

PEEL: Police efficiency (including leadership) 2017

An inspection of Cambridgeshire Constabulary



November 2017

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Introduction

As part of our annual inspections of police effectiveness, efficiency and legitimacy (PEEL), HM Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS)¹ assesses the efficiency and leadership of forces in England and Wales.

What is police efficiency and why is it important?

As with all public services, the police service must operate in a way that makes the most of its available resources. To do this, police forces must understand what their demand is – by which we mean what work they can reasonably predict they will have on any given day – and ensure that they have the resources they need, in the right place, to meet that demand. To stay efficient they must have good, realistic and evidence-based plans for the future. Our efficiency inspection assessed all of these areas during 2017.

As part of the 2017 inspection, we also integrated aspects of leadership into our assessment of efficiency, as the two areas are closely linked. We assessed how police leaders are driving innovation in policing, within their own forces and further afield. We also inspected how well forces are planning for the future with regards to their leadership.

Between 2010/11 and 2015/16, central government funding for the police service in England and Wales fell by 19 percent, or £1.7 billion in cash terms. Police forces met the required budget reductions until November 2015, when the government announced that overall police spending would be protected from further cuts, to enable the police to continue to adapt to emerging crime threats while taking further steps to improve efficiency. While that was a more favourable funding settlement for policing than was expected, reductions in spending by other public services will still create additional pressure for police forces.

¹ This inspection was carried out before 19 July 2017, when HMIC also took on responsibility for fire & rescue service inspections and was renamed HM Inspectorate of Constabulary and Fire & Rescue Services. The methodology underpinning our inspection findings is unaffected by this change. References to HMICFRS in this report may relate to an event that happened before 19 July 2017 when HMICFRS was HMIC. Citations of documents which HMIC published before 19 July 2017 will still cite HMIC as the publisher.

Our report on Cambridgeshire Constabulary's legitimacy inspection will be available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/cambridgeshire/) at the end of 2017. HMICFRS reports on police effectiveness will be published in early 2018. Previous PEEL reports are also available on our website: www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/cambridgeshire/.

More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/).

Force in numbers



Financial position

Forecast change in total gross revenue expenditure



Workforce

Planned change in officer numbers



Planned change in total workforce



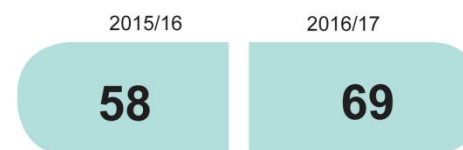
Calls for assistance

999 calls per 1,000 population 12 months to 31 March 2017



Recorded crime

Changes in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017



Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017



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 judgment²



Cambridgeshire Constabulary is judged to be good in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is an improvement from last year. The force is judged to be good in its understanding of demand; its use of resources to manage demand is assessed to be good; and its planning for future demand is also judged to be good.

Overall summary

How well does the force understand demand?



How well does the force use its resources?



How well is the force planning for the future?



Cambridgeshire Constabulary is making good progress in improving its understanding of demand for its services, but recognises that it needs to do more, particularly to predict future demand. The force understands the factors that affect demand and uses a risk-based approach to manage and prioritise its response. However, it is not answering all non-emergency calls within a reasonable amount of time, which means some calls are abandoned and potential demands for service may be being missed.

The force uses and allocates its resources well and is developing a new policing model to improve its flexibility and how it matches resources to demand. It has good investment plans and is working well with other organisations to manage demand for services. The force has a good understanding of the operational skills and capabilities of its current workforce and it is identifying future requirements and the

² HMICFRS judgments are outstanding, good, requires improvement and inadequate.

resources that will be needed. Leaders are being trained for the future. However, there is an inconsistent approach to performance development reviews. The force is part of a strategic alliance with Bedfordshire Police and Hertfordshire Constabulary, which should increase the opportunities to improve diversity and to identify and nurture talent.

The force has good plans for implementing the changes necessary to deal with an uncertain financial future. It has a prudent approach to savings and good investment plans. The chief constable and the police and crime commissioner work closely with Bedfordshire Police, Hertfordshire Constabulary and with local organisations to help improve efficiency.

Areas for improvement

- The force should put in place better processes and governance to understand its prioritisation of calls, and how they affect the force's ability to meet current and likely future demand efficiently.
- The force should conduct a skills and capability audit that will allow it to understand leadership capacity and capability below the rank of chief inspector and police staff equivalent, including special constables and volunteers.
- The force should ensure that it has sufficient resources available to fulfil its resourcing model, and so to meet its demand, while also taking into account the well-being of its staff.
- The force and the strategic alliance should ensure that performance development reviews are quality assured and line managers supported to develop the skills and capability of their officers and staff effectively.

How well does the force understand demand?

To be efficient, it is essential that police forces have a good understanding of the demand for their services. This means that they should not only understand what sort of incidents are likely to be reported on a normal day, but also what they need to do in advance to prevent crime. They should also understand the crimes and other activity in their area that are often hidden and are less likely to be reported, such as modern slavery or child sexual exploitation, and take action to uncover them.

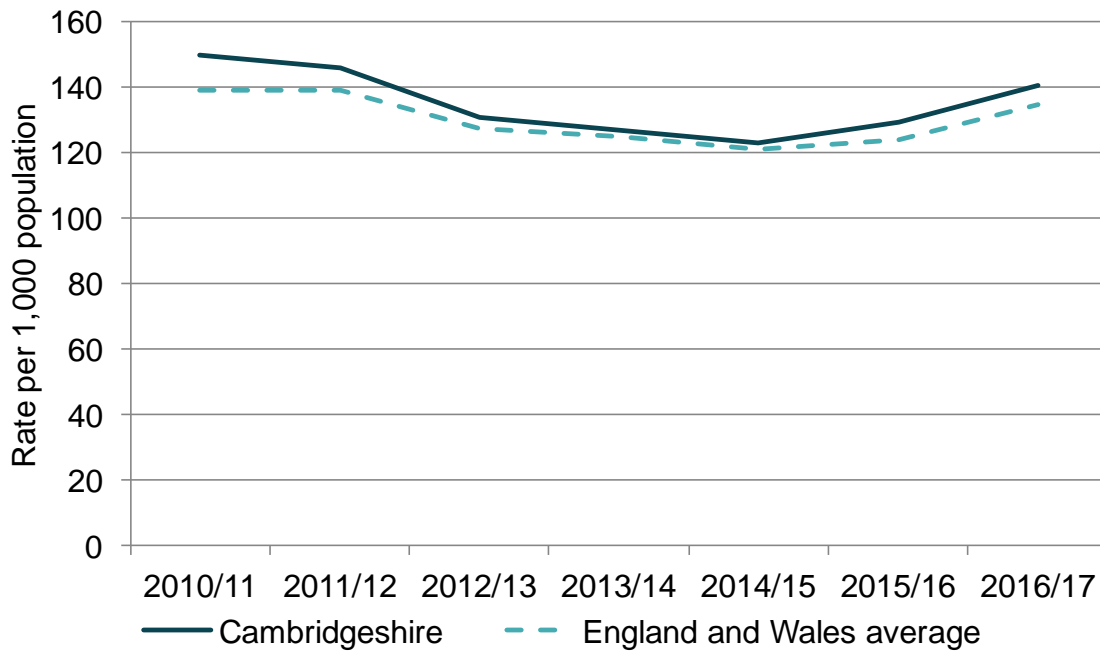
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond to the demand for their services and should be able to demonstrate that their approach to prioritisation does not cause them to overlook some of their demand.

