PEEL: Police efficiency (including leadership) 2017

An inspection of Gloucestershire Constabulary

Contents

Introduction

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

What is police efficiency and why is it important?

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

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

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

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

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

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

Force in numbers

£ Financial position

Forecast change in total gross revenue expenditure

2017/18	2020/21	Percentage change
£115m	£117m	+2%

Workforce

Planned change in officer numbers

2016/17	2020/21	Percentage change
1,089	1,094	0%

Planned change in total workforce

2016/17	2020/21	Percentage change
1,786	1,762	-1%

Calls for assistance

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

Gloucestershire Constabulary	England and Wales force average
118	135
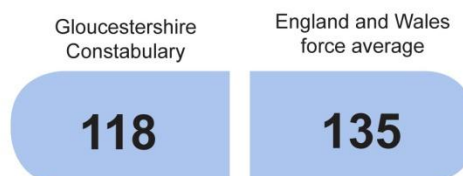
123 Recorded crime

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

2015/16	2016/17
48	51
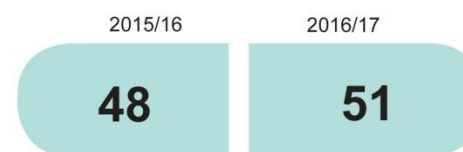
Percentage change in recorded crime (excluding fraud) per 1,000 population 12 months to 31 March 2017

Gloucestershire Constabulary	England and Wales force average
+5%	+11%
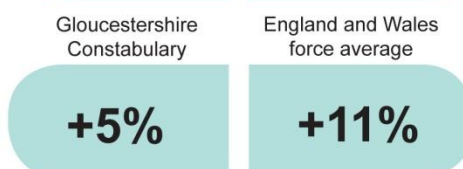
For further information about the data in this graphic please see annex A

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

Overall judgment[2]

Good

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

Overall summary

How well does the force understand demand?

Good

How well does the force use its resources?

Good

How well is the force planning for the future?

Good

The constabulary has a comprehensive understanding of the demand for its services and is improving its understanding of the specific types of demand that are less likely to be reported. It is working to reduce demand effectively, but not to the extent of suppressing it. The constabulary has a good understanding of the cost and quality of current service levels and it prioritises allocation of resources to meet demand. The constabulary invests thoughtfully and is working well with others to manage demand for services, however it might benefit from exploring wider options for collaboration with other forces and partner organisations[3]. The constabulary takes account of

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

[3] In relation to a police force, a public, private or voluntary sector entity, such as one concerned with health, education, housing, social care or the management of offenders, which from time to time work with the force to attain their common or complementary objectives.

public expectations of the services it provides and is well placed to assess future trends and how best to configure its resources in response to them.

The constabulary has a good track record of meeting its required savings target; its plans are built on sound planning assumptions and are subject to regular scrutiny. However, the constabulary needs to do more to ensure that it identifies future leaders within the organisation.

