

PEEL: Police efficiency (including leadership) 2017

An inspection of Devon and Cornwall Police



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 Devon and Cornwall Police's legitimacy inspection will be available on our website (www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2017/devon-and-cornwall/) 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.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2016/devon-and-cornwall/.

More information on how we inspect and grade forces as part of this wide-ranging inspection is available on our website (www.justiceinspectors.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

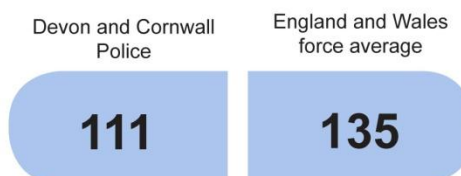


Planned change in total workforce



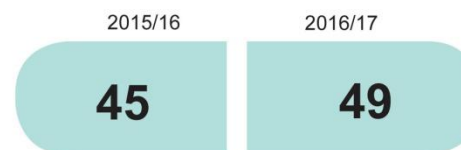
Calls for assistance

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



Devon and Cornwall Police 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 on last year. The force’s understanding of demand is judged to require improvement; 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?



How well does the force use its resources?



How well is the force planning for the future?



Devon and Cornwall Police is an efficient police force, but it still has work to do to improve further. Over the past year, the force has worked hard to achieve a much better understanding of the demand for its services placed upon it by the public, and also of demand created internally. It is now in a strong position to move to the next phase of its alliance with Dorset Police and introduce a new service model intended to transform how both forces operate. However, it faces continuing performance pressures within its call handling function. These pressures need addressing to ensure that it provides a good service to people wanting to contact the police.

The force has a good understanding of its overall capabilities, but needs to understand better, and make best use of, the skills and leadership potential of its workforce. It has clear investment plans, aligned with the police and crime plan, focusing on the benefits that a structured use of new technology can bring to the public and the force. It has an excellent record in partnership working, with a clear

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

focus on the potential benefits. Its willingness to seek and implement new ideas from both within and outside the force is noteworthy.

The force's understanding of the future demand for its services that it is likely to face is developing well. To make the most of its plans for the future use of technology, the force knows it needs to address some current inefficiencies in its systems and processes. Similarly, there is a recognition that the force does not yet have a clear picture of its future leadership needs. However, the strengths of its existing change programme indicate that the ambitious scale of the force's plans is achievable, both in the organisational ability to manage change, and in the force's sound financial position.

Areas for improvement

- The force needs to improve its call-handling systems and processes to ensure that service quality remains at acceptable levels and crime-recording standards are adhered to.
- The force should conduct a 'whole force' leadership and skills audit that will allow it to understand leadership capacity and capability better. This should help to inform the force's succession planning with regards to its future leadership requirements.

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.

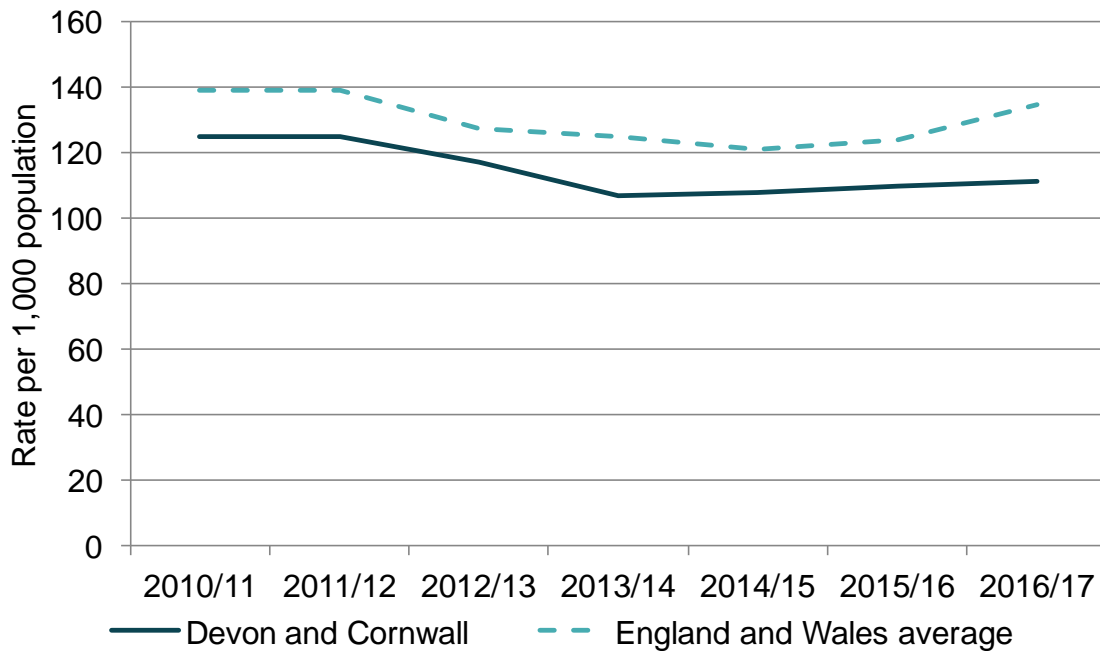
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond 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 Devon and Cornwall 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.