How well does the force understand current demand?

HMICFRS inspected how well Cambridgeshire Constabulary understands the demand for its services. These demands can range from answering and responding to 999 calls to protecting victims and uncovering crimes that would not otherwise be reported. It is important that police forces understand the work that they need to do so that they can ensure that they have resources in place.

Forces deal with much more than responding to emergencies and investigating reports of crime. However, the number of calls for service (999 calls and 101 calls) and the levels of recorded crime can nonetheless be used to make simple comparisons. In particular, they can give an indication of whether demand has changed or is particularly high or low. Figure 1 shows how the number of 999 calls has changed since 2010/11, while figure 2 illustrates how crime has changed since 2010/11.

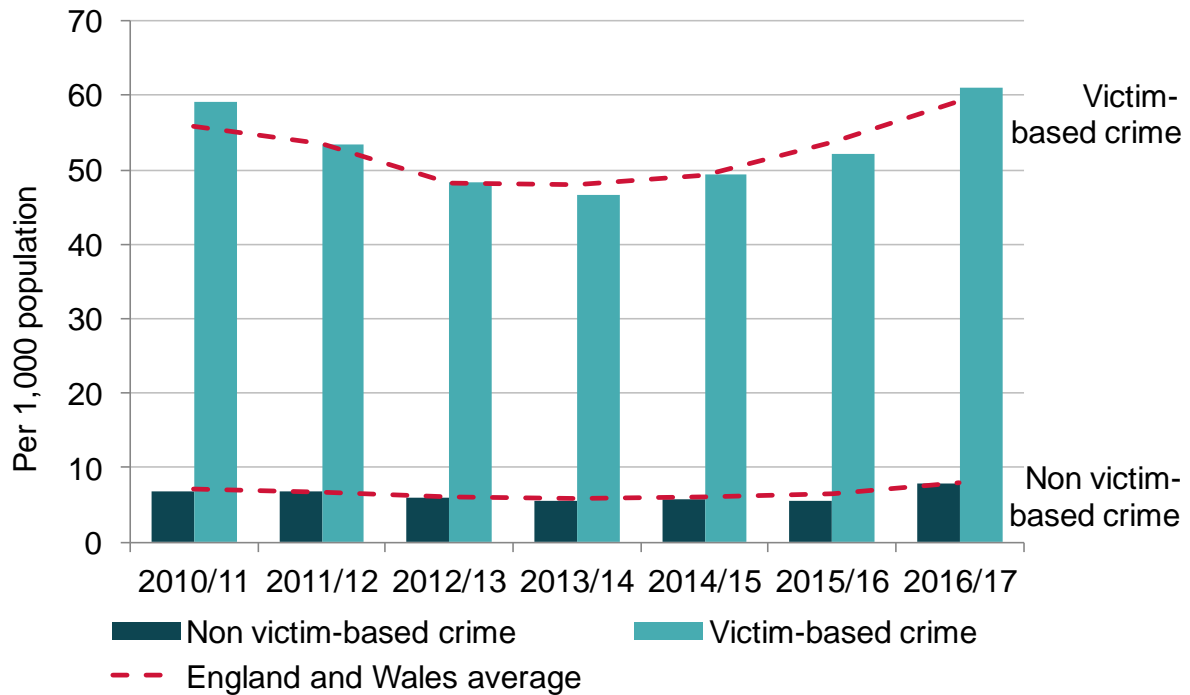
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Cambridgeshire Constabulary compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Cambridgeshire Constabulary recorded 141 999 calls per 1,000 population in 2016/17. This was broadly in line with the England and Wales force average of 135. The rate has decreased from the 150 calls per 1,000 population recorded in 2010/11, however, it has increased since 2015/16 when the rate was 129 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in Cambridgeshire Constabulary compared with England and Wales from 2010/11 to 2016/17



Source: Home Office Police-recorded crime data

Victim-based crimes (those where there is likely to be a specific victim) include violence against the person, sexual offences, robbery and other theft, criminal damage and arson. All other crime is considered non victim-based.

The rate of victim-based crime per 1,000 population in Cambridgeshire in 2016/17 was 61.0 crimes. This is higher than the rate in 2010/11 of 59.0 crimes. The rate of victim-based crime decreased between 2010/11 and 2013/14 to 46.6 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of Cambridgeshire Constabulary the rate of non victim-based crime per 1,000 population in 2016/17 (7.9 crimes) was higher than in 2010/11 (6.8 crimes). The rate of non victim-based crime per 1,000 population decreased to 5.6 crimes in 2015/16 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

Understanding demand

Cambridgeshire Constabulary is making good progress towards understanding the demand for its services. It regularly reviews internal police data on reported crime and calls for service, together with information from community safety partnerships to understand demand better. External consultants have reviewed wider sources of data, including data from organisations such as Cambridgeshire Fire and Rescue Service and the NHS. In HMICFRS' 2016 efficiency report, we reported that the force should develop its understanding of current and likely future demand, ensuring that it has analysed appropriate information and intelligence from wider sources. This year it is working with an external consultancy to understand demand better in order to inform options for a new local policing model. It has also completed in-depth, focused reviews or 'deep dives', to analyse priority areas of policing such as domestic abuse and mental health. This is positive progress, however the force recognises that it needs to do more work to achieve a good understanding of demand.

The force's developing understanding of demand is supported by the police and crime commissioner (PCC) who has commissioned an offender strategic needs assessment. This is to identify the gaps and overlaps in the main themes affecting an offender including: housing, mental health, education and employment, drugs and alcohol. The aim is to review individual offending to improve the force's and other organisations', such as local authorities and health services, understanding of how to prevent crimes through improved and targeted provision of support services. While data had been collated, the analysis had not been completed at the time of our inspection.

The force's understanding of demand has improved since HMICFRS' 2016 efficiency inspection. However, it recognises that it needs to do more to predict future demand. Together with external consultants, it has completed some good work on predictive demographics, which predicts future population profiles including age, income, education and other aspects, to inform the local policing review (LPR) change programme. It now needs to do more to improve its understanding and it is engaging with academic specialists and other forces who excel in this area. This work is being led by the head of the corporate development directorate who is also recruiting external expertise to increase the force's analytical capability.

