

[3] The two pilot sites set up by the force to enable it to test and evaluate the proposed basic command units before extending the new structure across London.

local policing have also increased, partly as a result of the transition to new ways of working. Systems for giving feedback are widely used but are not regarded highly by the workforce.

The force has made good progress in the areas for improvement identified in HMICFRS' 2016 efficiency report, but it continues to require improvement in how well it uses its resources to manage current demand. It has built on the work it undertook in 2016 to understand the skills it needs in its workforce. However, a meaningful skills and capabilities audit has not been completed, which means that there are likely to be gaps in the workforce's skills that have not been identified and addressed. The force worked with the Mayor's Office for Policing and Crime to set its priorities and take into consideration the public's views on priorities in London. It has routine processes to help understand the demands for its services, though work to understand how changing costs will affect the level of service it can provide is in the early stages. The force is able to assess the financial benefits that it gets from changing the way it works, but further work is required to measure non-financial benefits. It is too soon to evaluate whether the force is getting a return for its investment under the One Met Model 2020 programme of changes, and collaboration work is still in its early stages, so benefits are anticipated and cannot be confirmed.

The force is good at planning for the future. It analyses different information to identify trends in demand; the results identified so far are being used to help plan how it will work in the future. The force is making very significant investment in new technology to improve the public's access to its services, and the way in which it works. It is developing its approach to succession planning for senior leaders, and offers recruitment and development opportunities, mainly for officers, although development opportunities at an officer's existing rank are immature. Its plans are ambitious and match its vision for the future, but its biggest challenge will be to make savings of £400m over the next three years.

Areas for improvement

- The force should ensure that it has sufficient capacity available within the Metropolitan communications command to fulfil its resourcing model, and so to meet its demand.

- The force should build upon the improvements it has made to its benefits identification and review processes so that it is able to fully assess non-financial benefits.

- The force should ensure it has credible processes in place to identify good ideas and innovation from the workforce.

- The force should ensure that it understands the level of service that can be provided at different levels of costs, so it can identify the optimum level of service provision.

- The force should review the workforce skills and capabilities information that it already has, including for its leaders, to assure itself that its understanding is as comprehensive as it can be. It should then put in place plans to address any gaps. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.

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 the Metropolitan Police Service 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 the Metropolitan Police Service compared with England and Wales as a whole, from 2010/11 to 2016/17
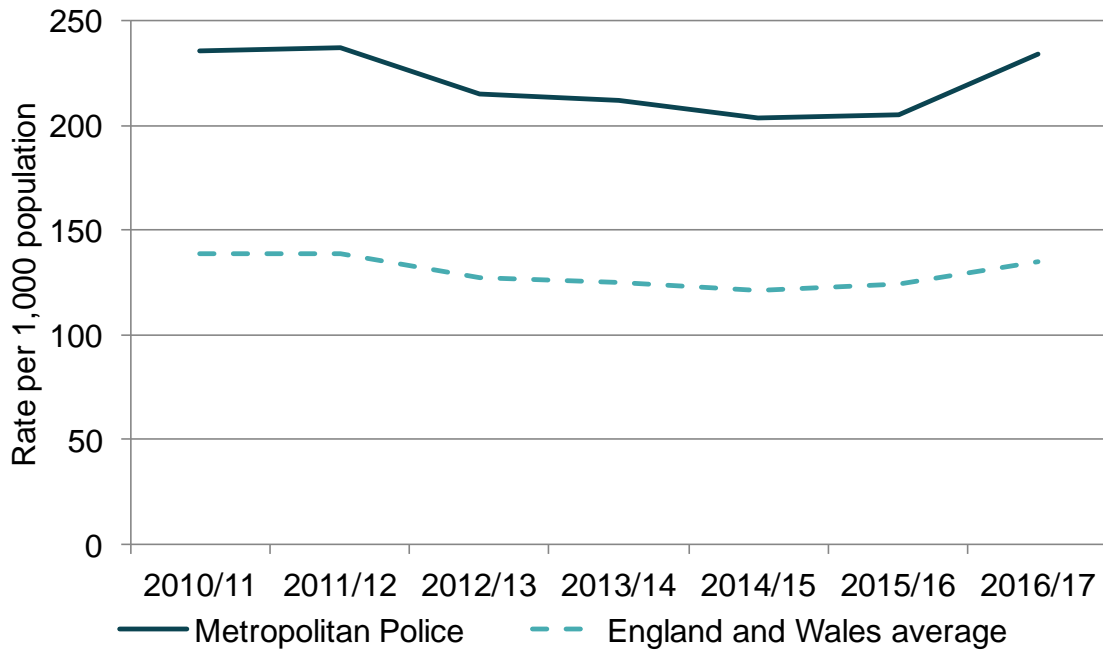
Source: Home Office Annual Data Requirement