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 Gloucestershire 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 Gloucestershire Constabulary compared with England and Wales as a whole, from 2010/11 to 2016/17
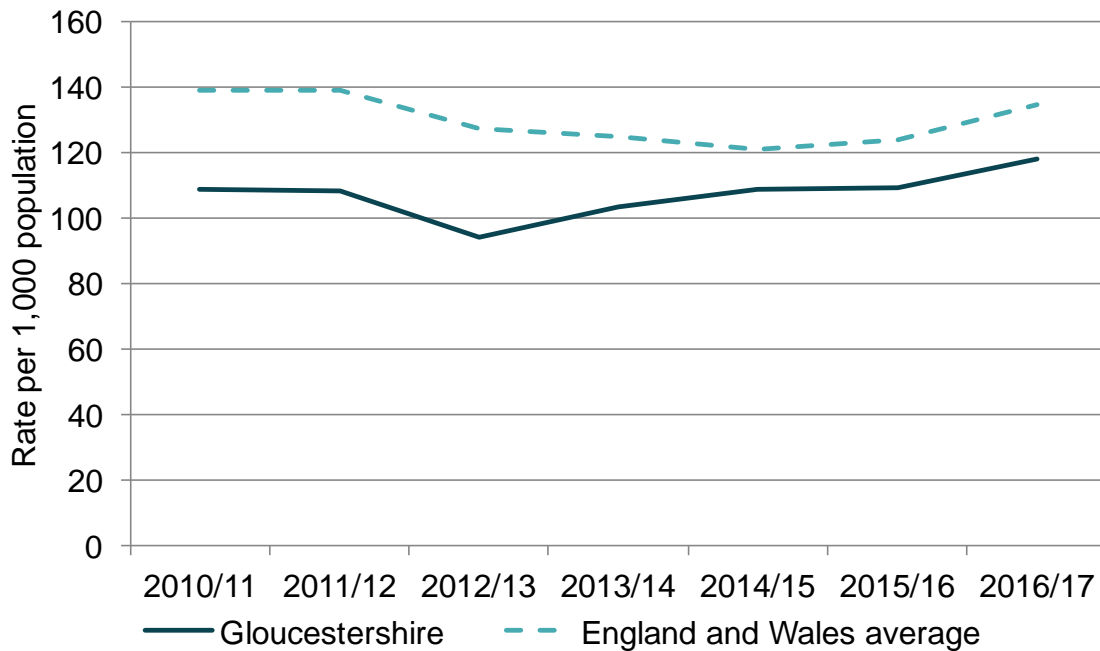
Source: Home Office Annual Data Requirement

Gloucestershire Constabulary recorded 118 999 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 increased from the 109 calls per 1,000 population recorded in 2010/11 and increased since 2015/16 when the rate was 109 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in Gloucestershire Constabulary compared with England and Wales from 2010/11 to 2016/17
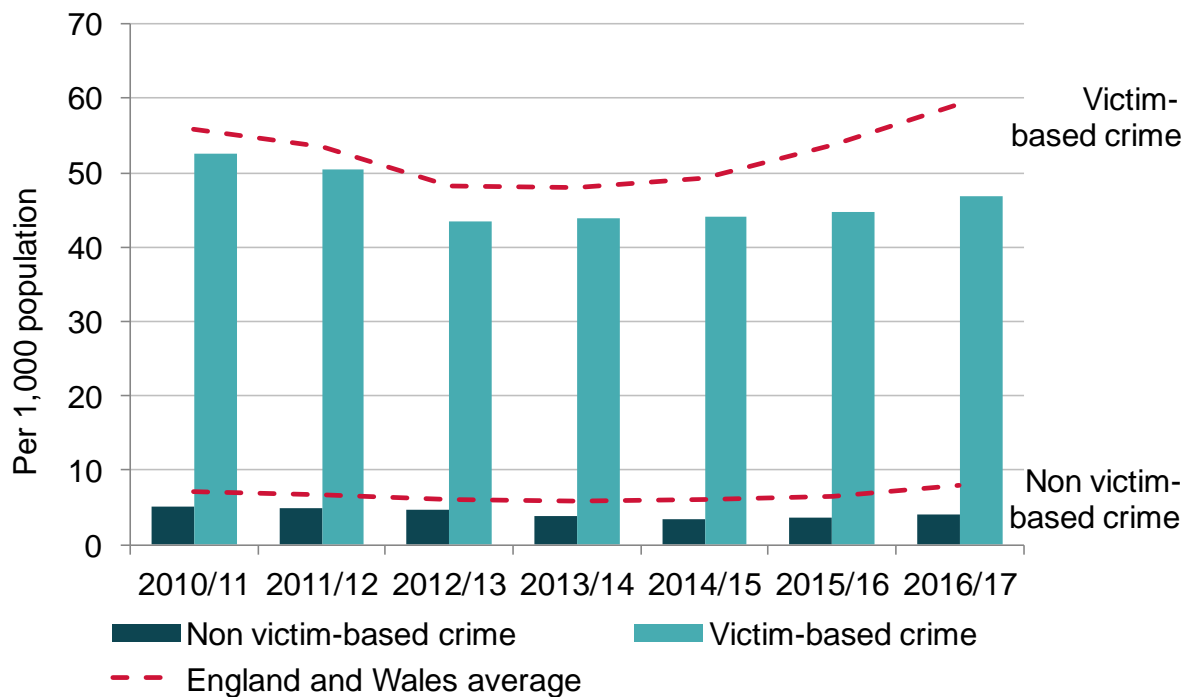
Source: Home Office Police-recorded crime data

