



Promoting improvements
in policing to make
everyone safer

PEEL: Police efficiency 2016

An inspection of Lancashire Constabulary



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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 Lancashire Constabulary.

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

Force in numbers



Financial position

	2016/17	2019/20	Percentage change
Forecast change in total gross revenue expenditure	£266m	£251m	-6%

Forecast savings:

	2016/17	2019/20
Amount of forecast savings	£11.0m	£4.6m

	2016/17	2019/20
Percentage of gross revenue expenditure	4%	2%



Workforce

	2015/16	2019/20	Percentage change
Planned change in officer numbers	2,860	2,700	-6%

	2015/16	2019/20	Percentage change
Planned change in total workforce	4,808	4,644	-3%

	Lancashire Constabulary	England and Wales force average
Officer cost per head of population in the 12 months to 31 March 2016	£100	£98

	Lancashire Constabulary	England and Wales force average
Workforce cost per head of population in the 12 months to 31 March 2016	£142	£143



Calls for assistance

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

Lancashire Constabulary

136

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

63

2015/16

66

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

Lancashire Constabulary

+5%

England and Wales force average

+9%



Victim satisfaction

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

Lancashire Constabulary

78%

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



Good

Lancashire Constabulary has been assessed as good in respect of the efficiency with which it keeps people safe and reduces crime.

Overall summary

Lancashire Constabulary has a good understanding of current and future demand for its services. There is a well established change programme that considers current demand on the constabulary and is developing a more detailed understanding of more complex demand. The current demand which comes into the constabulary's control room has been analysed in order to find a more efficient way of responding to calls. The same method is now being used to analyse and understand more complex demand. There has been significant investment in ICT, but many staff said that the new custody and prosecution IT system has made it difficult for them to carry out their duties efficiently. The constabulary uses its resources to manage current demand well but could improve how resources are identified and deployed to incidents. There are good governance arrangements in place to match resources to priorities.

Lancashire Constabulary is a central partner in a group of public service organisations which support an early action programme, and provide co-ordinated support to the communities who are most in need. Current gaps in the workforce have been identified. The constabulary intends to recruit people who have the right skills to provide a policing style which is based on working more closely with other public services in order to support the early action agenda. This new approach will be introduced as part of a place-based policing strategy, which will see more integration with other public services to provide the most appropriate support to people in need. The constabulary has a proven track record in making savings and has made prudent financial plans to meet future needs.

Recommendations

Lancashire Constabulary is a good force. HMIC has not identified any causes of concern and therefore has made no specific recommendations.

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

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

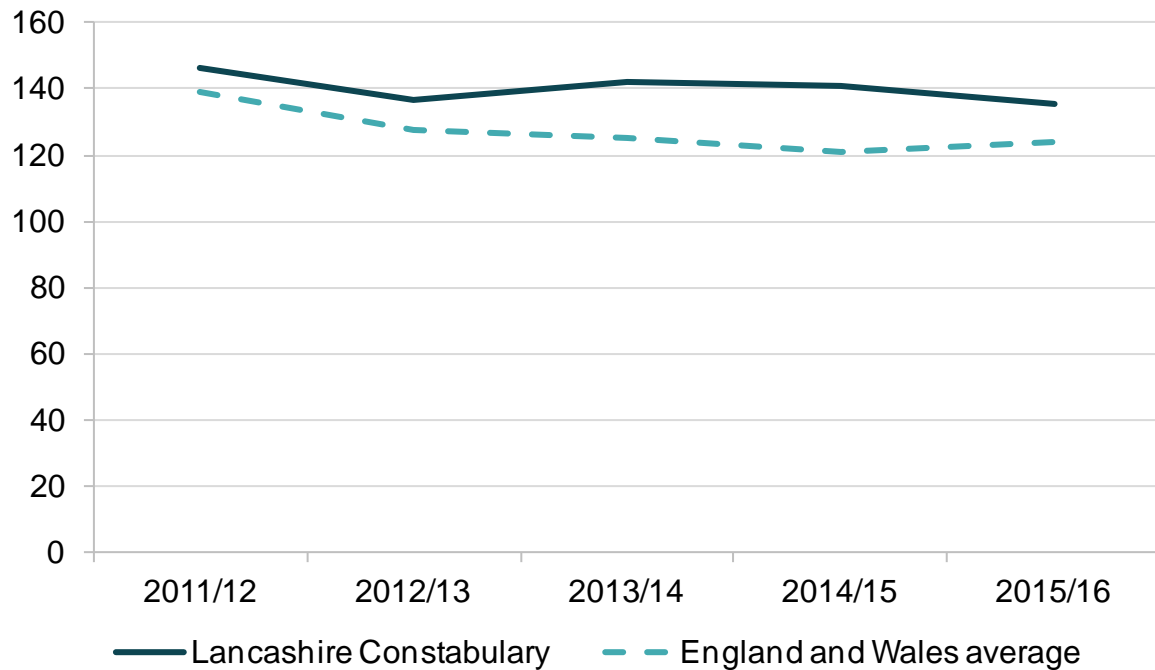
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for 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 Lancashire Constabulary compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016