The Metropolitan Police Service recorded 234 '999' calls per 1,000 population in 2016/17. This was higher than the England and Wales force average of 135. The rate has remained stable from the 235 calls per 1,000 population recorded in 2010/11 however, it has increased since 2015/16, when the rate was 205 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in the Metropolitan Police Service compared with England and Wales from 2010/11 to 2016/17
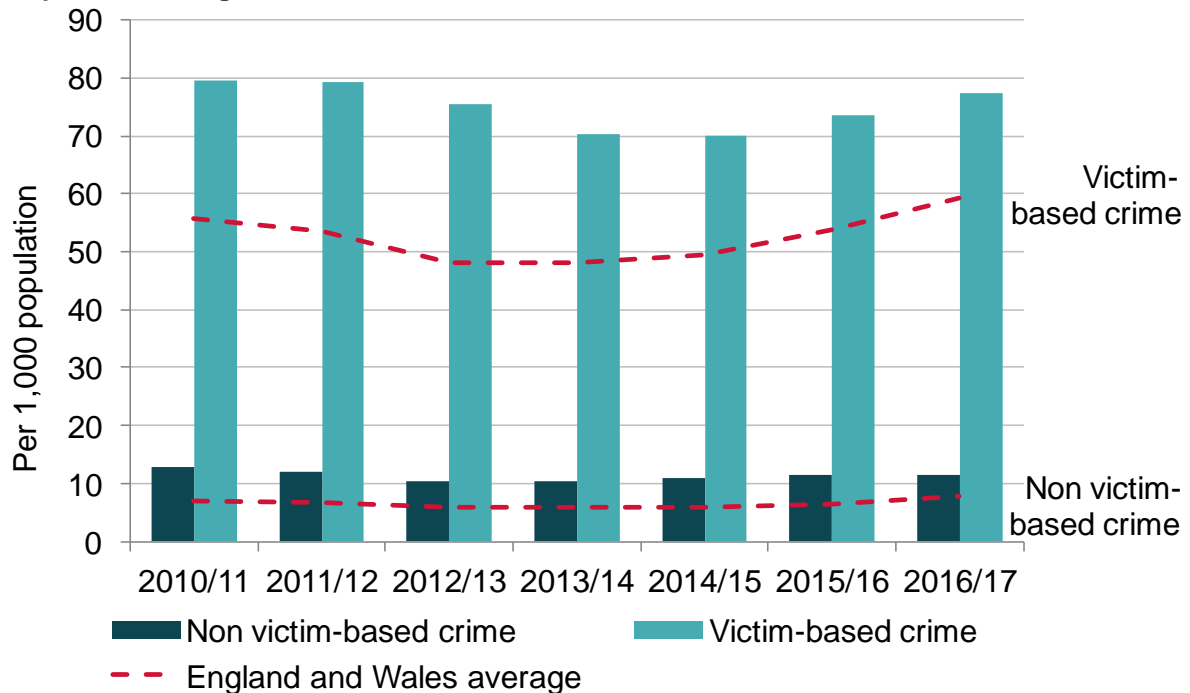
Source: Home Office Police-recorded crime data

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 the Metropolitan Police Service area in 2016/17 was 77.2 crimes. This is lower than the rate in 2010/11 of 79.7 crimes. The rate of victim-based crime decreased between 2010/11 and 2014/15 to 70.0 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 Metropolitan Police Service the rate of non-victim-based crime per 1,000 population in 2016/17 (11.5 crimes) was lower than in 2010/11 (12.8 crimes). The rate of non-victim-based crime per 1,000 population decreased to 10.3 crimes in 2013/14, before rising again 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

The Metropolitan Police Service analyses a range of data to assess the demands for its services. Information sources include 999 and 101 calls. It uses non-police information, such as the data the Mayor's Office for Policing and Crime (MOPAC) collects from local authorities in London, to understand the factors affecting demand at a local level. The force is using specialist software together with external consultancy support to understand the resources needed to respond appropriately to the demands for its services. The results from the analysis are checked and confirmed by subject matter experts from teams such as response, and neighbourhood policing to ensure it accurately reflects the work they do.

The force is expanding its understanding of different types of demand. It has examined how much time it spends dealing with demands that should have been dealt with by other agencies such as the health service. The force has done some impressive analysis to understand the unnecessary work caused by inefficient internal processes. The force is using the results to date to help plan its response to demand.

More complex demand

The force uses the management of risk in law enforcement (MoRiLE[4]) process to identify the areas of highest threat, risk and harm. It has developed a long-term plan which sets out how it will respond to crimes that pose the greatest threat, including the types of crime in the force area that are less likely to be reported (often called 'hidden demand'). It has updated its problem profiles,[5] including those for human trafficking, child sexual exploitation and forced labour and modern slavery, to better understand 'hidden demand'.

The force is working to uncover 'hidden demand', for example by introducing training for officers in how to identify missing children and the links to child sexual exploitation. It recognises that victims of 'hidden crime' may not want to use traditional methods for contacting the police, and has increased the ways in which it can be contacted; for example, crime reports can now be made via Twitter. The force's business plan for 2017–18 sets out how it will continue to respond to the 'hidden demand' it has identified, alongside the priorities in the Mayor of London's police and crime plan 2017–21. This includes how it is proposing to improve partnership working throughout London, which is important for identifying 'hidden demand'.

How well does the force understand things that affect demand?

HMICFRS inspected how well Metropolitan Police Service reduces the unnecessary internal work that can be created. 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

One Met Model 2020 (OMM2020) is a complex and wide-ranging portfolio of ten change programmes that aims to make the Metropolitan Police Service as efficient and effective as possible by 2020. The force has learned lessons from recent projects that have not gone to plan, most notably in ICT development. It has a robust governance framework in place for the development and implementation of OMM2020 whereby a senior officer is accountable for the progress of each

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[4] 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.

[5] A problem profile is intended to provide the force with greater understanding of established and emerging crime or incident series, priority locations or other identified high-risk issues. It should be based on the research and analysis of a wide range of information sources, including information from partner organisations. It should contain recommendations for making decisions and options for action.

programme. The force has improved its approach to planning and implementing change programmes to ensure that the expected benefits are clearly set out at the start, and programmes are regularly monitored to ensure they remain on track. The transformation board, made up of senior leaders, maintains rigorous scrutiny.

