PEEL: Police efficiency 2016

An inspection of Staffordshire Police

Contents

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 Staffordshire Police.

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

Force in numbers

£ Financial position

Forecast change in total gross revenue expenditure

2016/17	2019/20	Percentage change
£185m	£195m	+5%

Forecast savings:

	2016/17	2019/20
Amount of forecast savings	£3.0m	£2.0m
Percentage of gross revenue expenditure	2%	1%

Workforce

Planned change in officer numbers

2015/16	2019/20	Percentage change
1,660	1,596	-4%

Planned change in total workforce

2015/16	2019/20	Percentage change
3,039	3,029	0%

Officer cost per head of population in the 12 months to 31 March 2016

Staffordshire Police	England and Wales force average
£80	£98

Workforce cost per head of population in the 12 months to 31 March 2016

Staffordshire Police	England and Wales force average
£124	£143

Calls for assistance

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

Staffordshire Police	England and Wales force average
115	124

Recorded crime

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

2014/15	2015/16
55	61

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

Staffordshire Police	England and Wales force average
+12%	+9%

Victim satisfaction

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

Staffordshire Police	England and Wales force average
86%	84%

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

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

Overall judgment[1]

Good

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

Overall summary

The force generally has a good understanding of its current and future demand.

The force is developing its understanding of the less obvious areas of demand, including hidden demand. However, under recording of some offences may be undermining the force's efforts to develop a more detailed understanding of the full scale and extent of the totality of demand. The force is aware of shrinking partner resources and capacity and is actively engaged with partners to develop a shared understanding of the potential impact on joint working arrangements. The force understands the importance of directing resources towards the highest risks and reviews this systematically. The force is very focused on benefits realisation and has in place effective systems and processes to conduct benefits realisation monitoring across a broad range of business areas to drive efficiency. The force shows a strong commitment to working collaboratively with public and private sector partners, but has less focus on collaborative arrangements with other police forces.

Although the force is planning well for demand in the future, its plans are not yet fully developed. The next phase of the force's transformation programme is ambitious and it has identified a number of significant work streams for development. Detailed work is necessary to enable the force to assess the extent to which its change programme will transform the way it manages demand and secures efficiencies. The force's future financial plans are being drawn up in close collaboration with the office of the police and crime commissioner. In devising these plans, the force is making realistic and prudent assumptions about future income and costs.

Recommendations

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

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

Area for improvement

- Staffordshire Police should develop more detailed plans in relation to how it will continue to provide services, with regard to potential changes in future funding arrangements.

# 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 Staffordshire Police compared with England and Wales in the 12 months to 31 March 2012 to the 12 months to 31 March 2016
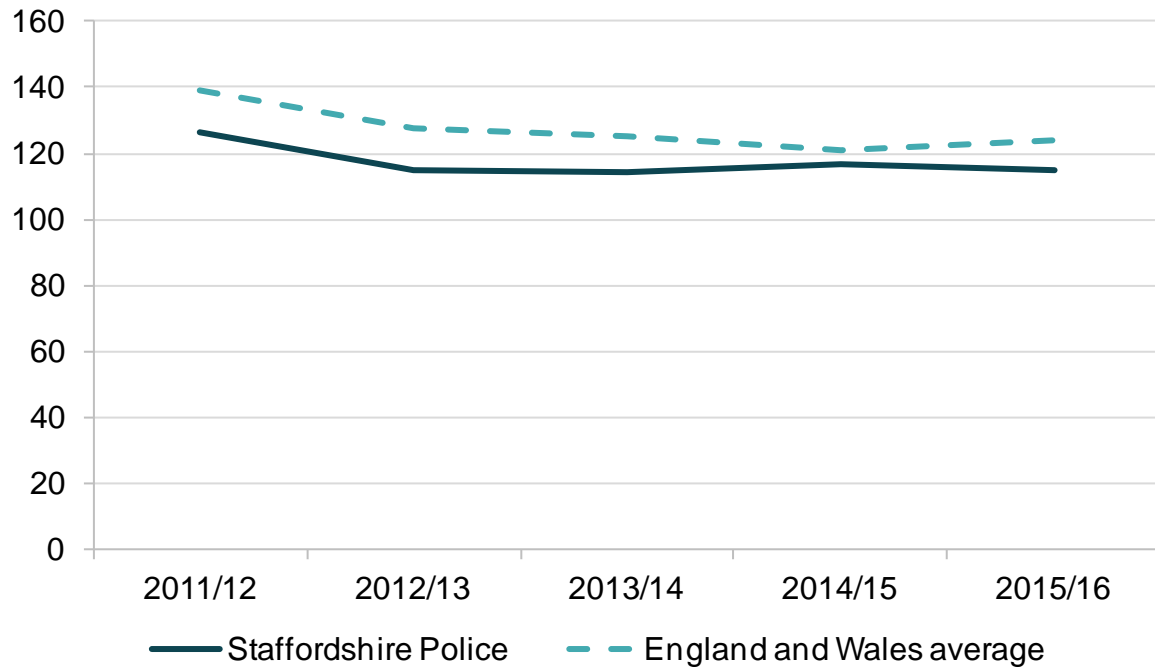
Staffordshire Police received 115 '999' calls per 1,000 population in the 12 months to 31 March 2016. This was broadly in line with the England and Wales average of 124 calls per 1,000 population. In the 12 months to 31 March 2012, the force received 127 '999' calls per 1,000 population, broadly in line with the England and Wales average of 139 calls per 1,000 population.

