



Promoting improvements  
in policing to make  
everyone safer

# PEEL: Police efficiency 2016

An inspection of the Metropolitan Police Service



November 2016

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ISBN: 978-1-78655-245-7

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# Contents

<b>Introduction</b> .....	<b>3</b>
<b>Force in numbers</b> .....	<b>4</b>
<b>Overview – How efficient is the force at keeping people safe and reducing crime?</b> .....	<b>6</b>
<b>How well does the force understand its current and likely future demand?</b> .....	<b>9</b>
How well does the force understand the current demand for its services? .....	9
How well does the force understand potential future demand for its services? ....	13
Summary of findings .....	15
<b>How well does the force use its resources to manage current demand?</b> .....	<b>16</b>
How well does the force’s current allocation of resources match demand, organisational and financial requirements? .....	16
How well does the force improve the productivity of its workforce? .....	19
How well does the force work with others to improve how it manages demand for its services? .....	21
How well does the force understand how any changes made to improve efficiency have affected its ability to manage demand? .....	23
Summary of findings .....	25
<b>How well is the force planning for demand in the future?</b> .....	<b>26</b>
How well does the force identify and prioritise areas to invest in for the future? ...	26
How well does the force plan its investments? .....	27
To what extent does the force fund its investments sustainably? .....	30
Summary of findings .....	32
<b>Next steps</b> .....	<b>34</b>
<b>Annex A – About the data</b> .....	<b>35</b>

## Introduction

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

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

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

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

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

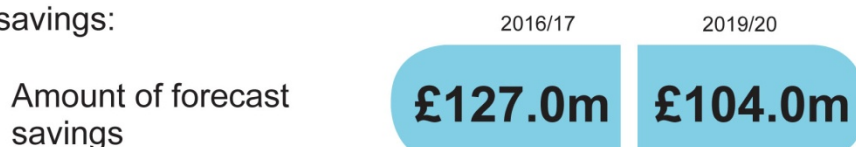
## Force in numbers



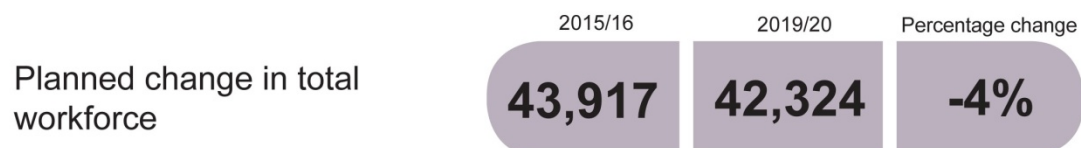
### Financial position



#### Forecast savings:



### Workforce





## Calls for assistance

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

Metropolitan Police Service

**205**

England and Wales force average

**124**



## Recorded crime

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

2014/15

**82**

2015/16

**85**

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

Metropolitan Police Service

**+4%**

England and Wales force average

**+9%**



## Victim satisfaction

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

Metropolitan Police Service

**80%**

England and Wales force average

**84%**

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

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

## Overall judgment<sup>1</sup>



**Good**

The Metropolitan Police Service has been assessed as good in respect of the efficiency with which it keeps people safe and reduces crime. It analyses demand for its services, including emerging and hidden crime. It also seeks the public's views on its services. The force has plans to improve its information and communications technology (ICT) and has workable plans to meet future savings requirements. However, it could do more to manage demand.

## Overall summary

The Metropolitan Police Service is good at understanding its current and likely future demand. The force analyses the demand for its services and works with other agencies to get a broader picture of what causes demand, and to understand how to reduce inefficient practices. It has worked on understanding emerging demand and hidden crime and has a wide variety of initiatives to help prevent crime. The force is using various ways to find out what the public expects.

The Metropolitan Police Service is also good at planning for demand in the future. The force's medium-term financial strategy sets out its savings targets until 2020. It has detailed plans to oversee progress. It has ambitious plans for its future use of ICT, which it believes will help other change programmes succeed, but this is dependant on the force providing sufficient training; this had not been fully planned at the time of our inspection.

The force's financial plans appear to be realistic and they propose changes in areas such as the force's estate, technology and the way local policing is organised to achieve efficiencies for reinvestment. The force is short of business analysts and project managers with experience of working on large-scale change programmes, including carrying out benefits identification and review. It is now working with a single strategic partner; the skills and knowledge obtained should be transferred back to the force.

However, the Metropolitan Police Service requires improvement in how well it uses its resources to manage current demand. The force met most of the priorities set in the

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<sup>1</sup> HMIC judgments are: outstanding, good, requires improvement and inadequate.

Mayor of London's police and crime plan 2013–16, and has started to increase resources to protect vulnerable people. The force allocates resources to meet demand on a monthly basis using THRIVE,<sup>2</sup> and reviews them daily to respond to changes in demand. The force responds to calls to service based on THRIVE, but it could do more to manage demand, and to assess when an officer first attends a call whether a crime is capable of being solved (known as 'solvability').

The force has identified where it does not have the skills it needs in its workforce, and invested to fill those gaps. Some have been filled, but some remain in investigation and analysts with experience of identifying and reviewing programme benefits (known as business analysts). The force has not prioritised collaboration, but it does work with other agencies to manage demand effectively. It plans greater collaboration with blue-light emergency services. A lack of understanding of the impact and benefits of ICT change projects together with a lack of review and rigorous oversight has led to inefficiencies; the force has learned lessons from previous mistakes and change projects will now be subject to professional project management before being started.

### **Recommendations**

The Metropolitan Police Service is a good force in respect of the efficiency with which it keeps people safe and reduces crime. HMIC has not identified any causes of concern and therefore has made no specific recommendations.

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<sup>2</sup> THRIVE is a structured risk assessment tool used by police forces to inform decisions on the most appropriate response needed. It is based on the threat, harm, investigative opportunities, vulnerability of those involved, and opportunities to engage.

## **Areas for improvement**

- The Metropolitan Police Service should ensure the benefits and efficiencies from its investment in new ICT are realised by providing sufficient levels of training to staff.
- The Metropolitan Police Service should put in place better processes and governance to understand and realise the benefits of projects, change programmes and collaborative work, and how they affect the force's ability to meet current and likely future demand efficiently.
- The Metropolitan Police Service should complete the update of its published ICT strategy, so that it is aligned with the Technology Architecture Compendium, and therefore the change programmes in One Met Model 2020.