The force is continuing its work to find the points where its internal processes create unnecessary work. One of the ten programmes in the change portfolio is called the smarter working programme, an objective of which is to support the workforce in providing a better service to the public. This programme aims to reduce wasteful demand on police time, such as unnecessary administrative processes, as well as to improve ways of working, such as through better use of new technology. The effects of this work are not yet known; the business case for making the changes identified through the smarter working programme is soon to be presented to the portfolio investment board for its approval.

The force is in the process of implementing THRIVE[6] as a means of assessing calls for police assistance to identify the most appropriate police response in each case. At present, staff within the Metropolitan communications command (MetCC) have access to comprehensive written guidance to support them with gathering information at the first point of contact and prioritising calls.

However, MetCC is not fully staffed, having 120 staff vacancies; it also has high levels of sickness absence and staff turnover, and experiences difficulties in recruiting new staff. In addition, during the 12 months to March 2016, the force experienced an increase in the number of 999 calls per 1,000 population, in contrast with the downward trend of the previous three years. The combined effect has been a decline in call-handling performance. Figures provided by the force show that in April 2017, 83 percent of 999 calls and 26 percent of 101 calls were answered on time, both against a target of 90 percent. HMICFRS is particularly concerned that, in addition, 29 percent of 101 calls were abandoned[7]. Although the 101 number is intended for non-emergency contact, the force cannot be certain that some of these callers are not in need of immediate support from the police. It is unable to call back 101 callers, as their telephone numbers are not recorded and stored by the service provider. This means some demands for service from the public remain unmet, and some victims may not be getting the response they need from the police.

The force is fully aware of this inadvertent suppression of demand, which it says is due, in the main, to an unsuccessful recruitment campaign in late 2016 and early 2017. The force is taking immediate action to respond to this, with a plan to recruit into the staff vacancies and improve performance and morale in MetCC. At the time

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[6] 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 staff determine the appropriate level of response to a call.

[7] A call or other type of contact initiated to a call centre that is ended before any conversation occurs.

of the inspection the effects of the immediate action were not yet clear. The force has introduced other ways in which it can be contacted by the public, such as through its website. However, no evidence was seen to show a direct correlation between abandoned calls rates and use of these other ways the public can make contact with the force.

HMICFRS' 2016 efficiency report identified as an area for improvement for the force the putting in place of better processes and governance to understand and realise the benefits of projects and change programmes. The force has made some progress in this area, although more work is required to measure non-financial benefits, such as the number of officers or police staff that can be moved from one service area to another due to more efficient ways of working.

The monitoring information for each programme is reviewed fortnightly by the programme managers and is reported to the monthly portfolio investment board so that swift action can be taken if a programme is not on track, or if there are any unintended negative consequences. An example of this is in the 'pathfinder' boroughs, where response officers are required to take on the investigation of the simple cases they respond to. Previously they handed over the investigation after the initial response, but the new way of working has increased the amount of time they now spend on an incident. This has contributed to officers taking longer to respond to incoming incidents and, on occasion, has resulted in an increase in the number of incidents being left open at the end of a shift. The force is aware of this problem and is actively assessing how it can best balance the time spent on investigations and response times. Swift improvement is needed, so that victims of crime and witnesses are not exposed to risk. It has also carried out analysis to identify the other factors affecting response times in these boroughs; it is making changes to address these, and will include the lesson learned as more 'pathfinder' boroughs are formed.

Leaders promoting innovative thinking

There are many ways in which the force can communicate with and listen to the workforce. These are widely used but are not regarded highly by many in the workforce. In 2016, 1,325 officers and staff volunteered to be change ambassadors to help the force make the cultural changes needed to ensure the workforce understand and adapt to change. The force admits that its change ambassadors have not been used as effectively as originally envisaged. It is developing a different approach to engaging the workforce in its transformation programmes by setting up change networks throughout the force to support and promote the benefits of change and provide an effective two-way communication channel.

The strengthening local policing programme will significantly change the way in which the force provides local policing services. Communication and engagement on this programme has been slow to develop, for a number of reasons, including the need to go out to public consultation and secure mayoral approval for the changes, and a change of commissioner. As a result, many in the workforce have become

detached from the change process. The force needs to ensure that, before introducing change programmes, the workforce is fully involved and can be confident that when it gives feedback and submits ideas, these are valued and listened to, so that the force's ability to make lasting change is not undermined.

Summary of findings

Requires improvement

The Metropolitan Police Service requires improvement in how well it understands current and likely future demand. A rise in 999 calls and staffing difficulties in MetCC have contributed to a reduction in call-handling performance, particularly in respect of 101 calls, that is suppressing demand. Response times in the 'pathfinder' boroughs have also increased partly because of new ways of working. The force is aware of these problems and is taking action to address them. The force has many ways for communicating with and listening to the workforce; they are widely used but are not regarded highly by the workforce. The strengthening local policing programme will completely change the way frontline policing is organised, but communication and engagement on this has been slow to develop. Some of the reasons for this are beyond the force's control such as the need to consult the public and get mayoral approval for the changes, but the force now needs to engage fully with the workforce so these and other changes are not undermined.

Areas for improvement

- The force should ensure that it has sufficient capacity available within the Metropolitan communications command to fulfil its resourcing model, and so to meet its demand.

- The force should build upon the improvements it has made to its benefits identification and review processes so that it is able to fully assess non-financial benefits.

- The force should ensure it has credible processes in place to identify good ideas and innovation from the workforce.

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 their people 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 provision of the best service to the public in a cost effective manner.