More complex demand

The force identifies hidden demand well. It prioritises resources to seek out demand that is more challenging for the force and partners to identify. This includes incidents and offences that involve vulnerable adults and children who need safeguarding, for example from drug users, suppliers and sex workers who are targeting vulnerable adults to exploit their homes. The force and partners identify vulnerable individuals who may be trafficked and those who may be victims rather than offenders. The force has learned from proactive operations and invested in preventative

approaches. A proactive multi-agency operation, called Makesafe, profiles potential victims and potential offenders who may be involved in child sexual exploitation, in order to offer support and diversion opportunities. There is good work with children's homes and individuals who frequently go missing to reduce the risk of exploitation. The force also recognises hidden demand within rural communities and more crimes and incidents are being reported following improved engagement by a rural crime action team. The force is using a health practitioner based in the force control room to help identify adults and children with mental health conditions. This is an example of positive work as the practitioner can provide advice and support to officers attending incidents.

How well does the force understand things that affect demand?

HMICFRS inspected how well Cambridgeshire Constabulary reduces the demand that inefficiency can create internally. Forces can do this by identifying and eliminating inefficient processes, by ensuring they monitor work to get the best outcomes and by encouraging officers and staff to suggest new and better ways of doing their jobs.

Managing, prioritising and filtering demand

The force has effective arrangements in place to manage and prioritise the demand for its services to ensure that it is efficient. The chief officer team has a strong commitment to improve things further. The deputy chief constable leads a programme of work on understanding demand and the assistant chief constable leads a programme on managing demand. Both are supported by the head of corporate development who consults with other forces and academia to identify good practice. A new tactical partnership demand group aims to achieve change locally and it is developing a more joined-up approach to handling demand efficiently. The force performance board, chaired by the assistant chief constable and the force executive board, chaired by the chief constable, allow senior leadership scrutiny of how efficiently the force is performing. This includes strategic alliance³ departments. The PCC chairs the business co-ordination board, providing external scrutiny of efficiency matters. A new monthly strategic alliance demand meeting exchanges ideas and best practice.

Cambridgeshire Constabulary has good systems in place to identify inefficient processes and to improve how the force operates. In addition to monitoring daily demand such as reported crime and calls for service, the force is reviewing its local

³ The strategic alliance is a collaboration of three forces; Bedfordshire Police, Cambridgeshire Constabulary and Hertfordshire Constabulary. Key areas of collaboration include joint protective services such as roads policing, firearms, major crime unit and dogs. Recently collaborated departments include human resources, professional standards directorate and criminal justice.

policing model. It has completed a series of engagement and consultation events with the workforce to identify inefficiencies and unnecessary bureaucratic processes. External consultants working with the LPR change programme team have identified that not enough officers and staff are available during periods of higher demand and, as a result, the force is moving staff from one geographic location to another or paying overtime to meet peaks in demand. The force recognises that this is not an acceptable position and that officers, particularly in neighbourhoods, may not be able to fulfil their local duties. The force's new change programme is seeking to address this through the current review and it has conducted a series of workshops with frontline staff to identify the different demands across the force area. The options for the new local policing model will then be determined and the force plans to start to implement it in September 2017. The force has also invested in new software and training to provide the capability to monitor demand in the future and to review the model.

Through the strategic alliance, new systems have been identified to amalgamate information such as custody, crime and intelligence, as well as a new human resources (HR) system, to enable these efficiencies to be implemented. It is disappointing that both systems have been delayed, but there remains a keen commitment to ensure that they are implemented to support the strategic alliance aim of making further efficiencies and reinvesting in priority areas such as safeguarding and cyber-crime.

Cambridgeshire Constabulary has a good approach to prevent demand being inadvertently suppressed (not reported). The force uses the THRIVE⁴ risk assessment model to help identify the right response to a reported incident. Daily management meetings and oversight by the strategic alliance seek to ensure that 999 and non-emergency 101 calls are answered quickly, so that members of the public do not abandon their calls.

Cambridgeshire Constabulary has good processes in place to ensure benefits are realised from change programmes and that unintended negative consequences are identified. The strategic alliance change programme has a member of staff who is responsible for ensuring that potential benefits are identified at the beginning of a change programme, and are then tracked. Cambridgeshire Constabulary has learned from this approach and a senior officer and business analysts with skills in change management and benefits realisation are part of the small LPR change programme. The force aims to identify unintended consequences early and, where they are found, address them.

⁴ THRIVE; (Threat; Harm; Risk; Investigative opportunity; Vulnerability and Engagement) is a structured assessment focused on the levels of risk and vulnerability faced by the victim, rather than simply on the type of incident or crime being reported, in order to help staff determine the appropriate level of response to a call.

Leaders promoting innovative thinking

The force is good at seeking out, and responding to ideas from the workforce. A chief officer chairs a What Works board which reviews ideas, case studies, themes, and good practice fed through from tactical-level groups. The force has introduced an online community consultation group, the 100 club, which surveys on a wide range of topics and aims to receive 100 responses; a force suggestion identified a commercial IT tool, known as Minecraft, to be used to engage young people with the police, building and running a police station, and Essentials by Sue is an initiative to provide essential sanitary and personal hygiene items to individuals, including victims of bullying in schools. The Essentials initiative is being implemented across the force area with support from police and partner organisations. This year, the LPR team is undertaking one-to-one interviews with officers and staff.

A strong culture of innovation, particularly in information technology, gathers ideas and provides feedback. The force leads the strategic alliance in developing mobile solutions. Examples include an IT platform called 'tuServe', which provides remote access to force systems for officers and staff while they are attending incidents. Officers and staff we spoke to are positive about the engagement with the chief officer and LPR change team and describe a range of options for providing feedback about what works and what does not. These include surveys, postcards and Yammer, the force's internal social media platform.

Summary of findings



Good

Cambridgeshire Constabulary has made good progress since 2016 towards understanding demand for its services. The force recognises that it needs to do more to achieve a good understanding of demand and has engaged external expertise and purchased analytical systems to improve its assessment of current, complex and future demand. The force identifies hidden demand well, prioritising resources to seek out demand that is more challenging for the force and partner organisations to identify.

The force has good systems for identifying inefficient processes and to improve how it operates. It identifies the right response to a reported incident using a risk-based approach. The force has a wide range of methods the public can use to contact it, including an online non-urgent crime-reporting option. However, the force recognises that it needs to do more to reduce the proportion of non-urgent calls that are abandoned, to ensure that demand is not being suppressed by calls not being answered.

The force has good processes to ensure that benefits from its change projects are realised and that unintended negative consequences are identified. It has a strong culture of innovation, particularly in information technology. The workforce is encouraged to make suggestions and put forward their ideas, which are listened to by leaders.

