

PEEL: Police efficiency (including leadership) 2017

An inspection of Durham Constabulary



November 2017

© HMICFRS 2017

ISBN: 978-1-78655-447-5

www.justiceinspectors.gov.uk/hmicfrs

Contents

Introduction	3
Force in numbers	5
Overview – How efficient is the force at keeping people safe and reducing crime?	6
How well does the force understand demand?	8
How well does the force understand current demand?	8
How well does the force understand things that affect demand?	13
Summary of findings	15
How well does the force use its resources?	16
How well does the force understand the capability of its workforce?	16
How well does the force understand the capability of its leaders?	18
How well does the force allocate resources?	19
How well does the force work with others?	22
Summary of findings	24
How well is the force planning for the future?	25
How well does the force predict likely future demand?	25
How well is the force planning for the future, in terms of workforce?	27
How well does the force plan for likely future demand?	28
Summary of findings	30
Next steps	32
Annex A – About the data	33

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 Durham Constabulary's legitimacy inspection will be available on our website (www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/durham/) 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/durham/.

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

Force in numbers



Financial position

Forecast change in total gross revenue expenditure



Workforce

Planned change in officer numbers

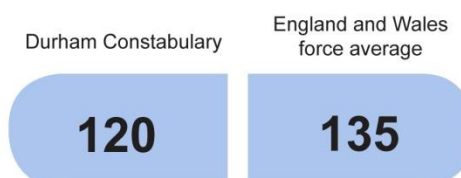


Planned change in total workforce



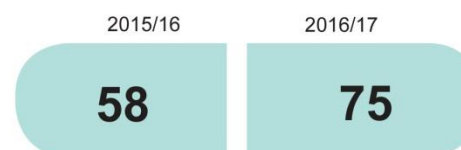
Calls for assistance

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



Recorded crime

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



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



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

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

Overall judgment²



Durham Constabulary is judged to be outstanding in the efficiency with which it keeps people safe and reduces crime. Our overall judgment this year is the same as last year. The constabulary is judged to be outstanding in its understanding of demand; its use of resources to manage demand is judged to be outstanding; and its planning for future demand is also assessed to be outstanding.

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?



Durham Constabulary has an up-to-date and comprehensive demand assessment which provides an exceptional level of understanding of demand in its widest context, including in respect of issues that go beyond purely police activity. It has outstanding governance and evaluation processes in place to manage its change and improvement agendas. Evaluation is often conducted with an independent focus and is very detailed, so that the constabulary can assess what actually works in policing and can make improvements to service delivery and ensure its change programmes add real value to what it does. The chief officer team is very accessible and its members regularly go on patrol with officers; this breaks down barriers of rank and provides an opportunity for open dialogue. Opportunities to shadow the chief officer team for a day are often taken up by members of the workforce, and it is

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

also possible for them to attend any meeting they want, regardless of its seniority; this, again, offers opportunity for members of the workforce at every level of the organisation to contribute to all areas of police work.

Durham Constabulary has carried out detailed skills analyses of its workforce and its leadership capability. This process is refreshed annually, and the strategic workforce plan links seamlessly with other strategic plans so that the organisation can plan for training and development requirements taking into account its changing demand profile and budget constraints. The constabulary could nonetheless look to improve its talent management arrangements, and how it makes postings, to ensure that members of the workforce have confidence in the fairness and legitimacy of these processes. The constabulary has extensive arrangements for collaborative working across many areas of policing, and constantly looks to work with partners (providing always that there are real benefits to the public).

The constabulary's financial plans are detailed, and it has extensive and creative plans for the future to meet a wide range of possible situations, depending on what demands the future brings. The plans have been tested extensively, and examined independently, to ensure that they are fit for purpose.

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.

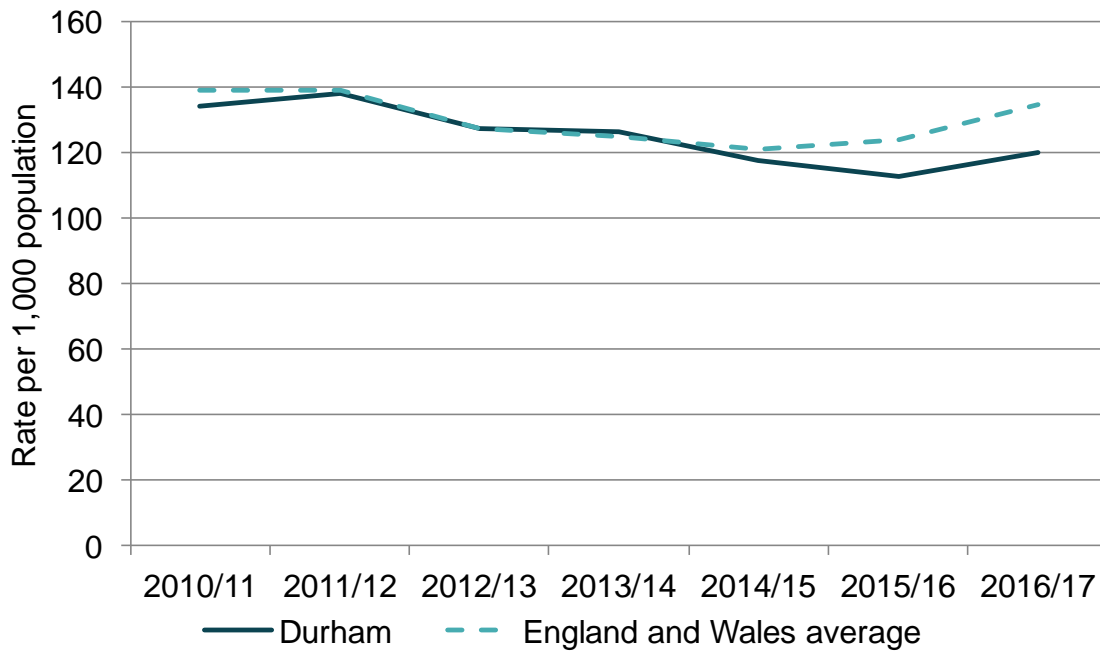
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond 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 Durham Constabulary understands the demand for its services. These demands can range from answering and responding to 999 calls to protecting victims and uncovering crimes that would not otherwise be reported. It is important that police forces understand the work that they need to do so that they can ensure that they have resources in place.