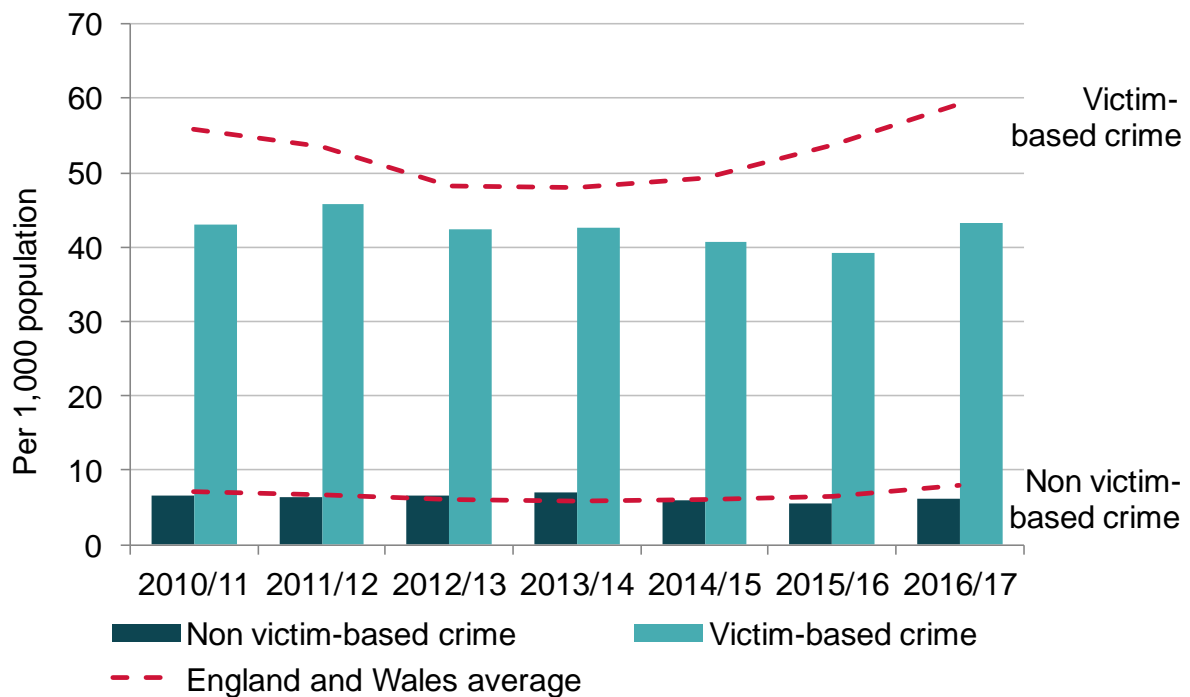
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Devon and Cornwall Police compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Devon and Cornwall Police recorded 111 999 calls per 1,000 population in 2016/17. This was lower than the England and Wales force average of 135. The rate has decreased from the 125 calls per 1,000 population recorded in 2010/11, however, it has increased since 2015/16 when the rate was 110 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in Devon and Cornwall Police 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 Devon and Cornwall in 2016/17 was 43.2 crimes. This is similar to the rate in 2010/11 of 42.9 crimes. The rate of victim-based crime decreased between 2010/11 and 2015/16 to 39.2 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 Devon and Cornwall Police the rate of non victim-based crime per 1,000 population in 2016/17 (6.2 crimes) was similar to 2010/11 (6.6 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

The force has a good understanding of demand, having developed its own demand assessment framework based on proven methodology adopted from Dorset Police. Using its own data and data from partner agencies, such as health and social services and local councils, the force has conducted in-depth studies. This work has been effective in tracking the level of service the force provides to the public, seasonal trends in offending, changing patterns of crime and anti-social behaviour, and fluctuations in calls for service (999/101 contact). The force has categorised the demand placed on its service, which includes: public demand (contact from members of the public in need of police services); protective demand (time and resources dedicated to investigating crime and other incidents, as well as supporting victims); and internal demand (demand generated as a consequence of the force's own internal processes and activity). Devon and Cornwall Police has made most progress in terms of its understanding in public demand, through such services as 999 or 101. This is relatively easier to quantify and is more susceptible to trend analysis than other forms of demand.

Devon and Cornwall Police is working with Dorset Police to improve its understanding of demand across both forces. For several years, the forces have worked in an alliance³ and have now begun a far-reaching change programme

³ As part of Devon and Cornwall Police and Dorset Police's strategic alliance over 30 separate business cases for combining resources (such as force operations or human resources) have been agreed or implemented. The PRISM change programme aims to redesign their operating models and move towards more efficient and effective provision of policing and support services using single processes across all three counties. Both forces have advanced plans to trial aspects of the intended operating model through operational business design (OBD) work in Dorset Police and a summer

(PRISM)⁴ designed to create a single service delivery structure by 2020/21. The PRISM programme has four priorities: integration and expansion; connectivity through IT and processes; prevention; and demand management and capability. Resources have been committed by both forces to PRISM, with nine distinct work streams in place to implement all the planned change: victims and witnesses; lead employer; digitalisation; workforce; integrated services; demand management; contact; prevention and partnership development; and strategic alliance (business cases already agreed or implemented). As one of the main work streams, demand management will be central to determining how services are designed to meet future organisational, service and financial requirements.

Devon and Cornwall Police has a good understanding of protective demand (time and resources dedicated to investigating crime and other incidents, as well as supporting victims) and an appreciation of the resources required for different types of investigations. Some of the most frequently reported crimes, such as shoplifting, can be concluded relatively rapidly due to the level of investigation required. Other allegations, such as sexual assaults or child abuse, require far more time and resources, particularly if the victim is vulnerable and specialist expertise must be brought in from other organisations. The force uses predictive analysis to establish future demand as well as quantifying current demand. This is helping the force to align its resources to the areas where they are most needed. The force is recruiting both police officers and staff, in part to boost its investigative capabilities, and through workforce planning procedures is deploying staff into areas of operational pressure, including the investigation of rape and other sexual offences.

The force has a good understanding of the causes of internal demand. Internal demand can be described as demand caused by the internal environment of an organisation and refers to events, people, systems, processes, structures and conditions that are in the main under its control. Examples include transactional demand (internal calls and requests for service from one department to another) and conventional demand (briefings and analysis necessary to run the organisation). The force response to addressing internal demand has been managed through the policing the demand board (chaired by the assistant chief constable responsible for demand) and has focused on initiatives that seek to reduce internal demand, such as transporting detained persons more efficiently. The workforce has been encouraged to contribute to reducing internal demand and some of the suggestions for improvement have been put in place by operational staff seconded to work on specific projects.

policing initiative in Devon and Cornwall. The integrated services design (ISD) programme of PRISM is currently designing and developing the future joint operating model for both forces.

⁴ PRISM is the name of the portfolio of change across policing in Cornwall, Devon and Dorset. PRISM stands for policing response, investigation, and safeguarding model.

More complex demand

The force has made good progress in its understanding of hidden demand. Hidden demand can be considered as the time and resources allocated to a task which is difficult to quantify, particularly those more serious crimes that often go unreported (such as domestic abuse and abuse of the elderly) but which cause considerable harm within communities. In HMICFRS' 2016 efficiency inspection, how the force develops its understanding of hidden demand was identified as an area for improvement. Since then, the force has developed a much better understanding of the hidden demand that it faces, both from undertaking more detailed analysis of existing and likely future demand and also from raising workforce awareness of the signs of the type of crimes that cause hidden demand.