Area for improvement

- The force should put in place better processes and governance to understand its prioritisation of calls, and how they affect the force's ability to meet current and likely future demand efficiently.

How well does the force use its resources?

Police forces have finite resources with which to do an increasingly complicated job, so must ensure that they deploy and use their resources in the best way possible. The biggest resource that policing has is its workforce and it is important that forces make sure that they have access to the skills needed to police effectively now and in the future.

It is also important that forces make sophisticated decisions about how to spend and invest their resources in order to get the best value for the public. This means forces need to have a good understanding of what they can achieve within a particular budget.

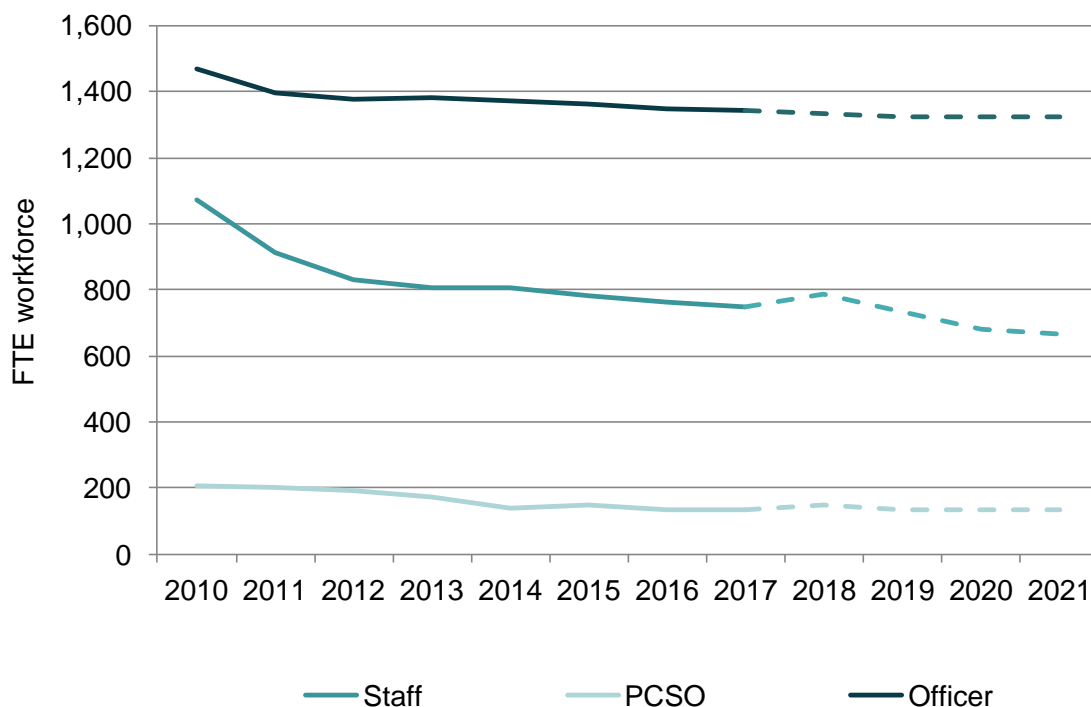
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

How well does the force understand the capability of its workforce?

HMICFRS inspected how well Cambridgeshire Constabulary understands the skills it needs, the skills it actually has in the workforce and what steps it is taking to ensure that they match. Police forces spend around 80 percent of their budget on staffing, so it is vital that the workforce is as productive as possible.

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will decrease by 21.7 FTE (2 percent) from 1,346 to 1,324. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Cambridgeshire Constabulary's planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021



Source: Home Office Police workforce statistics and HMICFRS spring data collection

The number of staff working in Cambridgeshire Constabulary is projected to decrease by 85.5 FTE (11 percent) from 750 to 665 between March 2017 and March 2021. Staff numbers across England and Wales are also projected to decrease by 2 percent. The number of PCSOs in Cambridgeshire is projected to be similar to 2017, whereas, for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

The force has an increasingly sophisticated understanding of demand and its workforce skills. It has a good understanding of the skills of investigators, firearms officers, driving and some supervisor and management skills. It is developing skills in change and programme management, planning and using external consultants to train staff in the use of analytical products. The force has a bi-monthly establishment board that makes projections for the workforce, by rank, role and location and manages the workforce by matching people to posts. The strategic alliance is planning to replace the current resource planning system with new enterprise resource planning (ERP) to make the service across the three forces more efficient and to make it easier to identify skills gaps across the three forces. However, ERP has been delayed and will not be implemented as planned in August 2017. This is disappointing as it should provide a more efficient method of dealing with all human resources services and align finance, workforce monitoring and planning. The strategic alliance has a clear determination to ensure that there are no further delays.

The strategic alliance HR lead has taken steps to understand the skills the alliance forces have in their workforces from chief inspector (and police staff equivalent) and above, to inform the new collaborated promotion process. The force LPR is planning to identify skills gaps for the remaining officers and staff but this is in the very early stages of development. In 2016, we found that the strategic alliance HR and learning and development capability was stretched because of a reduction in resources. In addition, a more favourable spending review outcome for all three forces led to increased recruitment of police officers, which resulted in more work for HR and learning and development departments. A new business plan was approved by the strategic alliance supporting additional resources and reversing some of the cutbacks that had previously been made in anticipation of more severe financial cuts. The force has also itself invested in additional resources for workforce planning, including a business analyst and a chief inspector with experience of change management.

The strategic alliance has invested heavily in ICT, and given officers and staff the equipment and skills they need to be more efficient and effective. The force has identified several specialist roles within the corporate development directorate to fill skills gaps for the medium to long term, including analysts and business change planners. The LPR modelling work, while in the early stages, predicts that an increase in the number of detectives will be required, particularly in the area of public protection. The force is recruiting externally for detectives and it is also developing probationers through the public protection directorate, to fill the gaps. The force has also been developing the skills of its senior leaders through planning events, including a focus on risk, finance and partnership working. Recently, Cambridgeshire Constabulary has been working with Cambridgeshire Fire and Rescue Service to develop and share expertise and good practice in relation to planning and change management.

How well does the force understand the capability of its leaders?

HMICFRS inspected how well Cambridgeshire Constabulary understands the skills it needs and the skills its leaders have, and what steps it is taking to ensure that they match.

Cambridgeshire Constabulary has a good understanding of its leadership skills and capabilities at chief inspector and police staff equivalent up to chief officer level. It has visited other forces to understand how it can become more effective. The force was awarded a Chartered Management Institute award for excellence in leadership as a result of its force mentoring scheme in 2015. However, it has yet to complete a comprehensive audit below the chief inspector rank and grade, although it has created a specific post in the LPR change team to lead this work.