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

HMICFRS inspected how well the Metropolitan Police Service 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 1517.3 FTE (5 percent) from 31,517 to 30,000. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Metropolitan Police Service's planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021
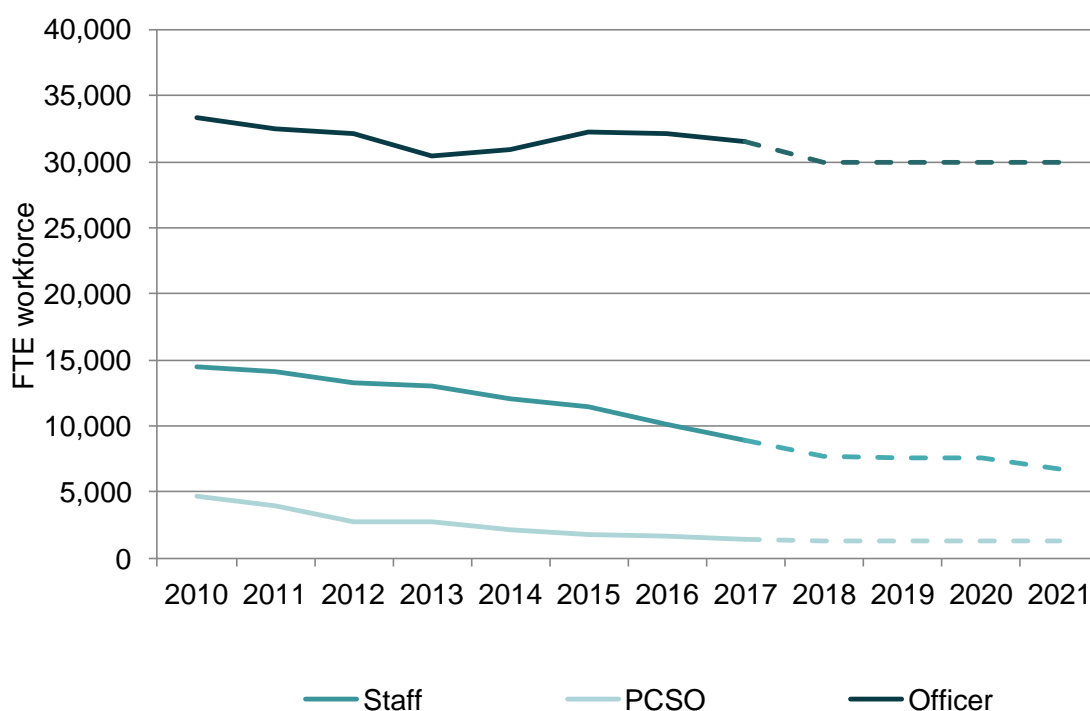
The number of staff working in the Metropolitan Police Service is projected to decrease by 2154.5 FTE (24 percent) from 8,915 to 6,760 between March 2017 and March 2021. Staff numbers across England and Wales are also projected to decrease by 2 percent. The number of PCSOs in the Metropolitan Police is projected to decrease by 129.4 FTE (9 percent) from 1,442 to 1,313 over the same period, whereas, for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Since HMICFRS' 2016 efficiency inspection, the Metropolitan Police Service has continued to improve its understanding of the skills it needs in the workforce. The force leads a national programme called workforce futures, which is also one of the programmes in OMM2020. The aim is to create 'a transformed, modern and efficient Met that looks and feels more like London'. The analysis carried out under this programme is used for current deployment and resource planning purposes, and also to forecast five years ahead, to enable the force to plan to meet future demand. The unit meets with departmental leads from throughout the force on a monthly basis in order to better understand resource requirements and to consider how best to respond to them.

Each member of the workforce has a training record that is held and maintained on the force's HR system, MetHR. The force also has a register of those in the workforce who speak another language. The integrated design and delivery team is responsible for maintaining the force's database which holds information on the

officer and staff posts throughout the force. This information has given the force an understanding of the skills it has and is also used in workforce planning. However, the force has not carried out a meaningful skills and capability audit that includes officers and police staff. This means that despite all the work that it is doing to understand the skills it has in the workforce as a whole, the force's understanding is not as comprehensive as it could be.

The force uses its understanding of the skills gaps in the workforce to inform its recruitment and training plans. For example, it has had a shortage of detectives for some time so it has introduced the 'detective constable pathway' as a new route to becoming a detective. The primary aim of the pathway is to increase the diversity of its detectives in terms of skills, experience and background though it also has the potential to reduce the detective shortage. It is also reviewing its approach to recruiting call-handlers, to increase the number of applicants for these roles, following a successful campaign in mid-2017 that included direct entry applicants. The force looks outside the police service for certain skills and capabilities; for example, it routinely works with academia. It also uses specialist companies to carry out recruitment in areas such as the digital policing[8] directorate. The force uses consultancy services and is working on OMM2020 with a single company that is contracted to include workforce training during the course of the contract.

The force has aligned its training plans to its annual workforce plans, so that training provision matches the skills it needs. It is clearly taking steps to ensure that the skills it has will match those it needs. However, the lack of a meaningful skills and capabilities audit means there are likely to be gaps in the force's recruitment and training programmes that it is not aware of and cannot address. Instead of carrying out a skills audit, it is working with the College of Policing to develop role profiles that reflect the skills it needs. The force believes that this will create detailed skills records. A meaningful audit or similar would ensure the force knows where the skills gaps are in its workforce, so that its recruitment and training activities can consistently address them.

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

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

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[8] Digital policing is the force's information and communications technology (ICT) directorate.

The Metropolitan Police Service has undertaken some analysis to understand the skills it needs in the workforce as a whole, including those of its leaders. The force has forecasts of how many leadership posts it will need over the next five years. Records of leaders' training are held and maintained by HR.

In addition, the force has undertaken a detailed review of its leadership, aimed at identifying current skills among its leaders and the gaps in skills compared with its leadership standards. This gap analysis was used as the basis for designing the force's 'Leading for London'[9] pilot programme. However, the force has not undertaken a meaningful skills and capability audit of its leadership. This means that despite all the work it is doing to understand the skills of its leaders, its understanding is not as comprehensive as it could be.

