



Promoting improvements
in policing to make
everyone safer

PEEL: Police efficiency 2016

An inspection of Wiltshire Police



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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.

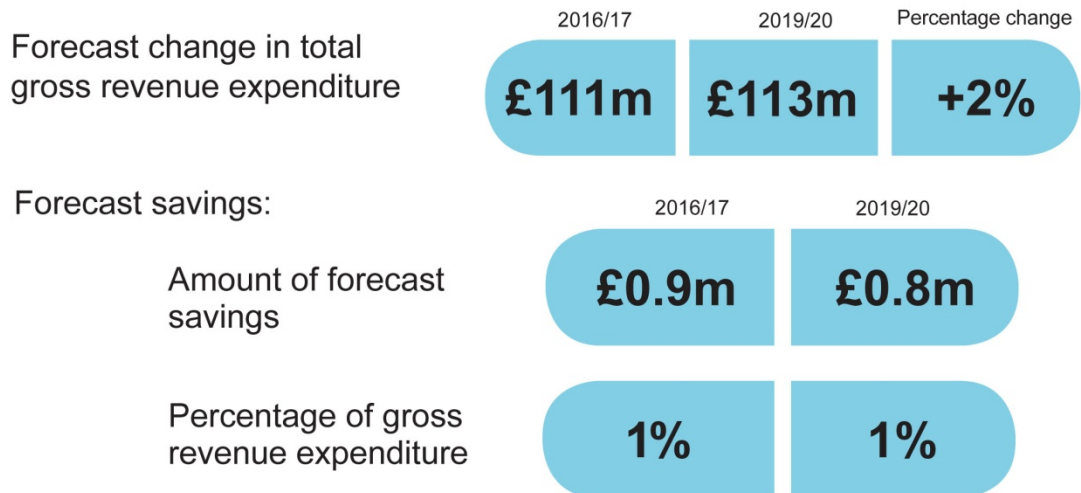
As part of the government's objectives to cut public spending, central funding to the police service in England and Wales has been reduced by around 20 percent since 2011. Police forces across England and Wales have faced a difficult challenge to sustain effective levels of policing in the face of significant 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/). This report sets out our findings for Wiltshire Police.

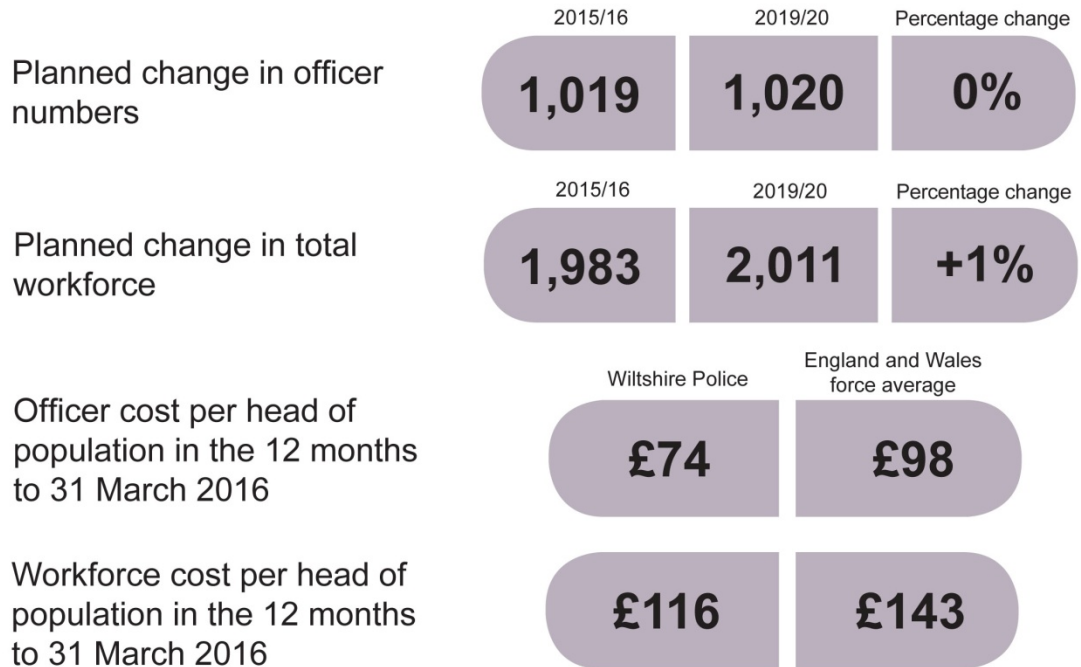
Reports on Wiltshire Police's legitimacy and leadership inspections will be available on the HMIC website (www.justiceinspectorates.gov.uk/hmic/peel-assessments/peel-2016) in December 2016. Our reports on police effectiveness will be published in early 2017.

Force in numbers

Financial position



Workforce





Calls for assistance

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

Wiltshire Police

England and Wales force average



Recorded crime

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

2014/15

2015/16



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

Wiltshire Police

England and Wales force average



Victim satisfaction

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

Wiltshire Police

England and Wales force average



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 judgment¹



Good

Wiltshire Police has been assessed as good in respect of the efficiency with which it keeps people safe and reduces crime. This is in line with last year's inspection where the force was also graded as good. It has a track record of effective budget planning and good financial planning. Effective processes are in place to manage demand for its services and the force is using various methods to assess future demand. It has a good understanding of current workforce capabilities and uses some innovative software to inform decisions about workforce structures and staff deployment. Wiltshire Police has well-established partnership arrangements and is working well with those partners to assess demand and service delivery for the future.

Overall summary

The force has a sound understanding of the range of demand for its services. It is speaking to officers and focus groups in high-risk areas to learn where there may be hidden demand and how best to deal with it. It has created a sustainable understanding of demand group, with six work streams to assess demand in a common and consistent way. The work streams gather quantitative data on volumes, trends and forecasts, in consultation with staff.

A management of demand in partnership working group has been exploring the impact on operational policing of budget reductions across public services. Its purpose is to look at all relevant aspects, and it collated a range of evidence to establish the risk to service delivery by the police. Progress has been made in achieving efficiencies and in compliance with service-level agreements.