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

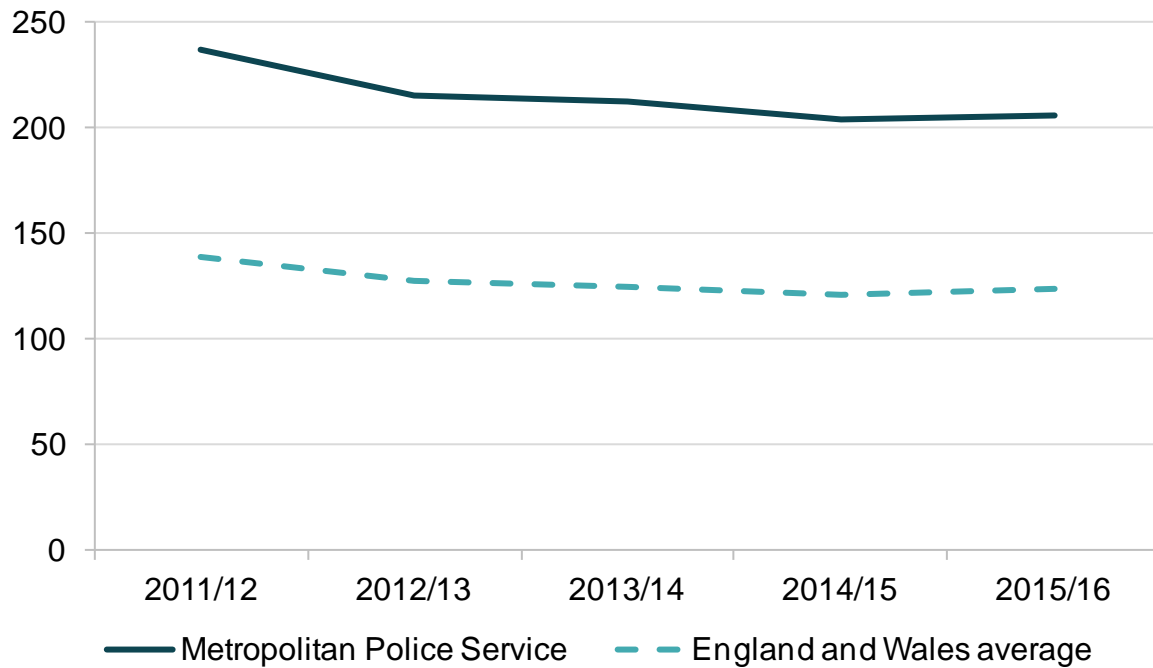
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force looks for demand that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

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

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

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

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

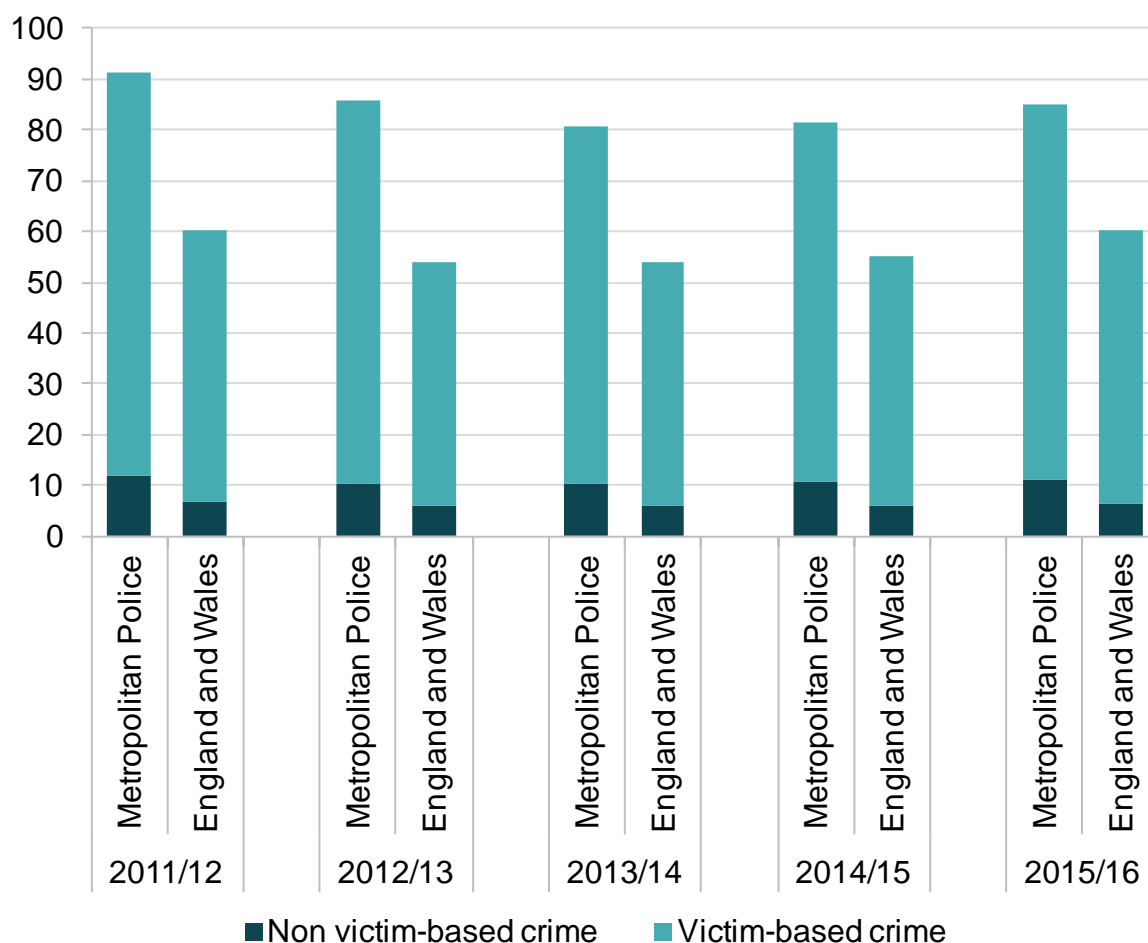


**Source: Home Office Annual Data Requirement**

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

The Metropolitan Police Service received 205 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was much higher than the England and Wales average of 124 calls per 1,000 population. But it has fallen: in the 12 months to 31 March 2012, the force received 237 '999' calls per 1,000 population, higher than the England and Wales average of 139 calls per 1,000 population.

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



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

In the 12 months to 31 March 2016, the Metropolitan Police Service recorded 73.9 victim-based crimes per 1,000 population, higher than the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, the Metropolitan Police Service recorded 11.3 non victim-based crimes per 1,000 population, again much higher than the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been a decrease in the victim-based crime rate of 7 percent and a decrease in the non victim-based crime rate of 5 percent since March 2012.

The Metropolitan Police Service has a good understanding of its current demand. In 2015 the force completed an internal review of demand and produced a report titled 'Estimating demand on the Metropolitan Police Service'. Its findings inform the work of a dedicated team of analysts (called the demand analysis team) as part of its organisational change portfolio, called One Met Model 2020 (OMM2020).<sup>3</sup>

<sup>3</sup> The One Met Model 2020 is the Metropolitan Police Service's change portfolio. For more information see:

The force has consulted the public on their expectations of its service, most recently about the closure of some public counters at police buildings, and has taken account of feedback. Understanding and effectively managing demand is one of the fundamental principles of OMM2020.