The force uses the understanding it does have of its leaders' skills to inform its recruitment and training plans. For example it has taken action to fill a shortage of project managers within the newly reorganised transformation directorate. The workforce futures programme has four strands: attracts, exit and re-entry, develop and reward. The first of these attracts those with a wider range of skills, experience and backgrounds into policing, for example through schemes such as direct entry inspector and superintendent and Police Now.

'Leading for London' is a comprehensive training and development programme for all officers and staff in leadership roles to improve current and future performance by addressing the gaps in leadership skills. The force piloted the programme in 2016 providing training, support and coaching for selected leaders from sergeant to chief superintendent rank and police staff equivalents throughout the force. After the pilot ended, it was evaluated using the Kirkpatrick model.[10] The feedback and lessons learned from the pilot were used in the final design of the programme. The first course is scheduled to take place in November 2017; over time it will be provided to 6,000 leaders. However, constables and police staff equivalents will not participate directly in the programme but will have access to its online learning tools as agreed with their line manager in their performance conversations

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[9] 'Leading for London' is a comprehensive training and development programme which provides training, support and coaching for all officers and police staff in leadership roles.

[10] The Kirkpatrick model is a standard for evaluating the effectiveness of training. It considers the value of any type of training, formal or informal, across four levels: reaction, learning, behaviour and results.

How well does the force allocate resources?

HMICFRS inspected how well the Metropolitan Police Service 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 Metropolitan Police Service from 2011/12 to 2016/17
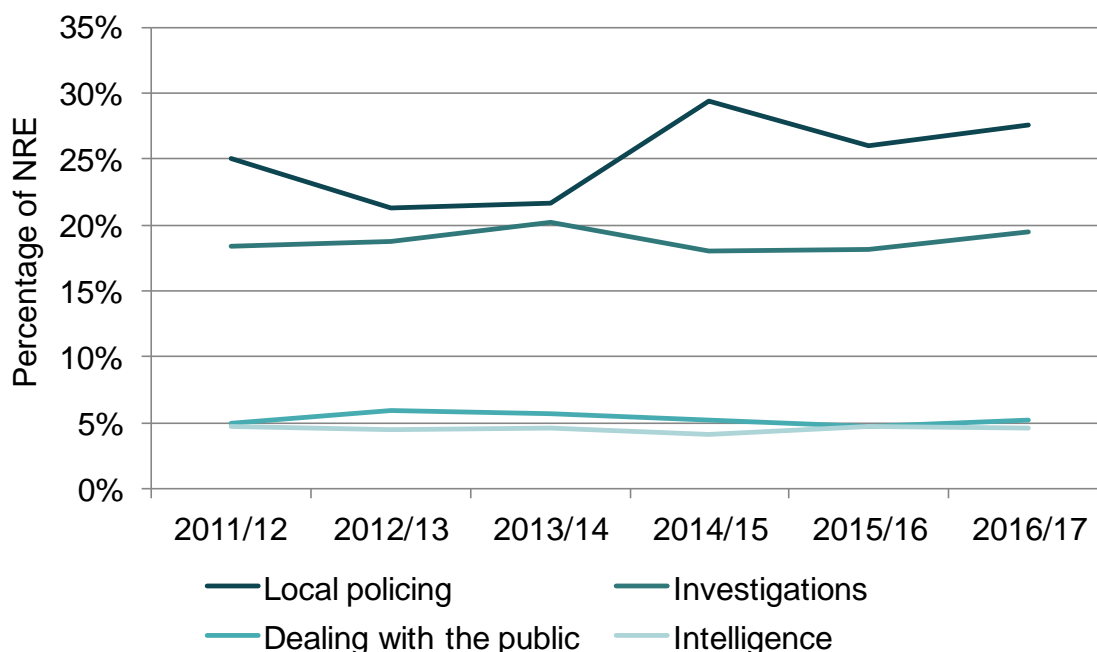
Source: Chartered Institute of Public Finance and Accountancy (CIPFA)
Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.

In the Metropolitan Police Service, the percentage of estimated expenditure on local policing in 2016/17 has increased from 25 percent in 2011/12 to 28 percent in 2016/17. Estimated expenditure on investigation is similar to 2011/12 at 18 percent and both 'dealing with the public' and intelligence functions have a similar proportion of expenditure in 2016/17 as they did in 2010/11.

Prioritisation and cost

The Metropolitan Police Service works closely with MOPAC to jointly gain a better understanding of the needs and priorities of London's diverse communities. It also works closely with the Home Office and security services to ensure it can allocate sufficient resources to its role of policing the UK's capital city and to contribute to national policing at times of grave emergency. For the first time this year, the force has developed its own business plan to translate the priorities of the police and crime plan into the force's operational plan, in order to ensure it can clearly set the annual priorities for policing, and target resources to those priorities.

The force's business plan prioritises three areas for the coming year: knife crime, improving the police response to child protection and using digital technology to enable better policing. In recognition of the fact that London is a large city whose communities have complex and diverse needs and priorities, force leaders and MOPAC have met with police and local authority leaders in the 32 boroughs to agree two local priorities per borough. These priorities are in addition to the pan-London priorities set by MOPAC and the Commissioner that are applicable to all boroughs. The public's views on the priorities in London were also taken into consideration.

The force has routine processes which enable the demand for its service to be analysed and discussed. Resources are matched to demand on a daily basis. Three meetings are held each day to maintain a tactical picture of demand, and the resource management system gives the flexibility required to respond to short-term changes.

