



Promoting improvements
in policing to make
everyone safer

PEEL: Police efficiency 2016

An inspection of South Yorkshire 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 South Yorkshire Police.

Reports on South Yorkshire 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

	2016/17	2019/20	Percentage change
Forecast change in total gross revenue expenditure	£261m	£258m	-1%

Forecast savings:

	2016/17	2019/20
Amount of forecast savings	£13.4m	£2.2m

Percentage of gross revenue expenditure	5%	1%
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Workforce

	2015/16	2019/20	Percentage change
Planned change in officer numbers	2,494	2,391	-4%

	2015/16	2019/20	Percentage change
Planned change in total workforce	4,483	3,861	-14%

	South Yorkshire Police	England and Wales force average
Officer cost per head of population in the 12 months to 31 March 2016	£98	£98

Workforce cost per head of population in the 12 months to 31 March 2016	£151	£143
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Calls for assistance

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

South Yorkshire Police

England and Wales force average



Recorded crime

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

2014/15

2015/16



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

South Yorkshire Police

England and Wales force average



Victim satisfaction

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

South Yorkshire Police

England and Wales force average



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

South Yorkshire Police has been assessed as requires improvement in respect of the efficiency with which it keeps people safe and reduces crime.

South Yorkshire Police has limited understanding of current and future demand and workforce capability. This is affecting adversely the quality of services it currently provides. The force has recognised this and, with peer and partner support, it is looking to develop its current and future plans to better meet the needs of the public.

Overall summary

South Yorkshire Police has a good understanding of reactive demand based on recorded incidents and crime. It has a limited understanding of current preventative and future demand. This is a deterioration in the force's position since our last efficiency inspection in 2015.

The force implemented a new operating model at a time when it did not properly understand its workforce capability and capacity. The force has resourced its highest priorities but has not been able to provide the full range of services envisaged by the operating model, including resilient call handling and 24-hour community policing. The force does not have an up-to-date workforce plan which aligns established posts with the operating model. The staffing levels within the contact management centre mean that the force cannot consistently answer non-emergency calls from the public. The demands on local policing team officers mean that community engagement and preventative policing is diminishing.

The force has a medium-term financial plan based on sound assumptions. It has recognised the need to improve its understanding of current and future demand and workforce requirements. It is working with peer support to address these gaps and develop its future plans.

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

Causes of concern

South Yorkshire Police's limited understanding of current and likely future demand is a cause of concern, because further analysis is needed by the force to develop a complete picture of demand including under-reporting of crime, inefficient working practices which generate unnecessary demand, and greater engagement with communities and partners to more fully understand issues which may inform early intervention, prevention and problem solving opportunities.

Recommendation

To address the cause for concern HMIC recommends that, within three months of publication of this report, the force should carry out a comprehensive assessment of current and likely future demand and use this to inform the development of a new operating model that meets the needs of local communities. To achieve this the force should:

- ensure that the team carrying out the assessment has the correct staffing numbers, skills and technological support;
- engage the workforce, public and partners; and
- draw on national expertise and best practice.

Causes of concern

The absence of a comprehensive workforce plan and understanding of the force's current workforce capability and capacity in South Yorkshire Police is a cause of concern, which compromises the force's ability to match resources to demand and align workforce costs with the force budget.

Recommendation

To address the cause for concern HMIC recommends that within six months of publication of this report the force should develop and implement a coherent workforce plan by:

- reviewing the capacity and capability of the HR shared service to deliver the support required at strategic and local levels;
- identifying and allocating posts in line with its revised operating model and priorities;
- analysing skills and capabilities of the workforce; and
- addressing identified gaps in the workforce capability and capacity.

Causes of concern

The absence of a coherent set of future plans in South Yorkshire Police is a cause of concern, because the financial plans are not linked to the workforce plans and the force does not have a complete understanding of future demand or workforce requirements.

Recommendation

To address this cause for concern HMIC recommends that within three months of publication of this report the force should work with partners and expert support to explicitly link its financial plans with the revised operating model, the revised operational plans and revised workforce plans. All of which must be informed by a comprehensive understanding of demand.

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

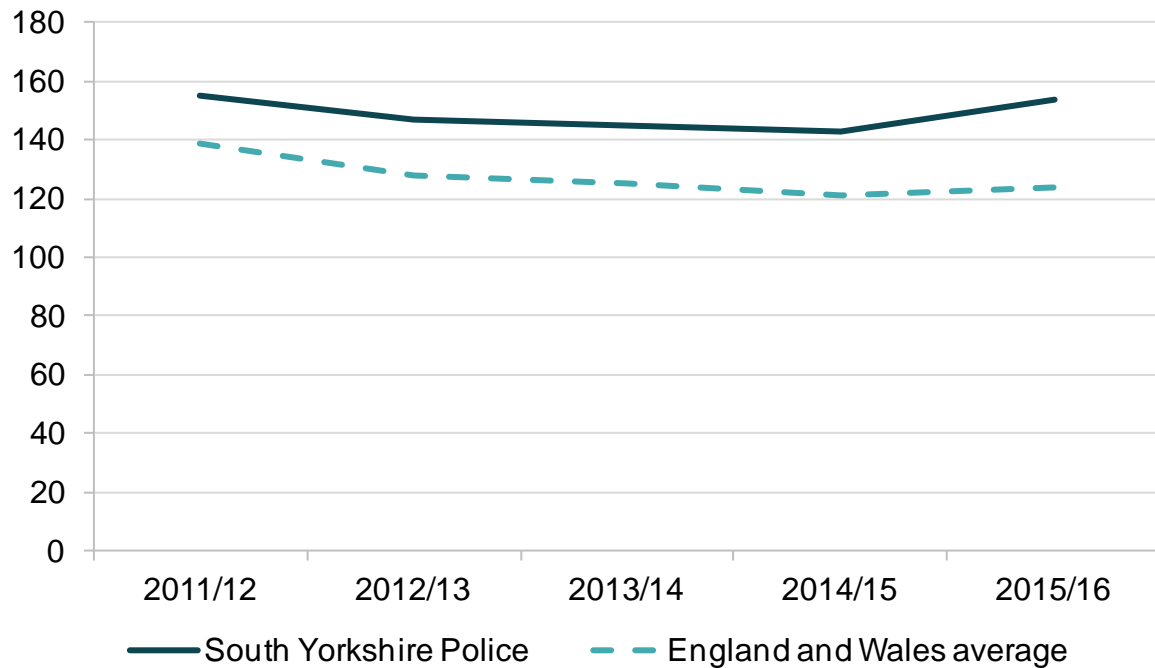
A good understanding of the demand for police services is vital in ensuring that forces have the right resources in the right place to provide the right level of policing now and in the future. This means not just an understanding of reported incidents but also how well a force proactively looks for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