The force shares its data analysis with local councils to produce strategic assessments for Devon and Cornwall. A series of local organised crime profiles (covering areas such as modern slavery and cyber-crime) have been produced to provide the police and other agencies with detailed information about the activities of organised crime groups. Sharing data means that further information about certain types of crime, which might not be frequently reported to the police, may be revealed. Additional training has been given to staff in the control room to help them identify types of hidden demand (such as child vulnerability) when receiving calls, by being aware of the warning signs and asking appropriate questions to draw out information that might not otherwise be offered. The force has joint operational and strategic governance mechanisms in place (such as MARAC⁵ meetings to address domestic abuse, and multi-agency safeguarding hubs, in which different organisations work together to protect vulnerable people) to manage the consequences of hidden demand. These developments have had a number of operational benefits, including a greater understanding of the links between online abuse, missing persons and child sexual exploitation.

How well does the force understand things that affect demand?

HMICFRS inspected how well Devon and Cornwall 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.

⁵ Multi-agency risk assessment conference(s) are local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

Managing, prioritising and filtering demand

The force has good governance processes in place to monitor performance and deployment of resources in response to identified problems. The performance and analysis department routinely gathers and reviews organisational data, including demand for the force's services, and its relative performance (including outputs and end results). Findings are reviewed at departmental and force levels, and are overseen and managed by chief officers. Matters such as police response times, trends in demand patterns and workload distribution are assessed, so that the force can deploy its resources to address short-term demand fluctuations and adjust its operating procedures to provide a better service. For example, the force has operational plans to increase policing resources and introduce new functions (such as taking statements by phone) in Cornwall during the summer of 2017, giving the force greater resilience at a time of peak demand.

The force has good processes for eliminating inefficient procedures from the services it provides to the public. The existing alliance change programme has successfully brought together into single structures a number of support functions across the two forces, by redesigning how the functions work, combining resources and saving money. Separately, the policing the demand board has managed several improvement projects (such as streamlining the initial response to standard risk missing persons and working with other agencies to provide a more suitable response to calls from vulnerable elderly persons) that have produced operational and organisational benefits. The management of demand and the resources required to resolve incidents or conclude investigations have been re-evaluated, with greater use of telephone investigation and centralised management of crime in geographical hubs.

The force is inadvertently suppressing some demand within the control room. While we found no problems with the force's handling of 999 calls, it is experiencing some difficulties with answering 101 calls and secondary call handling. Call handlers use a risk assessment method called THRIVE.⁶ In most cases, the initial 101 call is answered within target response times (30 seconds), but the number of 101 calls not answered increased in the first half of 2017. After the call has been answered and assessed, higher-priority callers are dealt with quickly, but lower-priority callers are referred to other call handlers, either to have an allegation of crime recorded or for another form of incident resolution. Call waiting periods for these secondary callers can become unacceptably long, causing over 20 percent of callers to discontinue their call. The callers are not given the option of being called back at less busy times and although a recorded message provides the caller with alternative options (such

⁶ The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

as the force website or use of email) the force does not know how many callers were successfully diverted to use other options or how many were lost calls. Importantly, the force does not know how many crimes go unreported because of these delays. This is worrying as, in 2016, HMICFRS inspected the force's crime recording processes and found them to be inadequate. However, the force has responded constructively, with significant leadership and organisational resources allocated to its response plan. HMICFRS has monitored the plan and notes the progress made to date. We will report on how effective the force response has been.

The force is aware of these problems and work is under way to improve the situation. The control room is going through a period of change, with new shift patterns, new contract terms for some staff and technical problems with IT systems. However, when considered in conjunction with longer-term trend data, problems found in previous HMICFRS inspections, feedback from officers and staff, and some structural IT problems caused by incompatible systems, there is evidence that the control room is subject to recurring performance pressures that are suppressing demand and these need to be addressed. We will continue to monitor the force response to the problems we found as well as the performance of the call handling function.

The force is good at ensuring that benefits from change programmes are realised and unintended consequences are avoided. The strategic alliance change programme, which manages the transition of certain services from Devon and Cornwall Police to a combined function with Dorset Police, has effective risk management and benefits realisation procedures. At the time of our inspection, total savings of over £12m had been achieved by the strategic alliance, with approximately £8m saved by Devon and Cornwall Police.

Some officers and staff told us that the change activity has taken longer than expected in parts of the force, creating uncertainty and additional work. The force accepts that applying the same methodology to all strategic alliance business cases, regardless of size, has meant that delays have occurred, and that a more flexible approach should be taken in future to simplify the process. As part of the change process, the force employs a cultural change specialist to manage the effect on the workforce and minimise organisational disruption. The risk management and benefits realisation processes have helped to implement the change programme to date, and will be used to support the PRISM programme in the future.

Leaders promoting innovative thinking

We found that ideas from the workforce in shaping the future of how the force operates are welcomed. Forums such as the 'discussion board' and the 'rumour mill' provide a direct line of communication between the workforce and the force's executive team, actively encouraging suggestions to inform the change programmes with responses provided by senior officers and department heads. Workshops are

held to solicit the views of transferee officers on what works well (or not) compared with their previous force, and to identify tasks (such as dealing with missing persons and custody healthcare options) for improvement.

It is clear that the transition of in-force activities to form part of the strategic alliance with Dorset Police is occurring, with officers and staff who will be working in the new joint unit involved in the design of the joint working arrangements. Frontline staff have become involved in the development of digital apps, designed to provide access to information on their personal-issue mobile data tablets. We also found examples of local officers putting forward suggestions to improve the working environment. For example, a manager had responded positively to a staff proposal and arranged for double computer screens to be introduced in the CID offices in Bodmin police station, to support detectives who required access to multiple documents in the course of investigations.

