



Inspecting policing  
in the public interest

## Responding to austerity

Cleveland Police

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# How well does the force provide value for money?

## Overall judgment

HMIC found that Cleveland Police has made excellent progress in achieving the savings it needs while working hard to protect its frontline crime-fighting roles. It has had one of the biggest reductions in police officer numbers and transformed the way it provides policing to get better value for money from fewer resources.

Good

## Summary

Cleveland Police has made excellent progress in getting itself into a secure financial position. It is working hard to reduce costs and to provide a value-for-money service to its local communities. The force faced a difficult challenge. It needed to save 21 percent of its total spending over the four years of the spending review. It responded well and is on track to make all the savings it needs, as well as having found more savings for 2015/16. Importantly, the force has started to develop ambitious plans for achieving savings beyond 2016. The changes being put into place are an ambitious approach to transform the way the force provides policing, involving considerable change to the way the force works.

The force has carried out extensive assessments of the demands and the risks that it faces, which it is using to redistribute resources and to reshape the way it provides policing. Frontline crime-fighting roles are being protected as it makes the cuts and neighbourhood policing remains the foundation of the force's approach.

Cleveland is making good use of its partnerships and collaboration with other organisations to ensure that savings are being made without damaging the service to the public. Cleveland Police is well placed to face the future financial challenges.

**To what extent is the force taking the necessary steps to ensure a secure financial position for the short and long term?**

**Outstanding**

The force already has a strong track record of achieving planned savings.

Cleveland was set a tough financial challenge. A strong vision and effective leadership has enabled it to achieve the bulk of the savings requirement and there are clear plans in place to achieve the balance in 2014/15.

The force is developing outline savings plans that extend beyond 2016. Successful partnering and collaboration with other organisations continue to play a vital role in these plans.

**To what extent has the force an affordable way of providing policing?**

**Good**

The force makes good use of working with others to achieve better value for money. Collaboration with other forces and the private sector is well-established in Cleveland and has contributed considerably to its savings. It has, and will continue to, achieve considerable savings.

The force has made good overall progress in implementing its change programme. The new structure for policing has enabled it to function with considerably fewer officers and staff. The changes have taken place with minimal impact on the service to the public.

There is a clear future vision involving partnership working and IT-enabled change. This will help Cleveland to provide an affordable, effective and sustainable resource model.

**To what extent is the force efficient?**

**Good**

The force has a good understanding of demand and has used this to reshape the way it provides policing.

It is working innovatively to improve further its overall understanding of demand by incorporating information from partners. This will enable it to identify and include greater efficiencies in the way it uses resources.

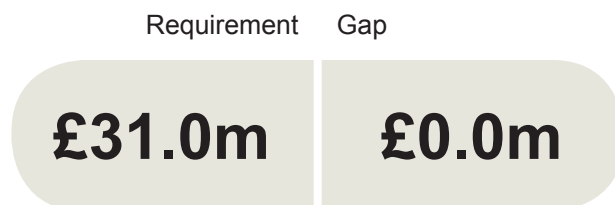
Cleveland is set to lose proportionately more police officers than other forces, but the proportion working on the front line has increased.

Over the spending review the force has reduced crime, although crime levels remain higher than elsewhere. Both crime and detection rates are higher than the figures for England and Wales.

# The force in numbers

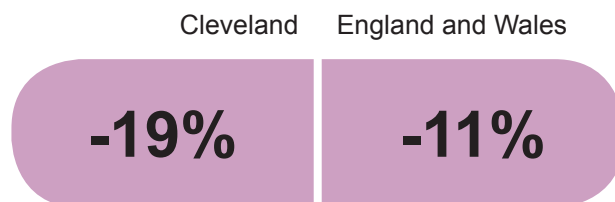
## Financial position

The force's savings requirement

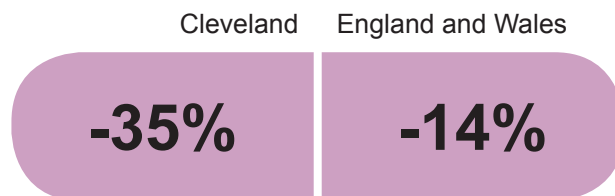


## Providing policing

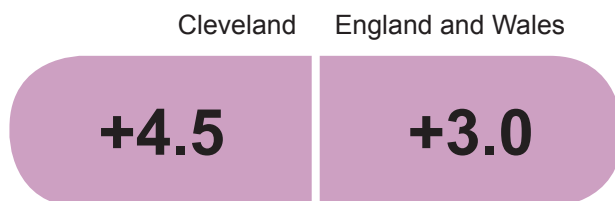
Planned change in police officer numbers 2010/11 – 2014/15



