

PEEL: Police efficiency (including leadership) 2017

An inspection of Wiltshire Police



November 2017

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Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)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.

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

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



Workforce

Planned change in officer numbers



Planned change in total workforce



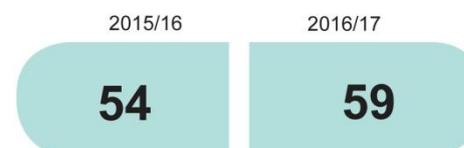
Calls for assistance

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



Recorded crime

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



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



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

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

Overall judgment²



Wiltshire 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 continues to have a good understanding of demand; how it uses its resources to manage demand is judged to be good and how the force plans for future demand is also judged to be good.

Overall summary

How well does the force understand demand?



How well does the force use its resources?



How well is the force planning for the future?



Wiltshire Police is good in the efficiency with which it keeps people safe and reduces crime. The force regularly assesses a wide range of information to understand the demand for its services. It then uses this information as the basis for how the force conducts its day-to-day business. A culture of continuous improvement is in place throughout the force, resulting in better services for the public.

Wiltshire Police uses and allocates its resources well. It has implemented a new way of working that redirects its resources to deal with potential problems. However, in times of high demand, there are sometimes delays in answering non-emergency calls to the force control room. The force invests well, working with other organisations to manage demand for services. The force has a good understanding of its workforce's current operational skills and capabilities, and future requirements are understood and resourced appropriately.

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

Wiltshire Police is good at planning to ensure that the right people are recruited, trained and in place to meet the changing needs for how it operates. Leadership development continues to be an area of strength. Comprehensive development programmes are provided for officers and staff to meet the current and future leadership requirements of the force. The force has a good record in achieving cost savings; strong governance procedures have served it well in ensuring that project managers are held to account for savings and other service improvements.

Area for improvement

- The force should implement its plan to improve its response to non-emergency calls for services through the 101 telephony system.

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.

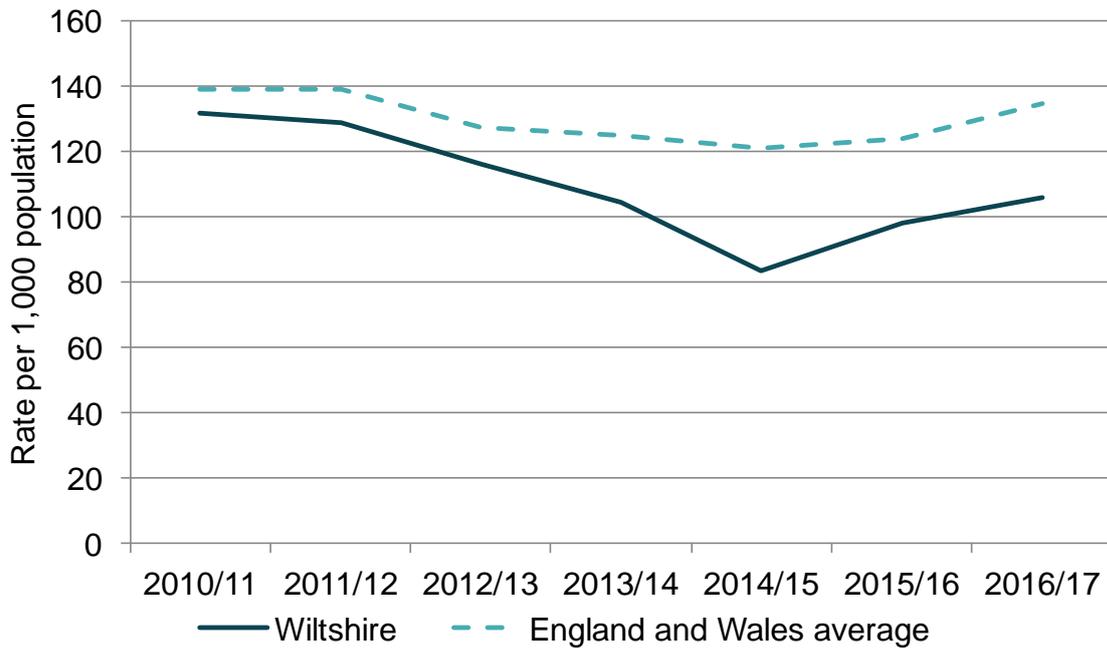
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond 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 Wiltshire 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.