Summary of findings



Requires improvement

Devon and Cornwall Police has a good understanding of the broad range of demand for its services. It has developed a demand assessment framework that enables it to conduct effective business analysis and informs resourcing decisions. The focus on becoming more efficient and the involvement of staff who can suggest change is welcomed. The force is moving towards much closer working with Dorset Police and is well placed to make progress in assessing and prioritising demand across the strategic alliance in support of the joint change programme. However, the effectiveness of the force control room, a critical area that affects overall force demand and performance, needs to improve. Short-term and long-term problems need addressing so that the service provided to the public remains at acceptable levels.

Area for improvement

- The force needs to improve its call-handling systems and processes to ensure that service quality remains at acceptable levels and crime-recording standards are adhered to.

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.

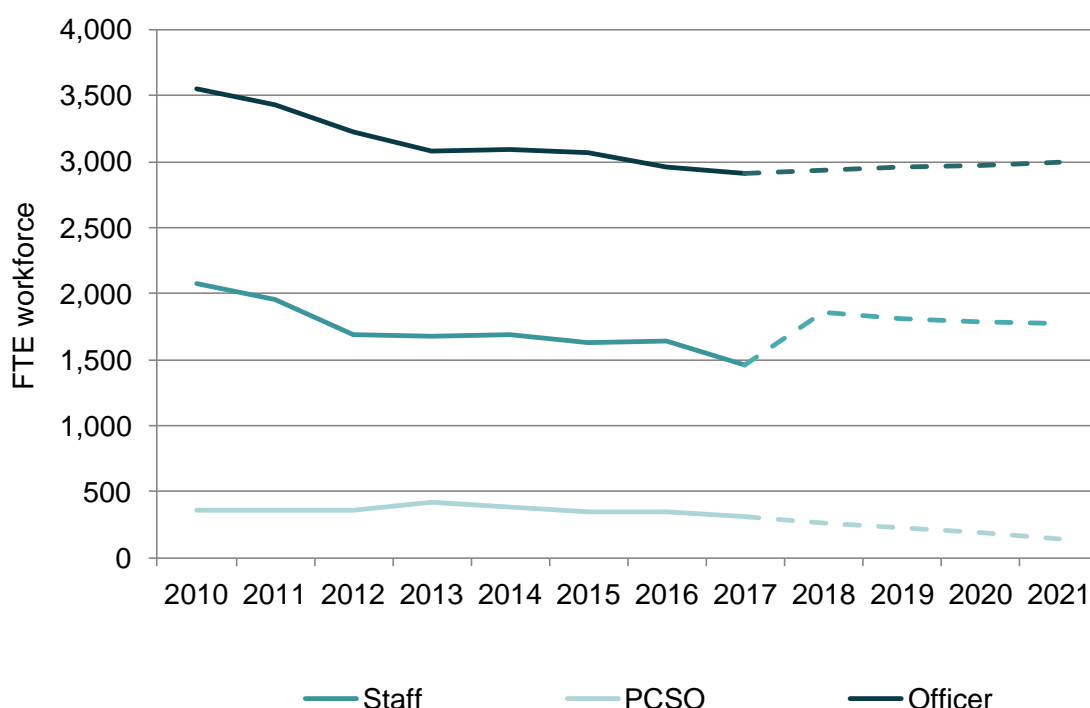
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well Devon and Cornwall 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 increase by 85.8 FTE (3 percent) from 2,914 to 3,000. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Devon and Cornwall 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 Devon and Cornwall Police is projected to increase by 313.7 FTE (21 percent) from 1,465 to 1,779 between March 2017 and March 2021. Staff numbers across England and Wales, however, are projected to decrease by 2 percent. The number of PCSOs in Devon and Cornwall is projected to decrease by 166.3 FTE (53 percent) from 311 to 145 over the same period, whereas, for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent. The force has not reduced its PCSO establishment of 360 since the spending review of 2010, unlike most other forces. It now plans to reduce PCSO numbers to about 150 by 2020 and use them differently in a new local policing model.

The force has a good understanding of what skills it needs in the workforce as a whole. The force has produced a capability assessment, in conjunction with its demand assessment, to help it understand the type and number of resources and skills that it needs to meet current and future demand. For example, it has identified that it needs increased investigative capability (especially for complex matters relating to vulnerability), both now and in future, and has recruited additional police staff investigators to address this. It is too soon to conclude that workforce plans are sufficiently developed to prepare the force effectively for the future in line with developing operational requirements.

While the force has some understanding of the background skills and experience within the workforce, it is not clear that there is a comprehensive approach that covers all officers and staff. The force has records of the operational skills and

accreditations of individual workforce members. This database is available on a 24-hour basis, so that officers and members of staff with specialist skills can be identified when needed. These records also ensure that the force can accurately plan recruitment campaigns and organise training schedules, ensuring that the workforce remains adequately skilled, and vacancies are minimised. However, the force's understanding of the wider organisational skills it has in place, beyond operational needs, is less developed and is hampered by problems within its HR records systems. The force is working to address these problems, but it currently does not have a complete picture of the skills and capabilities of its workforce.

The force has recruitment and training plans in place that demonstrate an understanding of what skills it needs, but these would be enhanced by a greater understanding of what skills it already has in place. The workforce planning process, which is responsive to changing demands, identifies and manages organisational needs, and training is evaluated to measure its effectiveness. These processes will serve the force better when aligned to a fuller understanding of what existing skills and capabilities the force has in its workforce.

Ensuring that workforce plans are linked to future operational requirements is the objective of the workforce programme in PRISM (see above), supported by activity within the lead employer strand. The workforce programme will ensure that the right distribution of the workforce is in place across the force area, while the lead employer programme will determine how people are to be recruited, trained, developed, led and retained within the organisation, including focusing on the wellbeing of staff. The workforce programme has the task of recruiting and developing the future workforce for both Devon and Cornwall Police and Dorset Police, following on from the previous successful arrangements in place under the strategic alliance. The force will need to become more agile in its recruitment of specialist skills in developing areas of demand, for example cyber experts or financial investigators, in order to keep pace with anticipated requirements.

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

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

The force has a developing understanding of its future leadership needs. In late 2016, the force conducted a self-assessment (jointly with Dorset Police) against the College of Policing guiding principles for leadership framework, and identified where it needed to make improvements, for example in individual performance assessment and talent management. The force has also begun work to review and assess promotion processes for different roles and ranks. It is using the national policing

professional framework (PPF)⁷ to identify what qualities it expects from leaders. This work will give the force a better understanding of the leadership skills that officers and staff currently have, and what the force will require in future. The force has identified the need to increase its knowledge in this area and has established a leadership project within the lead employer work stream of PRISM.