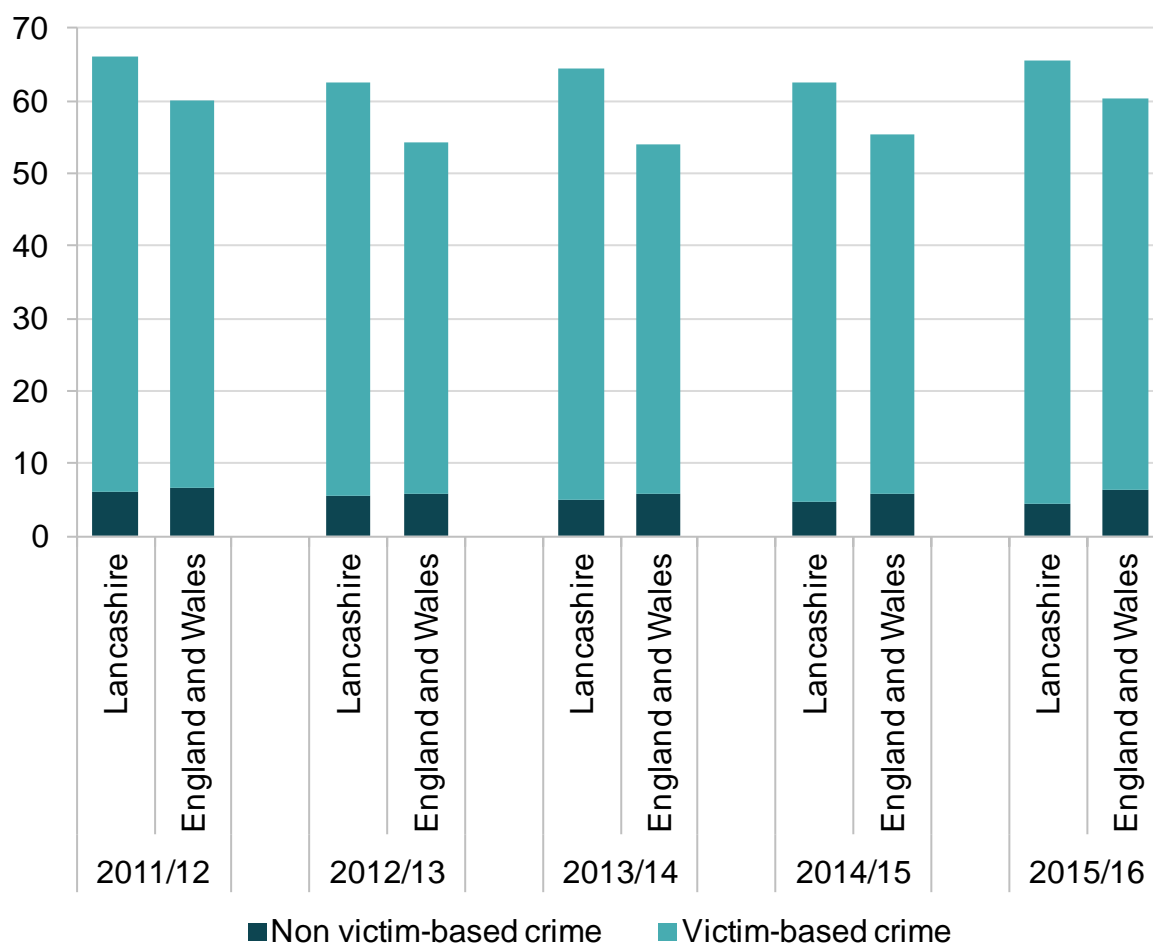


Source: Home Office Annual Data Requirement

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

Lancashire Constabulary received 136 '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 constabulary received 146 '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 Lancashire Constabulary 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, Lancashire Constabulary recorded 61.3 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, Lancashire Constabulary recorded 4.4 non victim-based crimes per 1,000 population, lower than 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 a decrease in the non victim-based crime rate of 28 percent since the 12 months to 31 March 2012.

Lancashire Constabulary has a good understanding of the current demand for its services. There is a well established change programme (called the futures programme) which considers how different parts of the constabulary will be re-aligned to provide future policing services across Lancashire. A dedicated demand team is in place, within the change programme. This team is evaluating the current demand which comes through the control room. The team has made significant progress not only in determining the nature of this demand, but also in

identifying a number of ways of improving control room processes in order to reduce demand, and make call management and the deployment of resources more efficient.

The constabulary is endeavouring to understand hidden demand (which is less likely to be reported), and has appointed external consultants to analyse hidden demand. This work will help its own staff who are working on this project.

The constabulary's own research has found that only 19 percent of demand relates to the investigation of crimes. Partner organisations, such as local authorities and voluntary groups, will continue to reduce their levels of service because their budgets have been cut. Some of this extra demand, often from very vulnerable people, is being passed to the constabulary, as the 'organisation of last resort'. For example, more people may become homeless, because charities that provide temporary hostel accommodation do not have as much money. To understand these problems more clearly, a 'demand board' chaired by an assistant chief constable considers demand in conjunction with the pressures on other public services. The board has helped the constabulary to understand how demand is changing in the public sector, and the board's work will influence the allocation of staff throughout the constabulary.

The constabulary is conducting detailed research to understand less obvious demand which involves its protection of vulnerable people. Building on the strong progress made in relation to understanding demand in the control room, the constabulary has formed a new team to evaluate the demand which comes in from the other services which look after vulnerable people. The constabulary already deals with many referrals from other organisations about the safety and welfare of vulnerable people. Many of these referrals need a prompt response from the constabulary if vulnerable people are to be protected. The overwhelming majority of the referrals do not come in through the communications centre. The new team is holding workshops with detective sergeants and detective constables who protect vulnerable people, in order to understand the different demands that are placed on them. This research aims to understand the things which must be done to ensure that vulnerable people are kept safe, and offenders are brought to justice.

The constabulary has used the 'neighbourhood needs index'² to explore geographic areas of potential hidden demand. This work was done in conjunction with Manchester University to identify places where it was thought that crime had been under-reported. Six areas across Lancashire were identified for more detailed

² The neighbourhood needs index is a tool which brings together a wealth of information from different partners. It informs the level of services being assigned and provided to a community within a specific area. It is designed to measure the general 'health' and the relative success of each service's investment in services into each neighbourhood. An important part of the index provides a framework to inform the analysis and sharing of information among the partners who provide services to the local communities.

research and analysis to understand the factors that might contribute to under-reporting of incidents or crimes. For example, in University Ward in Lancaster, the constabulary is working closely with students to understand the possible reasons for the under-reporting of crime, and to improve the confidence which students have in the police.

