



Promoting improvements  
in policing to make  
everyone safer

# PEEL: Police efficiency 2016

An inspection of Bedfordshire Police



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## Introduction

As part of its annual inspections into police effectiveness, efficiency and legitimacy (PEEL), HMIC assesses the efficiency of police forces across England and Wales.

As with all public services, it is vital that the police service operates in a way that makes the most of all its available resources. Police forces need to make sure they understand the current demand for their services. This is to make sure that they use all the resources available to them to fight all types of crime and to protect communities. Also, forces need to be looking to the future to understand how that demand may change and to plan where they need to invest extra resources or change the ways they operate so that the public can continue to receive the policing it expects and deserves.

As part of the government's objectives to cut public spending, central funding to the police service in England and Wales has been reduced by around 20 percent since 2011. Police forces across England and Wales have faced a difficult challenge to sustain effective levels of policing in the face of significant budget cuts. Forces need to continue to make efficiencies and invest resources wisely in order to maintain a focus on reducing crime and keeping their communities safe. HMIC considers that a police force is efficient if it is making the best use of its resources to provide policing services that meet expectation and follow public priorities, and if it is planning and investing wisely for the future.

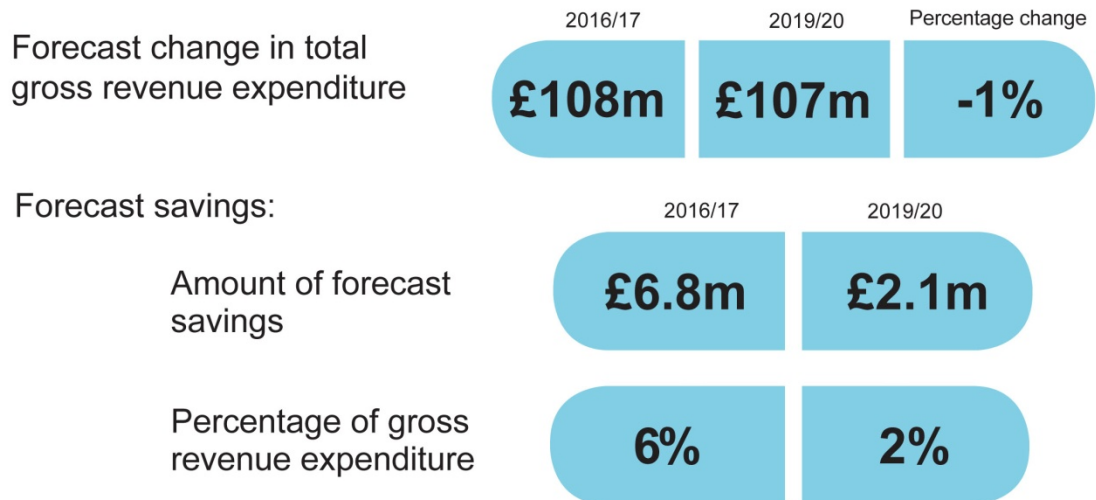
HMIC's efficiency inspection assessed all of these areas during 2016. More information on how we inspect and grade forces as part of this wide-ranging inspection is available on the HMIC website ([www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/](http://www.justiceinspectorates.gov.uk/hmic/peel-assessments/how-we-inspect/)).

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

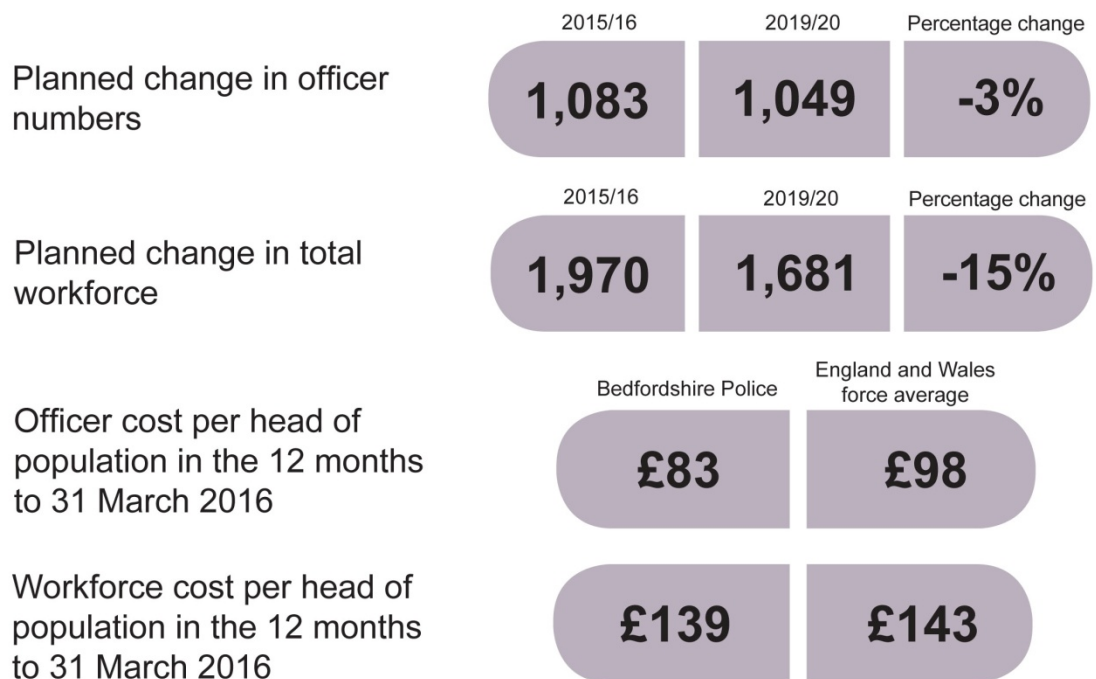
## Force in numbers



### Financial position



### Workforce





## Calls for assistance

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

Bedfordshire Police

England and Wales force average

**130**

**124**



## Recorded crime

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

2014/15

2015/16

**60**

**62**

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

Bedfordshire Police

England and Wales force average

**+4%**

**+9%**



## Victim satisfaction

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

Bedfordshire Police

England and Wales force average

**83%**

**84%**

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

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

## Overall judgment<sup>1</sup>



**Requires improvement**

Bedfordshire Police has been assessed as requires improvement in respect of the efficiency with which it keeps people safe and reduces crime. The force is improving its understanding of current and likely future demand for police services and is reorganising its operations to use its resources better to meet demand, particularly through collaborative working with other forces. However, HMIC found that overall, it needs to do more work to understand demand fully, ensure best use of its resources to meet demand and plan for future demand. In last year's efficiency inspection, Bedfordshire Police was judged to require improvement.

## Overall summary

Bedfordshire Police has low levels of funding compared with other forces. It needs to do more to match its very limited resources to the challenging demands it faces, especially since the volume and complexity of crimes it deals with in some parts of the county, for example Luton, compares with the crime profile of a London borough. The force requires improvement in its understanding of current and likely future demand on its services and the force recognises it needs to improve its understanding so it can make best use of its resources. The force has explored good practice nationally and through the College of Policing to help it develop a more sophisticated understanding and it is developing an action plan. HMIC has seen some positive progress, but more work is needed.

The force acknowledges it could do more to understand where inefficient internal processes are leading to unnecessary demand on police time and resources. It is reviewing its governance processes to identify how it can reduce this unnecessary internal demand. The force is at an early stage in developing its understanding of likely future demand. In a strategic alliance with Cambridgeshire and Hertfordshire Constabularies, the tri-force 'futures team' has undertaken research to explore options for effective policing in the future.

The way Bedfordshire Police uses its resources to manage its current demand also requires some improvement. It has recently invested additional resources in areas of increasing demand, such as the public protection directorate, to increase its capacity

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<sup>1</sup> HMIC judgments are: outstanding, good, requires improvement and inadequate.

to investigate serious sexual offences and safeguard vulnerable children and adults. It is closely monitoring performance to ensure that the new policing model is working effectively. It is introducing a new shift pattern for frontline officers, which aims to make sure more police officers are available at times when demand is greatest. However, the model will not be fully functional until this work and the recruitment of additional officers is complete, particularly within community policing. As a result the force cannot yet evaluate how effective it is at meeting demand.

Bedfordshire Police is to be commended for its strong commitment to joint working, clearly demonstrated by its mature and well-established collaborative work with Hertfordshire and Cambridgeshire Constabularies. The forces in this strategic alliance have an ambitious and innovative plan to work collaboratively in all policing functions, except local policing, by 2017. Further collaborative work is planned with four other forces and Bedfordshire Police is also in the early stages of developing strategic partnerships with other emergency services and local government organisations to share resources and manage future demand together. While the force can demonstrate how collaboration and joint working is improving outcomes, reducing costs and building resilience, it does not yet have a comprehensive understanding of costed outcomes.