The force's understanding of its leaders' skills and capabilities is developing, but not complete. The leadership information held by the force reflects the depth of work conducted in some areas, but does not provide the full breadth of understanding that the force requires. There are several examples of localised good practice in the force, including the 'glass lift' programme for aspiring women, a leadership programme developed for officers in Cornwall, and the use of the 'nine-box talent mapping grid' (a recognised management tool used in several forces to understand the spread of current talent and to inform how individuals develop to ensure future needs are met).

At force level, inspectors, sergeants and police staff equivalents have historically been provided with a joint management development programme. This changed with the introduction of the PPF, and management development courses for staff and officers are now run separately. Leadership assessment tools have been used at different ranks across the force, but more needs to be done for the force to have a comprehensive understanding of the skills and abilities of officers and staff at all levels.

While the force uses its understanding of current skills and capabilities to inform selection and training, more needs to be done to ensure that future appointments are made on the basis of a thorough understanding of leadership credentials. The ambition and magnitude of the PRISM programme means that it will need strong and able leadership for it to succeed. The commitment the two forces have made to appoint a dedicated deputy chief constable to lead the programme is very clear. However, it is less clear whether there is a plan across the programme to ensure that it is supported by individuals with a record of successful change, particularly in those portfolios that are technology-dependent. As the force's future operating model evolves, an opportunity exists to define the future leadership requirements. When future organisational requirements are sufficiently understood, the force should audit its existing leadership skills to identify any gaps in capabilities.

Pockets of good practice exist, such as a sergeant providing master classes for constables who are seeking promotion, and in the control room there is a work-shadowing programme for staff interested in furthering their careers. Although we

⁷ The Policing Professional Framework (PPF) provides role profiles for officers based on rank, and role profiles for staff based on level. For more information see: www.college.police.uk/What-we-do/Development/professional-development-programme/Pages/Policing-professional-framework.aspx

found examples of leadership development, the force needs to strengthen this, both to support the PRISM change programme and to sustain the new ways of working that PRISM is intended to make possible.

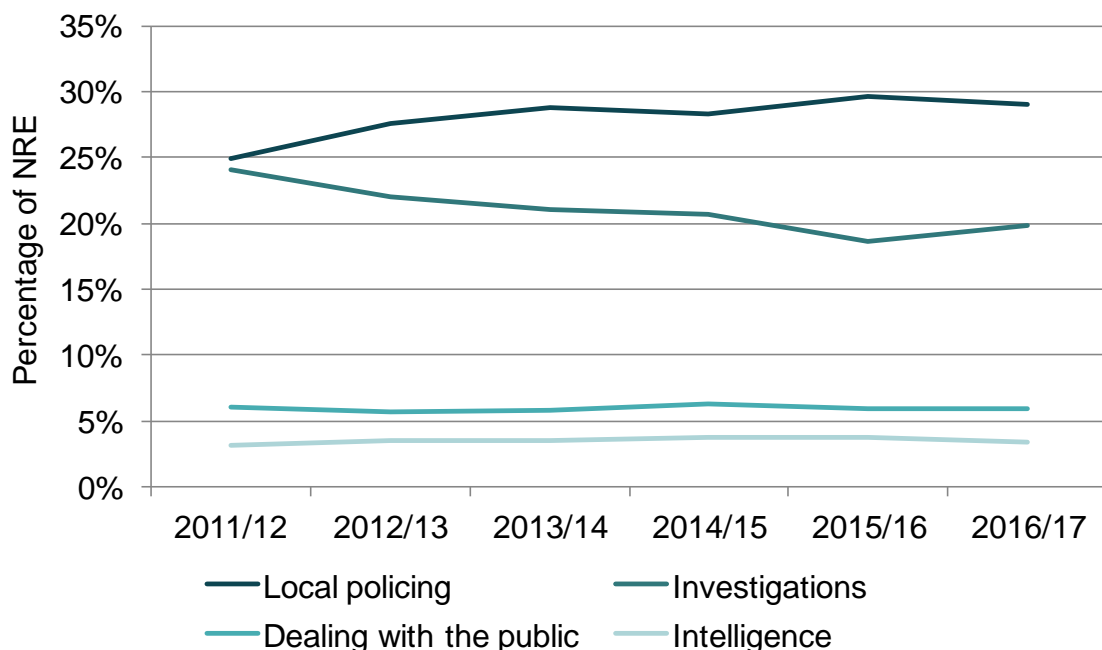
How well does the force allocate resources?

HMICFRS inspected how well Devon and Cornwall 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 Devon and Cornwall 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 Devon and Cornwall, the percentage of estimated expenditure on local policing in 2016/17 has increased from 25 percent in 2011/12 to 29 percent in 2016/17. Estimated expenditure on investigation has decreased from 24 percent to 20 percent and both 'dealing with the public' and intelligence functions have a similar proportion of expenditure in 2016/17 as they did in 2010/11.

Prioritisation and cost

The force is good at making force-wide and local decisions about prioritisation, putting in place measures to address areas of demand. The force uses initiatives like scheduled appointments to follow up calls from the public and the ECLIPSE⁸ crime management model. Policing priorities are representative of the peninsula strategic assessment (PSA)⁹ and the police and crime commissioner's police and crime plan. Demand assessment work and surveys of both the public and the workforce contribute to the force's understanding of its current and future policing priorities. This ensures that the changing nature of Devon and Cornwall is fully considered in how the force prioritises the demands it faces and deploys its resources accordingly. The force's priorities reflect the full spectrum of threats and risks in Devon and Cornwall, striking a balance between national threats, for example cyber-crime and modern slavery, as well as local matters that are important to the communities of the two counties.