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

The rate of victim-based crime per 1,000 population in Gloucestershire in 2016/17 was 46.8 crimes. This is lower than the rate in 2010/11 of 52.5 crimes. The rate of victim-based crime decreased between 2010/11 and 2012/13 to 43.4 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 Gloucestershire Constabulary the rate of non victim-based crime per 1,000 population in 2016/17 (4.0 crimes) was lower than in 2010/11 (5.2 crimes). The rate of non victim-based crime per 1,000 population decreased to 3.3 crimes in 2014/15 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

Gloucestershire Constabulary has a good understanding of the demand for its services and has further improved its understanding through a detailed post-implementation review of its new operating model. The constabulary has a well-established performance assurance framework (PAF) and this serves it well by tracking demand across all areas of activity. The PAF includes: the level of service being provided to the public; seasonal trends in offending; changing patterns of crime; anti-social behaviour; and fluctuations in calls for service (999/101 contact). The constabulary uses a variety of additional data sources, for example from health, census information and social care data, that enables it to build a more complete assessment of the demand it faces. These data are produced frequently and are used daily to help supervisors monitor workloads; they identify emerging trends and patterns of offending and aid the realignment of operational resources to where they are most needed.

This baseline understanding of demand has traditionally included seasonal trends and this has facilitated the well-informed redistribution of resources to prevent offending or the escalation of incidents. It is encouraging that one of the constabulary's commercial partners has recently reviewed the demand placed on the workforce in local policing. This included response to 999/101 callers, neighbourhood policing and the investigation of crime which is undertaken by local officers, and the results indicated some areas where the service provided to communities was under strain. This has enabled the constabulary to identify where additional resources need to be redirected, for example, by increasing the number of investigators in the public protection bureau who deal with more complex investigations such as child abuse and domestic violence. The constabulary has also

enhanced the skills and knowledge of the workforce in cyber-crime, as this is an area of emerging demand. Digital media investigators are working to develop online advice and information packages for all staff.

More complex demand

Gloucestershire Constabulary has a good understanding of what types of demand are less likely to be reported and is taking steps to enhance that understanding. The constabulary has invested in its analytical and research capability and has recently recruited crime and business analysts. The constabulary's commercial partner, with its established techniques of measuring hidden demand in other forces, has been commissioned to assist the constabulary improve its understanding so that officers and staff have the right skills and there are adequate resources available to meet the demand it might face in the future.

The constabulary has made more progress in communicating with some of the county's communities with less trust and confidence in the police. For example, officers work with local agencies to identify which types of business present the highest risk to newly settled vulnerable people prone to be exploited for cheap labour. For example in Gloucester city, the neighbourhood police team work closely with local voluntary agencies to ensure that the safety issues and concerns of sex workers are understood and they are given appropriate support. The constabulary also works with the Fire Service to identify vulnerable people through the intelligence that the Fire Service collects when conducting home visits. The constabulary reviews this information and ensures that appropriate action is taken, for example, by providing crime prevention information or alerting other agencies of a specific risk to the health or safety of the individual.

How well does the force understand things that affect demand?

