Policing in austerity: Rising to the challenge

Compendium

Practical examples from the 2013 valuing the police inspections

Contents

1. Introduction

Since 2010, Her Majesty's Inspectorate of Constabulary (HMIC) has inspected forces' responses to reductions in police grants as part of its remit to report on the efficiency and effectiveness of policing in England and Wales. In spring 2013, HMIC carried out full inspections of all 43 forces. The findings were summarised in the thematic report *Policing in Austerity: Rising to the Challenge* and 43 accompanying individual force reports, which are available on the HMIC website[1].

Policing in Austerity: Rising to the Challenge provided a comprehensive analysis of forces' approaches to the financial challenge, the impact on service delivery, and the risks, challenges and opportunities that they face. However, a significant amount of useful practical examples, collected at the time of the inspections, could not be included due to restrictions on the length of the document and the time available to produce it.

The post-election announcement of an in-year reduction to public funding and the further reductions set out in the 2010 Spending Review meant that although some forces had been making efficiency savings for many years, savings now needed to be cashable; to contribute to a real monetary reduction in forces' budgets. In response to this, most forces put in place a number of short term savings measures focused on reducing workforce numbers.

While these largely reactive initiatives were understandable, and gave forces valuable planning time, they were short term solutions. Many forces' basic structures and operating models were not designed to function effectively when under resourced. To deliver policing in the same way with fewer people, would have put the remaining workforce under unsustainable pressure and ultimately put public service delivery at risk. Most forces, therefore, used this period to make firmer plans for the medium to long term.

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[1] *Policing in Austerity: Rising to the Challenge*, HMIC, 2013. Available from:
http://www.hmic.gov.uk/publication/policing-in-austerity-rising-to-the-challenge/

This compendium, *Practical examples from the 2013 Valuing the Police inspections*, has been produced following a full review of inspection findings and brings together a collection of examples showing how forces are meeting the financial challenge with medium to long term solutions. Its purpose is to bring to life the themes and findings of the thematic report and provide some practical examples of how forces are approaching the budget reductions with innovative practice. Examples range from predictive policing in Greater Manchester Police and collaboration on serious crime between Kent Police and Essex Police, to use of mobile devices in Hampshire Constabulary.

Limitations of examples

Some examples are linked to existing evidence supporting what is effective in implementing change and delivering policing. However, the evidence base is not exhaustive, so it has not been possible to support all of the examples in this way. The examples have not been evaluated; they are practical examples of interesting work that HMIC found during its fieldwork, not necessarily evidence based good practice. Forces should bear this in mind when reading the report. They should use it as a way of generating ideas and peer to peer conversations through the contact email addresses provided, rather than as a set of ideas that can be used to implement a universal solution. Care should also be taken to make sure that the principal focus remains on quality of outcomes when implementing change. When looking at options for driving efficiencies, forces should always take a rounded view of the impact on service delivery and make decisions based on a full understanding of the consequences, which will vary from force to force.

There were often multiple examples of forces implementing similar ideas, so a description of a force's initiative is illustrative of what, in some cases, many forces are doing. It does not mean the activity is either unique to that force or more successful than similar activities in other forces.

2.   Summary

The police service's journey to deliver greater efficiencies and make financial savings has broadly followed three phases, which are set out in Figure 1. 'Short term cost reductions' are described below, but due to their temporary nature, are not covered in more detail throughout the document. Examples of 'redesigning the force' form the basis of the document, as this is the phase most forces were going through at the time of the inspections. There was very little evidence of the final phase 'sustainable cost reduction' at the time of the inspection. These examples are more likely to be seen as forces enter the final year of the Spending Review. HMIC also observed a number of supporting factors in forces with successful change programmes, which are shown in Figure 1 as 'supporting change'. Examples of these supporting factors are included in this document.

Figure 1 – delivering cost reductions in the police service

Short- to medium-term solutions	Longer-term solutions	
Short-term cost reductions	**Redesigning the force**	**Sustainable cost reduction**
Recruitment freeze Redundancy Use of reserves Budget top slicing	Maximising workforce resources Managing and reducing demand Maximising non-workforce resources Maximising process efficiency Improving technology Collaboration	Transformational change Continuous improvement through evaluation and heightened ambition

Supporting change

Service delivery, performance and outcomes

Benchmarking, cost comparison and demand analysis

Business improvement methodologies, governance and resources

Leadership, culture, engagement and communication

Workforce development, health and welfare

Short-term cost reductions

In response to the post-election announcement of an in-year reduction to public funding and the further reductions announced in the 2010 Spending Review, most forces put in place a number of short term savings measures. These short-term cost reductions primarily focused on reducing workforce numbers, starting with an immediate freeze on recruitment. This reduced the workforce and led to cashable savings from the resulting vacancies. Forces implemented voluntary and compulsory redundancy schemes when specific challenges meant the normal rate of workforce reduction would not meet the required savings. Some forces also top sliced departmental budgets, for example, by taking away a percentage of all budgets across the force. These approaches meant forces could save centrally on vacancies carried locally, and encouraged departments to limit their spending on non pay. Some forces also used reserves for a short period to give them time to plan for the future.

Redesigning the force

Maximising workforce resources

Forces have taken different approaches to implementing change and delivering savings. With budgets shrinking and workforce numbers falling, operating in the same way with fewer people is simply not an option. Doing so would put the remaining workforce under unsustainable pressure and ultimately threaten public service delivery. In order to continue to deliver a good service to the public with fewer resources, many forces have redesigned their operating models to be more efficient, eliminate waste, and in an effort to align human resources more effectively to demand.

Managing and reducing demand

Forces with the most comprehensive approaches to restructuring their organisations underpinned the changes with attempts to understand and manage demand more effectively. These forces sought to tackle preventable demand at its source, or to redirect demand to the most appropriate place in a more efficient way. Examples of managing demand included targeted reduction of services, for example, avoiding unnecessary deployment by resolving some calls at the first point of contact,

preventative work with partners, and more efficient alternative channels for public engagement, such as better online services.

Maximising non-workforce resources

Forces have complemented changes to workforce structure by making the best use of capital resources, such as buildings and estates, to make the working environment more efficient. Forces have shared offices with other agencies to save on overheads, moved to or built new and more efficient buildings, implemented schemes such as greater home and flexible working, and put in place innovative new ways of providing public access, such as mobile police stations.

Maximising process efficiency

Forces have built on their new and more effective structures by designing more efficient day to day processes to ensure time is not wasted carrying out unnecessary tasks. This often involves streamlining high volume tasks and making routine processes more efficient. This has ranged from changing internal force management responsibilities such as streamlining the Performance and Development (PDR) process to participating in national initiatives to improve interactions with external agencies such as the Crown Prosecution Service (CPS).

Improving technology

Policing in Austerity: Rising to the Challenge described police IT as poor, fragmented and as a missed opportunity to improve services. Lack of effective and joined up IT is a barrier to communication, collaboration and improving efficiency. It also gives a potential opportunity to enhance some of the changes that have been implemented, especially using mobile technology to increase visibility, and improvements in software to support streamlining processes.

Collaboration

Collaboration is an effective way of maximising workforce, capital, and technological efficiency with one initiative; there are many potential benefits. In the past collaboration has been used by forces to provide additional resilience and capability in specialist areas but increasingly forces are now using it to deliver financial savings. Economies of scale and the sharing of human and capital resources can

deliver significant efficiencies for forces whilst also providing the benefits of increased resilience and better joint working.

Sustainable cost reduction

The inspections were carried out at the midpoint of the Spending Review, when most forces had moved from the initial phase of reactive cost reduction and were a year or more into implementing organisational restructure. Most of the examples observed by HMIC related to organisational restructure and few had moved to the final stage of keeping costs down in the longer term. In June 2013, the Government announced details of further reductions in the spending round for 2015/16, and gave a clear signal that the challenge does not end in March 2015. In light of this, the police service needs to be prepared to meet that challenge by moving to long term sustainable cost reduction.

Supporting change

- HMIC observed a number of characteristics present in forces with more successful force change programmes:

- A focus on service delivery, performance and outcomes;

- A good understanding of the challenges and opportunities facing the force through benchmarking, cost comparison and demand analysis;

- A strong governance structure supporting the delivery of change and adequate resources for the change programme;

- Strong leadership, engagement and communication with the workforce and a commitment to overcome any cultural barriers to change; and

- A commitment to the health, welfare and development of the workforce.

Summary of force examples

Maximising workforce resources	
Organisational restructure	Gloucestershire Constabulary Merseyside Police Northumbria Police Surrey Police
Employment contracts and shift patterns	Gwent Police Staffordshire Police
Deployment	Cheshire Constabulary Cumbria Constabulary Northumbria Police
Managing and reducing demand	
Call management	Avon and Somerset Constabulary Cambridgeshire Constabulary Cheshire Constabulary Dyfed Powys Police Gwent Police North Yorkshire Police Staffordshire Police Sussex Police
Scheduled appointments	Durham Constabulary
Online services	Avon and Somerset Constabulary Suffolk Constabulary
Targeted preventative activity	Cambridgeshire Constabulary Greater Manchester Police Kent Police Metropolitan Police Service Northamptonshire Police South Yorkshire Police West Midlands Police West Yorkshire Police
Working in partnership	Leicestershire Constabulary
Maximising non-workforce resources	
Rationalising estates	Durham Constabulary
Changes to front offices and police stations	Avon and Somerset Constabulary Essex Police Kent Police Lancashire Constabulary
Income generation	City of London Police Hertfordshire Constabulary
Maximising process efficiency	
Reducing bureaucracy	Thames Valley Police
Performance and development reviews	Lancashire Constabulary Merseyside Police

	Northumbria Police
Self service systems	Cheshire Constabulary Metropolitan Police Service Northamptonshire Police
Streamlining custody processes	Norfolk Constabulary Suffolk Constabulary
CJS digitisation	Greater Manchester Police
Electronic witness statements	Avon and Somerset Constabulary Hampshire Constabulary Surrey Police
Streamlining processes and the digital file	Cambridgeshire Constabulary Essex Police Greater Manchester Police Merseyside Police Norfolk Constabulary Nottinghamshire Police South Wales Police Suffolk Constabulary
Attendance at court	Surrey Police
Virtual Courts	Cheshire Constabulary Devon and Cornwall Police Hertfordshire Police Kent Police Metropolitan Police Service
Police led prosecutions	Essex Police Hampshire Constabulary Kent Police Lincolnshire Police Metropolitan Police Service Norfolk Constabulary Nottinghamshire Police Suffolk Constabulary West Yorkshire Police
Restorative justice	Norfolk Constabulary Suffolk Constabulary
Improving technology	
Updating and collaborating on IT products	Athena Bedfordshire Police Cambridgeshire Constabulary Essex Police Hertfordshire Constabulary Kent Police Norfolk Constabulary Suffolk Constabulary Niche Cheshire Constabulary Cleveland Police Dorset Police

	Gwent Police Hampshire Constabulary Leicestershire Police Lincolnshire Constabulary Merseyside Police North Wales Police North Yorkshire Police South Wales Police Surrey Police Sussex Police Thames Valley Police West Yorkshire Police Wiltshire Police
Handheld and vehicle based mobile devices	Cleveland Police Hampshire Constabulary South Wales Police Surrey Police Thames Valley Police
Body worn cameras	Essex Police (College of Policing Evaluation) Hampshire Constabulary Hertfordshire Constabulary Metropolitan Police (College of Police Evaluation)
Collaboration	
Collaboration within the police service	Bedfordshire Police, Hertfordshire Constabulary and Cambridgeshire Constabulary Derbyshire Constabulary, Leicestershire Constabulary, Lincolnshire Police, Northamptonshire Police and Nottinghamshire Police Essex Police and Kent Police Norfolk and Suffolk Constabularies Warwickshire Police and West Mercia Police
Joint procurement	Derbyshire Constabulary, Northamptonshire Police and Nottinghamshire Police Devon and Cornwall Police, Dorset Police, Gloucestershire Constabulary and Wiltshire Police
Collaborating with public sector partners	Hampshire Constabulary Wiltshire Police

Collaborating with the private sector	Avon and Somerset Constabulary Cleveland Police Lincolnshire Police
Service delivery, performance and outcomes	
Service delivery	Staffordshire Police
Benchmarking, cost comparison and demand analysis	
Demand analysis	Devon and Cornwall Police
Business improvement methodologies, governance and resources	
Governance	Thames Valley Police
Business improvement methodologies	Cheshire Constabulary Kent Police Lancashire Constabulary Norfolk and Suffolk Constabularies
Priority based budgeting	Greater Manchester Police West Midlands Police
Leadership, culture, engagement and communication	
Cultural change	Durham Constabulary Gloucestershire Constabulary
Engaging and communicating	Durham Constabulary Lancashire Constabulary Leicestershire Constabulary
Workforce development, health and welfare	
Health and welfare	Greater Manchester Police
Special constables and volunteers	Bedfordshire Police Gwent Police Humberside Police
Degrees in policing	Cheshire Constabulary
Apprenticeships with the police	Greater Manchester Police
Police cadets	Metropolitan Police Service Lancashire Constabulary

3.   Maximising workforce resources

Forces have taken different approaches to implementing change and delivering savings. With budgets shrinking and workforce numbers falling, operating in the same way with fewer people is simply not an option. Doing so would put the remaining workforce under unsustainable pressure and ultimately threaten public service delivery. In order to continue to deliver a good service to the public with fewer resources, many forces have redesigned their operating models to be more efficient, eliminate waste, and in an effort to align human resources more effectively to demand.