Staff told us of difficulties in the effective implementation of a new custody and prosecution IT system. The system can transfer digital prosecution case files between the constabulary and the Crown Prosecution Service (CPS). The system had been in operation for a few weeks at the time of our inspection. Although training and testing had happened for several months, many staff reported significant difficulties with the system. Anecdotally, we heard several accounts of staff who spent a great deal of extra time doing their work because the system did not function properly. The staff think that this is inefficient. The constabulary has regular high-level meetings with suppliers about these problems, but its workforce think that the constabulary is not doing enough to listen to their views and solve the problems. Staff have expressed their frustration about the case-building system on the internal staff communication forum, BuZZ. It is too early to say if changes have been made yet as a result of their feedback. The constabulary should do more to tell staff about improvements which are being made to the system. This will improve staff confidence in the system and reassure the staff that the constabulary is listening to their concerns.

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.

The constabulary has a good understanding of the potential future demand for its services. The constabulary is moving towards a 'place-based policing' model, which means that it will work even more closely with other public services in communities where the need to work together is greatest. The constabulary's focus for the next 12 to 24 months is to bring in an operating model to enable it to introduce this arrangement, in collaboration with its partners. The futures team, which is part of the change programme, will help by testing models to provide place-based policing and to develop a new flexible structure.

The constabulary can demonstrate that it is working with other public services to understand their future plans, and assess the risks and any potential impact on future service provision. 'Early action' meetings with other public services are now

well established. These meetings identify intensive users of services, and make plans to ensure that help is given at an early stage to prevent increased future demand. This early intervention programme is overseen by the 'early action oversight board', chaired by an assistant chief constable. The board allows the constabulary to stay abreast of any diminishing resources in any of the public services who are part of the early action programme. Academic studies also support this work. A dedicated police analyst is working closely with the University of Central Lancashire (UCLAN) to find out what data are available across all the public services involved, to measure the different ways in which they work out a person's vulnerability. This research will determine the priorities for supporting the most vulnerable people.

There is an intention to introduce a single framework of charity services (the Lancashire volunteer hub), which will provide more long-term support for people who are at risk. Initially, a vulnerable person who has been identified as being most in need will be assigned a lead professional and a case worker from the organisation which is best able to help him or her. A support plan will be put in place to help each person for a period of time. At the end of this period, the case may be 'stepped down' but the vulnerable person will continue to receive support from an appropriate volunteer from the volunteer hub. It is expected that this will consolidate the support already provided and reduce future demand across all services.

Summary of findings



Good

Lancashire Constabulary has a good understanding of its current and future demand. A well established change programme is considering current demand on the constabulary and is developing a more detailed understanding of more complex demand. There is a strong emphasis on working with partner organisations to co-ordinate services to identify people at risk, and intervene earlier, in order to manage demand more effectively, and protect the most vulnerable people.

The analysis of current demand through the constabulary's control room has allowed the constabulary to identify areas in which communications, systems and processes can be improved in order to make the constabulary more efficient. This approach is now being applied to develop an understanding, in conjunction with other public services, of more complex demand which involves vulnerable people. This will inform the development of the 'early action' approach. The constabulary expects that earlier interventions to support the most vulnerable people across Lancashire will provide better outcomes, and will reduce long-term demand on the constabulary.

The introduction of a new IT system for prosecution and custody cases has generated unnecessary extra work for the workforce. Staff reported that problems with the system are preventing them from carrying out their duties efficiently, and are slowing the process down.

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

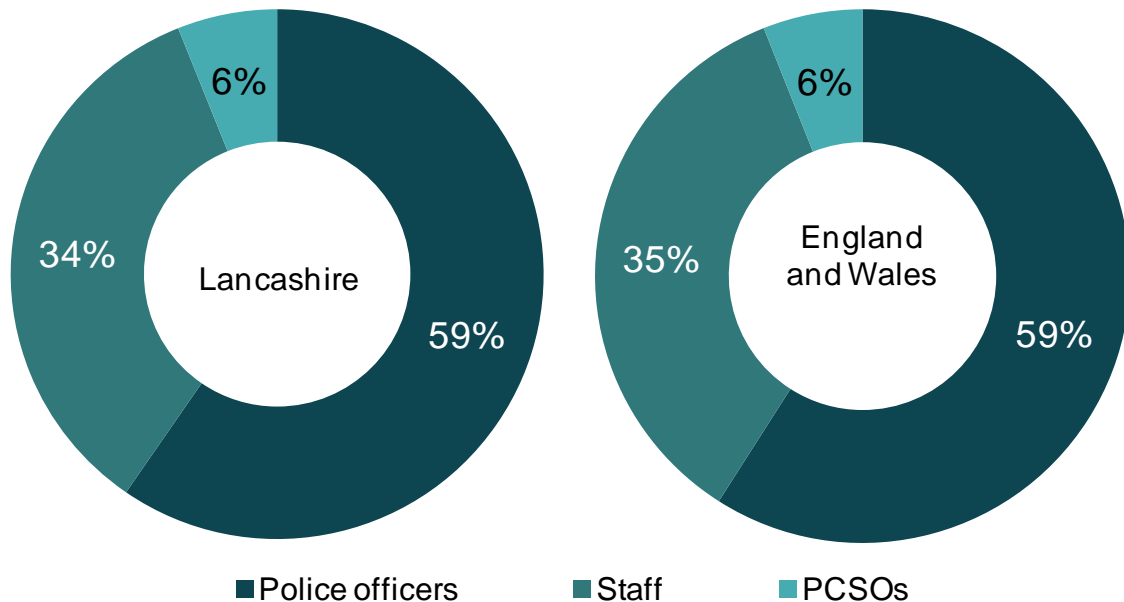
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which Lancashire Constabulary has the right people with the right skills in the right place to protect the public and to fight 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 Lancashire Constabulary 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 Lancashire Constabulary 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 59 percent of Lancashire Constabulary's workforce. This was in line with the England and Wales average of 59 percent. The proportion of staff in Lancashire Constabulary was 34 percent, broadly in line with the England and Wales average of 35 percent. The proportion of police community support officers in Lancashire Constabulary was 6 percent, in line with 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 Lancashire Constabulary 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	3,649	-22%	-14%	2,860	-6%	-2%	2,700
Staff	1,957	-16%	-21%	1,651	-2%	-5%	1,614
PCSOs	428	-30%	-35%	297	11%	-6%	330
Workforce total	6,034	-20%	-18%	4,808	-3%	-3%	4,644

Source: HMIC Efficiency data collection

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

Managing demands for police services

Lancashire Constabulary has good arrangements in place to match resources to priorities across the constabulary. The constabulary considers current and future business need and demand carefully, and plans accordingly. A monthly strategic resourcing board meeting is chaired by the assistant chief officer and an assistant chief constable to assess progress within the constabulary's futures programme and consider which parts of the constabulary need additional resources. The meeting receives regular updates from the force resourcing management unit (FRMU) and listens to any concerns raised by staff associations. In this way, the constabulary is aware of any HR problems, when it makes decisions about the wider operational and business needs of the constabulary. The force considers the way that changes made by the resourcing board affect costs, staff training, recruitment and redeployments.