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

South Yorkshire Police received 154 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was higher than the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the force received 155 '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 South Yorkshire Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016



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

With regard to police recorded crime for the 12 months to 31 March 2016, South Yorkshire Police recorded 68.0 victim-based crimes per 1,000 population, higher than the England and Wales average of 53.8 victim-based crimes per 1,000 population. Over the same period, South Yorkshire Police recorded 6.3 non victim-based crimes per 1,000 population, broadly in line with the England and Wales average of 6.5 non victim-based crimes per 1,000 population. There has been an increase in the victim-based crime rate of 2 percent and an increase in the non victim-based crime rate of 3 percent since the 12 months to 31 March 2012.

South Yorkshire Police has an incomplete understanding of the current demand for its services. The force recognises this and is planning, with peer support, to develop a complete picture of demand, including under-reported crime, and inefficient working practices which generate unnecessary demand. However, HMIC is concerned that the team with responsibility for completing this work has insufficient resources and does not currently have the capacity or capability to achieve what is expected.

The force does have a good understanding of reactive demand, such as recorded incidents and crime. It uses this data to understand trends and seasonal variations in anti-social behaviour and crime.

The introduction of a new operating model by the force in 2015 involved the movement of police officers from dedicated safer neighbourhood teams to local policing teams with wider responsibilities. This change has led to a reduction in engagement, particularly with harder-to-reach communities. Officers on local policing teams still retain their local relationships and knowledge, but these will diminish under the new operating model, as capacity to maintain them is more limited.

The force has carried out some specific work to encourage greater reporting of hate crime and has introduced a dedicated team to identify modern slavery. These activities may improve the force's understanding of demand in these specific areas. However, the absence of consistent and regular contact with individuals and communities means that there are likely to be hidden demands the force cannot properly identify or understand. The reduced level of local engagement significantly decreases the opportunity for early intervention and problem solving to prevent crime, potentially leading to more serious and intractable problems.

South Yorkshire Police is working with partners to reduce the significant demand from, and improve services to, people with mental health needs. In the contact management centre, staff have access to a mental health and NHS information portal, which enables them to prioritise calls and ensure appropriate staff are deployed with the correct information to the incident. The force also chairs a six-weekly strategic board for mental health, which brings all four local authorities together with the three NHS England trusts, clinical commissioning groups, the main general hospitals, Yorkshire Ambulance Service and all strategic leads in social care who have mental and public health as a responsibility. This group has agreed limits on the role of the police in the restraint of mental health patients, and arranged alternative premises to police custody for children and greater use of the ambulance service to convey people detained by the police because they pose a danger to themselves or others. A formal evaluation of the work of the board has not yet been carried out, so the extent of any reduction in demand or improvement in services is yet to be established.

The force does not have a consistent approach to the identification and elimination of internal inefficiency, but there are areas of good practice. The business cases for the main ICT investments supporting mobile working, contact management and crime investigation and intelligence systems all identify a range of inefficient working practices, echoed by officers and staff: unnecessary travel, double keying of information, delays in crime recording and the intermittent failure of old and increasingly unreliable call management technology (or systems). These practices

create unnecessary demands on the workforce. The technology the force proposes, if successfully implemented, would remove these internally generated demands and improve productivity.

The contact management centre has also examined its call demand and has identified and addressed some 'quick wins'. For example, the central ticket office used to send all post out on a Friday, which resulted in high call demand on a Saturday when the unit was not open. The force also identified that it and its local authority partners were signposting callers to each other's services, and have now set up a working group to make sure that callers do not get caught up in a loop of signposting from one to the other.

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.

South Yorkshire Police has taken only limited steps to understand the likely future demands on its policing services. The steps it has taken to improve its understanding are not part of a comprehensive plan. It has contributed data to the London School of Economics' research on predictive demand mapping. It plans to combine this work with analysis based on the Cambridge harm index in the development of a new operating model, so that it can take better account of deprivation and vulnerability.

The force is taking some steps to consider changes in public expectations in the development of its new technologies to support public contact. However, this has been informed by the experience of other police forces and the specification of the technology, rather than by effective public consultation with the communities of South Yorkshire to ascertain the needs of service users.

The force is working with regional partners in policing to understand better future demands from cyber-crime and has established a modern slavery team dedicated to developing better intelligence on this emerging issue. It is also working with partners in health and social care to understand the public service focus on complex and costly service users, and the implications for future demand. Each organisation recognises the need to reconfigure services towards early intervention to stop individuals and families from developing complex and costly needs.

Summary of findings



Requires improvement

South Yorkshire Police has an incomplete understanding of current demand. The force has a good understanding of the more obvious areas of demand, including reported incidents and crime. It does not comprehensively assess all areas of demand, in particular preventative demands in local communities. The way the force has reorganised local policing means that officers have less capacity to engage with local communities and partner organisations to build an understanding of demand and how to manage it better. The force recognises the need to improve its understanding of all sources of current demand, in order to develop a more effective operating model. However, HMIC is concerned that the force does not currently have the resources in place to achieve this.

The force and its partners are developing their understanding of the demands from complex families and how to redistribute resources to early intervention to prevent crisis and harm.