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

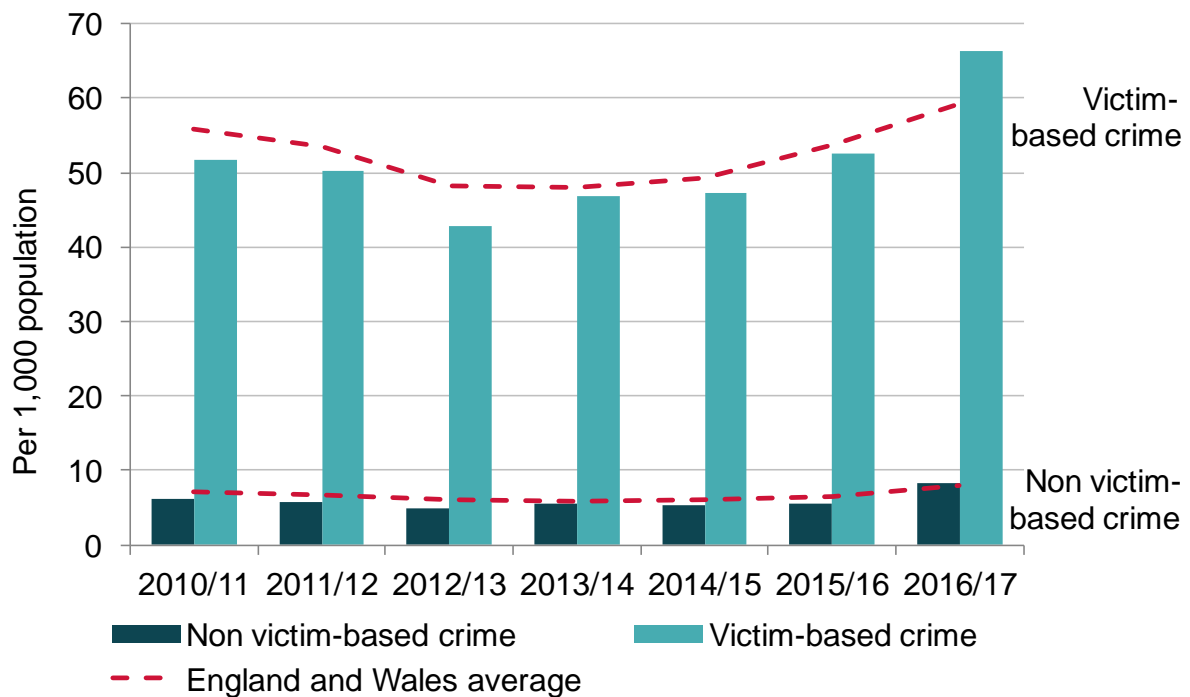
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Durham Constabulary compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Durham Constabulary recorded 120 ‘999’ calls per 1,000 population in 2016/17. This was broadly in line with the England and Wales force average of 135. The rate has decreased from the 134 calls per 1,000 population recorded in 2010/11; however, it has increased since 2015/16 when the rate was 113 calls per 1,000.

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



Source: Home Office Police-recorded crime data

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

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 Durham in 2016/17 was 66.3 crimes. This is higher than the rate in 2010/11 of 51.7 crimes. The rate of victim-based crime decreased between 2010/11 and 2012/13 to 42.9 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 Durham Constabulary the rate of non victim-based crime per 1,000 population in 2016/17 (8.2 crimes) was higher than in 2010/11 (6.2 crimes). The rate of non victim-based crime per 1,000 population decreased to 4.9 crimes in 2012/13 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

Durham Constabulary has an excellent understanding of the demand it faces. The inspection in 2016 graded the constabulary as outstanding in this respect, and in the last 12 months it has continued to refine its understanding. The constabulary uses an extremely wide-ranging set of data using information from all its partner agencies, other emergency services, and health and detailed demographic data, to ensure it has the richest picture possible to inform its understanding of demand. The constabulary uses data to complete strategic assessments annually, and these then inform its resourcing model. These strategic assessments are also reviewed midway through the year, and the data are refreshed at the same time to inform the understanding of demand faced. This understanding is augmented daily by call data (volume, type and vulnerability) fed into daily local and strategic planning meetings, and is used to inform real-time resourcing decisions and allow the constabulary to manage the risks and threats it faces. The constabulary also has a full-time post responsible for working with other agencies to ensure that all demand is identified and that the data are shared and reviewed on a regular basis so that joint plans can be made to tackle the demand the constabulary faces. The constabulary has also carried out a 'day in the life' analysis of the actual demand it faces in an average day; this analysis included internal demand, demand from other agencies, ongoing demand such as neighbourhood work on problem-solving, and incoming demand from calls, visitors and social media. This work has led to a restructuring of the control room and its operating protocols.

The constabulary's demand management model considers internal and external demand and failure demand it creates itself. Through analysing this demand the constabulary has been able to improve its management of demand through better internal processes. An example of this is the establishment of the telephone investigation team, which comprises a mixture of staff and officers. This team receives calls that are assessed using 'solvability factors', which include whether the offender is on the scene or is known, and whether there is a possibility of DNA, fingerprints or any CCTV footage. Where appropriate, if solvability factors are not present, the incident is risk assessed and the telephone investigation team deals with it, thus removing the requirement for an officer to attend. This newly implemented internal process has helped the constabulary manage its demand more effectively.

The data have facilitated the identification of internal risk areas such as lack of digital skills, or investigative processes that may need streamlining to reduce demand failure.