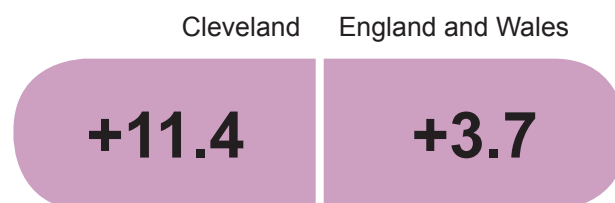
Planned change in total workforce numbers 2010/11 – 2014/15



Planned proportion of police officers on the front line 2014/15 vs 2010/11 (percentage points)



Planned proportion of total workforce on the front line 2014/15 vs 2010/11 (percentage points)





## Efficiency

Police officer cost per head of population  
2013/14

Cleveland	England and Wales
<b>£129.6</b>	<b>£117.7</b>

Workforce cost per head of population  
2013/14

Cleveland	England and Wales
<b>£152.7</b>	<b>£168.1</b>

Change in recorded crime  
2010/11 – 2013/14

Cleveland	England and Wales
<b>-9%</b>	<b>-14%</b>

Victim satisfaction 2013/14\*

Cleveland	England and Wales
<b>85.0%</b>	<b>85.2%</b>

\*Confidence intervals:  $\pm 1.5\%$  for Cleveland;  $\pm 0.2\%$  for England and Wales.

# Introduction

In October 2010, the Government announced that central funding to the Police Service in England and Wales would reduce by 20 percent in the four years between March 2011 and March 2015.

HMIC's Valuing the Police Programme has tracked how forces are planning to make savings to meet this budget demand each year since summer 2011. This report identifies what we found in this, our fourth year.

Our inspection focused on how well the force is achieving value for money. To answer this question we looked at three areas:

- To what extent is the force taking the necessary steps to ensure there is a secure financial position in the short and long term?
- To what extent has the force an affordable way of providing policing?
- To what extent is the force efficient?

During our inspection, we collected data and plans from forces, surveyed the public to see if they had noticed any changes in the service they receive from the police as a result of the cuts, and conducted in-force inspections. We also interviewed, where possible, the chief constable, police and crime commissioner and the chief officer leads for finance, change, human resources and performance in each force, and held focus groups with staff and other officers.

This provides the findings for Cleveland Police.



# To what extent is the force taking the necessary steps to ensure a secure financial position for the short and long term?

HMIC looked at the savings plans that forces have developed in order to meet the financial challenge of the spending review, and for the year after 2015/16. It is also important that forces look to the future beyond 2016 in their planning, so we also explored how they are starting to prepare for further financial challenges.

## Financial challenge

Cleveland Police has identified that it needs to save £31.0m over the four years of the spending review (between March 2011 and March 2015).

As a proportion of its overall budget, this savings requirement of 21 percent is higher than for most other forces.

## The scale of the challenge

HMIC considers that Cleveland has faced a particularly difficult challenge. The savings requirement is one of the highest in England and Wales as a proportion of total spending. The financial challenge is set against the force area having the fourth highest level of crimes per head of population in England and Wales in the 12 months to March 2014. However, Cleveland does have some room to find savings as it is a comparatively high-spending force, which:

- spends more on policing per head of population than most other forces in England and Wales;
- has higher numbers of police officers per head of population than most other forces in England and Wales; and
- has a higher cost for police officers per head of population than most other forces in England and Wales.

## Savings plans for 2014/15 and 2015/16

The savings requirements are £6.5m for 2014/15 and £4.8m for 2015/16. The force has plans in place to achieve all of these savings and a balanced budget.

The savings plans are part of an ambitious approach to transform the way the force provides policing. The changes will not be without risk and challenge, but the force has a strong track record of achieving savings and it is confident that the plans are achievable and will achieve the savings needed.