The force has taken only limited steps to understand emerging and future demand and has no coherent plan to develop a more comprehensive knowledge base. It has taken some steps to understand and reduce unnecessary demand and inefficient activities.

Causes of concern

South Yorkshire Police's limited understanding of current and likely future demand is a cause of concern, because further analysis is needed by the force to develop a complete picture of demand including under-reporting of crime, inefficient working practices which generate unnecessary demand, and greater engagement with communities and partners to more fully understand issues which may inform early intervention, prevention and problem solving opportunities.

Recommendation

To address the cause for concern HMIC recommends that, within three months of publication of this report, the force should carry out a comprehensive assessment of current and likely future demand and use this to inform the development of a new operating model that meets the needs of local communities. To achieve this the force should:

- ensure that the team carrying out the assessment has the correct staffing numbers, skills and technological support;
- engage the workforce, public and partners; and
- draw on national expertise and best practice.

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

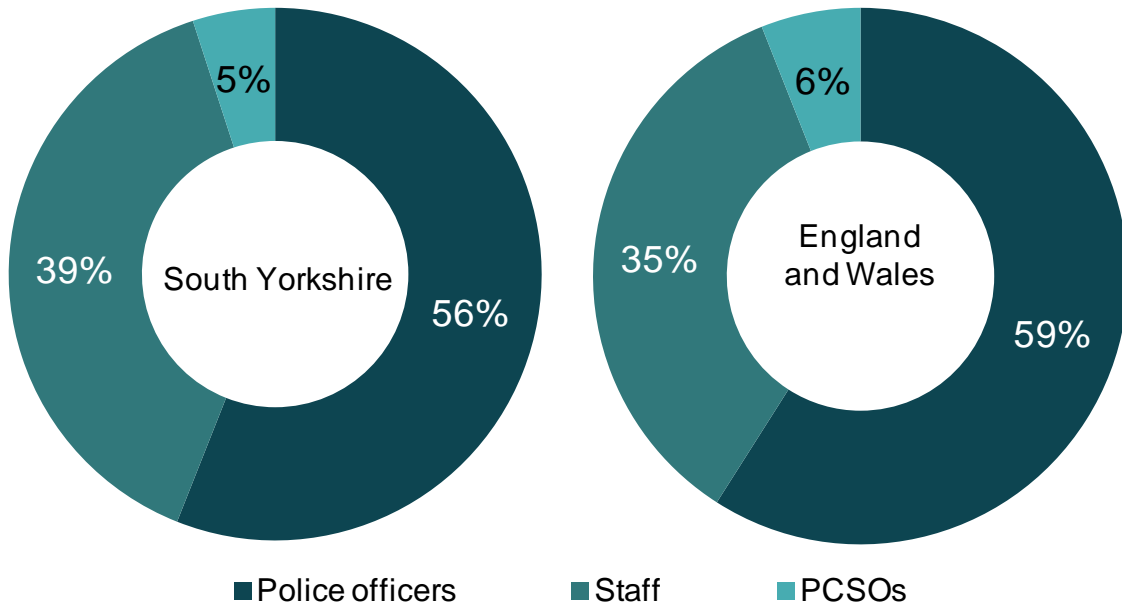
Police forces need to operate in a way that makes the best use of all available resources so that demand is met and public expectations are satisfied. We looked at the extent to which South Yorkshire Police has the right people with the right skills in the right place to protect the public and to fight 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 looked at how well South Yorkshire Police assesses these factors in making decisions about the level of service to provide and how to use its resources to best effect.

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



Source: Home Office Police workforce statistics

Note: figures may not add up to 100 percent due to rounding of numbers. For further information about the data in figure 3 please see annex A.

As at 31 March 2016, police officers make up 56 percent of South Yorkshire Police's workforce. This was broadly in line with the England and Wales average of 59 percent. The proportion of staff in South Yorkshire Police was 39 percent, higher than the England and Wales average of 35 percent. The proportion of police community support officers in South Yorkshire Police was 5 percent, broadly 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 South Yorkshire Police compared with England and Wales

	March 2010	Change from 2010 to 2016		March 2016	Change from 2016 to 2020		March 2020
		Force	England and Wales		Force	England and Wales	
Officers	2,953	-16%	-14%	2,494	-4%	-2%	2,391
Staff	2,404	-26%	-21%	1,769	-29%	-5%	1,254
PCSOs	328	-33%	-35%	219	-2%	-6%	215
Workforce total	5,684	-21%	-18%	4,483	-14%	-3%	3,861

Source: HMIC Efficiency data collection

The planned workforce changes have been suspended to allow the new chief constable greater flexibility in setting the strategic direction of the force. For further information about the data in figure 4 please see annex A.

Managing demands for police services

South Yorkshire Police has based its priorities on the police and crime commissioner's (PCC's) police and crime plan, its assessment of risk based on likelihood of harm to individuals and communities, and the force's capability and capacity. The evidence base used in the assessment of risk is good; priorities are informed by the national and regional strategic threat assessments, analysis of crime, incidents and intelligence, and the views of local people based on consultation during the development of the police and crime plan. The force's understanding of current demand could be improved through greater use of partnership data and expertise.

The threat assessment is clear and resources have been moved within the force to support the very high priorities of: protecting vulnerable people, tackling gun crime and emerging issues such as modern slavery. There has also been a significant investment of leadership time and force resource in responding to the public's concerns and providing appropriate policing for extremist demonstrations and counter-demonstrations, which have been assessed as a high priority for the force.

South Yorkshire Police introduced a new model to provide policing services in 2015. The model was built on a limited understanding of the wide range of demands the force faces. The force promised levels of service to the public that have not been consistently achieved.

The force responded to austerity by reducing the size of its workforce and estate and cutting non-pay costs, in order to reduce its spending in line with budget reductions. The reduced workforce was reconfigured to provide serious crime investigation services centrally and local policing services at district level. New local policing teams brought together response teams and police officers from safer neighbourhood teams to respond to calls and carry out volume crime investigation, prisoner processing and 24-hour community policing services.