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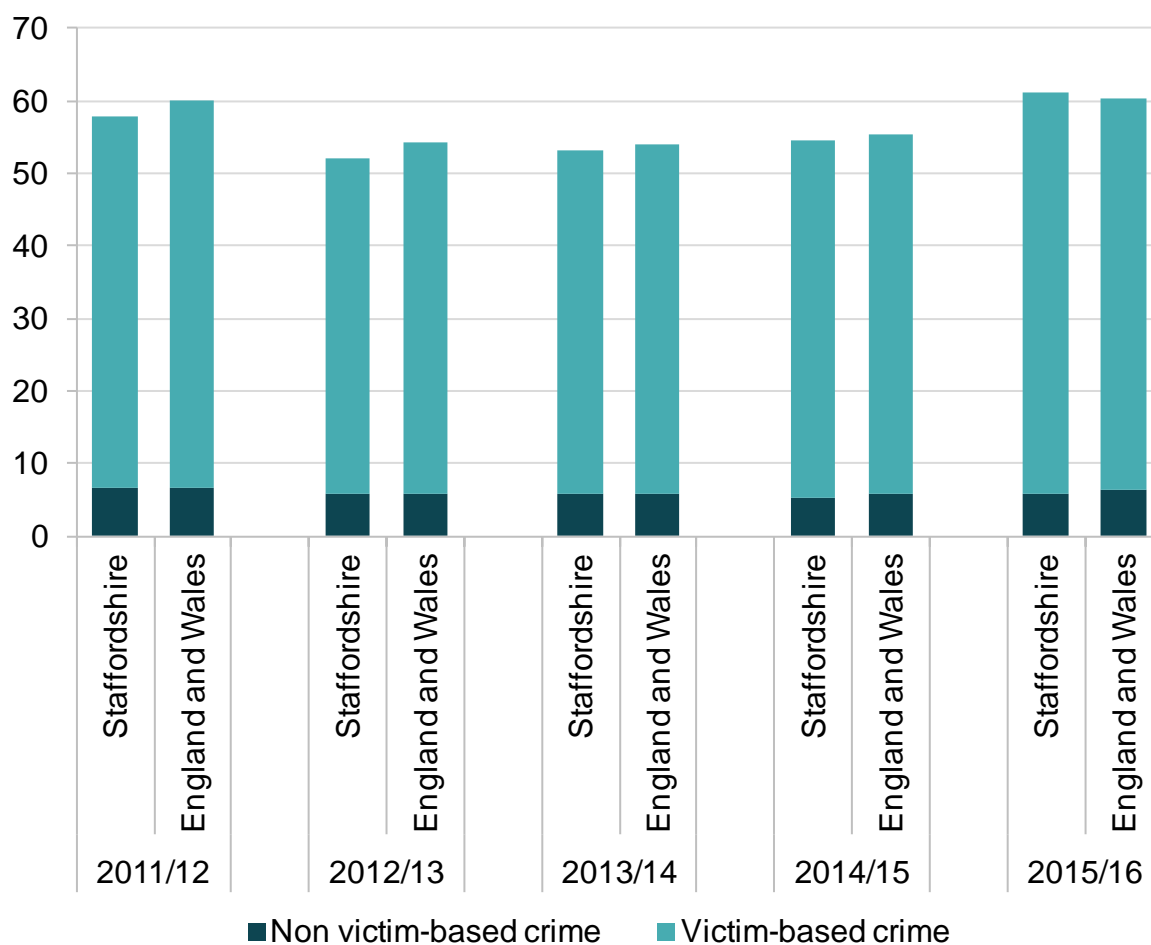

■ Non victim-based crime   ■ Victim-based crime

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

In respect of police recorded crime for the 12 months to 31 March 2016, Staffordshire Police recorded 55.3 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, Staffordshire Police recorded 6.0 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 8 percent and a decrease in the non victim-based crime rate of 10 percent since the 12 months to 31 March 2012.

Staffordshire Police has taken steps to understand better the current demand for its services, but recognises it has more work to do to understand the full range of demands. The force uses a broad range of information to analyse the current demand for its services. It has a good understanding of reactive demand, obtained by routine monitoring and analysis of incidents and calls for service. In 2015, the force conducted an 'as-is' review of current demand, which has been supplemented with analysis of data relating to repeat locations and victims. This analysis has helped the force to identify areas of emerging risk and crime trends, such as

increases in sexual offences and violence. The force recognises that it does not yet have a detailed understanding of the breadth and scale of hidden and less obvious areas of demand. It is working towards a better understanding, for example by challenging itself to understand and deal with demand that is less likely to be reported directly.

In order to assess key policing risks and identify its current priorities, the force has recently used the 'management of risk in law enforcement' (MORILE) process developed by the National Police Chiefs' Council. The process identifies and assesses a range of threats and risks and then evaluates the force's capacity and capability to respond. This process identified that hidden crimes present some of the greatest risks to the safety of people in Staffordshire, and these are included in the force's priorities for 2016. The priorities identified are counter terrorism, protecting vulnerable people, modern slavery, child sexual exploitation, female genital mutilation, honour-based violence, adult abuse, rape and sexual offences, anti-social behaviour, organised crime, drugs, fraud, weapon-related crime, handling stolen property, violent crime, gangs and domestic abuse.

The force is taking steps to gain a better understanding of demand. For example 'Operation Safenet' is the force's proactive approach to internet-based sexual offending. The force is using the Cambridge University Crime Harm Index to identify hotspots that are not necessarily subject to high volumes of low-level crime, but where the risk of greatest harm is most acute. The force is working with partners in the multi-agency safeguarding hub (MASH), vulnerability hubs and academia, using knowledge exchange groups and information sharing to understand better the reasons for demand in domestic abuse and other areas of protecting vulnerable people.

However, HMIC found from our Crime Data Integrity Inspection in 2016, that some force practices, such as multiple incidents being recorded on a single incident log together with under-recording of offences. These included offences that the force identifies as priorities. This may be undermining the force's efforts to develop a more detailed understanding of the full scale and extent of the totality of demand.

The force recognises that inefficient internal processes create additional demand for its resources and regularly challenges itself to understand how to address this. As a result, it has made some positive steps towards understanding and tackling unnecessary waste. The force recently conducted a four-week review at Hanley police station which showed that inefficient practices were adding to demands on police time. Learning from this, it took immediate action to remedy many of these inefficiencies. The force has invested in IT software to understand inefficient internal processes and the extent to which they create unnecessary demands on the force. This software has been used to analyse and remove inefficiencies in a variety of areas including justice services, the contact centre and the processing of intelligence. The force has also developed a geographical response profiler to map

the travel times between 480 beats, stations and custody facilities. The force used this information to identify the most appropriate location to site the force safeguarding and investigation teams in order to minimise non-productive travel time. The force has been trialling new methods of working in the Cannock policing area and this approach is helping develop the force's understanding of inefficient processes and unnecessary waste or demand. The force's ability to tackle waste would be enhanced if the above processes for identifying wasteful use of resources were applied consistently across all areas of the force.