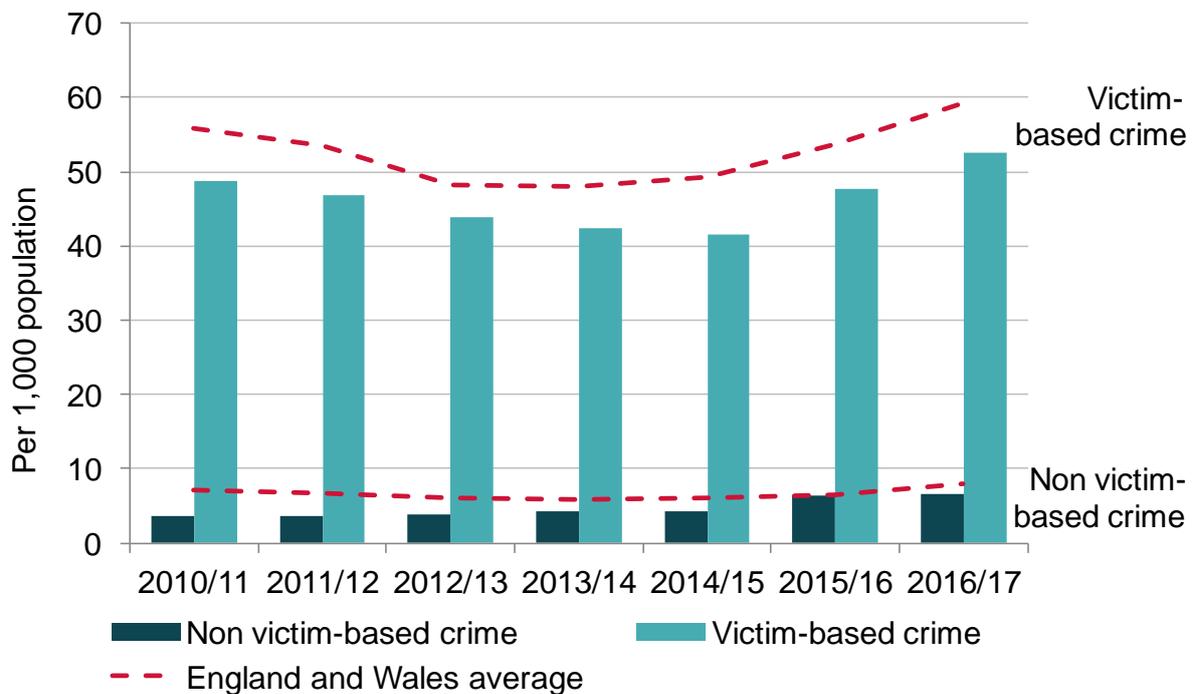
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Wiltshire Police compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Wiltshire Police recorded 106 '999' calls per 1,000 population in 2016/17. This was lower than the England and Wales force average of 135. The rate has decreased from the 132 calls per 1,000 population recorded in 2010/11; however, it has increased since 2014/15 when the rate was 83 calls per 1,000.

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



Source: Home Office Police-recorded crime data

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

The rate of victim-based crime per 1,000 population in Wiltshire in 2016/17 was 52.6 crimes. This is higher than the rate in 2010/11 of 48.8 crimes. The rate of victim-based crime decreased between 2010/11 and 2014/15 to 41.5 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 Wiltshire Police the rate of non victim-based crime per 1,000 population in 2016/17 (6.7 crimes) was higher than in 2010/11 (3.6 crimes). The rate had steadily increased over that period. 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

Wiltshire Police has a good understanding of the demand for its services. The force has developed a comprehensive assessment framework of demand using police and partnership data. This is based on in-depth longitudinal studies,³ which include health and local authority data, and is subject to frequent updating. The framework for assessing demand has served the force well in tracking the level of service it provides to the public, seasonal trends in offending, and changing patterns of crime and anti-social behaviour. The latest version of this framework was published in March 2017. It provides the basis of how the force currently conducts day-to-day business, informing, for example, adjustments to shift patterns.

Alongside demand analysis, the force uses another technique to understand more about how it provides day-to-day services and how efficient this provision is. This is known as 'systems thinking' and is a management tool used extensively throughout the commercial and public sector to encourage new ways of doing business. In a police context, it makes the force think about the end-to-end process of investigating a particular crime or resolving a particular incident rather than the individual tasks within the processes. This helps the force to assess whether the service provided is efficient and, in some areas, has led to new ways of working, both to meet public expectation and to address financial constraints. A good example is in neighbourhood policing where inefficiencies were found in the investigation of crime at local level. Victims' surveys revealed that as investigations were handed over from

³ A longitudinal study is an observational research method gathering data on the same subjects repeatedly over a set period. Longitudinal research projects can extend over years or even decades.

one investigator to another, it was less likely that a consistent service would be provided. The 'systems thinking' process also showed that the involvement of fewer officers or members of staff would lead to a better use of police time.

In line with most police forces, Wiltshire Police has made most progress in its understanding of reactive demand. The force defines reactive demand as police work that requires the police to react, rather than plan, such as 999 calls. Reactive demand is easier to quantify and is more susceptible to trend analysis than other forms of demand, hence the more developed understanding. For example, the incremental growth of non-emergency calls in the force's contact centre has led the force to explore the provision of alternative ways for the public to contact the force, such as online crime reporting facilities and web chat.

Despite this progress, Wiltshire Police is experiencing operational pressures in its contact centre. At times of peak demand, the volume of non-emergency 101 calls being made to the force exceeds the capacity of call handlers to answer them all. The force has a comprehensive plan to address this, involving additional training and the recruitment of more call handlers. HMICFRS will re-examine this in the future.

More complex demand

Wiltshire Police is also making progress in analysing other types of demand. The force classifies other forms of demands on its service as proactive demand (crime that is less likely to be reported, such as domestic abuse) and hidden demand (inefficient working practices, bureaucracy, or activity that is undertaken but never recorded). For example, in relation to proactive demand, the force shares data with local councils and other public sector organisations to develop strategic assessments for Wiltshire. These assessments are based on the National Intelligence Model (NIM), a process to provide focus to operational policing and to ensure resources are used to best effect.⁴ The benefits of sharing data include the possibility of highlighting information about certain types of crime, which frequently might not be reported to the police.