The force is good at developing the skills of its leaders. Sergeants and supervisors receive training about what good leadership and management are and the characteristics of good leaders. The force runs a senior leadership forum for aspiring superintendents, to which all chief inspectors are invited. The forum helps develop a range of different skills, including business planning, executive and personal skills to deal more effectively with external partners and stakeholders, and managing successful programmes. External speakers are invited to present their experience of leadership. Developing skills in leadership is also a significant part of the force's successful mentoring scheme. This now has 80 mentors and 180 people have been mentored since the scheme began in spring 2013.

The director of HR for the strategic alliance is continuing work on the strategic alliance people plan, which includes developing leadership capability through coaching and mentoring as well as some structured leadership training. The people plan includes an undertaking to assess leadership capability and determine a way forward; this has been partly achieved for senior ranks. The collaborative promotion process aims to be fairer to candidates and also allow the three forces to become more efficient and ensure that leadership gaps can be filled from across the three forces for the collaborating departments. The strategic alliance and the force have also advertised externally for senior posts to attract different types of leaders with different skills. The force may benefit from a more formal understanding of the 'softer' skills the workforce possess and a better understanding of leadership skills, particularly below the rank of chief inspector and police staff (equivalent).

The strategic alliance is currently recruiting a superintendent through the Direct Entry scheme⁵ and the force continues to promote different styles of leadership through its internal fast-track promotion scheme. At regular business meetings, the head of human resources and senior leaders review gaps in leadership skills and discuss plans to fill them. As mentioned previously, the force is planning to recruit additional detectives to ensure it has the right skills for the new local policing model. It is working with other organisations such as Cambridgeshire Fire and Rescue Service to encourage different types of leadership skills, and to help develop workforce skills in relation to planning and change management

⁵ More information on the national Direct Entry and Fast Track schemes can be found at: www.college.police.uk.

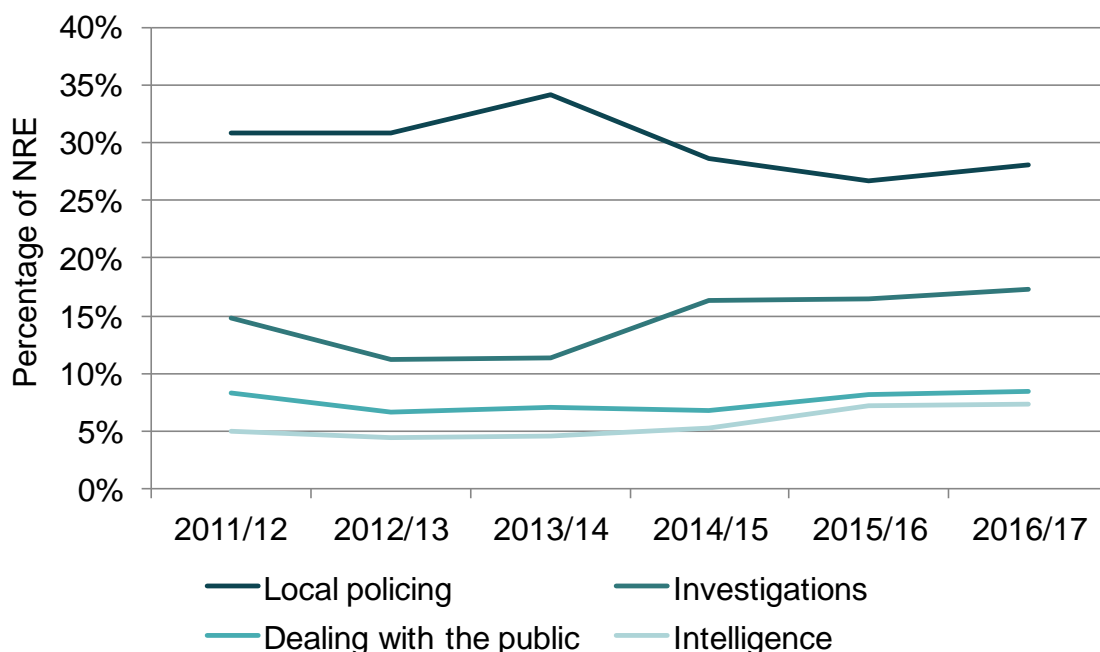
How well does the force allocate resources?

HMICFRS inspected how well Cambridgeshire Constabulary uses its understanding of demand to prioritise its activities in order to provide the best service to the public. To assess this, we considered the extent to which the force understands what it can provide within a particular budget.

The level of spending on different police functions varies between forces, depending on the particular demands that each force must meet. Higher expenditure does not necessarily mean better services, but it can demonstrate how a force prioritises its resources.

Figure 4 shows how expenditure is distributed across the most common police functions. Local policing covers functions such as incident response, neighbourhood policing and local investigations. Investigation covers areas of specific proactive investigative functions, such as major crime, while dealing with the public includes front counter and control room activities. Intelligence covers the gathering and assessment of intelligence.

Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in Cambridgeshire Constabulary from 2011/12 to 2016/17



Source: Chartered Institute of Public Finance and Accountancy (CIPFA)

Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.

In Cambridgeshire, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 31 percent in 2011/12 to 28 percent in 2016/17. Estimated expenditure on investigation has increased from 15 percent to 17 percent, expenditure on 'dealing with the public' is similar to 2011/12 and expenditure on intelligence has increased from 5 percent to 7 percent from 2011/12 to 2016/17.

Prioritisation and cost

Cambridgeshire Constabulary makes effective decisions to prioritise resources, reflecting the police and crime plan and the force's strategic priorities. At an operational level, resources are further prioritised based on specific areas of threat, risk and harm to the public. Decisions are reviewed through a series of daily, weekly, monthly and quarterly meetings.

There is strong collaborative working within the seven-force eastern region, advancing the regional procurement business case. A regional head of procurement has been appointed with the aim of generating regional savings of £6.0m–£19.5m through joint procurement. The collaborative working identifies joint priorities and opportunities to reduce cost through improved joint use of resources such as analytics, crime prevention, firearms, procurement and vetting. The force continues to look for ways to prioritise resources to meet different types of demand. Plans to develop and extend the alliance with Bedfordshire and Hertfordshire police forces include joint public contact through improved telephone and online services, and options to merge control rooms. As a result of consultation with the public, a range of new online services has been introduced, alongside traditional means of contact. The force offers an appointment option for victims of crime and anti-social behaviour, where it is assessed by the police as appropriate. The force is currently reviewing the effectiveness of this system and it is revising how it manages scheduled appointments to ensure a more positive outcome for the victim. In response to public expectations, the force has put in place an online option for the public to identify which organisation they require, providing quick and easy access to services such as environmental health and noise abatement. The force also responded positively to public expectations in rural areas and invested resources in additional rural officers to increase confidence, increase engagement and intelligence opportunities and prevent rural crime.

