PEEL: Police efficiency (including leadership) 2017

An inspection of Cleveland Police

Contents

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.

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[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 Cleveland Police's legitimacy inspection will be available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/cleveland/) 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/cleveland/.

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

2017/18	2020/21	Percentage change
£132m	£136m	+3%

Workforce

Planned change in officer numbers

2016/17	2020/21	Percentage change
1,283	1,280	0%

Planned change in total workforce

2016/17	2020/21	Percentage change
1,675	1,729	+3%

Calls for assistance

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

Cleveland Police	England and Wales force average
170	135

123 Recorded crime

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

2015/16	2016/17
86	91
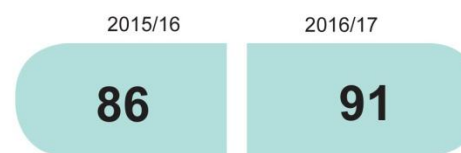
Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017

Cleveland Police	England and Wales force average
+6%	+11%

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[2]

●●●○ **Good**

Cleveland Police is judged to be good in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is the same as last year. The force has maintained a good understanding of demand; its use of resources to manage demand is judged to be good; and its planning for future demand is also assessed to be good.

Overall summary

How well does the force understand demand?

●●●○
Good

How well does the force use its resources?

●●●○
Good

How well is the force planning for the future?

●●●○
Good

Cleveland Police has a good understanding of demand for its services and continues to develop its understanding of demand that is less likely to be reported. The force is good at identifying and removing from its processes and systems inefficiencies that create demand. It has basic arrangements in place for ensuring that the benefits from its change programmes are realised. The force is good at listening to and receiving feedback from its workforce and involves them when implementing changes.

The force uses its resources well. It has a good understanding of the skills and capabilities it needs now and in the future, although it could do more to understand its current broader workforce skills and leadership skills. The force has some flexibility in how it prioritises and redistributes its workforce resources. Cleveland Police continues to collaborate well with other forces, partner agencies such as other

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

blue light services and local authorities, and its private sector providers.[3] It actively seeks other opportunities for collaboration and for examples of best practice from other forces, academics and independent reviews.

Cleveland Police is good at planning for the future and is further developing its understanding of future demand. The force's future plans are built on sound planning assumptions. It has a good record of making savings and it is implementing a plan for further savings. However, it would be difficult for the force to make rapid additional savings or to respond to further increases in demand without stopping a service. The force uses succession planning well and makes good use of external recruitment and young people's apprenticeships. Although it does not have a formal talent management programme, the force is doing some work to identify and nurture the talent of its existing workforce.

Areas for improvement

- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.

- The force should conduct a leadership skills audit that will allow it to understand leadership capacity and capability.

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[3] The force has long-established contracts with private sector providers for several services, such as call handling, human resources, training, information technology and custody.