Bedfordshire Police requires improvement in the way it is planning for demand in the future. The lack of a comprehensive understanding of future demand and workforce capabilities limits its ability to plan for the future. The force does make prudent assumptions about future income and costs. However, despite better than anticipated government grant for policing in 2016/17, the force still faces financial risks and uncertainties. The savings plans remain austere and continuing workforce reductions are planned through to 2019/20.

In HMIC's 2015 inspection, the force was assessed as requiring improvement in the efficiency with which it keeps people safe and reduces crime, and this year's inspection has led to the same judgment.

### **Recommendations**

HMIC has not identified any causes of concern and therefore has made no specific recommendations.

## Areas for improvement

- Bedfordshire Police should develop its understanding of current and likely future demand, ensuring that it has analysed appropriate information and intelligence from wider sources.
- Bedfordshire Police should ensure its understanding of the demand for its services and the expectations of the public are up to date by regularly reviewing its evidence base. This should be conducted alongside local authorities, other emergency services and partner organisations, to ensure that the force takes the necessary steps to meet current and likely future demand, including hidden demand.
- Bedfordshire Police should ensure that it has adequate plans in place to show it can provide services, while also making the necessary cost savings.
- Bedfordshire Police should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to efficiently meet current and likely future demand. This work should be completed as part of the strategic alliance partnership work.
- Bedfordshire Police should develop its workforce plans to fully identify its future workforce capabilities and align improved analysis of future demand and emerging priorities. This work should be completed as part of the strategic alliance.



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

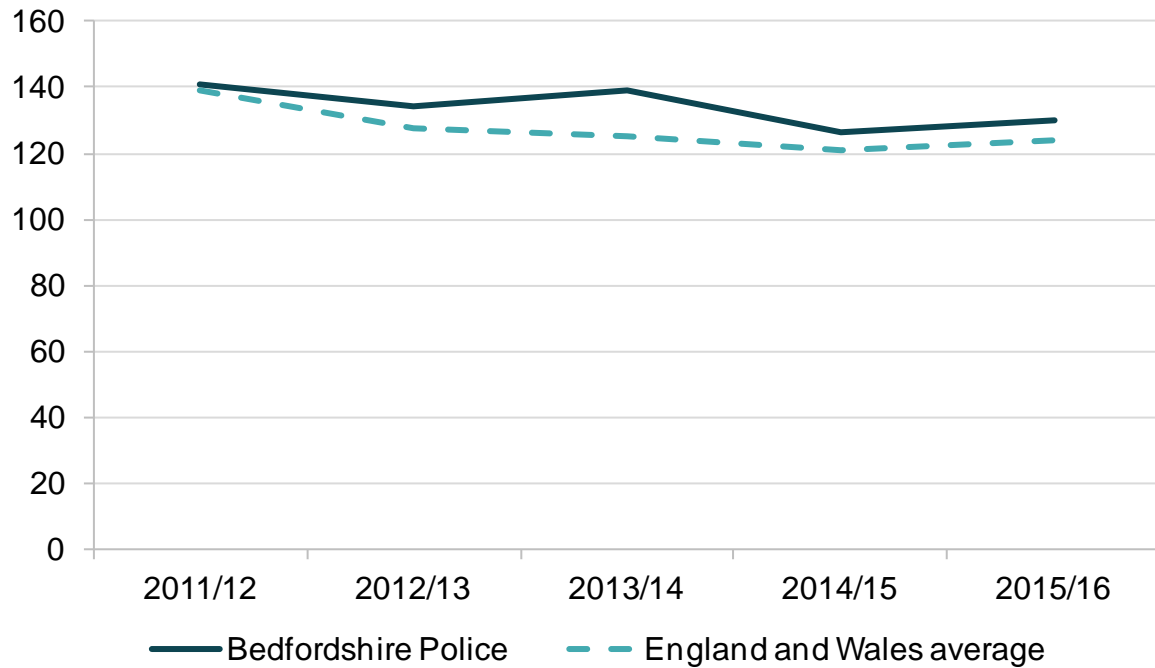
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for demand that is less likely to be reported (e.g. incidents relating to modern slavery or child sexual exploitation) so that it can ensure that it protects the most vulnerable victims. Forces also need to understand how much resource to put into work that prevents crime and anti-social behaviour from occurring in the first place. It is important that forces continually review how they operate to ensure that they are not wasting police resources by operating inefficiently or responding to unnecessary demands.

Forces must understand how demand is changing and how they need to change in order to adapt to ensure that they can plan for the future and continue to respond effectively. As well as assessing likely future threats and risks from crime, this also means understanding and assessing the potential impact of wider societal and environmental changes on the demands they will face.

## **How well does the force understand the current demand for its services?**

Police services cover a wide spectrum of activities and go far beyond the most obvious demands for providing a response to 999 calls, protecting victims of crime and pursuing offenders. It is important that forces have a comprehensive understanding across the whole range of different demands they face, including early intervention work with other organisations to prevent crime and proactively seeking out 'hidden' crimes (e.g. domestic abuse, internet crime, fraud, modern slavery and crime in communities who are more reluctant to trust or engage with the police). Police forces also need to understand how efficiently they run their own operations in order to avoid wasted effort and to ensure that they make the best use possible of all available resources.

**Figure 1: Volume of 999 calls per 1,000 population received by Bedfordshire Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016**

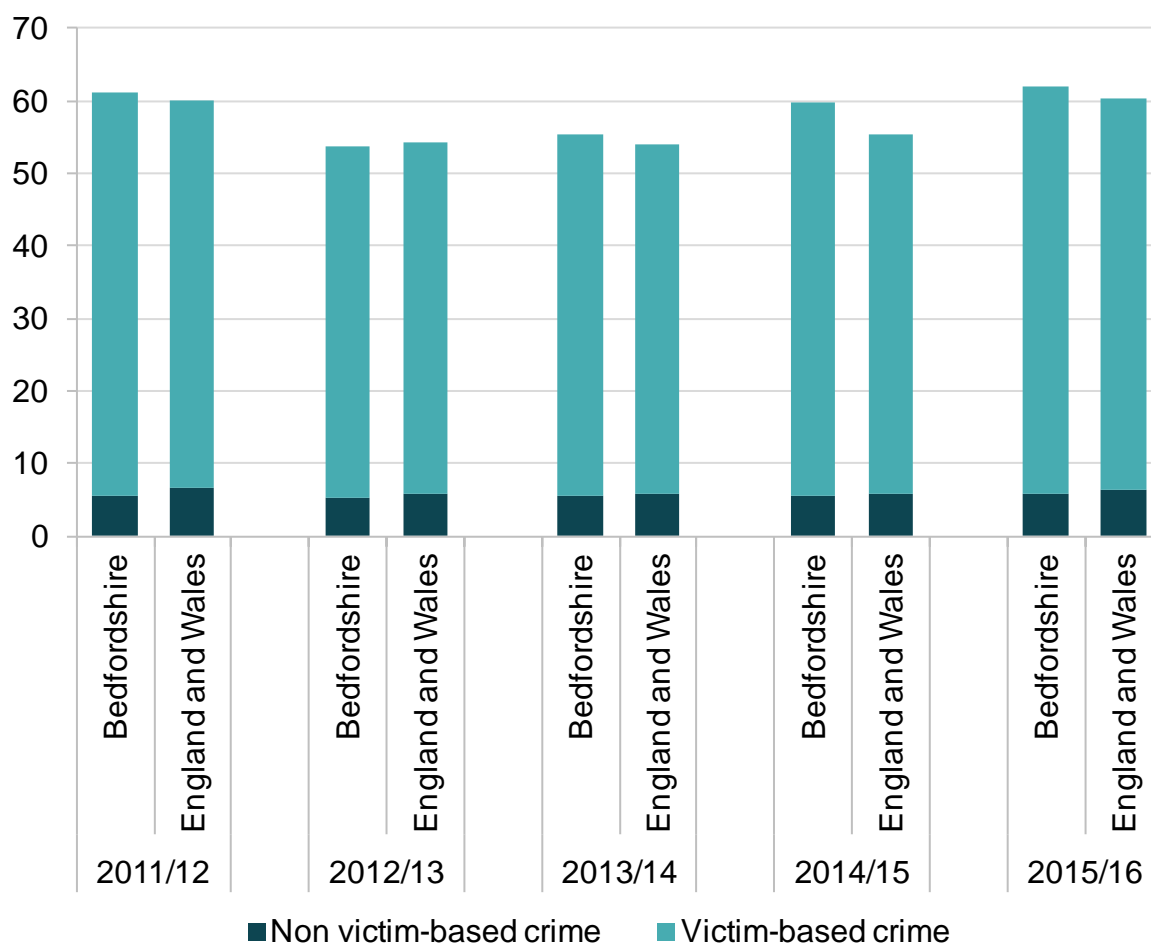


**Source: Home Office Annual Data Requirement**

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

Bedfordshire Police received 130 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was broadly in line with the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the force received 141 '999' calls per 1,000 population, broadly in line with the England and Wales average of 139 calls per 1,000 population.