The force is generally agile in its use of resources. It understands the relationship between cost and level of service. Being clear about its prioritisation has allowed the force to use its resources effectively, both locally and in collaboration with Dorset Police. The strategic alliance programme has brought together operational services, such as roads and armed policing, along with organisational functions, such as human resources, into shared departments that are more cost effective. The alliance programme is well managed and continues to merge some functions as they become part of the broader PRISM change programme. Separately, the force is redesigning its neighbourhood policing model. In the future, it expects to have fewer PCSOs but they will be more closely focused on problem solving. The reduction in PCSO numbers is planned to contribute financially to the funding required to recruit additional police officers and staff investigators to work in roles that focus on public protection and frontline services. The force is realigning its resources to areas where it assesses there will be increased future demand from the public.

⁸ ECLIPSE is a crime management mnemonic: evidence, consider, linked, intelligence, property, suspect, eyewitness. It is used to prioritise which crime should be investigated, based on solvability factors.

⁹ The PSA incorporates eight community safety partnerships (CSPs) and one strategic county-level partnership (Safer Devon). Drawing on evidence from the local strategic assessments, the PSA describes the main threats and risks to communities across Devon and Cornwall for the next three years, and identifies common issues that it could be of benefit for CSPs to explore together.

The force uses its resources flexibly to respond to different types of demand. Each day, operational demand across the force is reviewed and resources deployed where they are needed, such as using the force response group to search for a high-risk missing person. In the medium term, examples of flexibility include: the force's detailed plan to move resources to Cornwall as part of the policing response during the busy holiday period; the Plymsort initiative in Plymouth, which provides a dedicated team to improve the response to non-emergency situations; and in the control room, the demand reduction team attempts to resolve incidents by phone or other means, to avoid deploying a police resource where possible. In recognition of how the current operational model (due to be changed, as part of the PRISM programme) is putting officers and staff under strain, the force has made a significant investment in wellbeing in a joint programme with Dorset Police, and this has been well received by the workforce.

Investment

The force is clear about its principal areas of investment over forthcoming years. The police and crime plan is intended to provide local policing that protects the vulnerable, prevents crime and supports victims and witnesses. These priorities will help reshape the local policing model through the integrated services work stream of PRISM, bringing increased digitalisation, modernisation of the physical estate, and convergence of the ICT platform with that of Dorset Police. To improve services, the police and crime commissioner has agreed the release of £11m of reserves and she is committed to annual council tax precept rises. These commitments are timely, especially with regard to ICT. The force suffers from incompatibility problems with some of its existing systems, creating costly inefficiencies. Adopting better systems, used jointly with Dorset Police, should bring financial savings through more efficient working practices and economies of scale.

Current investment plans include a focus on increasing the use of technology to improve efficiency. Mobile data terminals have been issued to officers and staff across the force. Their initially limited range of functionality will widen as new applications come online. The programme team has responded well to early teething problems, establishing a network of champions to help other staff, increasing acceptance and use of the devices by the workforce. Recent investment in fixed workstations, remote laptops and tablets is starting to yield benefits in video conferencing, reduced travel times and more agile working. This is a significant investment with the potential for dramatic improvement in working practices and resource management, benefiting the force and the public. Benefits analysis and realisation is a prominent theme across the different aspects of the force's change activity, and a central element of the PRISM programme. Change projects are properly constructed and evaluated, so that benefits are understood and realised.

How well does the force work with others?

HMICFRS inspected how well Devon and Cornwall 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.

How the force works with other organisations and other forces

The force has a good track record of working productively with other police organisations and service providers. A large proportion of the principal business of the force is now being provided in conjunction with Dorset Police. This includes plans to increase joint working significantly, through the PRISM programme, to all areas of the force. Initially a response to reductions in public funding, the collaboration between the two forces is extensive and is helped by the chief officer teams and the police and crime commissioners having a unified vision of the future, with a strong joint commitment to protecting and serving the public. Both forces are committing resources to the PRISM programme team and are following the successful methodology developed during their strategic alliance joint change programme. PRISM is a broad and ambitious programme that is not without risk, but offers scope for significant benefits if implemented successfully.

The force also works closely with other forces in the region, hosting the regional forensic investigation service and the south west procurement services. These organisations co-ordinate activity across all forces in the south west of England and we found good evidence of how developing a common baseline for contracts in different forces was applying pressure on suppliers to reduce costs. Close working with public and third sector partners, such as non-profit-making organisations or associations, including charities, voluntary and community groups, and co-operatives, is evident at both local and force level. Neighbourhood policing teams, public protection units and safeguarding staff share premises and provide joint services at different locations across the force area. The force is aware of declining partner resources and the shift in demand for service that may occur as a result (particularly when dealing with vulnerable people), and continues to engage with partner organisations to mitigate the effect on police resources.

The benefits of joint working

The force benefits from collaborative working, both financially and in terms of gains in provision of service and reduction in demand. The force's work in this area is outstanding. Devon and Cornwall Police has a lead role in a regional programme to bring the police force and the fire service closer together, with a senior officer from the force leading the project. The force is further ahead than many in developing joint

operational procedures with the fire service. These include the fire service taking the lead with incidents of concern for people who may have collapsed in their homes. A joint evaluation of these arrangements indicates that the deployment of firefighters in this role provides a better service, as well as saving a considerable amount of police time. To make the most of the force's presence in communities, joint protocols are now in place for frontline police officers and staff to make use of fire service premises as community contact points. Assured wi-fi in these buildings means that a range of services can be provided, even in more remote areas, where difficulties have previously been experienced.

The force has benefited from working closely with health partners. Mental health practitioners work in the police control room at peak times to provide advice and street triage when required, and the force uses a network of places of safety for people with mental health problems, reducing by almost 50 percent the use of police cells for mental health detainees in the past year. Other projects, such as the force making greater operational use of minor injury units rather than busier accident and emergency departments, and joint police/fire/ambulance PCSOs, have led to reduced waiting times and improved services. By working closely with health providers, which are experiencing their own budgetary pressures, the force is reducing demand upon its own resources.

