

# PEEL: Police efficiency (including leadership) 2017

An inspection of North Wales Police



November 2017

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## Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)<sup>1</sup> assesses the efficiency and leadership of forces in England and Wales.

### **What is police efficiency and why is it important?**

As with all public services, the police service must operate in a way that makes the most of its available resources. To do this, police forces must understand what their demand is – by which we mean what work they can reasonably predict they will have on any given day – and ensure that they have the resources they need, in the right place, to meet that demand. To stay efficient they must have good, realistic and evidence-based plans for the future. Our efficiency inspection assessed all of these areas during 2017.

As part of the 2017 inspection, we also integrated aspects of leadership into our assessment of efficiency, as the two areas are closely linked. We assessed how police leaders are driving innovation in policing, within their own forces and further afield. We also inspected how well forces are planning for the future with regards to their leadership.

Between 2010/11 and 2015/16, central government funding for the police service in England and Wales fell by 19 percent, or £1.7 billion in cash terms. Police forces met the required budget reductions until November 2015, when the government announced that overall police spending would be protected from further cuts, to enable the police to continue to adapt to emerging crime threats while taking further steps to improve efficiency. While that was a more favourable funding settlement for policing than was expected, reductions in spending by other public services will still create additional pressure for police forces.

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<sup>1</sup> This inspection was carried out before 19 July 2017, when HMIC also took on responsibility for fire & rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this report may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC. Citations of documents which HMIC published before 19 July 2017 will still cite HMIC as the publisher.

Our report on North Wales Police's legitimacy inspection will be available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/north-wales/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/north-wales/)) at the end of 2017. HMICFRS reports on police effectiveness will be published in early 2018. Previous PEEL reports are also available on our website: [www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/north-wales/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/north-wales/).

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

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure



### Workforce

Planned change in officer numbers



Planned change in total workforce



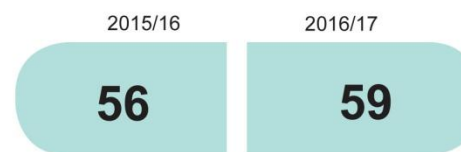
### Calls for assistance

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



### Recorded crime

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



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



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

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

## Overall judgment<sup>2</sup>



**Requires improvement**

North Wales Police is judged to require improvement in the efficiency with which it keeps people safe and reduces crime. Our overall judgment is not consistent with last year, when the force was assessed to be good for efficiency overall. The force has maintained a good understanding of current demand; its use of resources to manage demand is judged to require improvement; and it is judged to require improvement for its planning for future demand.

## Overall summary

How well does the force understand demand?



**Good**

How well does the force use its resources?



**Requires improvement**

How well is the force planning for the future?



**Requires improvement**

North Wales Police needs to improve its overall efficiency in keeping people safe and reducing crime, although there are some aspects of these duties that it manages well. The force is good at understanding the demand for its services and has well-established processes and systems for monitoring and understanding current demand. The force uses this understanding to deploy people and resources where they are needed most. This includes understanding demand that might otherwise go unreported. The force's leaders are becoming better at promoting innovative thinking to reduce demand, although big projects – such as those involving mobile technology – need to be implemented more quickly. North Wales Police requires improvement in the extent to which it uses its resources well. The force has not undertaken a skills audit of all its workforce that would improve its understanding of capacity and capability. This means it cannot use this understanding to help inform

<sup>2</sup> HMICFRS judgments are outstanding, good, requires improvement and inadequate.

its recruitment, selection and promotion processes in order to identify the best people for the job, or to develop people in their roles. This applies to the force's leaders too. There are processes to prioritise policing activity in response to changing public expectations, but leaders do not always use a clear rationale to reorganise the workforce to meet this demand.

North Wales Police requires improvement in the way it plans for the future. Leaders are beginning to undertake analysis of some roles to gain a clearer picture of how demand is changing, including likely future demand for its services, and the force is developing a long-term force plan which will draw all this work together. This plan will include making better use of technology, reducing partner resources and taking into consideration the views of local communities. However, at present the force does not have a single vision of the future to bring all this activity together, thereby enabling it to meet future demand. The force's plans for the future are realistic but are not transformative. Evidence of dynamic innovation within the organisation is limited in comparison with other forces. However, the force is good at continuing to make savings, which means that it is able to invest well in infrastructure to make additional savings in the future.

## **Areas for improvement**

- The force should develop its understanding of more complex and hidden demand, ensuring that it has analysed appropriate information and intelligence from wider sources in developing problem profiles in order that it can plan its response more effectively.
- The force should ensure that it understands the level of service that can be provided at different levels of costs, so it can identify the optimum level of service provision.
- The force should ensure that workforce planning covers all areas of policing and that there is a clear rationale, based on evidence, to reorganise staff to meet current and future demand.
- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The force should conduct a leadership skills audit of officers and staff that will allow it to understand leadership capacity and capability.
- The force should improve the extent to which it reviews and analyses its evidence base to predict likely future demand for services and the future expectations of the public, and should use this analysis in its planning. This should be done in collaboration with local authorities, other emergency services and partner organisations.



## **How well does the force understand demand?**

To be efficient, it is essential that police forces have a good understanding of the demand for their services. This means that they should not only understand what sort of incidents are likely to be reported on a normal day, but also what they need to do in advance to prevent crime. They should also understand the crimes and other activity in their area that are often hidden and are less likely to be reported, such as modern slavery or child sexual exploitation, and take action to uncover them.

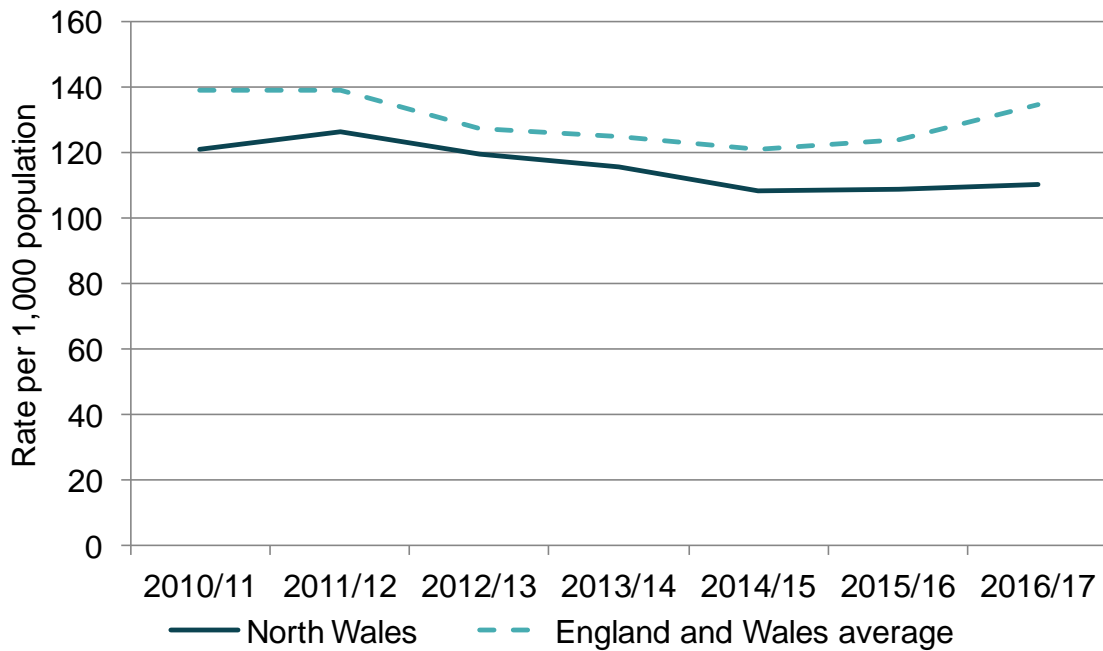
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond to the demand for their services and should be able to demonstrate that their approach to prioritisation does not cause them to overlook some of their demand.