A good example of this process informing how the force works is the identification of criminals involved in modern slavery. In response to such identification, the force carried out several enforcement campaigns against criminals who exploit migrant workers by using them for cheap labour. Typically, the victims have included vulnerable young women working in nail bars and workers in car washes being paid less than the minimum wage. The force has also provided safe refuge for young

⁴ The National Intelligence Model ("the Model") is a process used by police forces and other law enforcement bodies to provide focus to operational policing and to ensure resources are used to best effect. The Model is set out in a Code of Practice. *Code of Practice: National Intelligence Model*, Home Office, National Centre for Policing Excellence and Centrex, 2005, paragraph 3.1.1, page 6. For more information, see: <http://library.college.police.uk/docs/npia/NIM-Code-of-Practice.pdf>

people being exploited by drug dealers. Wiltshire Police's training curriculum includes specific inputs to raise awareness of vulnerable individuals who are likely to be coerced into involvement with criminal gangs.

How well does the force understand things that affect demand?

HMICFRS inspected how well Wiltshire 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

Wiltshire Police routinely gathers performance data to chart the demand placed on its services and to assess the level of service it is providing. Data on 999 call-answering times, the number of callers who received an urgent attendance within target response times and trends in demand patterns are put to good use.

In particular, this data-gathering enables the force to redistribute its resources to address short-term demand fluctuation. It also means that it can adjust its operating procedures to provide a better service. A good example is the flexible deployment of officers to different parts of the force. In the past, 999 responders have been responsible for geographical areas of the force but now control room supervisors have the authority to deploy them more widely anywhere in the force area, which helps to address peaks in calls for service.

During our inspection, however, we found that up to 20 percent of non-urgent callers to the force's control room were discontinuing their calls when placed in queueing systems. This may appear quite alarming, as it involves up to 100 callers per day, but in reality, it is less serious than it looks. At the first point of contact with the force control room, contact management personnel rely on a nationally recognised assessment model known as THRIVE⁵ to ensure that an appropriate response is provided. This initial needs assessment tool allows the call handler to make efficient and effective decisions as soon as a caller makes contact with the force and ensure that the right resource is used. Non-urgent matters are placed in queues for completion, and it is after this point, while being held, that the callers are likely to ring off. Typically, such calls would involve the reporting of a non-urgent crime. The force has plans to address this difficulty; it has earmarked £0.25m to increase the number of personnel employed in the control room. The chief constable and the police and crime commissioner have agreed the investment into the crime and communications centre (CCC) as the control room is the beginning point of the force's community

⁵ THRIVE+ identifies the principal considerations for evaluating any given situation, these being, but not limited to, threat, harm, risk, investigation, vulnerability, engagement and prevention and intervention.

policing model and is integral to providing a quality service to the public. The force has scrutiny and governance processes in place at the right level to manage the current risk, and it is starting the implementation to bring about improvement. Recruitment is under way, and there are plans to boost the skills of call handlers so that more calls can be finalised at the first point of contact. HMICFRS expects to see improvement quickly and will assess performance in future inspections.

In response to its understanding of the demand for its services, the force has remodelled the way it provides local policing, aiming to manage and prioritise demand more efficiently. In its new community policing teams (CPTs), the traditional roles of responding to 999 or 101 calls for service, of investigating and of community policing are now aligned more closely. CPTs were put in place in the first six months of 2017; findings from the first evaluation of this new concept reveal some difficulties for the force to overcome. However, local people report no adverse effects in the policing service to date, despite a reduction in overall staffing levels.

The benefits from change programmes are realised and unintended consequences are avoided. The force has a dedicated continuous improvement team with a clear programme of work that is subject to firm governance at chief officer level. Regular and structured scrutiny processes ensure that the benefits of change programmes are tracked against force priorities. The work of the team is based on core principles of putting the customer first and eliminating waste by working with the workforce and partners to improve service. A good example of this is the post-implementation reviews of the introduction of CPTs. This involved a broad range of measures to evaluate cost benefits, the quality of service provision and the views of frontline personnel as to the effect of this new way of working. Wiltshire Police has a culture of continuous improvement within the force, so that the force is more likely to provide an efficient and effective service to the communities that it serves.

Leaders promoting innovative thinking

Ideas from the workforce are encouraged and welcomed in shaping the future of how Wiltshire Police operates. Ideas about how to improve services or the force's commitment to being a supportive organisation to work for are gathered in several ways. These include the chief constable's workforce engagement exercises, known as 'road shows', and other direct lines of communication with the senior team, for example blogging. In response to suggestions put forward by frontline personnel, the force maintains an innovation log. The log tracks any ideas put forward so that members of the workforce know their suggestions have been fully considered. This is the case even when, because of cost or any other concern about the viability of a suggestion, the matter is not taken forward. In these cases, the individual originating the proposal is guaranteed personal feedback from a senior leader on his or her suggestion.

We also found good examples at a more localised, less senior, level of the workforce having influence on the future of the organisation. This included the upgrades in the force's control room. Inputs from members of the workforce ranged from designing the layout of the facility to designing 'break out' rest rooms.

Summary of findings



Good

Wiltshire Police has a good understanding of the different types of demand for its service and the level of service it provides to the public. The force understands how demand is affected and demonstrates a good commitment to managing and prioritising demand well. It filters demand and prioritises carefully; however, at times of peak demand, there are occasions when the force is unable to answer all non-emergency 101 calls. The force's continuous improvement programme is subject to firm governance procedures to gather and evaluate the benefits from its change projects. In the force's culture of continuous improvement, the workforce is involved in change and encouraged to make suggestions. Leaders are visible and accessible, and responsive to suggestions and feedback from officers and staff.

Area for improvement

- The force should implement its plan to improve its response to non-emergency calls for services through the 101 telephony system.

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.