The new structure has allowed the force to invest greater resource in protecting vulnerable people. Additional posts have been created in child protection and the force has established a 'safer adult team' in each district to investigate offences against and provide support for vulnerable adults. This is in line with priorities and promised service improvements, which HMIC will examine later in the year as part of our 2016 effectiveness inspection.

The force has not delivered the expected service levels in local policing. The force's response to calls from the public is poor. The risks are deemed to be so great that the force is currently managing its call handling services as a critical incident. In the period leading up to the inspection, the force reported that only 30 percent of non-emergency calls were answered within the target of 30 seconds and up to 21 percent of calls were abandoned each day. Frontline officers are also waiting for extended periods of time for the staff in the crime management unit to answer their calls and record reports of crime.

The force understands that this level of service is a concern: it has seconded frontline officers into call handling and despatch roles and brought restricted officers into the crime management unit to reduce officer waiting times. In part, this additional staffing offsets the high level of vacancies in the contact management centre, but capacity is also under pressure from the changes in procedure. Calls last longer because call takers use a structured risk assessment approach, known as THRIVE,² to determine the service level required for each caller. The force is in the process of recruiting and training additional staff for the contact management centre. This should improve service levels in three to six months and allow the force to release officers back to the front line.

The force categorises incidents to which officers will be deployed without an appointment as either 'urgent' or 'priority'. Officers should attend urgent calls within 10 minutes, and in the main this service level is achieved. Officers should attend priority calls in one hour. However, the force is unable to meet the service level for priority calls consistently. There are a number of reasons why service standards are not being achieved. Most notably, there has been an increase in resource-intensive incidents involving vulnerable people that are identified and allocated through the

² THRIVE stands for threat, harm, risk, investigation opportunities, vulnerability of the victim and the engagement level required to resolve the issue.

THRIVE process. There are also significantly fewer fully deployable police officers in local policing teams than envisaged in the model. In addition, officers continue to be sent to respond to calls that could be resolved at source without a need to attend.

The force is not achieving the 24-hour community policing service levels set out in its description of the new operating model. The dedicated neighbourhood inspectors maintain key relationships with partners and support local meetings, but police officers on local policing teams do not have the capacity to build and maintain the relationships necessary for effective community engagement. The preventative work and enforcement activities previously carried out by safer neighbourhood officers have also diminished.

In addition to a reduction in officer hours spent in community policing, the force has also cut the number of PCSOs. Those that are still employed are responsible for larger neighbourhood areas. In these circumstances, effective engagement requires that PCSOs spend their time in communities. However, many PCSOs are being deployed to incidents, including some that they do not have the powers to resolve, and have been moved from their areas to address neighbouring priorities and, as a result of their shift patterns, are reviewing CCTV of anti-social behaviour after the event rather than engaging directly with those involved.

Collectively these difficulties amount to a cause for concern about how the force manages its policing services.

Increasing efficiency

The force understands its headline costs and has successfully controlled these since 2010, over the period when police budgets have been reducing year on year. However, there are weaknesses in its understanding of financial and human resourcing which have been magnified by the introduction of the new operating model. For example, payroll and human resources data are not yet aligned; and there is no comprehensive workforce plan that shows where officers and staff are deployed and their core skills. In addition, officers who are unable to fulfil full policing duties, due to injury or restricted capacity, are not all recorded on the HR systems and some detectives were double counted as being in the force crime team and in district priority crime teams. These difficulties have undermined the development and implementation of the new policing model and prevent the force from properly evaluating the true costs of policing compared to the outcomes.

The information services branch, which is a joint department serving both South Yorkshire Police and Humberside Police, has a well-structured information and communication technology strategy, which sets out the business cases for change to its core systems in contact management, crime recording and investigation and mobile technology. The plans set out the anticipated gains in business efficiency if

successfully implemented. The information services branch, working with the procurement team, have also rationalised IT infrastructure, systems and licences, bringing about real cost reductions, while maintaining or improving service levels.

South Yorkshire Police started an internal review of its new operating model in February 2016. The detailed report was finalised in May 2016. It is highly critical of the services that the force is providing to the public, identifying many of the issues apparent in our inspection and the peer review commissioned by the interim chief constable.³ The report produced 38 principal findings for consideration by the force in the development of a revised operating model.

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 South Yorkshire 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

South Yorkshire Police has a limited understanding of where the workforce is deployed and their skills and capabilities. This weakness in workforce planning, illustrated by the 44 vacancies that were allowed to develop in the contact management centre, had a direct impact on services to the public in call handling and through the resulting need to second frontline officers to fill gaps on a temporary basis.

The force is taking action to rationalise its workforce and ensure police officers and staff are in posts aligned to the operating model. The work is being overseen by the deputy chief constable and led by the assistant chief officer HR. A thorough assessment of workforce capabilities can only be carried out when this baseline has been completed.

³ At the time of inspection, South Yorkshire Police's interim chief constable was Dave Jones, from North Yorkshire Police.

In the interim, South Yorkshire Police is continuing to identify and address priority training needs. The force has developed a training plan to ensure that the workforce can make best use of the planned new digital systems for crime recording, investigation and intelligence. This is a significant training commitment of three days for the majority of the workforce. At the time of the inspection, the force had imposed a leave embargo between September and December 2016 while the training delivery plan was finalised. These additional leave restrictions have, however, meant difficulties for officers and staff trying to plan leave within the previously existing restraints caused by abstractions, events and demonstrations.

The force acknowledges the pressing need to develop a more effective workforce plan and has been offered and accepted support from another police force to achieve this.

Tackling workforce gaps

South Yorkshire Police is taking some steps to tackle gaps in workforce numbers and skills, but these are limited by the absence of a comprehensive workforce plan. The force is working to finalise its establishment against the operating model. This means team managers and supervisors have not been told what posts their teams should include, making decisions on succession planning difficult. It has not identified which posts should be removed to enable the increase in staffing levels in the protecting vulnerable people team and it was slow to respond to the developing staffing gaps in the contact management centre.