To prevent demand from arising, the constabulary has developed systems to allocate work from the outset to the most appropriate agency, thus removing unnecessary work for itself. It also encourages online reporting, and there is advice on its website regarding reporting incidents and crime prevention. The constabulary's problem-solving model is very strong, and through this process the constabulary looks to prevent demand through neighbourhood teams working with communities and local partner agencies. The constabulary is good at preventing demand through its strong approach to problem-solving. Through using problem-solving models such as SARA³ to identify problems like anti-social behaviour, the local policing teams work with other local agencies to prevent issues from re-occurring. This work includes engagement and support work with young people as well as enforcement activity. The constabulary provided numerous examples where this problem-solving work has prevented demand from arising.

More complex demand

In this year's inspection we found that the constabulary has continued to develop its understanding of demand that is more likely to be hidden. The constabulary uses its demand model and risk-assessment process to identify the areas where action is needed, even where demand is not necessarily reported. An example of this is work done to analyse incidents of domestic abuse reported through the multi-agency

³ SARA (scanning, analysis, response, evaluation) is a model used by community policing agencies to identify and solve crime and community problems.

safeguarding hubs⁴ to assess if crimes are being committed but not reported to the police. From this the constabulary was able to identify an issue with under-reporting and was able to support victims to encourage them to come forward and have the confidence to make reports to the police.

The constabulary has ranked national vulnerability themes identified by the National Police Chiefs' Council (NPCC)⁵ in order of the threats they pose to the communities of Durham. Using this analysis the constabulary has produced a series of problem profiles⁶. These problem profiles are formulated at a strategic level and analyse the main threats facing the organisation. Recent profiles have been developed for child sexual exploitation, domestic abuse and organised crime groups. While these are strategic documents they are used locally to address the main issues via area-level action plans.

The constabulary ensures its call handlers are trained to recognise and log potential hidden demand (such as domestic violence or mental health problems) at the point of first contact, even when a call may appear to be about something else, and that they have received specific training to deal with repeat callers.

⁴ A multi-agency safeguarding hub is an entity in which public sector organisations with common or aligned responsibilities in relation to the safety of vulnerable people work; a hub comprises staff from organisations such as the police and local authority social services; staff work alongside one another, sharing information and co-ordinating activities to help protect the most vulnerable children and adults from harm, neglect and abuse.

⁵ The National Police Chiefs' Council brings UK police forces together to help policing co-ordinate operations, reform, improve and provide value for money. For more information see: www.npcc.police.uk/Home.aspx

⁶ A problem profile is intended to provide the force with greater understanding of established and emerging crime or incident series, priority locations or other identified high-risk issues. It should be based on the research and analysis of a wide range of information sources, including information from partner organisations. It should contain recommendations for making decisions and options for action.

How well does the force understand things that affect demand?

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

Managing, prioritising and filtering demand

Durham Constabulary uses vulnerability assessments and THRIVE⁷ to prioritise known demand on a daily basis; through this prioritisation process it now looks to send the appropriate resource, whether that is a police or partner resource, to incidents at the initial point to reduce wasted effort. Prioritisation within this process does not remove any demand, but enables it to be met more efficiently. The demand reduction plan sets out how the constabulary aims to reduce public drivers of demand, protective demand and internal demand. The governance process covering projects in each area of police work ensures they are on track.

Durham Constabulary has an excellent understanding of how much internal inefficiency creates demand. It has an improvement board, chaired by the deputy chief constable, and this has several work streams that continuously review critical processes, the processes for responding to victims' needs and expectations, and data quality, to ensure they are as efficient as possible. This includes a call-handling review that is being carried out with the aim of increasing efficiency. This is through using appointments and mobile conferencing technology to deal with as many calls as possible at the first point of contact, and placing digital investigators in the control room. The constabulary has robust governance processes to identify and remove inefficiencies brought about by change. This process has strategic overview and regularly reviews new and existing processes.

HMICFRS is confident that Durham Constabulary is not inadvertently suppressing demand. The constabulary reviews call data daily to identify potential issues with dropped calls; there are no issues at present. Every call is answered and graded using the THRIVE model, and the constabulary constantly reviews how incidents are resolved; 'ring backs' are carried out to ensure problems were adequately and appropriately dealt with. This evidence suggests that the constabulary has shown itself to be aware of the potential risks of demand suppression and is taking impressive steps to prevent it. Additionally, it has formed a new unit within the control room to resolve low-risk incidents faster via alternative methods such as telephone resolution or by way of a pre-booked appointment.

⁷ THRIVE is a structured risk assessment tool used by police forces to inform decisions on the most appropriate response needed. It is based on the threat, harm, investigative opportunities, vulnerability of those involved, and opportunities to engage.

Durham Constabulary is excellent at monitoring and evaluating change programmes to ensure benefits are realised and unintended consequences are avoided. Every month the constabulary's chief officer-chaired oversight board reviews progress on benefits realisation, risks and issues that require remedial action or intervention. Each project is also regularly reviewed at set intervals to ensure progress is being monitored and early interventions can be put in place if elements of a project are not being achieved. Positive examples include the Erase pilot project, aimed at tackling child sexual exploitation, which has been shown to have increased reporting of incidents of such exploitation and has developed a more co-ordinated multi-agency response to them. The agencies with which the constabulary works were very complimentary about its work in this area. The constabulary also carries out continuous improvement work with stakeholders and operational personnel to look at predicting and mapping potential failure areas and then seeking to mitigate any risks identified. Such a process was carried out on plans for changes to its control room function; the constabulary identified that the volume of digital crime being reported was increasing, so it has introduced digital investigators into the control room to assist in improving the first response to incidents in terms of identifying and recording evidence, taking initial reports and supporting victims.

Leaders promoting innovative thinking

Durham Constabulary has a strong culture of seeking and developing ideas from its workforce. There are numerous methods for members of the workforce to submit their ideas, including suggestion schemes and staff surveys. A process called '100 little things' has allowed the workforce to submit suggestions for improvements covering anything from the type of pen issued to officers (pens that write better in the rain were preferred) to new policies and working patterns. The constabulary is committed to considering every idea put forward by its workforce, who as a result feel that they are listened to and that they have an opportunity to influence the development of the constabulary.