Leadership driving innovation

Devon and Cornwall Police leaders are committed to identifying the best way of doing things within UK policing, academia and the commercial sector to meet future organisational requirements. We found examples of the force seeking out innovation and a willingness to experiment with new ways of working, supported by the senior leadership. Examples include having a volunteer non-executive director who provides independent advice at senior leadership meetings, and annual participation of the force in the TEDx series of innovation lectures, broadening organisational exposure to different views and ideas.¹⁰

The force has created new ways for the public to make contact. Working with Exeter University and the DVLA, a customer insight model has been developed that has broadened public access to force services. It includes the development of the 'click before you call' campaign, which aims to manage demand better by signalling to the public how to access services without dialling 101 or 999. New ideas were tested at public engagement panels, leading to methods of public contact being widened to include '101 email', live chat and 'Ask NED' (non-emergency directory), a link which takes enquirers to a directory of public services. Effective joint working with other professional bodies has made the force more accessible and is diverting demand.

¹⁰ For more information, see: www.tedxexeter.com

Summary of findings



Good

Devon and Cornwall Police has a good understanding of the capabilities of the organisation as a whole, but needs to do more to understand the skills of individual officers and staff beyond operational needs. It also needs a better understanding of its current leadership capabilities, and to do more planning for the future. The force is good at prioritising its demand, and is able to flex its resources well in response to need. The force has clear investment plans, supported by the police and crime commissioner, which focus on improving services by introducing more capable IT systems and physical infrastructure. We found several good examples of collaborative working between the force and other partner organisations and the force is well aware of the benefits. The willingness of the force to learn from others and implement good practice from elsewhere is both refreshing and positive.

Area for improvement

- The force should conduct a 'whole force' leadership and skills audit that will allow it to understand leadership capacity and capability better. This should help to inform the force's succession planning with regards to its future leadership requirements.

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 Devon and Cornwall 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

The force is good at using commonly recognised techniques, for example statistical projection and seasonal trends, to analyse and identify future demand. These feed the force's strategic assessment, which sets out areas of increasing demand and operational pressure over future years. The force has an in-depth understanding of the generators of demand. For example, primary demand into the control room consists of 101/switchboard calls (66.5 percent), 999 calls (20.7 percent) and contact received through other channels (12.8 percent). The force knows that the top 50 callers are responsible for 1.1 percent of all primary demand. These include NHS premises, schools and commercial locations. The force works with partners to reduce demand, with initiatives like the deployment of psychiatric nurses to the control room or incident scenes, and the alignment of officers with schools. It also has a good understanding of workload distribution and the trends within that distribution. This is used to assess operational pressures and to deploy resources to respond to changes in demand, for example increasing staffing in teams investigating sexual offences.

Devon and Cornwall Police's analysis of future demand is in development, rather than being complete. It is encouraging that the force's grasp of high-risk areas, notably sexual offences and other crime associated with vulnerable victims, has been a priority, and that it has a good understanding of where demand is likely to grow. This will be the initial focus for the force's new-look workforce (including police staff investigators and statement-takers) as the PRISM programme moves on with existing design and test work to implement a new operating model. The continued

analysis of future demand, using tools such as MoRiLE¹¹ and conducting research that identifies adverse childhood experiences that influence future behaviour, will now converge with parallel studies under way in Dorset Police to form part of the PRISM transformational change programme within the demand management work stream. The expertise available in both forces, which is supported by academics and other partners, provides a solid foundation for the design of future services in line with operational requirements.

Future considerations

Devon and Cornwall Police uses a good range of information sources so that public expectations contribute to the force's overall planning. The force's strategic assessment draws on a wide array of data, with contributions from other organisations extending well beyond what is known by the police. This deepens the force's understanding of matters that are of concern to the public, playing an important part in shaping the future design of services. The force also communicates with local communities to learn more about public expectations. The structured consultation with local people within the 'click before you call' programme helped with the force's website design, providing multiple channels for contacting the force that are user-friendly and adapted to individual preferences, especially those of young people.

The force has a good understanding of how technology can shape the future of policing. The limitations and inefficiencies of existing systems (such as duplication of information recording and searching in the control room) are recognised, and the force now needs to make important decisions about the need for significant change in improved functionality, increased connectivity and removing duplication. The digitalisation work stream of the PRISM programme charts the direction that both forces want to follow, including the savings to be obtained from the convergence of ICT platforms and the contact management function. The force's plans for the future are transformative, but still being developed; it is encouraging that advice has been sought from outside the force, including the private sector, to shape and validate the proposals. The force must ensure that its technological ambitions are supported by sufficient capability within the workforce to implement the planned changes successfully.

Work is well under way to introduce new technology into the operational workplace. The force has created a cyber-crime unit that conducts some investigations into online crimes and provides technical advice and support to officers and staff investigating offences such as fraud and harassment. Good progress is being made with the introduction of mobile data devices to ensure that frontline staff can access

¹¹ The 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes which most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

and input data efficiently and secure high-quality evidence to support prosecutions. Over 2,000 devices have been issued, and where there have been difficulties with their use, for example signal coverage or workforce acceptance, the force has responded constructively. There is also an increasing use of drones for aerial photography, and the force's body-worn video camera pilot (run jointly with Dorset Police) is making progress, with new equipment being supplied to firearms officers. As the use of new technology becomes increasingly widespread and effective, there should be benefits for both the force and the public.

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

HMICFRS inspected how well Devon and Cornwall 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

The force has not yet completed a comprehensive audit of its future leadership requirements. The force's people strategy provides clarity about the expectations of its leaders, and identification of future leadership requirements is a project within the lead employer work stream of the PRISM change programme. Requirements cannot be accurately defined until the force's service design for the future has been finalised. In the meantime, it is important that plans to identify and nurture talent and to bring future leaders to the fore continue to be developed.

There is some evidence of leadership development, but consistent and effective talent management processes are not evident. For example, aspiring police officers can participate in the national Fast Track¹² programme, and support exists for talented staff seeking advancement in the control room. However, these are not co-ordinated across the organisation, nor are wider talent management options perceived to be available to all police staff. Identification of potential leaders is an important element in sustaining the future development of the force, and the force is developing a talent management programme. It is intended that PRISM will advance this process, but it remains an area for improvement.