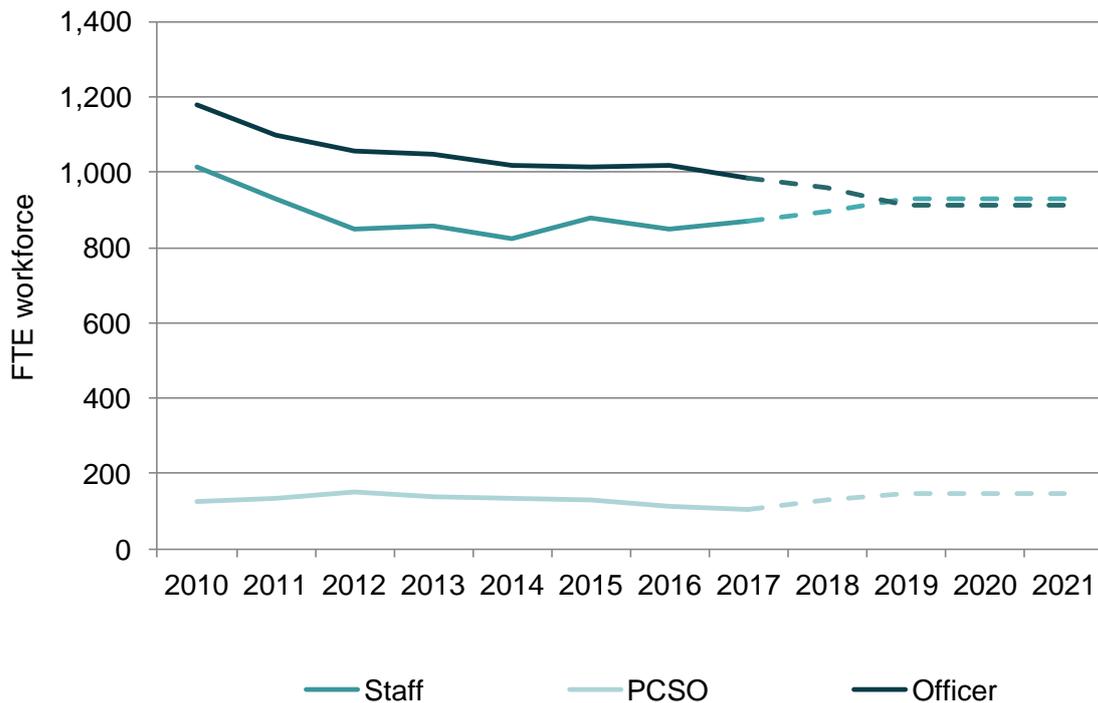
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well Wiltshire 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 70.8 FTE (7 percent) from 983 to 912. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Wiltshire 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 Wiltshire Police is projected to increase by 58.2 FTE (7 percent) from 870 to 928 between March 2017 and March 2021. Staff numbers across England and Wales, however, are projected to decrease by 2 percent. The number of PCSOs in Wiltshire is projected to increase by 39.6 FTE (37 percent) from 106 to 146 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Wiltshire Police understands the skills it needs in the workforce but personnel records are not uniformly accurate. Before the implementation of the new community policing model, role profiles were developed which define the skills and training required for individual officers and staff. This helped the force with recruitment, training needs, and the movement of officers and staff into different roles in local communities.

Understanding the skills that the workforce requires is important. HMICFRS recognises that the force has made significant progress in defining the desired future state of its workforce. However, at present Wiltshire Police is experiencing some difficulties in workforce planning. This is because the records of the current skills and qualifications of officers and staff are not always accessible. The force has been reliant on a skills audit completed in 2014, which is now out of date.

Part of the difficulty of maintaining accurate records stems from the fact that workforce demographics are currently held on several databases, making data retrieval labour intensive. As a result, direct access to information about the skills and operational qualifications of frontline personnel is not universally available. To overcome this, the force has developed a spreadsheet that charts people leaving the organisation, recruitment, and the occupational qualifications of each member of the workforce. As a temporary measure, this ensures that skills levels in the workforce can be maintained and that vacancies are minimised.

In search of a permanent solution, the force continues to develop a 'people data tool' application to improve its understanding of the skills held by its workforce. The application aims to provide real-time workforce information. Progress in developing the people data tool has been delayed due to more pressing priorities, such as the introduction of the new community policing teams. However, a version of the tool is in use in many functions in the force. It will continue to develop as additional data sources become available. HMICFRS will reassess progress in future inspections.

Despite these difficulties, the force's resource management panel is an effective forum, which receives frequent reports concerning workforce demographics. These include the age profile of officers and staff, the gender balance of the workforce, and the skills and accreditation levels of each individual. The panel meets fortnightly to review strategic workforce planning, including current and projected staffing levels, succession planning, training and workforce development.

Despite difficulties in retrieving data about Wiltshire Police's workforce, we found some good examples of innovative workforce reform. This included the recruitment and training of local investigating officers (LIOs). LIOs are civilian employees who are accredited to national competency levels as investigators; they are a cost-effective alternative to detectives and are serving the force well in investigating local crime. Recruitment of volunteers has also been effective; for example, a small group of drone pilots, recently recruited as part of the Special Constabulary, has enabled the force to establish a force drone capability quickly.

Wiltshire Police also has plans in place to introduce a new performance development review (PDR) system in September 2017. The new PDR system will record all skills held by officers and staff, including the skills they brought into the force when joining. While the new PDR was not in place at the time of our inspection, the force is clearly committed to addressing this gap and this will be assessed in future inspections.