A further avenue for submitting new ideas is the possibility for any member of the workforce to attend and contribute to any meeting, including a chief officer meeting. Any member of the workforce may also request a day with any member of the senior leadership and chief officer team, and through this can discuss ideas and offer suggestions. Chief officers take time to go on patrol with police officers and police community support officers (PCSOs), which again provides opportunities for ideas and suggested improvements to be put forward.

Another example of an idea that was adopted by the constabulary concerned the 'If U care, Share' foundation (which listens to and promotes emotional support to young people and those affected by suicide) and the effect of incidents of suicide and potential suicide on demand levels on the police. Two PCSOs identified that Durham

had one of the highest suicide rates in the country and suggested working with the foundation. The idea was taken up and since then the suicide rates have fallen.

Summary of findings



Outstanding

Durham Constabulary is excellent at understanding the demand it faces and the problems the future may bring. Its demand profiles are comprehensive and its analysis of current and future demand is very impressive. The work it has conducted to identify hidden demand is equally impressive, supported as it is by bespoke profiles in major risk areas such as violence against the person and child sexual exploitation.

The constabulary has an outstanding structure in place to manage its change agenda, and within that structure there are excellent governance and evaluation arrangements. The level of independent evaluation is excellent, enabling the constabulary to benefit from outside feedback so it can ensure its change programmes are actually making a difference and adding value.

The constabulary has a culture of inclusivity and constantly looks to its workforce to generate new ideas. There were numerous examples (over 140 within the '100 little things' project alone) where the workforce have submitted ideas that have been acted on. HMICFRS found that the constabulary has an outstanding approach to seeking new ideas from its workforce, and the workforce informed us that they believed the organisation was committed to this.

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.

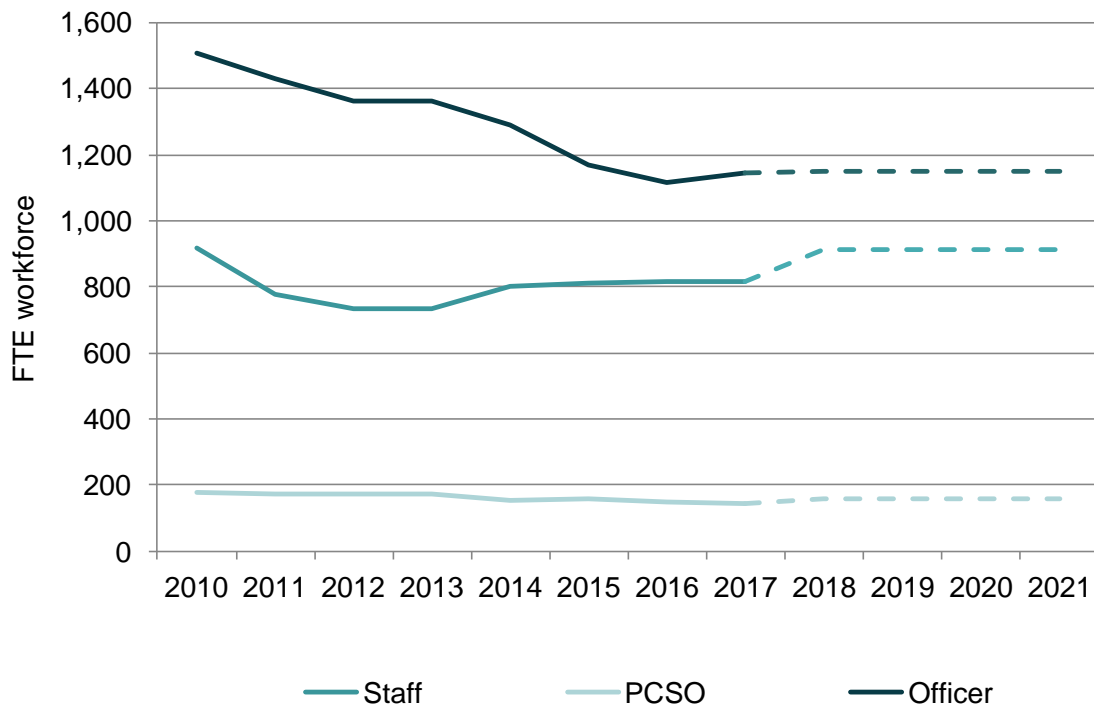
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

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

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will increase by 6.0 FTE (1 percent) from 1,144 to 1,150. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

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



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

The number of staff working in Durham Constabulary is projected to increase by 97.0 FTE (12 percent) from 815 to 912 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 Durham is projected to increase by 14.1 FTE (10 percent) from 142 to 156 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Durham Constabulary has an excellent awareness of the current skills and capabilities of its workforce as well as the ability to predict the skills needed to meet future demand. Its analysis involved using its strategic threat assessment to identify likely future threats. The constabulary then selected 700 roles in the organisation (350 officer, 350 staff) and identified the skills and capabilities, including leadership and softer skills such as emotional awareness, required to carry out each role. Each member of the workforce has been assessed against these to establish whether he or she is suited to the role so that appropriate development may take place. This plan has been linked to the ICT and learning and development strategy to develop a training needs analysis and a delivery plan for the next four years, taking into account officers’ retirements as well. This plan includes internal and external training requirements. It is signed off annually by the financial training user group, who assess it against the medium-term financial plan and the constabulary’s delivery strategy.

The constabulary also maps the skills of its workforce through its annual skills and capabilities audit. The audit is completed using information from personal development reviews (PDRs), personnel files and training records. The workforce can self-declare skills, including softer skills such as languages spoken, on their personnel records, and these are taken into account in the audit. As a result the audit lists all skills held by that officer or staff member (or even animal) attached to Durham Constabulary by location.

