



Promoting improvements
in policing to make
everyone safer

PEEL: Police efficiency 2016

An inspection of Devon and Cornwall 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/). This report sets out our findings for Devon and Cornwall Police.

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

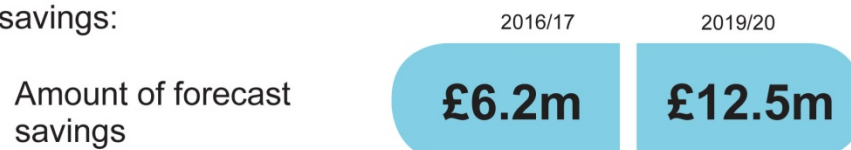
Force in numbers



Financial position



Forecast savings:



Workforce





Calls for assistance

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

Devon and Cornwall Police

110

England and Wales force average

124



Recorded crime

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

2014/15

47

2015/16

45

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

Devon and Cornwall Police

-4%

England and Wales force average

+9%



Victim satisfaction

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

Devon and Cornwall Police

83%

England and Wales force average

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 judgment¹



Requires improvement

Devon and Cornwall Police has been assessed as requiring improvement in respect of the efficiency with which it keeps people safe and reduces crime. The force's understanding of current and future demand is limited and it does not have a developed target operating model on which to base its current and future plans for allocating resources and managing demand.

Overall summary

Devon and Cornwall Police's understanding of current, and likely future, demand is limited to traditional responsive policing. The force also lacks a full understanding of likely changes in demand and the impact this might have on its future capacity to sustain efficient policing. HMIC is disappointed that despite our findings in the 2015 efficiency inspection, Devon and Cornwall Police has not made enough progress in developing a new operating model to manage demand through to 2020 and beyond. As a consequence, it is unable to identify its capacity and capability requirements, including its workforce and assets, either now or in the future, to a sufficient degree of accuracy. Since the inspection in 2015 the force received a far more favourable financial settlement than expected, which has reduced the need for immediate savings. However efficiencies need to be made and while the force has some plans to align its resources to meet demand, they are not soundly based.

The force does, however, have ambitious plans to collaborate in an alliance with Dorset Police. Progress has been made to merge some services and the alliance intends to combine others, including ICT. The force has a good track record of achieving budgetary savings and has healthy reserves. The majority of savings the force plans to make by 2019/20 will come from its strategic alliance.

HMIC concludes that the current and future management of demand and resources by the force does not yet provide an assurance that the future for policing across Devon and Cornwall is sustainable.

¹ HMIC judgments are: outstanding, good, requires improvement and inadequate.

Recommendations

Devon and Cornwall Police is a force requiring improvement. HMIC has not identified any causes of concern and therefore has made no specific recommendations.

Areas for improvement

- The force should ensure that it develops a resilient future operating model through to 2020 and beyond, which should take account of hidden as well as likely future demand.
- The force should develop a target operating model and use it to determine future workforce capabilities and gaps.
- The force should review its internal processes for assessing the impact of changes to working practices, including the full benefits and costs.
- The force should ensure that its mobile data report-submission processes are quality assured; this should include the prompt entry of data onto force computer systems and better supervision of reported crime and other occurrences.
- The force should ensure that its plans for change, including collaboration and local policing, align with its medium-term financial plans and that these provide assurances that the future for policing across Devon and Cornwall is sustainable.

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

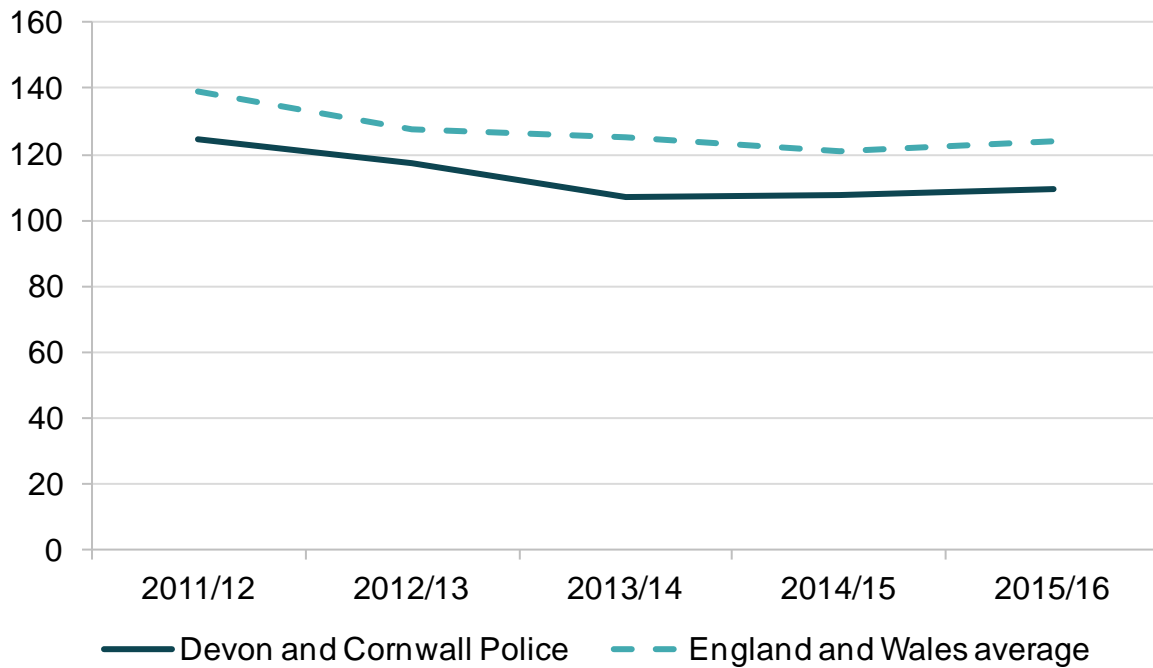
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for 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.