The force has established systems to manage the demand for its services. These include a business dashboard that informs the resource management panel meetings and financial planning arrangements.

The force has a strong track record in achieving cost savings and effective investment in digitisation. Introducing laptops has been a major organisational change, enabling staff to spend more time away from the station.

¹ HMIC judgments are: outstanding, good, requires improvement and inadequate.

The force's workforce model and annual budget reflect changes in organisational priorities. A review is currently taking place that will identify the skill mix needed for the future. The force has a medium-term financial forecast that sets out the projected savings requirements over the rest of the spending review period. For the current financial year, the police and crime commissioner agreed to use £1.6m of reserves to support revenue spending. The force is fully aware that this is not sustainable. It has a plan to balance budgets in the following financial year by managing headcount.

Recommendations

Wiltshire Police is a good force. HMIC has not identified any causes of concern and therefore has made no specific recommendations.

Area for improvement

- Wiltshire Police should ensure that its understanding of the demand for its services and the expectations of the public is up to date by regularly reviewing its evidence base. This should be done alongside local authorities, other emergency services and partner organisations, to ensure that the force takes the necessary steps to meet current and likely future demand, including hidden demand.

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

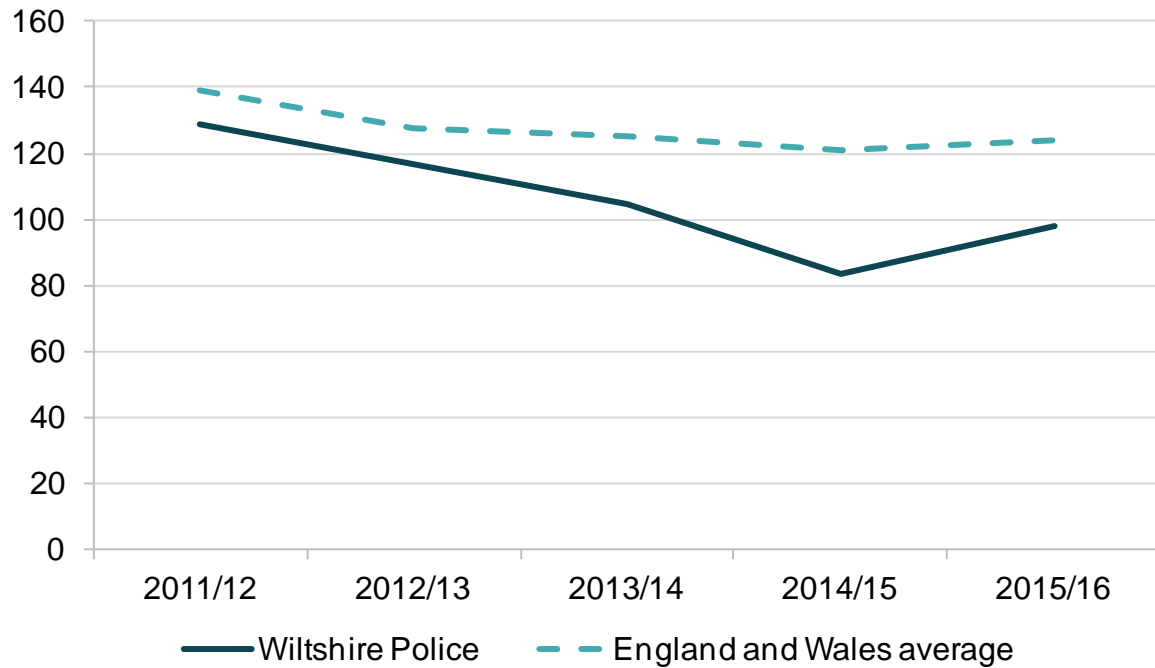
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for 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 resource 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 change in order 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 proactively seeking out 'hidden' crimes (e.g. domestic abuse, internet crime, fraud, modern slavery and crime in communities who 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 Wiltshire Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016