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 Cleveland Police 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 Cleveland Police compared with England and Wales as a whole, from 2010/11 to 2016/17
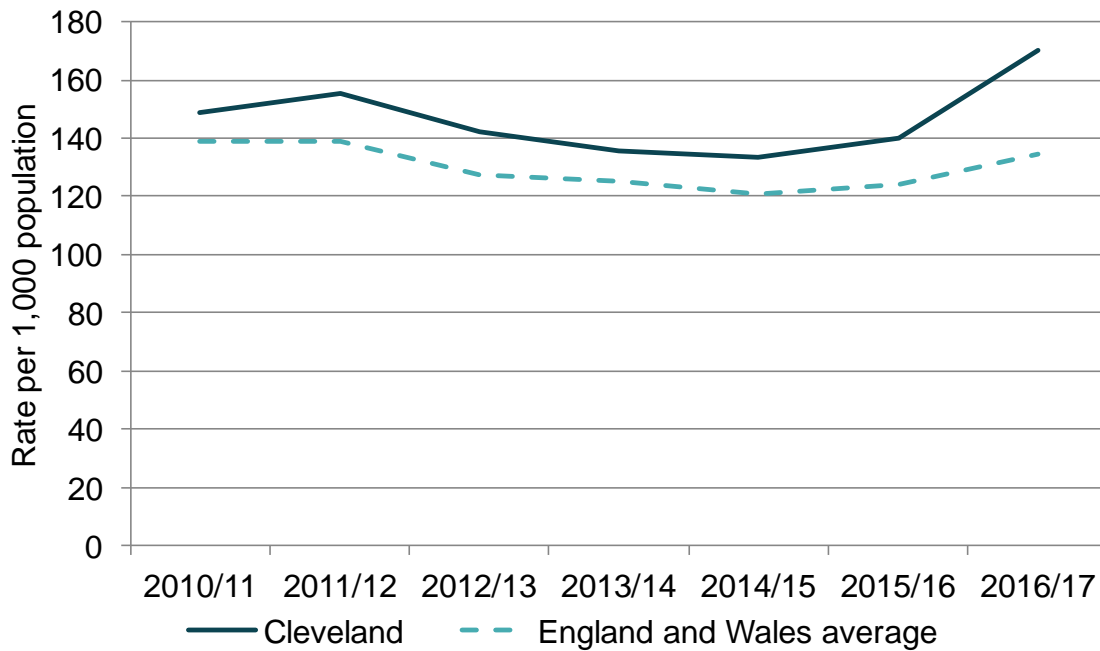
Cleveland Police recorded 170 999 calls per 1,000 population in 2016/17. This was higher than the England and Wales force average of 135. The rate has increased from the 149 calls per 1,000 population recorded in 2010/11 and increased since 2015/16 when the rate was 140 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in Cleveland Police compared with England and Wales from 2010/11 to 2016/17
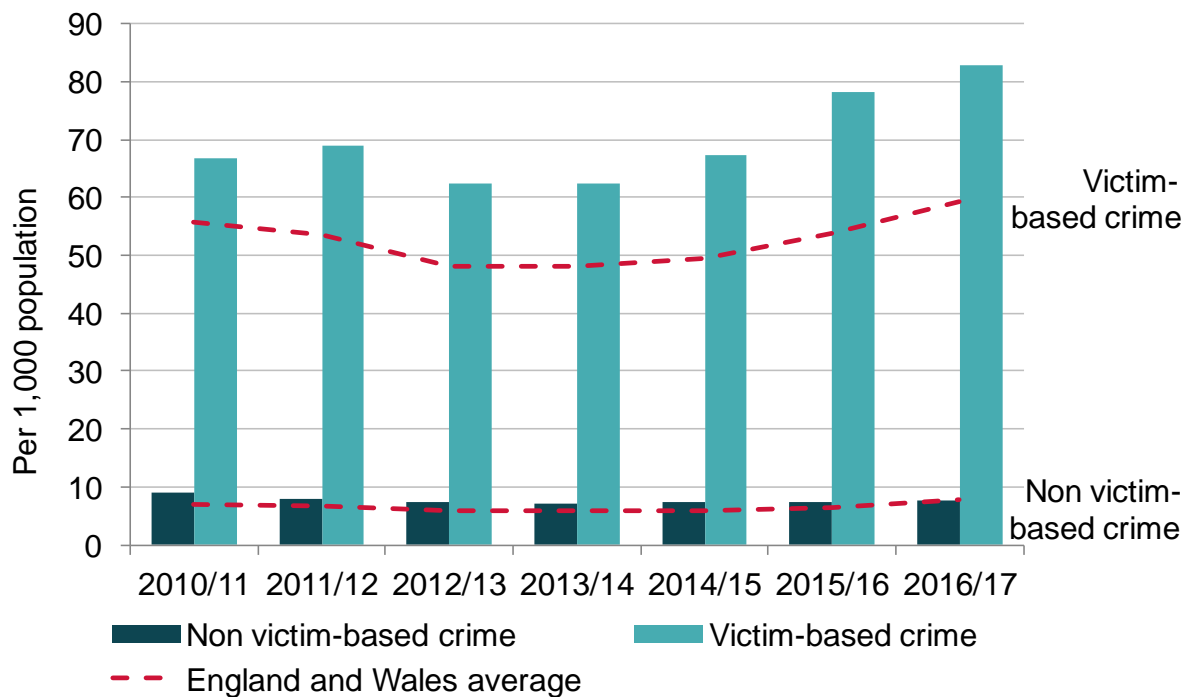
Victim-based crimes (those where there is likely to be a specific victim) include violence against the person, sexual offences, robbery and other theft, criminal damage and arson. All other crime is considered non victim-based.

The rate of victim-based crime per 1,000 population in Cleveland in 2016/17 was 82.8 crimes. This is higher than the rate in 2010/11 of 66.9 crimes. The rate of victim-based crime decreased between 2010/11 and 2013/14 to 62.3 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 Cleveland Police the rate of non victim-based crime per 1,000 population in 2016/17 (7.8 crimes) was similar to in 2010/11 (9.2 crimes). The rate of non victim-based crime per 1,000 population decreased to 7.0 crimes in 2013/14 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

Cleveland Police has a detailed understanding of demand, which it continues to develop. In HMICFRS' 2016 inspection we also found that the force had a detailed understanding of demand. The force has taken action to improve its understanding of demand, especially from people who are vulnerable. It changed its model for protecting vulnerable people in autumn 2016 and is investing additional resources in this area because of increasing demand. The force undertakes business change reviews to assess demand as part of its review processes. In May 2017 the force completed a review of the control room. This includes an assessment of the number of non-emergency calls to the force, including those that the force fails to answer immediately because all lines are busy, and the effect this has on members of the public making a repeat call or calling other lines. The force would benefit from improving its strategic understanding of repeat callers and how this informs its overall understanding of demand.

The force is working with Teesside University to develop its long-term vision which will include an understanding of Cleveland in 2030 and the needs of all public services. It does not yet have a clear understanding of the effect its preventative activities have on reducing demand.