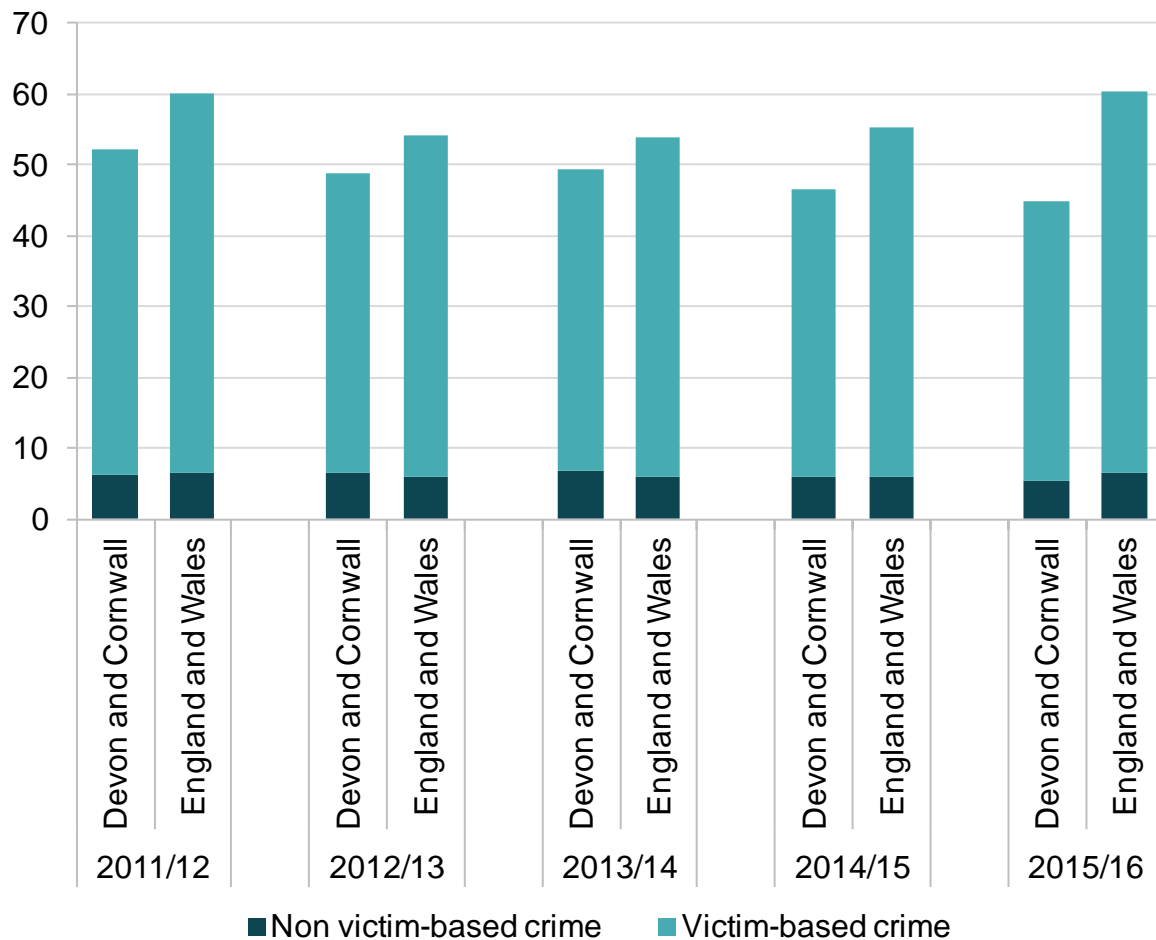
Figure 1: Volume of 999 calls per 1,000 population received by Devon and Cornwall Police compared to England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016



Source: Home Office Annual Data Requirement
For further information about the data in Figure 1 please see annex A

Devon and Cornwall Police received 110 '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, Devon and Cornwall Police received 125 '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 Devon and Cornwall Police compared to 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

In police recorded crime for the 12 months to 31 March 2016, Devon and Cornwall Police recorded 39.2 victim-based crimes per 1,000 population, lower than the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, Devon and Cornwall Police recorded 5.6 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. This represents a decrease in the victim-based crime rate of 14 percent and a decrease in the non victim-based crime rate of 14 percent since the 12 months to 31 March 2012.