Organisational restructure

The approaches taken by some of the forces that have developed a stronger response, involved analysing and attempting to better understand demand and available resources before restructuring the organisation to attempt to align resources to need. This sort of change has taken place across the service, including redesigning the way response, neighbourhood policing, and local investigation is carried out, and centralising operational and business support functions.

Policing in Austerity: Rising to the Challenge mentioned forces like Surrey Police and Gloucestershire Constabulary as some of the most ambitious and transformational forces in their approaches to making savings. Surrey Police was one of a small number of forces that planned to increase the number of people on the frontline, undertaking to place an additional 200 officers in frontline roles. In Gloucestershire, the force used a risk based approach to review its operating structure and implemented organisational change early, giving the force time to allow the changes to embed whilst planning ahead for future years.

The approaches taken by these forces involved analysing and understanding demand and available resources before restructuring the organisation to better align resources to need. This sort of change has taken place across the service, including redesigning the way response, neighbourhood policing and local investigation is carried out, and centralising operational and business support functions. Merseyside Police, for example, reviewed the way it delivers neighbourhood policing and

realigned resources according to an assessment of threat, risk and demand for each neighbourhood. The review has allowed the force to release a number of officers to a flexible resource dedicated to supporting neighbourhood teams to address issues of local concern.

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Northumbria Police centralised crime investigation so that most of the force's investigative resources are now centrally managed and deployed, with a small number of detectives located in neighbourhood policing teams. Although HMIC has not independently evaluated the benefits, the force reports that this has led to better matching of resources to demand, better coverage over a 24 hour period, and a wider range of skills during peak times.

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Most forces have also centralised their business support functions. For example, some forces that had individual finance and HR resources based on the structure of local divisions have reduced and centralised these posts using streamlined processes and more joined up ways of working to achieve the same results with fewer people.

Employment contracts and shift patterns

After examining demand and attempting to better align human resources, almost all forces have altered shift patterns to ensure the number of people on duty meets demand. The College of Policing has made some findings from an American study available on the College of Policing online practitioner network, POLKA (Police OnLine Knowledge Area), which suggests implementing compressed working using 10 hour shifts may be an alternative to eight hour shifts.[2] The College of Policing has

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[2] Research Summary: An experimental study of compressed work schedules in policing: advantages and disadvantages of various shift lengths, Amendola et al, Journal of Experimental Criminology 2011 Volume 7 Number 4: 407-442. Available at
https://polka.pnn.police.uk/GPDocuments/38/Research/Academic%20Research/An%20experimental%20study%20of%20compressed%20work%20schedules%20in%20policing.doc

also worked directly with forces, to assist them to understand demand and design shift patterns that best meet demand while maintaining work life balance.

Staffordshire Police analysed demand using IT software, and realigned shift patterns in the control room. Before the changes there were 196 shift patterns, there are now only two core shift patterns, which are designed to resource periods of demand. Annual analysis of demand is carried out and any necessary changes are made to the shift patterns.

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Some forces have used employment contracts to align staff working patterns to demand. Gwent Police has recently employed additional Community Support Officers (CSOs), using specific funding from the Welsh Assembly Government. Just over 40 percent were employed on part time and dedicated hours contracts to target peak periods of anti social behaviour.

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Deployment

Some forces identified that geographic boundaries can sometimes negatively affect deployment by encouraging allocation of resources according to association with a particular area, rather than current location and suitability for the task. Although most forces now have a policy of sending the closest unit, some forces have actively moved to systems of 'hubs' or policing that is not confined to force borders, to be more effective when deploying officers and staff.

Cumbria Constabulary implemented a new policing model in spring 2013, which moved the force from three BCUs to three policing areas, under one chief superintendent. The move has already started to break down some geographic barriers. Ultimately the force is aiming to move away from geographic policing to a borderless response. To support this, the force will be reducing its communications

centres from two to one in 2014, which will enable it to control all resources from one place.

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Northumbria Police implemented its command and control system, Task Not Ask, to support deployment of the most appropriate type of resource. Resource controllers direct deployable resources, challenge self deployment and request updates from officers. Their activity is supported by the use of GPS[3] data, linked to a GIS[4] mapping system. The force has 'key time workers' who are used at peak demand times; staffing is allocated using a resource management system that matches resource to demand weeks and months in advance. Call routing via telephony and call routing systems is used to reduce costs and maximise use of resources. Although HMIC has not independently evaluated the benefits, the force reports that this has led to an increase of 10 percent in staff available for deployment, a reduction in the number of officers attending the same incident and a 12 percent increase in the number of incidents dealt with by scheduled appointment.

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Cheshire Constabulary is developing the use of 'geo-fencing': a virtual perimeter on a computer system, which represents a real geographic area. It can either be a radius around a given point or a set of drawn boundaries. The computer system can identify when a user, who is fitted with a form of tracking, enters or exits the area and this can trigger an alert or notification. The force is currently using geo-fencing technology to understand how and where officers and PCSOs are patrolling and plans to develop it so it can be used as a live deployment tool.

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[3] **Global Positioning System** (**GPS**) - a satellite navigation system that provides information on location and time.

[4] G**eographic Information System** (**GIS**) - a system that captures analyses and presents geographical data.

4.   Managing and reducing demand

Forces with the most comprehensive approaches to restructuring their organisations underpinned the changes with attempts to understand and manage demand more effectively. These forces sought to tackle preventable demand at its source, or to redirect demand to the most appropriate place in a more efficient way. Examples of managing demand include reducing unnecessary demand, avoiding unnecessary deployment by resolving some calls at the first point of contact, preventative work with partners, and more efficient alternative channels for public engagement, such as better online facilities.

Call management

The HMIC report, *Policing in Austerity: Rising to the Challenge*, described how Dyfed Powys Police has re-routed 60 percent of incoming calls that were not to report an incident but to speak to an individual or department within the force, releasing call handler time to deal quickly with genuine incidents. The force is also able to switch call handlers between emergency 999 calls and more routine 101 calls in order to manage demand more effectively. Other forces have also used similar initiatives to manage calls to the service.

Avon and Somerset Constabulary listened to and analysed 3,821 of its incoming calls. The force found 15 percent of calls were requests to speak to an officer or department and only 25 percent of calls were sent to the control room for police attendance. When incoming calls were analysed, 24 percent related to service failure, and 16 percent were requests for information. The force is now working to actively reduce demand within these two areas.

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Cheshire Constabulary carried out a similar exercise and also identified that 5 percent of its calls were repeat callers, which it quantified as around 1,500 calls per month. The force has actively worked with these repeat callers to address their individual needs.

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North Yorkshire Police has taken two approaches to transforming call handling by introducing an automated switchboard and reducing its two call handling sites to one. Although HMIC has not independently evaluated the benefits of this, the force reports that the cost of the traditional switchboard was £257,000 per year and the cost of the new automated switchboard is £146,000 over a four year period. Estimated savings over the Spending Review period are £1m. Callers can still be connected to an operator if they have difficulty using the system but on average around half of the 460,000 calls that go through the switchboard per year are now re-routed directly to a person or department within the force. The force reports that a significant benefit associated with the automated switchboard has been the introduction of voicemail and the routing of telephone calls to officers' radios.

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Gwent Police is trialling a system that supports call takers to allocate calls to the best possible place at the first point of contact. This includes giving general advice, directing calls to local authorities where appropriate and passing calls to internal departments within the force. The intended outcome is to reduce the number of calls unnecessarily allocated to officers, giving them more time for proactive patrol, preventative policing and engagement with the public.

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Staffordshire Police uses a decision model known as THRIVE (Threat, Harm, Risk, Investigation, Vulnerable and Engagement), which helps staff to decide how best to resolve a call. The aspiration is to resolve as many calls as is appropriate at the point of contact in order to reduce demand on other areas of business. The force has also moved from monitoring call times to allowing staff more time on the phone to attempt to resolve the incident.

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Cambridgeshire Constabulary introduced an Incident Review Team in October 2012. The team consists of 10 officers, who are passed incidents from the call handling centre and force control room and review them to see if attendance is necessary. The team reviews around 30 percent of all non-emergency incidents and of those

around 6 to 7 percent of incidents are resolved over the phone, which unlocks appointment slots and releases operational officer time. The team also carries out additional research on previous incidents, including background checks on the people involved, incident history, and starts initial enquiries when appropriate. This work may not rule out the need for an officer to attend, but the force reported that it reduces the time at the scene and aids decision-making. Although HMIC has not independently evaluated the benefits, the force estimates that the team saves around 20 to 30 minutes of officer time per incident.

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A number of forces are using officers who are on restricted duties to staff teams that resolve calls on the telephone. North Yorkshire Police has a service desk which deals with calls for service that do not require an immediate or priority response. There are four across the force, which are staffed by permanently restricted duty officers, those on long term recuperative duties and pregnant officers.

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Sussex Police is leading a three force project with Avon and Somerset Constabulary and Kent Police to streamline call management and improve deployment of resources. The project is aiming to develop a new solution to call handling that will provide flexible question sets within the command and control system, 'Storm'. The proposed solution will allow for each force to change question sets to meet demand, demographics and profiles, and enable early call resolution. The system links to resource management and captures live data to allow the effective management and deployment of resource based on vulnerability and risk. The new solution will also connect to historical data and will enable call handlers and officers to view previous calls, create action plans and improve service delivery.

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Scheduled appointments

Almost all forces now use a scheduled appointment system, where callers can be allocated an appointment to either attend police premises or be visited in non-police premises by a member of the force. This allows forces to allocate resource to non

urgent business outside peak times, enabling a better match of resources to demand.

Durham Constabulary, like most other forces has a scheduled appointment system, which includes the use of diary cars to enable officers and PCSOs to attend their appointments. The force has extended this initiative to include the local authority, so the diary system is used by neighbourhood wardens in addition to neighbourhood officers and PCSOs.

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Online services

All forces have websites but the level of service available on them is varied. As part of the VtP3 inspection work, HMIC reviewed forces' websites for breadth of online services. Avon and Somerset Constabulary and Suffolk Constabulary were among the forces with the widest range of online functionality, for example, allowing a member of the public to securely report a crime or make a complaint. Avon and Somerset has also internally developed an online tracking system, called Track My Crime. Victims of crime are given a unique number when they report a crime, which they can use to view the progress of the crime and contact the officer in charge.