The force has a number of routine processes through which the demand for its service is analysed and discussed. The most prominent of these are the force's tactical assessment, and the monthly CrimeFighters performance meetings, which take place across uniformed policing and detective investigations. Each day, resources are matched to demand. The three 'grip and pace' meetings that take place each day maintain a tactical picture of demand and the resource management system gives the flexibility required to respond to short-term changes.

The force is getting better at understanding less obvious demand such as crimes that are less likely to be reported, sometimes referred to as 'hidden crime'. It does not have a comprehensive intelligence assessment of threat and risk or a strategic threat and risk assessment for 2016/17. Instead it is using the management of risk in law enforcement (MoRiLE<sup>4</sup>) process to identify the areas of highest threat, risk and harm. The force has drafted a strategy setting out how it will tackle different types of crime that covers some aspects of 'hidden crime' (such as child sexual exploitation and predatory paedophiles, domestic violence, female genital mutilation, human trafficking and organised immigration crime,<sup>5</sup> and the night time economy) under the umbrella of safeguarding. But this is yet to be approved by the force's leadership. At the time of our inspection, we were told that this strategy would be presented to the management board at the earliest opportunity.

The force is investing in crime prevention. It has a lead officer for prevention whose role includes co-ordinating what was learnt from the causes of demand which is then used to improve crime prevention. The force's crime prevention strategy was developed jointly with the Mayor's Office for Policing and Crime (MOPAC) and is likely to be revised because of the change of mayor (elected May 2016). The current strategy is underpinned by a "crime prevention delivery plan" that sets out how its objectives will be achieved. The force has many strategies to help prevent crime and so reduce demand, including crime officers working with housing scheme developers to create an environment that deters crime, and crime reduction partnerships with businesses across London. Two neighbourhood officers in each borough have

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[www.met.police.uk/foi/pdfs/priorities\\_and\\_how\\_we\\_are\\_doing/corporate/one\\_met\\_mps\\_strategy\\_2013\\_17.pdf](http://www.met.police.uk/foi/pdfs/priorities_and_how_we_are_doing/corporate/one_met_mps_strategy_2013_17.pdf)

<sup>4</sup> Management of Risk in Law Enforcement; a structured methodology for managing risk that aims to provide a consistent approach across law enforcement agencies.

<sup>5</sup> Organised immigration crime is the term is used in the force's control strategy to describe both human trafficking and the facilitation of illegal entry into the country as well as the presence of those who do not have the legal right to be here.

received crime prevention training and crime prevention is regularly promoted at ward-level panel meetings; there are plans for all ward officers to receive this training. In May 2015 the force introduced its MetTrace<sup>6</sup> burglary reduction initiative, which also provides an opportunity to engage with residents about crime prevention; it assesses the effects of this initiative regularly. The force has also commissioned a behavioural insights company to carry out research into the benefits of prevention activity in areas such as cyber-crime, online fraud and domestic assault.

In January 2015 the College of Policing analysed demand for police services, identifying two categories of demand: public and protective. The force's own report, 'Estimating demand on the Metropolitan Police Service', identified a third category of internal demand. This is demand created as a result of police work. The force has commissioned its demand analysis team to explore further the causes and effects of internal demand. This work, together with that of the College of Policing, is part of the information base for the force's good understanding of current demand.

The feedback has highlighted six thematic areas in which the force needs to make improvements. The force has prioritised four themes, which are included in OMM2020. The results of its analysis have also been shared with the National Police Chiefs' Council (NPCC) and at the joint NPCC and College of Policing Understanding Demand conference 2016, and have been used to inform the force's principles and guidance document 'Managing demand in the Met'.

The force has identified the benefits of reducing internal demand for the organisation as well as the individuals who make up the workforce. However, the force's work to understand better how inefficient internal processes create demand is at an early stage. The force recognises this and is planning further work.

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

Demands for police services continually change. Forces need to anticipate this, and make sure their plans keep pace with the public's needs and expectations. Future demand might include cyber-crime, modern-day slavery and human trafficking. The force must also plan for changes to the communities that it serves, developments in technology, and environmental events, such as flooding.

In the four years since 2011/12, the force has made good progress towards achieving a 20 percent reduction in the seven neighbourhood crimes MOPAC outlined as priorities in the police and crime plan 2013–16. But now the force expects an increase in demand for protecting vulnerable people and child sexual exploitation cases, and is making plans to meet it. There are also plans to help deal with the rise

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<sup>6</sup> An initiative to distribute traceable liquid property marking kits to homes in high burglary areas to reduce crime and make people feel safer.

in reports of online sharing of indecent images. The force is responding to the increase in demand in areas such as knife and gun crime, rape, fraud with a digital element and counter terrorism. The 'Estimating demand on the Metropolitan Police Service' report lists the anticipated changes in London by 2020 that will affect future demand, and that the force needs to consider when making decisions about its future workforce. These are population, economy, housing, immigration and technology.

The force is developing a process to prioritise community safety threats, which it calls a community safety index . The index will analyse information from the police and other agencies on factors such as crime, deprivation, health, education and employment to provide a more rounded assessment of safety. It will highlight places where the police and other partner agencies experience high demand, and where the solutions require intervention from multiple partner agencies. The force intends to use the results from this analysis as the basis for problem solving with partner organisations to tackle the underlying, long-term issues that adversely affect residents' safety and life chances. Other agencies the force works with are also providing data to help understand the demand created by children at high risk of harm. The safeguarding boards from across London provide data, but as each borough is different the criteria used to assess children at risk differ between the boards as they reflect local issues, making it challenging for the force to have a consistent view across London.

The force is considering how public expectations might change. It has completed an in-depth review to gather the public's views on how they would like to contact the force. This highlighted the public's desire for easier and faster interaction with the force. The force has used the feedback received to inform its digital engagement strategy, which aims to provide digital access for users who prefer this method of contact. The digital engagement strategy, part of OMM2020, is to be implemented over the next four years.

## Summary of findings



**Good**

The Metropolitan Police Service is good at understanding its current and likely future demand. The force analyses the pressure on its services to help understand what causes demand, and has used data from other bodies such as the National Health Service to get a broader picture so that it can discuss with them how to manage demand created inadvertently or demand on the force which would be better handled elsewhere. It also has many initiatives to prevent crime.

The force is working with the public to obtain their views of the force and understand their expectations of its services. It is also using work it has done to understand emerging demand and hidden crime to help plan its response.

