

PEEL: Police efficiency (including leadership) 2017

An inspection of South 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)¹ assesses the efficiency and leadership of forces in England and Wales.

What is police efficiency and why is it important?

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

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

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

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

Our report on South Wales Police's legitimacy inspection will be available on our website (www.justiceinspectrates.gov.uk/hmicfrs/peel-assessments/peel-2017/south-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.justiceinspectrates.gov.uk/hmicfrs/peel-assessments/peel-2016/south-wales/.

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

Force in numbers



Financial position

Forecast change in total gross revenue expenditure



Workforce

Planned change in officer numbers



Planned change in total workforce



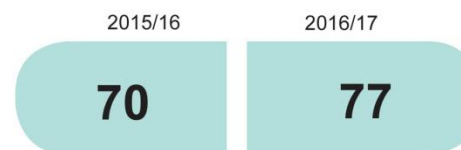
Calls for assistance

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



Recorded crime

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



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



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

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

Overall judgment²



South Wales Police is judged to be good in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is the same as last year. The force is judged to be good in its understanding of demand; its use of resources to manage demand is assessed to be good; and its planning for future demand is also judged to be good.

Overall summary

How well does the force understand demand?



How well does the force use its resources?



How well is the force planning for the future?



South Wales Police has continued to build on its strong understanding of the demand on its services. It places this understanding at the heart of how it operates, how it plans and works with other organisations to identify, predict and tackle demand, and how it deploys its resources to meet demand. South Wales Police has developed strong collaborative working arrangements with other police forces, the private sector and local communities to deal with demand more efficiently. It is planning actively for how it will work in the future, and takes account of public satisfaction in these plans.

The force has systems in place to understand both the capabilities and gaps of its workforce, enabling it to direct its resources to meet current demand in most instances, and to allow for longer-term planning and deployment of its resources. It has a good understanding of the operational skills of its officers and staff, but has

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

limited understanding of its leadership skills. At the time of our inspection, the number of abandoned calls made by the public to the force each month was too large. The force is aware that recent changes to improve its service have affected the balance between the demand for non-emergency call-handling and the number of call-handlers within its control room. It has taken some steps to address this in the medium term through technology; it now needs to consider introducing measures to address the number of abandoned calls, in order to provide the standard of service the public expects. As a result, chief officers have commissioned a comprehensive review of the demands on the public service centre to seek ways of tackling demand at first point of contact that are more efficient and to offer alternative methods of contact, while continuing to provide a high standard of service to the public. The force's investment plans should lead to greater efficiency and bring about improvements to the provision of its services. While the force is able to articulate the cost savings acquired from collaborative working it cannot, on the whole, demonstrate other benefits of collaborative working, or explain why it chooses to work with certain organisations and not others. Although the force is currently showing a gap in its budget from 2017/18 onwards, it has several contingencies in place, such as increasing the precept on council tax, and these contingencies should cater for any shortfall.

Areas for improvement

- The force should ensure that it has sufficient resources available in the control room to fulfil its resourcing model, and so to meet its demand, while also taking into account the well-being of its workforce.
- The force should put in place better processes and governance to understand and realise the benefits of collaborative work, and how they affect the force's ability to meet current and likely future demand efficiently.
- The force should conduct a leadership skills audit that will allow it to understand leadership capacity and capability.

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.

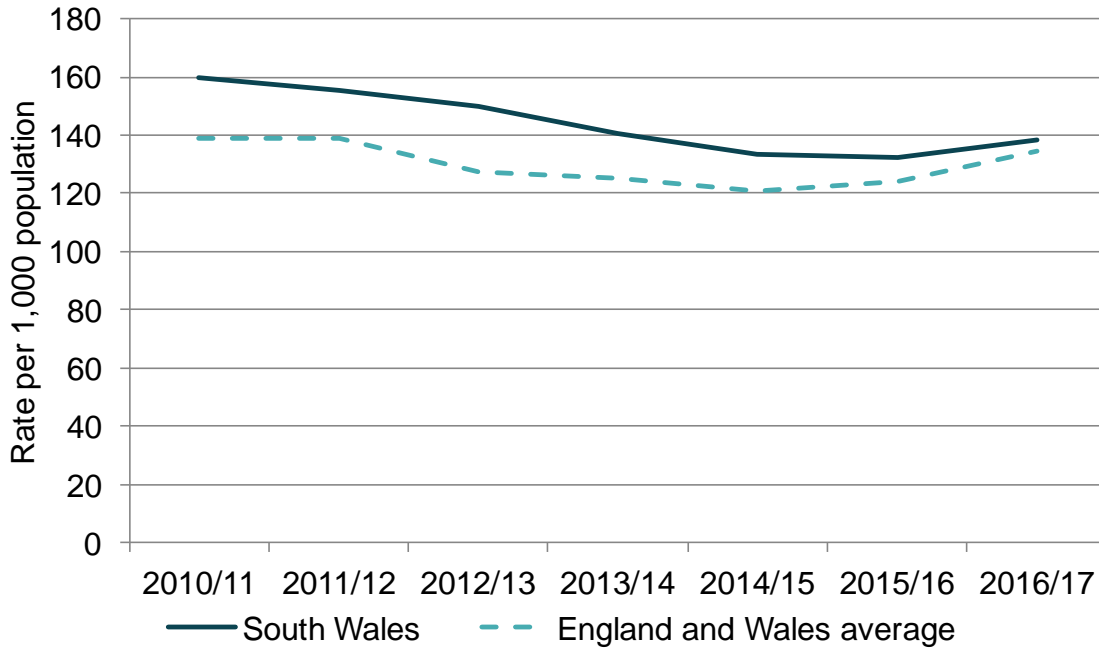
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond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