HMICFRS inspected how well Gloucestershire 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

Gloucestershire Constabulary has effective governance arrangements in place to ensure it is efficient. The change programme brings together several important projects (such as the collaborative service platform-- which supports shared capability-- and digital evidence management) in recognition of the need to use up-to-date technology to investigate crime and improve the service provided to the

public. The change management group assesses all projects to ensure the expected benefits are realised and the cost monitored; this ensures the constabulary knows which projects it can afford and their anticipated benefit.

Benefits analysis is a prominent theme in the constabulary's change management programme. There is a good governance process in place to manage proposed changes, and benefits are reviewed at chief officer level; chief officers approve and then track the benefits realised. These include the efficiencies that will be derived from frontline officers being issued with better handheld devices, thereby providing improved access to the constabulary's services, and the savings made from the introduction of a service excellence model to replace in-house back-office functions.

The constabulary's understanding of the full benefits and unintended consequences of the change programme is improving through the current work with its commercial partner. This will provide an advanced understanding of capacity and capability to plan and co-ordinate resources effectively, providing the ability, agility and resilience to respond to any contact, incident or event in the right way.

The constabulary demonstrates that it has a good understanding of inefficient internal practices in most areas and is working to improve its processes. A network of trained 'continuous improvement champions' works with subject matter experts to explore opportunities for improved efficiency. The constabulary has reviewed the working functions in each of its departments, and continually looks for alternative ways of providing services. For example, the management of demand and the resources required to resolve incidents or conclude investigations are being reconsidered, and the focus of examining the demand placed on services and the measurement of outcomes will be shifted. The renewed focus will be on a much more streamlined service: a service which is respectful of the needs of victims and other callers, but draws on police resources in strict adherence with the requirements of the incident from the time it is first made known to the constabulary to the time that it is concluded. The response to the incident will be cross-referenced to a '4R' model: resolve, re-direct, record and resource. This aims to ensure that incidents and crimes will be resolved at an earlier point, or they may be directed to other service providers; merely making a record will be sufficient in some instances, but in other cases, more extensive services will be provided.

The constabulary is working with the Policing Research Consortium, a faculty of the Open University, and has examined large samples of incidents or allegations of crimes that the constabulary typically manages, identifying inefficient processes and systems. They are developing a plan to define the type of service that will be provided under the '4R' model. Frontline staff are involved in this and their input is helping in the development of the programme. When the programme is complete, the constabulary will have a much clearer idea of the service that will be provided to any given caller. It will be designed to meet the needs of the individual, but will only draw on the resources that are absolutely necessary to conclude the matter

satisfactorily. The constabulary stands to derive a number of benefits from this. Fewer resources will be needed, and those saved can be directed to other parts of the constabulary. HMICFRS will monitor how the constabulary capitalises on these benefits in the future.

HMICFRS is satisfied that procedures in the control centre are sufficient to prevent demand being suppressed. The constabulary understands the risks and takes steps to avoid this happening. For example, all calls are assessed and monitored and an appropriate response is made based on threat, risk and harm[4]. Shift patterns in the control room are designed to ensure that periods of high demand are adequately resourced.

The constabulary is good at tracking and realising benefits and performance measures are monitored routinely as part of the benefits realisation process. The constabulary conducted a benefits review to ensure that benefits from the change programme are achieved and unintended consequences avoided. The review took the form of a variety of events with staff to gather their feedback on different areas: the consequences of changes to the constabulary operating model; the introduction of mobile devices to frontline officers; mystery shopping exercises; and consultation with the special constabulary. Changes to the operating model have enabled the constabulary to move to a more economical Airwave contract[5], achieving considerable savings. In addition, since November 2015, the force control room has been able to reduce expenditure in respect of scenes of crime officers (SOCO) by about 80 percent, by re-educating the team on how best to use their radios. Records are now updated via phone rather than incurring force-wide radio transmission costs.