Devon and Cornwall Police has done good work to understand some areas of current demand, primarily through its ‘policing on demand’ project; but this relates mainly to demand generated by calls from the public for police attendance at crimes and incidents. The use of a crime screening and deployment model known as ECLIPSE has removed some of the unnecessary officer deployment while maintaining good victim communication throughout the management of the case. The force has identified that workloads for staff working in public protection have increased. To manage this demand and improve the service provided the force has

responded and created sexual offence and domestic abuse investigation teams (SODAIT). The force now needs to do more to understand other areas of less obvious, but important, demands on police time. Gaps include the time officers spend in safeguarding vulnerable victims; or in proactive work with partner organisations to prevent crime and anti-social behaviour. This work has started with the introduction of three partnership superintendents working with other agencies across the force area to understand some of the common areas of demand and work together to reduce it while maintaining a good quality of service.

In our 2015 PEEL efficiency inspection, HMIC commented positively on the force's understanding of demand for its services; however we noted that the force was still to develop its future operating model. The force's intention was to have the model agreed with the police and crime commissioner (PCC) by October 2015 and subsequently implemented. Once implemented, the force was to increase opportunities to analyse and respond to demand across the whole force area, but with a continued focus on local issues and requirements. Other than policing services that the force shares with Dorset Police, HMIC could find little evidence that it had developed a new operating model to manage demand through to 2020 and beyond.

Although the force has some understanding of current demand, its analysis is insufficiently sophisticated to expose the entire range of demand upon its services. This inhibits effective forward planning, and the delay in developing an operating model inhibits the force's efforts to prepare for the future.

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.

HMIC was presented with the force's draft 5-year corporate plan ('Policing our Future - Corporate Plan 2016-2021'). It sets out the force's objectives and its ambition to deliver its mission and strategic priorities over a 5-year period. These are:

- (a) integration/expansion linked to its 'durable competitive advantage';
- (b) connectivity through IT and processes;
- (c) prevention; and
- (d) demand management and capability.

Corporate plans tend to combine the strategic threats that forces face, current and future demand trends, budget building, workforce planning and the intended operating model to sustain future policing. Devon and Cornwall Police has gone some way to achieving this, but a full appreciation of future demand and the development of a future operating model are incomplete. HMIC concludes that the force has made insufficient progress with regard to HMIC's observations that were made in our 2015 Efficiency inspection.

Against this background, HMIC found that Devon and Cornwall Police has plans to make some progress to understand the likely future demand, so that it can develop plans to manage demand better and make most efficient use of diminishing resources. The force plans to reduce demand in the future by improving the way it prioritises and allocates resources to the demand for its policing services. It has identified 130 separate functions performed by the police, ranging from responding to 999 calls, to straightforward administrative tasks and has categorised each activity according to its importance, using a 'red/amber/green' matrix.

The force plans to consult with the public to gain a better understanding of their expectations from police services and engage with the public it serves to explain any proposals to provide policing services in a different way. The process will also involve partner agencies and is expected to be completed by the end of 2016. The force demonstrates an understanding of the need to prioritise its resources and it plans to mitigate a reduced level of resources on the part of partner organisations. This is an ambitious plan and HMIC will follow its progress.

Summary of findings



Requires improvement

Devon and Cornwall Police's understanding of current, and likely future, demand requires improvement. The force has improved its understanding of some areas of current demand but it has focused mainly on demand generated by calls from the public for police attendance at crimes and incidents. It has much more limited understanding of other areas of less obvious, but important, demands on police time.

The force also lacks a full understanding of likely changes in demand and the impact this might have on its future capacity to sustain efficient policing. Devon and Cornwall Police recognises the need to understand the likely future demand, and has taken some steps towards doing so. However, HMIC is disappointed that despite our findings in the 2015 efficiency inspection, Devon and Cornwall Police has not made enough progress in developing a new operating model to manage demand through to 2020 and beyond. As a consequence, it is unable to identify its capacity and

capability requirements to a sufficient degree of accuracy. Furthermore, shortcomings in the force's ability to consider future and less obvious demand mean that it is not preparing itself well for the future.

Area for improvement

- The force should ensure that it develops a resilient future operating model through to 2020 and beyond, which should take account of hidden as well as likely future demand.

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

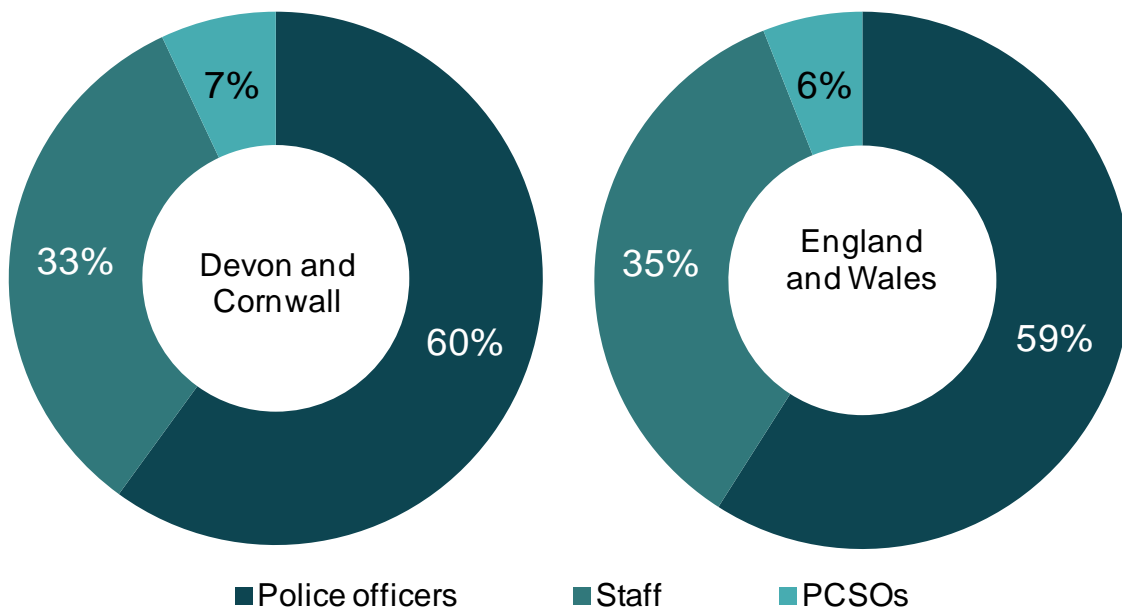
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Devon and Cornwall Police has the right people with the right skills in the right place to protect the public and to 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 Devon and Cornwall 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 PCSOs as a proportion of total workforce in Devon and Cornwall Police compared to 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, 60 percent of Devon and Cornwall Police's workforce were police officers. This was broadly in line with the England and Wales average of 59 percent. The proportion of staff in Devon and Cornwall Police was 33 percent, broadly in line with the England and Wales average of 35 percent. The proportion of PCSOs in Devon and Cornwall Police was 7 percent, broadly in line with the England and Wales average of 6 percent.