The constabulary explores ways of managing demand more effectively, and also looks at the quality of the service which it provides. A partnership framework has been developed for all partners in the early action programme so that each organisation can understand fully its part in the development of the scheme. Within the constabulary, work is being done to ensure that the right resource is deployed in the first instance in response to calls. For example, the constabulary intends to move away from the traditional method of sending an initial response officer, followed by a handover to a specialist investigator. The force believes that the officer with the right skills to deal with the call should be deployed in the first instance, so that he or she can help the victim in the best possible way. This should improve efficiency by speeding up the investigation, and cutting down on handover time. This is in line with the constabulary's 'one team' ethos, as well as the view that increasing demand in

supporting vulnerable people means that the constabulary should adapt the way it provides its service. This is to ensure that the constabulary can provide a good but cost effective service to victims from the first point of contact.

The constabulary is able to assess and apply available resources more effectively in the short term by the introduction of the FRMU and borderless tasking. Control room staff can deploy the nearest and most appropriate resource to any incident across the county. This allows frontline services to be used more flexibly.

Increasing efficiency

The constabulary has a good understanding of how its resources should be deployed but there is scope to improve the efficiency with which available resources are used. The constabulary has a resource management plan in place which allows it to evaluate internal selection and promotion processes to align budgets and posts properly. This plan encompasses all the force operations and will also project future recruitment requirements. This will include all the temporary promotions that are in place across the constabulary.

The target operating model sets out how force resources can be used to achieve the best effectiveness. This has been developed following detailed analysis of current processes and practices within the constabulary and by using a method that has been developed after extensive profiling of demand. It is fundamental to the way in which the constabulary determines its level of service. To support decision making on levels of service, a demand board provides the constabulary with continuing governance to ensure that it is aligning resources with risks correctly.

If the nearest available resource to an incident is located, the constabulary can not only respond more quickly, but it can also operate more efficiently. In our 2015 PEEL legitimacy inspection we identified opportunities for the constabulary to improve how it identified the resources that were able to respond to incidents. In 2015, the software which the constabulary uses to locate staff via their personal radios³ had not been consistently reliable. The staff had not been confident about the use of the ARLS software in the control room. Communications staff told us in 2015 that some officers and staff were not updating the system adequately or often enough for the communications centre to see whether they were available or not.

In 2016 we found that the constabulary has taken steps to improve the efficiency of deployment. The computer chips in eighty percent of its radios have been replaced to show automatically where each officer is on duty. However, we were told that officers are still not making themselves fully available for deployment. The

³ ARLS (automatic resource location software) is geo-location technology within personal radios that allows the control room to determine whether the radio is in use and where it is located at any time. If the handset is activated, it can provide the current position of its user and their proximity to an incident.

constabulary has posted a superintendent in the control room who is responsible for ensuring that the local policing teams comply with these requirements. While we recognise that operational staff are now booking-on more consistently than they were, we would have expected to see more progress in the way that control room staff use and deploy the wider resources from across the constabulary.

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 Lancashire Constabulary understands the skills its staff need, both now and in the future; where there are gaps in either capacity or capability, we looked at the steps it is taking to ensure that 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 constabulary has a good understanding of current workforce capabilities and gaps. The force recognises that the resource management plan does not yet match resources to demand. This is because there are some vacancies in posts in the east and west divisions. These gaps will be filled during the next recruitment processes. The constabulary told us it recruited 60 officers in June 2016. These officers will be posted to bolster immediate response. It also recruited 24 officers who transferred from other police forces, and 13 members of the Police Now scheme.⁴ These officers were selected for their policing skills and experience in areas where the constabulary recognises it needs to increase current capacity. For example, the constabulary had identified skills gaps for trained firearms officers, and for detectives with safeguarding skills. Recent recruitment has seen an increase in new officers who are available for deployment to firearm response duties, and to roles where experienced detectives are required to investigate cases involving vulnerable people.

⁴ The Police Now programme is designed to transform communities, reduce crime and increase the public's confidence in policing, by recruiting and developing outstanding and diverse individuals to be leaders in society and on the policing frontline. It is focused on developing a new generation of inspiring leaders from a diverse range of backgrounds.

Tackling workforce gaps

The constabulary is working well to tackle identified workforce gaps. The force is recruiting people who have the skills and experience to fill current gaps, and there are also well thought-out plans for future operational needs. Although the constabulary expects that it will have fewer officers in the future, there is a strong emphasis that its future workforce must have the personal traits and the basic skills to provide a new style of policing. This will be based on the early action intervention approach in partnership with other public services. To underline this, as part of the current recruitment process, the constabulary is recruiting 13 university graduates over the next 12 months, through the Police Now initiative. These recruits will be posted to all three divisions across Lancashire. They will support neighbourhood teams to develop the early action approach. These new officers are part of an initial group of 40 officers being trained and posted to vacancies across the constabulary. They will, in part, replace officers who are about to retire.

Sixty recruits will join the constabulary in October 2016, many of whom have been selected because they had worked with vulnerable people in their previous jobs. Up to 40 of these recruits have been selected to take part in an 'early action' role at the start of their police career. Another 40 officers will be recruited in January 2017, and will be deployed to response teams. In tackling current and anticipated workforce gaps, the constabulary has planned carefully to identify the skills which future police officers will need. The constabulary has recruited staff in line with these new expectations, so that they can introduce the early action approach.