Leaders promoting innovative thinking

In HMICFRS' 2016 efficiency and legitimacy inspection, we found that some of the more traditional ways that a workforce can suggest ideas or improvements to working practices, such as a staff suggestion scheme or an online forum, had stopped or become infrequently used. The senior executive team has revitalised contact with the workforce to hear ideas about how things could be done better and stimulate innovation. This year, the inspection team found that the ideas from the workforce are welcomed in shaping the future of how the constabulary operates. Good examples included canvassing staff in the constabulary's control room for their ideas on how to improve working conditions. In the control room environment, the workforce were energised and enthusiastic about how their views can be carried forward into performance improvements.

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[4] A structured assessment based on the levels of threat, harm, risk and vulnerability faced by the victim, rather than simply by the type of incident or crime being reported, in order to help staff determine the appropriate level of response to a call.

[5] Airwave is a mobile communications network used by emergency services in the UK.

Additionally, the constabulary has introduced a number of working groups formed from a diverse range of officers and staff. They work together on issues such as wellbeing and the diversity strategy. Attendees at the workshops are encouraged to suggest ideas and new ways of working to improve services and become more efficient. For example, to reduce the levels of short-term sickness caused by colds and flu, the constabulary now offers to fund flu vaccinations for staff in the force control room and has installed bactericidal gel dispensers at entrances to departments. The constabulary has reviewed sickness levels since the introduction of these measures and reports that short-term sickness has reduced considerably. The newly appointed chief constable is embarking on a two-month tour of the workforce, called the 'big conversation'. He will outline the development of the new corporate strategy, take feedback from the workforce and discuss any issues of concern. Additionally, each member of the workforce will be asked to contribute to an initiative to identify the 100 things that present a barrier to their working effectively. Although examples like these are encouraging, the constabulary needs to demonstrate to the workforce that it is not just engaging with them, but that practice will change as a result of what they say. This would provide additional motivation to the workforce and demonstrate that leaders are influenced by and listen to the workforce as an intrinsic part of the process of implementing innovation and change.

Summary of findings

Good

Gloucestershire Constabulary has a good understanding of the demand for its services and is taking steps to enhance its understanding of the specific types of demand that are less likely to be reported. There are some good initiatives to reduce and prevent crime, particularly for those people who may be less able or confident to contact the police. The constabulary's commercial partner has been commissioned to assist it in improving its understanding, so that officers and staff have the right skills and there are adequate resources available to meet the demand it might face in the future. The constabulary understands how demand is affected and demonstrates a good commitment to manage and prioritise this. It is working to filter demand more effectively, but not to the extent of suppressing it by, for instance avoiding calls into the control room or not recording some crimes. The constabulary has taken steps to strengthen how it ensures it achieves maximum benefits from its change projects and is encouraging the workforce to make suggestions and put forward ideas to improve services. However, it needs to demonstrate to the workforce that, following the engagement process, they will see results and that practice will change as a result of what they say.