Recruitment

The force uses a good range of recruitment processes for police officers, but recruitment is more limited for police staff. Student police officers are being recruited, and the force has a targeted recruitment campaign to attract transferees with the specialist skills it needs, such as detectives and firearms officers. The force

¹² More information on the national Fast Track scheme available from: www.college.police.uk

participates in the Direct Entry¹³ scheme to inspector, but does not accept Direct Entry candidates to superintendent. Some internal selection processes stipulate that candidates can be posted to work in either Devon and Cornwall Police or Dorset Police, which benefits both the individual and the organisation. Both forces have recently signed up to the Police Now¹⁴ scheme for 2018 that will see talented graduates being recruited directly into difficult postings within the alliance. External recruitment into police staff posts is more limited, reflecting the need to seek internal candidates in the first instance. The force does, though, recruit externally where the skills do not exist internally. There is no planned PCSO recruitment, and staff posts are often advertised internally before being opened to external candidates. However, the force does have an intern programme with Exeter University, where students gain experience in the performance and analysis department. The force is exploring the possibility of police staff apprenticeships and management traineeships in specialist roles. As the force broadens the available pool from which it recruits, it should benefit from access to a wider range of skills and abilities.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Devon and Cornwall 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

The PRISM programme will need to be well resourced, drawing on a good blend of project management and operational experience. It is a transformative programme and builds on a successful record of change within Dorset Police. Devon and Cornwall Police recognises that its existing operating model is becoming increasingly strained, as demands for policing services increase in different ways, and finite resources need to be prioritised and used more efficiently. The need for change is evident, and the process has started with design work on the target operating model now being tested in parts of the force. It is too soon to conclude that workforce plans are sufficiently developed to future-proof the force in line with developing operational requirements. This will become clearer when a number of the PRISM work streams come to fruition; these include the continuing analysis of demand, work on the new operational policing model, and decisions on how the force's investigative capabilities are to be configured in the future. The scale of change is ambitious (particularly with regard to digitisation), but if successful should meet the force's intentions for the future.

¹³ A programme which opens up the police service to people who will bring diverse backgrounds and different experiences from other sectors to support the continuous development of policing. Available from: www.leadbeyond.police.uk/

¹⁴ Information available from Police Now: www.policenow.org.uk/the-programme/about-the-programme/

The force is clear about what it hopes to achieve, and has good supporting evidence for its proposals. A new contact management structure will manage as much demand as possible at the first point of contact, with incidents and crimes requiring deployment being managed by mixed teams of officers and staff working on a 'one team' basis. The force is working with Dorset Police on a joint future model for more efficient call handling and contact management. External consultants have assessed the future requirements and produced a detailed options analysis for a new structure that will serve both forces. One of the options has been selected, and the contact work stream within PRISM is responsible for its provision. By 2020, the workforce mix will change to include more officers and staff, with fewer PCSOs, as outlined in the medium-term financial plan. The force has adequate governance and prioritisation processes in place, and the change programme is appropriately funded. The change plans strike a good balance between technological innovations, the replacement of old computer systems, and a comprehensive analysis of current, future and hidden demand. However, it is not yet clear how the force will secure the relevant expertise for the technological improvements that it is seeking. Overall, the force plans are realistic and underpinned by sufficient evidence, but a focus on prioritisation and the management of interdependencies will need to be maintained.

The force's plans for the future reflect a pragmatic approach to organisational change. While the force will have to make large technological advances in coming years, examples of similar change already exist in both the public and private sectors. More unusual in policing terms is the scale of the joint working with Dorset Police, led by a desire for efficiency and service improvement, rather than being driven primarily by the need to cut costs. The intention to work more closely with other partners is encouraging and builds on existing strong relationships. Successful bids to the Home Office police transformation fund for Tackling Pathways into Offending (£4m in 2017/18) and Professionalising Police Response to Modern Slavery (£4.3m in 2017/18 and £3.5m in 2018/19) should help. The effect of significant change on the workforce has been recognised by the force. As a result, it has invested in both cultural change and wellbeing resources to provide support as new structures and working practices are introduced.

Savings

The force has a good record of making savings. It saved £49.9m (the equivalent of 18 percent of its gross revenue expenditure) over the last spending review period. It is planning to make total savings of between £5.8m and £9.8m annually between 2017/18 and 2020/21, largely from reductions in salary budgets due to the changing workforce profile. The majority of future savings are planned to come from the continued alliance with Dorset Police (£7.6m over four years), with smaller savings (£0.2m) coming from other collaborative arrangements within the south west region. It is also planning to meet future savings targets, required to balance the budget by 2020/21, by drawing down reserves that have already been earmarked for this

purpose. The force has traditionally used underspends to enhance its reserves, of which the overall position looks healthy, providing the force with better capacity to meet any changes in its funding formula.

The force has built sustainability into its workforce model. The staff profile to 2020/21 shows an increase in the number of police officers (to 3,000) and police staff (to 1,779), offset by a reduction in the number of PCSOs (to 145). While part of the increase in officer numbers represents an increase in the force's firearms capacity, it is currently unclear how the remainder will be deployed. The force has chosen to increase officer numbers in recognition of increased operational pressures and the anticipated increase in some types of demand, particularly in connection with vulnerability. The force expects the developing plans for its new operating model within the PRISM programme to provide the detailed structure that will allocate resources for the future.

Devon and Cornwall Police's plans are built on sound planning assumptions and have been subjected to informed challenge. In HMICFRS' 2016 efficiency inspection, we found that the force had a poor understanding of demand, with no clear plans for a future policing model, which caused us to question its long-term sustainability. This year, we found that the force has developed its understanding of demand significantly, and it has advanced plans for a future policing model and a change programme that, even though in its early stages, seems to provide a credible vision for the future. The force has made good progress in many areas, although some of its plans are still new, and it needs to maintain momentum and focus to achieve everything that it wants to do.

Summary of findings



Good

Devon and Cornwall Police understands future trends in demand, and its view of the future is well informed by its communication with the public. It has a good understanding of how new technology can be transformative in shaping the future of policing, but it needs to act now to correct some current problems. The implementation of up-to-date technology to support present-day policing has begun. The force does not yet have a proper understanding of its future leadership requirements, and external recruitment occurs of necessity more often for police officers than for staff. The PRISM programme is ambitious, yet provides a realistic view of where the force needs to move to in coming years. The continuing successful alliance with Dorset Police, with all the benefits realised to date, provides assurance that the force's plans are credible. The force is financially sound, with a good record of achieving savings and attracting innovation funding.

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.¹⁵ 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).

¹⁵ 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.