Recruitment for police officers and the reduction in police staff have been placed on hold to give the interim chief constable⁴ an opportunity to set the strategic direction of the force.

The force is training police officers to improve their skills in priority areas for the force. The shift pattern allows for one training day within each cycle; this has given the force the opportunity to provide training in safeguarding vulnerable people, including those with mental health problems and children. Training days are being used now to make the Code of Ethics⁵ an even more routine part of everyday practice. Police staff and police officers who are not on local policing teams are not able to take advantage of this training.

The new electronic performance development review process also supports professional development and, if properly implemented, will allow the force to identify talent and address capability and skills requirements.

⁴ At the time of inspection, South Yorkshire Police's interim chief constable was Dave Jones, from North Yorkshire Police.

⁵ Further information on the Code of Ethics can be found at: www.college.police.uk/What-we-do/Ethics/Pages/Code-of-Ethics.aspx.

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

We assessed how well South Yorkshire 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 meet demand for its services better.

South Yorkshire Police collaborates well with other police forces. The principles which underpin the strategic partnership with Humberside Police have been clearly set out. Joint working is intended to improve service delivery, increase resilience and reduce costs. The partnership is currently sharing support functions in finance, information services and human resources, collaborating in the purchase and implementation of ICT solutions and sharing specialist resources.

The force also works on similar principles with up to five other police forces in the Yorkshire and Humber region, to provide a range of specialist policing services. South Yorkshire Police leads on procurement, stores and firearms training.

Collaboration benefits

There is demonstrable evidence that savings in the costs of back-office functions have been achieved through the development of shared services in finance, information services and HR. However, the shared services do not provide consistent benefits in terms of service provision and standards to South Yorkshire Police. In HR, work is going on to reconcile the established posts with the force's new operating model, and monitor movements of police officers from existing duties (to cover gaps) and the capability of officers and staff to fulfil operational duties. The absence of this workforce information limits the force's ability to understand the cost of its services and identify opportunities for efficiency gains. At departmental and team levels, it also means that it is difficult to plan staffing levels for the short and medium term with confidence. This has adversely affected service provision in contact management, serious crime investigation and local policing.

There has, however, been progress in the information services collaboration since our last inspection in 2015. Mobile working capability has been enhanced, and during the inspection the force reported that the improved business intelligence systems show that officers are spending 67 percent of their time away from the police station, increasing potential visibility. The South Yorkshire and Humberside Police partnership has also reached agreement with a private sector provider to introduce new crime investigation, custody and intelligence IT systems. A preferred bidder has been identified to deliver new contact management systems, and the

force is working with another private sector partner to develop a shared criminal justice service using priority-based budgeting principles. Each of these initiatives is supported by a business case that identifies both service improvements and measurable efficiency savings through reductions in internally generated demands and re-work, such as double-keying information into systems.

The strategic partnership has also developed and implemented its first core shared service in operational policing. The joint specialist operations unit (JSOU) provides firearms, mounted, traffic and dog-handling services to South Yorkshire and Humberside Police. The forces anticipate £3m in savings against the total cost of the two individual units, through the reduction in staffing enabled by a single management structure, borderless deployment and greater competence among officers. The JSOU has worked with a consultancy firm to understand the optimum number and geographic deployment of patrols to ensure that service standards remain high. It is too early in the implementation of the JSOU to determine whether it is a success.

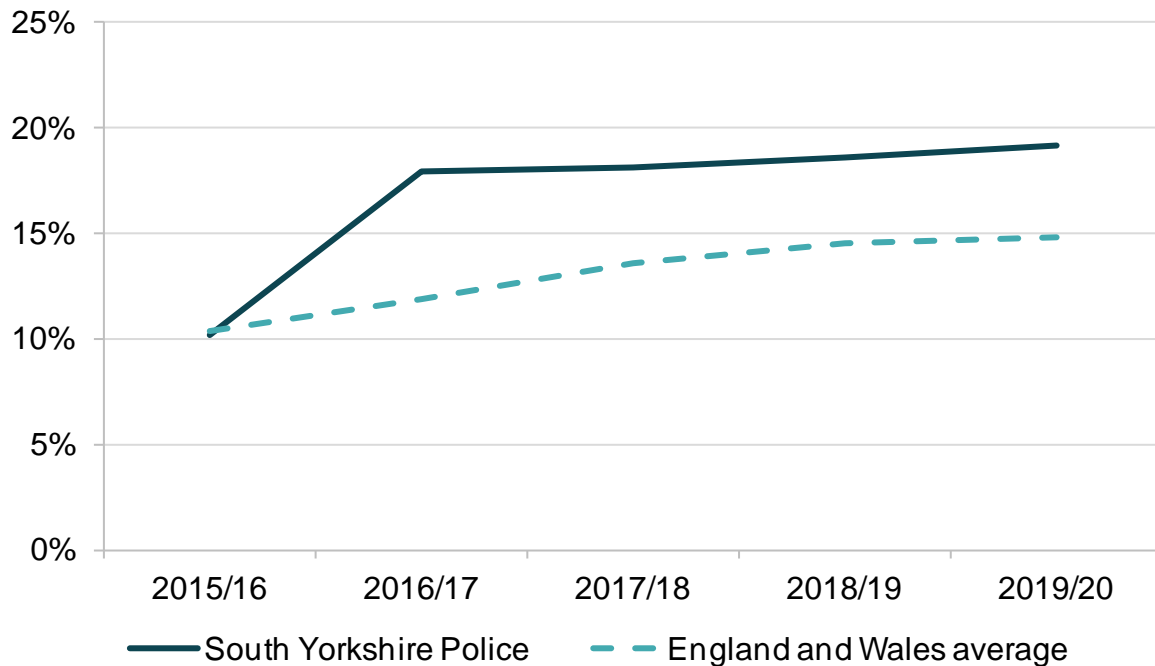
The Yorkshire and Humber regional police collaborations are rigorously scrutinised by chief officers from each force to ensure that they provide the right level of service for each force involved and achieve the benefits expected. For example, the Yorkshire and Humber regional forensic science support service aimed to save £9.2m, and reports it has saved £11.9m to date.