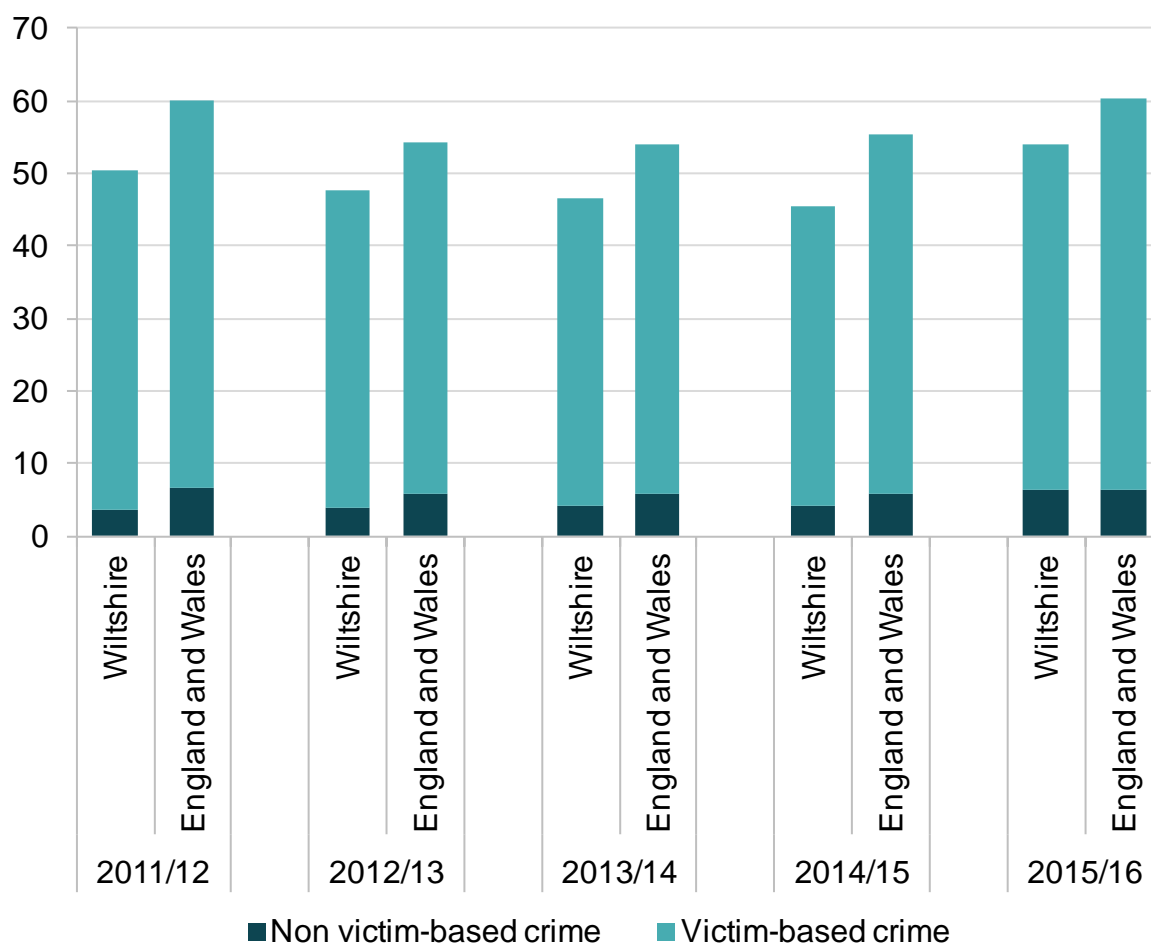


Source: Home Office Annual Data Requirement

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

Wiltshire Police received 98 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was lower than the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the force received 129 '999' calls per 1,000 population, broadly in line with the England and Wales average of 139 calls per 1,000 population.

Figure 2: Police recorded crimes per 1,000 population in Wiltshire Police 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

With regard to police recorded crime for the 12 months to 31 March 2016, Wiltshire Police recorded 47.6 victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, Wiltshire Police recorded 6.4 non victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been an increase in the victim-based crime rate of 2 percent and an increase in the non victim-based crime rate of 78 percent since the 12 months to 31 March 2012.

Wiltshire Police has a good understanding of current demand for its services. For example, as well as analysing telephone calls from the public, the force has also assessed online demand to measure how these services are used and how often. Its website provides access to the 15 most commonly requested forms, and these can now be completed online. The force recently introduced predictive analytical techniques to help identify potential harm early, and then to assess the future demand on its services. This is enabling the force to start to identify families at risk of reaching the ‘troubled families’ threshold in the future, with a view to providing early

intervention.² It is working in partnership with a range of service providers, such as social services, education and housing, to share information dynamically through a joint online system.

In addition, frontline staff and focus groups in high-risk areas are being consulted to achieve a better understanding of where the hidden demand lies and what is needed to deal with it. To assess demand more consistently, the force has set up a sustainable understanding of demand group (SUD) with six main workstreams. One workstream is aimed at achieving a better understanding of hidden demand. Using this small group of officers and staff, the force is intending to decide on the next steps regarding hidden demand to be implemented later in 2016. So far, the SUD has drawn together two reviews (crime and public protection), which have informed the direction of these workstreams. These reviews gathered quantitative data on volumes, trends, forecasts and the results from consultation with staff working in those departments. The reviews identified internal inefficiencies around governance and led to the reinstating of the post of head of the criminal investigation department, with greater accountability for investigations.

Sometimes, the force is the first responder to incidents that could be dealt with by other agencies. These include, for example, taking injured patients to hospital and responding to reports of stray dogs. To understand better the need for a police response, the force created a management of demand in partnership working group, involving both statutory partners and other agencies. Its purpose was to look at all the reasons why there might be an increase in demand for a police response, especially the effect on operational policing of the budget reductions across other public services. The initial focus was on the demands originating from the Crown Prosecution Service, custody detention officers employed by an external company and the sexual assault referral centre. The focus now includes the reduced capacity within the ambulance service and the reduction in dog wardens by local authorities. The next step for SUD is to become the force demand-management board and develop a demand-management strategy. To this end, the chief constable has met with leaders of other agencies to explore the demand faced by the force, with the aim of creating a joint demand strategy.

² Troubled Families is a government programme to turn people's lives around. Troubled families are characterised by there being no adult in the family working, children not being in school and family members being involved in crime and anti-social behaviour. These families almost always have other often long-standing problems, which can lead to their children repeating the cycle of disadvantage.

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

Demands for police services are continually evolving. Forces need to anticipate and understand likely future changes so that their plans keep pace with the public's needs and expectations. Potential future demand includes new and emerging types of crime, such as cyber-crime, modern-day slavery and human trafficking. Also, it includes changes to the communities that forces serve, developments in technology and environmental events, such as flooding.

Wiltshire Police is good at assessing current demand and works well to identify potential future demand and prioritise its resources. It is analysing current and emerging demand for its services, such as rises in domestic abuse cases and troubled families referrals. These findings are mapped against the three policing areas within the force, showing the increased needs that current and emerging demand will create. Where appropriate, additional resources are deployed or additional training provided. The force is realigning its operating model around predictive analysis and is trialling a community policing team (CPT) model. This is a development of the systems-thinking operational policing (STOP) pilot that we heard about in HMIC's 2015 efficiency inspection.³ The CPT is a resourcing model that aims to ensure that the right staff are in the right place at the right time. It builds in an understanding of demand that is regarded as 'hidden', including that generated through community stakeholder work such as neighbourhood tasking groups and parish council meetings. In order to ensure a balanced and reflective view of demand for its services and of public expectations, the force consulted 500 members of the public of all ages and backgrounds across Swindon and Wiltshire. Their views formed the basis of the CPT model.

The force employs community coordinators, whose role is to identify early intervention options to prevent low-level anti-social behaviour and crime incidents from escalating and causing greater demands on services. For example, in Trowbridge, the coordinators are examining how to help with community tensions between two Polish groups within the community. They have a strong relationship with local authority partners and this promotes effective collaborative working. Another example is the ending gang and youth violence group, which is chaired by the local authority and deputy chaired by the area policing commander.

The force took the decision to close the custody area in Salisbury. It held three sessions with the public to brief them, discuss options and then explain the decision that had been taken.