Figure 4: Planned changes in workforce full-time equivalent (FTE) from 31 March 2010 to 31 March 2020 for Devon and Cornwall Police compared to 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	3,556	-17%	-14%	2,959	-4%	-2%	2,848
Staff	2,071	-21%	-21%	1,636	2%	-5%	1,668
PCSOs	363	-4%	-35%	347	4%	-6%	360
Workforce Total	5,990	-17%	-18%	4,943	-1%	-3%	4,876

Source: HMIC Efficiency data collection

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

Managing demands for police services

HMIC found that the force uses a number of mechanisms to prioritise resources to demands, however, these are not linked in a coherent way to either a single corporate plan or to shape the future operating model.

The force has used its understanding of crime and reported incidents well to define critical areas of service provision and refine its response to incidents to improve efficiency and effectiveness. Assumptions about the time needed to undertake common policing tasks across a range of incidents and crimes have been made. This has helped the force calculate resource levels. We also found that the force is introducing different approaches to help manage demand; it's newly-established 'prevention department' is a promising development which has originated from its strategic alliance with Dorset Police. The department aims to reduce victimisation through early intervention and reducing re-offending. The force is also in the early stages of a plan to build resilient communities during serious incidents, such as widespread flooding, allowing the force to maintain operational resilience. This goes beyond the usual response to civil contingencies.

HMIC found that the force had undertaken analysis of sexual offence and domestic abuse investigations. The analysis includes assumptions about the number of detective constables required in the force's sexual offences and domestic abuse investigation team (SODAIT). The research calculates the current resources needed, but does not predict likely changes in demand in the longer-term. We found that the

work done by the force to model demand across other policing functions was largely based on a similar methodology and HMIC encourage the force to explore predictive changes in demand using information from a wider source of data and analysis.

HMIC considers the continued delay in developing a future sustainable operating model presents a risk to Devon and Cornwall Police. Until the force has a credible and affordable future operating model it can have only limited assurance that it will be able to address adequately the threats and vulnerabilities that exist in its communities. Furthermore, plans for a workforce with sufficient capacity and the right blend of skills and experience are dependent on a clear understanding of how the force will operate in the future. The force needs to undertake more extensive demand modelling. It has made assumptions on current trends without taking into consideration where demand can be reduced or will change through work with partner agencies. Until the force has a clear picture of the likely demand for its services, a true understanding of current and future resourcing requirements cannot be achieved.

HMIC examined how the force prioritises its activities and sets service levels to manage demand on a day-to-day basis. We were reassured to find that, despite some concerns we have identified regarding the overall framework for resource allocation, short term tasking is systematic, allowing the force to manage calls for service effectively. A resource management system is in place which takes account of predictable fluctuations in demand, such as seasonal variations, to determine minimum staffing levels. This helps the force plan for the extra demand it faces during the summer season.

Devon and Cornwall Police's performance management system includes a wide range of data. It has evolved beyond a traditional, statistically driven, approach to performance to one that deliberately examines qualitative outcomes. The force monitors the levels of public satisfaction with police services through its routine surveys of victims of crime, which provide a good insight to the experiences of the public who use its services. The force is committed to continuous improvement in relation to service quality and outcomes. The proportion of victims surveyed who were satisfied with their overall treatment in the 12 months to March 2016, was higher than the England and Wales average.

Increasing efficiency

The force is developing what it describes as a 'new concept of policing' called PRISM and sees it as the future foundation of local policing. It focuses on resolving all calls for service and reported crimes as quickly as possible and is based on an approach that requires 'whole-force tasking'. This concept means that activities that relate to investigations and enquiries are allocated to the most suitable, available resource, providing the caller with an effective service from one officer or member of staff for the duration of the investigation. The force aims to finalise 90 percent of crimes and 100 percent of safeguarding incidents this way, using a motto of 'today's

policing, today'. The benefit of PRISM is uncertain as it in the early stage of development, HMIC is encouraged that the force is introducing a new process which is designed to provide an improved service to the public. Although a strategic plan for 2016 to 2021 has been prepared, the sustainability of local policing in Devon and Cornwall presently remains unclear and, as a consequence, the efficiencies that Prism may deliver cannot yet be quantified.