## Outlook for 2016 and beyond

With a balanced budget for the next two years, the force is now able to progress with plans to meet the anticipated funding gap of £6.1m in 2016/17, rising to £11.4m in 2017/18. Plans are being developed in a strategic way with local partners to identify cost-reduction opportunities, further regional collaboration, and estates and workforce model improvements. The force is focusing on future savings in these years from non-staffing areas to protect frontline policing from further cuts. Plans are being developed to make savings from using assets, such as buildings and the vehicle fleet, more efficiently. It aims to transform the use of technology to operate more efficiently and to get better value for money out of contracts with suppliers. There is also further room for pay savings, without cutting staff, by better management of attendance and sickness absence.

The force has received innovation funding to review its existing collaborations with Durham Constabulary. It is estimated that this could release a further savings between the two forces.

### Summary

**Outstanding**

- The force already has a strong track record of achieving planned savings.
- Cleveland was set a tough financial challenge. A strong vision and effective leadership has enabled it to achieve 79 percent (£24.4m) of the savings requirement in the first three years of the spending review and there are clear plans in place to achieve the balance in 2014/15.
- The force is developing outline savings plans that extend beyond 2016. Successful partnering and collaboration continue to play a vital role in these plans.

# To what extent has the force an affordable way of providing policing?

HMIC looks at how the force is structured to provide policing. We ask if this is affordable as the force responds to their financial challenge. We look at what the force is doing to reduce its costs, how it is protecting officers and staff engaged in fighting crime and keeping communities safe, and how it is making the required changes through its change programme.

## How the force provides policing

Neighbourhood policing is the foundation of Cleveland's resource model. In April 2013, the force started considerable organisational change by introducing integrated neighbourhood teams (INTs) across local policing areas, with boundaries aligned to the four local authorities of Middlesbrough, Hartlepool, Redcar and Cleveland, and Stockton-on-Tees. The new resource model is organised around five functional units: operations, crime and justice, neighbourhood policing, tasking and co-ordination and business support. Staff and other resources are no longer tied to a geographic area in terms of deployment and can expect to be used throughout the force area according to where the demand arises. The new resource model has been designed so it can adapt to future changes offered through, for example, collaboration with other forces.

As a result of introducing the new resourcing model, Cleveland Police has seen a higher than average reduction in police officer numbers. The force aims to reduce the number still further to achieve more savings and is confident that this can be achieved at the same time as maintaining effective policing.

## Collaboration

HMIC monitors forces' progress on collaboration because it offers the opportunity to provide efficient, effective policing and help achieve savings.

It is clear that collaboration is an important part of Cleveland's vision for providing a better police service with fewer resources. The force is investing heavily in collaboration plans to make savings in the longer term. It spends considerably more than most other forces on collaborated services, and collaboration is achieving a bigger proportion of the force's overall savings than in most other forces.

Further collaboration is clearly part of Cleveland's future plans to achieve savings and to enable it to provide a better and more resilient policing service. Plans are being developed with Durham Police to integrate some specialist policing functions that will potentially release a further £3m of savings. Analysis is also underway for shared support functions, i.e., legal and professional standards with Dham Constabulary and North Yorkshire Police.

The force is also exploring the possibility of joint major investigation teams within the north east involving forces in North Yorkshire, Durham and, potentially, Humberside.

The force is also pursuing opportunities to improve collaboration with local partners. It has published its estate strategy for the next 20 years, which includes exploring opportunities for co-location and shared services with other public sector partners.

In 2014/15 the force expects to spend 22 percent of its net revenue expenditure on collaboration, which is considerably higher than the 11 percent figure for England and Wales. Collaboration is expected to contribute 39 percent of the force's savings requirement, which is also considerably higher than the 10 percent figure for England and Wales.

## Managing change

Reductions in police budgets have led to a shrinking workforce. HMIC expects forces to look at longer-term transformation which can help maintain or improve the service they offer to the public and help prepare for future funding reductions.

Reductions in police budgets have led to a shrinking workforce. HMIC expects forces to look at longer-term transformation, which can help to maintain or improve the service they offer to the public, and to prepare for future funding reductions.

The force has a good track record in managing change. Some years ago, Cleveland contracted its back office support functions to a private sector company, Steria, in what was a considerable change to the organisation. The force has developed experience and expertise, improving its operations through redesigning services and processes to get rid of waste and make the best use of resources. Cleveland acknowledges that there are more opportunities to be explored to make further savings. For example, the scientific support unit will be reviewed in the next phase of work.