## **How well does the force understand current demand?**

HMICFRS inspected how well North Wales Police understands the demand for its services. These demands can range from answering and responding to 999 calls to protecting victims and uncovering crimes that would not otherwise be reported. It is important that police forces understand the work that they need to do so that they can ensure that they have resources in place.

Forces deal with much more than responding to emergencies and investigating reports of crime. However, the number of calls for service (999 calls and 101 calls) and the levels of recorded crime can nonetheless be used to make simple comparisons. In particular, they can give an indication of whether demand has changed or is particularly high or low. Figure 1 shows how the number of 999 calls has changed since 2010/11, while figure 2 illustrates how crime has changed since 2010/11.

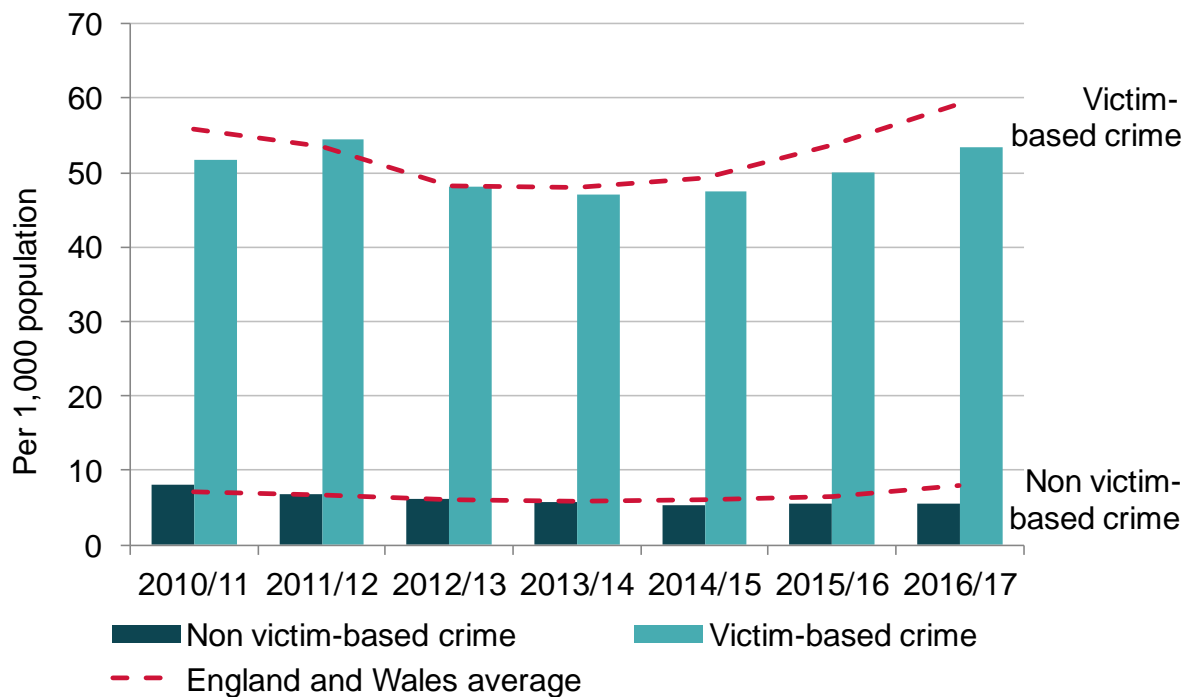
**Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in North Wales Police compared with England and Wales as a whole, from 2010/11 to 2016/17**



Source: Home Office Annual Data Requirement

North Wales Police recorded 110 999 calls per 1,000 population in 2016/17. This was lower than the England and Wales force average of 135. The rate has decreased from the 121 calls per 1,000 population recorded in 2010/11, but it has increased since 2015/16 when the rate was 109 calls per 1,000.

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



Source: Home Office Police-recorded crime data

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

The rate of victim-based crime per 1,000 population in North Wales in 2016/17 was 53.3 crimes. This is higher than the rate in 2010/11 of 51.6 crimes. The rate of victim-based crime decreased between 2010/11 and 2013/14 to 46.9 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of North Wales Police, the rate of non victim-based crime per 1,000 population in 2016/17 (5.5 crimes) was lower than in 2010/11 (8.2 crimes). The rate of non victim-based crime per 1,000 population decreased to 5.4 crimes in 2014/15 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

### **Understanding demand**

North Wales Police has effective processes in place that allow it to understand demand for its services. The force uses a range of data to understand demand; the data provide senior leaders with the information they need to understand changes in demand as it affects day-to-day work. For example, the force undertakes 'day in the life'<sup>3</sup> exercises to look at demand and how the workforce react to and manage that demand. It also analyses data provided by business owners and the voluntary sector to understand how demand might change, for example, as a result of Wales participating in the 2016 European Football Championships.

The force control centre (FCC) continuously collects and analyses crimes and incidents through sophisticated force IT systems. HMICFRS found that the FCC is well managed, well resourced and that data are constantly monitored to ensure that demand is understood. The force maintains an overview of day-to-day activities and can react quickly to any immediate changes in the amount or type of demand. The force works well to control extraneous demands on police time, for example by co-locating Welsh Ambulance Services staff within the FCC to deal with incidents that require a medical rather than police response. The force has also established a managed response unit (MRU) within the FCC to deal with reports of crime that do not require the attendance of a police officer, or where advice can be given to callers in order to direct them to other services who are better placed to offer help. Figures provided by the force indicate that the MRU is reducing the demand on

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<sup>3</sup> 'Day in the life' exercises look in detail at the activity undertaken by PCSOs, PCs, CID officers, Roads Policing Unit officers and specialist investigators to understand, the demand they faced over a 24-hour period, and how they managed that demand.

frontline policing by 29 percent. This means that the force is better able to prioritise and deploy frontline officers and staff to those incidents which require their attendance, thus providing a better service to the public.

The force has analysed data from a broad range of sources to understand demand and to prevent demand from occurring in the first place. For example, it used data provided by pub licensees to vary levels of service during the 2016 European Football Championships to pre-empt anti-social behaviour from occurring in the Rhyl area. It also uses the FCC IT systems to predict demand accurately using historical data and trends. The force advised HMICFRS that it is important to understand trends in North Wales, as there are significant seasonal changes in demand due to the presence of visitors during holiday periods. This understanding allows the force to anticipate demands for its services and to increase or reduce police resources to match predicted peaks and troughs. The force uses work assessment techniques to understand internal demand. For example, it created a job description for detective roles in CID using information gathered during its 2015 efficiency review and data from force systems. This process identified the potential benefits of using non-detective staff to undertake some aspects of CID work, leading to changes in work allocation. The force's 2015 efficiency review also found areas where inefficient processes or practices were adding unnecessarily to demands on police time. The force is continuing to tackle these.