³ *PEEL: Police efficiency 2015 – An inspection of Wiltshire Police*, HMIC, 2015. Available from: www.justiceinspectorates.gov.uk/hmic/publications/peel-police-efficiency-2015/

Summary of findings



Good

Wiltshire Police has a good understanding of current demand for its services. As well as analysing telephone calls to the force, it has also used a diagnostic tool to assess online demand and to measure how these services are used. It is consulting frontline staff and using focus groups in high-risk areas to understand hidden demand better, and what is needed to deal with it. The force has set up a sustainable understanding of demand group with six main work streams to assess demand. It has also established a management of demand in partnership working group to understand the impact on operational policing of budget reductions across public services. It assesses emerging or likely future demand, for example by reviewing increases in domestic abuse cases and troubled families referrals. It then advises the policing areas on the additional needs that these will create. The force is currently using this analysis to change its overall operating model and the community policing team operating model so that they take account of future needs.

Areas for improvement

- Wiltshire Police should ensure that its understanding of the demand for its services and the expectations of the public is up to date by regularly reviewing its evidence base. This should be done alongside local authorities, other emergency services and partner organisations, to ensure that the force takes the necessary steps to meet current and likely future demand, including hidden demand.

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

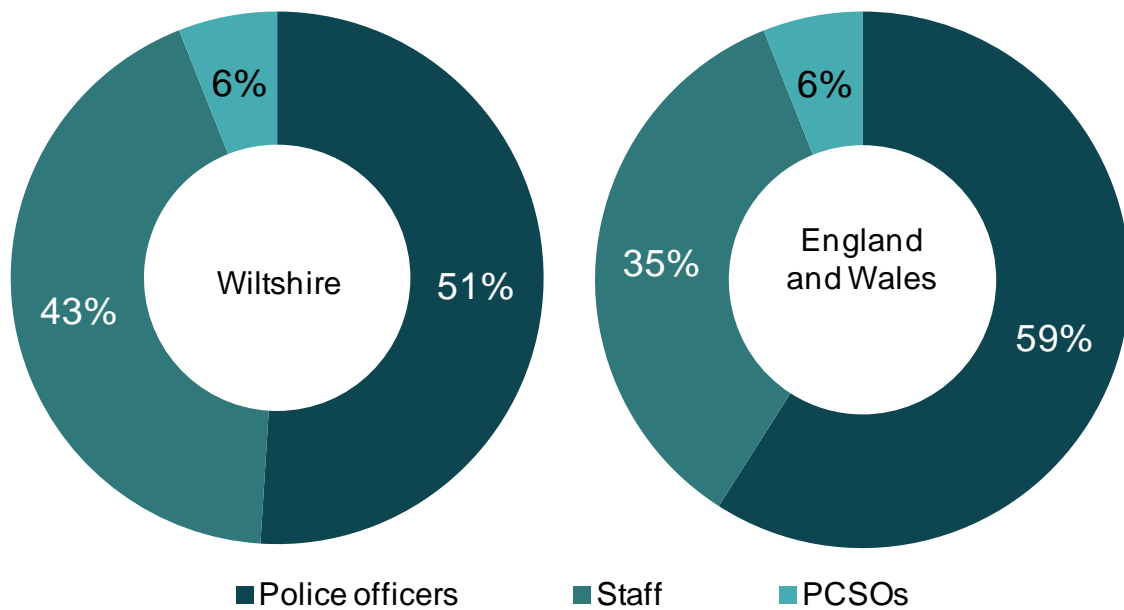
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Wiltshire Police has the right people with the right skills in the right place to protect the public and to fight crime. Police resources have been reducing continually over recent years. It is increasingly important that resources are aligned to priorities to provide value-for-money services that tackle priorities, 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, and using all available resources to improve efficiency.

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 and forces can demonstrate that they have achieved efficiencies while continuing to have the capacity and capability 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 elements of demand, local risks and priorities, and their national responsibilities. We look at how well Wiltshire Police 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 Wiltshire Police 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 51 percent of Wiltshire Police’s workforce. This was lower than the England and Wales average of 59 percent. The proportion of staff in Wiltshire Police was 43 percent, higher than the England and Wales average of 35 percent. The proportion of PCSOs in Wiltshire Police was 6 percent, in line with 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 Wiltshire Police 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	1,181	-14%	-14%	1,019	0%	-2%	1,020
Staff	1,013	-16%	-21%	849	3%	-5%	873
PCSOs	137	-17%	-35%	115	3%	-6%	118
Workforce total	2,331	-15%	-18%	1,983	1%	-3%	2,011

Source: HMIC Efficiency data collection

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

Managing demands for police services

Wiltshire Police's strategic decisions on prioritisation have a clear rationale, based on an understanding of current and future demand, local priorities, national requirements and public expectations. The rationale is well understood within the organisation. This is consistent with HMIC's 2015 efficiency inspection findings. Demand profiles for the force are underpinned by threat, harm and risk assessment models. Changes in demand are also tracked through to the annual budget, which shows the movement between the force's areas of spend. In the case of CPT, the force has prioritised its approach by mapping levels of demand against policing activities in order to identify how many staff are needed for each area. This pilot will inform the future operating model.

The force has taken steps to understand demand and improve collaborative working with its regional partners on both local priorities, such as roads policing, major crime and dogs, and national priorities, such as counter-terrorism, serious and organised crime, and firearms. Daily tasking and management meetings allow the force to respond to demand in line with the force control strategy. Also, its fortnightly resource management panel meetings review resource allocations so that, when required, these can be adjusted to match changes in demand. This is informed by using partnership data. At the strategic level, changes in demand can be tracked through to movements in annual budget allocations to the force's areas of service. For example, there is modest growth in 2016/17 in local policing, crime investigation and specialist operations.

The force regularly reviews comparative data to assess the extent that its services provide value for money. The force has one of the lowest levels of net revenue spend per head of population – some 14 percent below the England and Wales average. While crimes per police officer are in line with the England and Wales average, the force has below-average demand in some areas, such as priority incidents and 999 calls. The force's external auditors concluded in 2015 that the chief constable had put in place proper arrangements to secure economy, efficiency and effectiveness in its use of resources.