The force's initial change programme led to the restructured resource model to meet financial and workforce requirements for the coming years. As financial challenges have continued, the force has developed a further phase of change, which has three main elements: cultural change through transformational leadership, enhanced workforce planning and estates, and IT transformation.

The force identified that the main elements of its change programme during the current spending review are:

- changes to local policing;
- changing the way that specialist police functions are provided;

- business support;
- changes to the way operational support functions are provided; and
- contracting to, or working with, the private sector.

The force identifies that the main elements of its change programme as it responds to future financial pressures will include:

- changes to local policing;
- changing the way that specialist police functions are provided;
- business support;
- changes to the way operational support functions are provided; and
- contracting to, or working with, the private sector.

## How is the force supporting its workforce to manage change and effective service provision?

The force has undergone considerable changes at senior management level, with a new chief constable, a new deputy chief constable and a forthcoming new assistant chief constable. There is considerable energy and drive from the leadership to meet the challenges of the spending review while improving overall performance.

The new resource model is being implemented stage by stage. Commanders for each of the new units were put in place at the start to take ownership of the change programme and to drive it forward. The tasking, co-ordinating and performance command has been in place for over six months, and the others have been in place for less than six months. Staffing levels are to be adjusted to meet actual demand levels more effectively. This will be a process of refinement, following a systematic review to make processes better.

The force has recruited a small number of additional staff to help with change management in areas such as business support. The force is piloting different arrangements to test how a boundary-less deployment model might work to enable them to make the best use of all available resources in responding to the public.

There is a general understanding across the force of the need for change. The force is using a variety of methods to convey its messages about the change programme; it is using blogs, video briefs, and involving staff associations.

The need to involve the workforce and bring about the cultural change needed to operate effectively is an important part of the new change programme. The force identified that previously change had been done to people rather than fully involving them in the process.

More than 12 months ago, the force carried out a staff satisfaction survey for the first time in several years. It highlighted a number of workforce issues and provided a baseline for the force to improve.

On both communication and cultural change, the force is making steady progress and plans regular testing with staff. The visibility and accessibility of senior leaders means that they are in touch with staff and officers at all levels.

## How is the force achieving the savings?

Because around 80 percent of a police budget (on average) is spent on staff costs, it is not surprising that forces across England and Wales plan to achieve most of their savings by reducing the number of police officers, police community support officers (PCSOs) and police staff employed.

However, we also expect forces to bear down on their other costs (non-pay) such as the equipment they buy, the accommodation and vehicles they use and the contracts they enter for services (e.g., cleaning).

Non-pay is reviewed every year as part of the budget setting process and the force renegotiates contracts wherever possible to get better value for money. The force has reviewed non-pay costs this year to work out what it can do in future. In addition to the partnership with Steria, other contracted-out elements of non-pay include the private-finance-initiative (PFI) and custody contracts.

The force aims to achieve savings on these agreements in line with reductions across other budget headings starting in 2015/16. All partners recognise the challenges to sustainability which have been posed by the age of austerity and are actively engaged in dialogue to carry out a fundamental review and renegotiate service specifications.

The estate currently costs around £11m per year to maintain, with £8m of this invested in Private Finance Initiative. The force and police and crime commissioner are considering how to make it more efficient. For instance, £1m is currently spent on headquarters, and the aim is to reduce this by up to £0.3m. Ending expensive leases has saved around £0.2m so far, and further reductions could save the force up to £1m per year on estates' maintenance.

Part of the estates strategy involves the sale of the existing headquarters and land, and the force is in final negotiations with a buyer. Once the contract is signed, the force will have two years to vacate the site. Options for the new headquarters relocation are being developed. The police and crime commissioner’s vision is that the location is shared by other partners and services so that it becomes a community safety hub, rather than a standalone police headquarters.

As with other forces, most of Cleveland’s savings come from reducing the workforce.

The following table shows the force’s planned changes to workforce numbers over the spending review period, and compares these to the change for England and Wales.

Please note, these figures are rounded.