### **More complex demand**

North Wales Police is aware that more complex demand is likely to be under-reported. For example, the force understands that modern slavery, honour-based violence, child sexual exploitation and domestic abuse are all areas where victims may be reluctant to report crime. This understanding is informed by working with partners, for example, by being a member of the North Wales Modern Slavery Partnership Group. The force has sought to raise public awareness of complex demand by using social media and poster campaigns to encourage victims of hidden crime to come forward and to alert members of the public to the signs they should look for. For example, social media was used to encourage people to report domestic abuse. The campaign was timed to coincide with the Six Nations Championship, an event which the force has found in the past to generate an increase in the number of reported domestic abuse cases.

The force is taking action to understand complex and hidden demand, such as in respect of modern slavery and human trafficking. The force is working with landlords in North Wales to understand better the concerns of migrant workers, recognising that such communities tend to rent low-cost accommodation. It has used this understanding in its work with local authorities, social services, the NHS, the National Crime Agency and the Red Cross to pinpoint areas for multi-agency enforcement activity. For example, in a well-co-ordinated multi-agency operation, three modern slavery victims who were migrant workers were freed in the Deeside

area of North Wales in April 2017, and one person was arrested on suspicion of human trafficking offences. Although the force has worked with partner organisations to understand complex demand better, it would now benefit from using partner data to a greater extent than is currently the case. For example, it should use data from partner organisations to develop a broader range of crime-specific profiles, such as forced marriage or so-called honour based violence.

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

HMICFRS inspected how well North Wales Police reduces the demand that inefficiency can create internally. Forces can do this by identifying and eliminating inefficient processes, by ensuring they monitor work to get the best outcomes and by encouraging officers and staff to suggest new and better ways of doing their jobs.

### **Managing, prioritising and filtering demand**

North Wales Police has effective processes in place to manage, prioritise and filter efficiency. The force has a number of governance processes that are intended to ensure that it is always working to improve its efficiency. At a strategic level, the force's 2015 efficiency review identified some inefficient internal practices. These are now managed by the efficiency review team. The force takes seriously the need to improve efficiency; the deputy chief constable has overall responsibility for the efficiency review and chairs the efficiency review board and transformation and corporate improvement group. The force's resource management board also considers more effective ways of deploying the workforce. Collectively, these boards and groups provide effective governance, ensuring that decision making at all levels is scrutinised in order to determine the best way to make the force more efficient. At a local level, senior managers meet every two weeks to discuss performance. Where good performance is not maintained, they try to identify inefficient or ineffective processes which may be adversely affecting performance.

The force is continuing to tackle inefficient practices, following the 43 recommendations in its 2015 efficiency review. To support this process it has acquired specialist software to review performance in important areas, the intention being to detect any further inefficiencies. Units are working with HR and the finance team to develop a 'people planning cycle' and a more effective governance structure to manage the deployment of the workforce based on an analysis of what they actually do. Analysis of the 'day in the life' exercises has already established a mismatch between actual demand, as opposed to perceived demand, and staffing levels in some locations. The force's staff suggestion scheme continues to be very successful. For example, as a result of feedback from the workforce that the force was attending too many non-suspicious sudden deaths at the emergency department in Ysbyty Glan Clwyd Hospital in Rhyl, the force has obtained authority from the coroner for hospital staff to report non-suspicious deaths directly to the

coroner's office. In the first three months of 2017, hospital staff reported 23 deaths to the coroner, work which previously would have required the attendance of police officers.

The force is good at ensuring that it does not actively or inadvertently suppress demand. The first point of contact with the police is most likely to be through the force control centre (FCC), where 999 and 101 calls are received. HMICFRS found that the FCC was adequately staffed and that calls were answered quickly. The abandonment rate – the rate at which callers hang up before the call is answered – is under 5 percent. The force acknowledges that the introduction of enhanced risk assessment, designed to identify vulnerable victims, has increased call times. It has compensated for this by introducing software that matches demand with available people better, so the force can act on an hourly basis to changes in demand, for example, by varying the times when call handlers take meal breaks. The managed response unit (MRU), established by the force within the FCC, seeks to respond to low-priority calls which do not require an immediate police response. The force's own monitoring shows that the MRU is already making a substantial difference, taking out 29 percent of demand that would previously have been allocated to response officers. There are checks and balances in place to ensure calls passed to the MRU meet the threshold for referral, to avoid suppressing demand.

Although the force does not have a single, identifiable change programme, change is nevertheless being introduced as a consequence of the force's efficiency review and the 43 individual recommendations that the efficiency review team is managing. All the projects and programmes arising out of this efficiency review are brought together under the oversight and governance of the deputy chief constable and the transformation and corporate improvement group; the efficiency review team has identified some recommendations where benefits in one area might negatively affect others, and has sought to reduce this risk. There are some good examples of individual projects having clear processes to monitor potential benefits, such as the implementation of mobile data and the MRU. The force has recently agreed a new process for assessment of all projects, which includes an element of benefits realisation. Any unintended negative consequences are also considered within this process – for example, duplication or incompatibility of IT systems. Progress against all the recommendations can be accessed by anyone in the force via a link in the force's *Communicate* magazine, an online bulletin.

### **Leaders promoting innovative thinking**

North Wales Police leaders are taking positive action to promote innovative thinking within the workforce. They have structures in place for listening and receiving feedback from the workforce, and involve officers and staff in making changes. The force has a range of ways which allow the workforce to put forward new ideas, such

as 'My Voice', 'Bend the Boss's Ear', staff surveys and pulse surveys.<sup>4</sup> It also has a staff suggestion scheme, which is well-liked and well-used. For example, through the suggestion scheme, a member of the workforce highlighted the unnecessary time spent attending shoplifting incidents simply to view CCTV footage. CCTV footage can now be uploaded electronically to IT systems, so it can be accessed from anywhere in the force. Such successes are well publicised in the force's Communicate magazine, as part of its 'You said, We did' campaign. On an annual basis, awards are presented by the force to an individual or team finding a solution which substantially improves policing services to the public, or improves an existing way of working with the police. The prize in 2016 was awarded to two members of police staff who developed a way of using a video link from a victim's house to court, when vulnerable victims involved in a case were unable to attend court to give evidence.

## Summary of findings



**Good**

North Wales Police has a good understanding of demand. The force has well-established processes and systems that allow it to monitor and understand current demand, and it uses this understanding in its deployment of people and resources. It is taking steps to reduce demand in a number of ways, an approach which is achieving reductions in calls for service. This is freeing up time for frontline officers to deal with those incidents which require police attendance. It is also able to change levels of service in response to predictive and preventative data analysis. The force has a good understanding of demand that might otherwise be unreported, and works with communities that have less trust in the police to ensure that victims from all sorts of backgrounds receive the support they need. The force takes seriously the need to reduce inefficiency and has structures and processes in place to ensure that bureaucracy and waste are minimised. In doing so, it is mindful of the need to avoid suppressing demand that requires a police response, and has checks and balances in place to ensure this cannot happen. Although the force does not have a single overarching change programme, its efficiency review is achieving tangible benefits across a broad range of policing activities. Leaders encourage the workforce to take an active part in developing new ways of working, in order to make North Wales Police more efficient.

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<sup>4</sup> Pulse Surveys are short staff questionnaires designed to obtain a quick understanding of employee opinion. They provide more frequent or even real-time data; often used to study short-term trends and measure specific topics that may be relevant at a given point in time.