More complex demand

The force continues to develop its strategic understanding of demand that is less likely to be reported, which is based on the type of crime, geographical areas and specific communities. The force is building good relationships with some of its communities which are vulnerable and seldom heard to gain their trust and increase their confidence in reporting crimes. It has raised the workforce's awareness of how to communicate with diverse communities through its Everyone Matters programme. The force's three-tier neighbourhood policing model deploys resources to the most vulnerable and deprived areas, which is likely to uncover further hidden demand. It has worked with the National Crime Agency and Border Force to improve its understanding of the foreign national offenders coming into the area, so that it can assess any individuals and new communities and the demand they may create for the force and its partner agencies.

How well does the force understand things that affect demand?

HMICFRS inspected how well Cleveland Police 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

Cleveland Police has good governance in place to ensure that the force is able to reduce demand from inefficient internal processes. The force's strategic change board provides the strategic direction and prioritisation of business change reviews to meet its Towards 2020 plan. The business change team has the skills and capabilities to review processes and identify and find solutions that eliminate inefficiencies by adapting the force's business processes. The workforce is able to provide feedback about processes that aren't working through workshops and through a change email facility.

The force has adequate processes in place to identify inefficient processes and systems. In HMICFRS' 2016 Efficiency inspection we found that the force was good at understanding the effect of inefficient processes and how they affect demand. The force identified inefficiencies in the quality of its data and the creation of duplicate records. Since then the force has improved its data quality through using an IT system to data match records, meaning that it has one primary record for anyone it holds intelligence on. Another process that those we spoke to identified as inefficient was the use of printed records from the Police National Computer; this information is now available electronically.

The force implemented three business change reviews in 2016 and is now undertaking post-implementation reviews. In addition, it has a programme of continuous improvement to identify minor improvements and is training people within local teams to implement these changes without relying on the central business change team. People within local teams will be designated as continuous improvement champions.

Cleveland Police prioritises efficiently when responding to demand. Staff have been trained to assess the risk in each call from the public to determine the most appropriate police response needed in each case. This prioritisation considers the threat, risk and harm to the person making the call or the victim, if it is a different person. Some incidents are dealt with over the phone, without deploying an officer. The force plans to survey members of the public who have had resolution of an incident over the phone in order to understand their satisfaction with this response. It does not attend some types of incident, such as retail crime and driving off without payment, unless specific circumstances are met. This is a joint approach with retailers encouraging them to work in partnership with the force to help prevent these incidents. Incidents that require an officer to be deployed are prioritised for response. The force prioritises sending officers to those calls that require an urgent or priority response. It has a trigger plan within the control room for managing demand at peak times, which ensures other force resources are made available to respond to incidents. We found that the trigger plan was used frequently some months, which the force has recognised as part of its continuing review of control room demand. The force is not always able to answer all of its non-emergency 101 calls (its abandonment rate). This means it is likely to be receiving duplicate calls when people cannot get through to the force with their first call. All 999 calls transfer to the nearest force if they cannot be answered by the force.

Cleveland Police has basic arrangements in place for ensuring that the benefits from its change programmes are realised. The force identifies the intended benefits as part of its project planning and reviews them subsequently through its post-implementation review process. At the time of our inspection, the force was reviewing the post-implementation benefits of its neighbourhood policing model, which it implemented during 2016. The benefits identified focus on improvement to processes and the effect on staff time (e.g. more time dedicated to problem-solving) rather than any outcomes that would be achieved, such as increased public satisfaction. The force's approach to realising the benefits from information communications and technology (ICT) projects is starting to focus on more than just improving ICT, including a more structured process to understand whether ICT has affected workforce behaviours and increased efficiency.

The force is working towards having a more structured approach to realising the benefits from change. It should consider benefit plans that include wider benefits to be achieved with a nominated person responsible for each plan and continuing assessment and review. The force should work with its ICT private sector provider to align benefits processes.

Leaders promoting innovative thinking

Cleveland Police is good at listening to and receiving feedback from its workforce. It has systems in place that allow its workforce to provide feedback and it involves them in ideas and when it implements change. In our 2016 efficiency inspection[4] we reported that the force seeks out new ideas, approaches and working practices, and that it encourages innovation from its workforce and harnesses the energy and ideas from the workforce in carrying out change. The force continues to do this with its workforce, who recognise the range of mechanisms through which feedback can be given, including 'ask the executive' on the intranet, change workshops and force surveys.

The force has recognised that workforce engagement in change has improved because they have been included in the change process. We heard inconsistent views from the workforce: some said that ideas had been implemented and others felt that their views about change and innovation would not be considered. Examples of innovations that have been suggested and implemented are the use of drones and the creation of police-specific site information for the force about chemical plants, oil refineries and crowded places in the area, in the event of the need for a police response to these premises. The force has recently introduced a scheme called 'Let's Innovate' through which the workforce can submit suggestions using the force intranet. It is planning to train continuous improvement champions within local policing areas to be part of the wider 'Let's Innovate' team. The force recognises that it could do more to give people credit for innovative ideas, in addition to its formal awards for other achievements.