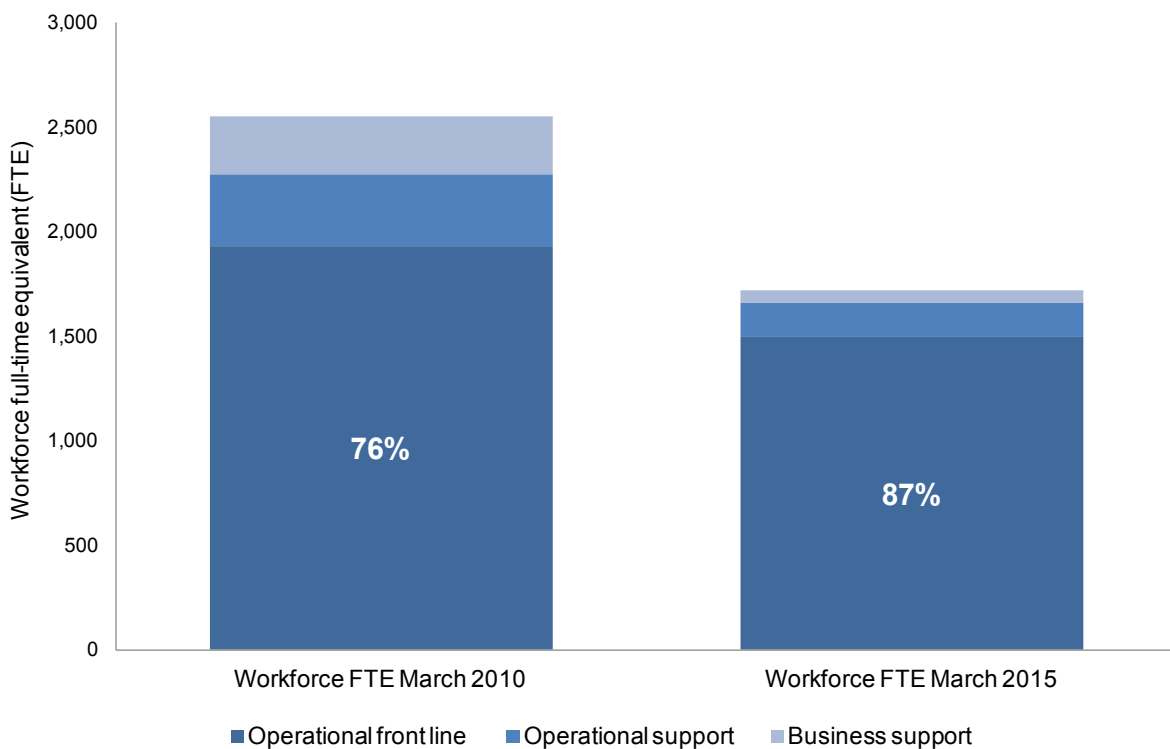
	<b>31 March 2010 (baseline)</b>	<b>31 March 2015</b>	<b>Change</b>	<b>Force change %</b>	<b>Change for England and Wales %</b>
Police officers	1,724	1,391	-333	-19%	-11%
Police staff	711	184	-527	-74%	-17%
PCSOs	193	145	-48	-25%	-22%
Total	2,629	1,720	-909	-35%	-14%
Specials	238	140	-98	-41%	44%

The force is set to lose 19 percent of its police officers by the end of the spending review period, which will be one of the largest reductions in England and Wales. However, the force did go into this period with a higher number of officers per head of population than most other forces.

It is important that as forces reconfigure their structures and reduce workforce numbers, they focus on maintaining (or if possible increasing) the proportion of people in frontline crime-fighting roles.

HMIC defines the people who work on the police front line as those who are in everyday contact with the public and who directly intervene to keep people safe and enforce the law.

The following chart shows the change in the workforce frontline profile in Cleveland Police.



**Note: England and Wales reports an increase in the proportion of workforce on the front line from 74 percent in March 2010 to 78 percent in March 2015.**

The number of officers, PCSOs and staff working on Cleveland’s front line is projected to reduce by 434 between March 2010 and March 2015 (from 1,931 to 1,497).