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Targeted preventative activity

Policing in Austerity: Rising to the Challenge described how forces are using evidence being developed by the College of Policing about what is effective in policing. At present, evidence shows that crime is concentrated in certain areas and most is associated with a small number of places, victims and offenders. It also suggests that focusing resources on areas with particularly high crime and anti-social behaviour, repeat victims, and prolific or high volume offenders can contribute to crime reduction. Understanding the causes of the problems in these areas, and

implementing preventative solutions, often in partnership, drives down crime[5]. Evidence also suggests that targeted foot patrol has a positive impact on public perceptions of crime, confidence in the police, and feelings of safety, and can lead to actual reductions in crime.[6]

Many forces are aiming to become more targeted about where they focus resource and some are using modern technology to assist them in understanding where the most vulnerable areas are, based on analysis of historic data to develop future predictions. Officers and PCSOs can then be specifically tasked to focus visibility, problem solving and preventative activity in those areas.

Cambridgeshire Constabulary, West Midlands Police and the Metropolitan Police Service (MPS) are working with Cambridge University to research visibility and reducing demand. The project will analyse patrols tasked to crime hotspots and priority neighbourhoods, looking for evidence of where officers are patrolling, the length of time they are there, whether there is any relationship with crimes or incidents and if there is any crime reduction. It will also look at the cost effectiveness of the approach. The Cambridgeshire project began in April 2013 and is due to run for one year.

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The theory of the 'optimal forager' has been developed by University College London and the concept has been used by a small number of forces in the UK as a method

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[5] More information on what works in policing can be found on the HMIC website
http://www.hmic.gov.uk/pcc/what-works-in-policing-to-reduce-crime/

[6] An evaluation of the impact of the National Reassurance Policing Programme, Home Office, Tuffin et al, 2006. Available at
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/115825/hors296.pdf

of targeted policing. The theory[7] is based on repeat victimisation and offenders' behaviour of returning to an area where they have previously been successful. This heightens the risk for the original victim and their neighbours, and then lessens during the following six to eight weeks. The Trafford Division of Greater Manchester Police has been using the theory proactively to deploy police and partner resources into predicted risk areas to prevent and deter future crimes. With their assistance West Yorkshire Police, South Yorkshire Police and Northamptonshire Police have implemented similar methods of prediction and deployment of resources into risk areas.

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Kent Police is using PredPol, a predictive system which uses historic data, combined with algorithms to identify 15 squares (500 x 500ft each) on a division which are most likely to be affected by crime. Officers are given the task of spending 15 minutes of their shift in one of the identified areas, using traditional police skills to prevent or deter crime. The force reports that early evaluation has been promising.

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Working in partnership

The police service is sometimes called upon to deal with cases that could be managed by another agency more effectively. Leicestershire Constabulary was mentioned in *Policing in Austerity: Rising to the Challenge* for its work with the NHS and other partners to ensure the right support is provided to people with mental health problems or learning disabilities. The force has also worked with the NHS to strengthen the working relationship with the ambulance service and ensure the right

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[7] *Offender as Forager? A Direct Test of the Boost Account of Victimization*, Pease et al, 2009.

resource is deployed to incidents involving potential casualties. To support this work, the force and its regional partners have produced a set of protocols and draft service level agreements which clearly define the relationship. The partners have worked to improve communications between the police and ambulance control rooms and ambulance crews are being trained in the National Decision Making Model (NDM). Officers have been given direct access to the ambulance service via the radio communications network, Airwave, or by telephone. A 24/7 clinical assessment team is available to offer advice on whether an ambulance is needed.

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5.   Maximising non-workforce resources

Forces have complemented changes to workforce structure by making the best use of capital resources, such as buildings and estates, to make the working environment more efficient. Forces have shared offices with other agencies to save on overheads, moved to or built new and more efficient buildings, implemented schemes such as greater home and flexible working, and put in place innovative new ways of providing public access, such as mobile police stations.

Rationalising estates

Many forces are using the Spending Review as an opportunity to review whether existing estates arrangements meet their needs and are cost effective. Durham Constabulary for example, is investing in a new headquarters building. The force has actively chosen to reduce the size of the workspace, and as a result, the number of people based there, to reduce overheads. The new building will accommodate 300 fewer people than the current building. The force has offset the reduction in physical space by encouraging more home working, condensed hours, relocation of some staff to other parts of the estate, and by replacing desk top computers with laptops.

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Changes to front offices and police stations

Many forces are choosing to share front desks and public access points with other parts of the public sector. This creates economies of scale, which pushes down estate overheads and can provide a better service for members of the public, who can access a range of services in one place. Essex Police has been collaborating with Essex County Fire and Rescue Service to identify potential for shared sites in some towns and villages where the police station was either not as centrally located as the local fire station, or had some underused space. As a result of this work, the force has moved four of its neighbourhood policing teams into local fire stations, enabling the sale of the old police station, more efficient use of public sector property and closer partnership working between the police and fire services.

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In Avon and Somerset Constabulary, the force and council now run a joint facility from the town hall in North Somerset. Staff are trained in both police and council processes and systems so they can carry out tasks for both agencies. Floorwalkers with tablets manage queues and direct the public. The approach is tiered, so a member of the public can use self service facilities, speak to the enquiry office, or if required, speak with a specialist in police or council business. Although HMIC has not independently evaluated the benefits, the force is positive about the benefits, reporting satisfaction of 89 percent, improved intelligence from the public and savings on estate refurbishment.

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Many forces have chosen to close police stations and front offices to reduce overheads and staffing costs. Some forces have carried out detailed work to ensure that as far as possible they understand the demand for front offices and the impact that closing or reducing opening hours may have. In Lancashire Constabulary, the force conducted a detailed analysis of footfall and other workload at its front offices. A public consultation exercise was undertaken so that final decisions took into account quantifiable demand and the local value placed on access to policing services. Final decisions resulted in some front offices being retained when based solely on demand data, they would otherwise have closed.

Contact: Peter.Lawson@lancashire.pnn.police.uk

Mobile police stations staffed by PCSOs have been introduced in Kent as part of the Police and Crime Commissioner's manifesto pledge. The stations visit all policing divisions in the county every two weeks. The force and PCC also plan to use the mobile stations to provide a visible presence in crime hotspots. The PCC plans to offer their use to other local public sector partners.

Contact: enquiries@kent.pnn.police.uk

Income generation

Some forces have offset the effect of the reduction in funding by seeking opportunities for additional income. The City of London Police appointed an Income Generation Officer, whose role is to seek opportunities for additional funding. Any

additional grants or income identified are assessed at a senior management level for risk, conditions, and to ensure they fit with the strategic direction of the force. For example, the force's Fraud Training Academy will generate income through the sale of specialist training, which will be invested into frontline policing. Income has also been sourced from the European Union for a project to tackle UK ATM and credit card crime originating from Eastern European organised crime groups. The force has significantly lowered the percentage cut to its total budget by taking this approach.

Contact: postmaster@cityoflondon.pnn.police.uk

Since 2012, Hertfordshire Constabulary has provided out of office hours call handling for Hertfordshire County Council's adult and children's services under a fixed fee annual contract. The service is delivered by the force communications room, where 999 and 101 calls are taken, with the same call handlers trained to take safeguarding calls. Calls are recorded directly on the Social Services IT system, and direct contact is made with duty social workers when appropriate.

Contact: fcrenquiries@herts.pnn.police.uk

6. Maximising process efficiency

Forces have built on their new and more effective structures by designing more efficient day to day processes to make sure time is not wasted carrying out unnecessary tasks. This often involves streamlining high volume tasks and making routine processes more efficient. This has ranged from changing internal force management responsibilities such as streamlining the Performance and Development (PDR) process to taking part in national initiatives to improve interactions with external agencies such as the Crown Prosecution Service (CPS).

Reducing bureaucracy

Forces' attempts to streamline processes and improve efficiency are closely linked to the national drive to reduce unnecessary bureaucracy. The national Reducing Bureaucracy Programme has been overseen by the joint Home Office and ACPO Reducing Bureaucracy Programme Board. It has had responsibility for reporting on progress against a number of policies announced by the Government, and for keeping future bureaucracy to a minimum. Some of its areas of focus include police discretion over charging decisions, performance development processes, improved risk management (including call-handling) and discretion to prioritise urgent cases, fewer crime recording categories, postal charging, and reduced ACPO guidance. The future governance of this programme and the role of the College of Policing in this area is currently being considered.

Forces are working to drive out inefficient bureaucratic processes by implementing some of the nationally driven initiatives and also by identifying local bureaucracy. For example, the Chief Constable of Thames Valley Police, conducts annual focus groups with frontline staff to identify potential areas of unnecessary bureaucracy. Actions are drawn up from the themes that emerge and ownership of these is given to senior members of staff.

Contact: Performancedatarequests@thamesvalley.pnn.police.uk

Performance and Development Reviews (PDRs)

Performance and development reviews have long been a topic for discussion in the reducing bureaucracy debate and are an area of focus for the National Reducing Bureaucracy Programme. Lancashire Constabulary has recently changed its staff appraisal process by replacing PDRs with a model that assumes staff are competent and only triggers a more detailed process if they are not. Supervisors are still required to undertake an annual review with their staff but the process is more flexible, with a significant reduction in time spent on preparation and paperwork. The process assumes competence but in the event that an individual is considered to be exceptional, allows for that to be acknowledged. Individuals who are not deemed to be sufficiently competent are referred to a force wide unit for performance improvement.

Contact: Peter.Lawson@lancashire.pnn.police.uk

Northumbria Police also uses a performance and development model that assumes staff are competent, but splits the process in two. All members of the force complete the first part of the process, but only officers and staff that are looking for promotion, transfer, or development complete the second part, which enables them to record additional development undertaken and achievements.

Contact: human.resources@northumbria.pnn.police.uk

Merseyside Police has introduced a streamlined PDR process, with discussions now held once rather than twice a year. Line managers complete a simple one page assessment through the force intranet. Unless further personal development is required, the assessment remains filed until the next annual assessment. The new system places more emphasis on individuals being personally responsible for their own competence and behaviour.

Contact: Programme.Support.Office@merseyside.pnn.police.uk

Self service systems

Forces are increasingly using systems that enable staff to carry out activities themselves that they would previously have had to do through a more bureaucratic

process. Northamptonshire Police and Cheshire Constabulary, despite being separated geographically, have collaborated to create a live business support shared service. The shared service enables frontline officers and staff to access services 24 hours a day, providing facilities such as HR advice through knowledge articles, uniform ordering, booking annual leave and claiming expenses. Managers can also access online financial and HR reports.

The aim is that repeated high volume transactions are dealt with by the shared service, so that high value strategic activities can be carried out in force. The two forces had already centralised these functions independently but recognised that joining together and sharing the investment cost in the new technology, with the range of services it provided, would be more cost effective than separately replacing multiple systems.

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paul.woods@cheshire.pnn.police.uk

Similarly, a number of forces have introduced a self service system for ordering uniforms. In the Metropolitan Police Service (MPS), the previous procedure was to submit an application to a line manager, who would submit it onwards for approval by a senior manager and an accountant before it was passed to the force stores. The new system of self service enables officers and staff to submit an application online and it will usually be processed through a similar approval route within a matter of days.

Contact: HMICMailbox-.Inspections@met.pnn.police.uk

Improving interactions within the Criminal Justice System (CJS)

The processes that are used to pass information between all agencies within the CJS feature heavily in the drive to reduce bureaucracy. In 2013, HMIC carried out

two pieces of joint work,[8] which identified that although significant progress has been made toward improving efficiency in custody and the criminal justice service, there are still many challenges. Ongoing work in this area is extensive and forces made regular reference in the Valuing the Police inspections to the work they are doing under this banner to drive efficiency and maximise officer time on patrol. Although many individual examples were gathered by HMIC, because this is a national initiative the following section primarily references some of the ongoing national pilots and initiatives.

The work outlined in this section is mostly overseen by the Criminal Justice Efficiency Programme Board. Joint responsibility for the programme is with the Crown Prosecution Service (CPS), the Association of Chief Police Officers (ACPO) and Her Majesty's Courts and Tribunals Service (HMCTS). The board, chaired by the CPS, works closely with the CPS Refocusing Programme, which is also focused on better efficiency and supports the Criminal Justice System Strategy and Action Plan[9].