ICT is an important area of development for the force to improve its efficiency. The force has, for instance, introduced hand held devices to frontline officers, but at the time of the inspection, was experiencing some problems with implementation.

Devon and Cornwall Police is collaborating with Dorset Police in what is known as a 'strategic alliance'. It is not a merger of the two forces; it is a formal agreement to share certain services to increase resilience and reduce costs. The convergence of records management systems is a longer-term consideration for both forces. The two forces have different records and case management systems and they are now considering the next generation of crime systems as they continue to collaborate. HMIC considers that this is a pragmatic approach.

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 Devon and Cornwall 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

The force has a limited understanding of its current workforce skills and capabilities, which is based on an incomplete assessment of current and future demand. We noted, however, that its training plan takes into account force priorities, based on its assessment of risk. Five priorities feature within it; domestic abuse, serious sexual offences, child sexual exploitation and child protection, missing persons and adults at risk.

Tackling workforce gaps

The force's plan to ensure that the composition of its workforce addresses future capability gaps is less developed. Positive measures include succession planning for specialist posts and a training curriculum which is flexible and responsive to emerging needs. For example, short-notice training courses were made available to support staff dealing with 101 calls, after the force identified the need to build capacity in this service. We noted that mandatory and priority training attendance is actively monitored for compliance. Devon and Cornwall Police has also recruited transferees from other forces with specialist skills to fill workforce gaps; they include detective constables and authorised firearms officers. We further noted that posts which will form part of shared functions with Dorset Police are planned for by the new shared human resources (HR) function, which does present an opportunity to improve workforce planning.

The lack of progress in developing the new operating model means that the force cannot be effectively planning for its future skills and capabilities needs. Until there is more clarity regarding how the future model will operate, workforce planning in Devon and Cornwall can only be short term in its nature. Once the future model has been determined, the force will then be in a position to assess the skills and capabilities needed and identify any gaps in this regard. HMIC will continue to monitor progress.

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

We assessed how well Devon and Cornwall 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.

The force's strategic alliance with Dorset Police is an emerging strength that will support it in sustaining efficient and effective policing services while responding to financial challenges. A clear delivery plan is in place that is being followed, reviewed and refined.

The strategic alliance is intended to increase resilience and reduce costs, but has ambitions to transform the way policing is provided in the region. Progress has been made in merging functions. There is a joint HR function serving both Devon and Cornwall and Dorset Police. It has served both forces well in terms of planning staffing levels for shared functions, for example, armed policing and the investigation of major crime. This sharing of specialist resources means that both forces have

access to greater specialist capacity than each could have provided individually. The alliance forces are well placed to address high-level threats, as well as being able to contribute to the national strategic policing requirement. However, in terms of local policing in Devon and Cornwall, the slow progress to develop the future operating model and uncertainty about future demand mean that future resource requirements are less assured than they are in the plans for the strategic alliance.

The force is committed to extending its collaboration with Dorset Police through the strategic alliance. There are effective systems to implement and review business cases aimed at sharing more services under the alliance arrangements. The commitment of both forces is to 'sustain local policing and other front line services'. The sharing of more specialist and support services is deemed the best way of preserving the 'front line'. Other drivers for increasing the number of services provided through collaboration include 'a strong financial imperative, resilience, interoperability and the ability to re-invest to effectively tackle emerging threats.' Currently, there are 32 business areas for shared services under consideration, 22 business cases have been approved and nine have been implemented. The overall programme has a clear delivery plan that is being followed, reviewed and refined.

The strategic alliance is projected to achieve savings of up to £15m (greater than the figure of £12m to £13m previously predicted).

Devon and Cornwall Police is also a participant in the South West region of forces that are collaborating across different areas of police business, including serious and organised crime and operational support (including forensic case management and back office functions).

The force is also prioritising collaboration with non-policing bodies. It has appointed one of its assistant chief constables to manage demand effectively both internally and externally and their remit includes developing collaborative opportunities with other emergency services.

The force, along with the police and crime commissioner, is also developing plans to make better use of police buildings, for example through sharing buildings with local partner organisations in order to cut costs. However, it is not clear to what extent these plans will contribute to the overall savings required.

Collaboration benefits

The force predicts that the alliance is set to deliver savings of up to £15m (greater than the figure of £12m - £13m previously predicted).