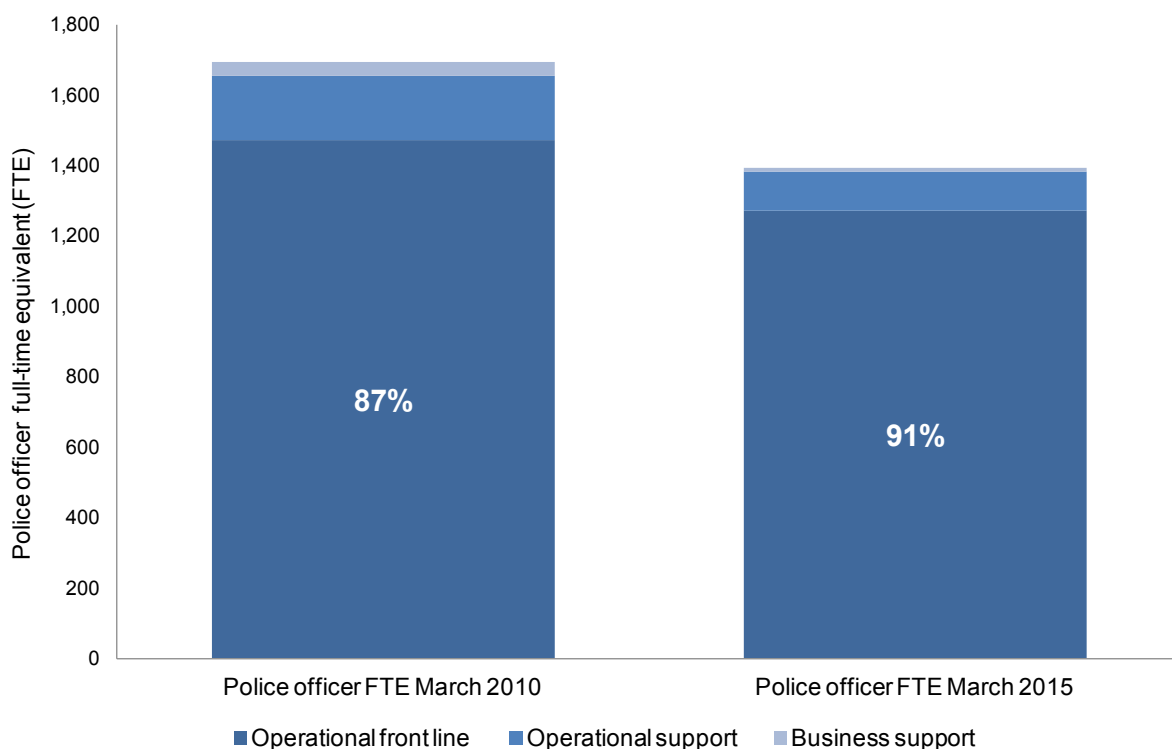
Over the same period, the proportion of Cleveland’s total workforce allocated to frontline roles is projected to increase from 76 percent to 87 percent. This compares with an overall increase across England and Wales from 74 percent to 78 percent.

The number of Cleveland’s police officers in frontline roles is planned to reduce by 199 from 1,470 in March 2010 to 1,271 by March 2015, as the following chart shows.

The proportion of those remaining on the front line is projected to increase from 87 percent to 91 percent. This compares to an overall increase across England and Wales from 89 percent to 92 percent and shows that Cleveland is protecting frontline crime-fighting roles as it makes these cuts.



The following chart shows the change in police officers' frontline profile.



**Note: England and Wales reports an increase in the proportion of police officers on the front line from 89 percent in March 2010 to 92 percent in March 2015.**

## Summary

**Good**

- The force makes good use of working with others to achieve better value for money. Collaboration with other forces and the private sector is well-established in Cleveland; this has contributed considerably to its savings. The force has, and will continue to, achieve considerable savings.
- The force has made good overall progress in implementing its change programme over the past year. The new structure for policing has enabled it to function with considerably fewer officers and staff. The changes have taken place with minimal impact on the service to the public.
- There is a clear future vision involving partnership working and IT-enabled change. This will help Cleveland to provide an affordable, effective and future-proof resource model.

# To what extent is the force efficient?

HMIC looks at how the force understands the demands that it faces and how it allocates both financial resources and staff to meet these demands. We look at how these decisions are leading to effective results for the public; in particular, that police are visible and that they attend promptly when called, that they are fighting crime and keeping communities safe, and that victims are satisfied with the service they receive.