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[4] *PEEL: Police efficiency 2016 – An inspection of Cleveland Police*, HMIC, 2016. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-cleveland/

Summary of findings

Good

Cleveland Police has a detailed understanding of demand, which it continues to develop. The force is developing its understanding of demand that is less likely to be reported, which is based on the type of crime, geographical areas and specific communities. It has good governance and adequate processes in place to identify and remove inefficiencies from its processes and systems.

The force is good at prioritising how it deals with different types of demand to ensure that it responds appropriately to each call for service. It has basic arrangements in place for ensuring that the benefits from its change programmes are realised. It is good at listening to and receiving feedback from its workforce and has systems in place that allow its workforce to provide feedback. The force involves its workforce in seeking new ideas and when implementing change.

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 Cleveland Police 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 2.5 FTE (0 percent) from 1,283 to 1,280. The number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Cleveland Police's planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021
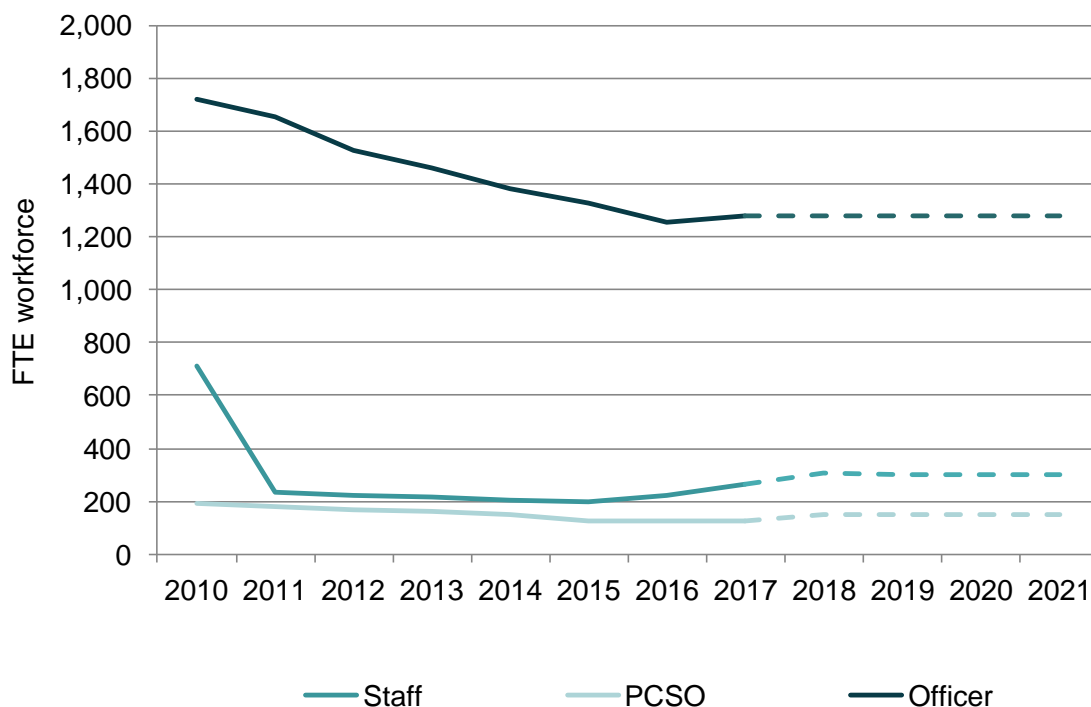
Source: Home Office Police workforce statistics and HMICFRS spring data collection

The number of staff working in Cleveland Police is projected to increase by 34.3 FTE (13 percent) from 267 to 301 by March 2021. Staff numbers across England and Wales, however, are projected to decrease by 3 percent. The number of PCSOs in Cleveland is projected to increase by 22.7 FTE (18 percent) from 125 to 148 over the same period, whereas, for England and Wales as a whole, PCSOs are projected to decrease by 7 percent.

Cleveland Police has a good understanding of the workforce skills and capabilities it needs now and in the future. The force has a people strategy and an annual workforce plan that is aligned with its financial and organisational plans. It has good governance in place and a workforce planning group that is linked with the force's Towards 2020 change board. When a change in the workforce skills profile is needed, departmental heads are required to submit a business case through the workforce planning meeting. The force evaluates which posts require warranted police powers when it considers changes to its workforce skills mix. The force's workforce skills profile cannot be changed without approval from the Towards 2020 change board.

Cleveland Police understands the operational skills of its workforce through its records of workforce training and accreditation. However, we found the force has not undertaken a skills and capability audit and therefore it has no understanding of the broader skills of its workforce. It relies on its performance development review (PDR) process to determine what skills the workforce has, but this process is not used

consistently and the information is not recorded in a way that allows the force to extract the information it requires. The workforce told us of skills they had which the force was not aware of, which included project management skills, other professional qualifications and speaking other languages. The force plans that its PDR process will collate this information, but this process is not being used well enough to provide a broader understanding of workforce skills.