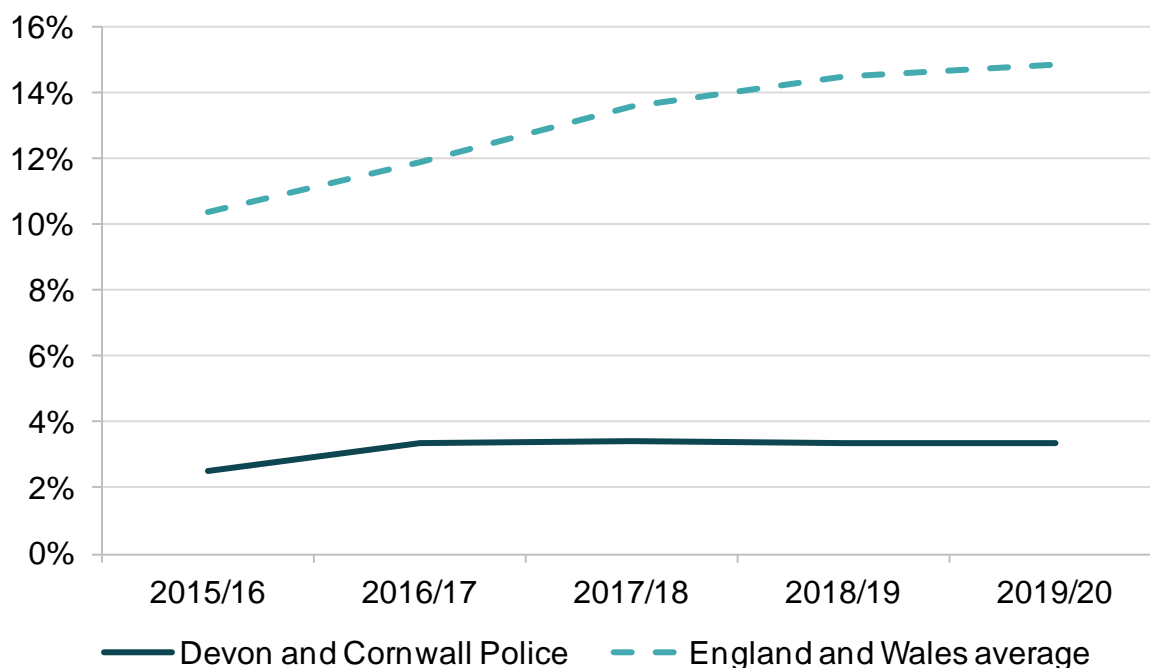
The procedure to ensure benefits are realised from functions entering the strategic alliance is robust. We explored the governance arrangements and implementation plans for business cases; the role of portfolio leads; the method for calculating anticipated savings and recording them in the medium-term financial plan (MTFP);

and the process for reviewing the MTFP. The force's collaboration with Dorset Police is an emerging strength that will support it in sustaining efficient and effective policing services while responding to financial challenges.

HMIC found that Devon and Cornwall Police is taking some positive steps in its work with partner agencies. We found examples of current activity and of plans to do more. For instance, through joint work with the NHS, a mental health triage system is in operation to assist in managing the response to incidents where there are mental health concerns. Mental health professionals are located in the force control room. This means that appropriate care programmes for those experiencing mental ill-health are more readily available and less police time is spent on making provision for their wellbeing. Effective joint working has led to a reduction in the number of vulnerable people being detained in police cells and better care being provided to those in need.

We were also told that as part of its approach to the management of demand, a 'non-emergency directory' is being developed by the force to help ensure that calls made to the police control room relate specifically to police areas of responsibility. The project includes the development of an 'app' called 'Ask Ned'. This will give the public information about how to access police services and when it is better to contact other organisations, such as local councils. At the time of inspection, the application was being built in conjunction with partner organisations and the force expects to pilot it in autumn 2016.

Figure 5: Projected percentage of net revenue expenditure (NRE) spent in Devon and Cornwall Police, compared to 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

Devon and Cornwall Police forecast that it will spend £9.3m in 2016/17 on collaboration with other police forces. This is 3.4 percent of its net revenue expenditure (NRE), which is lower than the England and Wales average of 11.9 percent. For 2019/20, the force forecasted that it will spend £9.3m (3.4 percent of NRE) on collaboration with other police forces. This is lower than the England and Wales average of 14.8 percent.

Devon and Cornwall Police could not provide data on expenditure on collaboration with non-police organisations for the period 2016/17 through to 2019/20 prior to inspection so this data is not presented here.

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.

HMIC examined the efficiency of call-handling processes, to assess the impact of changes that had been made by the force. The force has recently increased the number of call handlers in order to improve the 101 service. It is clear that the extra capacity has resulted in a better, more responsive service. However, moving more staff into dealing with calls has created a problem elsewhere in the force's operations. There is now less capacity available to deal with back-office functions such as data entry and crime recording. The force uses a number of different IT systems which do not currently communicate with each other requiring the same data to be entered more than once to update the various systems; this is known as 'double-keying'. The force is planning to install a software package that will remove the need for double-keying. However at present incident reports entered by frontline staff on their mobile devices do not automatically update the force systems and need to be manually updated by support staff. The remaining capacity to carry out this data entry is insufficient and has led to delays in updating the system and a backlog of reports waiting to be updated. HMIC found at the time of our inspection there were 913 items awaiting input onto force systems; and some items had taken up to five days to update. This is not only inefficient, but when some of those reports relate to vulnerable people, it also exposes a risk that information about them may not be properly recorded to inform any future police response.

HMIC recognises the situation is not expected to continue in the long-term, however we are not convinced that the force's processes for reviewing the impact of change in this area, including a comprehensive analysis of benefits and costs, are adequate. Devon and Cornwall Police needs to ensure that the drive to make best use of mobile data systems does not undermine the quality of service it provides to victims.

Summary of findings



Requires improvement

The force has some plans in place to align its resources to meet demand, but in overall terms this is an area that requires improvement.