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

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

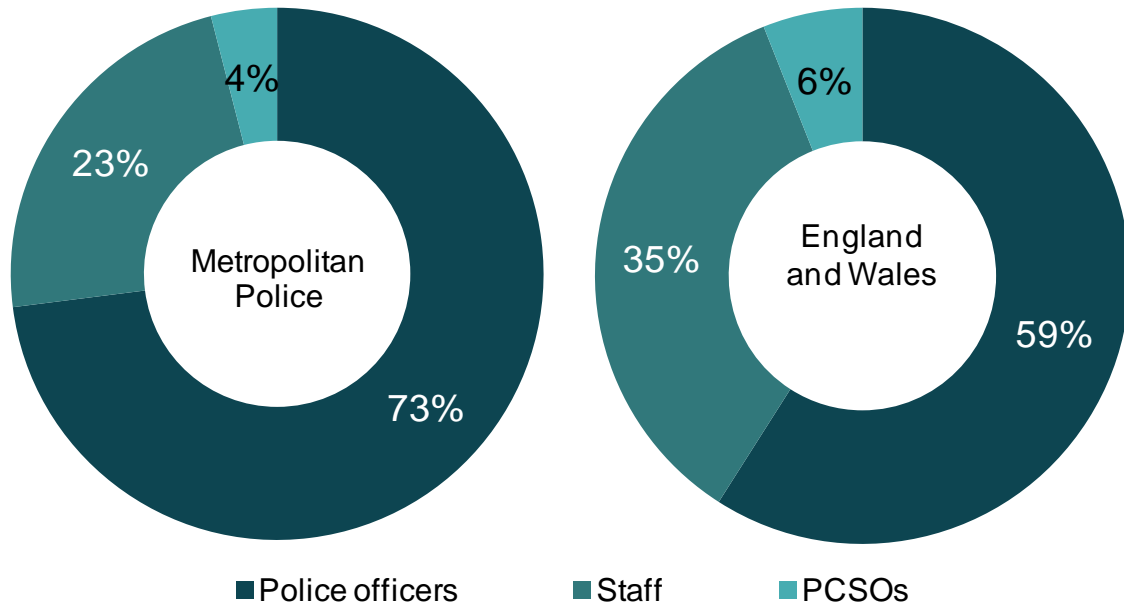
For a number of years, police forces have been focused on changing the way they operate and finding ways to save money in order to manage reducing budgets. It is important that these savings are sustainable: forces must demonstrate that they have achieved efficiencies while remaining able to meet demand.

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

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



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



**Source: Home Office Police workforce statistics**

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

As at 31 March 2016, police officers make up 73 percent of the Metropolitan Police Service's workforce. This was higher than the England and Wales average of 59 percent. The proportion of staff in the Metropolitan Police Service was 23 percent, lower than the England and Wales average of 35 percent. The proportion of police community support officers in the Metropolitan Police Service was 4 percent, lower than the England and Wales average of 6 percent.

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

	March 2010	Change from 2010 to 2016		March 2016	Change from 2016 to 2020		March 2020
		Force	England and Wales		Force	England and Wales	
Officers	33,367	-4%	-14%	32,125	-1%	-2%	31,960
Staff	14,504	-30%	-21%	10,166	-12%	-5%	8,900
PCSOs	4,645	-65%	-35%	1,626	-10%	-6%	1,464
<b>Workforce total</b>	<b>52,515</b>	<b>-16%</b>	<b>-18%</b>	<b>43,917</b>	<b>-4%</b>	<b>-3%</b>	<b>42,324</b>

Source: HMIC Efficiency data collection

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

### Managing demands for police services

The Metropolitan Police Service’s current priorities were set in conjunction with MOPAC and were published in the Mayor of London’s police and crime plan 2013–16. The London mayoral election in May 2016 led to a new mayor and a change in the majority political party in the Greater London Authority. A new police and crime plan is being drafted, and public consultation on the plan is to take place in November 2016; the plan should be published by the end of this financial year. The force is working closely with MOPAC to get an early understanding of the priorities during the new mayor’s tenure, and to see how these align with the force’s existing plans. In the meantime, the force continues to work according to the priorities set by the previous mayor, and allocates its resources accordingly. The force has also increased its focus on working to protect vulnerable people, in advance of the proposed changes to its borough operational command units (BOCU) These changes will result in individual superintendent rank officers being responsible for protecting vulnerable people in each BOCU.

The force’s corporate monthly tasking meeting assigns tasks against the force’s risk, threat and harm assessment. This group has the overview of demand, and is authorised to deploy resources that work across London on the force’s behalf. In order to respond to changing demand, monthly tasking is kept under daily review. The monthly meeting also considers geographical demand, increasing tensions and operations to ensure that resources are balanced between reactive demand and ever-present threats such as counter-terrorism and knife and gun crime.

The force responds to calls to service based on risk, threat and harm factors. Staff in the central communications command receive training and supervision to make sure they are able to manage demand at the first point of contact. The force recognises that more work is required to manage demand. As part of its change portfolio (called One Met Model 2020), the force is reviewing its processes from the point at which a crime is reported to them. This has provided the force with a baseline of where it invests its resources, both in terms of its workforce and financial cost. It has also enabled the force to understand the cost and effectiveness of its service, and the areas in which greater efficiencies can be gained. For example, the way in which the force carries out a simple theft investigation currently involves a number of hand-overs, with someone other than the first attender assessing how likely it is that a crime will be solved. This is an inefficient use of resources, and causes unnecessary delays for victims.

### **Increasing efficiency**

The force is aiming to increase efficiency through a process called 'Mi Investigation'. In this process, officers who are first on the scene of an incident will continue with the investigation, improving victim confidence and satisfaction as a result. But many of the force's response officers do not have investigation skills; they are not required in their current role. They will need to be trained to ensure they can undertake investigations to the standard required. Uniformed supervisors are being trained to support response officers effectively. The force is making a considerable investment in its digital policing programme. It recognises if programmes in the OMM2020 portfolio are to improve service efficiency and delivery, they will need to be supported effectively by technology.

'Mi Investigations' has been in development since 2014 and is still some way off implementation. It was intended to be piloted in 2015, but this was delayed. The force recognises the challenge presented by this cultural change, and the training that will be required. The force has designed initiatives to address these issues, such as the leadership development programme and training for the supervisors of investigations, but is yet to see their full effects. Because of this, the full implementation of 'Mi Investigations' is likely to be delayed further.

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

Finding ways to make police officers and staff more efficient when they are out in their communities, and reducing time spent doing back office functions, ensures that police officers remain visible, on the beat and engaged in activities to reduce and fight crime. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible. We assessed how well the Metropolitan Police Service understands the skills its staff need, both now and in the future; where there are gaps in either capacity or capability, we looked to see if the

steps it is taking will ensure that its staff work as efficiently and effectively as possible. We looked in particular at whether the workforce has the right level of digital skills, both to make the most of current ICT systems and to investigate crime within the digital environment.