The force is using recruitment and training to gain the future workforce skills it needs. It has advertised externally for posts including inspectors and above and has been successful in attracting officers from other forces. It is recruiting police staff investigators as part of its workforce modernisation, which will also address the shortage of trained detectives in the force. The force is also looking externally to recruit a head of professional standards, a post traditionally held by an experienced detective within the police service. The force's training plan provides a wide range of training, in addition to operational training, consistent with the force's priorities. It is also accessing external training for its PCSOs to build their capability for the future to be able to support its troubled families[5] approach. Teesside University is helping the force to address its skills gap and is working with the force to provide an evidence-based policing clinic, which draws on the skills and experience of research students to identify what works when considering what action to take in a specific situation.

Cleveland Police has responded well to an area we identified for improvement in HMICFRS' 2016 Efficiency inspection about the significant number of officers in temporary acting positions. The force now has a process in place to monitor temporary promotions. Through its more recent promotion process, it has permanently appointed several officers who had been in temporary positions. The force is still holding some temporary posts to provide it with some flexibility, particularly for sergeant and inspector ranks, because it is undertaking a review of its management structure, which is likely to result in fewer management roles within the force.

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[5] 'Troubled families' is a programme of targeted intervention for families with multiple problems, including crime, anti-social behaviour, mental health problems, domestic abuse and unemployment. Local authorities identify 'troubled families' in their area and usually assign a key worker to act as a single point of contact. Central government pays local authorities by results for each family they 'turn around'.

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

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

Cleveland Police understands the type of leadership skills and behaviours it needs now and in the future. The force consulted with its workforce in its Everyone Matters programme and 70 supervisors and managers have described their present and future leadership priorities. Along with a range of information from the force's Everyone Matters programme and human resources and professional standards information, this has identified some consistent themes. Although the workforce feel confident in leading operational tasks, problem-solving and using ethical decision-making, they were less confident about leading and developing people, being aware of others' emotions and feelings, and taking action with poor performance or inappropriate behaviour.

The force is developing its understanding of the leadership skills it has now. It relies on its PDR process to record these skills, but this process is not used consistently and the information is not recorded in a way that allows the force to extract the information it requires. In the absence of this information, the force is relying on the information it has about the skills it thinks it needs rather than the skills it has recorded.

Cleveland Police is using training to gain the leadership skills it needs, despite not having a full understanding of its gaps in leadership skills. The force's training programme provides specific leadership training, such as advanced leadership and strategic management, a senior leadership programme with different modules, and supervisor development days that cover leadership. All officers wanting to apply for promotion can attend a leadership development day, which includes personality profiling. Personality profiling is also offered to police staff as part of personal development. Superintendents can attend the College of Policing's leadership programme. Further training to address the needs identified by the initial research includes: challenging conversations, leadership with a coaching style, and the 'reflect' programme, which is aimed at providing support to officers who have been unsuccessful in the inspectors promotion process.

The force is using its promotion process to appoint those people who display the leadership skills it needs as well as the operational skills required. However, it is not yet able to match leadership skills to those that it needs through an evidence-based posting approach that considers the leadership skills a person already has, their desire to develop their skills in line with the needs of the force and the mix of personality types within its leadership teams.

How well does the force allocate resources?

HMICFRS inspected how well Cleveland Police 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 Cleveland Police from 2011/12 to 2016/17
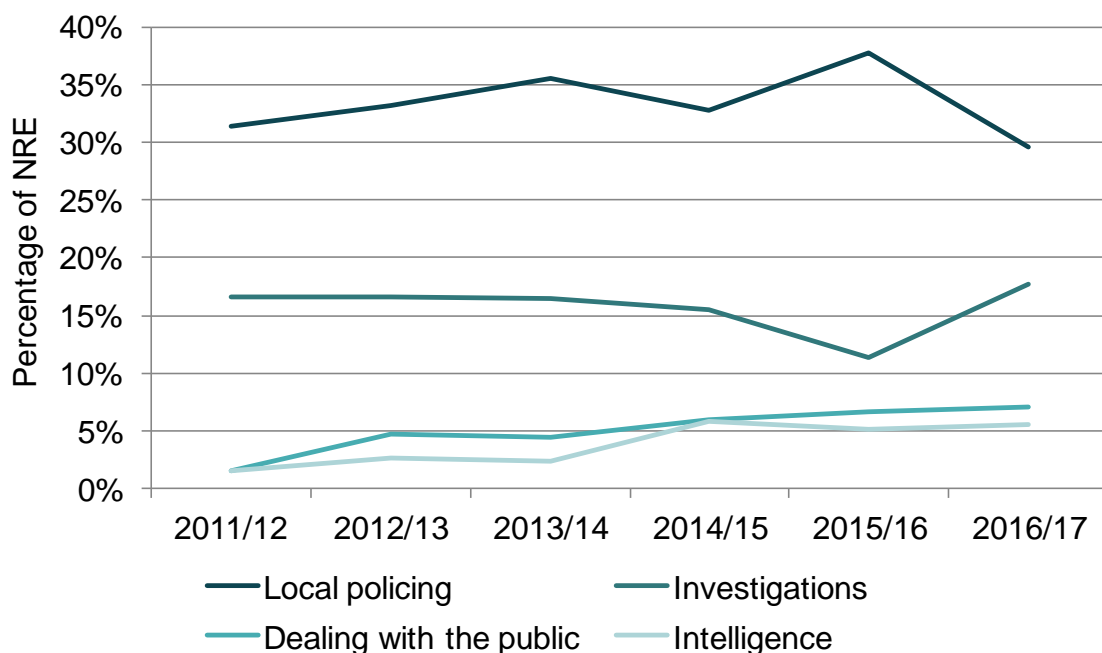
Source: Chartered Institute of Public Finance and Accountancy (CIPFA)
Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.