Using the role profiles and the skills audit, the constabulary's strategic resource group and training and skills user group examine the threat and risk represented by current and future demand to ensure that any future skills gaps can be filled, through recruitment as well as training and development of current personnel through the strategic workforce plan. In addition, the constabulary's strategic resource meeting is held every six weeks to review and assess current skills capabilities, allowing quick reaction should a skills shortage be identified in a main area of police work. There are many examples of the value of this approach to developing new skills. For instance, in respect of digital skills, the constabulary is training all members of the workforce in digital and cyber hygiene, and is providing specialist digital media investigator training to all personnel in the control room to allow them to start identifying and recording digital evidence from the point of initial contact. It is also recruiting people with specific information technology skills to ensure examination of digital devices is effective and efficient.

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

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

Durham Constabulary has conducted a detailed leadership review to understand its current leadership capability. The process included reviewing all leadership roles and assessing individual capability against those roles and then mapping the constabulary's current skills capability against the College of Policing leadership skills. The constabulary also used an external consultant to conduct leadership assessments to establish the capabilities of all its leaders across the constabulary. All these data are then used to assess current leadership skills and then to develop training and development opportunities to build leadership capability. The constabulary has used the information from this work to create its own document entitled 'Our leadership approach', which makes clear what it expects of its leaders; these expectations include high ethical standards, development of its workforce and good management of performance. The constabulary has also used its findings to align the performance management framework with the strategic direction of the organisation, and outlines how it intends to develop its leaders in the future.

The skills audits discussed above include specific leadership aspects such as those identified in the College of Policing leadership review, so that the constabulary has a detailed skills and capabilities register highlighting all the leadership skills among its entire workforce, where gaps exist and what will be needed in the future. The constabulary therefore has an excellent understanding of the current leadership capabilities in its whole workforce.

The constabulary uses a range of methods to develop its leadership capability, including external academic courses, mentoring and coaching programmes and internal development programmes, all aimed at improving the leadership skills of individuals. The constabulary has worked extensively with academic institutions, such as Cambridge and Durham universities, to offer its workforce developmental training and leadership study programmes. The training and recruitment strategy uses the profiles and audits to highlight how the organisation will achieve these desired leadership skills in its current and future workforce. This strategy links well with financial and demand management strategies and the strategies are governed jointly through the organisational opportunities, threat and risk meetings, to ensure that there is a joined-up approach.

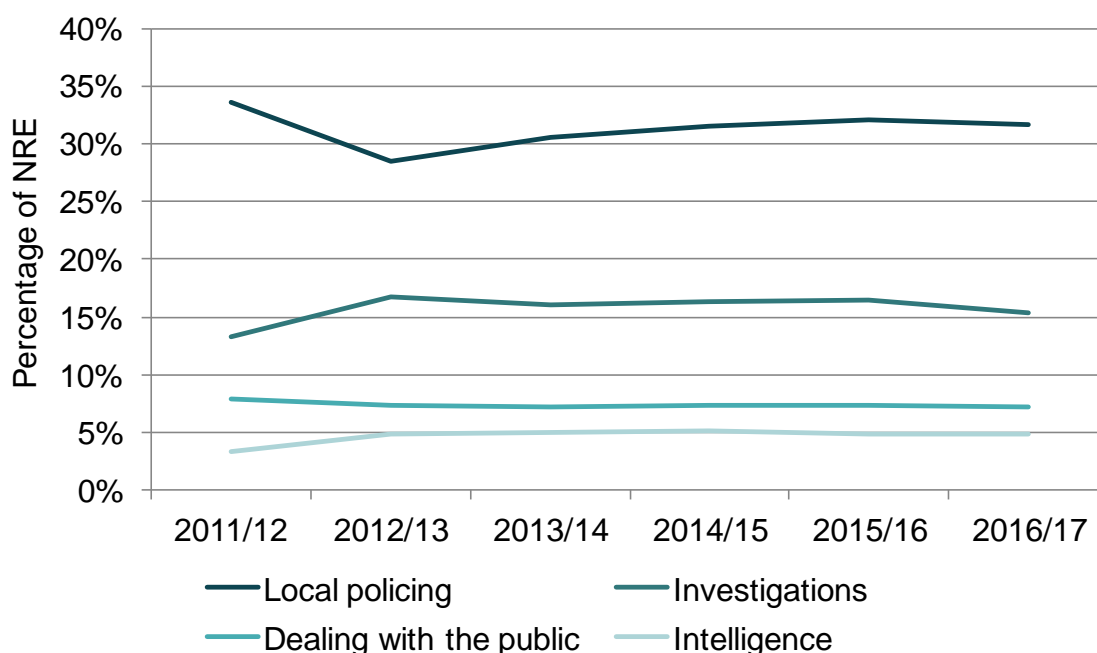
How well does the force allocate resources?

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

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

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

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



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

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

In Durham, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 34 percent in 2011/12 to 32 percent in 2016/17. Estimated expenditure on investigation has increased from 13 percent to 15 percent, expenditure on 'dealing with the public' is similar to 2011/12 and expenditure on intelligence is similar to 2011/12 at around 5 percent.

Prioritisation and cost

The prioritisation of demand in Durham Constabulary is led through analysis of threat, harm and risk. The priorities are identified through the strategic risk assessment and the MoRiLE⁸ process is used to assess the risk and harm potential of each threat. The constabulary also has an excellent problem-solving process ingrained in its culture. Through this process, risks and threats are identified on a daily basis to allow a constant re-assessment of the priorities. The constabulary ensures it takes into account public expectations, measured through confidence measures and survey work, when considering demand and resource allocation.

Durham Constabulary is sophisticated in its understanding of the relationship between cost and levels of service provided across all its departments. This allows it to match resources more effectively to demand, consequently reducing costs and

⁸ MoRiLE, the 'management of risk in law enforcement', is a 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.

realising benefits in the process. The constabulary uses its strategic risk assessments and considers what the main threats and risks may be across the next 12 months. From this it analyses financial, workforce and demand data to conduct detailed forecasting based on the impact of demand rises in main threat areas. The constabulary has considered the effect that a requirement to move resources in order to tackle an emerging threat would have on the whole organisation.