The force understands threat and risk using partnership data and sets policing priorities accordingly. It is able to move resources to match demand. The force control strategy informs the daily management meetings and force resource allocation. A tasking and briefing tool is being rolled out which will provide frontline staff with daily information about the highest harm offenders, hotspot locations and most vulnerable victims. Force tasking meetings direct proactive operational activity and the force works well with regional partners in order to pass relevant demand to the regional organised crime unit. Regionally, the south-west forces have agreed to use streamlined organised crime group mapping to improve understanding of demand and regional resourcing in response to it. Cyber-crime is a growth area that has received increased investment by creating a dedicated cyber-crime prevention post. Bespoke prevention resources and services are being procured from a specialist external company. Another system in place to manage the demand for services is the business dashboard application, which informs the resource planning in the fortnightly resource management panel meetings as well as financial planning arrangements.

Increasing efficiency

Budgets are widely available across the force and the budget book sets out each department's financial resources. Changes in priorities are reflected in budget allocation. This supports a culture of openness and fairness.

The force has a strong track record in achieving cost savings and effective investment in information and communication technology (ICT). Its spending is aimed at enabling the workforce to work remotely more easily, and also providing fit-for-purpose technology. This includes personal-issue laptops, tablets and smartphones.

Introducing laptop computers has been a major organisational change, overseen as part of the new ways of working programme. The new mobile data cards in these laptops enable staff to spend more time in communities. This has led to more efficiency, and made the police more visible and accessible to the public.

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 is essential to ensuring 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. This means forces need to ensure that all their staff have the skills and capabilities to provide the required level of service. We assessed how well Wiltshire Police understands the skills its staff need, both now and in the future; where there are gaps in either capacity or capability, we looked at whether the steps it is taking are appropriate to 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 digitally.

Understanding current workforce capabilities and gaps

Since HMIC's 2015 efficiency inspection, Wiltshire officers and staff have developed a 'people data tool' application. This provides a real-time, at-a-glance picture of workforce deployment that can be used to enhance performance, as well as identifying trends and gaps in strength: for example, it provides information on skills and training, complaints data and absence levels. It is a powerful management tool, with the potential both to generate greater efficiency in workforce productivity and to provide assurance for managers at all levels.

The force understands current workforce capabilities and gaps. Information on skills is held in a database and the force uses the data to make decisions when assigning staff to posts. The people data tool identifies gaps in workforce capability, as people data and financial data are collected in one place. The people intelligence board uses this tool to make decisions about workforce structures and staff deployment. The force is using a series of measures to assess whether work is being conducted to an acceptable standard by all staff, and there are established processes for staff who are found not to be meeting these standards.

Tackling workforce gaps

Appropriate governance arrangements are in place. Through these, the force monitors and manages resources effectively and efficiently. The arrangements inform the wider strategic workforce planning, such as for recruitment, training and development, and future succession; talent management; and professional development and the accreditation of skills. The force has refreshed its recruitment strategy to ensure that plans not only meet demand but also prioritise the skills and resources needed to meet changes in crime type – for example, growth in

cyber-crime and firearms. Developing and using a skills management tool allows the organisation to monitor its resources continually and respond to demand appropriately.

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

We assessed 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 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 in helping it to better meet demand for its services.

The force has embarked on a pilot programme of estates co-location with Wiltshire and Swindon councils, and it now has policing teams and front counters at town centre access points. This makes it easier for the public to access its services. Neighbourhood policing teams have also relocated from police stations in Corsham (and soon Tisbury) into Wiltshire Council campuses. With their mobile technology, police officers can now work anywhere in the community with access to all information on their tablet or laptop. Savings have been also made by aligning their availability with the opening hours of each of the councils.

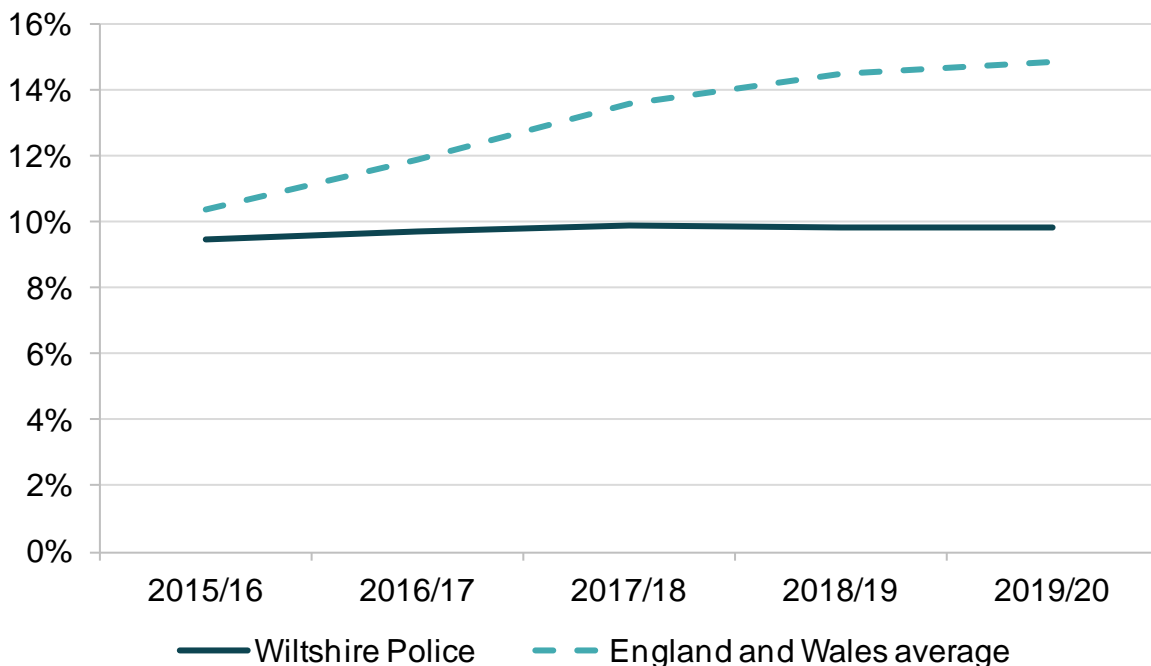
The force has invited the Home Office ending gangs and youth violence team to conduct a peer review of its partnership approach to tackling the exploitation of vulnerable people. It has also introduced a new process for the management of events (demonstrations, sporting fixtures, etc.). These are now collated on a single force calendar and managed at a 'prepare' meeting when the appropriate option for resources is applied, in line with the identified risk. This results in a more efficient planning process that has reduced resourcing commitments, because the force now has a greater understanding of the demands and risks involved.