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.

Staffordshire Police is aware of the changing nature of crimes such as violence and sexual offences, particularly offences linked to online abuse, which it acknowledges are likely to continue to grow as members of the public increase their online presence. The force also recognises a change in the type of locations it considers to be high risk, because they require the repeated attendance of officers. Traditionally, pubs and clubs tended to fall in to this category, but the force now also includes locations such as custody centres, care homes and hospitals.

The force's MORILE review of the demand it expects to face identifies and assesses some emerging issues for prioritisation. This gives the force a developing appreciation of the impact, scale and likelihood of future demand.

The force has recognised that budget cuts to local partner organisations have the potential to reduce their capacity to work jointly with the police in community safety and crime prevention work. However, there are close and constructive working relationships between police and local partners at a strategic level. The force views this as an opportunity to build up its understanding of what partners can achieve and the solutions that can be devised working in partnership. The force believes that its planned ICT partnership arrangements may offer potential IT solutions to help partners minimise the impact of any cuts.

The Safer Staffordshire Strategic Partnership is the principal governance group. Established and chaired by the police and crime commissioner (PCC), it brings together local authority chief executives, the police and the fire and rescue service. It enables key public sector leaders to exchange information and develop a common understanding of risks, as well as opportunities to improve services and efficiency by working together. For example, the closure of local authority hostels has been identified as likely to have a detrimental impact on homeless people, with consequent additional demand for both police and mental health services.

Tactical discussions to address the changes in partner resourcing have occurred in areas such as drugs and alcohol, neighbour disputes and repeat victims. The force and its partners have plans in place to meet demand in these areas, including some co-location, changes of tactics and sharing resources.

The force's change programme seeks to manage demand through increased focus on prevention and early intervention. The force's future plans take public expectations and technological advances into account. The force also recognises changing local demographics and how public expectations could affect future demand. For instance, public surveys have shown an appetite for an increased online relationship with the force. The public's greater use of social media to engage with the force illustrates this very clearly. However, the force also recognises that its future plans must not exclude the section of its population that is not digitally engaged, which is estimated to be 18 percent of all households.

Summary of findings

Good

The force generally has a good understanding of its current and future demand, conducting routine monitoring and analysis of a broad range of information to improve understanding of its current demand. The force is also developing its understanding of the less obvious areas of demand, including hidden demand. However, under-recording of some offences may be undermining its efforts to develop a more detailed understanding of the full scale and extent of the totality of demand. The force regularly challenges itself to understand how inefficient internal processes create additional demand on its resources. The force has conducted reviews in some local policing teams and uses software to analyse and remove inefficiencies from a variety of force processes. The force's ability to identify wasteful use of resources would be enhanced if these processes were applied continually across all areas of the force. Its review of the demand expects to identify some emerging issues for prioritisation, giving it a developing appreciation of the impact, scale and likelihood of future risk. The force is aware of shrinking partner resources

and capacity and is actively engaged with partners to develop a shared understanding of the potential impact on joint working arrangements. The force and its partners have plans in place to meet this demand, including some co-location arrangements, changes of tactics and sharing of resources.

# 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 Staffordshire Police has the right people with the right skills in the right place to protect the public and to fight crime. Police resources have been reducing continually over recent years. It is increasingly important that resources are aligned to priorities to provide value-for-money services that tackle priorities, manage demand and meet financial requirements. This not only involves a force using its own workforce as efficiently as possible; it also involves the police working in new ways with others to ensure the best possible service to the public, and using all available resources to improve efficiency.

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

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

Police forces need to consider many factors when deciding how to allocate their resources, including all elements of demand, local risks and priorities, and their national responsibilities. We look at how well Staffordshire 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 Staffordshire Police compared with England and Wales as at 31 March 2016

Police officers   Staff   PCSOs
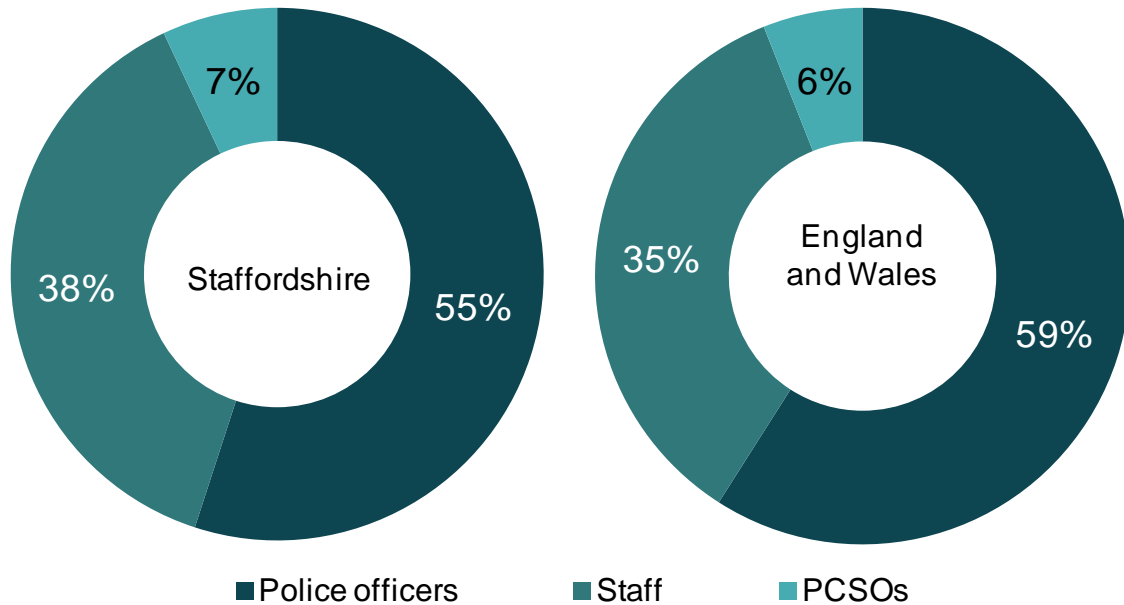
Source: Home Office Police workforce statistics
Note: figures may not add up to 100 percent due to rounding of numbers. For further information about the data in figure 3 please see annex A

As at 31 March 2016, police officers make up 55 percent of Staffordshire Police's workforce. This was lower than the England and Wales average of 59 percent. The proportion of staff in Staffordshire Police was 38 percent, broadly in line with the England and Wales average of 35 percent. The proportion of police community support officers in Staffordshire Police was 7 percent, higher than the England and Wales average of 6 percent.