**Figure 2: Police recorded crimes per 1,000 population in Bedfordshire Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016**



**Source: Home Office Police recorded crime data**  
**For further information about the data in figure 2 please see annex A**

With regard to police recorded crime for the 12 months to 31 March 2016, Bedfordshire Police recorded 56.3 victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, Bedfordshire Police recorded 5.9 non victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been an increase in the victim-based crime rate of 2 percent and an increase in the non victim-based crime rate of 3 percent since the 12 months to 31 March 2012.

Bedfordshire Police is developing its understanding of demand and recognises that this is an area for improvement. It has recently initiated a demand project to develop its understanding. A chief officer oversees this. The force is exploring good practice nationally and from the College of Policing, and is planning to incorporate learning into an action plan. Nevertheless, in preparation for the implementation of the new policing model in June 2015 and strategic alliance collaboration of public contact, Bedfordshire Police set up a Force Quality Improvement Programme (FQIP). The force has commissioned specialist external advisors to support FQIP and together

with heads of department such as Public Protection, they have reviewed crime and public calls for service to identify the scale of demand and changes in the nature of demand. This work has provided an evidence base to inform the decision to increase staffing within this area.

Bedfordshire Police uses a structured approach to support its decisions on what are current and emerging priorities. The force has identified these priorities using the 'management of risk in law enforcement' (MoRiLE) process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively. This process has enabled the force to recognise that the less obvious, hidden crimes present some of the greatest risks, and consequently identifies these as priorities for which it needs to improve its response capability. As a consequence, it has prioritised terrorism, modern-day slavery, child sexual exploitation and abuse, cyber-crime, so-called honour-based violence, missing persons, forced marriage, domestic abuse and female genital mutilation. Also, it has prioritised more obvious threats such as firearms, domestic burglary, and serious sexual offences.

The force has recognised that there are internal inefficiencies which need to be tackled to ensure it makes best use of resources. For example, its governance processes are currently under review to identify how it can reduce unnecessary internal demand through the duplication of meetings, both internally and externally with partners, while still holding people to account for performance. This approach for developing more effective governance is being pursued across the three forces (Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary) which together are working in collaboration in what is known as the strategic alliance.<sup>2</sup>

There is a developing understanding and dialogue with local partner organisations to understand how the reduction of partner resources is affecting police demand. Chief officers are working closely with senior colleagues from partner agencies to identify joint problem solving approaches and share information and skills in order to improve service delivery to the public using fewer resources. For example, mental health professionals work alongside police officers on the frontline to identify the most effective way of supporting people with mental health conditions. This is known as a triage approach. Health practitioners identify how and who should deal with the vulnerable person, whether that individual is a victim, offender or potentially vulnerable. This means that not only does the force save time and resources, but also importantly, the right service can be offered to the vulnerable person, preventing

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<sup>2</sup> The Strategic Alliance is a collaborated approach to the delivery of policing functions across Bedfordshire, Cambridgeshire and Hertfordshire. This is a mature collaboration and intended to deliver services in an efficient and effective way, with Local Policing being managed and delivered locally by each force, reflecting the different challenges and needs of local communities.

them from being exposed to unnecessary time delays, detained in police custody and passed from one agency to another. This demonstrates how well the force can work with partners, but this is not done across other areas of the force, nor are the benefits fully understood.

Another area of hidden demand involves crimes such as child sexual exploitation and modern-day slavery. The force has completed some good work and is determined to ensure that officers and staff understand what signs to look for. Awareness raising is led by the chief officer team. Bedfordshire is also taking the learning from Cambridgeshire who have a well developed proactive capability in terms of identifying potentially vulnerable groups and targeting police and partner resources to engage and support potential victims and divert potential offenders.

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

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

As mentioned above, Bedfordshire Police is taking steps to improve its understanding of the spectrum of current demand. It also needs to do more work to ensure that it understands future demand.

Bedfordshire Police in collaboration with Hertfordshire and Cambridgeshire constabularies is seeking to understand what the policing landscape of the three counties will look like by 2020. The forces are taking an innovative approach to determining how to adapt to the future environment with reference to three key questions, which are as follows: what sort of organisation would the public expect us to be by 2020? Where does the future threat, harm and risk lie? Where are the opportunities to improve the service and remove barriers?

In order to support this work, since March 2015, the alliance Futures Team has been conducting a project. The first research phase explored seven issues for the future. These were political and economic landscape, technological environment, legitimacy, justice, environment and keeping people safe. The project then assessed what this could mean for service delivery, resourcing mix and performance outcomes and frameworks over the next five years. The second phase of the project identified the strategic and tactical options for chief officers to consider and offered a menu of

options that could be selected collectively or individually. This work has led to the development of a model in which joint working with blue light services and local authorities within existing county boundaries are highly likely to increase.<sup>3</sup>

## Summary of findings



**Requires improvement**

Bedfordshire Police requires improvement in its understanding of current and likely future demand. It fully recognises that it needs to improve in this area and some positive progress is evident but more work is needed.

The force is committed to developing a more sophisticated understanding and it has recently begun work to do so. This includes exploring good practice from other forces and the College of Policing. It also recognises it could do more to understand where inefficient internal processes are leading to unnecessary demand on police time and resources. It is reviewing its governance processes to identify how it can reduce this unnecessary internal demand. It is also making progress in better understanding those demands that are less likely to be reported.

The force is at an early stage in developing its understanding of likely future demand. In conjunction with Cambridgeshire and Hertfordshire Constabularies, the tri-force 'futures team' has undertaken research to explore a range of options open to the forces for providing effective policing in the future. This research has led to a proposed model where future change will be weighted heavily in favour of joint working with blue light service providers and local authorities within existing county boundaries. There are also some good examples of joint working with partners to reduce demand locally, but this is not replicated across the force, nor are the benefits fully understood.

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<sup>3</sup> Blue light services refer to emergency services such as police, fire and ambulance.

### **Areas for improvement**

- Bedfordshire Police should develop its understanding of current and likely future demand, ensuring that it has analysed appropriate information and intelligence from wider sources.
- Bedfordshire Police should ensure its understanding of the demand for its services and the expectations of the public are up to date by regularly reviewing its evidence base. This should be conducted alongside local authorities, other emergency services and partner organisations, to ensure that the force takes the necessary steps to meet current and likely future demand, including hidden demand.

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

Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Bedfordshire Police has the right people with the right skills in the right place to protect the public and to fight crime. Police resources have been reducing continually over recent years. It is increasingly important that resources are aligned to priorities to provide value-for-money services that tackle priorities, manage demand and meet financial requirements. This not only involves a force using its own workforce as efficiently as possible; it also involves the police working in new ways with others to ensure the best possible service to the public, and using all available resources to improve efficiency.

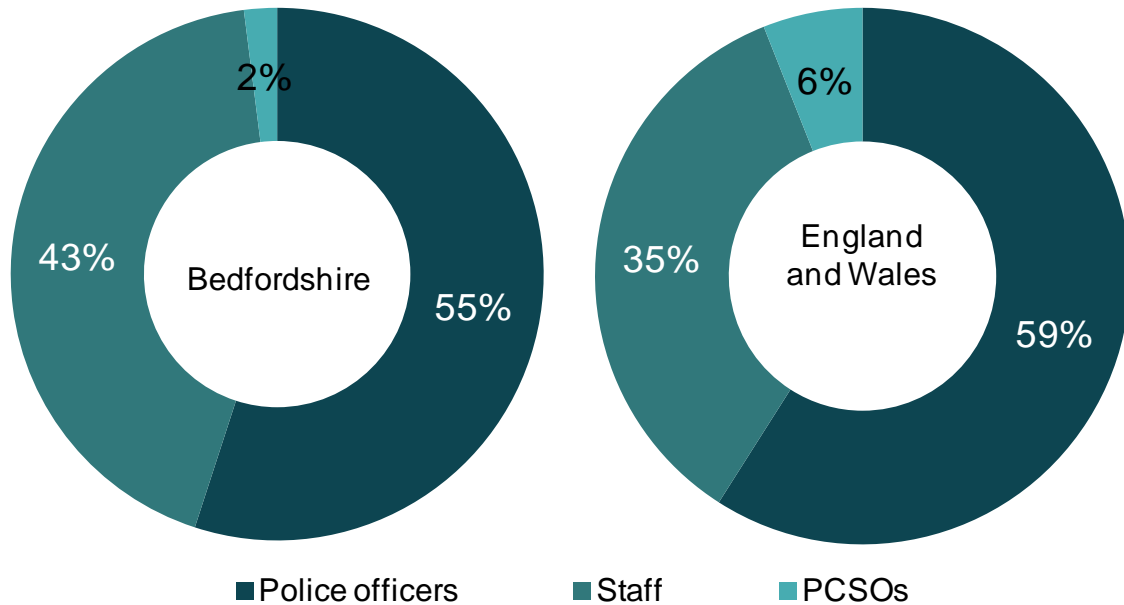
For a number of years, police forces have been focused on changing the way they operate and finding ways to save money in order to manage reducing budgets. It is important that these savings are sustainable and forces can demonstrate that they have achieved efficiencies while continuing to have the capacity and capability to meet demand.