In our 2015 efficiency inspection of the Metropolitan Police Service, we found that it had started work to understand the skills and capabilities it will need in 2020 and beyond, recognising that changing its workforce's skills will take some time. Since then, the force has improved its understanding of its workforce skills and capabilities. There are gaps in important specialist skills, particularly detectives, armed officers, and counter terrorism prevention roles.

The force's ICT system is outdated and complex. This has been a consistent theme in the force: officers and staff reported low levels of satisfaction with being given the tools they need to do their job in the 2015 'Build a better Met' staff survey. The force is planning to implement a new human resources ICT system in 2017, and other ICT changes under the digital policing programme. But the force does not have plans to provide training for all ICT changes. This will affect workforce efficiency when the changes are first introduced. The force recognises that ICT training is the most under-developed area of its change portfolio.

### **Tackling workforce gaps**

The force is working to address the gaps identified in its workforce capabilities and skills. Its workforce plan is aligned to the force's current ways of working, while also taking into account financial planning assumptions. The force has recently introduced a more efficient promotion process, so that workforce gaps are filled more quickly.

Senior leaders in the force responded decisively to the findings of the Report of the Independent Review into The Investigation and Prosecution of Rape in London.<sup>7</sup> They re-prioritised to help increase resources in teams dealing with sexual offences. In answer to national concerns, the force is to boost its firearms capability as part of its response to the current terrorism threat, and the identified mode of operating for marauding terrorist firearms attacks.

However, progress in addressing shortages has been slow in some areas, such as detectives. This is a national problem that has existed for some time. A range of initiatives has been implemented or is being considered by the force to attract, develop, support and retain detectives, but these initiatives have not yet achieved the increase in detective numbers that the force requires. The force is regularly

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<sup>7</sup> *Report of the Independent Review into The Investigation and Prosecution of Rape in London*, Rt Hon Dame Elish Angiolini DBE QC, 30 April 2015. Available at: [www.cps.gov.uk/Publications/equality/vaw/dame\\_elish\\_angiolini\\_rape\\_review\\_2015.pdf](http://www.cps.gov.uk/Publications/equality/vaw/dame_elish_angiolini_rape_review_2015.pdf)

reviewing activities aimed at filling detective posts to see if they are having the desired effect, and to take corrective action if necessary.

The force's portfolio transformation office provides programme support for the force's organisational change portfolio, OMM2020. The force has identified a gap in the number of business analysts and project managers with experience of working on large-scale change programmes. This means that crucial work on the change portfolio, for example benefits identification and review, is under-developed. The force became concerned at the number of external consultancies that it was working with instead of developing skills in-house, so contracted a single management consultancy and reduced the number of consultants. A principal component of the contract with the new management consultancy business is that the force attains sufficient in-house capability for change programme work. As a result the force will reduce its reliance on consultancy support over time as its in-house capability grows.

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

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

Although the force has considered collaboration arrangements with a range of other agencies, these are not prominent in the document setting out the future of the force. Current collaborations are most developed with the other blue-light services. 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 force knows this could go further: the three services are responsible for geographically similar areas. The force intends to gauge the political support of the new Mayor of London before pushing ahead.

### **Collaboration benefits**

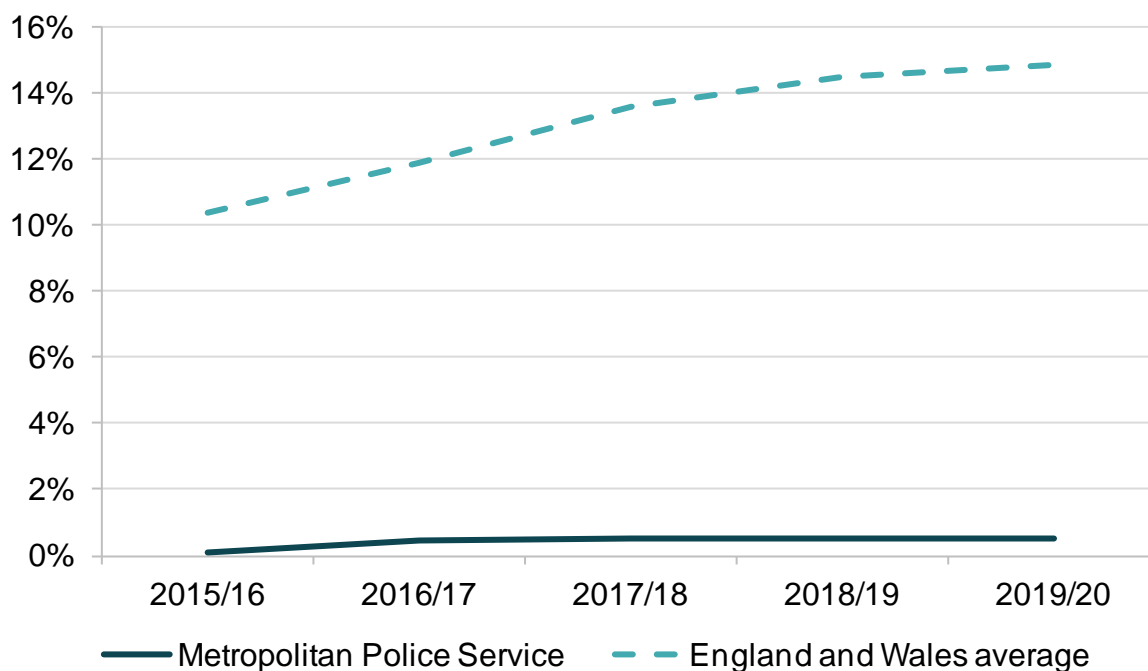
The force is in the process of outsourcing its main support services in finance, human resources and procurement under a Cabinet Office-led public-private joint venture partnership. The force is working with a management consultancy to implement these arrangements; savings are expected to be around £115m net over ten years. The force is a member of the Greater London Authority collaborative procurement group, along with the Greater London Authority, Transport for London, MOPAC, London Fire Brigade and Cross Rail. It is estimated that the group will take

15 months to reach peak savings levels, at which point about £1.4m of savings will be realised by the group per quarter. Based on its current collaboration with the other emergency services in London, the force is able to describe the benefits, activity, cash saving and the reduced demands on the three services (the Metropolitan Police Service, the London Ambulance Service and the London Fire Brigade) in terms of numbers of calls requiring attendance. However, these look to be of greatest benefit to the London Ambulance Service and the London Fire Brigade, rather than for the force.