The force has a strong relationship with mental health services. A triage process assists officers on frontline duties through a one-person mental health service located in the force control room. This person is able to provide guidance on what, if any, role the police can play in certain calls. In addition, the force is looking outside traditional boundaries – for example through work with Oxfordshire and Cambridgeshire health services – to enhance place of safety facilities for vulnerable children.

Collaboration benefits

Wiltshire Police is involved in a number of tri-force collaborations covering specialist operations, firearms training, dog training and major crime. The force collaborates with the five regional forces on counter-terrorism, organised crime and forensic services. These arrangements allow for greater capability and capacity in these specialist areas and reduced costs through the rationalisation of training and procurement across the other forces. More locally, it works collaboratively with a range of partner agencies covering areas such as adult services, children or young people missing from home and care home absentees. Here, the focus is on vulnerable and high-risk victims through established multi-agency safeguarding hubs, risk assessment conferences and daily domestic abuse conference calls. In addition, the force is working with statutory partners in reducing anti-social behaviour. The Salamander project is taking high-risk anti-social behaviour groups and working with them to reduce demand across all services. The force is looking to encourage 10 percent of citizens to participate in volunteering, and also to have an active cadets' scheme with over 90 young people involved.

Figure 5: Projected percentage of net revenue expenditure in Wiltshire Police, 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

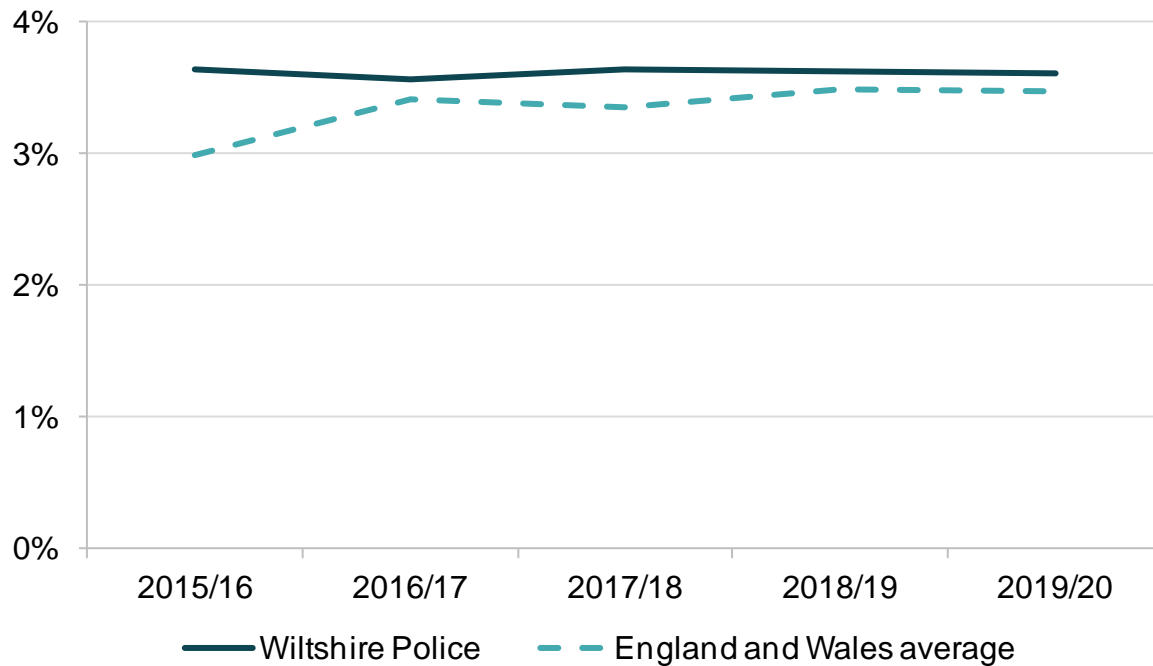


Source: HMIC Efficiency data collection

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

Wiltshire Police has forecast that it will spend £10.2m in 2016/17 on collaboration with other police forces. This is 9.7 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £10.5m (9.8 percent of NRE) on collaboration with other police forces. This is broadly in line with the England and Wales average of 14.8 percent.

Figure 6: Projected percentage of net revenue expenditure in Wiltshire Police, compared with England and Wales, on collaboration with non-police organisations 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. For further information about the data in figure 6 please see annex A

Wiltshire Police has forecast that it will spend £3.7m in 2016/17 on collaboration with non-police organisations. This is 3.6 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of 3.4 percent. For 2019/20, the force has forecast that it will spend £3.9m (3.6 percent of NRE) on collaboration with non-police organisations. This is broadly in line with the England and Wales average of 3.5 percent.

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.

Wiltshire Police is working with Wiltshire Council to benefit from its experience in facilitating remote working. Wiltshire Council currently provides the ICT connectivity that is available to all staff. All staff have been issued with laptop computers that are 3G or 4G-enabled, which allows the workforce to be more flexible because staff can more readily access force systems. As a result, officers are making more efficient use of their time. These technological investments have allowed meetings to be conducted remotely. Feedback from communities has been very positive, with the community perceiving officers to be more visible. The benefits of this were clear and staff commented positively on both the operational benefits and how these linked to their well-being. This was reflected in the well-being survey, which was used to assess any consequences of the change and the new flexible working that the ICT provision was providing. The force has involved staff in shaping the way they use technology. It took into consideration a number of factors when planning digitalisation. These included health and well-being, isolation, leadership issues and cultural challenges.

The force shares a number of buildings with Wiltshire Council. It is reviewing its office space in light of the mobile working achieved through its ICT investment. In addition, it is currently selling a number of police-owned properties in the force area to release capital for future investment.

Wiltshire Police is reviewing the impact of the changes made and the implications for service provision. These include, for example, the impact of the co-location of staff in local authority premises. The force will look at any benefits of co-location, any increased cost, rent from the local authority and the legal status that it holds within the premises.