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

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

Error! Reference source not found. has a strong commitment to leadership development. This commitment is backed equally by financial investment and by the firm strategic direction set by the chief constable and the police and crime commissioner. The commitment is set out in the priorities of the force's leadership strategy, which include intelligent use of resources, the promotion of the wellbeing of personnel and setting exemplary professional standards. A considerable part of the design of the strategy stemmed from engagement with frontline personnel through surveys and direct engagement.

It is also significant that Wiltshire Police's leadership development programme makes provision for individual development at all levels of the organisation and makes no distinction between police officers and police staff. This inclusive approach is a clear strength of the programme. The programme itself spans occupation-based training for newly promoted sergeants and inspectors through to the developing leaders' and aspiring leaders' programmes for individuals identified as being talented. It builds on policing skills and gives participants the opportunity to develop project management skills and an insight into organisational development techniques such as 'systems thinking'.

Participants in the courses are encouraged to build on the skills and techniques they have learned by establishing development plans. These include a strong focus on the individuals developing their self-awareness; techniques such as 360-degree appraisals provide an insight into personal impact in the workplace and colour-coded personality tests reveal individual behavioural traits.⁶ This is important in enabling individuals to understand more about the impact they will have in any given situation and help them to adjust their personal style to meet the circumstances. Coaching and mentoring support is available to officers and members of staff to help them use these techniques.

The force has made good progress in establishing leadership development as an important part of how it works. It considers values and leadership skills as the most important indication of how suitable an individual is for promotion. As Wiltshire Police is a relatively small force, its leaders are more visible to all personnel, and their 'softer' skills and capabilities are more easily recognised and understood than they

⁶ The Insights Discovery methodology, known as the Colour Profile, uses a simple and memorable four-colour model to help people understand their style, their strengths and the value they bring to the team. These are called the colour energies, and it is the unique mix of Fiery Red, Sunshine Yellow, Earth Green and Cool Blue energies, which determines how and why people behave the way they do.

might be in a larger force. While the detail of leadership skills and potential is available from information within individual workforce appraisals and assessment processes, there is no central repository for this information. We were told that a leadership audit had been completed with the intention of assuring the leadership credentials of the workforce for the future. However, it was not clear to us when the audit had been completed or how it is influencing the leadership programme. Audits of this kind are valuable and the force may wish to make it a firm base from which to define its future leadership requirements.

The force continues to work with external partners, including academic institutes and private sector companies, in developing its leadership capabilities. This work provides leadership development through workshops, coaching and secondments, which are available to both officers and staff.

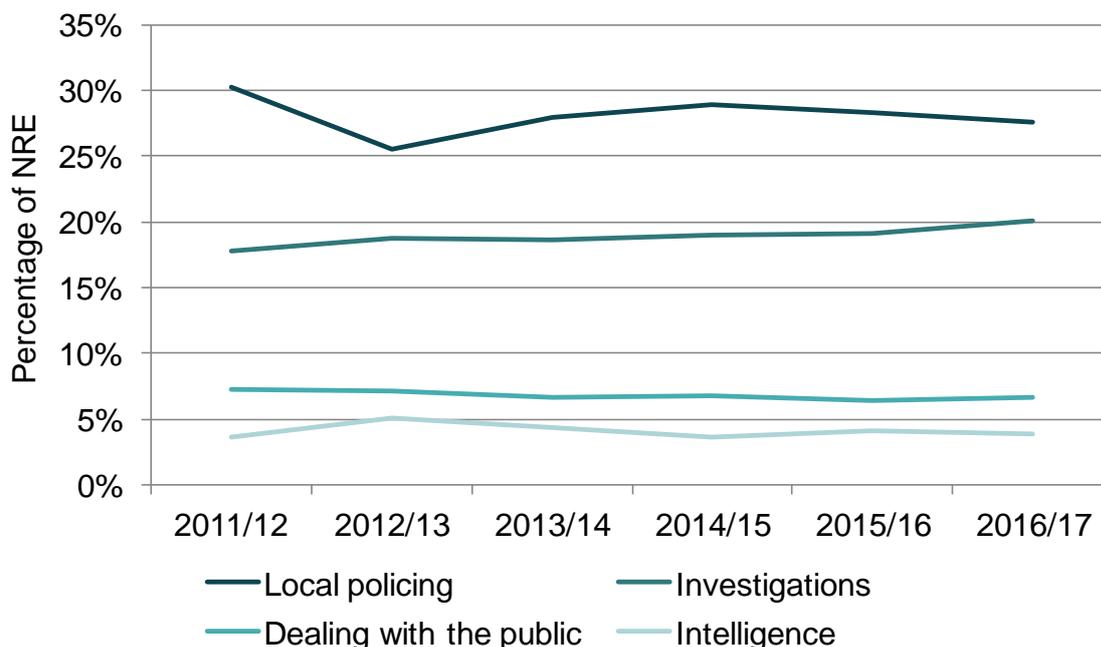
How well does the force allocate resources?

HMICFRS inspected how well Wiltshire 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 Wiltshire 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 Wiltshire, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 30 percent in 2011/12 to 28 percent in 2016/17. Estimated expenditure on investigation has increased from 18 percent to 20 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

Policing priorities are very clear in Wiltshire Police. The force’s policing priorities reflect the entire spectrum of threats and risks in the area and strike a balance between national threats, for example cyber-crime, and concerns that are important to local people. The force makes good use of a law enforcement analysis and prioritisation tool known as the National Intelligence Model (NIM). The force routinely refreshes this analysis, which looks at likely future demand and developing crime patterns based on horizon-scanning methodology. It takes account of the priorities set by the police and crime commissioner in his Police and Crime Plan 2017–20. This plan reflects priorities identified through public consultation and complements the force’s own knowledge of its communities.