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

We assessed how well Lancashire Constabulary has explored all opportunities to collaborate 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 constabulary 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 constabulary considers possible collaboration as an ordinary part of improving existing services. In many parts of the constabulary there is a strong operational focus on collaboration, although in some areas these arrangements are informal and there may not be any written agreements. The constabulary reviews structures and processes internally to make these as efficient as possible, by using the futures programme, before it considers any possible collaborations. A considered approach is taken. Discussions at the different governance boards concentrate on what benefit any new collaboration might realise, before a commitment is made. There are a number of successful long-standing collaborations, for instance on the provision of

custody services with a private sector partner, with Lancashire County Council, which provides combined systems and services such as payroll and pensions, and with Cumbria Constabulary in learning and development. The constabulary also makes good use of academic partnerships to research and analyse new approaches and service developments. There are a number of examples of collaborative and joint working with UCLAN, such as training and development, the implementation of the forensics academy, and in work which supports the early action programme.

The constabulary sees the effective implementation of the early action programme as the cornerstone of its collaborations, so that it can improve the services it provides for the people of Lancashire. This programme should also enable the constabulary to continue managing demand more effectively, and provide a sustainable and effective police service, even if resources are reduced in the future. A significant milestone has been the development of a joint outcomes framework with other public sector partners. This is based on 'life quality' principles of 'start well, live well, age well.' This ethos sets out the principles of the early action approach in the different organisations, to ensure better long-term life chances for everyone.

The early action programme is already achieving some measurable benefits. For example, an analyst in the early action team identified vulnerable individuals who had repeatedly called the force control room. The reasons for the recurring calls, together with the different aspects of vulnerability (such as mental health problems or drug or alcohol abuse) were established. Each case was taken to an early action panel meeting and a lead professional was assigned to the case. This was usually, but not always, a police officer. The lead professional acts as a case manager for that person and facilitates support and action by other organisations. These vulnerable people are 'flagged' on the constabulary's command and control system, with details of the lead professional who has been assigned to the case. Any calls about these vulnerable people can be referred to the lead professional, who can organise a co-ordinated response. Some academic evaluation of this method will be undertaken to understand how the successful use of early intervention has improved people's lives and also reduced the demand on public services.

A number of early action teams are already in place. There is a fully-integrated early action team in Preston, and another integrated team in Blackburn with Darwen. These teams already work closely with other public services to identify and support the people who need the most help. Although some partners have had problems filling vacant posts, overall, the programme is going well. It is hoped that, in 12-18 months, fully integrated teams will be in place across Lancashire. This will support a place-based policing model where all the different organisations are located in the places where the need is the greatest.

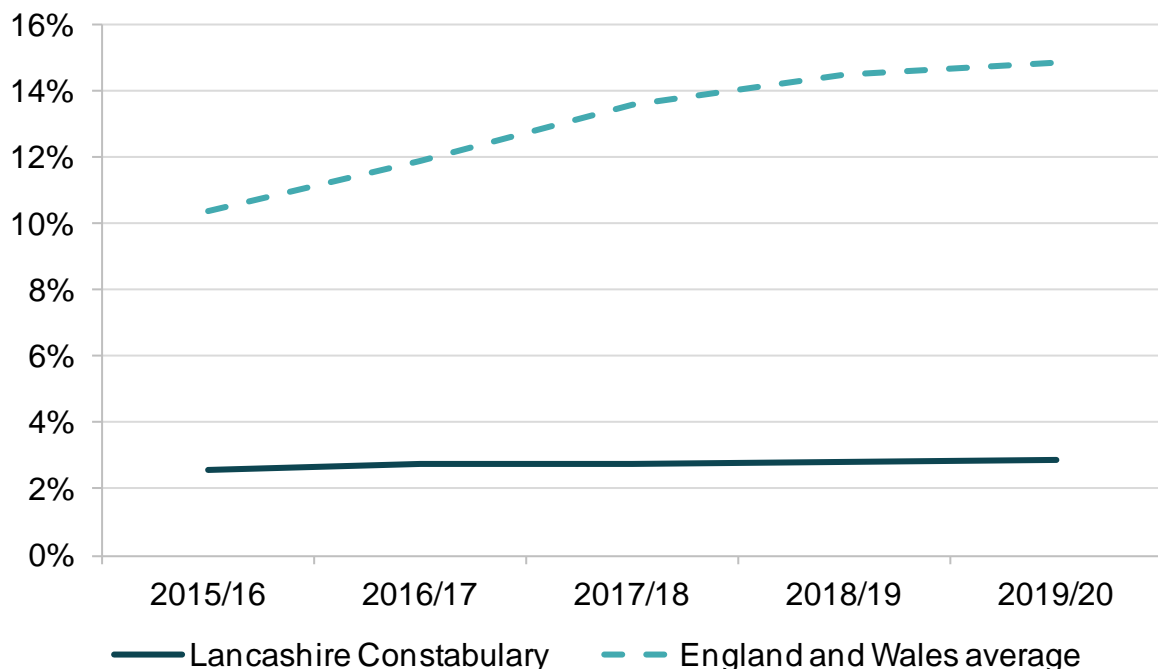
Collaboration benefits

The constabulary is willing to explore further opportunities for collaboration. The constabulary is very clear that collaboration will always be considered where there is a discernible risk and threat to the community, and policing can be provided at least as well as it is now, and in a more cost effective way. In these cases, clear terms of reference are drawn up with another police force or organisation, to explore opportunities for working together. For example, in collaborating to provide specialist policing capabilities such as mounted police, dog patrols and responses to chemical or biological incidents, the constabulary may secure more cost effective or more resilient specialist services for Lancashire than it could provide on its own.

The constabulary is part of an effective collaboration with other police forces in a regional organised crime unit (ROCU), which is developing well. More recently, the constabulary has made a strategic alliance with Cumbria Constabulary, and is using this to explore further opportunities for force-to-force collaboration.

The force is also starting to collaborate with UCLAN, which is the first step in developing future capability to deal with digital and cyber-crime. This will also generate income for the constabulary, and develop investigative techniques to enable the constabulary to prevent and detect cyber-crime more effectively.