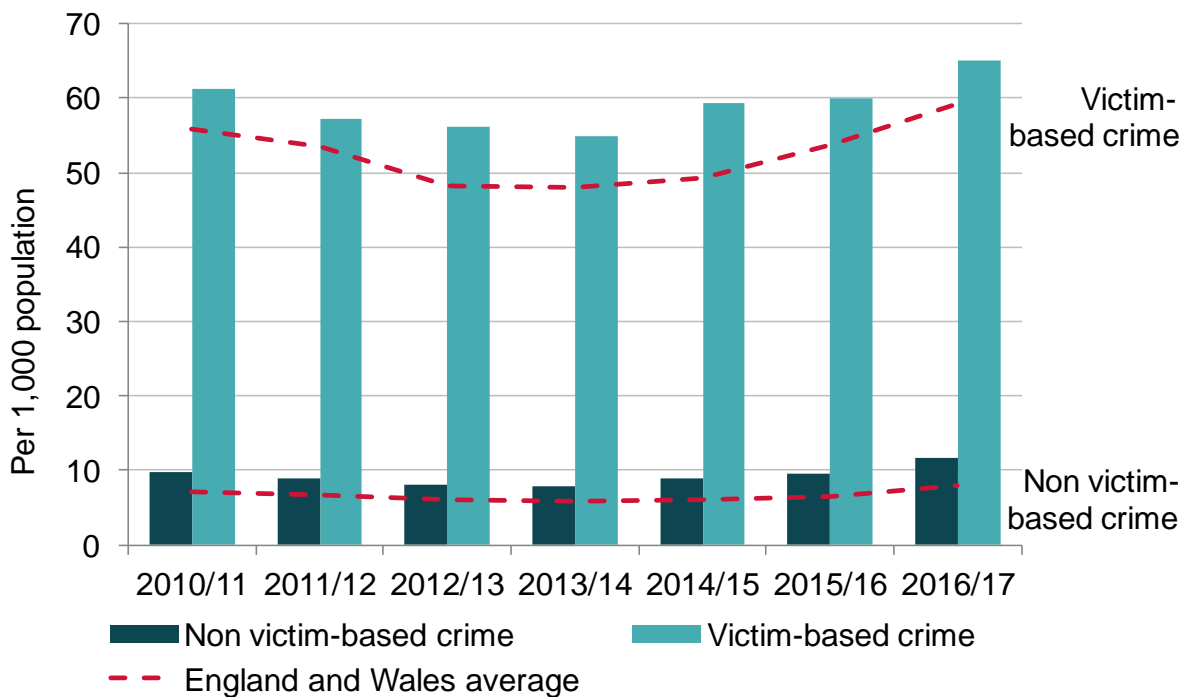
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in South Wales Police compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

South Wales Police recorded 138 '999' calls per 1,000 population in 2016/17. This was broadly in line with the England and Wales force average of 135. The rate has decreased from the 160 calls per 1,000 population recorded in 2010/11 however, it has increased since 2015/16 when the rate was 132 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in South 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 South Wales in 2016/17 was 65.1 crimes. This is higher than the rate in 2010/11 of 61.3 crimes. The rate of victim-based crime decreased between 2010/11 and 2013/14 to 55.0 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of South Wales Police the rate of non victim-based crime per 1,000 population in 2016/17 (11.6 crimes) was higher than in 2010/11 (9.8 crimes). The rate of non victim-based crime per 1,000 population decreased to 7.9 crimes in 2013/14 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

Understanding demand

In order to understand the demand for its services, South Wales Police makes good use of a variety of data, including: internal and external call data; information about incidents; data about hidden demand; and information from other organisations relating to their levels of demand and resources. Its demand and capability strategy provides an effective overview for its overall understanding of demand and enables the force to make its long-term plans. The demand profile annual report provides a detailed breakdown of how demand is configured in each of the force's policing areas, both internally and the external work which it undertakes with other organisations. As a routine measure, the force has a 'check point' meeting every day to assess its current demand and its available resources; managed by its overall resource management unit, this provides the force with the flexibility to move its resources to meet that demand. The force carries out thematic review days for matters such as missing persons, as well as reviews of peak times for higher levels of demand, such as Halloween and New Year's Eve. The force is planning to use demand mapping software, which will allow it to gain a greater level of understanding of its demand than it currently has, and without the need for specific thematic review days. The operational planning function across the force ensures that sufficient resources are available to meet the demands of policing approximately 200 major events a year.

In previous HMICFRS inspections we found that South Wales Police has a comprehensive understanding of the demand for its services. In this inspection, we are pleased to note that the force has strengthened its understanding with several new approaches. The force uses a variety of data and demand modelling tools, underpinned by strong governance processes, to deepen its understanding of

demand, and its management of demand. The force demand and capability strategy considers data relating to predictive demand, using previous trends and patterns of demand, together with information gathered from environmental scans and this enables the force to proactively tackle anticipated demand. The force also carries out problem-solving and early intervention work to reduce and prevent demand. It has introduced a more comprehensive process of grading its received calls for service, which allows a far more proportionate response based on a more detailed understanding of demand generated in this way. It now has five grades which are: 'grade 1', an immediate response; 'grade 2', to provide a response within 2 hours; 'grade 3', to respond within 8 hours; 'grade 4', to respond by appointment and within 24 hours and 'grade 5', to respond without deployment, for example by telephone resolution. It conducts periodic thematic reviews of its policing areas within the force, as well as geographic or time-based events (such as festive periods). The force makes good use of several demand modelling software options to assist with its understanding of demand. It has external links and processes with the local authorities to gain a better understanding of how they can all manage demand better, in light of their collective resources. These actions, along with its continuing work from previous years, have allowed the force to maintain and build upon its comprehensive understanding of the demand for its services, through the greater level of detail it is now retrieving from its various aspects of demand management. For example, the new resource management system that contains details of who is on duty and what skills they have, is now able to link to the system that manages incidents and demand. This enables staff in the control room to see which staff are available to be deployed and what skills they have, so that the most suitably skilled person can be sent to the incident being dealt with.

More complex demand

The force is outstanding in how it identifies hidden demand. Understanding demand which is less likely to be reported is an integral element of the force's 2017/18 demand programme, with analysis focusing on a broad range of its operational areas. Additionally, through its use of more advanced technology, it is able to understand better the hidden demand on its officers and police community support officers (PCSOs), as they now are able to record incidents directly via their hand-held mobile devices. The force's thematic reviews have been effective in assessing the nature of hidden demand in policing areas such as stalking and harassment, rape, sexual assault referral centres and violent crime, and it regularly reviews demand in relation to its priority areas, such as domestic abuse and child sexual exploitation, including demand connected to new and repeat victims.

All the force's frontline call-takers have had additional training to identify crimes less likely to be reported, such as child sexual exploitation, female genital mutilation, modern day slavery and 'honour-based' violence. The force's contact centre staff

work well with ambulance service staff to identify and appropriately deal with those callers who have mental health problems and those who are repeat callers to both agencies.

The force's work with academics to review violent crime in partnership with Public Health Wales is identifying offences that are less likely to be reported, and also identifies those communities less likely to report crime. This is supported by the COMPASS³ public confidence annual survey, which aims to identify those communities who are least likely to report crimes to the police and suggest options for improving their trust and confidence to be able to do so; South Wales Police hopes to incorporate this data into its strategic planning in the future. Finally, the force is working with other organisations to gain a better understanding of other hidden problems or crimes, such as offences relating to sex workers and those operating within the night-time economy.

How well does the force understand things that affect demand?