In Cleveland, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 31 percent in 2011/12 to 30 percent in 2016/17. Estimated expenditure on investigation is similar to 2011/12 at 17 percent, expenditure on dealing with the public has increased from 1 percent to 7 percent and expenditure on intelligence has increased from 1 percent to 6 percent from 2011/12 to 2016/17.

Prioritisation and cost

The approach Cleveland Police takes to prioritise its activities is informed by national requirements and public expectations. The force's Towards 2020 – Our Plan for the Future[6] is aligned with the priorities of the police and crime commissioner and the force's strategic assessment outlines the specific priority areas for the force. The force's Towards 2020 change board ensures an overview of change, HR and finance so that the force's money is used for the priorities identified.

The force has some flexibility in how it prioritises and redistributes resources and how they are deployed. However, this flexibility is becoming increasingly difficult because of the number of historical investigations it faces and an inability to be any more flexible within its finance and resourcing levels. The force redistributes resources in several ways. Its business change reviews assess the work undertaken in a unit to determine the resources required. Daily pacesetter meetings allocate resources in a more dynamic way and resources are re-prioritised for a fixed time to deal with short-term peaks in demand in a certain area. The force's demand modelling tool provides an indication of relative levels of resourcing and demand and allows the force to assess the effect of moving resources.

Investment

The force is making sensible decisions about what it invests in. It has planned a range of investments, including the new force headquarters (the Cleveland Community Safety Hub), upgrades to some force buildings and joint working facilities with other community partners. The force plans to spend £1m over four years to replace information technology equipment, as well as more general equipment, in order to meet operational requirements. It is investing in its information technology and plans to spend £6.46m over four years to make the transition from Airwave to the Emergency Services Network and to enable smarter working for the front line. It plans to spend £3.28m on vehicle fleet replacement over four years to optimise fleet efficiency and reduce its carbon footprint.

How well does the force work with others?

HMICFRS inspected how well Cleveland Police 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.

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[6] Towards 2020 – Our plan for the future, Cleveland Police, 2015. Available from: www.cleveland.police.uk/about-us/Towards2020.aspx

How the force works with other organisations and other forces

Cleveland Police continues to work well with other forces, partner agencies and its private sector providers. It works with others at regional and local levels and across services such as counter terrorism, police air service, regional crime, and organised crime. Collaborations with neighbouring forces include specialist operations, firearms training and a forensic fingerprint bureau. More recently, Cleveland Police has joined a collaboration of seven forces in the north east of England which provides opportunities for joint working among these forces. The force continues to work with Cleveland Fire Brigade to collaborate in the use of estate, fleet and training facilities.

The force is doing some work to mitigate the effect of reducing resources in partner agencies, although this is generally reactive. It continues to work well with partners in managing demand, for example through its mental health triage car, the work of street pastors, and the recent pilot of a mental health nurse in the control room to triage calls when there is concern about a person's mental health. The force is co-locating neighbourhoods policing teams with the local authority community safety teams within Hartlepool to manage demand more efficiently in recognition of reducing partner resources.

Cleveland Police continues to collaborate with private sector providers for its control room, some of its enabling services and for custody. The force is planning for when the contract with one of these providers ends in 2020. This provider currently provides control room, HR, training, learning and development, IT and transactional services (e.g. payroll). The force intends to make a decision about the contract during this financial year to allow both the force and the provider time to plan for the future.

The benefits of joint working

The force continues to take a proactive, wide-ranging and well-structured approach to considering options for collaboration. It has a written strategic intent for collaboration, which demonstrates its commitment to working in collaboration with others. The force's rationale for collaboration considers whether the service needs to be provided locally; if the management of risk, threat and demand can be improved by working with others; and whether collaboration is a more efficient option, also recognising that collaboration brings the benefits of additional skills and experience. The force has an established track record of saving £10m per annum from collaboration projects. However, benefit assessments have not yet been carried out as part of a post-implementation review, so an assessment of the wider benefits of collaborative working is limited.