The force conducted a public consultation, using questionnaires in marketplaces and other retail areas as well as digital contact. It wanted to understand the public's experience of reporting simple crimes and how this fitted into the existing police processes. This information was used to inform how the force put together the systems-thinking operational policing model that is now being piloted under the name 'community policing teams'. In total, 18,000 pieces of information contributed

to the design of the model. Partners, including parish councils, were consulted about the planned changes before implementation of the pilot to explore how the public would respond to the proposed ways of working.

Summary of findings



Good

The force uses its resources well to manage current demand. The force works collaboratively with a range of partner agencies, covering areas such as adult services, children or young people missing from home and care home absentees. The focus is on vulnerable and high-risk victims through established multi-agency safeguarding hubs. Cyber-crime prevention and investigation work has received increased investment. Budget management processes ensure value for money and the force has a strong track record of reducing costs and investing effectively in digitisation.

The force understands current workforce capabilities and gaps, with its people intelligence board using the people data tool to make decisions about workforce structures and staff deployment. In support of this, the force has refreshed its recruitment strategy to ensure not only that recruitment plans meet demand but also that skills and resources align with change in crime types, for example, growth in cyber-crime and firearms.

The force has embarked on a programme of estates co-location with Wiltshire and Swindon councils. Policing teams and front counters are now co-located in town centres, thereby giving the public more and easier access. All staff have been issued with laptops which allow the workforce to be more accessible and this move has received positive feedback from the public.

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 Wiltshire Police's plans are credible and achievable while at the same time are 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 Wiltshire Police has considered its future ICT capabilities and any wider changes to the communities it serves.

Matching resources to demand, organisational priorities and financial requirements

The annual medium-term financial strategy enables the chief constable and the police and crime commissioner (PCC) to assess the likely funding available when setting the strategic direction for policing in Wiltshire. A March 2016 paper to the PCC and chief constable updated the position considering central budget announcements and manifesto commitments. This financial position was reflected in the PCC's delivery plan and communicated to the public by the office of the police and crime commissioner (OPCC) in January and February 2016 via area boards in all localities.

Wiltshire Police is able to show that its workforce model and annual budget reflect changes in organisational priorities. For example, the increase in demand to respond to vulnerable victims, such as in child and domestic abuse, has seen the force redistribute investigative resources to support the most vulnerable. A review is currently being undertaken to identify the skill mix it will need in the future, such as ICT skills to investigate cyber-enabled crime and firearms.

Investing in ICT

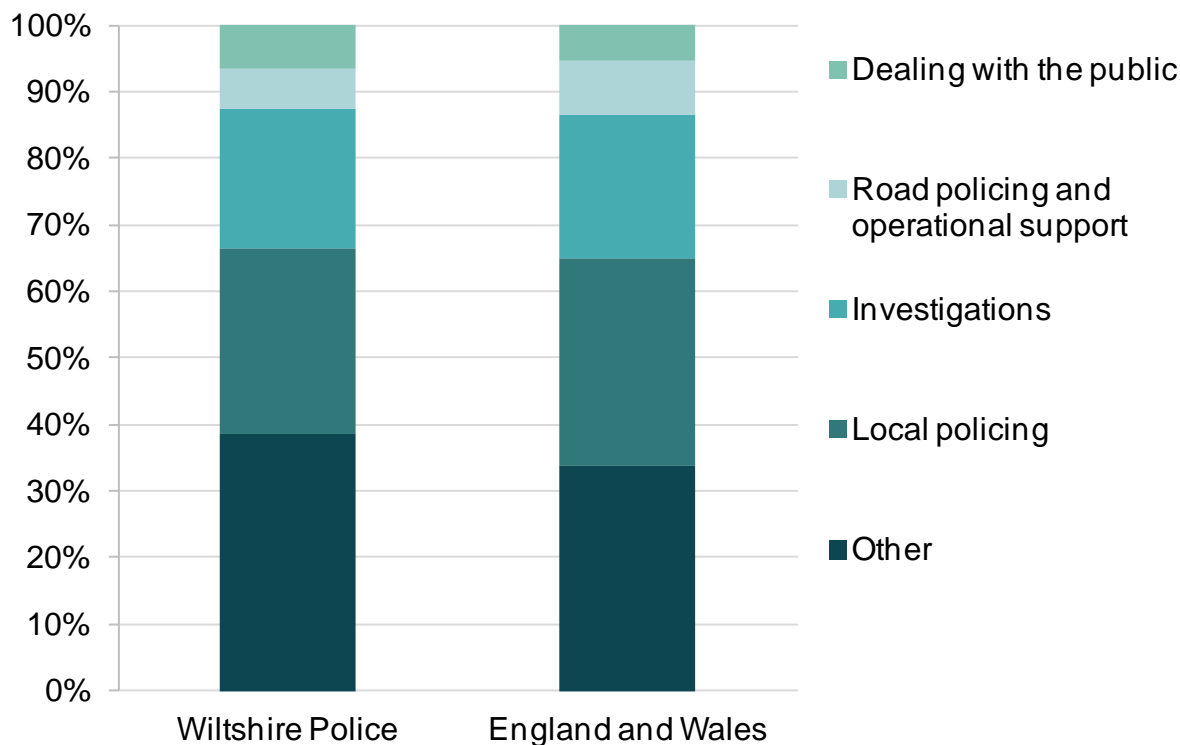
Wiltshire Police's investment in live-link technology enables police officers and staff to give evidence in court hearings from two dedicated police stations. Efficiency savings are already being achieved by reducing travel time to court and by officers being able to continue working until called to give evidence, and immediately to resume duty once no longer required. This function is live now. The force is exploring future opportunities to increase the number of live-link locations and introduce flexible technology, allowing evidence to be given without restrictions on location.

A strategy is being developed to map out the force's approach to digital working in 2016–18. This will explore future online, digital and social media opportunities for both the PCC and Wiltshire Police. The force has developed a current web platform to support the management of demand. This includes increasing the number of forms available online for people to make an enquiry or a complaint, access the child sex offender disclosure scheme or report a hate crime. Research is under way to build a new 'report a crime online' form and to introduce a 'track my crime' facility. The force is also working on a web chat facility for members of the public.