However, the force is in the early stages of improving its understanding of the relationship between costs and service outcomes. This means that although it can move resources around the force in response to changing priorities, it has a limited understanding of the level and quality of service it can then provide in each working area. The force has looked at a range of scenarios based on different assumptions about available funding to understand how this will affect workforce numbers. Its management board is planning to extend this review to understand, for example what the effect of reducing police officer numbers would be on the force's ability to tackle crime and anti-social behaviour. It is not yet clear when the next stage of this review will begin.

Investment

OMM2020 covers all aspects of policing, including support services. The management of the portfolio sets rigorous requirements for all the work, to identify what investment is needed and why; there are clearly defined responsibilities and monitoring arrangements in place to measure how far the objectives are being met and any anticipated benefits are being realised. Investments in ICT infrastructure, property and fleet are prioritised to make the force more efficient now and to save money in the future.

In HMICFRS' 2016 efficiency report, we said that the force should ensure that the benefits and efficiencies from its investment in new ICT are realised by providing sufficient levels of training to staff. The force now includes training as part of all of its ICT projects. In the same report, we also said that the force should complete the update of its published ICT strategy, so that it is aligned with the change programmes in OMM2020. This update has been completed and the digital policing directorate is involved in the change governance process to ensure that the sequencing of ICT projects aligns with the implementation of the related programme. It is too soon in the implementation of the OMM2020 programmes to evaluate whether the force is getting the return that it expects on much of its planned investment.

The force recognises that not all investment will result in financial savings. In some cases, investment is justified where it brings better, more resilient services, or in the case of older ICT systems where replacement is essential to maintain operational support. These benefits are harder to quantify. However, the force is better able to quantify financial benefits. There are areas where the force can quantify the return on investment in financial terms; for example, the outsourcing of routine HR and finance functions such as staff records and payroll is estimated to achieve savings of over £100m over the next ten years. But the force should build on its work to improve its benefits identification and review processes so that it is able to better quantify and monitor non-financial benefits.

How well does the force work with others?

HMICFRS inspected how well the Metropolitan Police Service 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 Metropolitan Police Service is working with a range of partners at a local level. A principal aim of this work is to ensure demand is met by the most appropriate agency. Partnership working is a strong focus in the new police and crime plan. The plan recognises that making faster progress to tackle the crimes that cause most harm in communities is not just the responsibility of policing and will require constructive joint working with other public sector agencies and interested parties. The force is working with partners to counter the negative effect of their reducing resources. This mostly takes place at a local level. Examples include police and local authority funded posts in one borough and joint prevention work with the London Ambulance Service in schools in another borough to raise awareness of the effect of crime. Pan-London examples include joint work between the force, MOPAC and the 32 London boroughs to find a sustainable solution to local authorities withdrawing funding for closed-circuit television cameras throughout London.

The force, London Ambulance Service and London Fire Brigade have worked in collaboration for some time. This includes call-handling, co-location, facilities management and training. The three 'blue light' services have formed the London tri-service blue light collaboration team and steering group to explore the potential areas where they can collaborate further to improve their service to the public, reduce waste and increase efficiency. Progress has been slow but is being made in some areas, such as joint response teams and sharing resources. The force has undertaken to further develop its collaboration work with the other 'blue light' services, in recognition that more can be done to improve efficiency and service to the public.

The benefits of joint working

HMICFRS' 2016 efficiency report recommended that the force should put in place better processes and governance to understand and realise the benefits of collaborative work, and how it affects the force's ability to meet current and likely future demand efficiently. The tri-service team has identified six priority areas for collaboration that have been agreed by the chief officer in each organisation. The title of the force's recent police transformation fund bid is 'Collaborative contact and response', which is one of the priority areas. The bid sets out the proposals for the three services to provide joint contact and despatch services.

This work is in its very early stages, so the force is not yet able to fully confirm the benefits. The anticipated benefits noted in the bid for the three services include: reduced costs in call-handling technology and estates due to the partners sharing a single command and control system and office space, improved triage,[11] greater

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[11] Triage is the process of assessing priority and deciding the order and most appropriate response to large volumes of incoming calls.

resilience in periods of increased demand, shared training and development and increased public confidence and satisfaction. A plan that identifies financial and non-financial benefits will be completed before the programme begins.

Leadership driving innovation

OMM2020 is an ambitious portfolio of change that is part of the force leadership's plans to transform the way the force works to maintain effective policing despite reducing resources. The transformation directorate provides professional programme management and support to the change portfolio. At the time of the inspection, the directorate did not have its full complement of staff, thereby affecting its ability to fully support all the programmes in the portfolio. The force is in the process of recruiting a significant number of new staff with high-level skills in leading and managing change. There are now 108 full-time posts within the directorate that will work alongside 181 seconded officers and staff from throughout the force to provide the right level of resource to run each of the ten programmes within the portfolio.

The force has also created additional capacity to identify future threats and opportunities, which it calls its 'horizon scanning and insight' capability, and will look beyond the police service to stimulate ideas and innovation. HMICFRS has seen an improvement in the way the force learns from other police forces and different industries; there is evidence that the force has adopted good practice and learning from its observations throughout the year. Examples include the adoption of training material used in another force and of forensics equipment manufactured and used in Shanghai.

The force makes use of external consultants to support specific projects and programmes and to add capability throughout the force where it is needed. It has recently entered a long-term partnership with a private-sector company to provide support to manage the transformation of the force. It has ensured that a significant proportion of the fee depends on the company successfully transferring skills and knowledge to the workforce, and recruiting and developing appropriate permanent staff, so that the force has the right level of support after the contract ends.