This analysis has helped the force considerably in allocating resources between concerns identified by local communities and criminal activity that has wider implications in the region. To sustain an effective response to this range of issues, particularly in the context of financial constraint, Wiltshire Police has mature joint working arrangements with Gloucestershire Constabulary and Avon and Somerset

Constabulary. Central to these arrangements is the principle that all services, other than those that are tied to a geographical location, are provided seamlessly across the three force areas. This brings together a broad range of operational services into joint working arrangements; these include major crime investigations, motorway policing, and the command and deployment of armed officers.

In addition to these achievements, the force also has a good appreciation of how its resourcing levels can be altered and the effect this will have on its services. This is evident in the introduction of CPTs at local level, where a reduction on the reliance of police officers in favour of a more fixed workforce is proving beneficial. This is both cost-effective and efficient; furthermore, as a result the force has the capacity to maintain centralised teams of specialist detectives who can investigate crime that is more serious and support vulnerable victims.

On a day-to-day basis, the force also has the ability to move resources throughout Swindon and Wiltshire should abnormal offending patterns or spikes in demand occur. A designated senior manager has a mandate from the chief constable to consider developing trends and reassign officers to areas where they are most needed.

Investment

Financial planning in Wiltshire Police strikes a balance between making savings in line with financial constraint and investment to ensure that the force can continue to operate effectively. A good example is the force's plan to increase the recruitment of special constables. Given that demand trends on the force fluctuate, being able to draw on a pool of special constables at times of peak demands represents a cost-effective way of operating. Similarly, the force has modelled future demand trends in its contact centre. The model provides an accurate picture of when additional personnel will be needed and the skills that they will require. It forms the basis of a continuing recruitment and induction programme in this area of the force's work.

Benefits analysis is a prominent theme in the force's change management programme. The chief finance officer has strong support from the leadership team in ensuring that individuals are held to account in making savings and that investment plans are on track. Service improvements are check-tested before implementation and subjected to continuing review to ensure that the envisaged benefits are being realised.

How well does the force work with others?

HMICFRS inspected how well Wiltshire 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

As well as exploiting the efficiency and financial benefits of working with other forces in the southwest region, Wiltshire Police has adopted partnership as a consistent theme of its working ethos. Its commitment to working with others is set out in the Wiltshire Police Collaboration Strategy 2015–2025. This in turn makes reference to the national Policing Vision 2025 that focuses on the greater integration of policing with other service providers.⁷

As well as setting out how it intends to extend its existing collaborative arrangements, for example by extending the scope of joint teams who support vulnerable victims, Wiltshire Police also plans new joint venture projects. These include the introduction of an enterprise-resourcing platform (ERP) to automate and streamline business support functions and wider integration with other emergency services in the southwest of England. In partnership with the local authority, the force has carried out a considered and successful roll out of mobile data, which has implemented agile working as business as usual throughout the force.

HMICFRS also checked how carefully the force is monitoring whether budgetary cuts in other organisations are having a detrimental effect on joint services. The force has put arrangements in place for local commanders to monitor the services of principal partner organisations to ensure that joint working procedures are not unduly undermined by such cuts. HMICFRS considers this to be a practical response to the potential risk.

The benefits of joint working

The force is good at articulating the benefits of joint working. HMICFRS has previously reported on the force's established record of providing value for money services within its existing budget. For several years, armed policing, motorway patrols and other services have been part of joint ventures with neighbouring forces in the interests of value for money. Similar arrangements exist for procurement and forensic services.

In the context of year-on-year budgetary pressures, the force is seeking to extend collaboration arrangements still further. ICT services are now shared with Wiltshire County Council and plans are in place to provide more local services with other

⁷ The NPCC (National Police Chiefs' Council) and APCC (Association of Police and Crime Commissioners), working with the College of Policing, staff associations and the National Crime Agency, have drafted a vision for policing in 2025 that sets out why and how the police service needs to transform. For more information, see:

www.npcc.police.uk/NPCCBusinessAreas/ReformandTransformation/PolicingVision2025.aspx

organisations. This includes shared public access points and joint problem-solving teams to seek out lasting solutions to entrenched community problems.

Leadership driving innovation

Wiltshire Police is good at seeking out best practice solutions to meet future organisational requirements from within its own workforce and the wider UK policing profession as well as from academia and the commercial sector. The force continues to work effectively with external organisations to develop leadership talent throughout the whole workforce. We found examples of established innovative practices providing development for officers and staff through exchange and secondment opportunities. These include knowledge transfer programmes with the Nationwide Building Society to improve customer services in the police service.

Wiltshire Police provides multiple channels of communication through which the workforce can put forward suggestions for consideration by the senior team. These include the 'Chief's Blog' and the innovation log. Individuals who put forward suggestions through the wellbeing innovation log are guaranteed an answer even if their proposal is considered unworkable for financial or other reasons. As a result, the scheme is trusted by the workforce. We found that people feel that their voice will be heard; we also found examples of proposals put forward then being put into practice resulting in meaningful improvement in the workplace. Such proposals included the establishment of network support groups for members of the workforce who are affected by cancer, the menopause and mental health problems.