South Yorkshire Police recognises that it has room to improve the way it manages demands with partners, and is taking steps to address this.

The force has secured £250,000 in partnership and innovation funding to pilot a public service hub in Barnsley. Funding has been secured to co-locate police and main partners to work together to support vulnerable people and manage place-based issues. The force is also working with mental health services to review the assessment and transportation of persons who present a risk of harm to themselves or others and the provision of alternate places of safety to police custody. The NHS has also delivered guidance to staff on custody and force training on the effective diversion of persons with mental health problems away from the criminal justice system.

The force is at the early stages of identifying what opportunities exist for blue light collaboration. The estates strategy recognises the opportunity for shared use of premises. Maltby police station is now used by the fire service and Edlington is used for tri-service deployment. As part of the emergency services mobile communications programme roll-out, the blue light services in South Yorkshire are looking collectively at the infrastructure that supports call management and communications. The fire service is also attending those concern-for-welfare calls that do not require police powers, reducing the demands on the force.

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

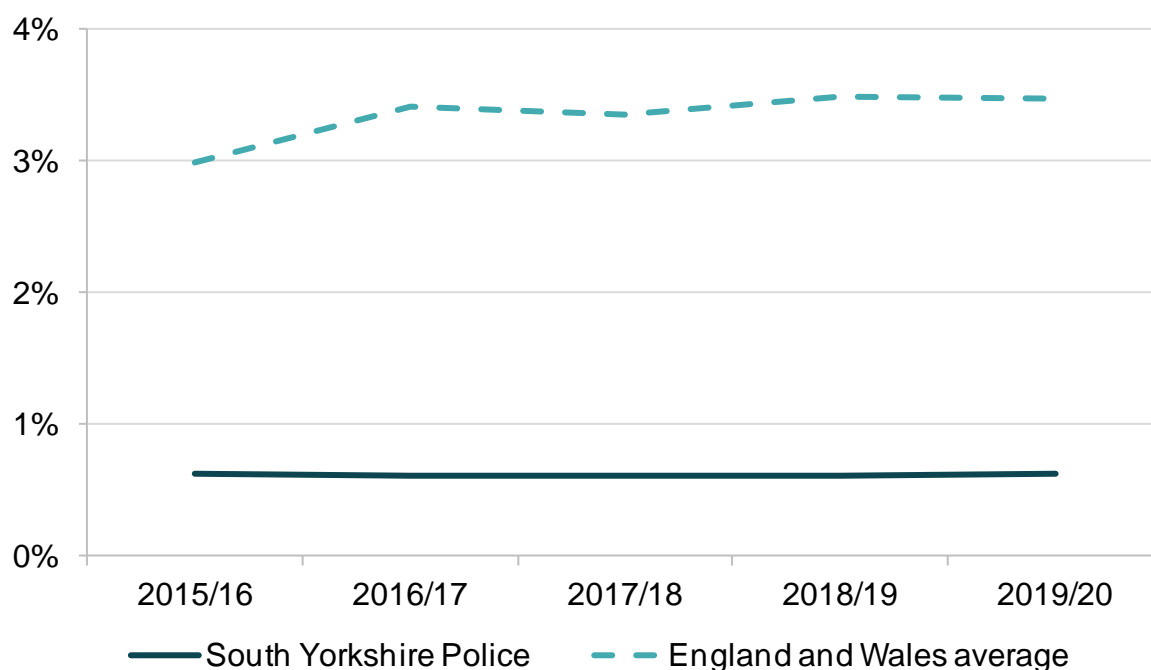


Source: HMIC Efficiency data collection

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

South Yorkshire Police has forecast that it will spend £41.8m in 2016/17 on collaboration with other police forces. This is 17.9 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £43.9m (19.2 percent of NRE) on collaboration with other police forces. This is broadly in line with the England and Wales average of 14.8 percent.

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



Source: HMIC Efficiency data collection

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

South Yorkshire Police has forecast that it will spend £1.4m in 2016/17 on collaboration with non-police organisations. This is 0.6 percent of its net revenue expenditure (NRE), which is broadly in line with the England and Wales average of 3.4 percent. For 2019/20, the force has forecast that it will spend £1.4m (0.6 percent of NRE) on collaboration with non-police organisations. This is broadly in line with 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.

South Yorkshire Police can demonstrate to some extent the benefits and efficiencies realised from investment, particularly in ICT. For example, the force has a business intelligence tool which it uses to monitor the effectiveness of agile working technology, based on the proportion of hours frontline officers and staff spend in

communities. The data show that time spent in police stations is reducing and the force has reinforced this by reducing the number of desk-top computers, realising further savings. The shared service IT strategy sets out how the efficiencies gained from agile working will be further improved by the new criminal justice, crime and public contact infrastructure.

The force has recently changed its operating model, through the staged implementation of local policing teams and a central resource to investigate serious crime. The force commissioned a review of the model, following the completion of its implementation. The report produced by the change team is a detailed assessment of how the new model has provided policing services, measured against the standards set by the force. It identifies the underlying causes of poor performance in contact management, crime investigation and local policing. The review recognises that the force must develop a better understanding of current demand and an accurate assessment of the capacity and capability of the workforce.

Summary of findings



Inadequate

The way South Yorkshire Police uses its resources to meet current demand is inadequate. It introduced a new model to provide policing services in 2015. The model was built on a limited understanding of the wide range of demands that the force faces. The service to the public is inconsistent and at times poor. Its response to calls from the public is particularly poor. The risks are deemed to be so great that the force is currently managing its call-handling services as a critical incident.