The force prioritises resources to meet current demands for service; however it is unclear whether the allocation of resources is directly connected to the force's planning cycle or developed in a less structured way. More positively, we found that the force is introducing different approaches to help manage demand; the new joint prevention department with Dorset Police is a notable development.

We found that the force has some limited understanding of its current workforce capabilities and gaps and noted that its training plan takes into account force priorities.

However, the force's plan to ensure the composition of its workforce is able to address future capability gaps is less convincing, due to continued delays in the development of a future operating model. When the operating model is determined, the force will have a much firmer base for effective workforce planning.

The force has effective systems in place to consider, implement and review business cases aimed at aligning its services with those of Dorset Police under its alliance arrangements. HMIC did not find similar effective governance arrangements in business cases and programmes of work that related solely to Devon and Cornwall Police.

Areas for improvement

- The force should develop a target operating model and use it to determine future workforce capabilities and gaps.
- The force should review its internal processes for assessing the impact of changes to working practices, including the full benefits and costs.
- The force should ensure that its mobile data report-submission processes are quality assured; this should include the prompt entry of data onto force computer systems and better supervision of reported crime and other occurrences.

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 Devon and Cornwall 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 Devon and Cornwall 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

The force is developing future plans that demonstrate an ambition for transformational change and service improvement. The force's draft corporate plan (2016-2021) sets out its policing mission and strategic priorities over a five-year period. The plan acknowledges changes to public safety 'posed within a digital age: domestic abuse, child sexual exploitation, sexual offences, human trafficking, modern slavery, cybercrime, counter-terrorism and the impact of austerity'. In an accompanying vision for the workforce, the force intends to ensure recruitment, promotion and people development processes are 'fair and supportive, to deliver the right people in the right place at the right time with the right skills'.

HMIC recognises that a more favourable financial settlement for 2016/17 than forecast has led to a softening of projected savings plans in over future years (£13m instead of £53m); this provides some scope for the force to invest and support growth in priority areas. The majority of the savings the force plans to make by 2019/20 are expected to come from its strategic alliance with Dorset Police. The force is optimistic that the services currently scheduled to transition into the alliance will continue to accrue savings.

However, the force's workforce plans and its plans to manage demand are not yet aligned with its financial plans. The draft corporate plan is described by the force as its 'high-level prospectus' to which further detail will be added. An important part of that detail will be reflected by adjustments to it and the MTFP when a settled model for local policing is finalised.

Investing in ICT

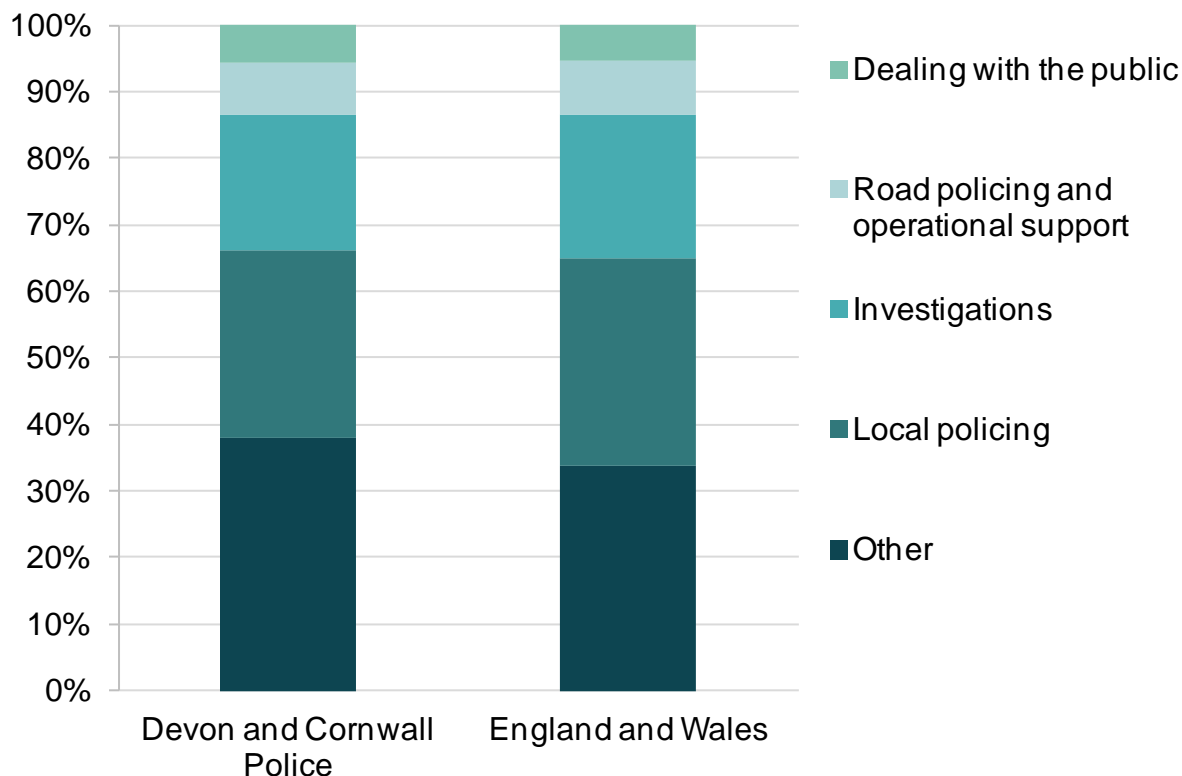
Making best use of ICT is seen by the force as a key enabler to achieving service improvements and ensuring the workforce can operate as efficiently as possible. It aims to balance the legacy of its existing systems and the cost of removing these systems with the advantages to be gained through a convergence of ICT with Dorset Police as part of the alliance arrangements.