Streamlining custody processes

Many forces have identified inefficiencies in their custody processes that can have an impact on patrol time and visible presence. A number recognised that processes for booking detainees into custody were inefficient and kept officers from visible patrol longer than they needed to. Some had made minor alterations, for example encouraging the custody sergeant to take all the information needed from the arresting officer as early as possible so that they can return to duty quickly.

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[8] *Stop the Drift 2: A Continuing Focus on 21st Century Criminal Justice,* HMIC, 2013. Available from: http://www.hmic.gov.uk/publication/stop-the-drift-2/ and *Getting Ready for Court: A Joint Review of the Quality of Prosecution Case Files,* HMIC and HMCPSI, 2013. Available from: http://www.hmic.gov.uk/publication/getting-cases-ready-for-court/

[9] *Transforming the CJS: A Strategy and Action Plan to Reform the Criminal Justice System*, Ministry of Justice, 2013. Available from: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/209659/transforming-cjs-2013.pdf

Stop the Drift 2 reported that three of the four forces it had visited were using purpose built custody suites known as 'super suites', which provide better facilities and can drive financial and efficiency savings by bringing many of the smaller units that contribute to the custody process together under one roof. The increasing use of 'super suites', or more streamlined custody arrangements, was also observed in the Valuing the Police inspections. Norfolk and Suffolk Constabularies jointly introduced six Police Investigation Centres (PICs) in 2011. The centres provide custody facilities for detainee handling and investigations and mean specialist officers, staff and investigators are located together in one place.

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Stop the Drift 2 also reported that recent custody inspections showed an increase in the use of Voluntary Attendance (VA), where officers agree a pre-arranged time to meet outside custody with the suspect. The concept is that VA reduces the amount of time officers spend queuing for custody and enables them to schedule time spent with suspects outside times of peak demand. The Valuing the Police inspections also picked up on the use of VA, with a number of forces citing it as a way to drive efficiency and better manage demand. HMIC committed in *Stop the Drift 2* to considering a further piece of work on VA, the benefits and risks of which, and implications from the Police and Criminal Evidence Act, have not been formally considered.

CJS Digitisation

Digitisation, or the move toward doing things electronically, is a central part of the drive to make the CJS more efficient. It will enable a more effective flow of information between the police service and other agencies within the CJS. As with most areas of policing, digitisation and the use of modern technology has great potential for driving efficiencies and improving quality, and was raised often throughout the inspections. To test the concept of digitisation, the CJS Efficiency Programme has set up a digitally enabled courtroom within Birmingham Magistrates Court. The digital courtroom provided the programme with data to support the idea that by moving away from a reliance on paper, criminal justice proceedings could be

smoother, experience fewer delays, and generate less unproductive downtime for the CPS, defence practitioner and other staff in the criminal courts.

Part of the problem identified in *Getting Cases Ready for Court*[10], is that old inefficient processes and ways of working are in many cases simply being transferred into digital format rather than being rethought and re-engineered to complement new technology. Perversely, the transfer of bureaucratic processes into digital format can be even more burdensome because of the need to open and view files before determining their relevance. *Getting Cases Ready for Court* made positive reference to Greater Manchester's Integrated Custody Information System (ICIS). This system moves away from simply digitising the same paper forms, allowing officers to select the type of case file and populate data fields, and therefore avoid the use of templates.

Electronic witness statements and digital witness statements

In 2012, a successful pilot of electronic witness statements was carried out in Avon and Somerset Constabulary, Hampshire Constabulary and Surrey Police, which looked at how officer time can be saved by producing witness statements while on patrol and sending them electronically. Since then, a new national standard for digital witness statements has been approved at a national level. The revised approach reflects the increased experience of digital working within the CJS and will supersede the existing documents on electronic witness statements. Existing solutions that meet these standards will be compliant with the new digital witness statement approach.

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[10] *Getting Ready for Court: A Joint Review of the Quality of Prosecution Case Files,* HMIC and HMCPSI, 2013. Available from: http://www.hmic.gov.uk/publication/getting-cases-ready-for-court/

Streamlining processes and the digital file

As *Getting Cases Ready for Court* reported, digitisation and use of technology is only part of the solution, another is ensuring the processes themselves are efficient and effective. The Director's Guidance on Charging, which incorporates the National File Standard, provides guidance on evidence and information presentation. However, recent reports have shown that nationally files are not compliant with the standard, the quality can be poor and the files overbuilt. As part of the Criminal Justice System Strategy and Action Plan, a new simplified and fully digital case file has been developed to address these issues and is being tested in Cambridgeshire Constabulary, Essex Police, Greater Manchester Police, Merseyside Police, Nottinghamshire Police, Norfolk Constabulary, South Wales Police and Suffolk Constabulary. Work is also underway through a multi agency working group of the efficiency board to improve file quality and standards.

Attendance at court

Another area that was raised by forces during the inspections was officers spending unnecessary time waiting to appear at court to give evidence. A number of forces now have agreements which allow officers to present at court at the start of their duty and provide a telephone number that the court can contact them on. They then return to limited duties at a local police station, and if the court calls to say they are no longer needed, they can return to full operational duty. Surrey Police has also arranged for traffic trials to be split into morning and afternoon listings, which means an officer required to attend an afternoon trial is now warned from 2pm instead of 10am.

Contact: ForceImprovement@surrey.pnn.police.uk

Video links to court

Video links (Live Link) to court and Virtual Courts allow court appearances to be made via video link. Twenty-one forces are currently able to use Live Link, although their levels of usage vary. Live Link enables officers to give evidence in court via video link from the police station, rather than having to travel and wait at court. This enables officers to return to patrol faster or to carry out other duties while waiting to

appear. Virtual Courts allow defendants to give evidence in court via video link, providing quick and efficient justice. Five forces currently operate virtual courts: the Metropolitan Police Service, Kent Police, Devon and Cornwall Police, Cheshire Constabulary and Hertfordshire Constabulary.

Police-led prosecutions or specified proceedings

Using police led prosecutions the police may present certain uncontested cases without involving the CPS. This is primarily traffic related, but in 2012, the list of 'specified offences' to which these provisions apply was extended to include some crime offences such as criminal damage under £5,000 and a number of alcohol and public order offences. Nine pathfinder forces (Essex, Hampshire, Kent, Lincolnshire, Metropolitan Police Service, Nottinghamshire, Norfolk, Suffolk and West Yorkshire) are working with the CPS and HMCTS to improve the process for police led prosecutions, with the aim of streamlining the process and improving efficiency. There is an expectation that all forces will adopt police led prosecutions for traffic offences by April 2014.

This year, the Ministry of Justice has introduced legislation which aims to further streamline the court process for traffic and other similar offences. This will enable presentation of uncontested cases to be done without court attendance by prosecution or defence. This will reduce the bureaucracy of prosecuting these offences and enable magistrates' court time to focus on more serious and contested cases which really make a difference to local communities.

Restorative justice

Although restorative justice should not solely be used as a means of driving efficiencies, and each case should be considered individually according to what is best for the victim, there are secondary efficiencies associated with delivering the most proportionate response to a situation. Norfolk Constabulary told HMIC that it aims to be a 'restorative county' by 2015. Since 2009, the CJS has delivered evidential review training to all officers, which emphasised the option for supervisors to make local decisions. The CJS Quality Assurance Team provides direct support to supervisors in making these decisions and is able to review and if appropriate reverse charging decisions and direct them toward an out of court disposal. Suffolk

Constabulary also has a system of community resolution and reports that it resolves around one in ten crimes in this way. Although HMIC has not independently evaluated the benefits, the force estimates that it saves around seven hours per crime resulting in 28,000 hours being saved in 2011/12.

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7. Improving technology

Policing in Austerity: Rising to the Challenge described police IT as poor, fragmented and as a missed opportunity for improving services. Lack of effective and joined up IT is a barrier to communication, collaboration and improving efficiency. It is also a potential opportunity to enhance some of the changes that have been implemented, especially using mobile technology to increase visibility, and improvements in software to support streamlining processes. In December 2013, HMIC sent Chief Constables and PCCs details of the IT systems for all 43 forces, data which was gathered at the time of the Valuing the Police inspections. The database should be a useful tool for PCCs, the police service and the bodies that support it as they work together to defragment the IT landscape and realise the benefits of a more joined up approach.

Updating and collaborating on IT products

Many forces are currently seeking to update their IT products and to use new technology to improve efficiency. In the past, forces have used individual products, with information stored, updated and maintained separately. Forces are starting to collaborate in this area.

Athena is a collaboration on IT systems between seven founder forces (Essex, Bedfordshire, Norfolk, Cambridgeshire, Hertfordshire, Kent and Suffolk) with a number of other forces showing interest in the development. Although there have been delays to delivery, those within the police service who are responsible for delivering Athena are committed to ensuring that it is rolled out this year. Once delivered, it is anticipated that Athena will provide a single, shared platform with shared access to data. Athena enabled forces should therefore be able to manage events and share information from an integrated solution that includes intelligence, briefings, investigation, property, managing offenders and the preparation of fully electronic files for court. Essentially, the same policing data should be available across numerous departmental and force boundaries. The Athena forces are collaborating under a strategic level Management Board which includes participation from interested forces. User groups have agreed a single set of aligned business processes under the governance of the Athena Business Design Authority.

Seventeen forces in the UK use the NicheRMS (Records Management System) product to manage a significant proportion of their policing data. The product is an integrated system that manages information on people, locations, vehicles, organisations, incidents and property. It covers the core policing areas of crime and occurrence management, custody, intelligence, case preparation and property management. Forces in England and Wales currently using NicheRMS are Cheshire, Cleveland, Dorset, Gwent, Hampshire, Leicestershire, Lincolnshire, Merseyside, North Wales, North Yorkshire, South Wales, Surrey, Sussex, Thames Valley, West Yorkshire and Wiltshire. These forces are working collaboratively at a national level via a strategic user group and development board (responsible for the Niche Records Management System) which also oversee development of additional functionality and future interactions with other parts of the Criminal Justice System (CJS).

A supporting programme between some of the forces using NicheRMS, is under development to support the scoping and development of opportunities to align business processes and database structures, and to produce alternative delivery models. Shared platforms have also been implemented recently for Sussex/Surrey and South Wales/Gwent. In both these cases, forces are using a common database shared across the two domains.

Handheld and vehicle based mobile devices

Forces are also using mobile technology to enable officers to access force systems while remaining visible and available on the street. Use of mobile technology is patchy and success varies considerably from force to force. Feedback given to HMIC from frontline officers was on the whole very negative; however, *Policing in Austerity: Rising to the Challenge* cited Cleveland Constabulary, Hampshire Constabulary, South Wales Police and Thames Valley Police as being stronger in this area.

Cleveland Constabulary implemented its mobile data solution in 2008 to all neighbourhood, response, specialist operations officers and PCSOs up to the rank of inspector. Through the original devices, users can access and update a range of force systems. Digital images can also be captured and submitted to the digital evidence system as part of an incident update.

Cleveland was an early force to implement mobile technology, and much has changed since 2008. The original devices are inevitably now dated and in need of replacement so the force is embarking on its second cycle of mobile technology development. The force is currently approving the next generation of Android mobile devices for implementation in 2014. The new devices will provide users with the same wide functionality as the original devices but will make use of the most up to date mobile technology.

Contact: ICT.ProjectI@cleveland.pnn.police.uk

Hampshire Constabulary uses, and is piloting, a range of mobile solutions. Mobile Data Terminals are fitted in most response vehicles and have been provided to senior leaders and operational support departments. Through mobile 3G, WiFi and broadband the Mobile Data Terminals provide access to officers' full range of desktop applications and additional mobile data software also supports Automatic Number Plate Recognition (ANPR). Over 2,900 officers and staff are now trained to use the terminals. Handheld PDAs with a specific application that enables access to a range of operational systems have also been issued to neighbourhood staff, roads policing officers, inspectors and other operational officers.

Handheld devices providing phone, email, calendar and contacts have been provided to senior managers and other non vehicle based staff, and tablet devices and smart phones have been piloted with senior managers enabling them to access emails and documents that require a larger screen. A small number of the devices were piloted by frontline officers, however as they cannot yet support access to some operational systems, further use has been delayed. The force is planning to carry out a further pilot using a different brand of tablets with Thames Valley Police. Devices given to senior leaders will have standard office capability such as email, calendar, internet, intranet, and office programmes. Devices for operational staff will also include access to a range of operational systems.