Summary of findings

Requires improvement

The Metropolitan Police Service requires improvement in how well it uses its resources to manage current demand. It has built on its 2016 work to understand the skills it needs in its workforce as a whole and requirements are regularly reviewed. However, the force has not completed a meaningful skills and capabilities audit, so there are likely to be gaps in the workforce's skills that have not been identified and addressed. The force worked with MOPAC to set its priorities and public views were

considered. There are routine processes in place to understand the demands for its services, although the next stage of work, to understand how changing costs will affect the services it provides, has yet to be started. The force is able to quantify the financial benefits in many cases, but further work is required so that all benefits can be identified. It is too soon in the implementation of the OMM2020 programmes to evaluate the extent to which the force is getting a return for its investment. Progress in its collaboration work with the other 'blue light' services is also in its very early stages, so the force is not yet able to confirm the benefits.

Areas for improvement

- The force should ensure that it understands the level of service that can be provided at different levels of costs, so it can identify the optimum level of service provision.

- The force should review the workforce skills and capabilities information that it already has, including for its leaders, to assure itself that its understanding is as comprehensive as it can be. It should then put in place plans to address any gaps. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.

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 the Metropolitan Police Service 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

The Metropolitan Police Service analyses different types of information to identify trends in demand. Its intelligence command uses this analysis to identify trends that indicate likely future demand. The force has started to review this analysis alongside its organisational capabilities, to see the extent to which it can resource demand in the future. The force also makes good use of academia and consultants in its demand analysis work. A recent example is the use of an external consultancy company to examine why the number of calls coming into MetCC has recently increased. The information from this analysis is being used to support the introduction of THRIVE in MetCC and to create new ways of dealing with demand such as the 'pathfinder' telephone investigation unit[12] to free-up call-handling and frontline resources. External factors are also considered; for example, MOPAC has carried out analysis to assess the effect that London's anticipated population increase will have on policing.

While the force is undertaking analysis to predict likely future demand, this work is currently at different stages and further conclusions need to be drawn from it. In the meantime, the force is using what the analysis has established so far to help plan its response to demand.

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[12] The unit that has been set up to support the two 'pathfinder' boroughs by dealing with initial crime reports and investigations that have been assessed as non-emergency over the telephone.

Future considerations

Understanding the way the public wants to contact the police now and in the future has been central to the design of the public contact programme. The force has taken an innovative approach to understanding what the public wants to give itself a better understanding of how it can best respond to the public's expectations at every stage of the service. This has resulted in a new public access strategy focused on digital services designed around the customer. The force has started to improve digital access with online crime reporting. A dedicated 'pathfinder' telephone investigation unit has also been set up. The unit's aim is to deal with more crimes in the 'pathfinder' boroughs by telephone so that the force can reduce the demand on its response teams, without artificially suppressing demand that needs police attendance. The unit will be extended throughout the force in September 2017.

Improved technology and digitalisation are at the heart of the force's plans for how it will operate in the future. It is currently exploring a range of digital initiatives, such as digital 101[13] and digital neighbourhoods.[14] The force has plans for very significant investment in new technology to improve access to services as well as to streamline back office functions and make frontline policing more effective and efficient. For example, frontline officers are being issued with body-worn video cameras and mobile devices. In April 2019 the force plans to start the implementation of the Met integrated policing solution (MiPS), which will bring together a number of core policing ICT systems into a single application, making it quick and easy for officers and staff to find police information. The force is also developing its capacity to store and use video evidence to help bring offenders to justice.

Technology is also changing the nature of crimes and how they are committed, with cybercrime and cyber-enabled crimes, such as online child exploitation and fraud, presenting a growing problem for policing. The force has made significant investment in its capability to fight this type of crime. For example, the cybercrime unit, known as FALCON,[15] helped Europol identify the principals involved in extortion attacks against European companies. The force recognises that new technology solutions that enable smarter working will require those using them to adapt the way in which they work in order to make lasting change and achieve the full benefits. The force identifies this as perhaps the greatest risk to achieving change at the pace and scale required.

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[13] A facility that enables callers to speak with police call-handlers online.

[14] The use of social media by local police to connect with specific communities and establish open conversations within neighbourhoods.

[15] FALCON stands for fraud and linked crime online.

There is a range of partnership working in the force at a local level aimed at ensuring demand is met by the most appropriate agency. The force has undertaken to build on its collaboration work with the ambulance and fire services, with the aim of closer joint working in the future. The force has submitted a bid to the police transformation fund for just under £8m to continue the work to jointly run and operate public contact and command and control systems in the three 'blue light' services. Other proposals include more coordinated prevention and response, as well as securing greater efficiencies by combining back office functions. Partnership and collaboration work will be developed under the optimising response, strengthening local policing and estates transformation programmes.

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

HMICFRS inspected how well the Metropolitan Police Service 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

The Metropolitan Police Service has identified the skills it needs in its leaders, based on the analysis carried out by the workforce futures programme, and information about training and resources. It also carried out a detailed leadership review before designing its 'Leading for London' pilot programme; the review and the pilot have improved its knowledge of the gaps in leadership skills and how to address them. The force has a comprehensive workforce planning process that deals with current deployment and resource planning, and also forecasts over five years to enable the force to plan its resources to meet demand in the future.

The force is developing its approach to succession planning for senior leaders so that it will have people with the right skills for leadership roles. This process will be informed by, among other things, the 'performance and potential'[16] matrix that those of chief inspector rank and above are required to complete as part of their annual performance development review. There is some evidence of succession planning taking place, but mainly for senior leadership roles, such as the early selection of the 12 commanders who will head up the new basic command units. The force has not carried out a meaningful skills and capabilities audit that includes officers and police staff. An audit would enable the force to better identify the skills it needs in the future and to tailor development opportunities accordingly.