Cambridgeshire Constabulary has a strong track record of moving resources to match changes in demand and it has a good understanding of costs and options for savings and investment. All business cases for collaborated functions include elements of service level, resources and financial savings options. This is also evident in the LPR change programme, which is currently developing cost reduction options, with plans to reinvest in identified skills gaps such as public protection investigators and cyber-crime. Business cases for collaborated functions include service levels options with related cost options.

The force has a good understanding of the cost reduction opportunities in each department with regular scrutiny by the chief finance officer. Individuals are held to account for the costs and savings made in each department at the force's challenge meetings, or star chamber meetings, which consider risk and how savings may have an impact upon service provision. Where the force considers a reduction in cost will have a negative effect on service provision, particularly in a high-risk area such as public protection, it will not require savings from that department.

The alliance's collaborative arrangement has established joint provision of main organisational support services (ICT, HR, procurement), operational support services (criminal justice, custody, public contact projects, firearms licensing) and joint protective services (JPS). Also, regional and wider collaboration arrangements have been put in place for counter-terrorism, serious and organised crime, and fleet vehicles, and these continue to generate and increase cashable efficiencies.

Investment

The force prioritises its investments well and ensures that the returns are appropriate and focused. The basis for the investments is achieving change and the aims of the new police and crime plan. The strategic alliance has made a substantial investment in ICT and provided officers and staff with the equipment and skills that they need to be more efficient and effective. It is also investing in a new system, to integrate crime, custody, case management and intelligence across the strategic alliance. The force is currently investing in the ERP system, planning to spend £0.871m over three years in order to provide a finance system for the strategic alliance on one system to increase efficiencies. The force is investing in the national ESMCP (emergency services mobile communications programme) and is planning to spend £1.2m over three years. It is also planning to spend £1.2m over three years in order to complete the upgrade replacement of ICT devices such as personal issue laptops. The force is planning to invest £18m over three years to replace the custody provision for the south of the county, as the current facility is outdated.

How well does the force work with others?

HMICFRS inspected how well Cambridgeshire Constabulary has explored all opportunities to work in collaboration with others to increase efficiency and provide better, more resilient services. This can include working jointly 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 other organisations and other forces, and whether it has a good understanding of how successful its joint working is.

How the force works with other organisations and other forces

Cambridgeshire Constabulary is good at working with partners to manage demand collectively. The benefits of joint working are well understood by the force and it continues to make progress in its work with local authorities and other blue light services. This includes sharing buildings with the local authority and the Cambridgeshire Fire and Rescue Service.

Cambridgeshire Constabulary and the local NHS have developed an effective joint approach to mental health triage, with health practitioners based in the force's control room. The practitioners provide advice and guidance to officers on how best to respond to an individual with mental health needs. This has a positive impact for the public and reduces the demand on both police and health services by triaging (assessing and prioritising) mental conditions effectively. This reduces demand because the right information is accessed through the health service to determine the correct course of action, for example fewer individuals need to be taken to a place of safety as they already have care plans in place and an identified point of contact.

The force has well-established multi-agency teams. It works closely with children's care homes to ensure that reports are made to the police when the basic checks to locate a missing child or young person have been completed by care home employees. To assist understanding for local care home staff, the force has a dedicated missing persons unit that is in regular contact to discuss any problems or concerns.

The benefits of joint working

Cambridgeshire Constabulary is good at identifying the benefits of working collaboratively with other organisations. The force has identified opportunities for savings within the eastern region seven-force collaboration⁶ and by working with the Cambridgeshire Fire and Rescue Service. A group has been set up to explore opportunities and develop a business case for collaboration among the blue light services. In addition, the local government devolution deal available to the proposed Cambridgeshire and Peterborough combined authority presents opportunities for the combined delivery of community safety services.

The strategic alliance joint protective services (JPS) command has also set cashable efficiency targets of 2.5 percent per annum for the period 2018/19 and 2019/20; this reflects the additional efficiencies arising from improving the allocation of officers and staff resources against demand and risk. The seven-force change programme plans to extend collaborative working in specialist operational areas such as firearms and procurement. In February 2017, the strategic alliance and criminal justice services

⁶ The forces within the seven-force collaboration are Bedfordshire, Cambridgeshire, Essex, Hertfordshire, Kent, Norfolk and Suffolk forces.

agreed to work collaboratively on witness care in Bedfordshire and Hertfordshire, in the administration of criminal justice for all three forces, and with the crown court liaison officers for Bedfordshire and Hertfordshire. A new administration of justice unit is scheduled to open in June 2017. The most recent phase of collaboration is expected to save around £654,000 which will help close the funding gap faced by the three forces and protect frontline policing.

Leadership driving innovation

The chief officer team is committed to ensuring that leadership drives innovation and includes this explicitly within the force mission and values. This is achieved in many ways and includes chief officer events, leadership days and online forums to discuss more efficient ways of providing a service to the public. Senior leaders facilitate discussions with a cross-section of the workforce to identify new and innovative ways of managing demand. There are opportunities to exchange ideas through the use of the internal social media tool 'Yammer'; new strategic alliance and partnership groups have been established to review demand collectively, and the force is engaged regionally and nationally in a wide range of networks to identify and learn from What Works.

The strategic alliance is at the leading edge of innovation in the extent to which the three forces collaborate and share learning at a regional and national level. This is evident in: the JPS; professional standards and vetting; procurement and criminal justice; HR, learning and development; and ICT. The strategic alliance has been successful in advancing the collaboration work and it has secured police transformation funding from the government. Cambridgeshire Constabulary leads on the bids for the ERP programme - £2.13m awarded in 2016/17 and £0.37m in 2017/18, and for 'organisational development and continuous improvement' - £0.249m in 2016/17 and £0.317m in 2017/18. This aims to strengthen and underpin the progress with the strong collaboration work locally, regionally and with the new seven-force arrangement.

The force is also working with industry leaders such as Microsoft to develop an idea initially identified through the youth independent advisory group (YIAG). The youth group built a virtual police station and it encourages young people to engage with police officers, particularly school groups who are consulted on a range of issues such as crime prevention and internet safety.

Summary of findings



Good

Cambridgeshire Constabulary uses and allocates its resources well to manage current demand. It has a good understanding of the cost and quality of current service levels and it prioritises resources to meet demand. The force is developing a new local policing model which aims to be more flexible and match resources to demand better. However, this is not yet in place and redirecting resources is having an adverse effect in some areas.

The force has a good understanding of its workforce's operational skills and capabilities. It is identifying future requirements and has plans to allocate resources appropriately. The force could benefit from a more formal understanding of the interpersonal skills held by the workforce and from a better understanding of leadership skills, particularly below the rank of chief inspector and police staff equivalent.