Figure 4: Planned changes in full-time equivalent workforce from 31 March 2010 to 31 March 2020 for Staffordshire 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	2,161	-23%	-14%	1,660	-4%	-2%	1,596
Staff	1,373	-16%	-21%	1,159	3%	-5%	1,193
PCSOs	237	-7%	-35%	220	9%	-6%	240
Workforce total	**3,772**	**-19%**	**-18%**	**3,039**	**0%**	**-3%**	**3,029**

Source: HMIC Efficiency data collection
For further information about the data in figure 4 please see annex A

Managing demands for police services

The force makes strategic decisions about prioritisation and resourcing based on its assessment of a range of factors including risk, national requirements, local priorities and known demands.

The force has not completed a recent strategic assessment of the key threats and risks faced by its communities. It has however applied the MORILE risk assessment process to a wide range of themes and crime types in order to inform its overall assessment and understanding of its strategic risks. This process has informed the force's priorities and helped identify areas where it needs to increase capacity to respond effectively to these risks. The force's priorities are regularly reviewed through quarterly force 'effectiveness' meetings, which are chaired by a chief officer.

The policing plan emphasises the need to focus on preventing offences, safeguarding the vulnerable and working in partnership to deal with its communities' priorities. The force's understanding of demand is used to develop profiling products for each local area and each operational specialism.

The rationale for the force's strategic decisions about priorities and resource allocation is well understood within the organisation. The force has set up robust management structures to ensure its resources are directed at the highest risks and at managing demand. The daily management meeting is an opportunity for local commanders to assess their capacity to respond in real-time to known demand. A chief inspector based within the control room is empowered to deploy resources dynamically between local policing areas in response to changing threats. Monthly 'threat and grip' meetings, which are chaired by a chief officer, ensure that force

resources are focused on the areas of greatest risk. The force holds local policing commanders to account through bi-monthly reviews of their teams' performance in terms of complying with the force's policies, reducing demand and protecting vulnerable people.

Increasing efficiency

The force has a well-developed understanding of costs of services and a good track record of achieving improved quality of service and outcomes. The force is very focused on tracking the implementation of new projects to ensure that the expected benefits are achieved. It has set up a small team of specialist staff with highly effective systems to monitor the level of benefits achieved across a broad range of business areas. The team analyses a comprehensive range of measures, including costs, resources and demand and outcomes in areas such as response, call handling, custody and forensics. The depth of analysis has enabled the force to quantify the value of new approaches and change projects and to highlight where additional resources are needed in order to manage changing demand. For example, the force has now merged its CID (criminal investigation department) and public protection unit to provide additional investigative capacity for dealing with increases in sexual offences and domestic abuse. This merger has resulted in a safeguarding and investigation team, which the force anticipates will increase resilience and ensure appropriate workforce capability to meet demand more efficiently.

The force has invested in mobile data technology for frontline officers to save officer time and increase productivity. The force also anticipates that the ability for officers to remotely access police IT systems and upload reports using hand-held devices will improve their visibility to the public by increasing the time spent patrolling their beats. The benefits realisation team are monitoring this using geo-location technology, which enables them to record the number of times officers return to police stations. We heard from officers themselves that the devices allowed them to use their time more effectively and remain on patrol whilst updating records and interrogating intelligence systems. The force has also identified that the use of mobile devices has cut down both the amount of time officers spend using their radios and duplicate record entries. Officers described the devices as user friendly and confirmed they had been rolled out in consultation with users.

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 Staffordshire Police understands the skills its staff need, both now and in the future; where there are gaps in either capacity or capability, we looked at whether the steps it is taking are appropriate to ensure that its staff work as efficiently and effectively as possible. We looked in particular at whether the workforce has the right level of digital skills, both to make the most of current ICT systems and to investigate crime digitally.

Understanding current workforce capabilities and gaps

The force has undertaken a comprehensive analysis of workforce skills and capabilities, which it has used to develop a detailed 'skill matrix' to map the skills of its workforce and identify workforce capabilities and gaps. In considering future skills gaps, the force takes into account the changing nature of crime, in particular the need to provide its workforce with sufficient digital skills. For example, the force has trained more than two hundred staff to conduct open-source investigations, with three hundred more planned, and has trained eight operators to conduct examinations of smart phones.

Tackling workforce gaps

The skills matrix used in conjunction with analysis of workforce turnover, enables the force to anticipate when vacancies may arise in critical roles. This has resulted in good future planning for training and recruitment of officers and staff with appropriate skills to fill the gaps. The force recognises it is critical for future succession planning to ensure a workforce mix with the skill set to meet future demand, particularly in respect of senior and specialised posts. The force has introduced a blended approach where internal promotions are supplemented with external appointments and transferees from other forces.

The force has identified that it lacks the capability within its own workforce to manage some aspects of its 2020 Transformation Programme. To address this, the force is planning to buy external expertise, for example business analysts and data architects. It is also planning to make use of specialist consultants on an interim basis and has devised plans to build in 'knowledge transfer' requirements to enable it to develop its own in-house expertise beyond the life of the current programme.