The force does not have an up-to-date workforce plan which aligns established posts to the operating model, and the capacity and capability of staff are not well understood. The staffing levels within the contact management centre mean that the force cannot consistently answer non-emergency calls from the public. The demands on local policing team officers mean that community engagement and preventative policing is diminishing.

The collaboration with Humberside Police is showing demonstrable benefits in the use of information technology, but the HR shared service is not currently meeting the needs of the force in terms of service delivery and standards. Some steps have been taken towards effective blue-light collaboration and the force is working with partners in mental health to improve services and reduce demands.

Causes of concern

The absence of a comprehensive workforce plan and understanding of the force's current workforce capability and capacity in South Yorkshire Police is a cause of concern, which compromises the force's ability to match resources to demand and align workforce costs with the force budget.

Recommendation

To address the cause for concern HMIC recommends that within six months of publication of this report the force should develop and implement a coherent workforce plan by:

- reviewing the capacity and capability of the HR shared service to deliver the support required at strategic and local levels;
- identifying and allocating posts in line with its revised operating model and priorities;
- analysing skills and capabilities of the workforce; and
- addressing identified gaps in the workforce capability and capacity.

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 South Yorkshire 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 South Yorkshire 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

South Yorkshire Police's future plans are neither well developed nor comprehensive. The initial financial plans, agreed with the PCC, were replaced with a revised budget during the fieldwork phase of the inspection. The changes were to enable the interim chief constable⁶ an opportunity to set the strategic direction of the force.

South Yorkshire Police has some understanding of the anticipated workforce numbers now and in the future based upon expected retirement and departure rates.

The initial plans were financially driven and did not take account of anticipated changes in demand, skill requirements or the operating model intended to deliver policing services in the future. The better-than-anticipated government funding for police forces in 2016/17, together with prudent use of the force's financial reserves and the decision to enforce £3m of savings to support legacy costs (such as the Hillsborough Inquests in future years), have enabled the force to suspend plans to reduce the size of the workforce, particularly police staff numbers, further. This

⁶ At the time of inspection, South Yorkshire Police's interim chief constable was Dave Jones, from North Yorkshire Police.

change should enable the development of a plan for policing services, based on a better understanding of demand and workforce requirements.

The new financial plans did not set out how the £3m was to be saved, but stated that agreement was to be reached between the force and the OPCC on how that figure would be reached. HMIC is unable to assess whether the £3m savings target is achievable or realistic.

The force has well-developed plans for improvements to its ICT infrastructure. The strategy is aligned with the priorities of the force in improving contact management, crime investigation and intelligence systems and recognises the training required by the workforce to make best use of the technology. The force hopes that the ICT developments will enable the force to carry out core policing tasks more efficiently and based on planned consultation to meet the needs of the public better.

Investing in ICT

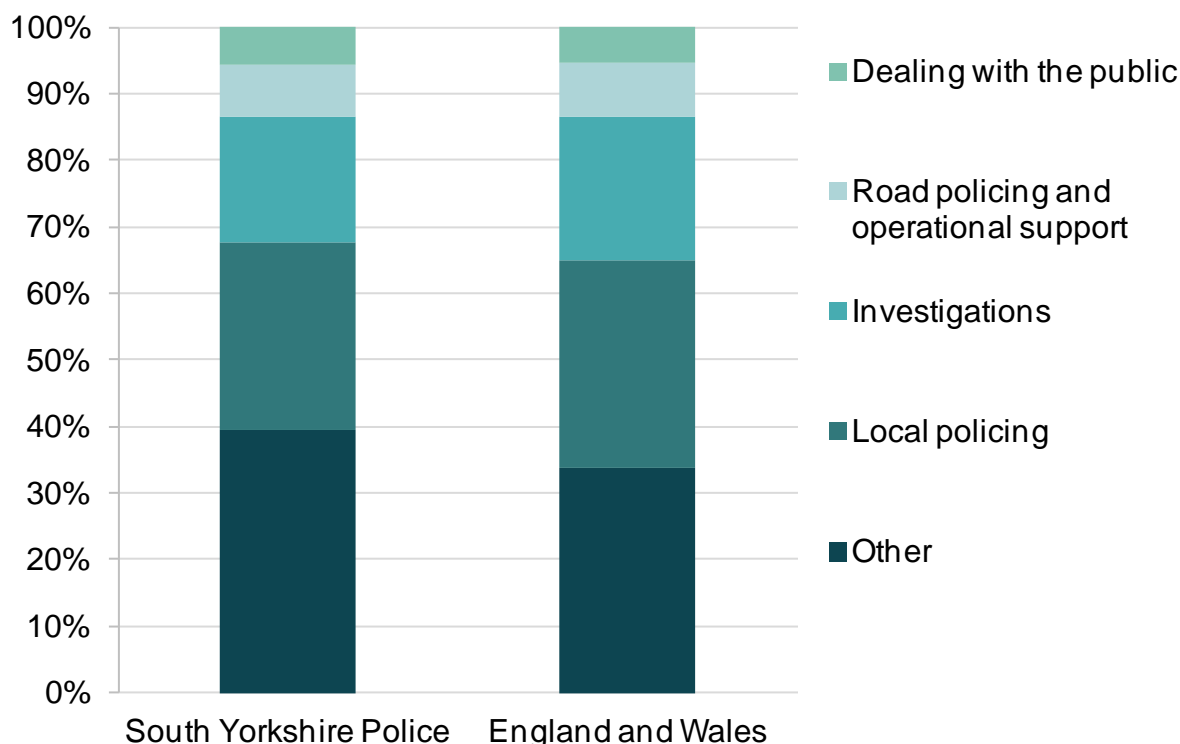
South Yorkshire Police, in partnership with Humberside Police, has a comprehensive ICT strategy informed by consultation with private sector companies and ICT providers. The information services collaboration has six ongoing projects to improve efficiency in both forces, incorporating national projects, mobile working, criminal justice, contact management, resource planning and information services infrastructure.