HMICFRS inspected how well South 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

South Wales Police has good governance arrangements in place to ensure its operational efficiency. As part of the South Wales Police change and demand programmes, the force has reviewed every area, from its operational policing to its back office support, to ensure it is providing the most efficient service it can. It has invested in technology in collaboration with Gwent Police to introduce greater efficiency into the way it manages its workforce and finances. The force also aims to provide its service via the most appropriate officers and staff who are most suited in terms of their skills and equipped with the correct tools. During 2016/17, in several areas, including human resources, ICT, professional standards, fleet and corporate development, 16 change workstreams were in place. For each workstream, the desired change to its efficiency has been identified and is continually monitored throughout the change and demand programme by the joint programme office, including chief officers and the police and crime commissioner's team. To ensure that the desired efficiencies have been achieved, each workstream is subjected to a post-implementation review. From the change workstreams and the force's voluntary

³ COMPASS surveys are an established public survey programme which explores the perception and experience of crime/anti-social behaviour, as well as quality of life matters and awareness of the local police across communities.

redundancy scheme, a saving of £3.4m has been built into the budget based on workforce vacancies equivalent to 99 posts.

South Wales Police is good at identifying inefficient processes in the way it works. As part of the 16 workstream reviews, the force has considered inefficiencies arising from its internal processes; the demand and capability programme assists in identifying and mitigating the effects of inefficient demand and process, and the productivity and efficiency workstream, chaired by the director of finance, is a comprehensive rolling programme using the process mapping software. The identification and mitigation of inefficient internal demand forms a significant part of the demand and capability programme team's work, as it is critical in identifying opportunities to realise cashable and non-cashable savings, both through the use of process mapping as well as 'lean' thinking techniques.⁴

Through its project 'morse', the force has also identified opportunities to reduce switchboard demand. It has achieved this by reconfiguring the telephone auto-attend system, which transfers callers directly to the department or person they need to speak to without the involvement of the switchboard; this has saved both time and resources. During our 2016 efficiency inspection, we found that the force had good corporate systems to reduce internal demand, such as FIRMS (fully integrated resource management system). FIRMS allows the force to review its resource deployment on a daily basis; it links to the force's command and control system by which call-handlers can identify which staff and officers are available, the skills they possess and whether they can be deployed. The force can also identify points at which resourcing falls below the anticipated demand levels through the FIRMS system. It estimates that FIRMS has saved time equivalent to six full-time posts. Moreover, the introduction of a five-grade call system has improved efficiency within the force, through the complementary introduction of investigative support teams (comprising supervisors, officers and digital media investigators); calls which are graded as low-risk are investigated and dealt with by the teams over the phone, alleviating the need for attendance by an officer.

The force is fully aware that some non-emergency calls are not being answered, and that this can suppress demand. To alleviate the situation, it is managed on a daily basis by senior management within the public service centre and resources are deployed to meet this demand. In 2016, the force introduced THRIVE⁵ to assist its call-takers to assess risk and allocate an appropriate response. Because of high staff turnover in 2016, resulting from staff becoming police officers or securing roles

⁴ The 'lean' process aims to create more value for service users with fewer resources and with zero waste. A lean organisation understands what users value and focuses its main processes to continuously increase this.

⁵ THRIVE is a structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported in order to help the force determine the appropriate level of response to a call.

elsewhere in the organisation, the force has introduced a tenure policy for call handlers to manage the retention of skilled staff effectively in an important area for the force. As in all police forces, the contact centre prioritises the 999 calls, which are typically emergency calls for service, but this has led to a large amount of non-emergency calls not being answered. The force regularly monitors its call volume and abandonment rate for both emergency (999) and non-emergency (101) calls through its monthly public service centre performance meeting, and is able to assess the abandonment rate over any given period; at the time of our inspection, nearly 10 percent of the overall calls for service were abandoned – this amounts to approximately 4,000 calls each month. The force recognises it needs to do more to reduce the number of abandoned non-emergency calls and has plans in place to address this. Chief officers have also agreed to undertake a comprehensive review of the demands on the public service centre. This will review demands and resourcing levels, as well as exploring developments in technology, both nationally and within the force, and the increasing use of social media as a way to contact public services. While the proposed IT changes and outcomes from Project Morse may well allow the force to introduce sufficiently robust systems to address the problem, at the time of the inspection, the force did not have sufficiently robust systems in place.

Following the introduction of THRIVE to the control room, senior managers in the public service centre aim to ensure there are sufficient resources available to meet demand. To develop this, the force is now using demand modelling software to map call demand against the levels of its resources. It has also invested in software which will record the telephone number of the phone used to call the force and then determine if that number has subsequently called back and received the service required; it plans to implement this by September 2017. Finally, the force has also put in place a minimum tenure for new appointments within the contact centre to maintain staffing and experience levels. This should help improve the future performance of the force but the current situation of suppressing demand does require improvement.

The introduction of a five-grade call system has been complemented by the creation of an investigative support team in each of its four basic command units (BCUs). Each investigative support team consist of supervisors, officers and digital media investigators. These teams provide a limited desk top investigative capability for low risk calls or service. They investigate crimes that do not need an officer to attend and that can be resolved over the phone. This ensures that officers can spend their time attending crimes or incidents that do need a police officer to attend.

The force is good at tracking and realising benefits. It has recently purchased a process mapping software tool, which allows it to understand fully any changes it wishes to make to force operating models or changes to individual teams, to help it to identify the most efficient and effective option. All new processes are subject to a number of reviews throughout their existence. Any proposed change is subject to a

number of gateway reviews, which test the proposition against expected outcomes, including the identification and negation of any unintended consequences. Chief officers have oversight of all change projects via the newly-developed workstream dashboard reports. The change is subject to a post-implementation review, which evaluates its success and acquired benefits, as well as identifying any unintended consequences from the change or further areas for improvement. All resulting benefits are monitored through the finance bronze⁶ board and reported to the chief constable's gold meeting and the police and crime commissioner's strategic board. In 2016/17, South Wales Police saved more than £1.4m through the work of its change board, and these efficiency savings have been outlined in the force's medium-term financial strategy.

Leaders promoting innovative thinking

South Wales Police is good at seeking feedback from its workforce and responding to ideas and suggestions. For 2017/18, the force has reinvigorated its bottom-up approach to planning; through a series of engagement exercises and planning seminars with senior leaders and frontline officers and staff, it has sought internal views on what the force does well, where it needs to improve and what its priorities are, in the short, medium and long term. These discussions have been used to inform the development of the police and crime reduction plan, the chief constable's delivery plan and frontline delivery plans. The force has a formal suggestion scheme (or continuous improvement scheme), which is well-established and well-used. Through its continuous improvement scheme, the force has invested in 154 champions of change who are individuals that have put themselves forward as ambassadors and leaders of change and continuous improvement. A further 24 senior managers act as single points of contact to assist the workforce in formalising ideas and suggestions and taking them through to the oversight board. It also has an IT portal for the ideas to be logged and reported on, which so far has had 244 ideas submitted by the workforce, of which six have been fully implemented and several are still under review and subject to further work. The force is currently updating the portal to simplify the process. Successful ideas submitted via these means are recognised by the force at senior officer level, and members of staff are personally thanked for their contributions.