The force also uses a mobile fingerprint device, which enables identification of suspects at the scene, reducing unnecessary arrests and identifying criminals that would otherwise use false papers or multiple identities.

Contact: external.oversight.coordinator@hampshire.pnn.police.uk

South Wales Police has issued officers with mobile devices that enable them to search and update a wide range of force systems and programmes, and to access key pieces of information on the force intranet. To maximise officer time, the devices are able to search multiple systems for one set of search criteria. Although HMIC has not independently evaluated the initiative, the force has done some internal work to quantify the benefits of using mobile data. It estimates the scheme has increased the time officers are out of the station by around 19 percent, the equivalent of an additional 405,000 visibility hours since the initiative went live, or 1.5 additional hours out of the station per officer per shift. The force reports this as a cumulative efficiency saving of around £9.5 million. The force estimates that the ability of officers to carry out their own PNC checks and to remotely use NSPIS[11] applications saves around 10,200 control room operator hours costs per year, which would equate to around 91,000 999 emergency calls or £207,000 in efficiency savings. It has calculated that the reduced use of Airwave is saving £5,410 per year and those 1,750 hours of administration officers' time (or £17,000) is saved by officers inputting stop and search reports directly into their mobile devices.

Contact: PUBLICSERVICECENTRE@south-wales.pnn.police.uk

Surrey Police has 900 active users of its mobile data system. The force's approach was noted as a good example of process improvement in an NAO report on mobile technology in 2012[12]. All core policing activity is delivered through the devices, including crime reporting, road traffic collisions, stop and searches, fixed penalty notices, photographs and a range of standard forms. All information is synchronised in real time over a remote connection, so officers have access to and can supply up to date information. The system has an interface with a number of operational systems, which the force is planning to increase. Savings of £4m are projected by the force from the initiative and it aims to deliver paperless policing by 2014.

Contact: ForceImprovement@surrey.pnn.police.uk

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[11] National Strategy for Police Information Systems

[12] Mobile Technology in Policing, 2012, National Audit Office, available from
http://www.nao.org.uk/wp-content/uploads/2012/01/10121765.pdf

Body worn cameras

A number of forces have rolled out body worn cameras to officers in order to capture evidence more effectively and reduce complaints. Body worn cameras have not yet been fully evaluated in England and Wales but there is some limited evidence from the United States that cameras can reduce complaints and police use of force. A number of small or local evaluations have provided evidence to support this and some have also reported an increase in convictions. However, there have been limitations to all of the existing evaluations, and in order to be confident about the impact of body worn cameras, the College of Policing plans to collaborate with a number of forces throughout 2014 to carry out a series of evaluations. The work will commence in Essex, looking at whether cameras increase criminal justice outcomes for domestic abuse incidents. It will also be used by the Metropolitan Police who will examine the effect on complaints, stop and search, and wider criminal justice outcomes.

Hampshire Constabulary has used body worn video since 2008. The force currently has over 450 units deployed across Hampshire and the Isle of Wight. The force is currently carrying out a one year pilot on the Isle of Wight evaluating the personal issue of body worn video to all 180 police officers and PCSOs. The pilot is being evaluated by Portsmouth University. Hampshire has already recognised benefits in relation to complaint resolution and swifter justice due to higher quality evidence capture.

Contact: external.oversight.coordinator@hampshire.pnn.police.uk

In Hertfordshire Constabulary, 290 body worn cameras have been issued to staff in patrolling functions and the force gathered feedback from staff over the summer of 2013. Officers gave positive feedback of when the footage had provided supporting evidence for charging decisions and had disproved false allegations of how officers had treated suspects.

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8. Collaboration

Policing in Austerity: Rising to the Challenge reported that national progress on collaboration may have stalled or reversed between 2011/12 and 2012/13. With no anticipated end to budget reductions, not grasping the opportunities that collaboration can provide is a missed opportunity. The success of many forces in reducing expenditure and becoming more efficient means that for some there are now limited opportunities to identify further savings. For forces that have already successfully implemented internal change, leaving them leaner and more efficient, further collaboration should be a consideration.

Collaboration is an effective way of maximising workforce, capital, and technological efficiency through one initiative and there are many potential benefits. In the past collaboration has been used by forces to provide additional resilience and capability in specialist areas but increasingly forces are now using it to deliver financial savings. Economies of scale and the sharing of human and capital resources can deliver significant efficiencies for forces whilst also providing the benefits of increased resilience and better joint working.

Collaboration within the police service

Policing in Austerity: Rising to the Challenge reported that the most common type of collaboration is between forces. In terms of the amount of net revenue expenditure spent on collaboration, Norfolk and Suffolk Constabularies, Bedfordshire Police, Hertfordshire Constabulary and Cambridgeshire Constabulary, and Essex Police and Kent Police were shown as having significant elements of their business delivered in partnership. However, the most ambitious collaboration in England and Wales is the strategic alliance between Warwickshire Police and West Mercia Police.

In June 2011, Warwickshire Police and West Mercia Police announced they would form a strategic alliance. The forces have retained two Chief Constables and two Deputy Chief Constables, but everything else is shared and delivered jointly. There are four directorates representing finance, protective services, local policing and enabling services. The directorates are led by two Assistant Chief Constables, a Director of Finance and a Director of Enabling Services. After the announcement, a

programme director was appointed, who oversees one change programme covering both forces. The forces share the same values, strategic objectives and performance approaches. They retain financial control of their own budgets, and any services that cover both forces are apportioned at a rate of 31 percent for Warwickshire and 69 percent for West Mercia.

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Forces in the East Midlands have collaborated since the establishment of the East Midlands Special Operations Unit (EMSOU) in 2002, which covered Derbyshire, Nottinghamshire and Leicestershire. It has since expanded to include all five East Midlands forces (Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire), and five major areas of policing: serious and organised crime; major crime; intelligence; forensics; and counter-terrorism. In 2013, HMIC was commissioned by the police and crime commissioners for the region to look at the collaboration between the five forces. It reported that the forces 'showed great vision, as well as strong and cohesive leadership, in establishing the collaboration programme, which was ahead of its time' and that 'the forces and their successive leaders have continued to support and develop it'.[13]

Contact: info@empcp.org.uk

Collaboration can deliver financial savings but it also provides additional resilience because more resources and expertise are available to the forces that are joining together. Kent Police provided HMIC with some examples of the resilience its collaboration with Essex Police has provided. The two forces have a shared Serious Crime Directorate, which is overseen by a shared assistant chief constable. During a weekend in August 2012 there were two murders and a life threatening assault in Essex. All of these incidents were unconnected and required separate investigations. Kent officers were sent to Essex to provide assistance for all three enquiries in the

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[13] Working Together: A review of the arrangements for collaboration between the five East Midlands police forces, commissioned by the police and crime commissioners for the region, HMIC, 2013. Available from: http://www.hmic.gov.uk/media/working-together-east-midlands-police-forces-collaboration.pdf

initial stages. Traditionally, resources would have been taken from local policing teams. The collaboration means that resources are made available without taking resources away from local teams and they are appropriately trained to deal with this specialist area of investigation. The collaboration provides significant capacity and capability and is available to either force during periods of high demand.

Contact: enquiries@kent.pnn.police.uk or Denise.Peacock@essex.pnn.police.uk

Joint procurement

Many forces are collaborating on procurement to add weight to their bargaining and purchasing power, draw on economies of scale and save on administration. The East Midlands Strategic Commercial Unit (EMSCU) was set up in July 2012 and services Derbyshire Constabulary, Northamptonshire Police and Nottinghamshire Police. It supports the three forces in the procurement of goods and services, looking for ways to make efficiencies and deliver savings. The unit has dedicated business partners embedded in each of the forces, who are responsible for identifying forthcoming requirements and collaborative opportunities, ensuring that the requirement is specified in a tender-ready format, then forwarding the details to the unit's procurement team. After the procurement process is complete the unit continues to support forces to manage contracts and performance, and also works with key common suppliers to identify further opportunities for increasing the value for money and savings from contracts.

Contact: emscuenquiries@emscu.pnn.police.uk

In July 2011, the police authorities of Devon and Cornwall Police, Dorset Police, Gloucestershire Constabulary and Wiltshire Police began setting up a regional procurement team to undertake the process of procuring goods, services, or works on their behalf. The South West Police Procurement Department (SWPPD) was launched in April 2012 and has staff based in Exeter, Gloucester, Winfirth and Devizes. The department undertakes all strategic sourcing for the four forces where the collaborative value of the contract is greater than £40,000. The total costs of the SWPPD are shared across the four forces. The purpose of the SWPPD is to deliver cashable savings from third party expenditure through collaboration, and to provide strategic procurement services and value for money on third party spend. Total

ongoing annual savings achieved across the four forces to date is approximately £2.3m.

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Collaborating with public sector partners

Some forces have chosen to collaborate within the local area, joining with public sector organisations like the local authority and other blue light services. Hampshire Constabulary is working with Hampshire County Council and Hampshire Fire and Rescue Service to create a public sector partnership to share workforce and financial resources. The initiative aims to improve quality of service, increase resilience and capacity, and deliver cost savings and efficiency.

The joint working arrangement, which will be called H3, will legally come into existence in February 2014 and will provide HR, occupational health, finance, payroll, procurement and print services to the three organisations, with an ambition to add more areas later in the year. Central to the arrangement is the creation of an Integrated Business Centre which each organisation will join throughout the first year. The technology platform has been designed to support transactions from the three organisations and additional bespoke requirements for each organisation where necessary. The majority of services will be available through a newly designed, easy to use portal which will be self service, supported by a contact centre. Joint Operational and Strategic teams will also be created for each functional area and overall governance is though a joint board comprising the heads of all three organisations.

Contact: external.oversight.coordinator@hampshire.pnn.police.uk

Wiltshire Police is integrating business services with Wiltshire Council, which will involve the transfer of police staff over to the local authority. The force and local authority have already formed a joint team which provides programme and project management for the changes. Neighbourhood and response teams have been co-located in council premises and some senior officers have been provided with local authority IT facilities. Members of the force have also been seconded into the council's Systems Thinking Team. Future work includes providing shared public

access points, a jointly agreed estates strategy, integration of IT systems and integrated business services including HR, payroll, accounts payable, recruitment, learning and development and communications.

Contact: Performance.Team@wiltshire.pnn.police.uk

Collaborating with the private sector

In 2013, HMIC jointly published a practical guide on procuring and managing private sector partnerships with the National Audit Office (NAO), *Private Sector Partnering in the Police Service*[14]. The guide was based on experiences of 12 forces, who were already working in partnership with the private sector. It focused on three types of partnership; major business partnering, custody partnering, and consultancy support and described a number of useful case studies.

Some forces have chosen to outsource significant parts of the organisation to private sector companies. Southwest One is a Joint Venture Company set up by Avon and Somerset Constabulary, Somerset County Council and Taunton Deane Borough Council with IBM as the private sector partner and majority shareholder. Although it is not, strictly speaking, a straight outsource, South West One was the first major initiatives of this type in the police service, launching in 2008. SW1 provides shared services for HR, Finance, ICT, Procurement and Corporate Services.

Contact: Benchmarking@avonandsomerset.pnn.police.uk

In June 2010, Cleveland Police awarded Steria a £175m contract to outsource information technology, call handling, criminal justice and business services including finance, human resources and procurement.