## How well does the force's current allocation of resources match demand, organisational and financial requirements?

Police forces need to consider many factors when deciding how to allocate their resources, including all elements of demand, local risks and priorities, and their national responsibilities. We look at how well Bedfordshire Police assesses these factors in making decisions about the level of service to provide and how to use its resources to best effect.



**Figure 3: Police officers, staff and police community support officers (PCSOs) as a proportion of total workforce in Bedfordshire Police compared with England and Wales as at 31 March 2016**



**Source: Home Office Police workforce statistics**

**Note: figures may not add up to 100 percent due to rounding of numbers.**

**For further information about the data in figure 3 please see annex A**

As at 31 March 2016, police officers make up 55 percent of Bedfordshire Police's workforce. This was lower than the England and Wales average of 59 percent. The proportion of staff in Bedfordshire Police was 43 percent, higher than the England and Wales average of 35 percent. The proportion of police community support officers in Bedfordshire Police was 2 percent, lower than the England and Wales average of 6 percent.

**Figure 4: Planned changes in full-time equivalent workforce from 31 March 2010 to 31 March 2020 for Bedfordshire Police compared with England and Wales**

	March 2010	Change from 2010 to 2016		March 2016	Change from 2016 to 2020		March 2020
		Force	England and Wales		Force	England and Wales	
Officers	1,246	-13%	-14%	1,083	-3%	-2%	1,049
Staff	880	-3%	-21%	854	-32%	-5%	579
PCSOs	116	-72%	-35%	33	62%	-6%	53
<b>Workforce total</b>	<b>2,243</b>	<b>-12%</b>	<b>-18%</b>	<b>1,970</b>	<b>-15%</b>	<b>-3%</b>	<b>1,681</b>

Source: HMIC Efficiency data collection

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

### Managing demands for police services

The force does not fully understand the relationship between costs and outcomes to ensure that the right level of resources is allocated to services and to areas of highest priority. Bedfordshire Police is however, together with Hertfordshire and Cambridgeshire constabularies, developing a performance framework for the collaborated joint protective services (JPS).<sup>4</sup> This will help each force understand the cost benefit of their joint resources and identify future savings and investments.

However, in the absence of a full appreciation of demand, the force will not be able to prioritise its activities or set service levels to manage the demand for its services effectively. So while developing its understanding of demand, the force should review the sources of information used to produce their annual high level assessment, which informs the priorities for the force and aligns resources accordingly.

Bedfordshire Police has used the opportunity presented by the more favourable comprehensive spending review to provide additional resources in areas where it considers that demand and risk is greater, such as public protection. Increased reporting of previously hidden crime means that more time is spent by officers and staff ensuring investigations are conducted and that victims, witnesses, vulnerable children and adults are adequately safeguarded. The force recognises that the

<sup>4</sup> Joint Protective Services – Strategic Alliance (Bedfordshire, Cambridgeshire and Hertfordshire) collaborated unit that includes; Armed Policing, Civil Contingencies, Dogs, Major Crime Unit, Operational Planning, Roads Policing, Scientific Services

current workload for specialist staff is too high and has therefore increased the staffing of the public protection unit (PPU) to increase its capacity and capability, working with partner agencies and volunteers to improve the services.

It has also responded to the risk associated with the impact of crime and anti-social behaviour upon remote rural communities and recently invested resources to improve local services. However, there remains a real challenge for Bedfordshire Police to provide the quality of policing that it wants within the current budget constraints. It is therefore increasingly looking at new opportunities to work more efficiently with others, such as the Manchester multi-agency serious and organised crime unit and the local fire and rescue service.

### **Increasing efficiency**

The strategic alliance is the means through which Bedfordshire Police expects to achieve efficiencies, now and in the future. Organisational change and increased use of ICT to increase productivity are the principle mechanisms. The amalgamation of the ICT budgets from 1 April 2016 for Cambridgeshire, Hertfordshire and Bedfordshire forces should increase the force's scope for producing savings.

There is a good high level plan to provide the right ICT infrastructure and systems for the three force strategic alliance to enable further efficiencies and to reduce unnecessary demand. There is strong collaborated governance and programme management, including assurance review groups. There is a senior leader with responsibility for ICT across all three forces.

The benefits that new ICT programmes bring are reviewed and evaluated to allow the constabulary to understand if the benefits originally identified at the beginning of the project are being realised, and whether officer and staff behaviour has changed to make the most of the ICT tools available to them. The force is developing an understanding of which teams are using the tools in terms of function and frequency. The aim is to identify how time saved can be converted into service improvement to the public and cashable savings. This work is being conducted by the strategic alliance 'benefits realisation' officer.

While many of the benefits from these plans are yet to be realised fully, there are examples of improvements. For example, within the roads police unit, standardised ICT enables staff to work in stations across all three counties. This improves their efficiency, especially when posted to or dealing with incidents outside their home force. Equally, all three forces use the same automated number plate recognition (ANPR) system within their police vehicles enabling drivers to use cars from all three forces without further training requirements.

The strategic alliance is extending the concept of customer relationship management (CRM) to maximise the benefits of ICT development, especially when working with partners. This includes ensuring ICT applications are as flexible as possible to

promote interconnection between agencies, for example the victims' hub in Cambridgeshire and Project Beacon in Hertfordshire.

## **How well does the force improve the productivity of its workforce?**

Finding ways to make police officers and staff more efficient when they are out in their communities and reducing time spent doing back office functions is essential to ensuring that police officers remain visible, on the beat and engaged in activities to reduce and fight crime. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible. This means forces need to ensure that all their staff have the skills and capabilities to provide the required level of service. We assessed how well Bedfordshire Police understands the skills its staff need, both now and in the future; where there are gaps in either capacity or capability, we looked at whether the steps it is taking are appropriate to ensure that its staff work as efficiently and effectively as possible. We looked in particular at whether the workforce has the right level of digital skills, both to make the most of current ICT systems and to investigate crime digitally.

### **Understanding current workforce capabilities and gaps**

Bedfordshire Police regularly reviews its workforce plan to take account of succession, for example as a result of retirement. This ensures it has plans for training requirements for specialist roles, core training such as self-defence, induction for new officers and staff and development training for newly promoted officers and staff. However, although the force has a high level plan for the size and shape of the future workforce up to 2020, it does not yet have a clear understanding of how effectively this will operate. As mentioned above, its understanding of future demand is still developing and therefore the alignment of finances, resources, capabilities and gaps is currently limited to the relatively short term. The new collaborated HR and learning and development (L&D) functions are expected to be able to support the development of this understanding when all three forces have clarity over current and future demand.

HMIC found that the approach to training within collaborative units was effective in enabling officers to maintain and develop some specialist skills needed by the force. Staff were actively involved in the process that identified training gaps and needs. Examples of specialist training provided include specialists input to support the introduction of child sexual exploitation investigations in the collaborated major crime unit (MCU).

In terms of skills to use ICT, this is led by Cambridgeshire Constabulary for the strategic alliance. However, the alliance has not yet assessed its capabilities and gaps in a comprehensive way. It is seeking to increase understanding through the development of a strategic alliance assessment, which would take into account the

fact that there are different devices in use across the three forces. The collaborated heads of ICT, HR and L&D have started to explore what this assessment will look like and what the implications are.

### **Tackling workforce gaps**

There is a new collaborated strategic head of HR and L&D for all three forces. Their priority is to understand the workforce gaps and develop a plan to ensure that training and development is focussed on the priority areas, now and in the future. This work is however, at a very early stage in terms of both Bedfordshire Police and the strategic alliance.