The force has good investment plans and it is working well with other organisations to manage demand for services. It continues to develop the strong and well-established strategic alliance, regional and seven-force collaborations. The force can demonstrate that its collaboration with others reduces cost, and increases resilience and capacity.

Areas for improvement

- The force should ensure that it has sufficient resources available to fulfil its resourcing model, and so to meet its demand, while also taking into account the well-being of its staff.
- The force should conduct a skills and capability audit that will allow it to understand leadership capacity and capability below the rank of chief inspector and police staff equivalent, including special constables and volunteers.

How well is the force planning for the future?

To be efficient, a police force needs not only to understand the present, but also to be able to make reasonable predictions about the future in terms of how its demand will change, how its workforce will change and how its partners will be affected. It needs to have adequate, realistic and innovative plans to meet the operational and financial challenges of the future.

How well does the force predict likely future demand?

HMICFRS inspected how well Cambridgeshire Constabulary analyses trends in its current demand in order to predict likely future demand. We also assessed the extent to which it has taken account of changing public expectations and technology. In addition, we expect forces to be considering how they will work with other organisations and other forces in the future.

Predicting future demand

The force is improving its understanding of future demand. It has completed some good work in the public protection directorate to understand how demand in this area has increased, reviewing each department and identifying areas where there is an increasing trend, such as online offences. The force has engaged with external consultants and is developing its understanding of future demand for local policing. However, this work is not yet complete and while, as we found in 2016, the force understands demographics, crime, incident and stop and search data, there is not yet a comprehensive understanding of the combined impact of these elements. The PCC has invested £300,000 to purchase new analytical software and train staff to use it to increase the force's capability to predict future demand. The sources for new and emerging demand identified by the force include an ageing population, increasing ethnic diversity and student population.

The force's prediction of likely future demand identifies cyber-crime and safeguarding as two main priorities. It has made these predictions through consultation with national experts and external consultants as well as its own workforce. The force has also conducted in-depth work to understand the rising demand in relation to its safeguarding command and specific work on the impact of mental health on demand. However, the force recognises that it needs to do more to achieve a comprehensive understanding of likely future demand. A continuing commitment from the force leadership together with significant investment in this area should achieve good results.

Future considerations

The chief constable and the PCC work closely to ensure that public expectations are taken into account when devising and implementing the police and crime plan. The collaborated strategic alliance change programme and the LPR change programme are regularly scrutinised by the force and the PCC to ensure that they will meet the needs of the police and crime plan and the vision of policing in Cambridgeshire.

The force has good engagement with the public. It has implemented a range of projects to ensure that members of the public have a good choice about how they contact the police and other support organisations, including online reporting for non-urgent crime. The increase in rural crime officers to improve public confidence and recognise the impact of crime in more disparate communities has been a direct result of better understanding the expectations and concerns of rural communities.

The force continues to have a strong focus on how crimes can be committed online with changing technology, and is investing in its ability to tackle this area. The force also recognises that its workforce will need new skills to tackle online crime and it is continuing to develop its capability at force, regional and national levels. The force has a skilled online child abuse investigation team and it is developing its cyber-capability. The strategic alliance is strengthening its ICT systems and capabilities across the region and there are plans to extend this to cover all seven forces in the wider regional collaboration. This is expected to result in savings that will allow the forces to invest further in specialist technology and resources to tackle new types of crime.

The force continues to work closely with others and it is building on the experience it has gained from the extensive strategic alliance collaboration programme. The chief officer team, supported by the PCC, is also determined to work more closely with other blue light services and the combined Peterborough and Cambridgeshire local authorities. The strategic alliance is strong and the seven-force collaboration is developing in areas such as ICT, procurement, vetting and firearms.

How well is the force planning for the future, in terms of workforce?

HMICFRS inspected how well Cambridgeshire Constabulary has plans in place to recruit, develop and nurture the leaders of tomorrow to ensure it has the right skills and talent in the right roles.

Succession planning

Cambridgeshire Constabulary has effective succession plans in place. The agreed workforce establishment is aligned with the budget strategy and a profile of the deployment of the workforce is in place to meet policing priorities. The force is developing its understanding of future skill sets and planning how to achieve this

through the development of the LPR. As part of its change programme, the force is planning to profile each officer and police staff role for the new model.

The strategic alliance is making progress with its ambitious joint people plan which sets out plans for recruiting, selecting and promoting to meet identified force needs for officers, PCSOs, staff and special constables. This includes all collaborated officer promotion processes, to be aligned and run in accordance with the identified demand for officers at that rank; the effect of this will be to minimise the use of temporary and acting arrangements. Although this has not yet been achieved fully, there has been progress at superintendent and chief inspector level.

Through its joint HR function, the strategic alliance aims to develop an apprenticeship scheme in order to gain the benefit from the levy that will be paid from April 2017.⁷ In addition, it aims to align succession planning and talent management schemes for officers and staff, with a focus on middle management, and address any requirements of the College of Policing review of leadership. It has reviewed the arrangements for performance appraisal as a basis for achieving the reform led by the College of Policing, and for supporting the identification of talent and potential, and considering the most effective profile of qualifications for new officer recruits. It has amended the strategic alliance recruitment and selection policy and procedure to include the revised procedure for selection to roles in collaborated units, and to emphasise the requirements for fairness and transparency more effectively.

The people plan ensures that where specialist roles and skills are identified and future skills such as digital or cyber skills are required, the strategic alliance builds its capability in these areas through more effective use of the PDRs and talent management, and attracts external candidates to specialist roles as well as providing more appropriate career opportunities. Progress is being made with this work and, in 2017, the focus on aligning the PDRs across the strategic alliance has been achieved. The force acknowledges that more needs to be done to ensure PDRs are quality assured and that line managers are supported to ensure they are developing their officers and staff effectively. In Cambridgeshire Constabulary, we found most officers and staff have a professional development review and regular one-to-one meetings with their line managers to discuss their development needs.

⁷ Any employer with an annual pay bill of more than £3m each year must pay the apprenticeship levy each month from 6 April 2017. It is set at 0.5 percent of the total pay bill. The levy is designed to encourage employers to support apprenticeships.

Recruitment

The strategic alliance is currently aiming to recruit a superintendent on the Direct Entry scheme,⁸ and the force continues to promote different styles of leadership through the internal Fast Track promotion scheme. The force advertises for specialist roles externally such as detectives and firearms officers. It has also recruited from the Police Now scheme⁹ as well as approaching academic organisations to identify individuals with specific skills in areas where the workforce has gaps, such as analytics and business qualifications. The collaborated recruitment, selection and promotion processes should provide greater opportunity for each force to identify the right skills and capabilities in the future as well as increasing diversity in Cambridgeshire Constabulary and across the strategic alliance.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Cambridgeshire Constabulary's plans for the future are, and to what extent it is planning to make savings in the future, including saving to invest in new systems and approaches.