Demand for the force's services differs from borough to borough. We were given a number of examples of the working arrangements that are in place with partner organisations (including local authorities, the NHS and mental health service providers) to improve efficiency and services. For example, a local authority led on enforcement action in response to public intoxication, and rough sleeping which occurred in the morning after casual labourers were not selected for work. The borough's commander has a weekly column in the local newspaper and a page in the quarterly local authority newsletter that sets out the role of the local policing team in the partnership's response to rough sleeping and intoxication. Other examples include a joint response with the London Ambulance Service in eight high-demand boroughs, where a paramedic listens to police radio channels, and then decides himself which incidents to attend (in addition to them being deployed by their own service or the force). This is particularly effective when the police are called to an incident that subsequently transpires to be primarily a medical emergency. Because a paramedic is alerted and attends, the force can avoid its officers waiting in attendance for the London Ambulance Service's arrival.

We found a range of partnership working in place at a local level; a key aim is to ensure demand is met by the most appropriate agency. However, it is hard to quantify the effects of this at force level. Senior officers attend strategic meetings with their peers from local authorities, but we did not find any evidence of the extent to which this is driving efficiency across the force. Nor were we provided with any evidence that these meetings were being evaluated for benefits.

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



**Source: HMIC Efficiency data collection**

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

The Metropolitan Police Service has forecast that it will spend £12.6m in 2016/17 on collaboration with other police forces. This is 0.5 percent of its net revenue expenditure (NRE), which is lower than the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £12.6m (0.5 percent of NRE) on collaboration with other police forces. This is lower than the England and Wales average of 14.8 percent. The Metropolitan Police Service could not provide data on expenditure on collaboration with non-police organisations for 2016/17 or for 2019/20.

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

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

We found that the force's approach to identifying and reviewing the benefits from change programmes is weak. The force completed a post-implementation review for the ICT system used to exchange case files electronically with the Crown Prosecution Service, but most of our evidence indicates that such reviews are not consistently conducted. The force has piloted various ICT solutions and has then decided not to proceed with full implementation, or problems that have arisen have led to delays. For example, when iPads were purchased and piloted, this was not subjected to the force's change portfolio governance processes, which includes benefits identification and review. Problems arose that should have been identified at the outset. Another pilot is now underway using different tablets that are known to be compatible with the force's systems, and full implementation is planned from winter 2016/17.

In March 2016 the force sought approval from MOPAC to terminate a contract for the delivery and implementation of a new command and control system. This was because the delivery of services by the suppliers had been delayed, and the anticipated benefits were not being realised. The approval was granted. The force is taking legal action to recover its costs, and is carrying out a review that will set out the options available to it, such as the financial implications and the future procurement process.

Only one of the 13 change programmes has undergone benefits identification and review. This is partly because of the shortage of business analysts, but also because the business cases are at an early stage of development. This means that some of the planned efficiencies anticipated by the force may not be realised.

The force has learnt the lessons from its past approach to making ICT changes, and has incorporated them into the wider change portfolio, taking a more professional approach. A small benefits team in the force is working to validate the projected savings from OMM2020. The force recognises the risk that if benefits are not fully realised, it will not make the level of savings required to invest in other areas of the organisation.



## Summary of findings



**Requires improvement**

The Metropolitan Police Service requires improvement in how well it uses its resources to manage current demand. There are some clear positives: the force has largely been successful in meeting the priorities set in the Mayor of London's police and crime plan 2013–16, and has started to increase resources to protect vulnerable people. The force allocates resources to meet demand on a monthly basis against its risk, threat and harm assessment, and reviews resources daily in response to changes in demand.

The force responds to calls to service based on risk, threat and harm factors, but it could do more to manage demand, and to assess the solvability of a crime on first attendance. It has carried out analysis that provides a baseline of where it invests its resources in terms of workforce and financial costs. This analysis and its workforce plan have helped the force understand where the gaps are, and it has taken steps to fill them. But shortages remain in investigation and business analysts.

The force has not prioritised collaboration, and is unlikely to do so unless there is political support. However, it does work operationally with other agencies to manage demand effectively. It plans further joint working with blue light emergency services. ICT projects have seen inefficiencies; the force has learnt from previous mistakes, and current change programmes will be subject to professional benefits identification before being started.

### **Areas for improvement**

- The Metropolitan Police Service should ensure the benefits and efficiencies from its investment in new ICT are realised by providing sufficient levels of training to staff.
- The Metropolitan Police Service should put in place better processes and governance to understand and realise the benefits of projects, change programmes and collaborative work, and how they affect the force's ability to meet current and likely future demand efficiently.

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

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

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

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

### **Matching resources to demand, organisational priorities and financial requirements**

The force has a medium-term financial strategy that sets out its savings requirements until the end of 2020. MOPAC's annual budget documents support the delivery of the four-year police and crime plan, and include assumptions about income and expenditure for policing through to 2018/19.

Detailed 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 are accountable to the management board.

The force takes a cautious approach to building savings into the budgets. For example, none of the anticipated financial benefits of OMM2020 are assumed in the current budget forecasts. The force tests the reliability of savings before including them in the budget, ensuring a high degree of accuracy and consistency in its financial plans.

## **Investing in ICT**

Several ICT projects from the force's digital policing programme are underway or about to start. It is too early to assess their effects on current ways of working and service provision. The force has a 'Technology Architecture Compendium'. This is the ICT strategy that the force use to guide consideration and decision making in respect of the programmes in its change portfolio. The force recognises the benefits that ICT can bring for the workforce and the service it provides, but these will depend on the successful implementation of its digital policing programme.