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One of the most recent major outsourcing contracts to be awarded to the private sector was in December 2011, when Lincolnshire Police awarded G4S Policing Support Services a £200m contract to outsource around 18 organisational and

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[14] http://www.hmic.gov.uk/publication/private-sector-partnering-in-the-police-service/

operational support functions. Lincolnshire is one of the smallest forces in the UK and the contract is one of the largest of its kind. The contract covers the force control room, crime management bureau, firearms licensing, town enquiry officers, custody, ID unit, criminal justice services, IT, integrated services, fleet, finance and procurement, learning and development and human resources. In April 2012, 575 police staff were transferred over to G4S. The contract guarantees delivery of £36m savings over a ten year period. In June 2013, a report on the first year of the outsourcing contract was published describing some of the work that has been undertaken to deliver savings.[15]

Contact: benchmarking@lincs.pnn.police.uk

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[15] The G4S Lincolnshire Police Strategic Partnership – One Year On
http://www.g4s.com/~/media/Files/United%20Kingdom/Sector%20content/G4SLincs%20Annual%20Report%202013FINALSINGLE.ashx

9.   Supporting change

What Works in Organisational Change and Business Improvement[16] identified a number of possible factors that can lead to successful change and business improvement. They included leadership, resources, organisational culture and structure, staff feelings of active participation, communication, engagement and past experience of implementing a quality improvement programme. These possible success factors are similar to the qualities HMIC observed in more successful force change programmes:

- A focus on service delivery, performance and outcomes;

- A good understanding of the challenges and opportunities facing the force through benchmarking, cost comparison and demand analysis;

- A strong governance structure supporting the delivery of change and adequate resources for the change programme;

- Strong leadership, engagement and communication with the workforce and a commitment to overcome any cultural barriers to change; and

- A commitment to the health, welfare and development of the workforce.

Service delivery, performance and outcomes

The police service, like all other parts of the public sector uses taxpayer's money to deliver a service to the public. Despite change and reductions in funding, forces have a duty to deliver, and the public has a right to expect, an excellent level of service delivery. The most successful forces have kept a firm focus on delivering good policing services to the victims and members of the public they come into contact

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[16] *What works' in organisational change and business improvement? Key findings and implications for practice*, NPIA, 2011. Available from:
http://www.college.police.uk/en/docs/What_works_organisational_change_business_improvement_-_key_findings.pdf

with, and have placed importance on performance and outcomes as they have implemented change.

Staffordshire Police carried out a piece of work to look at the 'Victim Journey' and the 'Life of a Crime' from initial contact through to the criminal justice system. This identified the critical points of interaction with victims and witnesses that provide opportunities to deliver excellent service. The force consulted with victims, who provided valuable feedback on the parts of the process where support and communication could be improved. The project also highlighted opportunities to improve the identification and assessment of vulnerability factors, to ensure the force responds appropriately to individual circumstances. While a number of practical changes were implemented, the project also highlighted the need to refocus front line staff on improving service quality. Training was delivered to them focusing on principles of excellent service to the public, getting things right first time and understanding, assessing and acting on vulnerability factors.

Contact: benchmarking@staffordshire.pnn.police.uk

Benchmarking, cost comparison and demand analysis

Benchmarking, cost comparison and demand analysis contribute to the evidence base for change and cost reduction. Benchmarking and cost comparison allow forces to understand their current situation and to identify the areas in which they are vastly different when compared to other similar forces and organisations. This allows them to be more targeted in the search for savings and efficiencies. Analysis of where demand is coming from helps forces to target resources to the areas of most need, because they understand where those areas are and the nature of the response required. HMIC's Value for Money Profiles[17] provide forces and Police and Crime Commissioners with information on how they compare with other similar forces in a range of areas and can be used to inform decisions on where they look for efficiencies and savings.

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[17] http://www.hmic.gov.uk/programmes/value-for-money/value-for-money-profiles/

Strategic Assessments are produced routinely by Community Safety Partnerships and provide an overview of crime and community safety issues for different areas. In Devon and Cornwall Police, the force and partners have carried out joint analysis to create a 'Peninsula Strategic Assessment[18]' (PSA) which unites all of the Community Safety Partnerships (CSPs) behind one set of priority threats, and shares practice examples across the range of agencies.

The force is using this as the basis for a review of safeguarding vulnerable people and to draw up memoranda of understanding on roles and responsibilities. The force and partners have formed cross agency delivery groups across the force area to develop understanding and respond to the assessment. The Peninsula Strategic Assessment has also been used to develop the Police and Crime Plan, and formed the foundation for the allocation of the PCC's budget between CSPs.

Contact: Performance&Analysis@devonandcornwall.pnn.police.uk

Business improvement methodologies, governance and resources

HMIC observed the impact that a good governance structure, or lack of one, can have on a programme of change. Forces' programmes of change benefit significantly from good oversight and management, clear responsibilities and lines of accountability, robust reporting and ways of monitoring, the right training and expertise and an adequate level of resourcing. These steer the change programme, monitor its progress and enable senior leaders to intervene if necessary to keep the programme on track. They also provide direction as every member of staff working to deliver change knows their role and what is expected of them.

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[18] The Peninsula Strategic Assessment can be viewed here http://www.devon.gov.uk/peninsula-sa-v04.pdf

Governance

In Thames Valley Police, the force has in place a robust regime of oversight and governance, with monthly progress reports to the Head of Change and quarterly reporting to the Chief Constable's Management Team (CCMT). In addition, key members of CCMT meet with the Head of Change on a quarterly basis to review and manage interdependencies. The Head of Change has regular meetings with the Director of Finance and the DCC to review progress against the achievements of target savings and these are subject to a separate update to the CCMT.

Contact: Performancedatarequests@thamesvalley.pnn.police.uk

Business improvement methodologies

Numerous ways to make business improvements exist that can underpin the level of change forces have undertaken. The report, *What Works in Organisational Change and Business Improvement* reviewed existing literature on a number of these approaches and concluded that many of them 'have broadly the same aims (reducing waste/improving efficiency) and follow a similar structure: identify an issue; collect data and information about it (this might include mapping the process involved); develop and apply a 'solution' and then measure/assess whether the solution has been effective.'[19] The most common approaches referenced by forces at the time of the Valuing the Police 3 inspections were 'Lean', 'Continuous Improvement' and 'Systems Thinking'. In essence, they all aim to drive out waste and unnecessary process, affording forces the ability to refocus resources where they are most needed and maintain or improve service delivery with fewer people.

Kent Police has two teams dedicated to Continuous Improvement. The Continuous Improvement Team has existed since 2008. Each member of the team is trained in Lean Management by the force (an approach which aims to improve efficiency) and accredited by the University of Cardiff to deliver Continuous Improvement. The team

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[19] *'What works' in organisational change and business improvement? Key findings and implications for practice,* NPIA, 2011. Available from:
http://www.college.police.uk/en/docs/What_works_organisational_change_business_improvement_-_key_findings.pdf

is also trained in Prince 2 project management to ensure they can support the governance of change. Continuous Improvement is additionally supported by the Force Inspectorate Team, which leads a risk based internal inspection programme overseen by the Deputy Chief Constable (DCC). Inspections are responsive to organisational need and strategic objectives, with the purpose of identifying ways of continuously improving processes and quality of service. Where appropriate, the team uses a pool of willing officers and staff from across the organisation to support inspection activity. This provides flexible additional resource, experience, and specialist knowledge to internal inspections.

Contact: enquiries@kent.pnn.police.uk

Norfolk and Suffolk Constabularies are also jointly using a Continuous Improvement approach. Two members of staff have been accredited by Cardiff University to deliver training in Continuous Improvement methodologies. The College of Policing Continuous Improvement Learning Programme (CILP) is being run in Norfolk as a joint Norfolk, Suffolk and College of Policing initiative with the aim of embedding Continuous Improvement into the forces. The two forces aim to be a centre of excellence for Continuous Improvement.

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Systems Thinking also aims to drive out waste and unnecessary process. Lancashire Constabulary has adopted this approach to transformation. Using the methodology, the force aims to improve service to the public and satisfaction, maximise productivity whilst reducing costs, create a continuous improvement culture, and increase morale. Systems Thinking is being applied throughout the force restructure and is seen as a catalyst for improvement, reducing internal bureaucracy and shifting the culture of the evolving organisation towards getting things right first time.

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In 2010, Cheshire Constabulary adopted the method of Systems Thinking, using it as a way of being clearer on its purpose as an organisation. It used the approach to better understand demand and its causes, improve end to end processes, challenge

whether they deliver the organisation's purpose, and create an environment focused on learning and improvement. The constabulary is reviewing working practices across all aspects of the organisation and has found that it can improve processes, reduce handovers and documentation, and enhance victim support by working differently. The force expects that the approach will lead to increased capacity and an improved service to the public. Wherever possible, additional capacity is being redeployed to address underlying causes of problems in communities, and reoffending.

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Priority Based Budgeting

Priority Based Budgeting is a way of identifying forces' and the public's main priorities and using them to influence how the budget is allocated. Greater Manchester Police used this way of prioritising budgets to reduce costs in parts of the business by implementing volume and method changes to reduce service costs and develop options for different levels of service provision. A panel of chief officers and representatives from finance, HR and the police authority considered all of the suggested cost savings on a service by service basis and agreed appropriate service levels for each one.

The first phase took place in April 2011 and targeted areas like HR, finance, business support and information services. This, combined with a subsequent review of the same areas, delivered savings in the region of £33 million, primarily from staff reductions. The second phase looked at areas like professional standards, custody, and the operational communications branch. The same process was applied and achieved target savings of £8.3 million in 2011/12, with a full year effect of £34.1 million for 2012/13 and beyond.

Contact: GMP.GovernanceHQ@gmp.police.uk

In the West Midlands, the Priority Based Budgeting process was used to re-examine key services and challenge existing ways of working. Priority Based Budgeting focused on balancing how the force could improve and make changes to service delivery whilst delivering cost reductions. The force developed different levels of

service provision, which ranged from the minimum through one or two intermediate steps, to the current level of service. These were presented to a panel of chief officers who scrutinised the options in detail and went on to select a preferred service level. The Priority Based Budgeting project has identified savings of £48.7 million, of which £38.1 million was achieved through productivity changes.

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Leadership, culture, engagement and communication

The 2011 rapid evidence review *What Makes Great Police Leadership?*[20] reviewed existing evidence on what makes a great police leader. Among other findings, the study concluded that, apart from in exceptional circumstances, transformational leaders (those who seek to inspire, set a vision, offer intellectual stimulation and appeal to moral values) may be viewed as more effective. In support of this and in the context of change management, HMIC observed that leaders who set clear vision and direction and who engaged with and encouraged staff to take part in the change process had a positive impact. Staff in the forces that had a transformational leader were more inclined to support and comply with change because they felt part of the process and understood their role in the wider force direction.

Cultural change

Changing the culture of an organisation is an important part of managing change, because without it the workforce can be resistant, create barriers to change and maintain inefficient ways of working. Often, when attempting to make changes, forces identify cultural barriers such as resistance to change, which have in themselves been detrimental to effective ways of working. Identifying these and putting in place ways to change them can be a valuable contributor to positive change.

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[20] What makes great police leadership? What research can tell us about the effectiveness of different leadership styles, competencies and behaviours. A Rapid Evidence Review, NPIA, 2011. Available from: http://www.college.police.uk/en/docs/Great_Police_Leader_REA.pdf

Gloucestershire Constabulary has an established and comprehensive Cultural Change Programme which is integrated with and underpins the structural change programme. The programme aims to identify and strengthen the behaviours, relationships and interactions within the force that contribute to delivering the organisation's purpose. There is now a continuous programme of work, which has led to a range of changes including: a year-long programme for all senior leaders to address behavioural issues and introduce them to new ways of working; a new methodology that underpins all leadership development; a narrative of how experiences and events from the past have shaped behaviours; and the creation of an internal organisational development function. The force has reported a range of benefits, including senior leaders being confident to openly challenge (rather than publicly agreeing and privately opposing) change, improved cross organisational problem solving and the improvement of relationships within and across teams.

Contact: ExecutiveSupport@gloucestershire.pnn.police.uk

Durham Constabulary wanted to ensure that staff were considered, understood, had a voice and were valued throughout the changes talking place across the force. The force judged that its overarching aims to inspire confidence in victims and communities by protecting neighbourhoods, tacking criminals, and solving problems were underpinned by a commitment to working together, motivating and developing staff, communicating effectively and reinforcing a culture of excellence. The force used research, which showed that by making fair decisions, explaining them and being respectful, organisations can encourage staff to engage in positive work behaviours such as delivering a better service for the public. It also showed that people can accept decisions that do not suit them, providing they understand why they have been made. The work carried out by the force was used to determine the values of the force and to shape workstreams and leadership development programmes across the organisation.