⁶ Gold/silver/bronze structure: a generic command structure used by the police, other emergency services and partner organisations. It can be applied to the resolution of both spontaneous incidents and planned operations.

Summary of findings



Good

South Wales Police has a good understanding of the full range of demand for its services. It uses several processes to analyse demand and has invested in technology, in collaboration with Gwent Police, to introduce greater efficiency into the way it manages its staff and finances. Good governance processes are in place to identify waste and inefficiency, as well as to ensure that the benefits of change are realised and that any unintended negative consequences are addressed; specifically through post-implementation reviews and introducing further change, if necessary. However, the force is inadvertently suppressing demand through the large number of abandoned calls for service; it needs to improve its response to 101 calls for service and to reduce the number of abandoned calls. The force recognises it needs to do more to reduce the number of abandoned non-emergency calls and has plans in place to address this. Finally, the force provides a variety of ways for its workforce to give feedback and to put forward ideas to its senior leaders. The force is able to demonstrate that it is open to responding to and acting on this feedback and new ideas; support champions assist staff who contribute, helping them to formalise their suggestions and present them to the board.

Area for improvement

- The force should ensure that it has sufficient resources available in the control room to fulfil its resourcing model, and so to meet its demand, while also taking into account the well-being of its workforce.

How well does the force use its resources?

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

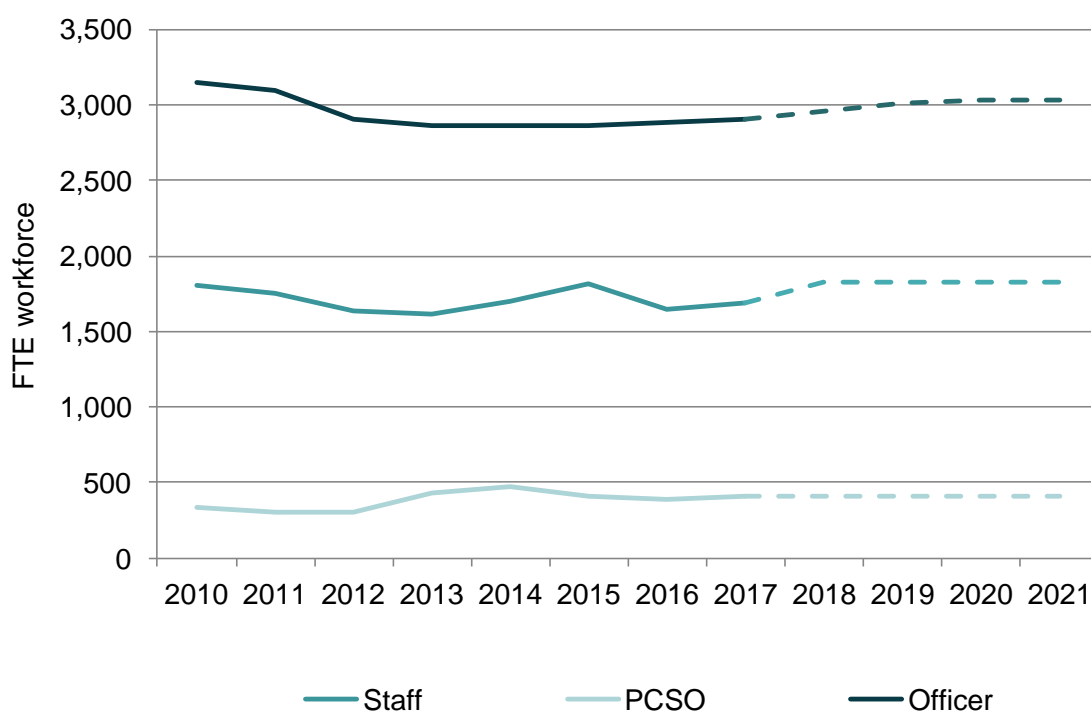
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well South 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 122.2 FTE (4 percent) from 2,908 to 3,030. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: South 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 South Wales Police is projected to increase by 141.3 FTE (8 percent) from 1,690 to 1,831 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 South Wales is projected to decrease by 7.1 FTE (2 percent) from 413 to 406 over the same period, whereas, for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

South Wales Police has a good understanding of the skills and capabilities it needs in its workforce, both now and in the future. The force has an IT system in place which records all operational workforce skills and capabilities, and searches can be done by location, skills and length of service. This information is considered by the force resource management board, which meets monthly. The board conducts planning and resource allocation, for both the force’s current and future needs and, to do so, considers a variety of management information in relation to the force’s capacity and capability, including analysis of skills, service profile, length of service and establishment. The information identifies those staff that are due to retire in the next three years so that succession planning can take place. The force carries out regular strategic assessments to consider future demand and whether it has the skills and capabilities it will need to address this demand and future proof the force’s skills base. A recent analysis of skills by the force has revealed gaps in its current workforce in areas such as cyber-crime, organised crime, counter-terrorism and child sexual exploitation. As a result, the force recognises that further work needs to be undertaken to ensure its officers and staff have the additional skills in these areas in

order to meet its current and future demand; plans are in place to address this gap, beginning with the force recruiting for 147 posts in areas of policing to protect vulnerable people.

The force has continued to develop its understanding of the skills and capabilities it has through its IT system, FIRMS, which includes the integrated GRS (global resourcing system) and a commercial software package that collates information on workforce training. All training has an identified skills profile associated with it in order that once training and any validation is completed, the skills are then recorded on the software system. Through FIRMS, the force is able to identify the skills and capabilities that officers and staff have, where they are located and when they are due to retire. Members of the workforce have also been asked to update details of their own skills onto the system, however, these skills are not subject to any validation. FIRMS gathers operational workforce skills and some non-operational data, for example Welsh language ability, accredited interviewer and van driver skills. In the future, the force intends to record more of the non-operational (i.e. softer) skills so that it can respond efficiently to the public when particular skills, such as fluency in different languages, are needed.

The force's strategic assessment process identifies threats posed to the public by significant areas of crime, disorder and emerging problems. This information is then used to consider whether the workforce has the right skills to meet these risks and to identify any gaps. Using the workforce capability data held on FIRMS, the force carries out a training needs assessment in order to plan, design and provide training to cover any gaps. The demand and capability unit undertakes predictive modelling of resources to inform the force's recruitment and succession planning. The police and crime reduction plan and the chief constable's current delivery plan identifies that protecting and safeguarding vulnerable people is a priority for the force and a significant area of risk; the force is making good progress with recruitment to an additional 147 posts to meet this demand. A high proportion of these posts have already been filled by current officers and staff, who have been given additional training to meet the skills requirement, and the vacancies they create are being filled with new recruits. Current and future vacancies are discussed at the force resource management board to inform workforce planning and resource allocation.