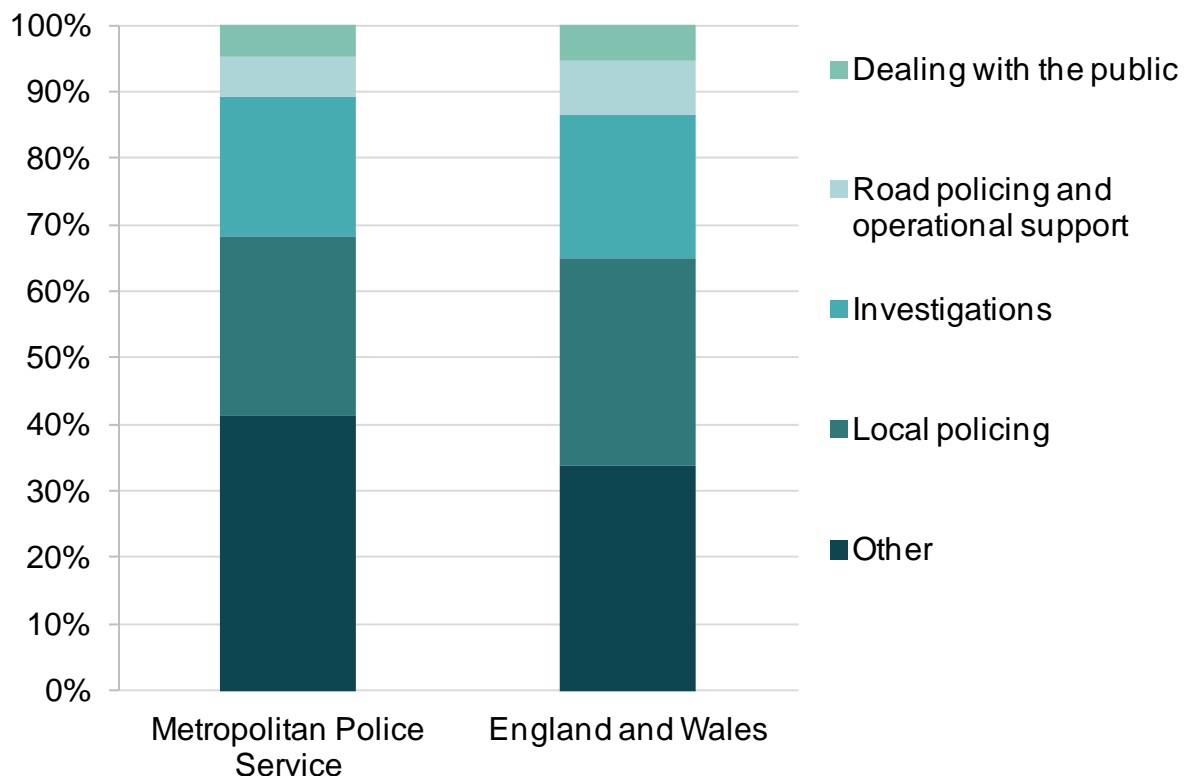
The force has ambitious plans for its future use of ICT. It is investing heavily in both its ICT infrastructure and mobile data technology. It sees ICT as an important support to all of the other change programmes that are underway and considers that the proposed re-organisation of local policing can only be achieved through the increased use of mobile technology and agile working, allowing frontline officers to be freed up from excessive administration and increasing their productivity. The force aims that by 2020 its planned investment in ICT will enable it to:

- understand and manage demand on its services;
- work smarter and more productively;
- collaborate more effectively internally and with partner organisations
- empower staff to make better decisions;
- more effectively fight crime and support witnesses and victims; and
- find efficiencies and cost savings.

## **How well does the force plan its investments?**

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

**Figure 6: Estimated percentage of gross revenue expenditure allocated across different policing functions in Metropolitan Police Service compared with England and Wales in the 12 months to 31 March 2016**



**Source: HMIC Efficiency data collection**

**For further information about the data in figure 6 please see annex A**

In June 2015 the force’s management board described its strategic vision for the future (called the OMM2020 blueprint). The blueprint will be included in the public consultation of the Mayor of London’s police and crime plan in November 2016.

The force prepares a detailed capital investment plan for the medium term as part of its annual planning cycle. The plan is linked to the One Met Model which sets out the strategic investments required to reach the operating model set out in the OMM2020 blueprint. This plan is scrutinised at various stages by the portfolio investment board, which is a sub-board of the management board. Their role is to consider the affordability and achievability of the force’s plans and other major programmes to ensure that credible plans are being developed. Further challenge is provided by the force’s management board, and the joint MOPAC-Metropolitan Police Service oversight board, before the plans are presented to the Mayor for approval. The portfolio investment board’s responsibilities also include ensuring that there are effective monitoring and management processes in place for programmes to remain viable, and that the benefits are identified and realised.

## Planning for the future

The force's future financial plans appear to be sustainable. Forecasts are based on the assumption that the Mayor will not increase council tax and show that approximate savings of £390m are required between 2016/17 and 2019/20. If council tax is increased each year from 2017/18 to 2019/20 up to the maximum level before a referendum is triggered then the savings requirement will reduce by about £44m. The force has committed itself to saving £290m between now and 2020 from its business support costs and non-officer pay. It uses value for money information such as that available from HMIC for benchmarking purposes. The main way in which the force proposes to generate the savings required to balance its budget and invest in other parts of the organisation is to reduce its business support costs to 15 percent of its gross revenue expenditure by 2020. This is a challenging target: 15 percent is lower than the England and Wales average.

The force recognises it is short of professional project managers and the effect that this is having on its ability to take a consistent approach to identifying and reviewing the expected benefits. The force also recognises that the principal risk of this is not making the savings required to invest in other areas of the organisation. The force takes a cautious approach to assuming savings in financial plans, and only includes them if it has tested fully the achievability and operational impact. This is carried out by members of the portfolio investment board, management board and MOPAC, with revisions being requested when the anticipated savings do not stand up to challenge.

One of the design principles of the OMM2020 blueprint is to change the nature of services so that the force can match its capacity to demand. The force's intent is to continue to respond to demand for its services, but to provide some of these differently. The 2013-16 estates strategy, a joint MOPAC-Metropolitan Police Service document, describes the changes to public contact with and access to the force. The public counters at police buildings are being closed as the estate is reduced. The force has committed to opening 94 alternative contact points such as drop-in centres in communities, with these being staffed by neighbourhood officers. The strategy has been subject to extensive consultation.

The force has set out the proposals for its digital service. This includes a new user friendly web platform, using social media in place of dialling 101 (called 'digital 101'), and making and tracking requests online. The force has surveyed a cross-section of Londoners for their views on the proposed new services. The majority of respondents would consider using new alternate options to access police services. It also showed that the force needs to provide clear guidance on the services that it regards as emergency and non-emergency so that the most appropriate form of contact is used.

The force is proposing a reorganisation of local policing, reducing its borough operational command units from 32 to between 12 and 16, each with separate

superintendent rank leads for response policing, neighbourhoods policing, criminal investigations and protecting vulnerable people. There will be an increase of dedicated officers at local level, with between two and eight constables and a police community support officer being kept in each of the 629 wards, depending on demand and risk. The most demanding schools and referral units will also be assigned 350 officers. Some 1,000 officers will work on priority areas, such as firearms and gangs. The new model has the potential to improve services by generating efficiency savings that can be re-invested in the form of officers. It should also provide a single point of focus on protecting vulnerable people and improve the quality of care for the victims.

## **To what extent does the force fund its investments sustainably?**

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

### **Saving to invest for the future**

In our 2015 efficiency inspection<sup>8</sup> we found that the commitment by the Mayor of London in his police and crime plan for London to have 32,000 police officers in frontline roles had helped the force meet MOPAC's performance targets. However, both MOPAC and the leaders of the force acknowledged that cuts would require a new operating model that is likely to include a different mix of officers and staff.