Figure 5: Projected percentage of net revenue expenditure in Lancashire Constabulary, 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

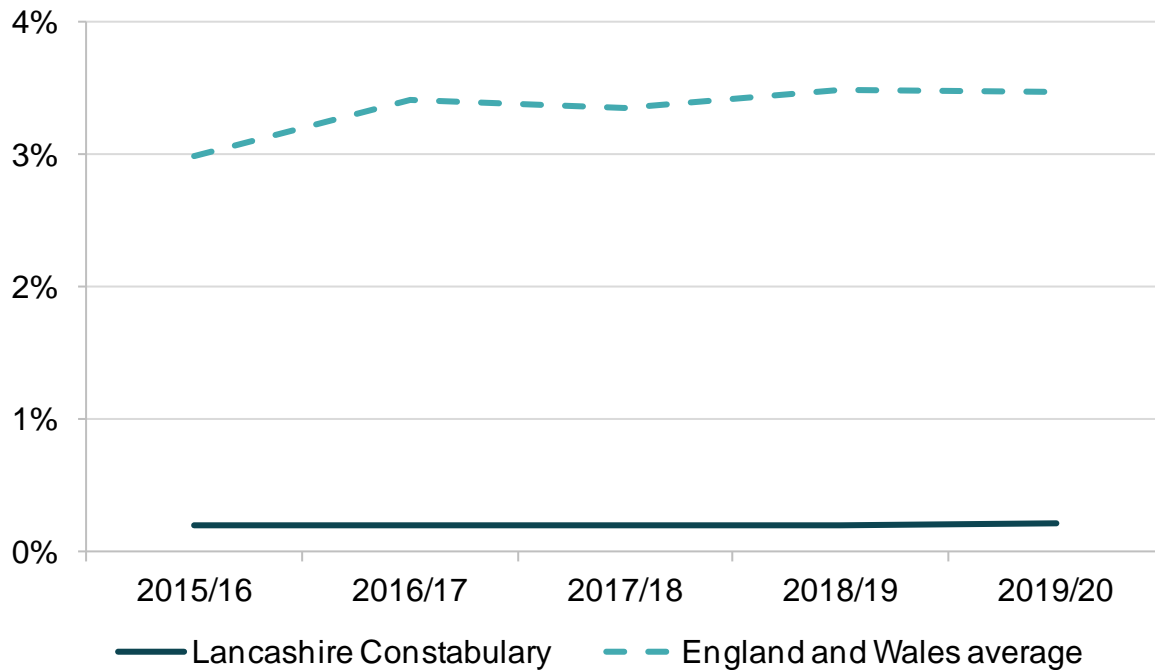


Source: HMIC Efficiency data collection

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

Lancashire Constabulary has forecast that it will spend £6.8m in 2016/17 on collaboration with other police forces. This is 2.7 percent of its net revenue expenditure (NRE), which is lower than the England and Wales average of 11.9 percent. For 2019/20, the constabulary has forecast that it will spend £6.8m (2.9 percent of NRE) on collaboration with other police forces. This is lower than the England and Wales average of 14.8 percent.

Figure 6: Projected percentage of net revenue expenditure in Lancashire Constabulary, 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

Lancashire Constabulary has forecast that it will spend £0.5m in 2016/17 on collaboration with non-police organisations. This is 0.2 percent of its net revenue expenditure (NRE), which is lower than the England and Wales average of 3.4 percent. For 2019/20, the constabulary has forecast that it will spend £0.5m (0.2 percent of NRE) on collaboration with non-police organisations. This is lower than the England and Wales average of 3.5 percent.

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 constabulary has made substantial investments to upgrade its ICT infrastructure in order to improve the way that services are provided. All frontline operational staff have been issued with their own mobile device, which allows them to use a range of constabulary systems wherever they may be. Staff can look at control room logs of the incidents that they are attending, and let the control room know what has been done. They can also run police national computer checks, take and upload statements from victims and take time and date stamped photographs at scenes of crime. These devices are widely-used, and are highly regarded by staff.

The staff do not have the same level of confidence in other constabulary IT systems. The newly introduced case and custody system is universally unpopular with users. It slows them down when they answer the requirements to do things differently, and the system is unreliable. The rapid pace of change in the constabulary was cited as the reason why it is difficult to evaluate different systems properly. It is difficult to achieve a stable point from which to measure effectiveness, and find out which things make systems work less well than they are supposed to. Despite this, chief officers felt that the overall good performance of the constabulary, coupled with the financial savings, demonstrated the overall effectiveness of the change programme. Chief officers are aware of the staff disquiet over the case and custody system and are working to solve the problems which users have identified as quickly as possible.

The constabulary has a robust governance programme to monitor progress through a well-established and well-managed change programme. The 'futures change board' brings together business, department and programme leads to provide updates on problems with changes, and on collaborations across the whole constabulary. The monthly meeting is chaired by the chief superintendent in charge of corporate development. This board provides effective oversight to ensure the constabulary is managing change in a measured way and ensures that new arrangements are introduced effectively and efficiently.

The constabulary has well-established forums to discuss any problems that affect how services are provided across the constabulary. There is a long-standing strategic management board involving the senior leadership team, which provides overall leadership and governance to the change programme. This is supported by a

tactical management board to inform and improve performance at team and individual level. Improved management information is now available, and this helps the constabulary to understand more clearly the way in which each person and each team supports the aims and objectives of the constabulary. These arrangements enable the constabulary to compare teams, and ask why some teams are performing better than others. It also enables the constabulary to look at the correlation between data, performance and different areas of work, and ensure that the workforce is prioritising activity in the most important areas.

Summary of findings



The constabulary uses its resources to manage current demand well. There are good governance arrangements in place to match resources to priorities, with an intention that the right resource should be deployed in the first instance. However, this has not yet been fully achieved as staff do not always make themselves available for deployment.