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

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

In 2016, HMICFRS identified the force's need to understand the skills it requires from its leaders as an area for improvement. Although there has been some progress, namely through the leadership charter and the chief constable's delivery plan for 2017/18, the force still needs to improve. There is no role-specific understanding of

the leadership skills that are needed in specific areas across the force other than operational skills and accreditation, for example, the number of firearms commanders it has and will require in the future. However, the force has now surveyed its workforce on leadership and, from its findings, it has plans to develop a leadership action plan. Additionally, it is participating in a national workforce survey run by Durham University. At the time of inspection, this was scheduled to be completed in August 2017.

The force is developing its understanding of leadership in the organisation in several ways, but it has not yet undertaken a meaningful skills and capabilities audit of its leadership; its understanding is limited to records of the operational skills and capabilities of officers and staff on its FIRMS database. It is making some progress by its introduction of Policing Futures, a talent management programme in which 25 members from the workforce have conducted research and developed recommendations to influence policing and leadership in the force. The force carried out a leadership survey called 'spring forward' and a leadership review with officers at inspector rank. This information, and the results of the national workforce survey, should provide a baseline of leadership expectations in the force. This can be used to identify clearly the force's expectations of its leaders and how they will be developed in the future.

South Wales Police has taken steps to ensure the skills it has in its leaders match the skills it needs or will need in the future. Every role profile now has a skills matrix attached that contains details of the specific skills a recruit, an internal transfer or a promotion require to carry out that role. Candidates are scored and selected against the skill's profile for the role. Currently, for some leaders, the force has limited information of their non-operational or softer skills; this is unverified and reliant on the individual to volunteer that information. The force has profiles for each role that contain identified skills and capability requirements aligned to the force's training plan. Individuals who are unsuccessful in promotion processes have development needs identified and are placed onto a personal development plan.

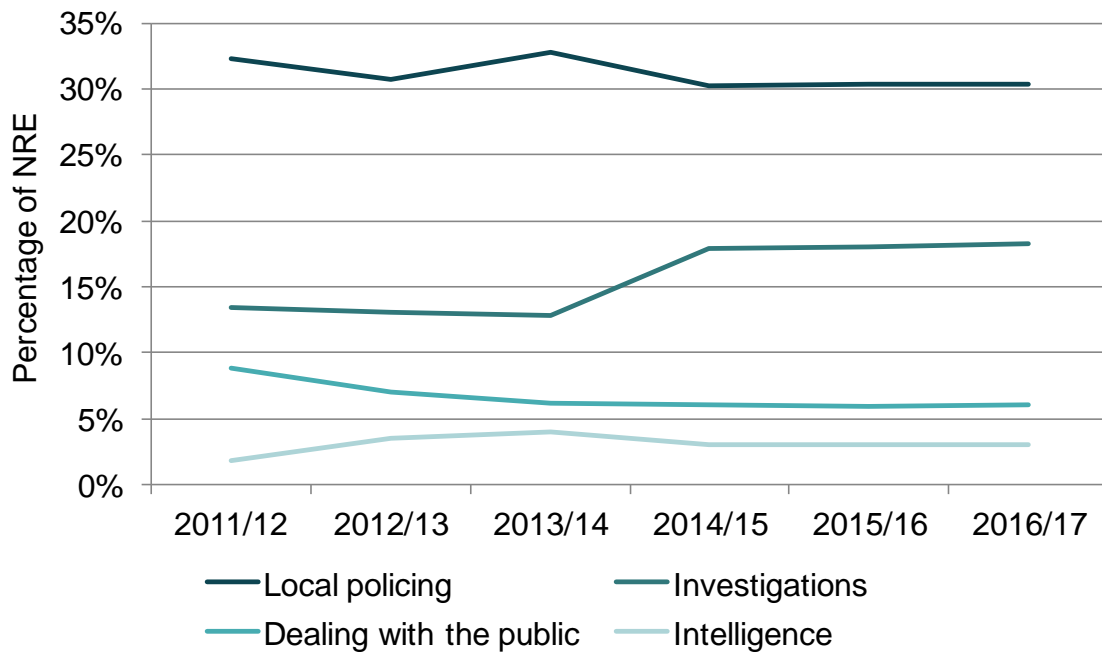
How well does the force allocate resources?

HMICFRS inspected how well South 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 South 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 South Wales, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 32 percent in 2011/12 to 30 percent in 2016/17. Estimated expenditure on investigation has increased from 13 percent to 18 percent, expenditure on 'dealing with the public' has decreased from 9 percent to 6 percent and expenditure on intelligence is similar to 2011/12 at around 3 percent.

Prioritisation and cost

South Wales Police prioritises its activity based on current and future demand. Together, its police and crime plan and the chief constable's delivery plan set out the force's priorities. The strategic assessment provides an evaluation of the risk posed by significant areas of crime, disorder and emerging problems that may affect the force area in the short to medium term; it focuses on high-risk areas, including protecting vulnerable people and serious organised crime.

To gain a better understanding of the public's expectations, the force engages with its communities in several ways, through local forums, meetings and surveys. In order to keep this understanding current and to help inform its future plans, the force conducts its meetings with communities and surveys of local residents on a rolling basis, using its perception surveys, where neighbourhood PCSOs carry out doorstep surveys in their local neighbourhoods to help understand local concerns and public perceptions of local policing. The force control room carries out threat and risk of harm assessments of incidents as they are reported. From these assessments, the force prioritises its response to each incident, according to the level of threat and risk of harm to the victim.

The force has good processes in place to tackle incidents and provide an agile response with its available resources. Through its demand and resource modelling, it understands what cutting or investing resources would mean for the level of service it can provide in each of its policing areas or departments, and it has recently revised its incident response policy to provide an additional tier of response to five levels of response, as previously described in this report. In recognition of the need to adapt its priorities to meet the changing needs of its communities, and as evidence its processes to identify areas that require investment, the force plans to spend £6.4m over three years to protect vulnerable people. This investment will be used to fund initiatives covering the tackling of domestic abuse and child sexual exploitation, management of violent and sex offenders, and protecting vulnerable adults. The force is also investing in relation to internet-enabled crime, and plans to spend £1m over three years in order to address such criminal activity. The force recognises that by investing in technology to boost its own capability, it can make savings through greater efficiency. One example of the force's investment in technology leading to savings is through its force fleet strategy; the force has introduced a black box system to monitor the use of its vehicles, recording the number of miles per gallon and speeds at which each vehicle is driven. Drivers who are identified as driving excessively for speed and distance may be spoken to and advised. This has resulted in a reduction of one million miles each year and, as a consequence, savings of fuel and cost. Through FIRMS, the force can also identify where resourcing falls below the anticipated demand levels, allowing the force to review its daily resource deployment. This is managed by a centrally-based resource management unit, enabling the force control room to move resources across the force to meet changes in demand on a daily basis, where necessary.