The force has good plans in place to enhance its digital investigation capabilities. Earlier this year, the force and Staffordshire University launched an integrated forensic partnership, aimed at developing improved early forensic intervention, real time forensics, a forensic knowledge bank for complex crime and an expanded capability in digital forensics. The partnership is taking into account anticipated future legislative changes, increases in online offending and advances in technology, particularly communication media and digitisation.

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

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

Staffordshire Police shows a strong commitment to working collaboratively with local partner organisations. The force's policing plan 2015-2020 sets out its vision of working closely with partners to provide excellent policing services for the county's residents, businesses and visitors. The force's commitment to joint working is evident in the broad range of public and private sector partnership arrangements in place throughout the county of Staffordshire and the city of Stoke-on-Trent.

The Safer Staffordshire Strategic Partnership board brings key senior leaders together and oversees the development of joint working. Below this board sit joined-up governance structures such as the drugs and alcohol executive board. At an operational level, partnership working is centred on 'co-operative working', where agencies have committed to working together to tackle issues of crime, anti-social behaviour and vulnerability. In Stoke-on-Trent, the force has signed up to a three-year local co-operative working initiative with approximately twenty partners including housing providers, social services, the YMCA, the fire service, environmental services and public health agencies. These partners have committed resources and agreed to exchange information to tackle locally identified problems, mainly around troubled families[2].

Staffordshire Police does not have a strong focus on potential collaborative arrangements with other forces. The proportion of its net revenue expenditure spent on collaboration with other forces is lower than the the England and Wales average for 2016/17, and will be lower than the England and Wales average in 2019/20. The force is able to demonstrate some limited savings from such collaboration and it does work with other regional forces on the provision of motorway patrols, resulting in some savings and resilience. However, the remaining areas of collaboration are either small-scale processes, such as sharing legal services and firearms licensing with West Midlands, or relate to regional structures such as the Regional Organised Crime Unit and Counter Terrorism Unit.

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[2] The Troubled Families programme is a UK Government scheme under the Department for Communities and Local Government with the stated aim of helping troubled families turn their lives around.

Collaboration benefits

The force has a number of collaborative arrangements in place with the private sector to assist with providing a more efficient and improved service. The force's change programme recognises the importance of partnership working and in particular the ability to share information. The force has started an innovative ten-year ICT partnership with a private sector company and intends to undertake a complete overhaul of all force IT systems. The force aims to develop a core policing platform to enable closer partnership working across Staffordshire's community safety and criminal justice agencies.

A further example of the force's ambition and commitment to work effectively with another agency is its increasing integration and joint working arrangements with Staffordshire Fire and Rescue Service, managed through a strategic governance board. This board oversees projects to develop shared service arrangements in respect of transport, maintenance and procurement. Certain aspects of this work are already well developed, such as the joint commissioning and servicing of vehicles. The board has also overseen the successful introduction of joint occupational health arrangements between the two organisations. This partnership arrangement has seen an increase in referrals to the occupational health unit and the force has recently been awarded the Workforce Wellbeing Charter to reflect the many innovative practices it has introduced to improve the health and well being of the workforce.

The force is also committed to improving how it protects vulnerable people. The Staffordshire multi-agency safeguarding hub (MASH) brings together safeguarding professionals, including the police and social services, and enables safeguarding information to be shared across multiple agencies. The MASH is a partnership between seven public-sector organisations, covering the county of Staffordshire and the city of Stoke-on-Trent, which works to improve safeguarding outcomes for children, vulnerable adults and those people involved in domestic abuse. Using funding from the Police Innovation Fund, the MASH is developing an ICT search tool capable of gathering relevant information from all partner databases.

The force has arrangements in place to ensure the demand that agencies place on each other is managed efficiently and that public demand is channelled to the most appropriate agency. In order to improve its understanding of this issue, the force has recently conducted a review of all calls to its contact centre to identify avoidable demand, including calls which should have gone directly to partner organisations. The force is sharing information with partner agencies to ensure callers receive the most appropriate service. The force works jointly with the NHS to improve responses to people who require mental health services. This has resulted in a reduction in the number of people detained in police custody requiring mental health services, whilst also providing better care to vulnerable people.