A partnership framework with other public services enables the early action programme to develop and flourish. Current gaps in the workforce have been identified and the constabulary has comprehensive plans to recruit people who have the right skills to provide the new style of place-based policing. This is based on early interventions, in partnership with other local organisations, to support the most vulnerable members of the community, reduce crime and manage demand more effectively.

There are good examples of collaboration and there has been substantial investment in ICT. However, staff have contrasted their high regard for the implementation of mobile data technology with the difficulties in working with the recently introduced prosecution case and custody system.

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 Lancashire Constabulary'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 Lancashire Constabulary 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

Lancashire Constabulary has well developed financial plans. It has a proven track record in reducing expenditure and in providing any savings required because of budget cuts to date. The current financial projections produced by the constabulary to 2019/20 show that £16.7m of savings have yet to be identified. This assessment has been made against a background of significant uncertainty regarding future funding for police forces. Lancashire Constabulary could be adversely affected by the government's plans to revise the police funding formula. Given the degree of uncertainty, the constabulary has used prudent assumptions of funding reductions of 2 percent and has only included savings plans that are well developed. Coupled with an application of reserves this gives flexibility. These provide a degree of assurance that the funding gap should not be greater than anticipated.

The only concern we identified is in relation to the limitation of contingency plans to address any revised police funding formula shortfalls with reserves, should the formula be imposed within the period of the current medium-term financial strategy. Further updated savings plans would be required if the proposed new funding formula results in a reduction of grant to Lancashire and is introduced before 2020/21.

The constabulary manages its finances well. It does not allocate resources through priority-based budgeting, but all areas of expenditure are monitored and reviewed regularly by the constabulary's finance team. Areas of recurring under-spending are identified and this informs the constabulary's budget setting process for the following year. There is also continual work to review non-pay budgets to identify savings. For example, a review of contracts has led to savings in procurement.

The financial plans of the constabulary are aligned with the workforce model via the change programme and the strategic resourcing board. This enables the constabulary to ensure it develops a sustainable workforce, and evaluates the consequence of staff changes in the light of the changing priorities of the constabulary. Any business cases submitted to the resourcing board which ask for changes to the target operating model, in terms of staff numbers, must be supported by an implementation plan. These plans set out the consideration which is given to any associated finance or HR matters which relate to any possible changes, such as training and development costs for staff, so that staff have the appropriate skills which enable them to do their jobs.

Investing in ICT

The constabulary has made substantial investments in ICT to enable it operate more efficiently. It reviews systematically how well digital and ICT plans are being implemented. A bi-monthly 'strategic spend' meeting chaired by the assistant chief officer considers expenditure on ICT and monitors whether the benefits are as anticipated. Any concerns over the progress or effectiveness of ICT investments can be referred to the appropriate board for clarification, or for discussion of improvements. Significant investments have been made in new technology including a new crime and intelligence database, an updated HR system, a replacement intranet, a new constabulary telephone system and the issue of a further 400 body-worn video cameras to enable officers to record evidence more effectively. All of these are within the remit of different programme boards, which monitor their implementation and effectiveness.

The constabulary considers how advances in technology can support policing in the future. The constabulary has introduced a digital development plan to improve its capability in three areas: engagement, demand reduction and e-commerce. A separate digital development board will be created to ensure that the chief officer team, head of ICT and different leads within the constabulary's change programme oversee all developments and are able to prioritise resources accordingly. The constabulary has set out 23 recommendations in the development plan to develop ICT and digital improvements.

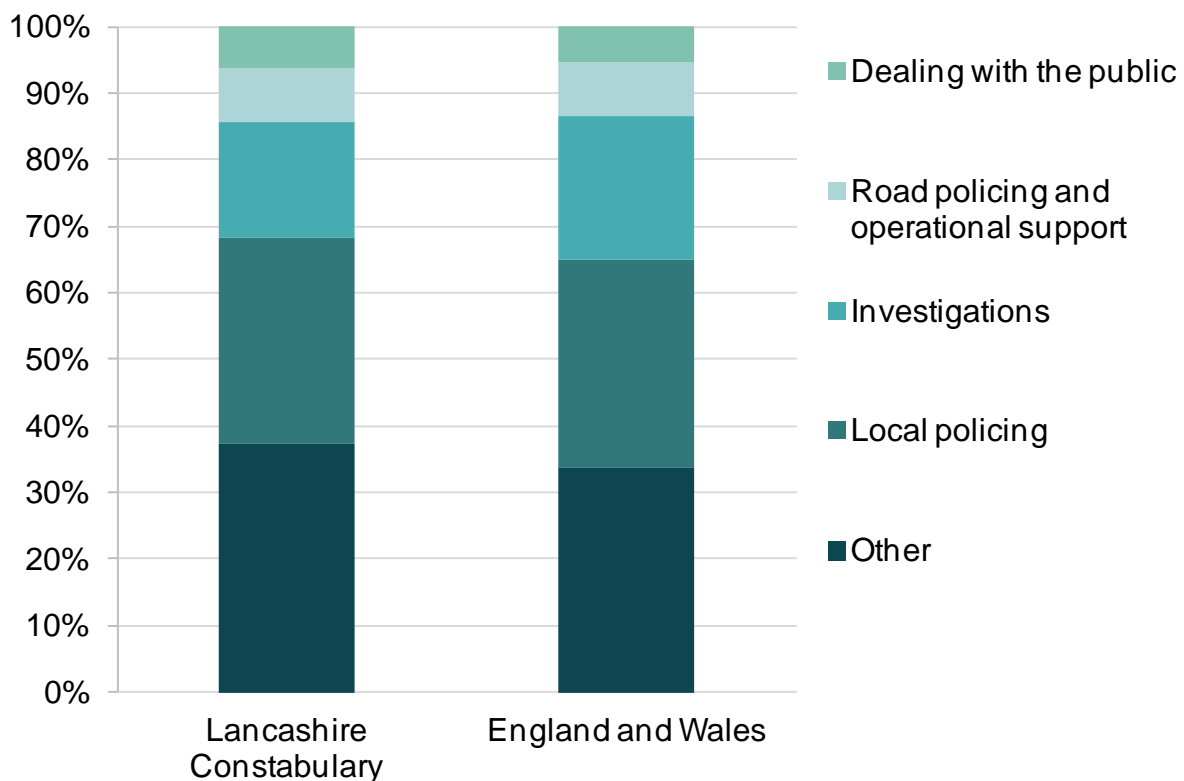
A constabulary ICT strategy has been in place since 2014. This sets out a plan to introduce fast, flexible, secure, reliable and affordable ICT, which allows officers to get information when they need it. Progress in implementing the plan has been good. A new operating model has been introduced across the constabulary, and chief