A good example of the force prioritising and varying its level of service to meet changes in demand is during its support of policing the European Champions League Final in Cardiff in June 2017. The force worked closely with the Football Association of Wales, the Welsh Government and Cardiff Council as well as with other police forces and agencies on a scale of multi-agency working well beyond the level it had worked previously, in terms of the size and complexity of the operation which involved numerous agencies from across the United Kingdom and Europe.

This operation involved significant investment of resources over a prolonged period of time which the force learned to manage whilst continuing to deliver its force priorities.

Investment

The force has clear processes and governance in place to track and review the values from its investments. The force has carried out a post-implementation review on every change project. The delivered outcomes, benefits or otherwise, are tracked and mapped against expectations, together with reasons and any unintended consequences. The force's investment plan supports the priorities set out in its policing plan; the force has prioritised investment in areas such as tackling hidden crime, investing in technology and developing its workforce. The force continues to work with external organisations to improve its technology through its Programme Fusion opportunities. In collaboration with Gwent Police, Programme Fusion aims to improve the integration of data between back-office systems, command and control, intelligence systems and mobile data. Investment in Programme Fusion projects includes providing body-worn video cameras and mobile capability to all of the frontline officers. This enables instantaneous data-recording, access to intelligence and police systems, statement-taking and crime-reporting, all of which have increased the force's efficiency by enabling officers to spend more time on patrol and less in the police station. The force has also invested in improvements to the patrol software application, with significant upgrading to the electronic pocket notebook and improved stop and search data quality. The force is at the forefront of developing and using automatic facial recognition. Recently at the European Champions League Finals in June 2017, it became the first force in England and Wales to use this technology successfully to identify and arrest an offender.

How well does the force work with others?

HMICFRS inspected how well South 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

The force is good at working collaboratively with external organisations and has some good joint-working arrangements to ensure that demand is managed efficiently across agencies. It collaborates extensively with Gwent Police in areas such as finance management, human resources and IT systems (FIRMS), legal services, the scientific investigation unit, and, under Programme Fusion, providing mobile

capability to the frontline officers of both forces. With Gwent and Dyfed-Powys police forces, South Wales Police shares a joint firearms unit, collaborative procurement arrangements, Southern Wales Regional Organised Crime Unit (TARIAN) and the Wales Extremism and Counter Terrorism Unit. The force's new public service centre has been designed as a tri-service centre for the fire and rescue service and the ambulance service. The ambulance service periodically has a desk in the control centre, as well as medically trained staff to triage calls made to the force that have medical implications, thereby ensuring the most effective response. The force has joint fleet maintenance arrangements in place with Bridgend County Borough Council. The force has strong arrangements in place with partners through the multi-agency safeguarding hubs (MASHs)⁷ in place in Cwm Taf and Cardiff; Vale and Bridgend MASH are in development and discussions are ongoing with Neath Port Talbot and Swansea.

The force is committed to the principles of joint working with other public sector organisations as part of the Well-being of Future Generations Act (Wales) 2015;⁸ this is demonstrated through the chairing of the Cwm Taf public service board by the force's chief constable, and its membership of the other five public service boards in the force area. This is where resource reductions for service providers are discussed and members of the public service boards agree measures to address shortfalls and maintain their services to the public. The force is a key member of the six public service boards and has been integral to the needs assessments that have been undertaken by all public service boards.

The benefits of joint working

The force could do more to articulate the benefits it gets from its collaborative work. The force has identified that it spent £88.91m on collaborative working in 2016/17, and that the cost benefit of the arrangement to the force for the same time period was £38.86m, however, it is unclear whether the force's collaborative activity is regularly tracked and whether other benefits or consequences of collaboration are recorded and considered. Programme Fusion enables the force's officers spend more time out of the police station, which gives them more opportunities to interact with the public, but the force could do more to establish how many additional visible

⁷ A multi-agency safeguarding hub (MASH) brings together, into a single location, the main safeguarding agencies to identify better risks to children (and in some areas, vulnerable adults), and improve decision-making, interventions, and outcomes. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

⁸ The Well-being of Future Generations (Wales) Act 2015 requires public bodies in Wales to consider the long-term effects of their decisions, to work better with people, communities and each other, and to prevent persistent problems such as poverty, health inequalities and climate change.

hours the programme provides to officers. Shared technology also allows for better accessibility to information. Sharing facilities such as the joint fleet workshop and public service centre reduces the estates needed by all contributors.

The force has extensive collaboration arrangements in place with many fellow agencies, and is able to articulate the cost savings acquired. However, it cannot, on the whole, demonstrate other benefits of collaborative working, or explain why it chooses to work with certain organisations and not others. The force needs to improve its capability to demonstrate the benefits of its collaborative work, in order that it can evaluate how to bring about further improvements and benefits through other opportunities for collaboration.

Leadership driving innovation

South Wales Police is good at seeking out new ideas and opportunities to improve its service. As part of its prioritisation of protecting vulnerable people, the force is working with the police and crime commissioner's team, Public Health Wales, the NSPCC, Barnardo's, and Bridgend County Borough Council to consider vulnerability from the perspective of adverse childhood experiences. It aims to identify opportunities for early action by taking a public health approach to vulnerability and offending behaviour, and viewing them as a result of childhood trauma. Leaders in the force are open to ideas and suggestions from staff and officers and are willing to experiment with new approaches. To support this approach, the force has in place workforce forums to encourage and enable suggestions to be made.

Summary of findings



South Wales Police makes good use of its resources. The force has a good understanding of the operational skills of its officers and staff, including the skills that will be needed in the future, and it is developing a better understanding of non-operational skills. However, it has limited understanding of its leadership skills, although it is now taking some steps to improve this. The force bases its priorities on its understanding of the current and future demand for its services, local priorities and national requirements. On a day-to-day basis, it can identify and be flexible with its resources, where resourcing falls below the anticipated demand levels. Its investment focuses on improving technology, enhancing its capability and the priorities set out in its policing plan. In relation to its joint-working, it is committed to collaborating with organisations, such as other police forces, local authorities, health, social services, the ambulance service, fire and rescue services, Welsh Government, Public Health Wales and voluntary sector organisations. It has working arrangements in place to ensure that demand is managed efficiently across

agencies. The force could do more, however, to monitor the benefits of collaboration initiatives, although it can demonstrate cost savings as a result of collaboration. The force is proactive in seeking out new opportunities for service improvement, and its leaders demonstrate a willingness to experiment with new approaches.