We have been reassured of the robustness of the governance arrangements in place for managing the strategic alliance projects; an assistant chief constable (ACC) leads this work and the implementation process includes an assessment of the impact of each element on each force before being approved by a strategic change board. As more systems fall within the scope of the alliance arrangements, they will be subject to its effective programme management.

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 Devon and Cornwall 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 6: Estimated percentage of gross revenue expenditure allocated across different policing functions in Devon and Cornwall Police compared to England and Wales in the 12 months to 31 March 2016



Source: HMIC Efficiency data collection

For further information about the data in Figure 6 please see annex A

The force has a number of plans which are at different stages of development. The delay in developing its future operating model is a continuing barrier to enabling the force to coordinate its future plans. Broadly speaking, those plans relating to the work within the alliance are more robust. The force has more work to do in order to identify its local workforce needs and how to meet them.

Planning for the future

Devon and Cornwall Police has a good track record of making savings. It plans to reduce spending by a further £13m, at the same time as ‘investing to save’ over the next three years. Over the previous spending review period, the force saved £50m from a total revenue budget of approximately £280m. Prior to the Chancellor’s 2015 autumn statement, the force was planning to make a further £53m of savings. This was a consequence of the anticipated public sector settlement and adjustments to the national funding formula. Plans to achieve savings of this magnitude would have involved radical reforms to neighbourhood policing, a review of core and discretionary policing tasks, and savings from collaboration.

However, that figure has been reduced to a forecast of £13m, and the force's medium-term financial plan (MTFP) sets out how these savings will be made. The majority of savings are to be met from reductions in officers and staff. The MTFP also sets out provision for investment in future change, including in ICT convergence with Dorset Police, regional collaboration, special constables/volunteers, and police staff investigators. These plans are coherent and the rationale for current investment is also clear.

HMIC is concerned that Devon and Cornwall Police is not in a position to plan adequately for its future. Its plans for future policing are not advanced enough or sufficiently detailed for the force to understand fully how a revised operating model will affect services across Devon and Cornwall.

The force has developed a draft strategic plan for 2016 to 2021, which sets out how the force has assessed the activities that it may engage in, but does not define a target operating model that will allow the force to function effectively. The current operating model will not be sustainable in the medium term. The absence of detailed costed plans for an alternative model at this stage means that the force may not have sufficient time to implement the changes necessary. This includes effective workforce planning to support a new target operating model. The work to analyse future demand and identify areas where the force can manage demand better and redirect resources to priorities (the PRISM project) is also at an early stage of development. Without such analysis the force cannot be assured that it has the right balance between the savings forecast through the strategic alliance and those savings to be found from local policing.

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

We found that Devon and Cornwall Police is exploiting opportunities to drive down costs and make savings in order to be able to make investments. The force has a healthy reserves position (£70m) and has allocated £6m over the spending review period for transformational programmes such as the strategic alliance and workforce modernisation.

Working together to improve future efficiency

The force has joint working arrangements to drive future efficiencies. Its alliance arrangement is currently focused on sharing support functions and infrastructure, although in the longer-term the intention is to extend ICT interoperability. The alliance brings with it different workforce structures and lines of accountability. There are merged functions for both forces, including both operational and support services.

The force has robust procedures to ensure benefits realisation from functions entering its strategic alliance. Approximately £3m of savings have already been realised from the alliance. HMIC found this process to be effective and it will serve the force well in realising future savings.

Summary of findings



Requires improvement

Devon and Cornwall Police is developing future plans that are intended to represent a radical change for the force, as well as to result in significant service improvement. However it appears to have made only limited use of information about future demand, workforce capabilities and its assets to inform its planning which means that the force requires improvement. The majority of the savings the force plans to make by 2019/20 will come from its strategic alliance with Dorset Police. The force is seeking to maximise the capability and capacity of its current IT system as it moves towards a longer-term collaborative solution.

Devon and Cornwall Police has a good track record of making savings. Its plans to remove £13m from its budget, at the same time as 'investing to save' throughout the spending review period, are coherent. The force's strategic plan does not define a target operating model. HMIC concludes that the force's plan is not based on a tangible analysis of future demand and its workforce plans do not identify comprehensively its future workforce capabilities.

The force has a healthy reserves position (£70m) and has allocated £6m over the spending review period for transformational programmes. The force has robust procedures to ensure benefits realisation from functions entering its strategic

alliance, but those that relate to internal change are less robust. Approximately £3m of savings have been realised from the alliance. HMIC found this process to be effective and it will serve the force well in realising future savings.

Areas for improvement

- The force should ensure that its plans for change, including collaboration and local policing, align with its medium-term financial plans and that these provide assurances that the future for policing across Devon and Cornwall is sustainable.

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), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38 designated 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). 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: The percentage of gross revenue expenditure allocated to different policing functions in 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 6 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