Contact: hqcddperformance@durham.pnn.police.uk

Engaging and communicating

HMIC noticed higher morale and support for change in forces that had taken time to engage with the workforce, for example by running workshops to influence the

change programme, and through ideas programmes and staff panels to assess proposals for change. In many cases this had led to staff contributing a number of useful insights and ideas that would otherwise have been missed. Where forces were unable to fully engage staff, good communications to avoid rumours and maintain support had also been effective, often taking the form of road shows run by senior members of staff to explain changes and online blogs or question and answer sessions. In forces that had done this engagement and communication, staff often told HMIC that although the changes were unsettling, they understood why they were happening and supported them.

In Lancashire Constabulary, once a proposal had been developed which would have an impact on ways of working or lead to staff reductions the force held a challenge day, which allowed staff to test the proposal. Staff were encouraged to provide feedback before final recommendations were taken into a decision making process. Emphasis was placed on face to face briefings between managers and their staff as well as providing a clear framework for corporate information. Wherever rotas and working patterns were impacted upon by change, the people affected were fully consulted and could give formal feedback prior to agreement.

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While developing its change programme, Leicestershire Constabulary's Continuous Improvement Team ran a series of road shows which were attended by the deputy chief constable. Staff and officers were asked to generate possible ideas for change. More than 700 ideas were put forward and 147 were used to develop the change programme, meaning most projects in the programme could be linked back to an idea put forward by staff. The Chief Constable hosted one day events with middle managers in addition to the road shows. Staff are also surveyed electronically approximately every quarter and results are published. The force provides staff with two intranet forums 'Any Questions' and 'Have Your Say' where they can seek information and raise any concerns.

Leicestershire also ran a series of staff training events called Go Make a Difference (GoMaD), which encouraged staff to feel confident to make efficiency changes in their areas of business. At the time of inspection around 45 members of staff had

been trained and allocated projects. The force's ambition is that with more training a critical mass will emerge that will shift the culture of the organisation to overcome barriers to change.

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Durham Constabulary designed and produced a document known as 'Plan on a Page' which is refreshed annually and outlines the key strategic plans and priorities for the force. It was designed to help operational staff to see where they fit within the organisation and what they should be aiming for. This sort of approach is a simple way of ensuring all staff know what the force is trying to achieve and how they can contribute. The force also ran a leadership programme called 'All Together Different' for sergeants, inspectors, chief inspectors and equivalent staff to help them manage and supervise teams through change. The programme aimed to help staff think differently and innovatively and to send the message that the force is open to innovation and ideas.

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Workforce development, health and welfare

Policing in Austerity: Rising to the Challenge found that over the course of the Spending Review, around 31,600 posts will be lost from the police service, which is a reduction of 13 percent. The scale and pace of the changes required to achieve this reduction, and the potential impact on the workforce is significant. Lack of recruitment and high rates of leavers brings with it a risk that the workforce could become change weary, stagnate, and crucial skills may be lost. In this environment, forces have needed to think of innovative ways to reinvigorate and motivate the remaining workforce and to encourage interest from the next generation of police officers

Health and welfare

In Greater Manchester Police, the force runs themed self development conferences once a week, with a different theme every five weeks. The first conference theme was wellbeing and included a variety of sessions such as personal training provided by local gyms, a talk on how food affects mood by a professor from Manchester

Metropolitan University, a session on money and debt provided by police mutual, a mental health session by the NHS, stalls and information stands, including the NHS providing blood pressure and cholesterol checks, reduced cost 'healthy' option meals in the staff restaurant, and a session on improving health by walking.

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Special constables and volunteers

Special constables and volunteers have become an important part of policing and *Policing in Austerity: Rising to the Challenge* highlighted the projected increase of 60 percent in Special Constable numbers by 2015. Some forces have sought opportunities for special constables to broaden their skills and experience by assisting in specialist roles. This increases retention of special constables as it offers variety and opportunities to develop, but also allows forces to make best use of those with specialist skills and experience. In Humberside, special constables have been allocated roles in roads policing, marine, special branch and operations support section.

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Bedfordshire Police has a team of 46 Specials known as the Specials Tasking and Rural Crime Team which carries out evening patrols in all rural areas and undertakes specific tasking such as drugs warrants, arresting identified offenders and executing warrants for people who have failed to attend. The team is also a force wide resource that can be bid for to take on specific tasks. Bids are considered by the specials chief inspector and regular superintendent and decided against priorities on a fortnightly basis. Bedfordshire Police also uses the Special Constabulary at Luton Airport on a stop and search operation which uses sniffer dogs trained to find money and drugs.

Contact: Edward.Major@Bedfordshire.pnn.Police.uk

Non-warranted volunteers are an equally important resource. Gwent Police has delivered training in problem solving skills to 50 public volunteers to support community engagement and neighbourhood policing.

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Degrees in policing

Throughout the Spending Review, recruitment into the police service has been limited. Forces have needed to be innovative about identifying ways of preventing the workforce from stagnating, and encouraging interest from the next generation of police officers. Cheshire Constabulary has partnered with the University of Chester to develop a professional entry scheme, where each year 40-50 students recruited as special constables can obtain a foundation degree in policing over two years. The degree includes the Initial Police Learning and Development Program (IPLDP). The university and police provide a bursary scheme for some applicants to assist them to meet the costs and have considered a part time course for special constables who are already in full time education.

Contact: paul.woods@cheshire.pnn.police.uk

Apprenticeships with the police

Greater Manchester Police successfully piloted an apprenticeship scheme in the second half of the 2012/13 financial year, which included the creation of 22 neighbourhood policing apprentice roles. The force worked closely with the National Apprenticeship Service to implement the scheme and engaged an external training provider to assist with recruitment and provide the apprenticeship qualification. The apprentice recruitment strategy focused in particular on attracting young people from hard to reach and diverse communities in the Greater Manchester area.

The apprentice role provides office management support and service delivery to neighbourhood policing and enables apprentices to develop skills, gain a qualification and improve their future employability. On successful completion of the 12 month apprenticeship, there is an opportunity for a permanent contract in the same role or another part of the organisation. The success of the pilot scheme resulted in the Police and Crime Commissioner approving an additional 50 apprentices for the current financial year in other business areas supporting frontline policing.

Contact: GMP.GovernanceHQ@gmp.police.uk

Police cadets

Many forces run police cadet schemes. The Metropolitan Police Service (MPS) for example has cadet schemes across all boroughs for 13-18 year olds as part of its youth outreach programme and is currently in the process of broadening the scheme to include junior cadets from ages 10 to 13. The MPS is close to having 4,000 cadets who will be reflective of the London demographic.

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Some forces, like Lancashire Constabulary, have recognised the value of cadet schemes and expanded their existing programmes. Lancashire's scheme was previously a 38 week course but has now been extended to be on-going between the ages of 13-18 years. As of January 2014, the scheme has been implemented across all divisions, with a total of 350 cadets.

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10. Sustainable cost reductions

The inspections were carried out at the midpoint of the Spending Review, when most forces had moved from the initial phase of reactive cost reduction and were a year or more into implementing organisational restructure. Most of the examples observed by HMIC related to organisational restructure and few had moved to the final stage of keeping costs down in the longer term. In June 2013, the Government announced details of further reductions in the spending round for 2015/16, and gave a clear signal that the challenge does not end in March 2015. In light of this, the police service needs to be prepared to meet that challenge by moving to long term sustainable cost reduction.

There are a number of factors that could contribute to the success and longevity of the changes forces have implemented over the Spending Review period, including:

- How **transformational** forces have been and how well they have aligned changes to demand.

- Integrated mechanisms to drive **continuous improvement**, such as regularly reviewing the operating model or using benchmarking and cost comparison to systematically challenge expenditure.

- An effective **evaluation** process that identifies what is working, what is not and when adjustments need to be made.

- **Ambition** and leadership that continues to drive improvement and cost savings.

Policing in Austerity: Rising to the Challenge also identified some missed opportunities for forces that could contribute to resilience and sustainability going forward. These include:

- Better use of IT to support efficiency and enhance productivity whilst working toward a less fragmented national approach.

- Increased collaboration with other forces and agencies in order to provide better resilience and deliver efficiencies through economies of scale.

The examples described in this compendium are representative of the widespread work and innovation demonstrated by the police service as it delivers change and financial savings. Forces have achieved a great deal in a short space of time and collectively have explored a wide range of areas. There are opportunities to build on this in coming years by continuing to share examples between forces and to work at a national level to provide guidance and coordination. HMIC's Valuing the Police inspections, which will be carried out throughout spring 2014, are likely to gather more evidence of what can support sustainable cost reduction and this will be shared with the service over the coming year.

11. Sharing ideas in the police service

The College of Policing is responsible for assisting the police service to share ideas and innovation. As the College of Policing was being set up at the time of this inspection, on this occasion, HMIC has produced a compendium of examples to ensure useful information gathered at the time of inspection is not lost. However HMIC considers this is not a sustainable way of making sure good ideas are shared, nor is it an effective way of evaluating what works.

The College of Policing promotes the use of evidence to support policing. It works with universities and academia to share and develop the underlying evidence base for policing practice, and to develop and promote good practice based on evidence. The College also has a number of established methods of assisting the police service to share practice and ideas. POLKA (the Police OnLine Knowledge Area) is a secure online collaboration tool, which the policing community can use to network, ask questions, share insights, discuss ideas and suggest new ways of working. It is a living, growing site, with all information provided by practitioners, updated and added to every day. More information on POLKA can be found on the College website http://www.college.police.uk/en/16173.htm

POLKA contains a number of useful tools including the Knowledge Bank, where officers and staff can access, share, and collaborate in the development of local policing practice including good quality policing research, and information on future issues impacting on crime, policing and public safety. Within the Knowledge Bank, officers and staff can submit and access local examples of policing and crime reduction initiatives and summaries of local cost effectiveness or continuous improvement reviews. This repository allows policing colleagues to share practice and discuss new ideas. More information on how to share an example or explore the repository can be found here: https://polka.pnn.police.uk/en/System/Not-member/?returnUrl=https://polka.pnn.police.uk/Templates/RelatePlus/Pages/ClubHome.aspx?clubId%3d38%26pageid%3d379%26id%3d58%26epslanguage%3den

In the future, HMIC and the College of Policing will work closely together to ensure that any good or interesting examples identified during inspection fieldwork are channelled to POLKA at the time of inspection by encouraging forces to complete a Business Practice Review and submit it to the College of Policing for inclusion in the Practice Bank.

Annex A – Glossary

101 call	Non-emergency telephone call to report crime and other concerns that do not require an emergency response.
999 call	Emergency telephone call for urgent assistance.
ACPO	Association of Chief Police Officers - an independent, professionally led strategic body representing chief police officers in England and Wales.
Airwave	A mobile communications network dedicated for use by the emergency services in Great Britain.
Algorithm	A step-by-step procedure for calculations, data processing and automated reasoning.
Android	An operating platform for mobile devices.
Athena	A framework agreement for IT systems to facilitate data sharing between police forces.
Automated switchboard	A telephone switch board through which the caller can direct themselves to the person they need to speak to, or hear automated advice, without speaking to an operator.
Automatic Resource Location System (ARLS)	The facility to locate car and foot patrol officers and staff using the Airwave network. This allows police forces to send those officers who are nearest to the source of a call for assistance to respond.
Benchmarking	Comparing service cost or performance, or both, with other public or private sector bodies.
Blue light services	Term used for emergency services such as police, fire services, ambulance and other emergency responders.