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[16] A nine-box grid that is used by the force to measure officers' current performance and career potential.

Development opportunities at an officer's existing rank (lateral development) are in the early stages of being developed. For example, the force recently launched its career development service, which is an online tool for black, Asian and minority ethnic and female officers, depending on rank, that brings together information on development opportunities throughout the force. The current performance development review process is not valued and is not widely used to good effect. The force has introduced an improved approach for officers from constable to inspector ranks but this is presently in its pilot phase. In the meantime, the performance and development of many in the workforce is not being systematically reviewed or effectively managed. This means the force cannot ensure it is providing development opportunities and adequately equipping its workforce with the skills it needs for the future.

Recruitment

The force offers an extensive range of recruitment and development opportunities to officers, some of which are aimed at those with the most talent and potential. The majority of its recruitment is at constable level, and more recently it has started to recruit detectives at this level. Candidates can also apply to join at other levels – for example, there are direct entry schemes for inspectors and superintendents. The force strongly supports direct entry schemes to bring in the skilled leaders that it needs from outside the force. It created the Police Now[17] initiative through which it attracts graduates into policing, and played a principal role in its development into a national scheme.

The force takes part in the College of Policing's police constable to inspector scheme, its high-potential development scheme and its leadership programme for the Special Constabulary. Force-specific initiatives include the upcoming 'Leading for London' programme and the Met fast track programme for inspector to superintendent. The force has decided to focus most opportunities on officers, although police staff can apply for the police officer direct entry schemes, and all police staff roles are open to direct entry candidates. The 'Leading for London' course will also be available to police staff leaders. The workforce futures programme has four strands; the second of these is to develop lateral and career progression pathways. This work is in the very early stages, but changes such as providing structured support to senior officers who are due to attend the police national assessment centre[18] have been positively received.

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[17] Police Now is a two-year programme that offers graduates the opportunity to become a police officer in challenged and often deprived communities.

[18] The police national assessment centre is designed to identify those who are capable of being an effective chief officer.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative the Metropolitan Police Service'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

The ambition of OMM2020's change portfolio is to make London the 'safest global city'. This is integrated into the force's business and financial planning processes. Detailed and prudent plans are in place to align finances (both savings and investments), workforce changes and other resource requirements. The force has an effective governance process to oversee progress. A senior leader is responsible for each programme, and all programme leads are accountable to the management board. The force's business plan sets out how the force will direct its resources to meet its priorities.

The force faces a significant financial challenge over the next three years; it estimates it needs to save a further £400m. The force has a medium-term financial plan based on broadly prudent assumptions about future income and expenditure. However, the force has not considered any reduction in the police grant based on the planned revision of the formula through which police grants are calculated by the government. Although there is uncertainty, it is possible that the government grant allocated to the force may be reduced by a revised funding formula, in which case the force will be facing an even more significant financial savings challenge. The force should ensure its plans effectively show that it can provide services, while also making the necessary cost savings.

Since most of the force's budget is spent on staffing, workforce reductions will be necessary to reduce spending by £400m. Over the last three years of budget cuts, frontline police officer numbers have generally been maintained, whereas police staff numbers have been reduced significantly to make the savings needed. The force's plans recognise that police officer numbers will need to reduce to make the necessary savings. OMM2020 is designed to restructure the way the force operates, to streamline processes and invest significantly in technology to improve efficiency.

The force's plans are ambitious and will change the way it operates. It is set to make significant investment in change to enable future savings to be made. OMM2020 restructures most of the force's processes. Neighbourhood policing remains at the centre of the model, but will work differently by 2020. Instead of each of the 32 London boroughs having its own police command unit, it is planned that these will be reduced to 12, each covering two or three boroughs. For the first time in the force, response officers will take on the investigative role for many of the crimes they respond to, instead of handing them over to a different team. This is intended to provide a better service for the public but requires officers to have a different set of skills. The changes the workforce will need to make in its working practices and

attitude to enable it to work differently should not be underestimated, particularly as the force has sometimes been slow to engage the workforce fully in its plans for change.

Savings

The disposal of under-utilised police buildings is critical to supplying the funding needed to invest in new technology and to upgrade the remaining buildings, so that OMM2020 can deliver as planned. The force's estates strategy aims to reduce the number of police buildings in London from 400 to only 109. This will not only bring in funds but will also considerably reduce continuing overheads and running costs.

Some of the police station closures will be controversial, despite strong evidence that some locations are rarely visited by the public and despite alternative public access points being provided nearby, alongside existing telephone and online channels. Police station closures can generate public opposition, which could put the force's plan at risk. The force recognises this and has worked with MOPAC to carry out a public consultation to explain the closure proposals and their rationale. The feedback that has been received will be considered when finalising the proposals.

Summary of findings

Good

The Metropolitan Police Service is good at how well it is planning for the future. The force analyses various information to identify trends in demand. This work is not complete, but the analysis to date is being used to help plan its response. Consideration has been given to changing public expectations in the force's vision of the future, and its business plan sets out how it intends to achieve its priorities. The force has plans for very significant investment in new technology to improve access to services as well as to streamline back office functions and make frontline policing more effective and efficient. It is developing its approach to succession planning for senior leaders, but it does not have a meaningful skills and capabilities audit and development opportunities at an officer's existing rank are immature. The force offers an extensive range of recruitment and development opportunities that it has decided to target at police officers. Its plans for change are ambitious and match its vision for the future. There are robust governance arrangements in place to monitor progress of OMM2020, but the force faces significant financial challenges over the next three years to make savings of £400m; this amount could increase if the government grant allocated to the force is reduced.

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.[19] 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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[19] 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.