Durham Constabulary's six-weekly strategic resourcing meeting allows it to review its position regularly. This meeting involves all departments, so should resources have to be moved the full impact on the organisation can be assessed and, again, a risk-based approach to decision-making taken. A recent example is provided by the movement of extra personnel into safeguarding that took place very quickly once it had been identified that this area was posing a risk to the organisation; personnel were moved from crime departments into safeguarding and the backfill was managed in a controlled and structured way after assessing the risk to all other areas of policing activity.

To complement this process there is a daily threat, risk and harm meeting. All inspectors from local areas, and specialists, may take part in this meeting by telephone, and – should there be a major incident that requires fast movement of personnel or other resources (including financial support) – the impact of this on the organisation can be assessed immediately.

Investment

The constabulary can show how it uses investment to best effect, informed by its clear priorities. For example, cyber-crime has been identified as a top priority for current and future demand and the constabulary has invested in training officers and staff to be more digitally aware when attending crime scenes. It has also introduced the 'cyber-bungalow', a replica of a house offering all the potential issues of which an officer needs to be aware when operating in a high-tech digital space. This training facility is currently being used for officer recruits and being rolled out for frontline officers and crime scene investigators; once the facility has been firmly established the intention is to offer it to other forces. The constabulary has also invested to make future savings, for instance by joint working with a private sector partner which collates CCTV and document evidence in shoplifting cases, allowing the constabulary to concentrate on identifying offenders and saving 250 officer hours and £9,000 annually.

Durham Constabulary is currently investing heavily in information technology, and is planning to spend over £11m in the next five years in order to upgrade emergency services communications and make improvements in the collection and storage of digital evidence. It is investing in vehicles and buildings to improve its fleet, and rationalising its estate footprint through upgrading some buildings, and looking to move to a collaboration arrangement with other agencies in other shared buildings.

How well does the force work with others?

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

How the force works with other organisations and other forces

Durham Constabulary manages demand and provision of services to the public in collaboration with an extensive range of other organisations, including adult and children safeguarding boards, the Mental Health Crisis Care Concordat group, and multi-agency risk assessment conferences (MARACs).⁹ It works with Gloucestershire and Essex forces both in Operation Crystallise (to improve investigative capacity for digital crime) and in a tri-force responders initiative using PCSOs trained to provide fire safety checks and advice and also administer first aid in advance of paramedics being deployed. Other collaborations are in place on shared estate management, joint training and shared use of equipment and resources such as fire service drones. The constabulary has over 400 volunteer networks mapped out and is examining how vulnerable people may be encouraged to use those charity services; the aim of this work is to identify people's needs at an early stage and establish how they can then access the relevant services at the first call, thus reducing repeat demand. Statutory services will only be used if they are the most suitable ones available at the time and their use is in the best interests of the individual. The local authority has joined this work and has contributed a team leader and three members to it.

The constabulary has very strong collaboration arrangements in place and one of its main aims is to consider the likely effect of a reduction in the resources of all the partners involved and how collective action could mitigate this.

Further examples of collaboration include work with Northumbria Police and Cleveland Police, on specialist and forensic services and on the strategic mental health group, to share best practice and develop common approaches throughout the areas covered by the forces. The constabulary also collaborates with local authorities to work together to provide services in main areas that may have been affected by a reduction in partner resources. These include the use of multi-agency safeguarding hubs (MASHs) to deliver services to vulnerable victims and provide

⁹ Multi-Agency Risk Assessment Conferences (MARACs) are regular local meetings where information about high-risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies.

more effective investigations. Following reduction in resources for care in the community across the area, the constabulary has worked with the health service to develop a triage system for use in partnership when responding to calls for help in this aspect of work.

The benefits of joint working

The constabulary is very clear that it will not embark on a collaboration project unless it can be demonstrated that it will provide a better service to the citizens of Durham and that it will also increase value for money, improve capacity and create extra resilience. It told us it had turned down a suggested collaboration (on major crime team services) with another force as it felt it did not meet its essential criteria. On the other hand, there are clear examples of where the constabulary has obtained financial and wider benefits from collaborations, such as the work with the North East Ambulance Service to create a dispatcher-to-dispatcher direct contact facility, and joint training for communications personnel to enable a better appreciation of each other's systems and processes. The direct contact facility provides access to clinical advice directly at the scene of an incident without having to wait for the ambulance to attend; to the extent that such attendance may not then be necessary, this has reduced duplication of work, making the process more efficient.

Leadership driving innovation

Durham Constabulary has a culture of constantly looking for innovation and new ways of working. This attitude is ingrained in all members of the workforce, regardless of position or level of seniority. The constabulary is always looking to experiment with new approaches to tackling problems. For example, it has developed an innovative algorithmic forecasting tool to predict re-offending by prolific offenders and is currently running a large randomised control sample using this tool in one of its offender management programmes. This innovative programme assesses and scores the risk posed by an offender, and the likelihood of re-offending, and then makes recommendations about what interventions should be put in place. This initiative is still in its pilot phase but early signs indicate it could be an effective approach to managing high-risk offenders. With the support of Cambridge University, the constabulary is also evaluating moving the management of registered offenders to neighbourhood policing to make the system more efficient and effective. Other innovative initiatives include exploring the use of restorative justice approaches when dealing with organised crime groups. In an attempt to learn from other forces Durham Constabulary is undertaking an exchange programme with Derbyshire Constabulary. Two sergeants and six constables from Derbyshire are shadowing Durham officers for one week. The following week the process is reversed. The aim of this programme is to allow the constabularies a bottom-up approach to seeing how operational changes can be made to improve service provision.

Summary of findings



Outstanding

Durham Constabulary uses its resources effectively to meet its current challenges and plan how it will meet its future demands. The constabulary has a detailed understanding of the skills and capabilities of both the workforce as a whole and its leaders. This is facilitated by a recent review of all role profiles and an annual audit of skills and capabilities across the organisation. The constabulary has identified the skills required of its leaders and has mapped these across the College of Policing leadership qualities.