Nevertheless, there are robust governance arrangements in place for HR management and workforce planning through the collaborated HR function. This includes a joint alliance-wide People Board with a workforce planning board that reports in to it. This should achieve a consistent strategic alliance approach to all HR, workforce planning and leadership development. There is now a People Plan in place which was agreed by all three forces in April 2016. It identifies five key strategic themes: wellbeing, developing leadership, resourcing (which includes workforce planning, diversity and skills gaps), enabling change (i.e. cultural shift to managers' self-service), and harmonisation across the strategic alliance. Harmonisation includes for example, terms and conditions, pay, and force policies. However, HMIC found that there is also currently a Bedfordshire-only People Board chaired by the Assistant Chief Officer, which is not part of the strategic alliance governance structure and is potentially duplicating effort, leading to inefficiency. This has been put in place to address some specific local risks regarding its vacancy rates, secondments and officers on limited duties.

At the time of HMIC's inspection, the force identified that it needed 10 more officers in response roles and that it is currently operating with between 38 and 40 vacancies. As a consequence, it is reviewing the number of Bedfordshire officers seconded to regional units to ensure that as a small force, its contribution is balanced and proportionate to that of other contributors. The force also faces a key challenge in relation to workforce modelling, in that it needs to allocate the right number of staff to its 'community' function. According to the force's own monitoring, at the time of the inspection there was an average of five cases per person in the crime team, compared with the rape team where demand was twice as high. The workforce model requires 95 full time equivalent staff in PPU, based on known demand, which means that the unit is operating at approximately 60 percent below capacity. This situation is likely to become even more acute unless changes are made, as this area of demand continues to grow.

In terms of identifying capability gaps, the force and its strategic alliance partners are starting work on this together. Bedfordshire Police's people board intends to supplement its future monitoring of vacancy rates, secondments and officers on limited duties with information on skills. Senior managers have been asked to look at

the skills required in their departments in order to identify training requirements. However, the force has not undertaken co-ordinated force wide mapping to identify longer term future requirements, other than a few specific examples such as the need for more digital skills among staff as the face of crime changes.

The force has provided extensive ICT training to ensure that officers and staff can use the technology that is currently issued to them. The training and subsequent use of ICT together with feedback from working groups is evaluated to ensure that both the training and technology is leading to improvements.

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

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

HMIC found some good examples of problem solving where the force identifies and analyses specific crime and disorder problems and then develops effective solutions and works with other agencies to reduce demand. For example, it has a multi-agency approach to high risk anti-social behaviour, working with the local authority and volunteer agencies to reduce demand in this area. Another use of joint working has reduced demand in an area of Luton to tackle the street sex trade. The problems caused by the street sex trade not only impacted on the quality of life for the local community, but also presented a continuing demand on public and voluntary services. The local policing team worked closely with partner organisations to provide a comprehensive joined-up response to tackle the causes and consequences of this type of crime. Although the outcomes are widely regarded by those involved as successful, it has required substantial resourcing by the police and therefore the extent to which it met the aim of reducing demand is not clear. The force needs to ensure that it is clear how effective it and its partners have been and at what cost. Understanding this will help the force plan and allocate resources effectively in the future.

Bedfordshire Police and partners have worked hard to establish a single multi-agency safeguarding hub (MASH), covering the three local authority areas across Bedfordshire and Luton. While this has not yet been achieved there are now two fully functioning hubs and a third planned for Luton.

As mentioned already, a major focus of joint working for Bedfordshire Police is its alliance with Hertfordshire and Cambridgeshire Constabularies. The strategic alliance aims to bring together all policing functions, other than local policing, by 2017.

The strategic alliance works on the basis of a shared service model, with one force leading and co-ordinating on a specific business area. For example, Hertfordshire is responsible for delivering operational support, Cambridgeshire is responsible for delivering organisational support, and Bedfordshire is responsible for delivering joint protective services.

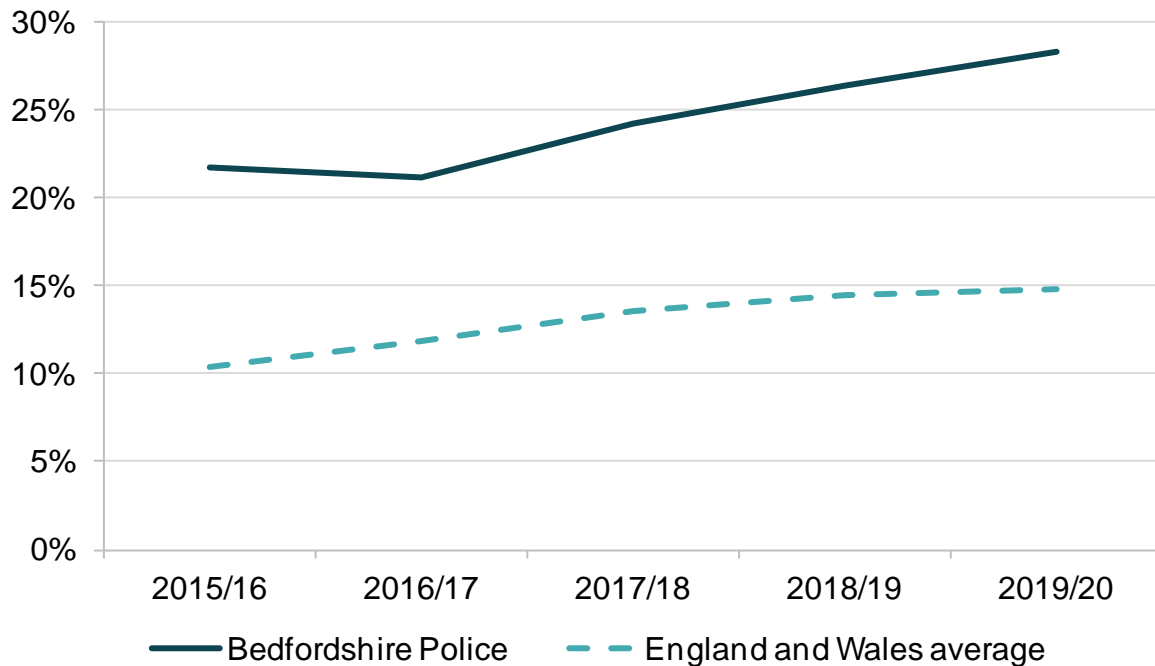
The lead force for each business area is clear and there are strong processes in place to ensure the transformational change programme progresses within the timescales planned with mitigation plans in place. The challenge of progressing decision making and implementing change with three chief constables and three police and crime commissioners cannot be underestimated. However, strong, professional relationships ensure that decisions are made in the interest of improving services and keeping the public safe. Each of the three forces has a different cost base and this means for example, that the collaboration of public contact next year will provide no financial benefit to Bedfordshire but a substantial saving for Cambridgeshire and Hertfordshire. The strategic alliance decision to collaborate this function is not just concerned with cash savings, but also about improving the quality of public contact services to the public across the three force areas and amalgamating systems and processes.

### **Collaboration benefits**

The shared vision for the strategic alliance is to deliver frontline local policing services enabled by the best people, processes, technology and culture, with all protective, operational and organisational support delivered through shared services. The aim is to increase automation, self-service and economy. The progress made to date has enabled each force to realise savings through greater efficiencies, rationalisation of resources and strengthening purchasing power, and each force has been able to re-invest savings in key priority areas. These savings are detailed in each police force's medium term financial plan. While not all the collaborated departments can show clear benefits realisation, Bedfordshire Police has committed to identifying improvements to the quality and cost of services, as well as the impact of cultural change on police employees, partners and a change in the nature of services delivered to the public.

The rationale for the strategic alliance is to enable each of the collaborated forces to protect local policing and to review this function in the context of changing demand upon its services. Collaboration also allows the strategic alliance to discharge effectively their responsibilities to the Strategic Policing Requirement, deliver value for money and identify the savings required for the medium-term financial forecast.