### **Area for improvement**

- The force should develop its understanding of more complex and hidden demand, ensuring that it has analysed appropriate information and intelligence from wider sources in developing problem profiles in order that it can plan its response more effectively.



## How well does the force use its resources?

Police forces have finite resources with which to do an increasingly complicated job, so must ensure that they deploy and use their resources in the best way possible. The biggest resource that policing has is its workforce and it is important that forces make sure that they have access to the skills needed to police effectively now and in the future.

It is also important that forces make sophisticated decisions about how to spend and invest their resources in order to get the best value for the public. This means forces need to have a good understanding of what they can achieve within a particular budget.

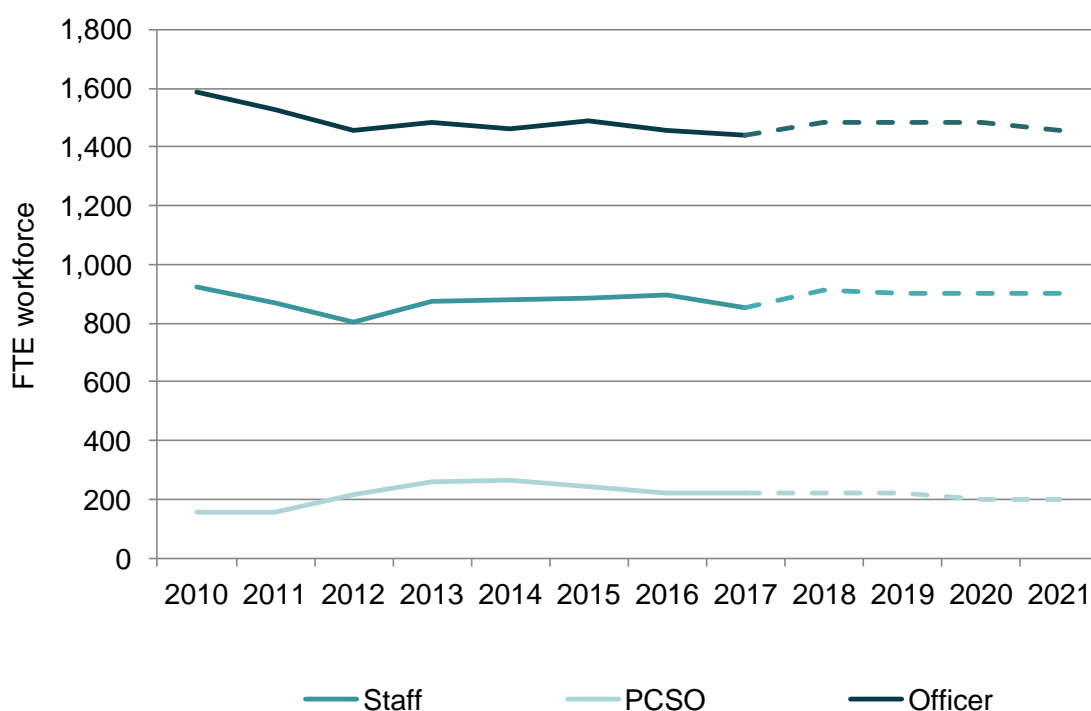
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

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

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will increase by 13.8 FTE (1 percent) from 1,441 to 1,455. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

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



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

The number of staff working in North Wales Police is projected to increase by 51.4 FTE (6 percent) from 853 to 904 between March 2017 and March 2021. Staff numbers across England and Wales, however, are projected to decrease by 2 percent. The number of PCSOs in North Wales is projected to decrease by 21.6 FTE (10 percent) from 224 to 202 over the same period, whereas for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

HMICFRS has inspected how well **Error! Reference source not found.**

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

North Wales Police does not have a good understanding of the capability of its workforce. The force has not completed a full skills audit of the workforce, although some operational and business units have been the subject of review. The force recognises this is an area for improvement. It is beginning a workforce planning project to understand the skills it needs across the workforce as a whole. The project aims to ensure the force can establish the priorities for planning its future workforce across all areas of work, such as reducing child sexual exploitation, while also addressing day-to-day operational needs. It will consider the skills it has at present, including gaps in its existing skills base, and the skills it is likely to need in the future. At the time of the inspection, 13 operational and business units were the subject of a workforce review. This work has already highlighted skills shortages in specialist

policing areas, such as protecting vulnerable people. In our 2016 efficiency report,<sup>5</sup> HMICFRS highlighted the force's lack of comprehensive understanding of its workforce capabilities as an area for improvement. While these developments look promising, we are disappointed to find that this understanding is not further advanced.

The force has an incomplete understanding of what skills it has in the workforce as a whole. As part of its workforce planning project, the force intends to create a profile for each job role and a role profile database. This will take into account essential qualifications, skills and training for officers and staff. The database will allow the force to understand how its workforce skills match existing needs, and what skills are needed. On 1 April 2017, the force introduced a continuing professional development (CPD) process which allows the skills of individual officers and staff, including Welsh language skills and 'softer' skills such as IT and problem solving, to be recorded as part of their performance review. The force should gain a better understanding of its existing skills base once a full evaluation of the new CPD process has taken place. Most of these initiatives are in the development or evaluation phase. It was not clear to HMICFRS how the force would use the information from these new processes to develop a way of understanding all its workforce skills better.

North Wales Police has not undertaken a full skills audit and, as a consequence, does not have a complete understanding of current capability. This means that its recruitment and training programmes, and activity linked to personal development, cannot be informed by a recent skills audit of all the workforce. However, senior managers are aware of some specific skills gaps, for example, the lack of Welsh-speaking officers employed in Gwynedd South, an area where the force has previously struggled to attract applicants for vacancies. To encourage more local people to apply, the force decided to base the six-month training course in Dolgellau rather than at its main training base some distance away. This generated more interest in the posts. At the time of our inspection, 18 officers had already been recruited and commenced training.

On a further positive note, the force is developing officers and staff through career pathways and training. For example, North Wales Police has had a detective career pathway policy since 2014, to increase its trained detective strength and succession plan for the future. The force has also recognised that it has a shortfall in IT skills within its high-tech crime units and has sought to re-employ staff who have the relevant qualifications and who have previously worked in the unit, as well as staff who have left the organisation. The force has also commissioned experts from Bangor University to help develop its understanding of skills capability and to explore staff perceptions regarding how to challenge inappropriate behaviour and leadership.

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<sup>5</sup> *PEEL: Police efficiency 2016 – An inspection of North Wales Police*, HMIC, 2016. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-north-wales/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-north-wales/)

However, these recruitment and training initiatives are a collection of independent activities, rather than being informed by a single overarching workforce plan.

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

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

North Wales Police has only a limited understanding of the skills and capability of its leaders. The force has undertaken a partial skills audit of some ranks and grades but this work is not sufficiently well developed to inform its understanding of the qualities it needs in its leaders, or to highlight skills gaps in its current leadership. This area for improvement has been identified by the force within its leadership programme project matrix. The introduction of the continuing professional development (CPD) process should enable the force to improve its understanding of leadership skills; part of the new process involves mapping existing leadership qualities. The workforce planning project will also consider the leadership skills it has at present, including gaps in its existing skills base, and the skills it is likely to need in the future; however, this project is not expected to be concluded until mid-2018 at the earliest. On a positive note, the project with Bangor University is expected to enable the force to identify promising leadership potential. The data should also help the force future-proof its skills base.