Durham Constabulary seeks to collaborate with other organisations wherever possible. The governance structures in place to monitor all collaboration activity and ensure that benefits are realised are very thorough and detailed, and as a result they and the evaluation processes are very effective. The financial plans supporting the governance structures are solid and have been subject to independent challenge to ensure they are realistic.

Durham Constabulary constantly looks to innovate and implement new ideas to improve its efficiency. We found the workforce felt empowered and confident to put ideas forward and any member of the workforce may attend any meeting or work for a day with a member of the chief officer team, which breaks down barriers and creates a culture of openness where ideas can be put forward. The '100 little things' initiative is testament to how comfortable the workforce feel about doing this.

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

Predicting future demand

Durham Constabulary has excellent systems to analyse demand and emerging trends. The current strategic threat and risk assessment (STRA) process is used to identify current demand and priorities for the constabulary. In addition to the STRA, the Red Sigma computer platform (designed and built in Durham) enables the constabulary to extract data tailored to its policing area. These data are then analysed, with the strategic risk assessment, MoRiLE assessment and problem profiles, every six months. This analysis assesses progress against the constabulary's plan, identifies trends and predicts future demand. Increased demand relating to cyber-threats and mental health-related incidents has already been identified, and the constabulary has increased resources in these areas to address these threats. At a tactical level, the constabulary assesses demand daily to monitor emerging trends so that it is able to allocate appropriate resources through daily threat and risk meetings.

Durham Constabulary uses a wide range of data and analytical tools to understand and assess emerging and future demand for its services. It uses its own data, mental health data and other material to predict with confidence the likely demand for its services over a five-year period. At a tactical level, identified trends of demand are available to neighbourhood teams to allow them to respond to seasonal occurrences such as university 'freshers weeks' or major events in the county. These demand predictions can be made for a week or a day should the need arise, and this can be done to enable supervisors within the control room to identify potential spikes in demand.

Future considerations

Durham Constabulary ensures that it considers the public's priorities and expectations of the service. Surveys look at what matters most to people, and results can be analysed from a variety of aspects such as rural dimension, age or protected characteristics. Consultation and engagement also happens through community meetings, partnership meetings, work with Durham's police, crime and victims' commissioner's office, informal interventions by the neighbourhood policing teams, and open conversations with communities. The chief constable runs 'Facebook Chat' events, where he engages with the public to seek what they want from the constabulary and how well it is currently doing.

The constabulary also continues to conduct satisfaction and confidence surveys to understand public expectation and receive feedback. The constabulary, in conjunction with Durham University, has done research on public expectation and how reduction in provision of Partners and Communities Together (PACT) meetings and front counters has affected public confidence. As a result of this, the constabulary has decided not to close some public counters or abandon some PACT meetings, even though the financial evidence, when taken alone, suggests a strong case for doing so. The constabulary is still committed to attending all calls for service, but is aware that the public may choose to interact differently with it in future; it is testing out different service delivery models by utilising telephone resolution, including Skype options, and the use of appointments for a wider range of incident types.

Durham Constabulary has a clear information and communications (ICT) strategy that takes account of the latest technological developments and links directly into its plans. This strategy sets out how the constabulary will develop its ICT service provision to ensure it delivers technology which enables effective and efficient policing, aids problem-solving and reduces demand. The constabulary will continue to replace its information technology systems, using the latest technologies. The systems will be further developed to provide an integrated platform for all policing needs and enable effective collaboration and improved information management. The constabulary is collaborating with Gloucestershire and Essex forces under Operation Crystallise to create a service provision model fit for policing in the digital era and bringing IT skills into the mainstream of the workforce so that the constabulary, and particularly the frontline personnel, can deal effectively with future demand across all roles. It is also about to run a 'Think Digital' five-day event to increase IT skills across the organisation, to enable it to respond to digital crime and use technology more effectively.

Durham Constabulary is considering the possibility of joint control services with the ambulance and fire & rescue services and also how these services could use each other's resources to carry out various functions, including crime prevention work and problem-solving activity in the community. It also has detailed plans to place mental

health triage nurses in its control room. These nurses, recruited by the mental health trust, will be able to offer assistance, advise officers responding to incidents and potentially offer background information from their records on the individuals making contact. The constabulary predicts that this will reduce the level of demand placed on it, by reducing the amount of time officers spend at an incident and through providing more effective responses from the outset.

Durham Constabulary also intends to extend its work with the volunteer and charity sector to reduce demand by directing people to volunteer services which can offer a more appropriate service tailored to the needs of the individual. The intention is to provide an improved and bespoke service to victims and reduce repeat demand on the constabulary.

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

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

Succession planning

Durham Constabulary has a range of programmes aimed at development for aspiring and existing leaders. These programmes are extensive, and cover all ranks and grades throughout the organisation. However, we found that it was not evident that these had been developed in such a way as to provide the organisation with the leadership skills it will require in future.

The constabulary offers a variety of development opportunities, but its talent management programme is not structured coherently. There is also no clear access route on to these programmes nor is there a clear pathway for development. Those we spoke with were confused as to the criteria used to allow access to development programmes, as there is no formal selection process nor a link to an individual's performance development review.

Durham Constabulary does have established career pathways for various roles, including criminal investigators, forensic officers, Special Constabulary and various support staff roles. We did find, however, that the completion rate for the personal development process (appraisal system or PDR) is not high and the constabulary needs to do more to use it as a basis for identifying and cultivating talent. The inspection found that selection for main roles centred on conversations among senior staff and officers based on their knowledge of individuals. This is not a satisfactory and transparent method for workforce development or for ensuring the organisation is placing its most talented people where it needs them. The constabulary has, however, sought to work with under-represented groups to encourage their

development; this includes women, who are under-represented in certain roles such as firearms officers. Initiatives include attachments and recruitment road shows, and assistance with the application process.