**Figure 5: Projected percentage of net revenue expenditure in Bedfordshire Police, compared with England and Wales, on collaboration with other forces in the 12 months to 31 March 2016 to the 12 months to 31 March 2020**



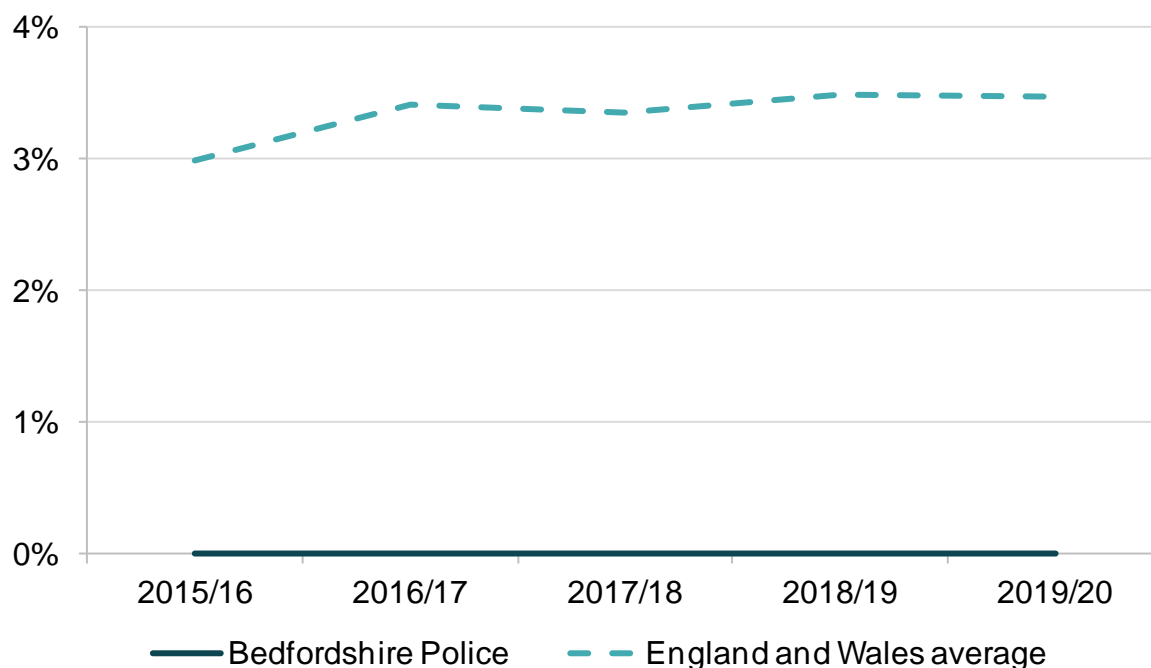
**Source: HMIC Efficiency data collection**

**Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. West Mercia Police and Warwickshire Police stated that all of their net revenue expenditure is spent in collaboration. To avoid distorting the distribution of forces, these have been removed from the England and Wales average for this figure. For further information about the data in figure 5 please see annex A**

Bedfordshire Police has forecast that it will spend £21.1m in 2016/17 on collaboration with other police forces. This is 21.2 percent of its net revenue expenditure (NRE), which is higher than the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £28.0m (28.3 percent of NRE) on collaboration with other police forces. This is higher than the England and Wales average of 14.8 percent.



**Figure 6: Projected percentage of net revenue expenditure in Bedfordshire Police, compared with England and Wales, on collaboration with non-police organisations in the 12 months to 31 March 2016 to the 12 months to 31 March 2020**



**Source: HMIC Efficiency data collection**

**Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. For further information about the data in figure 6 please see annex A**

Bedfordshire Police has forecast that it will spend £0.0m in 2016/17 on collaboration with non-police organisations. This is 0.0 percent of its net revenue expenditure (NRE), which is lower than the England and Wales average of 3.4 percent. For 2019/20, the force has forecast that it will spend £0.0m (0.0 percent of NRE) on collaboration with non-police organisations. This is lower than the England and Wales average of 3.5 percent.

However, Bedfordshire Police informed HMIC that joint working with non-police organisations takes place without formal collaboration spend, providing examples of working with local authorities in multi-agency safeguarding hubs and with the Fire Service, jointly using public sector estate.

### **How well does the force understand how any changes made to improve efficiency have affected its ability to manage demand?**

As resources reduce and demands on police services become ever more complex, it is increasingly important that forces understand fully the benefits that are realised from any investment and the impact of any new ways of working. This understanding enables them to learn from what works and to take swift action to mitigate any negative results.

The force has conducted a review following the roll-out of mobile technology to frontline officers. This has confirmed the anticipated benefits of enabling operational officers to have access to their desktop systems away from the traditional desk in a police building, as well as the digitisation of reports, forms and everyday processes are being realised.

The focus for much of the force's efforts to improve efficiency, particularly through IT is however, within its strategic alliance ICT programme, which is being led by Cambridgeshire. The overall aim of this programme is to maximise the operational capacity of frontline staff. The strategic alliance has made a significant investment in evaluation to ensure that it can quantify and understand in detail where efficiencies are being made. There are clear and established project controls, supported by a project plan to manage risk, resolve issues and capitalise on opportunities throughout the lifespan of the project. Its intention is that all frontline including officers, PCSOs and special constables within the strategic alliance will be issued with a personal tablet or laptop.

Data is collected to identify 'regained operational hours'. Other 'softer' information provides the operational context to these findings, giving examples where mobility has benefited each individual role. Mobile working has delivered benefits such as operational hours regained as a result of a reduction in double keying, manual processes, journeys, and the amount of time uniformed officers spend in a police station.

However, feedback from officers and observations by the team shows the impact of devices goes beyond these time savings. The availability of information at officers' fingertips while away from the station, as shown in Cambridgeshire for example, will enable access to real-time intelligence at multi-agency risk assessment conferences (MARACs). It also offers the ability to monitor automatic number plate recognition (ANPR) cameras while on patrol and review previous domestic abuse incidents with a victim at the scene. This enables better risk assessment and decision making by officers and staff and gives assurance to some of the most vulnerable victims in the community.

## Summary of findings



**Requires improvement**

Bedfordshire Police needs to improve how it manages its current demand. While it recognises that it needs to develop its understanding and it is taking steps to do so, it has recently invested additional resources into areas of increasing demand, such as the public protection directorate to increase its capacity to investigate serious sexual offences and safeguard vulnerable children and adults. There is more work to do to ensure that areas of highest risk are adequately resourced to meet current demand, such as Public Protection, and ensure that the force is capable of increasing its community function to develop effective problem solving.

There is a strong commitment to joint working and this is clearly demonstrated by the mature and developed collaborative work already completed in the strategic alliance. Further partnership development on a seven force scale is in progress, together with developments in working arrangements with blue light and local government organisations.

While Bedfordshire Police can demonstrate how collaboration and joint working is improving outcomes, reducing costs and building resilience, it does not yet have a comprehensive understanding of costed outcomes. This is also true for all of the strategic alliance partners. However, there is a commitment to ensure that the costs are fully understood and resources are dedicated to further develop this understanding.

### **Areas for improvement**

- Bedfordshire Police should ensure that it has adequate plans in place to show it can provide services, while also making the necessary cost savings.
- Bedfordshire Police should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to efficiently meet current and likely future demand. This work should be completed as part of the strategic alliance partnership work.

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

HMIC examined how well forces are using their understanding of current and future demand on their services to develop more efficient ways of operating that balance ambition, realism, innovation and risk. Our assessment examined the extent to which Bedfordshire Police's plans are credible and achievable while at the same time are creative and ambitious. This included how far it is aiming to improve efficiency through its workforce plans, collaboration plans, financial plans, ICT plans and approaches to risk.

## How well does the force identify and prioritise areas to invest in for the future?

It is important that forces have good plans in place which take account of future demands for their services as well as the likely future funding available to them. They need to invest wisely for the future in order to ensure that they have the right capabilities to meet future demand. HMIC examined the force's financial plans and workforce plans to assess how far it is set to meet future changes in demand and local priorities. We looked in particular at how well Bedfordshire Police has considered its future ICT capabilities as well as any wider changes to the communities it serves.

### **Matching resources to demand, organisational priorities and financial requirements**

Medium and long-term plans are heavily focused upon the functions across the three forces that work collaboratively together, with an ambition to increase efficiencies further across seven forces and the Eastern region.<sup>5</sup> It anticipates that as it develops its understanding of future demand and of the impact of the programmes to improve efficiency, the force will be able to allocate its resources to organisational priorities more effectively. As well as local policing, those resources will be allocated to collaborated units. The current plan is that this will be achieved by by 2017/18.

The force also intends to continue developing local partnering and sharing of resources with other agencies. The way that services are delivered in Luton and Bedfordshire is likely to look quite different in the future.

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<sup>5</sup> The eastern region includes; Bedfordshire, Cambridgeshire, Hertfordshire, Essex, Norfolk and Suffolk

## **Investing in ICT**

Making best use of ICT has been a key part of Bedfordshire's investment plans and is pivotal to the future plans of the force and the strategic alliance forces. The alliance has ambitious plans to replace the main police operating systems of all three forces. It is also working with the four other regional forces so that all seven operate the same system, in order to increase the purchasing power and improve interoperability.