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 Wiltshire Police'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 7: Estimated percentage of gross revenue expenditure allocated across different policing functions in Wiltshire Police 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 7, please see annex A

The force’s medium-term financial forecast sets out the projected savings requirements over the rest of the spending review period. For the current financial year, the PCC agreed to use £1.6m of reserves to support revenue spending. The force is fully aware that this is not sustainable. It has a plan to balance budgets in the next financial year by managing staff numbers. The projected funding shortfalls for the period to 2019/20 are set out in the medium-term financial strategy, along with the force’s strategy for addressing a slowdown in recruitment in 2017/18, a projected reduction in a community policing project, non-staff costs, including estates, and prospective savings from its strategic alliance with Avon and Somerset and Gloucestershire constabularies. In addition, it has plans to generate savings by reducing its estate footprint, because mobile data and collaboration with Wiltshire County Council will reduce the need for so many police buildings.

Planning for the future

Wiltshire Police has a track record of effective budget planning. HMIC found clear evidence of financial planning with a medium-term plan and a published budget book. There was, however, limited evidence of external challenge. The force has spent £2m on laptop computers to allow staff more flexibility about where they work. This has enabled reductions to be made to its estate. HMIC found strong evidence of the force continuing to work in partnership with other organisations – for example,

Wiltshire and Swindon councils, local health boards and its neighbouring police forces. Wiltshire Police and other forces in the south-west region have worked together for a number of years to address organised crime, counter-terrorism and forensic services. The newly appointed strategic lead for the region has a mandate to explore further areas for collaboration with a view to identifying further efficiencies. There is an acknowledgement of the need to invest in tackling cyber-crime, as well as staff training and deployment to meet this demand.

Environmental scanning has shown that cyber-crime is on the increase and it is acknowledged that the force is recruiting to address this issue. A review is currently under way that will identify the skill mix that will be needed for the future. The force's business intelligence team is mapping the potential skills required, with a long-term view to recruit staff with the specific skills needed.

To what extent does the force fund its investments sustainably?

Police forces have made significant financial savings over recent years which have enabled them to reduce their costs and protect frontline policing. They continue to face financial challenges and it is vital to their ability to sustain effective policing that they continue to seek improved efficiencies and bring down costs. This will mean that they can not only balance their budgets but also invest in improving their capability in the future. Forces need to consider different ways of transforming the way 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

Since 2011, Wiltshire Police has achieved £17m of savings, the details of which are contained within its budget book. It has protected frontline officer posts in vulnerable areas such as public protection, response and neighbourhoods, focusing on middle management and support services to make savings.

The force has been successful in several bids to the Police Innovation Fund,⁴ such as for the 'single view of the customer' project. This provides a summary report that identifies workforce numbers compared with budget, and shows forecast variances with summary detail. This report is presented by the chief financial officer and formally reviewed by the PCC and chief constable at the PCC's monitoring board. The information is derived from reports given to budget holders. These budget holders are held formally accountable for variances via quarterly meetings with the chief financial officer. Best practice on budget management is shown to budget

⁴ For more information about the Police Innovation Fund, see: www.gov.uk/government/publications/police-innovation-fund-bidding-form

holders via the annual budget book. Although Wiltshire Police, through legislation, has the capacity to borrow funds, the force has consistently stayed within its income. The force also balances current income with current expenditure.

On an annual basis, the force submits a police objective analysis return that is incorporated into a value-for-money report and given back to the force. This report analyses its expenditure and performance in different areas and compares Wiltshire with 40 forces. The data is analysed to establish in which areas the force is an outlier, and any major differences are investigated. These are then reported to the force and decisions made as to whether information should be followed up. Two years ago, the force was seen to be an outlier regarding custody, in that its operating model was incurring a higher cost. This information led to the Warminster custody project being commissioned to bring about efficiencies, because its custody facility was an outlier on costs.

Wiltshire Police's medium-term financial strategy estimates that, at a minimum, savings of £2.4m will be needed for the period to 2019/20. The savings requirement could be as high as £7.8m, depending on the outcome of the police formula funding review and future levels of precept. The force's strategy is to try to maintain the current level of staffing if savings are required at the lower level. On its worst-case projections, a further £0.8m of savings would need to be found, and would be addressed by a slowdown in planned recruitment in 2017/18.

The force is planning to make investments of £15.3m in the current and next two years, largely to develop its estate and ICT. The financial strategy does not propose to borrow funds, and it includes opportunities for more property sales during the later years of the investment programme. These investments will mainly be funded from the force's capital development reserve, along with receipts from the sale of property.

Working together to improve future efficiency

In 2016/17 the force is making £0.5m savings from non-pay budgets and £0.2m from its strategic alliance with Avon and Somerset and Gloucestershire constabularies. The force is taking a prudent approach to the prospective medium-term savings from its strategic alliance, which it anticipates will amount to £6.7m over the period to 2020.

Summary of findings



Good

Wiltshire Police has a solid future plan based on realistic and prudent assumptions about future income, costs and benefits, which make good use of information on future demand and workforce capabilities. It has a track record of effective budget planning. We found clear evidence of financial planning with a medium-term plan and a published budget book. Since 2011, the force has achieved £17m of savings and in doing so has protected frontline officer posts in vulnerable areas such as public protection, response and neighbourhoods, and has focused on identifying savings from middle management and support services. The annual medium-term financial strategy enables the chief constable to understand the likely funding available, with the medium-term financial forecast setting out the projected savings requirements over the rest of the spending review period. This financial position is reflected in the PCC's delivery plan and communicated to the public by the office of the PCC.

The force can show that its workforce model and annual budget reflect changes in organisational priorities. Investment in improving ICT is a priority. Improvements include £2m spent on laptops to enable staff to work more flexibly and the police estate to be reduced. Another example is the introduction of live-link technology, which enables police officers and staff to give evidence in court hearings from one of two dedicated police stations, thereby saving time and the expense of having to travel to court.

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), 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 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). 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: Projected net revenue expenditure on collaboration with non-police organisations 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. As suggested above, these data should be seen as only one aspect of potential collaboration activity.

Figure 7: 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.

Figure 7 policing functions	POA categories
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