The introduction of the CPD process should enable the force to improve its understanding of leadership skills; part of the new process involves mapping existing leadership qualities. The work currently being undertaken with Bangor University – due to run until June 2017 – will further inform the force's understanding of the skills it has in its leaders. The project is expected to enable North Wales Police to develop a better understanding of its existing leadership skills base. The workforce planning project will also consider the leadership skills it has at present. The force should take steps to ensure that any new leadership learning – such as that acquired through the new workforce development framework – is also recorded as part of the new CPD process and is used to inform a future skills audit.

The force is not yet in a position to use its understanding of existing and anticipated leadership needs to inform its recruitment and training programmes. We found little evidence that the force has a plan that actively considers future leadership requirements, or that these needs are reflected in the development of its long-term recruitment and training programmes. Rather, recruitment and training initiatives are undertaken in response to more immediate demand, on a case-by-case basis. HMICFRS did not find evidence that leaders are recruited and trained in response to a longer-term workforce plan or some other single cohesive strategy. The new initiatives already described in this report – the CPD process, Bangor University project, workforce development framework and workforce planning project – should

in future provide rich evidence to inform the force’s leadership recruitment and training programmes. These should, in turn, form part of a single plan that also considers the longer-term needs of the force, based on predictive analysis using a range of data sources. Bringing this work together will enable the force to ensure the skills it has in its leaders match the skills it needs in the future.

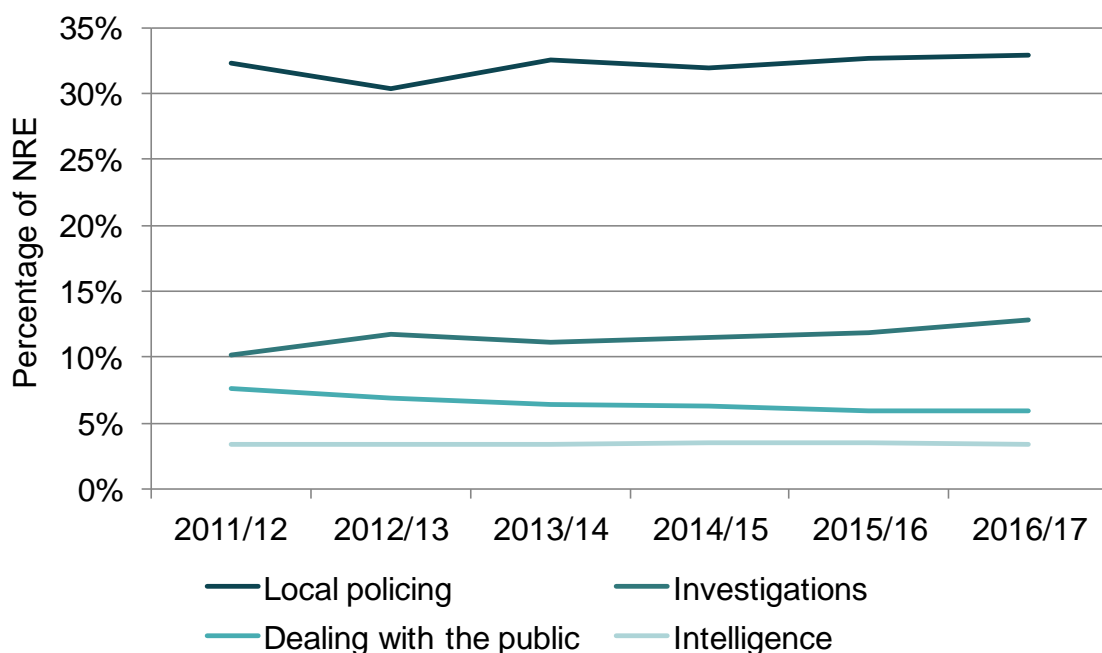
## How well does the force allocate resources?

HMICFRS inspected how well North Wales Police uses its understanding of demand to prioritise its activities in order to provide the best service to the public. To assess this, we considered the extent to which the force understands what it can provide within a particular budget.

The level of spending on different police functions varies between forces, depending on the particular demands that each force must meet. Higher expenditure does not necessarily mean better services, but it can demonstrate how a force prioritises its resources.

Figure 4 shows how expenditure is distributed across the most common police functions. Local policing covers functions such as incident response, neighbourhood policing and local investigations. Investigation covers areas of specific proactive investigative functions, such as major crime, while dealing with the public includes front counter and control room activities. Intelligence covers the gathering and assessment of intelligence.

**Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in North Wales Police from 2011/12 to 2016/17**



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

Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.

In North Wales, the percentage of estimated expenditure on local policing in 2016/17 is in line with 2011/12 at 33 percent. Estimated expenditure on investigation has increased from 10 percent to 13 percent, expenditure on dealing with the public has decreased from 8 percent to 6 percent and expenditure on intelligence is similar to 2011/12 at around 3 percent.

### **Prioritisation and cost**

North Wales Police needs to be more effective in the way that it allocates resources. During the inspection, HMICFRS found the force did not always have a clear rationale and evidence base for all the decisions it takes when deciding how to allocate resources. However, the force carries out an annual strategic assessment using the MoRiLE framework<sup>6</sup> to establish the greatest threats and risks from crime facing North Wales. Force priorities are aligned to, and informed by, the police and crime commissioner's (PCC's) police and crime plan 2017–2021 priorities, namely domestic abuse, modern slavery and human trafficking, sexual abuse and organised crime groups. The force has a number of boards, committees and senior management groups which consider how best to prioritise the force's work, in line with national strategic threat assessments and local assessments, the MoRiLE framework, and police and crime plan.

It is not clear that all resourcing decisions have been subject to full business reviews that use data to determine the extent of the threat, or why they should take priority over other areas of policing. For example, between December 2016 and January 2017 the force deployed an extra ten PCSOs in Wrexham to address local concerns regarding the use of illegal drugs was not grounded in a detailed assessment of the scale of the problem, or the impact that ten (or nine or eleven) officers would have. Such an assessment might have highlighted a more efficient way of achieving the same outcome using fewer PCSOs or by adopting a different approach, such as working more closely with other agencies and authorities. The force acknowledges that the decision to deploy the extra PCSOs was based on professional judgment alone, rather than on a more objective review of evidence and evaluation to determine the correct level of response.

The force needs to improve the way it deploys resources and the extent to which it understands what cutting or increasing investment will mean. The force and police and crime commissioner (PCC) have engaged widely with local communities to understand local priorities and public expectations of policing, as part of the PCC's consultation process to develop the new police and crime plan. This understanding has enabled the force to respond quickly to public concerns. The deployment of additional PCSOs in response to a perceived increase in the use of illegal drugs in

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<sup>6</sup> MoRiLE: the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

the Wrexham area is an example of this. However, as noted above, an evaluation of the scale and nature of the problem, or the effect that a different number of PCSOs would have, was not undertaken. In addition, no consideration was given to the impact of moving PCSOs away from other areas to service this demand. This means that while the force can demonstrate that it is able to respond and change the levels of service it provides in order to meet changes in public demand, it does not always have a clear understanding of the relationship between service costs and outcomes. As a result, it may not always be making the most efficient resourcing decisions.