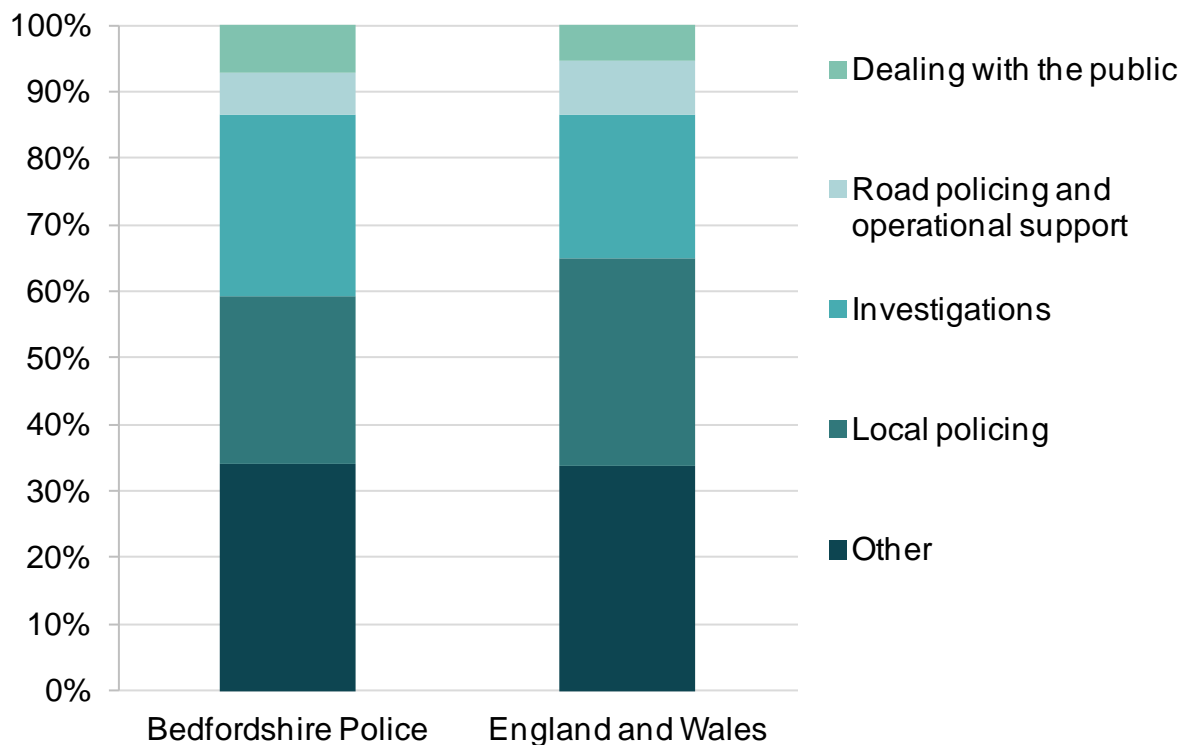
Further functionality of the bespoke ICT platform is being released over the next 12 months, which includes integration of force systems and more efficient ways of processing information. The evaluation will evidence how the strategic alliance can maintain frontline productivity, not through headcount alone, but enabled through innovation and technology.

Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary have a formal agreement to collaborate on the provision and operation of ICT systems. There is now a pooled ICT budget between all three forces and a single ICT lead. The final costed business case sets out the tri-force ICT structure, which is being implemented during 2016/17 and is expected to be fully in place by April 2017. Research and development continues across the strategic alliance and everything is now carried out tri-force including, ICT development and procurement.

## **How well does the force plan its investments?**

A force's plans for investment and savings need to be credible, realistic and informed by a full understanding of the future challenges (both financial and operational) that it is likely to face. HMIC assessed the extent to which Bedfordshire Police's future plans are prudent, robust and based on sound assumptions about future demands and costs, while at the same time being ambitious enough to meet public expectations, including identifying new ways of working and providing services in the future.

**Figure 7: Estimated percentage of gross revenue expenditure allocated across different policing functions in Bedfordshire Police compared with England and Wales in the 12 months to 31 March 2016**



**Source: HMIC Efficiency data collection**

**For further information about the data in figure 7 please see annex A**

The force is aiming to make £4.0m savings in 2016/17, the majority of which will result from a reduction in workforce numbers through the implementation of the new policing model. The remainder will be through additional savings from the strategic alliance collaboration. In addition, the force has reported that it is expecting to under spend in 2016/17 by between £1m and £1.5m in officer salaries. This has arisen due to delays in filling vacancies. The launch of the new collaborated communities function was planned for April 2016, but there will now be a gradual transition to the new structure throughout 2016. The timing means that the force intends to use some of its under spend to meet the costs of this change rather than reserves as it had originally planned, resulting in a more healthy financial position for the long term.

Bedfordshire Police’s financial outlook has improved since our last inspection in 2015, with the force less reliant on using up its reserves to balance the budget. This is largely due to a better than anticipated government grant for policing in 2016/1, and an underspend in 2015/16 caused by a high number of staff and police officer vacancies remaining unfilled. The force has built prudent assumptions into its medium-term financial plan (MTFP) for both income and expenditure. However, there remain some uncertainties. The MTFP assumes that there will be an increase in the precept on council tax of 1.99 percent in each of the four years to 2019/20. It has also assumed that the council tax base will increase by 1.5 percent in 2017/18

and by 0.75 percent each year after that as a result of population growth and an increase in house building. There is a risk that the economic growth may slow or the precept may not be increased.

### **Planning for the future**

The priority focus for the strategic alliance is that from 2017, delivery of all functions apart from local policing will be through collaborated units. Local policing will remain solely within the remit of each of the three forces. All three are exploring ambitious plans up to 2020 to work in a very different way across partner agencies within their own counties, including joint governance.

Bedfordshire Police's plans for savings seek to protect frontline policing as far as possible and very few savings planned will impact on local policing. Most of the savings for 2016/17 are set to come from the implementation of the new policing model. Investments already made and still planned in ICT such as access to mobile data and body worn video cameras, are expected to improve both efficiency and service quality. The phased implementation of the new policing model has been closely monitored to ensure that the force leadership maintains control of services and can take prompt action to mitigate any negative outcomes.

In terms of the development of ICT capability for Bedfordshire and the strategic alliance, all will face a challenge in attracting staff with the necessary skills, due to the close proximity of London and the attraction of its high salaries. The alliance is considering how to attract and retain ICT capability, with options including regional shared cost and short term contracts. However, this risk has not yet been resolved.

The strategic alliance aims to set up a digital capabilities board to reduce costs and prevent duplication through more effective collaborative decision making. Plans are ambitious and are enabling a substantial change in the way services are delivered to the public, particularly in the use of ICT to enable mobilisation of the changing workforce and interoperability between the three forces. In addition, it is also considering system and process design to information sharing with partner agencies.

### **To what extent does the force fund its investments sustainably?**

Police forces have made significant financial savings over recent years which have enabled them to reduce their costs and protect frontline policing. They continue to face financial challenges and it is vital to their ability to sustain effective policing that they continue to seek improved efficiencies and drive down costs so that they can not only balance their budgets but also invest in improving their capability in the future. Forces need to consider different ways of transforming the way they work in order to secure effective policing in the longer term. This may include plans to establish different joint working arrangements with other organisations or investing in ICT to improve operational efficiency.

## **Saving to invest for the future**

The force estimates it needs to find an additional £8.0m savings after 2016/17 through to 2020/21. It is basing its plans on finding the majority of these savings from within Bedfordshire, with a much smaller proportion coming from additional collaboration through the strategic alliance. This does however, mean that Bedfordshire's plans remain challenging despite a better than anticipated settlement. The £8.0m savings amount to more than the force anticipates it will need, and will provide scope for around £0.5m per annum growth. This can be reinvested each year in priority areas to enable future demands to be accommodated.

Reserves will also be protected at a higher level than previously thought, with total reserves expected to amount to around eight or nine percent through to 2019/20. This is however still comparatively low, leaving the force with limited scope for investment and also means that should it need to invest any significant capital it will be forced to borrow. This in turn will add a further burden to ongoing revenue budgets in order to repay its borrowing. The force still faces significant financial challenges.

## **Working together to improve future efficiency**

The strategic alliance is making plans to extend its reach and ambition up to and beyond 2020. It is exploring different workforce structures and lines of accountability within joint working arrangements, including how local authorities and the police as well as other blue light services can increase efficiency through greater sharing of resources. An agreement was signed in January 2016 between the police and fire services across Bedfordshire, Hertfordshire and Cambridgeshire, which established joint working protocols for arson investigation across the three counties. This means that responsibilities are clear and shared equitably across the services to deliver a more efficient service to the public.