Body worn camera	A video camera worn on the helmet or upper body, which records visual and audio footage of an incident.
Borderless response	A method of deployment used by forces which prioritises appropriateness of response and the current location of available resources over geographical boundaries.
Bureaucracy	Administrative functions and processes.
Business improvement methodologies	Methods used by forces (and businesses) to drive existing business performance by improving processes and eliminating waste.
Business support	Roles within a force that support the delivery of the force's business, for example, finance, human resources, IT, stores, property, human resources and training.
Call handler	The person who answers calls from the public, determines the call circumstances, decides the call response, and initiates or implements it.
Call management	The process of designing and implementing systems governing the routing of telephone calls to a force.
Capability	The ability to perform or achieve results or actions through controllable and measurable means.
Capital resources	Assets owned by the force such as buildings and vehicles.
Cashable	Able to convert into money or cash.
Change programme	A plan to take the organisation from its present state to a future state.
CJS digitisation	Movement within the Criminal Justice System from paper based working toward doing things electronically.

Collaboration	All activity where two or more parties work together to achieve a common goal, which includes inter-force activity and collaboration with the public and private sectors, including outsourcing and business partnering.
College of Policing	Professional body for the police service, which sets standards for training, development, skills and qualifications.
Co-located	Two or more groups or organisations located together.
Community Resolution	See Restorative Justice
Community Safety Partnership (CSP)	Partnerships of representatives from the core authorities in a local area such as the police, local authorities, fire and rescue authorities, probation service and health.
Condensed hours	Arrangement whereby an individual works their allotted hours over fewer days than the traditional work pattern.
Continuous improvement	Using skills, knowledge and expertise to identify service transformation and savings opportunities. Can be incremental as well as immediate.
Control room	Force facility which receives and manages emergency and non-emergency calls and the deployment of resources.
Cost comparison	The process of comparing the price of different products or services.
Crime hotspot	Locations or areas identified as having high crime intensity.
Criminal Justice System (CJS)	The system of law enforcement which includes the police, lawyers, courts, and corrections, used for all stages of criminal proceedings and punishment.

Cross agency	Joint working with external partners and organisations
Crown Prosecution Service (CPS)	The body responsible for prosecuting criminal cases investigated by the police in England and Wales.
Cumulative	To increase or become better or worse over time through a series of successive additions.
Custody	The function within a force that deals with suspects who have been detained.
Demand analysis	An assessment of the demand affecting a force area.
Deployment	The function within a force control room (see control room) which allocates resources to attend incidents.
Diary car	A car allocated to officers or PCSOs to enable them to scheduled appointments (see scheduled appointment).
Discretion	The power or right to decide or act according to one's own judgment.
Economies of scale	Cost advantages that larger organisations obtain due to their size, as the cost per unit will decrease with increasing size as the fixed costs are spread out over more units.
Electronic witness statement (EWS)	EWS enables officers to capture witness statements and associated information and images, in electronic format, at any location, at any time. The statement can be sent wirelessly and immediately to a police station or to partner agencies such as the Crown Prosecution Service.
Fixed fee annual contract	A firm-fixed-price contract providing goods or services that are not subject to any adjustment on the basis of the contractor's cost experience in performing the contract.

Fixed penalty notice (FPN)	A notice offering the opportunity to pay a fixed penalty instead of conviction for an offence.
Flexible working	A way of working that suits an employee's needs, for example, being able to work different hours or work from home.
Footfall	The number of people who visit police premises during a given period.
Forensics	The application of forensic science and technology to identify specific objects from the trace evidence they leave.
Front office	A police building open to the general public, where they can obtain face-to-face access to police services.
Frontline	Comprises those members of police forces who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law.
Geo fencing	A dynamically generated or predetermined set of boundaries used in mapping to identify locations, hot spots and resources.
Geographic Information System (GIS)	A system designed to capture, store, manipulate, analyse, manage, and present all types of geographical data.
Global Positioning System (GPS)	A space-based satellite navigation system that provides information on location and time.
Her Majesty's Courts and Tribunals Service (HMCTS)	Agency responsible for the administration of the criminal, civil and family courts and tribunals in England and Wales and non-devolved tribunals in Scotland and Northern Ireland.

Home Office	The ministerial department responsible for immigration and passports, drugs policy, crime policy and counter-terrorism and policing in the United Kingdom.
Hub	Police services, predominantly response and investigation teams, located in a geographic area against a demand profile, to enable a more efficient response to that area.
Human resources (HR)	The department responsible for the people in the organisation, and providing direction through a workforce strategy. It also works with managers for some tasks, for example, recruitment; training and continued professional development; annual appraisals; and dealing with poor performance.
In-year reduction to budgets	A reduction to the government grant given to forces that was made part way through the financial year, after the money had been allocated to forces.
Intranet	The generic term for a collection of private computer networks within an organisation.
Joint venture company	A business deal in which two or more companies or agencies combine their expertise and share the risk, profits and liabilities
Lean	A methodology used to drive existing business performance by improving processes and eliminating waste.
Live Link	A system that allows officers to give evidence in court via video link from the police station
Local authority	A local subdivision of government responsible for maintaining services in its allocated area.

Ministry of Justice (MoJ)	The ministerial department with responsibility for protecting the public and reducing reoffending, and providing a more effective, transparent and responsive criminal justice system for victims and the public.
Mobile data/Mobile Data Terminal	A mobile data terminal (MDT) is a computerised device used to access systems and information whilst away from police premises. They are also used to display mapping and information relevant to the incident or task.
Mobile fingerprint device	A mobile device that checks fingerprints against a database held on the Police National Computer (see Police National Computer).
Mobile technology	Mobile IT (mobile information technology) is to deliver IT services to employees working on mobile devices, away from police premises.
National Crime Agency (NCA)	A national law enforcement agency in the United Kingdom which targets the criminals and groups posing the biggest risks.
National Crime Recording Standard (NCRS)	The national crime recording standard (NCRS) is a standard for recording crime in accordance with the law. It is based on applying legal definitions of crime to victim's reports. The aim of NCRS is to be victim focused and maintain a consistent data set of recorded crime allegations across all forces.
Neighbourhood policing	Activities carried out by neighbourhood teams and primarily focused on a community or particular neighbourhood area. Also known as community policing.
Net Revenue Expenditure (NRE)	Total expenditure minus earned income. Earned income covers partnership income, sales fees charges and rents, special police services, reimbursed income and

	interest. This definition deviates from the definition provided by the Chartered Institute of Public Finance and Accountancy (CIPFA).
NicheRMS	A framework agreement for IT systems to facilitate data sharing between police forces.
Non-pay costs	Expenditure on items which are not related to the workforce, such as stationery and uniform.
Occupational health	Specialist unit within forces that aims to support and help people stay in work and live full and healthy lives.
Operational support	Roles in the operational support category listed in the revised frontline model, for example, criminal justice and intelligence departments.
Operating model	The way a force is organised across process, structure and technology to achieve its goals.
Optimal Forager	The ability to map events to identify the risk they generate for nearby homes, with the map being dynamic to reflect how the risk declines over time. This assists forces to apply appropriate disruption and detection.
Organisational development	A planned, systematic approach to improving organisational effectiveness – one that aligns strategy, people and processes
Organised crime	Widespread criminal activities, such as prostitution, drugs production and supply, that occurs within a centrally controlled formal structure.
Outsource	Contracting out a service or asset to an external body
Overheads	Expenses that are necessary for the continued functioning of the business, but cannot be immediately

	associated with the products or services being offered, for example, rent, electricity and telephone bills.
Personal Digital Assistant (PDA)	A small hand-held computer with facilities for taking notes and storing or accessing information.
Performance and development review (PDR)	An assessment of an individual's work performance by their line manager.
Police and Crime Commissioner (PCC)	A representative elected to be the voice of the people and to hold the police to account.
Police National Computer (PNC)	A computer system used by law enforcement agencies in the United Kingdom to share and access information.
Police led prosecution (Specified proceedings)	Uncontested cases that the police may present without involving the Crown Prosecution Service (CPS). They are primarily traffic related but in 2012 the list of 'specified offences' to which these provisions apply was extended to include some crime offences such as criminal damage under £5,000 and a number of alcohol and public order offences.
POLKA (Police OnLine Knowledge Area)	A secure online collaboration tool owned and maintained by the College of Policing, which the policing community can use to network, ask questions, share insights, discuss ideas and suggest new ways of working.
Postal charging	A process where, in appropriate cases, offenders who have been bailed by police can receive a formal notice in the post ordering them attend court on a specific day, without the police having to call them back to the police station.
Predictive policing	Methods used by police forces to use and analyse data

	on past crimes to predict future patterns of crime and vulnerable areas.
PredPol	A predictive computer system which uses historic data, combined with algorithms to identify 15 squares (500 x 500ft each) on a division which are most likely to be affected by crime.
Preventative policing	Methods used by police forces to pre-empt crime and to prevent it happening. These can range from working with other partners and agencies to using predictions about where crimes may occur to decide where to place visible resources.
Prince 2 (PRojects IN Controlled Environments)	A process based method for effective project management.
Priority based budgeting	Key current priorities and expectations of the public within the force area are used to establish funding priorities in budgets.
Private sector	The part of a country's economy which is made up of companies or businesses run by private individuals or groups, and not run or funded by the government or by volunteers or charitable funds.

Proactive patrol	A way of deterring crime and preventing it from happening through police presence, partnership working and public engagement, rather than simply responding once a crime has already been committed.
Problem solving policing	Methods of identifying and analysing specific policing problems in order to develop effective responses.
Procurement	The acquisition of goods, services or works from an external supplier.
Productivity	The ratio of outputs or outcomes against inputs.
Protective services	A wide-ranging term for the police response to the most serious crimes and the potential threats from which the public must be protected.
Public access point	A place provided by the police force where members of the public can go to meet with and speak to members of the force.
Public sector	The part of a country's economy which is run and funded by the government.
Reactive cost reductions	Cost savings made by forces immediately after the Spending Review, which were designed to start making savings quickly, but not to provide medium to long term solutions.
Remote connection	An internet connection that is picked up away from force premises.
Reserves	Unallocated funds to pay for unforeseen events and balance liabilities.

Resilience	Capacity to withstand increases on demand or complexity for services.
Response	Police officers who are predominantly assigned to dealing with emergency and priority calls.
Restorative justice	Restorative justice provides victims, offenders and members of the community with an opportunity to communicate and agree how to deal with the offence and its consequences.
Restricted duties	Duties assigned to a police officer which have lower physical demands than those required for the full duties of a police officer. The decision to place an officer on restricted duties is taken after an assessment of the officer's condition by a medical practitioner or an occupational health professional.
Scheduled appointment system	A diary system which allows the force to schedule appointments either on or away from force premises at the convenience of the person they need to speak to, on occasions where an immediate or priority response is not required.
Service delivery	The service that is delivered to the public by the police service.
Service failure	When service performance fails to meet expectation.
Shift pattern	A pattern of working hours which facilitates compliance with working time regulations at the same time as providing resources to meet demand.
Special Constable	Police officers who are unpaid part-time volunteers who have the same powers as regular police officers.

Spending Review	A government process carried out to set firm expenditure limits over a period of time.
Spending round	A government process to allocate resources across all government departments for just one year. It is then up to departments to decide how best to manage and distribute this spending within their areas of responsibility.
Strategic assessment	An assessment which provides a comprehensive picture of the issues affecting a force's area.
Super Suite	Modern, purpose-built custody suites with increased cell capacity, better facilities, and a wider range of staff from the force located alongside other practitioners (such as medical staff and defence solicitors).
Sustainable cost reduction	Cost reductions that have been made by forces in such a way that they will continue to deliver at the lower cost in the long term.
Systems thinking	A methodology used to drive existing business performance by improving processes and eliminating waste.
Technology platform	An underlying computer system on which other applications and programs can run.
Transformation	A process of radical change that orientates an organisation in a new direction and takes it to an entirely different level of effectiveness. Implies a fundamental change of character, with little or no resemblance to the past configuration or structure.

Video Link	Video technology which allows officer court appearances to be made via video link rather than by personal attendance.
Virtual Court	Technology which enables the defendant to appear in a magistrates' court for a first hearing over a video link while still physically located in the police station where they are charged. Case papers are shared electronically and this provides swifter justice by enabling a hearing to take place within hours of charge.
Visibility	Patrolling officers or PCSOs who are visible and identifiable to members of the public.
Voluntary attendance (VA)	A method by which officers can agree a pre-arranged time to meet outside of custody with a suspect.