Figure 5: Projected percentage of net revenue expenditure in Staffordshire 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
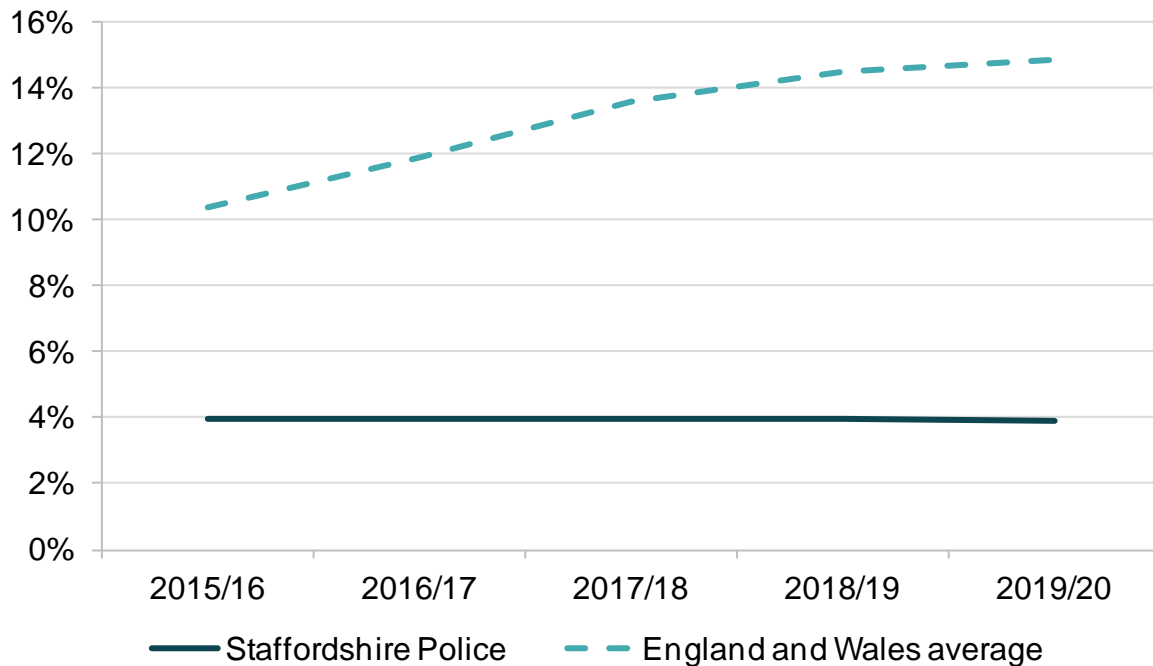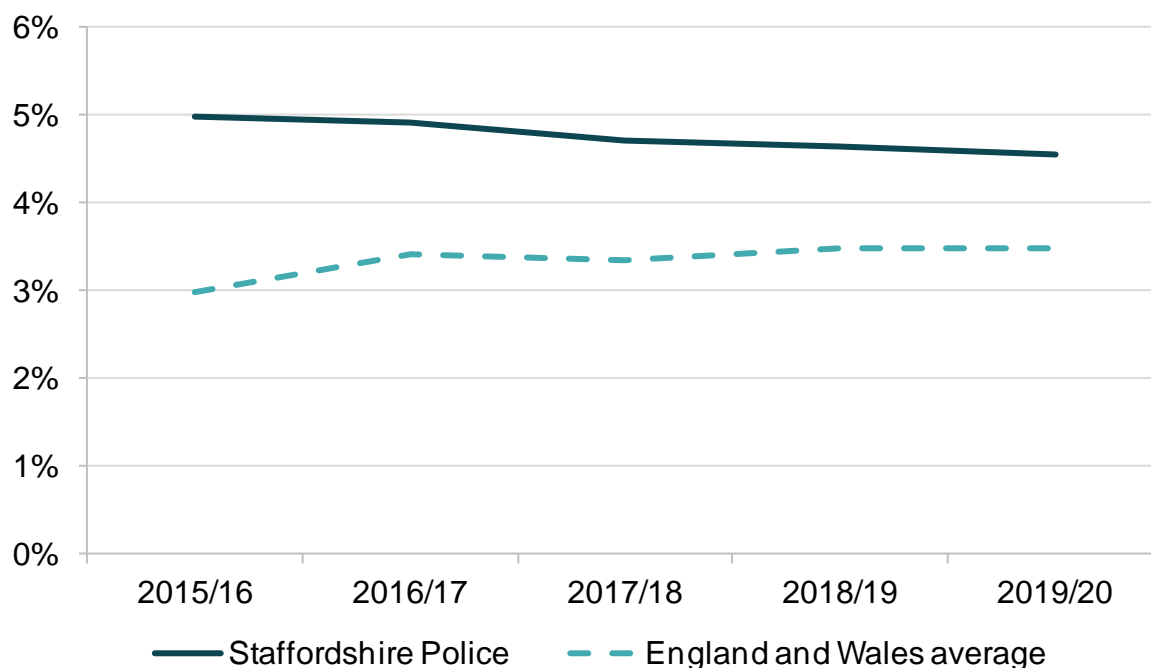

Source: HMIC Efficiency data collection
Note: some forces could not provide data for all years. These forces have been excluded from the England and Wales average in those years only. West Mercia Police and Warwickshire Police stated that all of their net revenue expenditure is spent in collaboration. 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

Staffordshire Police has forecast that it will spend £5.1m in 2016/17 on collaboration with other police forces. This is 4.0 percent of its net revenue expenditure (NRE), which is lower than the England and Wales average of 11.9 percent. For 2019/20, the force has forecast that it will spend £5.4m (3.9 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 Staffordshire 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

Staffordshire Police has forecast that it will spend £6.4m in 2016/17 on collaboration with non-police organisations. This is 4.9 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 £6.3m (4.6 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.

Staffordshire Police has learned from the experience of implementing previous changes, when the intended benefits were not always realised. The force has a very clear focus on costs and achieving improved quality of service. It seeks to ensure best use of its investment by taking a measured approach to managing the potential

consequences of change on its activities, supported by the work of the benefits realisation team. The force has entered into a ten-year partnership arrangement with a commercial ICT partner. In deciding on its preferred partner, the force was determined that the programme was to be introduced in a controlled manner and with minimal disruption to the day-to-day operational effectiveness of the organisation. It is planning to work this partner to ensure that the transition of services will be conducted in a timely manner and to a high quality.

The force has highly effective systems and processes in place that allow it to model and track proposed changes. As changes are proposed and agreed, the business cases are required to include proposed measurable benefits. The benefits realisation team review the identified potential benefits and monitor them independently from project leads. The team continues to monitor the impact of changes and informs chief officers risks when anticipated benefits are not being realised as expected. It also monitors these changes until they are realised and the change becomes 'business as usual'.

For example, when planning to improve justice services, the force used benefits realisation software to identify potential resource reductions and identified £1 million of savings that could be achieved. Building in expectations about the complexity of demand allowed the force to make informed decisions about the required mix of workforce in terms of both grades and skills. Using the software allowed short-term changes in resources to be modelled and then trialled using a temporary workforce mix. This resulted in increased resources in some areas of business and reduced resources in others. Therefore, the software has enabled the force to identify additional savings, while its staged approach to any changes allows the force to conduct careful ongoing monitoring of the benefits being achieved.

Summary of findings

 Good

Staffordshire Constabulary uses its resources well to manage current demand. It has applied the MORILE risk assessment process to a wide range of themes and crime types to inform its overall assessment and understanding of its strategic risks. The force understands the importance of directing resources towards the highest areas of risk and reviews this systematically. The force has a well developed understanding of costs and how to improve the quality of service and outcomes. The force is very focused on benefits realisation and has effective systems and processes to conduct benefits realisation monitoring across a broad range of business areas to drive efficiency. The force has developed a comprehensive skills matrix to map the skills of its workforce to understand workforce capabilities and gaps, enabling it to plan well for future training, and recruitment to support succession planning. The force

has good plans in place to enhance its digital investigation capabilities through its integrated forensic partnership with Staffordshire University. It also shows a strong commitment to working collaboratively with partners with a broad range of public and private sector partnership arrangements in place. The force has less focus on considering potential collaborative arrangements with other police forces and can demonstrate only limited savings from such collaboration. It may wish to consider further opportunities in this regard. The force demonstrates its intention to make best use of investment by taking a considered and measured approach to manage change, while having highly effective systems in place to allow it to model and track proposed changes allowing changes to be modelled and then trialled using a temporary workforce mix.