officers believe that the capacity and capability of the ICT department to provide services across a range of areas has improved significantly. Technological advances have enabled the constabulary to work in the same locations as other public services, to introduce effective mobile and agile working, and to have a smaller and more efficient back office. ICT improvements have enabled the successful implementation of multi-agency safeguarding hubs (MASHs) with partners. The force has continued to issue laptops to frontline staff, and contact management has been combined from six sites into one control room at constabulary headquarters.

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 Lancashire Constabulary’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 Lancashire Constabulary 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

Lancashire Constabulary has a proven track record of financial management. It has worked closely with the PCC's office and has achieved the required savings to meet falling funding from 2010 onwards. The constabulary has introduced a strategic finance meeting chaired by the assistant chief officer, which receives business cases for new expenditure and is then able to take these proposals into strategic and change meetings for further discussion on the merits of adopting new proposals. As a result, all significant expenditure is properly considered in line with the future direction of the constabulary and the wider implications across other work streams.

Planning for the future

The constabulary's financial planning is practical and credible, and is based on a sound understanding of future income and costs. The constabulary has used conservative planning assumptions in the medium term financial strategy (MTFS) in relation to potential grant reductions and changes to council tax.

Current financial projections produced by the constabulary to 2019/20 show that £16.7m of savings are yet to be identified. However, this assumes no increase in council tax precept and a government grant reduction of 2 percent. The constabulary takes the view that the revised police funding formula is unlikely to be implemented in 2017/18. The strategic finance meeting provides an effective forum to understand investment costs. More assurance could be provided with a greater emphasis on ensuring identified efficiencies are made cashable and recorded either to address funding gaps or to support other priority areas for investment.

The constabulary's assistant chief officer with responsibility for finance works closely with the PCC's chief finance officer, and also has good links with Lancashire County Council in relation to financial planning. The PCC has financial reserves totalling approximately £42m with general (unallocated) reserves in the region of £12m. This provides the constabulary with some cushion to guard against future contingencies and uncertainties.

The constabulary has set out a change plan with a clear vision to move away from a traditional policing style. The early action programme is the model which shapes the force's plans for investing resources and operating its services in the future. There will be strategic investment in ICT to support a place-based policing approach. A strategic estates board meeting has been introduced, which has ensured a consistent approach to estate management throughout the force. This has included a continuing review of the estate to identify opportunities to reduce costs through agile working and partnerships, to share buildings with other public services, and provide new buildings. As with other areas, the work of this board is informed by the plans for the target operating model and is closely linked to projects within other force strategic boards.

To what extent does the force fund its investments sustainably?

Police forces have made significant financial savings over recent years which has 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 constabulary has made prudent savings plans so far but more consideration needs to be given to longer-term saving requirements. The constabulary has a healthy level of reserves of £42m, and there should be only be limited recourse to borrowing to fund the planned capital programme. This is so long as savings are planned and achieved on time. The current gap between the anticipated savings requirement and planned savings means there is little or no opportunity to invest in new demands or priorities without finding a corresponding saving elsewhere.

The current uncertainty over the level of future funding for the constabulary and the absence of plans to address potential changes to the funding formula may require the use of reserves to bridge a budget gap and create time to develop those plans. The use of reserves in this way would therefore reduce or remove the opportunity to support any further investment in the capital programme. This may mean the constabulary is forced either to curtail investment for the future or to consider additional borrowing.

Working together to improve future efficiency

The constabulary has plans to build on current arrangements for working with other public services, in order to improve efficiency. There has been good progress in working with public service partners in Lancashire on the early action programme. The constabulary intends to introduce more joint working arrangements, as well as mixed teams from different organisations. We found examples of this already in place, for instance in the case of the nine mental health nurses working with response teams. The constabulary has ambitious plans for a new forensic academy in partnership with UCLAN. The constabulary intends to start a public sector academy in collaboration with Cumbria Constabulary. This would train police officers, staff, social workers, probation officers and other public service employees, all on the same sites, to enhance early action working arrangements.

At a regional level, the constabulary is working with other emergency services in procuring equipment for the introduction of the emergency services network. This network will upgrade the security and resilience of how the emergency services communicate with each other. The constabulary also has a longstanding partnership with a private sector organisation, which it has used to make the most of purchasing power when buying software and hardware. The collaboration with Lancashire County Council, which provides some back office functions such as payroll and pensions, has now been extended to include the shared implementation of a major new personnel IT platform. This will complement the existing shared services. It will also allow the constabulary to extend the collaboration to use the new platform to encompass wider HR areas.

Summary of findings



Good

Lancashire Constabulary is planning well to manage future demand for its services. It has comprehensive plans to invest in a new place-based model of policing. There are credible workforce plans to provide the skills and capability to support the model, and there are ICT plans which will allow more agile, efficient working. We found prudent financial plans to meet future needs.

The constabulary has a proven track record in meeting savings requirements. However, current financial projections produced by the constabulary to 2019/20 show that £16.7m of savings are yet to be identified. There remains some uncertainty over future funding for the constabulary. If the impact of the government's proposed changes to the way police funding is allocated proves to be worse than expected for Lancashire, or it is implemented earlier than expected, the constabulary will need to find even more savings.

The constabulary continues to invest significantly in ICT to enable its officers and staff to work more flexibly. It continues to review opportunities to work more closely with and locate its teams in the same place as other public services in order to reduce costs and work more effectively.

The constabulary is collaborating with several other police services, public sector organisations and academic institutions. These enable the constabulary to be confident that its long-term strategy of place-based policing, supported by an early action approach to reduce demand, will succeed.

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: 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