Summary of findings



Good

Wiltshire Police is good in how it uses its resources. It provides comprehensive, inclusive leadership development at all levels of the service to make a reality of the force vision of strong and consistent leadership. This development improves self-awareness and includes coaching, personality profiling and secondments to external organisations, which are providing different perspectives to leadership development. The workforce is engaged and is encouraged to shape the future of force. Examples of suggestions taken forward include the establishment of menopause, cancer and mental health peer support groups to support the force's wellbeing programme. The force has confronted the rigours of financial restraint successfully. A good example is the introduction of civilian investigators into local policing, which is both cost efficient and supports the service to victims of crime. The force is involved in successful collaborative working arrangements with other forces in the region. This encompasses both frontline operational policing and scientific and procurement services; it is an area where HMICFRS has already reported positively. Recognising

that budgetary constraint will bring continual pressures to bear, the force is seeking to extend the benefits of joint working to a more local level. This will include more sharing of premises with other service providers and the integration of certain functions.

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 Wiltshire 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

Wiltshire Police is good at analysing and identifying trends in demand. The force uses commonly recognised techniques, for example statistical projection and seasonal trends, to identify the demands of the future. These feed the force's NIM strategic assessment, which sets out areas of increasing demand and operational pressures over future years.

In line with many forces, Wiltshire Police's analysis of future demand is in development rather than being complete. However, it has implemented a demand management strategy in line with the police and crime plan to direct the force, governed through the demand management board. Longitudinal studies enable the force to project demands on its services over specific time spans. The force then seeks the views of frontline officers and staff on the results of the studies. A series of focus groups has enabled the force to understand more about the capabilities and capacity needed in its frontline services to meet the demands of the future.

Future demand is considered as part of the force's collaboration strategy for 2017–2025. This sets out a framework for collaboration with the organisations with which Wiltshire Police has close alliances, and an outline of how joint working will address the demands of the future. Such joint working will include increasing offender management programmes to reduce the harm caused by prolific criminals and more joint working with victim professionals to protect the vulnerable.

Future considerations

In its vision of the future, Wiltshire Police takes account of changing public expectations. In its newly published public engagement strategy, the force has formalised its approach to communicating with the public it serves. The strategy sets out a range of channels through which the force connects with communities. It has deepened links through Facebook and Twitter to advertise police services, it enhances public relations at events such as 'Cuppa with a Copper', and it promotes crime prevention campaigns (for example, a crackdown on rural crime). As part of the strategy, the force also introduced its public service and quality board. This began with a series of high-profile engagement events to find out more about the public expectations of the services that Wiltshire Police provide. The engagements ranged from open invitation events in community halls to more targeted dialogue with young people in schools. Because of what it learned in this way, the force adjusted its local policing priorities. A good example is the channel management strategy. This sets out how the public can access services and be provided with updates on criminal investigations through social media, the internet and voice-activated services. This strategy is being developed with a commercial partner, expert in consulting with local communities and designing access routes to police services. The force is in the process of agreeing a new external public website that will streamline access for the public to information concerning the force and the community policing model, which will meet some of the excess demand arriving in the CCC. The design of the police website will include direct public access to police.uk to enable a more effective 'Track my Crime' connection and will provide a further facility to enable direct online crime reporting.

The force has used predictive analytics⁸ arising from vulnerability factors, the deprivation index⁹ and MOSAIC¹⁰ insights in order to develop a profile for each community policing area. It is using this to develop a bespoke engagement strategy for each of the six CPT areas in Swindon and Wiltshire. This helps the CPT inspector to develop meaningful relationships with local communities and groups. The force is now in the process of introducing independent advisory groups (IAG) in each of the CPT areas. In order to ensure a diverse representation in each IAG, the force is using a national community forum to help the implementation of the programme. The first IAG has been implemented and a plan exists for the remainder to be introduced.

⁸ Predictive analytics is the use of data, statistical algorithms and machine learning techniques to identify the likelihood of future outcomes based on historical data. The goal is to go beyond knowing what has happened to providing a best assessment of what will happen in the future.

⁹ Information available at: www.gov.uk/government/statistics/english-indices-of-deprivation-2015

¹⁰ MOSAIC is a system for classification of UK households. It is one of several commercially available geo-demographic segmentation systems, applying the principles of geo-demography to consumer household and individual data collated from different governmental and commercial sources.

Chairs of each IAG will then form a force-wide strategic IAG. As a result of the public engagement strategy, the 'public voice' is playing an increasingly important role in helping the force to adapt future services in line with public expectation.

Good use of technology has led to more efficient ways of working in the force. It is making better use of frontline personnel time; it removes duplication and bureaucracy as well as providing instant access to information to support operational decision-making. The force has a sound understanding of how technology can shape the future of policing. In a fast-moving and uncertain world for police technology, Wiltshire Police has made good progress in putting contracts in place for the storage and retrieval of digital evidence. As a result, digital evidence from body-worn video cameras carried by frontline officers is instantly available to investigators. In a similar way, the entire workforce now has access to video recordings of interviews of detainees. These are important steps in streamlining the preparation of prosecution files efficiently.

During our inspection, we also checked progress on the force's use of mobile data devices and body-worn video cameras. These are important pieces of technology to ensure frontline personnel can access and input data efficiently and secure high-quality evidence to support prosecutions. While these technological advances are yet to be formally evaluated in terms of costs and benefits, we found them to be universally welcomed by frontline personnel. In particular, it is clear that smartphones and laptops are useful for fast decision-making as officers have access to all the force's main databases. Officers also made it clear that they have less need to return to police stations to input or retrieve data as the relevant information is now at their fingertips. The force is aware of the effect of developing technology on criminal behaviour and it is investing in internal and external recruitment into specialist roles, for example cyber-crime and digital forensics, in response. As a result, the force is more likely to have the skills and capability it needs in the future.