Following the government's 2015 spending review, the force estimates that it needs to cut its spending by a reduced amount of £390m by 2019/20. It has already committed to savings of £290m. The force is continuing with plans to make sufficient savings to allow it to operate within anticipated budgets, as well as being able to spend more on priority areas of policing in London. It plans to transform the way it organises local policing, reducing the number of officers and managers in senior ranks to cut costs and improve efficiency. It is also planning major investments in the latest technology to make officers more mobile and efficient. The force has ambitious plans to save £216m from its back office budgets through a contract to outsource many of its support services, and a resultant reduction in posts. It is planning to

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<sup>8</sup> *PEEL: Police efficiency 2015 – An inspection of the Metropolitan Police Service*, HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmic/publications/peel-police-efficiency-2015/](http://www.justiceinspectorates.gov.uk/hmic/publications/peel-police-efficiency-2015/)

dispose of a significant proportion of its estate (mainly under-used office buildings) made possible by a reorganisation of force structures and the introduction of mobile technology to work in more agile ways with officers spending less time in an office. The force will use capital from the sales to fund investments in buildings that will be fit for the future and new technology.

The Mayor has set aside reserves to meet future budget pressures. Over the medium term these reserves are set to reduce from a total of £374m at the beginning of 2016/17 to £81.6m by March 2020. This means that the force will have less scope for future investments. However, this does not include a general reserve of £46.6m, which is planned to be maintained each year for dealing with unforeseen contingencies. There is some uncertainty over the likely financial implications for the force of terminating the contracts for the command and control system; although the force is taking legal action to recoup its costs, if this fails there is a risk that a significant amount of the reserves will be required to fund any write-off of the expenditure. This would deplete its reserves still further.

### **Working together to improve future efficiency**

As the largest police force in England and Wales, the Metropolitan Police Service generally has less to gain from collaborating with other police forces. Its current level of collaboration is markedly low when compared to the England and Wales average (see figure 5). It acknowledges it could work more closely with other forces but needs to work with MOPAC to achieve this. However, it is considering a variety of collaborations and joint working arrangements to achieve further efficiencies.

Some work is underway to develop collaboration arrangements with the London Ambulance Service and the London Fire Brigade. The force has appointed a senior officer as the strategic lead for collaboration. In October 2015 the force, London Ambulance Service and London Fire Brigade signed a document setting out their strategic intent to build on current joint working to 'make London the safest global city' and achieve further efficiencies. A collaboration team has been set up to explore the options.

One of these options is for a 'One-London call centre' to receive calls from the public and despatch the most appropriate response on behalf of numerous organisations. Other proposals under consideration include joint preventative activity, and shared business support functions.

Development of these collaboration arrangements is in the early stages. The focus has been to understand the current position in the three organisations and identify the work that will be prioritised.

Progress with developing the collaboration arrangements between the three parties has been slow, partly because of the election of a new Mayor for London, who is in the process of setting the force's priorities for his tenure. The force needs to

understand the Mayor's strategy for collaboration. As a result, the detailed planning that needs to be done, including identifying and quantifying the benefits, has yet to be carried out. The new police and crime plan is due to be published by the end of this financial year and should provide a clear basis on which the force can proceed.

## Summary of findings



**Good**

The Metropolitan Police Service is good at planning for demand in the future. The force's medium-term financial strategy sets out its savings requirements until 2020. It has detailed plans for all elements of the change portfolio and a process to oversee progress. Plans in the change portfolio and other major programmes undergo scrutiny to ensure their credibility before being presented to the Mayor.

The force has ambitious plans for its future use of ICT, which it sees as a way to support other changes. Several ICT projects are in progress or are due to start imminently, but it is too soon to see their effects. The force's financial plans appear to be sustainable. Forecasts show that savings of £390m are required between 2016/17 and 2019/20. The force is committed to making savings of £290m over this period, proposing changes in areas such as its estate, technology and local policing functions to achieve savings for reinvestment. The remaining £100m of savings are largely dependent on the delivery of the force's ICT plans, which are still being developed, so are not yet included in the force's budget. The force's plans will be subject to scrutiny by HMIC in 2017.

The force has identified a shortage of business analysts and project managers with experience of working on large-scale change programmes, including carrying out benefits identification and review. The force recognises the risks of weak analysis, and is not including anticipated savings in its financial plans until it has tested the operational impact.

The force is also now working on its change portfolio with a single management consultancy. A principal element of this new partnership is that skills and knowledge will be transferred back to the force. Generally, the force has less to gain from collaborating with other police forces. Work is underway to develop existing collaboration arrangements, but progress has slowed pending clarification of the new Mayor's priorities.



### **Area for improvement**

- The Metropolitan Police Service should complete the update of its published ICT strategy, so that it is aligned with the Technology Architecture Compendium, and therefore the change programmes in One Met Model 2020.

## Next steps

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

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

## Annex A – About the data

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

### Methodology

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

#### Comparisons with England and Wales average figures

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

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

#### Statistical significance

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

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

#### Population

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

### Force in numbers

#### Forecast change in expenditure

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

## Forecast savings

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

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

These data are obtained from the Home Office annual data return 502. The data are available from the Home Office's published Police workforce England and Wales statistics (available from [www.gov.uk/government/collections/police-workforce-england-and-wales](http://www.gov.uk/government/collections/police-workforce-england-and-wales)), or the Home Office police workforce open data tables (available from [www.gov.uk/government/statistics/police-workforce-open-data-tables](http://www.gov.uk/government/statistics/police-workforce-open-data-tables)). Figures may have been updated since the publication. Workforce includes section 38 designated officers (investigation, detention and escort), but does not include section 39 staff.

Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy. In some instances therefore an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Workforce costs per head of population are obtained from calculations in HMIC Value for Money Profiles 2015, which use the ONS mid-2014 population estimates. The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service.

## Figures throughout the report

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

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

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

These data are obtained from Home Office Police recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)). Total police recorded crime includes all crime (excluding fraud

offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMIC inspection. Therefore England and Wales averages in this report will differ slightly from those published by the Home Office.

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

Data as at 31 March 2016 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' full-time equivalents (FTE). The percentages used in figure 3 are derived from the total FTEs within forces, and therefore may differ slightly from the exact figures quoted within the report.

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

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

Data as at 31 March 2010 and 31 March 2016 are obtained from Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE. These data include officers on career breaks and other types of long-term absence, and those seconded to forces. Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances therefore an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

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

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

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

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

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

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

**Figure 6: The percentage of gross revenue expenditure allocated to different policing functions in the 12 months to March 2016**

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

<b>Figure 6 policing functions</b>	<b>POA categories</b>
Local policing	Local policing
Investigations	Specialist Investigations Investigative Support Public Protection
Road policing and operational support	Roads Policing Operations Support
Dealing with the public	Dealing with the Public
Other	Intelligence Criminal Justice Arrangements Support Functions National policing Office of PCC Central Costs