In the spring of 2017, the force established a senior management group to address high staffing needs created as a result of more officers leaving the force than had been anticipated. This situation means the force is planning to recruit 144 officers in 2017/18 as opposed to the normal figure of about 70 officers per year. The senior management group is co-ordinating the management of vacancies, moves and secondments to maintain frontline officer capacity and resilience, and capacity and resilience in other departments. It was encouraging to note that decisions taken by the group to deploy members of the workforce will be based on a rationale using a matrix aligned with the force's strategic priorities. HMICFRS hopes this more structured approach will also take into account the relationship between service costs and outcomes.

## **Investment**

North Wales Police has a good understanding of how to prioritise its investments and what return it is getting on them. For each new area of investment, growth bids must be submitted by the relevant department before funding is approved by the strategic planning board. Bids must be aligned to a force priority, such as those which are linked to the police and crime plan. They must also include justification for the bid and an analysis of benefits covering risks, costs and timescales involved. All successful bids are reviewed after six and 12 months to assess whether predicted benefits have been realised. These bids vary in their sophistication – some lack detail about the likely benefits of the new activity – but the approach does provide evidence that the force is using a more structured system of prioritising the way that it invests in new services.

For large-scale projects, full analysis and benefits assessments are submitted to prove the case for new investment, for example, in respect of mobile data, body-worn video cameras, use of drones and control room upgrades. This is especially important, since the higher than anticipated police funding over the last two years has allowed for more investment than was expected. HMICFRS is therefore pleased to see the force investing in new areas of ICT, such as mobile technology, to make frontline staff more efficient. The case for investment in the managed response unit (MRU) is a good example of how the force has used strong evidence for justifying the deployment of officers to a new unit. The case clearly sets out the rationale for the use of additional staff, along with the likely return it will get on this investment,

and indeed achieved as a result of running a pilot within an area. Adopting a structured approach to prioritising its investments means the force is better able to use its funds wisely, thereby offering better value on the services that it provides to the public.

## **How well does the force work with others?**

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

### **How the force works with other organisations and other forces**

One such benefit has been the deployment of WAST clinicians to the joint communications centre. By using clinical triage more effectively, calls for service for both police and ambulances have been greatly reduced. In the months October to December 2016, the force showed that 703 fewer ambulances were deployed, and 138 police officers were released from the scene of medical emergencies by the clinician based in the joint control centre. This demonstrates how the force is working with partners in order to reduce waste and improve its service to the public.

### **The benefits of joint working**

North Wales Police has recognised the benefits of working with others. The transformation and corporate improvement board provides robust scrutiny in order to ensure the benefits of joint working are clearly understood, including analysing whether collaborating with one or more partners is preferable to collaborating with other partners, or not collaborating at all. This consideration is undertaken during the initial phase of projects, to ensure that opportunities for joint working are maximised. For example, since June 2015 North Wales Police has been working with NWFRS and WAST to develop a joint emergency service collaboration programme. The programme has three distinct integrated service delivery projects:

- prevent and respond;
- support services; and
- multi-organisational control room.

The aim of these projects is to increase financial cross-organisational opportunities between the police, fire & rescue and ambulance services to reduce demand and work more efficiently. Benefits to date include the realisation of more effective working practices, financial savings, improved frontline emergency services, reduced



number of incidents and improved awareness and safety for the North Wales public. For example, NWFRS now provides crime prevention advice to members of the public on behalf of North Wales Police.

During the initial consultation phase with partners, North Wales Police will consider the strategic benefit, the operational benefit, the financial benefit and management benefit, before developing a full business case. For example, in making the financial case, the project manager must be able to demonstrate potential capital and revenue savings. The force uses a zero-base budgeting approach to collaboration; it starts from the position that no service or process should be continued simply because it has always existed, and that all cases for collaboration must be considered and the benefits justified. In the case of collaboration with WAST, the force can demonstrate:

- a reduction in the number of ambulances deployments;
- a reduction in the time spent by police officers attending the scene of medical emergencies;
- improved communications between police and WAST staff; and
- sharing of knowledge.

This approach to collaboration means the force has a clear rationale for the decisions it has taken about how it works with others, and a good understanding of how successful its joint working is.

### **Leadership driving innovation**

Leaders in North Wales Police have been slow to introduce new technology and processes designed to make forces more efficient. Although the force has introduced a number of recent initiatives – body-worn video cameras, mobile technology, CPD and the MRU, to name a few – these are not ground-breaking developments. The technology or processes involved have existed for quite some time and have been used by other forces for a number of years. This was identified by HMICFRS as an area for improvement in 2015. We said then: “The force has been slow to develop an approach to investing in new technology to maximise efficiency through for example providing access to mobile data for frontline staff.”<sup>7</sup> HMICFRS is therefore disappointed to find that the 1,350 mobile devices issued to the workforce since April 2017 do not have the technology that would allow them to carry out the most basic of policing tasks, such as search functions for people, vehicles and addresses, or the ability to view images of people. This technology has either not been implemented or is still in the development phase.

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<sup>7</sup> PEEL: *Police efficiency 2015 – An inspection of North Wales Police*, HMIC, 2015. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2015/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2015/)

On a more encouraging note, the force has sought to learn from innovation which is already established elsewhere. For example, it is working with Kent Police to develop its workforce development framework as part of its 'My Future' initiative. After visiting Lancashire Constabulary to research the success of 'The Buzz', the force recognised this web-based chat room as a valuable tool for engaging with the workforce. As a consequence, it introduced 'Fy Llais – My Voice', so the workforce can share their views, put forward suggestions and generally have their voice heard.

Leaders in North Wales Police need to innovate more quickly. The current cautious approach to innovation is slowing the pace of change and is a potential barrier to enabling the force to manage workforce reductions with minimal effect on service.

## Summary of findings



**Requires improvement**

North Wales Police requires improvement in the efficiency with which it uses its resources. The force has not undertaken a skills audit of all its workforce that would improve its understanding of capacity and capability. This limits the force's ability to recognise its development needs, leadership potential and whether its workforce are in the right roles. It is also preventing the force from undertaking recruitment, selection and promotion exercises based on a proper appreciation of its current skills, and the skills it will need in the future. More encouragingly, the force has a number of promising initiatives in development, or which have been introduced recently, with the potential to address this lack of understanding. The force has well-structured processes to prioritise policing activity, but does not always use clear rationale, based on evidence, to deploy officers and staff where they are needed, or may be needed in the future. North Wales Police is good at prioritising its investments and understanding the returns. It is also good at working with other partners, and can articulate the benefits of doing so. However, leaders need to be more willing to experiment with new ideas and approaches to speed up the pace of change. Failure to do so may become a barrier to the force managing workforce reductions with minimal effect on service.

### **Areas for improvement**

- The force should ensure that it understands the level of service that can be provided at different levels of costs, so it can identify the optimum level of service provision.
- The force should ensure that workforce planning covers all areas of policing and that there is a clear rationale, based on evidence, to reorganise staff to meet current and future demand.
- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The force should conduct a leadership skills audit of officers and staff that will allow it to understand leadership capacity and capability.

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

To be efficient, a police force needs not only to understand the present, but also to be able to make reasonable predictions about the future in terms of how its demand will change, how its workforce will change and how its partners will be affected. It needs to have adequate, realistic and innovative plans to meet the operational and financial challenges of the future.

## How well does the force predict likely future demand?

HMICFRS inspected how well North Wales Police analyses trends in its current demand in order to predict likely future demand. We also assessed the extent to which it has taken account of changing public expectations and technology. In addition, we expect forces to be considering how they will work with other organisations and other forces in the future.