Areas for improvement

- The force should put in place better processes and governance to understand and realise the benefits of collaborative work, and how they affect the force's ability to meet current and likely future demand efficiently.
- The force should conduct a leadership skills audit 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 South 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

South Wales Police is good at predicting future demand for its services. The force has used a bottom-up approach to determine its priorities contained within the chief constable's delivery plan. This was achieved by taking information from senior leaders, feedback from staff, the strategic assessment, HMICFRS inspections, internal audit reports, legislation, public engagement and local authority single integrated plans. Using this information, together with demand modelling, the force has been able to evaluate and risk-assess the parameters of its future demand and is working with other police forces in Wales and partner organisations, including social services, to improve understanding of demand in areas such as that created when children go missing. The force is working with those partners to inform future placements of looked-after children, to improve safeguarding and also to reduce the level of demand created by reducing the number of occasions they go missing.

South Wales Police is good at predicting likely future demand, it uses the MoRiLE⁹ method to identify strategic priorities and to inform its understanding of future demand, including any gaps in its capability. The force is also working with numerous organisations including, Public Health Wales, Barnardo's, NSPCC, Bridgend County Borough Council and the Welsh Government to research incidents of vulnerability dealt with by the force and to introduce ACE (adverse childhood experience). The force is also considering how it can better identify future demand through the development and introduction of a predictive policing software package. The software uses information from force systems, including the force intelligence

⁹ 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, highlighting where the force does not currently have the capacity or capability to tackle them effectively.

system, to identify potential future offending in specific locations or by individuals who are likely to commit offences. It can then direct its patrol services to help prevent such crimes taking place.

Future considerations

South Wales Police has a good understanding of what the public wants, and how that is changing, and uses that understanding to inform its view of the future. The force has a consultation and engagement programme that seeks the views of victims of crime, members of its communities and young people within those communities. Across the force a COMPASS perception survey is used to explore issues that have an impact on public perception, and on feelings of safety and to help the force to update continually its understanding of how crime is perceived and how local communities would like to access the force's services. Information from these surveys feeds the development of the force's service provision, to ensure it continues to meet the force's vision of listening and responding to its communities' needs. The force has numerous platforms through which it seeks feedback from the public as well as the COMPASS survey programme, including a number of ways in which it seeks feedback from communities regarding local policing and levels of satisfaction and confidence in policing. These include, Sensor studies, Operation Perception and PACT meetings; all of which were used to bring about change to the force's patrol strategies. From seeking out the views of the public in this way, the force implemented the change to meet the public's expectation of improved visibility and accessibility, particularly for those communities who are least likely to report crimes to the police, to increase their trust and confidence to report crime in the future.

The force's plans seek to make the most of the opportunities, and respond to the risks, presented by changes in technology. An example of this is the growth in the threat of cyber-related crime. The force has a clear understanding of what technology can offer both to police forces and criminals, and how that is changing. To maintain the effectiveness of its systems, the force conducts IT health checks and also has regular independent checks of its systems. The force also looks for opportunities to build in more efficient systems and security and safeguards to any new developments or refurbishment of its estate by building in safeguards to counter cyber type threats. The force is working with external organisations on projects to improve its use of technology in line with the force's vision to address the growing threats from cyber-related crime. The force has recently introduced new technology, including the use of facial recognition technology, the introduction of body-worn video cameras, and developments on hand-held devices, including improvements to its stop and search capability. The force also has live-time intelligence linked to its digital mapping that provides officers with intelligence as they approach an area, and it is also well-advanced with its predictive policing application and is working with a few private companies to develop this further.

South Wales Police works well with others to manage demand collectively, and plans to increase its collaborative efforts in the future. The force has shared services in IT, crime, custody and intelligence with Gwent Police and Dyfed Powys Police. The force also has plans in place with other agencies to be more efficient in the way in which they deal collectively with local demand; it plans to transform its public service centre into a tri-service centre collaborative control room with the Mid and West Wales Fire and Rescue Service, the South Wales Fire and Rescue Service and to incorporate a clinical desk for the Welsh Ambulance Service Trust (WAST). It also has the potential and capacity to accommodate the WAST 111 non-emergency service calls for out of hours GP service and NHS Direct. The combination of these developments helps to deliver the police and crime plan priorities to reduce and prevent crime and keep the people of South Wales safe and to work to protect the most vulnerable and to spend money wisely to protect policing.

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

HMICFRS inspected how well South 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

South Wales Police has well-established paths of promotion and talent management schemes, as well as some methods for talent identification. In HMICFRS' 2016 leadership inspection of the force, we found that the chief constable's leadership charter clearly set out his expectations for effective leaders and this was understood by all staff and officers we spoke to during that inspection. The force has structured development of its leaders from a range of development programmes, through to a masterclass programme and high potential programmes. In its evidence-based talent management programme, Policing Futures, 25 officers and staff have attended a series of linked, project-based masterclasses, resulting in research and recommendations, which feed back into the force and influence the way it performs in terms of policing and leadership. This is linked to the force's projection of leaders who are due to leave the force in the next three years and the gaps they will leave, in terms of their skills and changes in policing demand to identify the skills and capabilities required from its future leaders. The development pathways under the force's talent management of its workforce also include events, training on specific themes and project opportunities linked to the Universities' Police Science Institute (UPSI). The force retains its dedicated leadership development capability in-house and also works externally with higher education providers and the College of Policing to ensure that its programmes remain at the front of current learning. However, while there are 12 different programmes supporting development in the force, some staff and officers we spoke with were unaware of these opportunities.

The force is aware when staff senior in service are going to retire and is able to identify the operational skills that will be lost. This enables the force to succession plan and to use the information to determine which skills to seek out and which promotion processes to run. The force has introduced a predictive modelling meeting that looks three years in advance to identify and predict trends in policing, and the skills the force will require in its leaders to meet those trends. As part of its people strategy, the force also has a talent management model to enable the development and retention of talent and a tailored approach to learning, ensuring that the individual, team and organisational needs of the force are met. The implementation of FIRMS, which includes the integrated GRS, has enabled the force to develop and improve its rostering and planning capability.