Cleveland Police assessed the benefits of collaboration in its scientific support arrangements. It found that some of the benefits relied on technology that could not be exploited because of its cost. There have also been changes in statutory

requirements for the accreditation of officers to do forensic work, which increases costs. The force is now looking at other options for collaboration in this service.

The force has strong governance arrangements for all of the services it has outsourced. It manages the performance and contracts associated with outsourced services well, which allows the benefits to be seen and problems to be raised with an agreed resolution. The force has a team whose role is to manage the performance framework of the contracts it has in place (managing service specifications, quality outcomes, performance indicators and reviewing action logs based on service issues identified). The head of change chairs a monthly joint performance meeting, which informs the joint performance management board.

Leadership driving innovation

Leaders in Cleveland Police actively seek out best practice and improved working practice from other forces, academics and independent reviews. The force commissioned an independent review of its professional standards department. It requested an HMICFRS child protection inspection after implementing its new model for protecting vulnerable people to provide assurance on the model. The subsequent HMICFRS child protection inspection report is available on our website.[7] The force also considered other forces' approaches in its review of its control room function.

The force has set up an evidence-based practice clinic in collaboration with Teesside University, which will provide officers with the knowledge of what works, based on research or other forces or organisations. Cleveland Police makes good use of innovation in IT, such as developing its iMaps system for officers to use on their handheld devices as well as in-house development of the force's resource modelling tool. The force is changing to cloud-based electronic information storage, which is more efficient because the force only pays for the space it uses. It is planning to move away from using desk-based computers for office-based personnel to fully using mobile technology from 2018 as part of its IT strategy.

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[7] *National Child Protection Inspections – An inspection of Cleveland Police*, HMICFRS, 2017. Available from: www.justiceinspectorates.gov.uk/hmicfrs/publications/cleveland-national-child-protection-inspection/

Summary of findings

Good

Cleveland Police has a good understanding of the skills and capabilities it needs in its workforce and leadership, now and in the future. It is making good use of external recruitment, promotion processes and training to develop these skills further, although the force could do more to understand the broader skills and leadership skills the workforce has now. The force has some flexibility in how it prioritises and redistributes its workforce resources with the required skills, allowing flexibility in the deployment of resources.

The force's approach to prioritising its activities is informed by national requirements and public expectations. The force is making sensible decisions about what it invests in. It continues to work well with other forces, partner agencies and its private sector providers and takes a proactive, wide-ranging and well-structured approach to considering options for collaboration. Cleveland Police actively seeks out best practice and improved working practices from other forces, academics and independent reviews.

Areas for improvement

- The force should undertake appropriate activities to fully understand its workforce's capabilities, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.

- The force should conduct a leadership skills audit that will allow it to understand leadership capacity and capability.

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 Cleveland Police 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

Cleveland Police continues to develop its understanding of future demand. The force already considers local deprivation indicators and potential changes in victims, offenders and locations of crime and incidents to help it understand changes and trends. Through its own analysis it has also increased its understanding in a small number of high-profile areas such as foreign national offenders. The force is working with Teesside University on its Vision for 2030 to determine what demand may involve by 2030. This work is also helping the force to understand partner data to provide a fuller picture of demand and how to address problems jointly. These problems include health inequalities, low paid jobs, low levels of academic attainment, dependency on drugs or alcohol, high levels of crime and antisocial behaviour, high numbers of looked after children and high levels of child poverty. These characteristics are symptoms of Teesside having some of the most deprived wards in the country. The force should use this information to develop its understanding of the requirements for its future operating model.

Future considerations

Cleveland Police has taken positive steps to understand what services the public feel they might want in the future. The force consulted the public about the structure of its new operating model before it was implemented. In addition, the force has consulted with its communities, including those seldom heard, about how the force provides its services, such as increasing officer knowledge of community and culture, improving how officers interact with communities and the effect of negative interaction. During our inspection, the force was also seeking feedback from the public through an online survey about how they want to contact the police. The initial findings of this survey indicate that local communities still want to be able to contact the police by

phone. Through its work with Teesside University, the force is working with partners to consider what service provision in Teesside may involve in future. This includes responding to the indicators identified, such as health inequalities, deprivation and unemployment (where people are in work but in low paid and zero hours contracts), and recognising some of these as drivers of crime.

The force makes good use of changes in technology and has good IT governance in place. Its digital working group prioritises the IT changes for the force, which are implemented with support of its private sector provider. The force is already on its second generation of mobile devices. It has also further developed its iMaps software, which provides geographical mapping of information to provide officers with an understanding of what is happening in their local area. Using a risk-based approach, the force plans to move some force applications to cloud-based storage. There are further plans for information, communications and technology (ICT) developments as part of the force's digitisation programme, which include public contact (focused on improving digital contact and interaction with the public); digital investigation and intelligence (focused on improving digital skills and knowledge and capabilities in order to deal with the changing nature of crime); and digital first (focused on providing digital case file solutions and streamlining the digital criminal justice system). The force also recognises that its ICT strategy will also be influenced by collaborations with other forces and agencies.