### Predicting future demand

North Wales Police needs to be more effective in the way that it analyses and identifies predictive trends in demand. Although the force has undertaken some activity analysis, for example in respect of PCSOs and PCs, the extent of this work has been limited and not all areas of policing have been considered. To date, the scope of its activity analysis has been limited; not all areas of policing have been considered. There are pockets of good practice, such as early identification of additional demand as a result of the expansion of the Wylfa power station and the new prison being built near Wrexham. However, this analysis is not detailed, nor has it informed an overarching initiative that would comprehensively build an understanding of how demand might change in the future.

North Wales Police cannot yet demonstrate that it has undertaken analysis that would enable it to predict more accurately likely future demand across all its policing services. The force recognises that it needs to do more in this respect, and has recently begun a review of resource allocation and recruited an extra member of staff to look at resource planning and predictive analysis. It has also adapted its annual planning cycle to include an element which considers knowledge-gathering using the MoRiLE framework (see above), specifically in relation to risks to the organisation. However, these initiatives are not sufficient in themselves to be able to form an accurate picture of how policing might need to change. For example, the force needs to work more closely with local authorities, other emergency services and partner organisations to understand all aspects of future demand. This means the force has an incomplete picture of the demand it is likely to face in the future.

## **Future considerations**

When considering its vision of the future, North Wales Police needs to be more effective in the way it considers changing public expectations. Although the force and police and crime commissioner (PCC) have engaged widely with local communities to gain a better understanding of their immediate local priorities and changing public expectations, this work does not form part of a comprehensive review that could inform its vision of the future. This limits the extent to which the force can use its understanding of local concerns to inform a policing vision of the future that reflects what people living in North Wales want. For example, the force has not yet developed a future plan which considers public expectations alongside other considerations such as changing technology, interoperability with other emergency services, and reduced partnership resources. Such an understanding would help it develop a long-term strategic plan, a process which is currently at the development stage. The force would benefit from adopting a more holistic approach to developing a vision of the future which brings together changing public expectations as well as operational and technical considerations.

The force also needs to be more effective in the way it considers changing technology to make policing more efficient, and how it uses that understanding to inform its view of the future. The force has recognised the need to revise its ICT approach in order to respond to changes in technological development, and has a plan to produce a new IT strategy by autumn 2017. The decision to renew the ICT strategy is in recognition of the need to address force priorities that require a greater investment in technology, national changes in crime type involving internet crime, and advances in ICT. The aim is to ensure that the force's ICT strategy fully supports ICT projects already under way across the force, as well as supporting projects in the future. In general, the force is a late adopter of technological innovation. For example, it is still developing the use of mobile technology by introducing additional functionality in gradual releases. As this is ongoing work, the force is not yet in a position to be able to demonstrate the extent to which this ICT initiative is effective or will change the way the force works in the future. A mobile technology user group is being set up, which will consider feedback on new devices and play a pivotal role in shaping the future use of mobile technology. Many other forces are significantly further ahead in terms of their use of mobile technology and understanding the potential efficiency savings and productivity gains. As this is ongoing work, North Wales Police is not yet in a position to be able to demonstrate the extent to which this IT initiative is effective or will change the way that the force works in the future.

North Wales Police is beginning its work on its vision of the future, which will describe how it will work with others to manage demand more efficiently. A senior police officer has been given this responsibility, to consider how the force will work with partners in a vision that will take it to 2025, in line with the National Police

Chiefs' Council (NPCC) policing vision 2025.<sup>8</sup> To date, future strategic direction has been aligned to the PCC's 2017 – 2021 policing plan. This vision makes it clear that policing needs be agile and outward-focused and that forces and their partner organisations need to work together in a consistent manner to enable better joint working. North Wales Police is working towards establishing such a vision for itself but this work is not yet fully developed. Collaboration projects do, on a case-by-case basis, consider the longer-term benefits of working with others, and some thought is given to how services might change (or need to change) in future. However, this is not the same as having a vision for the future which describes how the force will work with others in providing a modern policing service. Other forces have addressed this question by taking a more holistic approach, considering a range of factors such as public expectation, technical innovation, reduced partner resources and operational priorities.

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

HMICFRS inspected how well North Wales Police has plans in place to recruit, develop and nurture the leaders of tomorrow to ensure it has the right skills and talent in the right roles.

### **Succession planning**

North Wales Police has made limited progress in identifying the skills sets it needs in future leaders. The force does not have a complete picture of the leadership skills of all its officers and staff, since it has not yet undertaken a full skills audit of the workforce. At the time of the inspection, officers and staff we spoke to had not been approached to ascertain what leadership skills they had. Consequently, the force cannot yet say what skills it needs in future leaders, because it does not understand its existing leadership capability. The force intends to address this situation by using the newly-introduced continuing professional development (CPD) framework to understand current leadership skills.

The force is also in the process of designing and introducing a new way of developing leadership skills through its workforce development framework. This framework seeks to tailor leadership development opportunities to individual aspirations by inviting applicants to apply via a dedicated force intranet page. These opportunities will be open to anyone who has a CPD plan. The workforce have been invited to comment on the viability of the proposal and to contribute to the design of the new process.

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<sup>8</sup> For more information, see: [www.npcc.police.uk/documents/policing%20vision.pdf](http://www.npcc.police.uk/documents/policing%20vision.pdf)

There is limited evidence that the force has a structured approach to leadership succession planning across all functional areas where improvement may be required now, or in the future. However, there is evidence that the detective career pathway, introduced in 2014, is increasing force resilience for detective roles and succession planning in this area of specialism. The force is developing a more structured approach to succession planning through the newly introduced CPD process. This places greater emphasis on the need to identify talented individuals through the use of professional development plans. This information is then used to inform the promotion process. The new promotion process for sergeants and inspectors involves a 12-month assessment, a period which affords the force the opportunity to develop its leaders of the future through coaching and mentoring. The force's current promotion processes use nationally-recognised frameworks to replace and recruit leaders. HMICFRS would like to see evidence that the force is taking into consideration the leadership qualities it may need in the future, especially in specialist roles, and also that the leadership skills audit is linked effectively to the force's recruitment and training plans. The new workforce development framework, once established, will give the force the opportunity to develop new skills aligned with areas where it foresees gaps in the future. We will assess this further in 2018.

## **Recruitment**

The force is using a range of opportunities to recruit and also to provide developmental opportunities for officers and staff. North Wales Police participates in direct entry schemes, although, during our inspection, we were told that the number of successful applicants is very low, with just one officer selected. The force has also supported the higher potential development scheme (HPDS). All vacancies are now advertised internally and externally. To date the force has not used Police Now, a national two-year graduate recruitment and leadership development programme, but it is considering doing so in the future. Nonetheless, HMICFRS saw evidence that recent appointments, such as the head of people and organisational development, have been filled by external applicants who have brought good skills and experience from the private sector. The force is also broadening its skills base by actively encouraging more special constables and cadets to join it. There are good schemes in place, and encouragement to develop these individuals into full-time positions within the force. The force is using a range of external and internal secondment opportunities to develop its workforce. For example, we were told that it has seconded three officers to work with the prison service following the opening of a new prison near Wrexham. Internal secondments include postings to HMICFRS and the Welsh Government. These are all positive developments.

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

HMICFRS inspected how adequate, realistic and innovative North Wales Police's plans for the future are, and to what extent it is planning to make savings in the future, including saving to invest in new systems and approaches.