Recruitment

South Wales Police is clearly able to demonstrate that it is open to external recruiting and benchmarking the skills and capabilities required by some posts with those of external candidates. However, this is not the case at every rank and grade. Internal recruitment is done through its force resource management board, in which both the requirements of the individual as well as the force are taken into consideration when making posting decisions. The force recognises the value of developing new leadership and advancing it early. It has a long track record of regularly producing candidates for the police high potential development scheme (HPDS).¹⁰ It has participated in the Fast Track¹¹ programmes, and is working with the College of Policing to develop a pathway into these new schemes to improve the success rates of its future candidates. The force has made a conscious decision not to use the Direct Entry scheme based on its view that there is sufficient potential and talent within its own sizeable workforce to identify and develop staff and officers with the skills and capabilities it requires to form a diverse workforce that meets its current and future needs. While to a large extent this may be true, the force could enhance its leadership capabilities further through more consistent external recruitment and the use of Direct Entry officers. The force also uses development positions to improve the skills and capabilities of individuals of officers and staff, who have been unsuccessful in promotion processes, to address any areas that were identified as in need of development.

¹⁰ For more information about this College of Policing development programme, see: www.college.police.uk/What-we-do/Development/Specialist-roles/High-potential/Pages/HPDS-Programme-Details.aspx

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

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative South 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

South Wales Police's projected finances are realistic in the context of its plans, including contingencies to address any potential shortfalls in expected precept settlements, and its plans are adaptable should they fail to achieve the projected savings. The force's plans have been subject to informed challenge and independent scrutiny by the Joint Audit Committee and Wales Audit Office, which indicates that the plans are adequate and sufficiently robust. They match the force's understanding of current and future demand for its services and match the level and cost of resources required to meet the projected changes. The force's plans set out the revenue and capital requirements and take account of planned efficiency gains and income, along with a forecast of both projected gaps and surpluses from 2017 to 2021. The force is able to demonstrate that its provision of required services can be achieved through efficiency savings, without any further need to invest to save. However, should it need to raise additional funds, it has the option of a one percent increase in the council tax precept, which equates to an extra £3m. Based on an inflation rate of two percent, the force is confident that it will meet its savings requirements without this increase in precept.

The force's financial plans are built on sound planning assumptions. Since 2010, the force has made total savings of £44.8m. The force's medium-term financial strategy (MTFS) shows a potential funding gap of £7m by 2020/2021; this is based on the assumptions of a potential £10m cut to force funding over the same period. The reduction in the government's allocation of funds to the force has not been as severe as predicted or planned for, but the MTFS has not yet been amended to reflect the revised and improved financial position of the force. Within the MTFS is a business case for budgeting for an additional 147 officer posts within the protecting vulnerable people team, to be recruited before the end of the 2017/18 financial year. The force has filled 92 FTE (full-time equivalent) of these posts internally, so it has the option to recruit only for an additional 55 posts, rather than the total 147; to do so would significantly reduce its funding gap.

Moreover, the force has access to additional revenue, if needed to ensure a balanced budget, as it has the capacity to make further savings from collaboration, estates and technology, if required. Its approach to flexible and agile working has enabled its workforce to work from home or other locations; where one desk was required for each person, the force now requires only seven desks for every ten people, and this will soon reduce to five desks for every ten people. This has enabled a reduction in the force's estate of 30 percent. The new energy efficient

fixtures have not yet been included in the force's savings figures, except in the region of 30 percent on its previous spend on energy costs. The force is confident that it has the experience and track record to ensure that by the end of the financial year for 2020/21, there will be no funding gap.

South Wales Police is good at exploring new ways of working to improve the provision of its service. Its plans are innovative and make good use of emerging technology and collaborative working to improve its service and achieve savings across a wide range of areas. In 2016/17, the force introduced its 16 change workstreams, in order to meet its financial objectives, and the chief officers' target to maintain the force's police officer strength at around 2,900 officers along with 400 PCSOs. These workstreams cover areas such as human resources, vulnerability, professional standards, corporate communications and an all-Wales schools programme.

Their implementation has succeeded in bringing about changes that have achieved savings and improved service to the public, thereby increasing the force's efficiency and effectiveness. The financial and process efficiencies achieved through the force's change programme are outlined in its medium-term financial strategy; in summary, more efficient ways of working have been developed through the force optimising its use of technology, working in collaboration with other organisations to benefit from the economies of scale, and making more efficient and effective use of its workforce. While some functions have seen an increase in the numbers of officers and staff to meet increasing demand, the net effect has been an increase in the force's efficiency, thereby enabling it to save money and simultaneously improve its level of service. The force has realised some of its predicted savings earlier than initially planned and, as a consequence, is in a strong position in relation to its financial plans.

Savings

The force saved £39.4m over the period 2010/11 to 2015/16, which equates to 14.1 percent of its gross revenue expenditure. The majority of these savings, 77 percent, were made from pay. For the financial year 2017/18, the force intends to save 74 percent of the £5.4m target from pay. However, for each year over the period 2018/19 to 2020/21, the force has projected savings ranging between £3.1m and £4.4m, with between 23 and 32 percent of this coming from pay. The force's savings plan needs to be developed further to meet the identified shortfalls.

Summary of findings



Good

South Wales Police's understanding of future demand for its services is good. The force is able to evaluate fully what its future demand is likely to be and it has advanced plans to meet that demand. The force has processes in place to maintain a continuing and up-to-date understanding of the public's changing expectations. The force has a good understanding of succession planning, but has less understanding of the softer skills held by its individual officers and staff. The force has introduced a talent management scheme and career pathways, however, these need to be more clearly communicated to the workforce. The force is open to recruiting and benchmarking externally the skills and capabilities required by some posts with those of external candidates but does not currently see any need to consider direct entry appointments for appointments to be made at the rank of inspector. The force understands the opportunities that emerging technology can offer, both to policing and criminal behaviour, and how this is changing. It has embraced technology as a tool to shape its vision for the future, and is working to extend its use of technology to bring about further efficiencies and improvements to its service provision. The force understands the importance of collaborative working, both with other police forces and local authority agencies; it has achieved considerable savings through its collaborative approach.

The force has a full medium-term financial plan setting out its revenue and capital requirements, together with planned savings for 2017/18 to 2020/21. The force has made good progress in developing and implementing the change programme necessary to make its required savings, and independent scrutiny indicates that the force's plans are good.

Next steps

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

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

Annex A – About the data

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

Methodology

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

Comparisons with England and Wales average figures

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

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

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

Statistical significance

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

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

Population

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

Force in numbers

Forecast change in gross revenue expenditure

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

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

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from www.gov.uk/government/collections/police-workforce-england-and-wales), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.¹² The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

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

Calls for assistance

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

Recorded crime

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

¹² See sections 38 and 39 of the Police Reform Act 2002. Available at: www.legislation.gov.uk/ukpga/2002/30/section/38

Figures throughout the report

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

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

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

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from www.gov.uk/government/statistics/police-recorded-crime-open-data-tables). Total police-recorded crime includes all crime (excluding fraud offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

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

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

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

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

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

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

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

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

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