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 Staffordshire 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 Staffordshire 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

Staffordshire Police has a good track record of achieving savings and aligning its resources to meet demand, organisational priorities and financial requirements. The next phase of the force's transformation programme is entitled 'building for the best'. This is an ambitious, force-wide approach to transforming the way it conducts its activities. The force is seeking to develop an efficient business model for community safety and policing and has identified a number of areas or work streams for development. These are demand, community engagement, deployment, response and investigation, early intervention, vulnerability, modernising justice services, specialist capabilities, business services and integration with the fire and rescue service.

There is a nominated lead for each work stream who is responsible for developing a detailed plan, known as a 'mandate', which includes clearly defined ambition, measurable outcomes and benefits in terms of demand, reduced risk, reduced cost and improved services. The force plans that the mandates will include a justification, supporting evidence and best practice details, a defined scope, including areas affected and dependencies, critical success factors and risk or derailment factors. The force's plans are ambitious in their scope and it intends to put strong

governance arrangements in place through a design authority and a change board, which will be led by the deputy chief constable. It is too early to assess these plans, as they are not yet well developed and, the next phase of the transformation programme does not have all of the programme management team in place to support implementation. In addition, the work stream leads are still in the process of developing their detailed 'mandates'.

In order to develop its projected workforce model and ensure resources continue to meet financial requirements, the force establishment panel conducts monthly monitoring of workforce posts against actual staff numbers. The numbers are projected year by year and this is allowing the force to plan for recruitment to maintain current staff numbers. The transformation programme is expected to result in a new operating model, although police officer and police staff numbers and the proposed workforce mix are not yet known. The force would need to reduce the number of officers by 64 over the next three years to maintain its current operating model. There are however, approximately 250 officers eligible to retire during this period. Consequently, the force has implemented a robust recruitment plan including the use of transferees and external promotions.

Investing in ICT

Staffordshire Police has already invested in the provision of mobile devices to all frontline officers. These devices give staff remote access to police IT systems and enable them to view and submit real-time information anytime, anywhere from their devices. This means they can operate with greater efficiency, and without needing to return to a station to access information or file reports. This also makes them more visible in their local areas. The use of mobile data improves the speed and quality of communication with partner organisations and the public, while preparing the workforce to exploit new technology in the future.

The digitalisation of policing is central to the force's future plans to improve efficiency and investment in ICT will be necessary in order to achieve those plans. The force's existing IT infrastructure is dated and no longer fit for purpose, but has ambitious plans with its commercial ICT partner for substantial investment to bring about immediate improvement. Planning is underway for the gradual replacement common police IT platform over the next two years, with the first phase likely to involve criminal justice services. The force recognises that its ICT partnership has the potential to develop new and innovative practices and this was a major factor in the decision to choose the partner.

The deputy chief constable is the national policing lead for digital forensics and the force intends to put itself forward as a national 'test-bed' for technological innovation. Through its digital forensic partnership with Staffordshire University, the force is using expertise within academia to shape its future thinking about digital forensics.

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 Staffordshire 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 Staffordshire Police compared with England and Wales in the 12 months to 31 March 2016
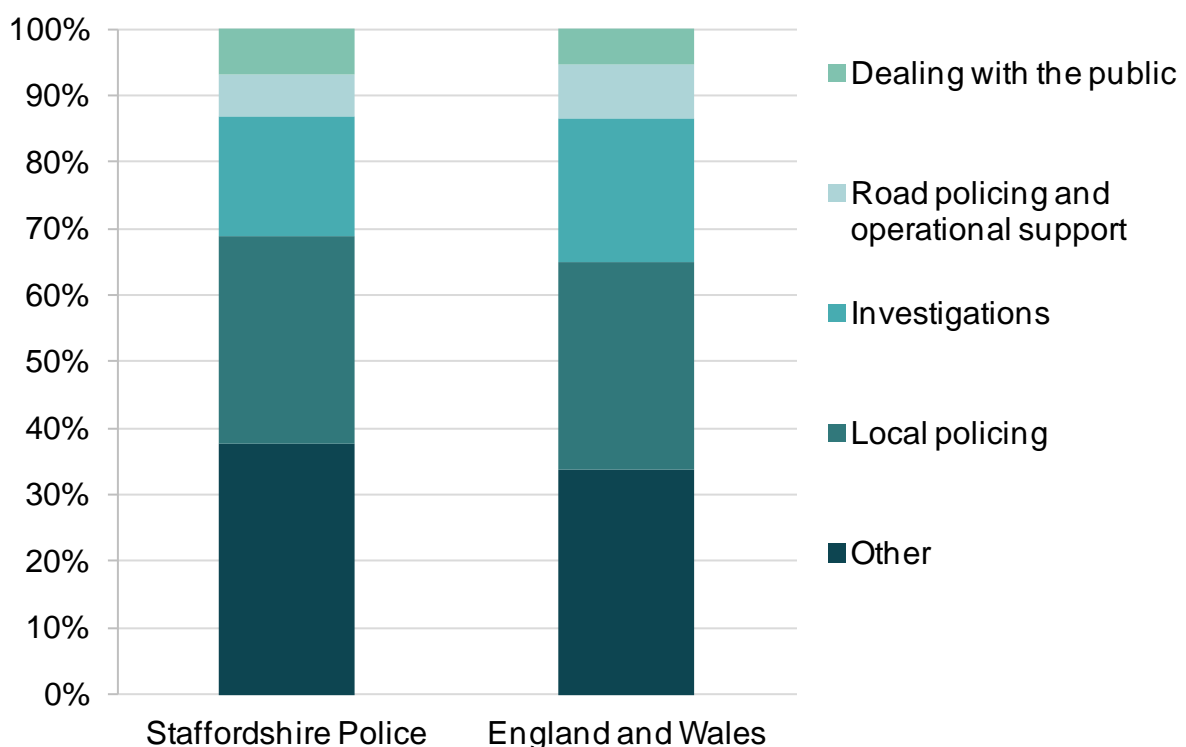
Source: HMIC Efficiency data collection
For further information about the data in figure 7 please see annex A