## Plans

The force needs to improve its approach to planning for likely future demand. The police and crime commissioner's (PCC's) police and crime plan sets the overall strategic direction and objectives. However, North Wales Police does not currently have its own organisational plan to provide a clear overarching vision for the future for the force. The force has recognised that this is needed, and has asked a senior police officer to develop its vision for the future, mindful of the NPCC Policing Vision 2025 (see above). This vision sets out the NPCC's plan for policing over the next ten years. The plan is intended to shape decisions regarding transformation and how police forces use their resources to help keep people safe and provide an effective, accessible and value-for-money service that is trusted by the public. The force intends to align work currently being undertaken as part of the efficiency review recommendations with the NPCC's plan, to ensure that its strategic plan and vision for the future reflect both local and national considerations. This is promising work, but at present it is not possible to say that the force's plans are sufficient to meet its vision for the future.

North Wales Police's plans for the future are realistic but not transformative. The force's financial plans are well integrated with its workforce and ICT plans. It has used external consultants to ensure these financial plans are subject to informed scrutiny by experts. The force's medium-term financial plan is based on the current funding formula distribution and has some contingency built in, in case the force faces future reductions in funding. Some resilience is also provided through the use of savings, reviewing its estate (property and facilities), and if necessary, extending borrowing rather than using revenue. It can also draw on reserves to bridge short-term gaps. Reserves have increased during 2016/17 because the force did not spend all its budget in 2015/16 or 2016/17, and was able to add this underspend to its reserves. The force is also aware that it can reduce spending in certain areas without a significant effect on frontline services, for example in the area of forensic support. The force has no plans to adopt priority-based budgeting approaches or similar processes which might enable more informed decisions to be undertaken about the costs of different levels of activity. However, within the limitations set by the force, the plans are evidence-based and achievable.

The force's plans are not innovative. In most respects, North Wales Police is a late adopter of new working methods, and has been slow to develop new technology which could bring about significant change in the way it operates in the future. That said, the force does have good arrangements in place to obtain suggestions for new ideas from its workforce. The force's change programme is not yet driven by a single vision for the future – that is still in development, as described above – and although the financial plans for the future are realistic, they are not transformative. Evidence of rapid innovation within the organisation is therefore comparatively weak, when compared with other forces. HMICFRS hopes that the work being undertaken to produce a strategic plan will focus on the need to speed up the implementation of



innovative ways of policing, which will further inspire officers, staff and volunteers, and develop the new ways of working required to adapt to change. These plans should take into account advances in technology to ensure that the public will be served by a professional workforce who are well equipped with the skills and capabilities necessary for policing in the future.

## **Savings**

North Wales Police is continuing to make savings to invest for the future. This is possible because the force is good at making savings, and can use its reserves intelligently to invest in infrastructure projects intended to achieve greater efficiencies in the future. In addition to making all the savings needed, the force underspent by £1.6m in 2016/17, costs were lower than expected and savings greater than expected. This prudent approach means that it has been able to invest in body-worn video cameras, mobile technology, drones and other technology designed to provide a better service while reducing costs. For example, the force is now able to gather and view CCTV evidence of shoplifting without the need for officers to travel to retail premises. The force has also contributed £2.2m to a new telephony system, in collaboration with the North Wales Fire and Rescue Service. This will 'intelligently' direct callers to the most appropriate person and help with the identification of repeat and vulnerable victims. The system is due to become operational from September 2017. Savings of £1.5m in 2020/21 are forecast to come from 1 percent efficiency savings from use of technology and resource management initiatives. A greater amount is forecast to be saved in 2021/22.

There are a number of major projects within the force's capital programme for which contracts have been signed off and work started. For example, the force is building a new divisional headquarters to replace the one in Wrexham and a new police station in Llandudno, as well as implementing smaller estate projects and vehicle replacement programmes. The capital programme is affordable as it is funded in part by reserves built up through savings. These are realistic plans, based on sound planning assumptions and a prudent approach to achieving savings.

## **Summary of findings**



**Requires improvement**

North Wales Police requires improvement in the way that the force plans for the future. The force is beginning to undertake analysis of some roles to obtain a clearer picture of how demand is changing, and likely future demand for its services. It is acquiring additional staff to undertake resource planning and predictive analysis to help with this process. The force is good at engaging with the public in order to understand their expectations better, but it does not yet have a programme of work which takes into account this understanding, along with other factors which might

affect demand in the future. The force intends to develop a longer-term force plan to draw this work together and has recently appointed a senior police officer to oversee this work. The force has not yet undertaken a skills audit of all its workforce that would allow it to understand its capacity and capability better. This limits the force's ability to understand its leadership potential, to develop leaders into roles and to plan for gaps in leadership capability. North Wales Police's plans for the future are realistic, but not transformative; evidence of quick innovation within the organisation is comparatively weak. However, the force is good at continuing to make savings; this means that it is able to invest in infrastructure to make further savings in the future.

#### **Area for improvement**

- The force should improve the extent to which it reviews and analyses its evidence base to predict likely future demand for services and the future expectations of the public, and should use this analysis in its planning. This should be done in collaboration with local authorities, other emergency services and partner organisations.

## Next steps

HMICFRS will assess progress on any recommendations and areas for improvement identified within our reports in several ways. We either revisit those forces where we have identified a serious cause of concern, go back to assess them as part of our annual PEEL inspection programme or receive updates on their progress through regular conversations with forces.

HMICFRS highlights recurring themes emerging from our PEEL inspections of police forces within our national thematic reports on police effectiveness, efficiency, legitimacy and leadership (see: [www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/)). These reports identify those problems that are reflected across England and Wales. They may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made nationally.

## Annex A – About the data

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

### Methodology

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

#### Comparisons with England and Wales average figures

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

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

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

#### Statistical significance

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

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

#### Population

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

## **Force in numbers**

### **Forecast change in gross revenue expenditure**

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

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

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from [www.gov.uk/government/collections/police-workforce-england-and-wales](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 investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.<sup>9</sup> The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces. Projections for 2020/21 are budget-based and therefore likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances, therefore, an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a high vacancy rate which masks this change.

### **Calls for assistance**

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

### **Recorded crime**

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables](http://www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables)).

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<sup>9</sup> See sections 38 and 39 of the Police Reform Act 2002. Available at: [www.legislation.gov.uk/ukpga/2002/30/section/38](http://www.legislation.gov.uk/ukpga/2002/30/section/38)

## Figures throughout the report

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

These data are obtained from the Home Office annual data return 441. City of London Police does not submit 999 calls data to the Home Office as these are included in figures provided by the Metropolitan Police Service.

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

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](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 HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

### **Figure 3: Planned full-time equivalent (FTE) workforce as on 31 March from 2010 to 2021**

Data from 2010 to 2017 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE figure. The percentages used in figure 3 are derived from the total FTEs within forces and therefore may differ slightly from the exact figures quoted within the report. Data from 2018 onwards are budget-based projections, therefore depending on a force's planning strategy may not include a projection for absences.

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

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

#### **Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions from 2011/12 to 2016/17**

These data were obtained from data collected by the Chartered Institute of Public Finance and Accountancy (CIPFA) for use in the HMICFRS Value for Money profiles (available from [www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016](http://www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016)). The data define policing functions using the Police Objective Analysis categories.

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

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

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