## How well does the force understand and manage demand?

Cleveland experiences higher levels of demand than many other forces. Senior managers maintain a close overview of demand and risks through twice daily meetings. This enables the force to move resources quickly to tackle areas of risk and high demand.

The force has a good understanding of its demand and is working actively to refine this. The new resource model was designed using a comprehensive assessment of demand data, which included incidents and crimes reported as well as taking account of deprivation indicators. Cleveland has commissioned further work with its commercial partner, Steria, to produce a method of extracting more detailed demand and deployment information from all the force's databases.

The approach to managing demand has also been improved through the adoption of a decision-making model (that considers threat, harm, risk, investigation, vulnerability and engagement) within the force control room. Senior managers maintain a close overview of demand and risks through daily pace-setter meetings. The force is able to move resource quickly to tackle areas of risk and high demand.

The local policing area boundaries match local authority boundaries, which aids local partnership working, and the force is working closely with the four local authorities that cover Cleveland. The force's innovative work with Steria on demand modelling (which will include partnership data in future phases) has the potential to provide opportunities for provide better services for less with partners.

## How efficiently does the force allocate its resources?

The new resourcing model is based on a sound understanding of demand, and resources have been aligned to match demand in the new structure. The use of the decision-making model in the control room is still in its infancy, but it is leading to a more efficient and effective deployment process while still managing public expectations.

There is a pilot scheme involving the launch of online meetings in one local authority area, which has the potential to enable better police involvement in prevention activities and to reduce the demands placed on officer time in attending partnership meetings. If successful,

the force may wish to explore the possibility of using this approach with the other three local authorities.

## How does the force respond and keep its communities safe?

The challenge for forces is not just to save money and reduce their workforce numbers, but also to ensure the choices they make do not have a negative impact on the service they provide to their communities. HMIC looked for evidence that keeping the communities safe is at the heart of the force’s decision.

### Calls for service

HMIC examined whether Cleveland was taking longer to respond to calls for help as a result of its workforce reductions and other changes designed to save money. Forces are not required to set response times or targets and are free to determine their own arrangements for monitoring attendance to calls, so information between forces is not comparable.

We found that over the four years since 2010, Cleveland had maintained the same target response times of 10 minutes for calls classed as ‘emergency’ (also known as Grade 1) in an urban setting; and within 20 minutes for calls classed as ‘emergency’ in a rural setting. Over the same period, calls classed as a ‘priority’ (also known as Grade 2) had a target response time of within 60 minutes.

The following table compares the force’s performance in 2010/11 to 2013/14.

<b>Calls for service</b>	<b>2010/11</b>	<b>2013/14</b>
Percentage urban emergency calls on target	90.0	89.9
Percentage rural emergency calls on target	88.0	97.5
Percentage priority calls on target	72.0	87.6

Over the spending review, attendance for emergency calls has stayed the same for urban areas; the force has improved the speed of response to emergency calls in rural areas as well as for priority calls.

## Visibility

The work done by police officers and staff in visible roles (such as officers who respond to 999 calls, deal with serious road traffic collisions or patrol in neighbourhoods) represents only a part of the policing picture. Chief constables need to allocate resources to many other functions in order to protect the public, such as counter terrorism, serious and organised crime, and child protection (to name just three).

That said, research shows that the public value seeing visible police officers on patrol in the streets, and that those who see police in uniform at least once a week are more likely to have confidence in their local force. HMIC therefore examined how far the changes being implemented by the force had affected the visibility of the police in the Cleveland area.

In 2014, Cleveland's force allocated 61 percent of its police officers to visible roles. This is 5.9 percentage points higher than the number allocated in 2010 and higher than most other forces (which is 56 percent across England and Wales).

Police visibility is further enhanced by PCSOs, who principally support community policing. Looking at the proportion of police officers and PCSOs, Cleveland allocated 65 percent to visible roles in 2014. This is 5.2 percentage points higher than it allocated in 2010, and higher than the 60 percent figure for England and Wales.

HMIC conducted a survey<sup>1</sup> of the public across England and Wales to assess whether the public had noticed any difference in the way their area is being policed. Of those people surveyed in Cleveland, 12 percent said that they have seen a police officer more often than they had 12 months ago; this compares to 12 percent of respondents in England and Wales.