The force has plans to implement robust governance arrangements to manage the development and implementation of its transformation programme. The overall programme will be overseen by an 'enterprise design authority', chaired by the deputy chief constable. Its role will be to ensure that all individual projects comply with the overall programme design ensure that any interdependencies between projects are managed and check that any operational changes needed are made, so that all planned benefits are realised. In addition, a programme board, chaired by an assistant chief constable, will oversee individual work streams. The force's plans are ambitious but are at a very early stage of development, as are their supporting structures. The force is adopting a rigorous approach to managing these changes,

but the leads of these different strands of work have not yet completed their 'mandates' and until these detailed plans are in place, the force cannot demonstrate that they will result in the required pace and scale of transformation.

There is a close working relationship between the force and the office of the police and crime commissioner (OPCC), together with an established and effective governance structure. Financial plans are jointly developed and managed to ensure that resources are directed towards the PCC's objectives. The force's financial plans, drawn up in consultation with the OPCC, are an integral part of the transformation programme.

Planning for the future

The force has ambitious and creative plans to transform the way it provides services in the future to manage demand better, through early intervention and improved partnership working. However, the programme was only formally launched at the start of July 2016 and the force needs to continue to reduce its spending through this process. For 2016/17, the savings gap is assessed as being £3 million. Although notional savings targets have been assigned to each work stream, plans for the next phase of transformation are at a very early stage of development. Therefore, the force cannot yet be clear about the extent to which the change programme will transform the way it manages demand and improves efficiencies.

The force recognises that it lacks the specialist capacity and capability to lead and manage the scale and complexity of its transformation programme. It has appointed an external consultant to act as programme director and is currently advertising for a team of additional consultants to work with the force for a two-year period to support the transformation programme. The force is facing additional challenges caused by the lack of capacity within its finance team, but has brought in interim managers and is in the process of recruiting additional permanent staff to the team.

To what extent does the force fund its investments sustainably?

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

Saving to invest for the future

The government's decision not to make further cuts to police grants in 2016/17 meant that Staffordshire Police estimates its savings target by 2019/20 has reduced from £22.9m to £9m. The force is still preparing detailed medium term plans, which means this figure, could change. The PCC is committed to ensuring the necessary funding is made available to deal with local needs and pressures. The PCC's refreshed police and crime plan and the medium term financial strategy are still being finalised and will be presented together in November 2016. The transformation programme is to identify where investments will best support the police and crime plan. In devising its plans, the force is making realistic and prudent assumptions about its future income and costs. There are assumptions that the population of Staffordshire will continue to grow, providing additional precept income though a growth in the council tax base, and also assumptions about capital receipts from the sale of surplus buildings/estates. Both of these assumptions could be affected by factors beyond the force's control, such as a downturn in the local economy.

The force has plans to invest capital in estates and ICT to enable it to transform the way it delivers services and increase its efficiency, but the force does not have sufficient money held in reserves and a significant level of external borrowing will be required to fund this investment. Each year, allocated reserves are depleted in order to fund the revenue budget gap and to contribute to capital investments. There are earmarked reserves set aside for this purpose and by 2019 the force anticipates that its total earmarked reserves will still be at £14.9m (currently (£20.5m). The general unallocated reserve will remain at prudent levels throughout this period i.e. £6.3m which represents 3.5 percent of net revenue expenditure. The force, in conjunction with the OPCC, has carefully reviewed the extent of its borrowing and is satisfied that it is within prudent limits.

Working together to improve future efficiency

Although Staffordshire Police does not collaborate with other police forces as extensively as others, there is some regional collaboration in place which has resulted in improved efficiency and greater resilience. The PCC has made a commitment to develop closer working between public services across Staffordshire and Stoke-on-Trent, to improve community safety and make best use of resources. There are strong and committed links at the strategic level between the force, the PCC, other blue light services and local authorities. This is evidenced by the shared governance arrangements and joint financial planning and commissioning agreements that are in place.

The force has effective joint working arrangements with Staffordshire Fire and Rescue Service. Some aspects of this collaboration exercise are already well developed, with shared service arrangements in place in a number of areas and

further integration being considered. This partnership arrangement is now considering the Transfer of Undertakings (Protection of Employment) (TUPE) implications of moving to a true shared service provision.

Summary of findings

Requires improvement

Although the force is planning well for demand in the future, its plans are not yet fully developed. The next phase of the force's transformation programme is a force-wide approach to transform how it operates. The force has identified a number of key work streams for development and each work stream lead is preparing an individual mandate for approval to ensure the force's planned use of assets matches demand, organisational priorities and financial requirements. Although the plans are ambitious they are not yet well-developed. The force has robust governance arrangements in place, but until all work stream mandates are analysed and collectively approved, the force cannot demonstrate that its plans are sufficiently robust to bring about transformation at the required pace and scale. These mandates will be necessary to enable the force to assess the extent to which the change programme can transform how it manages demand and secures efficiencies.

To ensure resources continue to meet financial requirements, the force has projected plans for recruitment and is extending its use of transferees and external promotions to maintain levels of experience and capability. The force has invested in mobile data for all frontline officers and has ambitious plans with its commercial ICT partner for significant investment in ICT to bring about immediate improvements to its ageing IT infrastructure. The force's future financial plans are being drawn up in close collaboration with the office of the police and crime commissioner and in devising these plans, the force is making realistic and prudent assumptions about future income and costs.

Area for improvement

- Staffordshire Police should develop more detailed plans in relation to how it will continue to provide services, with regard to potential changes in future funding arrangements.

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