The force has given some thought to how its workforce and ICT capabilities will integrate. In collaboration with Humberside Police, the force is using a priority-based resourcing (PBR) approach, supported by a private sector partner, to develop a more efficient criminal justice model, making best use of the new crime investigation, intelligence and criminal justice systems which are due to be introduced. The partnership recognises but is not fully exploiting the opportunities to transfer skills in its work with the private sector provider. It has embedded technical specialists to ensure that the model meets criminal justice requirements, but there is a missed opportunity to involve future leaders who could, if the model is successful, help to implement PBR processes more widely in both forces.

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 South Yorkshire Police's future plans are prudent, robust and based on sound assumptions about future demands and costs, while at the same time being ambitious enough to meet public expectations, including identifying new ways of working and providing services in the future.

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



Source: HMIC Efficiency data collection

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

South Yorkshire Police requires improvement in how it develops credible future plans. The force’s initial medium-term plans, although based on sound financial assumptions, do not benefit from a complete understanding of current and future demand and workforce requirements. The force has recognised that the capacity and capability in its change team is limited and is planning to accept offers of assistance from another force to develop its future plans.

Planning for the future

South Yorkshire Police has made prudent assumptions about future funding and the financial liabilities that may arise from the policing response to Hillsborough and child sexual exploitation in Rotherham. It has made provision to fund these liabilities, but this is heavily reliant on continued national support in the form of special grants. This is an improvement on the position in 2015 when HMIC in its efficiency inspection identified the risks associated with unfunded liabilities.

The budget for 2016/17 initially relied upon reserves to support spending, but using reserves in this way is clearly unsustainable. The new financial plans rely on enforced savings of £3m to provide additional reserves to meet costs associated with Hillsborough and child sexual exploitation in Rotherham. In 2018/19, the force plans to use £2.09m of general reserves to fund its budget gap and, in the following year

(2019/20), this will be replaced, as the general reserves balance will be increased by £2.01m. The current medium-term resourcing strategy assumes that there will be no further legacy costs, and the force has a balanced budget position in 2020/21.

The current budget includes investment in improved ICT, which offers the prospect of transformational change in the range of ways that the public and partners can interact with the force using a new digital platform and smart technology. The force is reviewing its timetable for the implementation of the new ICT systems to ensure that it had adequately identified and mitigated the risks of introducing the new technology, based on the adverse experience in some other forces.

The force is currently testing the concept of PBR, supported by a private sector partner, as a method of achieving greater efficiency and improving services to the public. The PBR contribution to the development of a new criminal justice model is being treated as a 'proof of concept' by the strategic partnership, and if successful will be used in the development of wider policing services.

The force's understanding of what capabilities it will need in its future workforce is limited and based on functional skills. It recognises and is working in collaboration to identify and address the growing threat from cyber-dependent and cyber-enabled crime. The force does not have a complete understanding of the personal skills and capabilities required in the future, but is examining how the competencies used in the College of Policing's high potential development scheme (HPDS)⁷ can be used to inform its recruitment and promotion processes.

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.

⁷ HPDS was a five-year programme provided by the College of Policing. It used a range of innovative approaches to challenge and equip future leaders. The last cohort began the programme in 2014. The scheme has now been replaced by fast-track sergeant-to-inspector programmes and direct entry at inspector or superintendent level.

Saving to invest for the future

South Yorkshire Police is exploiting opportunities through its estates strategy, procurement processes and collaborations to drive down costs. It also testing PBR methodology to reduce costs and improve services further.

In 2015/16, the force underspent its budget by a net £2.4m. There was a £5.9m underspend on staffing budgets, mainly due to a high level of vacancies and staff reductions being achieved ahead of plans. This was partially offset by a £3.8m net overspend on legacy issues, including Hillsborough, despite receiving some £6.02m in special government grant funding for this purpose. The force was able to put this underspend into reserves.

Investments in new digital infrastructure and services are funded from earmarked reserves and borrowing within authorised limits. The business cases for ICT improvements include anticipated efficiency gains, but these savings will not be included within the budget until they are fully realised.

Working together to improve future efficiency

South Yorkshire Police has a track record of working with other police services to improve efficiency. It is in the early stages of collaboration with other blue light services and the Sheffield City Partnership Board.⁸

The strategic partnership with Humberside has achieved savings by introducing a single shared service for finance and information services which meets the needs of both forces. It introduced a joint specialist operations unit in April 2016 and is developing a joint criminal justice unit. Each unit has a mix of staffing from both forces and a single command structure.

The force is in the early stages of developing joint working arrangements with blue light services in South Yorkshire. It has secured funding to develop a multi-agency team in Barnsley to address problems in the town centre in a way that uses the expertise and powers of the contributing agencies.

The force undertakes all ICT procurement using the national framework for collaborative procurement and leads the regional procurement team. This provides professional advice on the most appropriate route to market and explores opportunities for collaborative purchasing.

⁸ The Sheffield City Partnership Board is a partnership between public, private and voluntary sector organisations in Sheffield. It aims to provide better public services and make better use of public agencies' assets. For more information see www.sheffieldfirst.com

Summary of findings



Requires improvement

South Yorkshire Police requires improvement in how well it is planning for demand in the future. The force's medium-term budget is based upon prudent financial assumptions. However, the financial plans are not linked to workforce plans and the force does not have a complete understanding of future demand for its services or workforce requirements. The force is using peer support to help develop future plans, which must address deficiencies in the current operating model.

South Yorkshire Police has a track record of working with other police services to achieve savings. It is in the early stages of collaboration with other blue light services and the Sheffield City Partnership Board.

Causes of concern

The absence of a coherent set of future plans in South Yorkshire Police is a cause of concern, because the financial plans are not linked to the workforce plans and the force does not have a complete understanding of future demand or workforce requirements.

Recommendation

To address this cause for concern HMIC recommends that within three months of publication of this report the force should work with partners and expert support to explicitly link its financial plans with the revised operating model, the revised operational plans and revised workforce plans. All of which must be informed by a comprehensive understanding of demand.

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