Furthermore, 84 percent of respondents in Cleveland said they felt safe from crime where they lived, compared to 84 percent of respondents in England and Wales. Finally, 13 percent said they felt safer from crime than they did two years ago, compared to 9 percent of respondents in England and Wales.

## Crime

In 2010, the Home Secretary set a clear priority for the police service to reduce crime. Between 2010/11 and 2013/14 (which includes the first three years of the spending review), Cleveland Police reduced recorded crime (excluding fraud) by 9 percent, compared with 14 percent in England and Wales. Over this period, victim-based crime (that is, crime where there is a direct victim, such as an individual, a group, or an organisation) reduced by 7 percent, compared with a 14 percent reduction in England and Wales.

<sup>1</sup> Sample sizes for each force were chosen to produce a confidence interval of no more than  $\pm 6$  percent and for England and Wales, no more than  $\pm 1$  percent. Forces' differences to the England and Wales value may not be statistically significant.

Looking just at the last 12 months, recorded crime (excluding fraud) fell by 1 percent, which is broadly in line with the figure for England and Wales (a reduction of 1 percent)

By looking at how many crimes occur per head of population, we can get an indication of how safe it is for the public in that police area. The table below shows crime and anti-social behaviour rates in Cleveland (per head of population) compared with the rest of England and Wales.

12 months to March 2014	Rate per 1,000 population	England and Wales rate per 1,000 population
Crimes (excluding fraud)	69.8	61.1
Victim-based crime	62.8	54.3
Sexual offences	1.0	1.1
Burglary	8.1	7.8
Violence against the person	10.9	11.1
ASB incidents	76.7	37.2

It is important that crimes are effectively investigated and that the perpetrator is identified and brought to justice. When sufficient evidence is available to identify who has committed a crime, it can be described as detected. Cleveland’s detection rate (for crimes excluding fraud) for the 12 months to March 2014 was 35 percent. This is higher than the England and Wales detection rate of 26 percent.

We have chosen these types of crime to give an indication of offending levels in the Cleveland force area. For information on the frequency of other kinds of crimes in your area, go to [www.hmic.gov.uk/crime-and-policing-comparator](http://www.hmic.gov.uk/crime-and-policing-comparator).

### Victim satisfaction surveys

An important measure of the impact of changes to service provision for the public is how satisfied victims are with the overall service they receive when they seek police assistance.

In the 12 months to March 2014, 85.0 percent (± 1.5 percent) of victims were satisfied with the overall service provided by Cleveland Police. This is broadly in line with the England and Wales figure (85.2 percent (± 0.2 percent)).

## Changes to how the public can access services

Forces are exploring different ways in which the public can access policing services. Unlike most forces, Cleveland Police has not yet closed any police stations or front counters, and it has reported no changes from 2010/2011 to 2014/2015 in the number of police stations, front counters and shared access points. However, the change programme is clearly set to alter this situation. The police and crime commissioner has a clear vision and wants to make better use of sharing buildings with other public sector agencies. This means a more systematic approach to understanding what the different access needs are within communities, and looking for the most cost-effective solutions to meet those needs.

The force does not currently provide a consistent force-wide approach to online reporting or the use of social media to communicate with the public. HMIC found that some teams within the local policing areas support social media better than others.

### Summary

**Good**

- The force has a good understanding of demand and has used this to reshape the way it provides policing, aligning more staff and other resources to where need and risk are greatest.
- The force is working innovatively to improve its overall understanding of demand by incorporating information from partners to assess future demand. This will enable it to identify and include greater efficiencies in the way it uses resources.
- Although Cleveland is set to lose proportionately more of its police officers than other forces over this period, the proportion of police officers working at the front line has increased.
- Crime levels have continued to fall in Cleveland although not by as much as elsewhere, and crime levels remain high. The force's crime detection rate is higher than in other forces.

## Our judgments

HMIC uses four categories for making judgments, two are positive and two are negative. The categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how well the force achieves value for money, it is not an assessment of the overall effectiveness of policing. In applying the categories HMIC considers whether:

- the way the force is achieving value for money is good, or exceeds this standard sufficiently to be judged as outstanding;
- the force requires improvement in the way it achieves value for money, and/or there are some weaknesses; or
- the force's provision of value for money is inadequate because it is considerably lower than is expected.