The current alliance aims to maximise purchasing power. The joint head of ICT and shared budget assist in achieving this aim. A key objective is to ensure systems across the three forces are aligned so that interoperability increases the efficiency of accessing systems and sharing information to deliver improved services to the public. The strategic alliance will be implementing a new information sharing system that is designed to harmonise information systems and processes across the three police forces.

Each force will however, remain committed to local policing, supporting communities to be empowered to deal appropriately with local anti-social behaviour issues and volume crime, whilst recognising the key policing responsibility for preventing crime. This will be supported by officers and staff across collaborated functions both within the three force strategic alliance and with some support at regional level to deal with more serious or complex threats as well as other administrative organisational support functions. The alliance seeks to enhance accessibility of policing services



remotely through technology, social media and other forms of 'self-service' technology, giving the public easier personal access to report and track their crime online and access to other services and information. This will also reduce demand in the force control room.

There is expected to be more remote and agile working, supported by common terms and conditions and an effective mobile services ICT platform, with fewer police stations and buildings and more shared bases across the alliance. Staff are expected to feel empowered to make decisions based on common sense, free from unnecessary bureaucracy and demand. Shared technology and tools will also enable them to carry out their roles effectively and efficiently to maximise their operational hours.

There are discussions underway to consider the strategic alliance estate as a whole with a view to completely rationalising the use of buildings between the three forces. These discussions include partnership organisations such as local authorities and fire and rescue services and are considering effective response bases, ICT connectivity and public expectations.

The strategic alliance aims for continuous improvement embedded, continually driving out inefficiencies and improving services to the public. Leadership and command functions will cut across force borders within the Alliance, supported by some functions provided at the regional level. Some non-frontline bespoke services will potentially be provided by external companies through partnering and outsourcing. The regional shared service functions will be tested against the market for efficiency and effectiveness by 2018.

## Summary of findings



**Requires improvement**

Bedfordshire Police requires improvement in the way it is planning for demand in the future. The force faces some future financial risk and uncertainty; and the lack of a comprehensive understanding of future demand and workforce capabilities limits its ability to plan for the future.

The force does make prudent assumptions about future income and costs. However, despite better than anticipated government grant for policing in 2016/17, the force still faces financial risks and uncertainties. Savings plans remain challenging, with further workforce reductions planned through to 2019/20 as part of the force's plans for further collaboration across the strategic alliance.

Bedfordshire together with its strategic alliance partners has a strong track record of joint working arrangements that bring about efficiencies, although not all of the cost

benefits are fully understood. It has considered a range of approaches, working collaboratively to maximise purchasing power, increase ICT interoperability and share systems and infrastructure. The alliance forces have an ambitious and innovative plan to work collaboratively in all policing functions, except local policing, across the whole alliance, by 2017.

In order to bring this to fruition, the force and its collaborated partners need to ensure that their strategies and plans are consistent with each other and mutually supportive. For instance, its ICT strategy is not yet aligned with workforce and service plans. Therefore, while HMIC found evidence that this approach is enabling the force to both carry out its existing work more efficiently and to improve the way it provides services, this is not yet clearly understood. However, the alliance is currently working to address this and other gaps.

#### **Area for improvement**

- Bedfordshire Police should develop its workforce plans to fully identify its future workforce capabilities and align improved analysis of future demand and emerging priorities. This work should be completed as part of the strategic alliance.

## Next steps

HMIC will assess progress on any recommendations and areas for improvement identified within its reports in a number of ways. We may re-visit those forces where we have identified a serious cause of concern, go back to assess as part of our annual PEEL inspection programme or receive updates through regular conversations with forces.

HMIC highlights recurring themes emerging from our PEEL inspections of police forces within our national reports on police effectiveness, efficiency, legitimacy, and also leadership. These reports identify those issues that are reflected across the country and may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made at a national level.

## Annex A – About the data

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

### Methodology

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

#### Comparisons with England and Wales average figures

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

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

#### Statistical significance

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

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

#### Population

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

### Force in numbers

#### Forecast change in expenditure

These data show estimated gross revenue expenditure (GRE) for the force in 2016/17 and 2019/20, calculated using total GRE pay and total GRE non-pay budgets provided to HMIC by individual forces at the time of data collection (April 2016), excluding expenditure on the office of police and crime commissioner.

## Forecast savings

These data show planned savings (including use of reserves to bridge an in-year funding gap) in future years, calculated using the planned savings for pay and non-pay budgets provided to HMIC at the time of the data collection (April 2016). Some forces only provided figures for savings that they had formally signed off at that point, while others provided estimates for the whole period. Therefore a force with only a small savings requirement is not necessarily faced with only a small savings challenge for the future.

## Workforce figures (based on full-time equivalents) for 31 March 2016 and 31 March 2020

These data are obtained from the Home Office annual data return 502. The data are available from the Home Office's published Police workforce England and Wales statistics (available from [www.gov.uk/government/collections/police-workforce-england-and-wales](http://www.gov.uk/government/collections/police-workforce-england-and-wales)), or the Home Office police workforce open data tables (available from [www.gov.uk/government/statistics/police-workforce-open-data-tables](http://www.gov.uk/government/statistics/police-workforce-open-data-tables)). Figures may have been updated since the publication. Workforce includes section 38 designated officers (investigation, detention and escort), but does not include section 39 staff.

Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy. In some instances therefore an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

Workforce costs per head of population are obtained from calculations in HMIC Value for Money Profiles 2015, which use the ONS mid-2014 population estimates. The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service.

## Figures throughout the report

### Figure 1: Volume of 999 calls from the 12 months to 31 March 2012 to 12 months to 31 March 2016

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

### Figure 2: Police recorded crime in 12 months to 31 March 2015 to 12 months to 31 March 2016

These data are obtained from Home Office Police recorded crime and outcomes data tables (available from [www.gov.uk/government/statistics/police-recorded-crime-open-data-tables](http://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables)). Total police recorded crime includes all crime (excluding fraud

offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMIC inspection. Therefore England and Wales averages in this report will differ slightly from those published by the Home Office.

### **Figure 3: Percentage of officers, staff and PCSOs in force workforce on 31 March 2016 compared to England and Wales**

Data as at 31 March 2016 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' full-time equivalents (FTE). The percentages used in figure 3 are derived from the total FTEs within forces, and therefore may differ slightly from the exact figures quoted within the report.

### **Figure 4: Planned changes in workforce FTE from 31 March 2010 to 31 March 2020 for the force compared to England and Wales**

The figures in figure 4 are rounded to the nearest whole person, full-time equivalents (FTEs), and therefore may differ slightly from the exact figures quoted within the report. Police staff includes section 38 designated officers (investigation, detention and escort).

Data as at 31 March 2010 and 31 March 2016 are obtained from Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE. These data include officers on career breaks and other types of long-term absence, and those seconded to forces. Projections for March 2020 are budget-based projections and therefore are likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances therefore an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

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

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

**Figure 5: Projected net revenue expenditure on collaboration with other police forces for the 12 months to 31 March 2016 to the 12 months to 31 March 2020**

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection.

These data cover the level of expenditure by forces on collaboration-related activity. Collaboration can include a variety of different types of activity, some of which may not incur specific expenditure, but may still generate benefits such as savings or improved services the public. Therefore these data should be seen as only one aspect of potential collaboration activity.

West Mercia Police and Warwickshire Police have a highly-developed integrated relationship and have stated that all of their net revenue expenditure is through collaboration. To avoid distorting the distribution of forces around the average, West Mercia Police and Warwickshire Police have been removed from the England and Wales average for this figure.

**Figure 6: Projected net revenue expenditure on collaboration with non-police organisations for the 12 months to 31 March 2016 to the 12 months to 31 March 2020**

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. As suggested above, these data should be seen as only one aspect of potential collaboration activity.

**Figure 7: The percentage of gross revenue expenditure allocated to different policing functions in the 12 months to March 2016**

These data were provided to HMIC by individual forces at the time of data collection (April 2016), prior to inspection. These data define policing functions using the Policing Objective Analysis categories which we have grouped. The grouping is illustrated in the table below.

Figure 7 policing functions	POA categories
Local policing	Local policing
Investigations	Specialist Investigations Investigative Support Public Protection
Road policing and operational support	Roads Policing Operations Support
Dealing with the public	Dealing with the Public
Other	Intelligence Criminal Justice Arrangements Support Functions National policing Office of PCC Central Costs