Plans

Cambridgeshire Constabulary's plans are built on sound planning assumptions and they are subject to informed challenge. The medium-term financial plan (MTFP) includes plans for a further £11.2m savings over the next four years, resulting in a balanced budget by 2021. The force anticipates that the LPR programme will result in savings for 2018/19 and 2019/20, the majority of which will come from pay. Savings are also expected from extending collaboration with other forces. The force's external auditors did not identify any significant weaknesses in its financial arrangements. However, achieving savings plans on this scale and balancing the budget still represent a challenge in the medium term and the force will need to ensure that its plans are robustly managed to achieve the savings it needs.

Cambridgeshire Constabulary's change programme is realistic and supported by the PCC who strongly believes that transformation is the key to the successful implementation of the new police and crime plan (approved in December 2016). There are three main initiatives: firstly, the opportunities for improved joint work on community safety offered by the creation of the combined authority for Peterborough and Cambridgeshire; secondly, joint work between police and the fire and rescue service; and finally, the continued development of the three and seven- force police collaborations.

⁸ More information on the national Direct Entry and Fast Track schemes can be found at: www.college.police.uk.

⁹ Information available at: www.policenow.org.uk/the-programme/about-the-programme/.

Savings

The force takes a prudent approach to savings and although there are ambitious targets for savings from collaboration, the force does not include the planned savings in its MTFP until they are demonstrably achievable. The force currently receives among the lowest levels of government grant in England and Wales. The force anticipates that it is likely to receive additional money after the proposed revised funding formula is introduced (although this is not built into the MTFP assumptions). The force is anticipating the rate of population growth in the county to continue to be in excess of 2 percent each year. This means the council tax base will increase and therefore provide additional income for the force through the local council tax precept for policing.

The force change programme aims to save £7m over five years, with £3m savings planned from the LPR and £4m savings from the strategic alliance. In addition, regional and wider collaboration arrangements have been put in place for counter-terrorism, serious and organised crime and fleet and these continue to generate ongoing and increasing cashable efficiencies. The region is making progress with the regional procurement business case, with the aim of generating regional savings of £6.0m - £19.5m. The force has also put in place collaboration arrangements with Cambridgeshire Fire and Rescue.

Summary of findings



Good

Cambridgeshire Constabulary is improving its understanding of future demand, which is less well developed than its assessment of current demand. It has improved its analytical capability, engaging external consultants and purchasing new analytical software. The force has a strong focus on how crimes can be committed online with changing technology. It recognises that its workforce will need new skills to tackle online crime and is continuing to develop its capability at force, regional and national levels.

The force is training leaders for the future. The collaborative approach within the strategic alliance to recruitment and developing people's skills should ensure greater opportunities to increase the diversity of teams and to recruit talented individuals from outside the force. However, the quality assurance process for performance development reviews needs to be improved.

The force faces financial pressures and has developed a realistic detailed plan for making changes. Its development of a new operating model has strong financial management and oversight. The chief constable and the police and crime commissioner are working closely with their counterparts in the strategic alliance and

with local partner organisations to achieve greater efficiencies. The force is investing well in ICT and other technology and it is committed to invest to save projects that should increase its capacity and capability.

Area for improvement

- The force and the strategic alliance should ensure that performance development reviews are quality assured and line managers supported to develop the skills and capability of their officers and staff effectively.

Next steps

HMICFRS will assess progress on any recommendations and areas for improvement identified within our reports in several ways. We either revisit those forces where we have identified a serious cause of concern, go back to assess them as part of our annual PEEL inspection programme or receive updates on their progress through regular conversations with forces.

HMICFRS highlights recurring themes emerging from our PEEL inspections of police forces within our national thematic reports on police effectiveness, efficiency, legitimacy and leadership (see: www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/national-peel-reports/). These reports identify those problems that are reflected across England and Wales. They may contain additional recommendations directed at national policing organisations, including the Home Office, where we believe improvements need to be made nationally.

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', 'higher' 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.

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 within the average in this publication.

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 gross revenue expenditure

These data show estimated gross revenue expenditure (GRE) for the force in 2017/18 and 2020/21. This was gathered from forces by HMIC staff prior to fieldwork (April 2017). Some of the data provided will have been subject to revisions after this time but figures should represent the picture as at the time of inspection. Future forecasts of expenditure are estimates for which forces use different methodologies. As these are estimates care should be taken in interpreting changes.

Workforce figures (FTE) for 2016/17 and 2020/21

These data were 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 investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.¹⁰ The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces. Projections for 2020/21 are budget-based and therefore 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 high vacancy rate which masks this change.

Calls for assistance

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

Recorded crime

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables).

¹⁰ See sections 38 and 39 of the Police Reform Act 2002. Available at: www.legislation.gov.uk/ukpga/2002/30/section/38

Figures throughout the report

Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in the force area compared with England and Wales as a whole, from 2010/11 to 2016/17

These data are obtained from the Home Office annual data return 441. City of London Police does not submit 999 calls data to the Home Office as these are included in figures provided by the Metropolitan Police Service.

Figure 2: Police-recorded crimes per 1,000 population compared with England and Wales from 2010/11 to 2016/17

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 HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

Figure 3: Planned full-time equivalent (FTE) workforce as on 31 March from 2010 to 2021

Data from 2010 to 2017 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE figure. 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. Data from 2018 onwards are budget-based projections, therefore depending on a force's planning strategy may not include a projection for absences.

Due to the complex and continually evolving picture of workforce collaboration between 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 need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces and 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 are in many instances unconfirmed estimates provided to assist HMICFRS in our inspection programme and should not be seen as a concrete plan for the future workforce available for policing.

Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions from 2011/12 to 2016/17

These data were obtained from data collected by the Chartered Institute of Public Finance and Accountancy (CIPFA) for use in the HMICFRS Value for Money profiles (available from www.justiceinspectors.gov.uk/hmicfrs/our-work/value-for-money-inspections/value-for-money-profiles/#2016). The data define policing functions using the Police Objective Analysis categories.

We have made some adjustments to the original POA data in order to provide valid historical comparisons. For instance, in 2011/12 the POA category "Local policing" included the sub-category "local investigation and prisoner processing", however, from 2012/13 onwards this moved to the "Investigations" category. We have therefore removed "local investigation and prisoner processing" from the 2011/12 figure to provide a historical comparison and not create misleading percentage changes.

For the same reason above, for the 2011/12 "Investigations" figure we have included "local investigations and prisoner processing" for historical comparison.

Furthermore, in 2016/17 "Public Protection" became its own level two category, whereas in previous years it had been included as a sub-category under "Investigations". Therefore for historical comparisons, we have included public protection in "Investigations" for 2016/17.