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

HMICFRS inspected how well Wiltshire 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

The approach to the selection of the future leaders in Wiltshire Police works well. As well as confirming the potential of certain individuals, it has also given the force the opportunity to identify officers who are not yet demonstrating the leadership credentials to which the force aspires. The force has recently 'de-layered' senior positions at chief superintendent and chief inspector level. Having fewer senior managers should mean that only the very best leaders are selected for promotion.

Wiltshire Police's promotion processes are carefully structured to ensure that a candidate's commitment to the force's values is of paramount importance. Through accurate identification of the expectations of its leaders, the force has positioned itself well to meet the demands of the future.

Wiltshire Police has a comprehensive programme of leadership development that is provided in conjunction with a commercial partner. The force's values, supported by the chief constable and the police and crime commissioner, are a consistent theme of this programme. The force makes it very clear that its future leaders are selected for promotion based on their proven support for the force's values as opposed to consideration of their operational competence alone. This is particularly evident in the selection of superintendents; rather than automatic promotion, candidates are temporarily promoted for an 18-month qualifying period. This gives chief officers sufficient time to assess their leadership potential in the new rank as well as building on their operational competence through training and mentoring. It is only on successful completion of this qualifying period that an officer's promotion is considered to be permanent.

Wiltshire Police has previously completed a leadership audit which we understand is due to be refreshed. This would be advisable and would strengthen the force's ability to identify accurately its future leadership requirements.

Recruitment

In addition to the progress made internally within the force, Wiltshire Police also makes use of national leadership programmes run by the College of Policing; these provide individual development through structured feedback processes and also programmes aimed at nurturing leadership skills.¹¹ The force uses volunteer and transferee pathways to recruit external talent and these are being used to provide the specific skills it needs. Structured internal and external secondments also provide officers and staff with the opportunity to work in different working environments, including with commercial partners, to develop their leadership knowledge, skills and experience.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Wiltshire 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.

¹¹ For more information about College of Policing leadership programmes, see: <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

Plans

Wiltshire Police's change management programme is properly resourced and is provided with a blend of project management and operational experience. Its main pillars focus on new ways of working, the expansion of collaboration and the realisation of benefits from 'systems thinking'. The force's transformation programme is also supported by important projects for modernising the workforce. These include consideration of how support services may be provided in a different way. Research is being undertaken with other forces that have become reliant on managed as opposed to in-house support services, and future saving plans are partly predicated on these considerations.

New ways of working will also place a close focus on the productivity of the workforce. As more and more services become automated, an increasing emphasis will be placed on the outputs of the individuals who are Wiltshire Police's most expensive asset. Workforce reforms are likely to include a differentiated distribution of the workforce throughout Wiltshire. It will also include the rationalisation of underused buildings, more sharing with other public sector organisations and frontline services being provided more and more by civilian employees rather than police officers, with an increase in roles such as community support officers and police staff investigators, both of whom provide vital crime prevention and engagement activities within the community.

Wiltshire Police has a clear vision of the future. A lean efficient workforce, effective business processes and a greater reliance on joint services will be clear hallmarks of the future force. Financial plans set out a clear picture of how this will be achieved. These include where savings need to be made to operate within financial constraints, where additional savings are needed to support transformational change, and the effect and consequences of making these savings. These plans are the subject of annual external audit.

Savings

The force has a good record of making financial savings. Over the previous spending review period, it made savings of £17.7m, which represents 16 percent of its gross revenue expenditure. In common with other forces, Wiltshire Police now faces the requirement to operate within further financial constraint; this is attributable to increased pay and price inflation, the flat-rate central government settlement and increased national requirements, for example, the start-up costs and implementation of the new 4G emergency services communications network.

The force has made an accurate assessment of future savings requirements until 2020/21. This is based on sound assumptions, which have been validated by external auditors; forthcoming annual budgets identify the need to make further savings in excess of £6m.

Savings plans are predominantly focused on the rationalisation of local policing in Swindon, the provision of an ERP, the expansion of collaboration and the introduction of more civilian employees into the workforce. The force has set out a financial planning programme to secure line-by-line savings in each of these areas. Strong governance and accountability procedures are in place to hold lead officers to account for securing savings.

Summary of findings



Good

Wiltshire Police is good at planning for what the future may bring. Its understanding of how the demand of future years may affect the service it provides is developing well. The force has deepened its engagement with communities to find out what really matters to them. To sustain its services in the face of increasing demand, the force is making improved use of modern technology. For example, investigators now have instant access to digital evidence, including recorded interviews with detainees; this removes some time-consuming and inefficient processes from the investigation process.

The force also recognises that it needs to get the very best out of its leaders in the years to come. This requirement reflects its commitment to reduce the number of senior officers; through careful selection of its senior leaders and programmes to make the most of the potential of aspiring individuals, the force can be confident that it will select the best candidates. Like all police forces, Wiltshire Police faces financial pressures; line-by-line savings have been identified and strong processes are in place to hold individuals to account in realising these 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.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/). These reports identify those problems that are reflected across England and Wales. They may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made nationally.

Annex A – About the data

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

Methodology

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

Comparisons with England and Wales average figures

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

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

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

Statistical significance

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

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

Population

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

Force in numbers

Forecast change in gross revenue expenditure

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

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

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from www.gov.uk/government/collections/police-workforce-england-and-wales), 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.¹² 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).

¹² 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.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016). The data define policing functions using the Police Objective Analysis categories.

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

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

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