As part of the constabulary's long-term deployment, training and recruitment plans, a detailed workforce plan, taking account of forecast retirements, is used to plan extensively to ensure posts, and projected skills gaps, are filled.

Recruitment

Durham Constabulary is looking to increase the capability of its workforce in several different ways. It is using recruitment extensively as a tool to achieve this. The constabulary is not supporting the College of Policing's Direct Entry scheme or Police Now development scheme. This is because it prefers to offer opportunities for its existing workforce to develop, and also because it has set its own standards and expectations rather than using the College of Policing ones (though its own are aligned with those) which it feels offer a better method of managing its external recruitment.

Durham Constabulary is consistently looking to recruit from outside the organisation to ensure it is bringing in fresh skills and ideas. Half the recent superintendent appointments have been from other forces, and the recently-appointed deputy chief constable was also recruited from outside. All potential promotions are advertised externally to encourage a wide field of applicants, and the constabulary offers opportunities for potential recruits to visit it in advance of any recruitment process. This helps it to recruit people who meet its own recruitment standards. Bringing in new and innovative thinking and additional skills is very high on the constabulary's agenda. Work has begun on re-writing the profile of every role in the organisation, which has allowed the constabulary to redesign role requirements around its own leadership expectations.

How well does the force plan for likely future demand?

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

Plans

Durham Constabulary's plans are practical and realistic. Its financial plans are well integrated with its workforce and technology plans and there is provision for reacting to the effect of any changes to the police funding formula allocation. All plans have been subject to external scrutiny. The constabulary's planning scenarios use the

likely future risks set out in the National Police Chiefs' Council's 2025 Vision document¹⁰ as a base, but take account of a range of different potential developments.

Durham Constabulary's plans are built on sound planning assumptions and are subject to informed challenge. The strategic plan is scrutinised internally and also by an external business consultant. There is further informed challenge from the office of the police, crime and victims' commissioner via monthly meetings. Other external challenges and scrutiny come from the policy crime panel, the joint audit committee and public community meetings. The constabulary invests heavily in evidence-based solutions for policing problems. It has strong partnerships with academic institutions to conduct randomised controlled initiatives to identify 'what works'. One current initiative centres on offender management and diversionary schemes in an attempt to identify the most effective ways of preventing re-offending.

Durham Constabulary is seeking to innovate in the way it invests to save, through its information technology programme, estates programme, recruitment strategy and strategic workforce plans. In all these areas it seeks to be creative in how it collaborates with other forces on future digital investigation programmes, improving the skills of all its workforce to ensure it is digitally competent for the future, improving mobile data for its workforce and digital engagement platforms with the public. Cyber-crime has been identified as a top priority for current and future demand and the constabulary understands the need to train officers and staff to be more digitally aware when attending crime scenes. The 'cyber-bungalow' (see above), which is designed to improve the skills and awareness of officers, staff and crime scene investigators in respect of how to gather evidence and investigate digital crime effectively, has been developed in conjunction with an external academic institution and the constabulary is looking to market it by offering its use to other forces.

Another example of innovation in the management of the constabulary's workforce is a voluntary severance scheme for officers nearing retirement. The national leaving rate is 5 percent annually; this can be doubled through the scheme. Using the scheme provides the opportunity to recruit new officers with a wider skill base, who are digitally aware and embrace change for improved service.

Durham Constabulary is considering improvements in body-worn video camera technology. It is hoping to develop cameras that link to its stop and search mobile application and will automatically activate on commencement of the search. All

¹⁰ The NPCC (National Police Chiefs' Council) and APCC (Association of Police and Crime Commissioners), working with the College of Policing, staff associations and the National Crime Agency, have drafted a vision for policing in 2025 that sets out why and how the police service needs to transform.

www.npcc.police.uk/NPCCBusinessAreas/ReformandTransformation/PolicingVision2025.aspx

information is automatically uploaded onto the application for completion by the officer on conclusion of the search.

Savings

Savings have been made across a range of pay and non-pay budgets to reflect continuing efficiency within the constabulary. Durham Constabulary aims to spend £13.056m and save £1.438m over the 2016/17 financial year. The savings will be made through sharing estate with other forces in forensic services, sharing estate with legal services, and sharing premises with some local authority functions.

The constabulary produces an annual report that makes use of the HMICFRS value-for-money profile to examine where it is seen as an outlier, and of professional judgment on where it thinks it can be more efficient. Savings are fed into its medium-term financial plan. Cash generation to add to its savings includes the work the constabulary is doing to help with the development of training to foreign forces, given that the College of Policing is reducing its commitment in this area. As already mentioned, the constabulary also plans to invest to save through using a voluntary severance scheme which allows it to make long-term savings that can be reinvested in personnel with different skills. Other examples include the marketing of the cyber-bungalow and the selling to other forces of digital intelligence and crime platforms such as Red Sigma.

Summary of findings



Outstanding

Durham Constabulary has assessed its current demand profile in detail and has an excellent understanding of the issues affecting demand, what the component parts of its demand are, and what elements of that demand pose the greatest risk to the constabulary and the communities of Durham. It recognises the threats and opportunities posed by the changing technological landscape, and is investing heavily in information technology improvements and improving the skills of its workforce to ensure they are all digitally aware and digitally competent.

Durham Constabulary has recently appointed a new permanent deputy chief constable, who has been recruited from outside. This, with the other external appointments being made to a wide variety of positions across the organisation, shows that the constabulary is looking to ensure that it constantly brings new perspectives, approaches and ideas into it to ensure that it remains relevant to current circumstances and up to date in its thinking and approaches. The constabulary invests a great deal in leadership development but it could improve how this is provided to and accessed by its workforce, as there is little structure or transparency in how postings to some important roles are made. The constabulary

needs to improve the use of the personal development process because the completion rate is not high at the moment; it should be used as a structured process for offering development opportunities.

The constabulary's financial plans are based on sound planning assumptions that have undergone very detailed and extensive scenario planning to test their validity.

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.¹¹ 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).

¹¹ 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.