Cleveland Police has prioritised the areas in which it will consider future collaborations with other forces and partner agencies. It has formal plans for future collaborations, a mature and developing relationship with Cleveland Fire Brigade, a mental health worker in the control room and a partnership with Teesside University to develop evidence-based policing.

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

HMICFRS inspected how well Cleveland Police 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

Cleveland Police has succession plans for filling future vacancies and, although there is no talent management programme, we found that the force is doing some work to identify and nurture the talent of its existing workforce. The force has succession plans for departmental heads and uses HR advisers to identify how posts for future leaders will be filled. When new skills are required or if there is a change in the workforce profile (e.g. a change in the level of posts required or conversion of a police officer post to a police staff post), approval is required through the force's workforce planning meeting and final approval through its Towards 2020 change

board. The force does not have a talent management programme or career pathways to allow for specialisation in leadership development or lateral development for police officers and staff. It has been unable to fill all its vacancies at inspector level, even through advertising externally, and it is trialling a more structured approach to providing temporary opportunities to candidates who were deselected from the recruitment process at various stages. This aims to create a fair and open process to provide long-term temporary or acting opportunities to the next rank. Each individual is supported with a personal development plan to prepare them for promotion.

Recruitment

Cleveland Police continues to seek talent from outside the organisation. The force has consistently advertised its senior leaders and management posts externally and has recruited officers from other forces. It has signed up to the national Direct Entry scheme 'fast track to inspector' programme,[8] but did not have anyone on this programme at the time of our inspection. It is also looking externally to recruit a head of professional standards as a member of police staff, a post traditionally held by an experienced detective within the police service. The force is making good use of workforce modernisation for posts where police powers are not required; it has recruited six police staff investigators to start on an accreditation programme in January 2018.

The force already makes good use of young people's apprenticeships and develops these apprentices within different areas of the force. It is adopting an apprenticeship framework in line with the government's plans for the expansion of apprenticeships to include all sectors and employers from May 2018. It is expected that the introduction of the constable standard in the apprenticeship scheme will mean a fundamental change to how training is provided for this role and will open up new entry routes into the police service. How officers enter the police service and are promoted will change in the future. Officers will be able to obtain educational qualifications that align with the skills and professionalism required to do their job. The apprenticeship framework is also intended to cover police staff roles, including PCSOs, contact centre staff, and serious and complex crime investigators.

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[8] For more information about College of Policing leadership programmes, see: http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Cleveland Police'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

Cleveland Police's plans are built on sound planning assumptions and are subject to informed challenge through the force and PCC's governance arrangements and from auditors. The force's financial plans are integrated with its workforce and information communications and technology plans. The force has considered the risk of external factors and has included contingencies to guard against the volatility of budgets and potential changes. Several scenarios have been considered, such as if there are changes in the government grant or increases in pay awards. The plans recognise the significant savings to be made beyond 2017/18. However, the capacity of the force to absorb further unexpected costs and pressures is limited. The force's future financial plans have little room for movement in police numbers and recognise that the force would need to stop providing a service to achieve future savings. The reserves held by the office of the police and crime commissioner are sufficient and there are plans to use them to pay for additional officers and staff within neighbourhoods teams in future.

The force made the biggest changes in its operating model when it moved to a borderless policing model in 2014 and it has implemented further changes during 2016/17. Its recent changes are being reviewed and there are further continuing reviews of departments. The force continues to make improvements through its change reviews of processes and ways of working. It also continues to collaborate where possible to make further efficiencies.

Savings

Cleveland Police has a good track record of making savings, especially during the period 2010–2015. The force has made prudent assumptions about how to save the further £5.2m that will be needed in its long-term financial plan. These savings will be split 50/50 between pay and non-pay budgets. Its change reviews have enabled the force to meet its savings targets so far. Further business change reviews are planned, including a review of management structures and workforce modernisation, during the course of the long-term financial plan. The force plans to continue to seek £2m of savings per annum on its private sector provider contract and is investing in infrastructure to make savings in the future, including reducing the size of its estate and restructuring its vehicle fleet. Although the force is on track to meet its planned savings, it reports that it would be difficult to make rapid additional savings (whether as a result of reduced funding or increased demand).

Summary of findings

Good

Cleveland Police is developing its understanding of future demand. The force has taken positive steps to understand the public's views about what services they are likely to want in the future. It has plans to make good use of changes in technology. The force uses succession planning to fill future vacancies. Although there is no talent management programme in place, we found that the force is doing some work to identify and nurture the talent of its existing workforce.

The force continues to look externally to recruit talent into the organisation and makes good use of young people's apprenticeships. It has consistently advertised its senior leaders and management posts externally and has recruited officers from other forces.

The force's future plans are built on sound planning assumptions and are subject to informed challenge. Cleveland Police has a good track record of making savings and is on track to make further planned savings. However, it would be difficult for the force to make any rapid additional savings without stopping a service.

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.justiceinspectorates.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.[9] 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).

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[9] 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.justiceinspectorates.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.