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 Gloucestershire 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 5.4 FTE (0 percent) from 1,089 to 1,094. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Gloucestershire Constabulary's planned full-time equivalent workforce (FTE) as on 31 March from 2010 to 2021
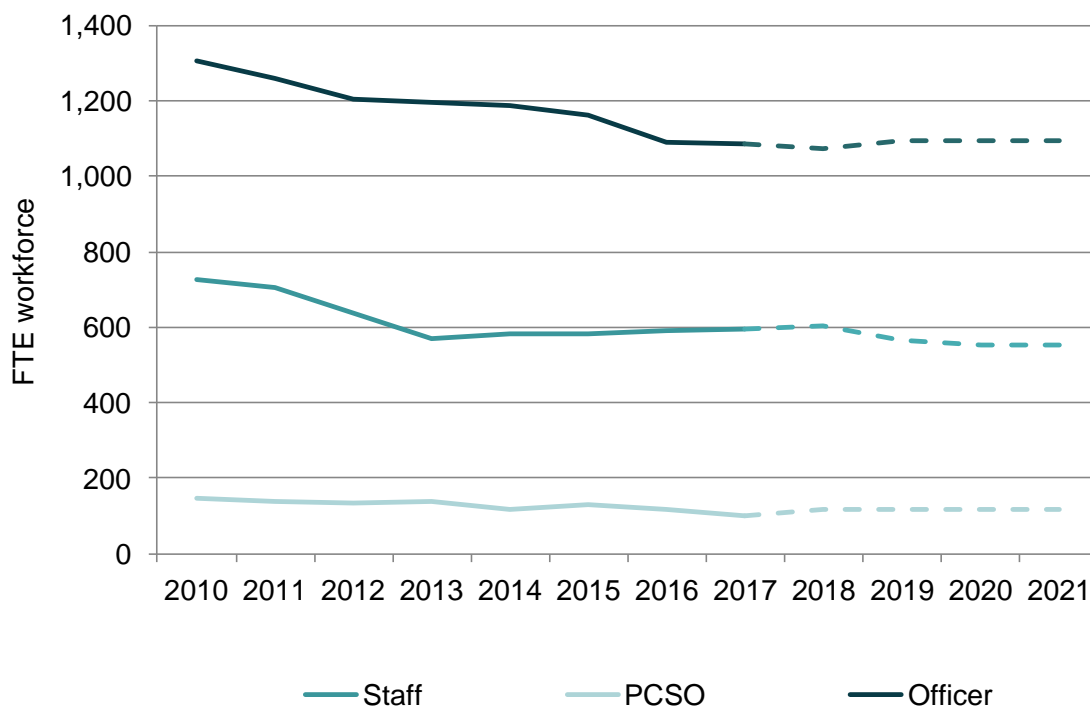
The number of staff working in Gloucestershire Constabulary is projected to decrease by 43.4 FTE (7 percent) from 595 to 552 between March 2017 and March 2021. Staff numbers across England and Wales are also projected to decrease by 2 percent. The number of PCSOs in Gloucestershire is projected to increase by 14.4 FTE (14 percent) from 102 to 116 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Gloucestershire Constabulary is good at using its resources to manage demand. It has a good understanding of the capability within its workforce and much has been done to ensure that officers and staff have the right skills to meet the demand for its services. The constabulary has an up-to-date database which includes the skills, training attended and details of those who are accredited in their professional area, for example the use of ICT, investigation or firearms. This helps the constabulary plan its training curriculum and ensure it continues to provide the services required. For example, learning and development needs are being matched to the constabulary's ICT strategy to ensure the workforce has the right level of IT skills to use the available technology. There are plans in place to create a greater diversity of skills within teams using a more detailed skills database. All personnel of inspector rank and above have completed a skills questionnaire to enable the constabulary to understand more clearly what skills are available within the workforce. The constabulary is also recruiting volunteers with good skills in investigating digital crime, to ensure it can enhance the response to current and future demand. To ensure the workforce has the level of skills required to match future demand, the

constabulary uses an assessment centre process to identify the most suitable candidates. All recruitment is open to both internal and external candidates, to ensure that a wide pool of candidates is considered.

A clear career pathway has been introduced in the force control room to ensure that the staff have the necessary skills effectively to receive and assess calls for service. The career pathway provides staff with an opportunity to work towards a management qualification in customer services, be trained as a mentor and take on coaching responsibilities. All control room staff have received training which aims to improve the assessment of the callers' needs and identify risk. Additionally, call handlers are being trained to increase the investigative capability at first point of contact and ensure that incidents are allocated to the appropriate team.

Although the constabulary has done some work to ensure its workforce will have the skills it needs, more still needs to be done. The constabulary has draft plans: these include continuing analysis of demand, and also recording decisions on how the constabulary's investigative capabilities are going to be configured in the future. However, the plans are not yet sufficiently detailed for the constabulary to be sure that the whole workforce is equipped with the skills it requires to meet future demand.

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

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

Gloucestershire Constabulary has made progress in attracting staff with specialist skills into the workforce. These include IT and intelligence experts who have embedded programmes to trawl the internet for intelligence in support of investigations. Additionally, specialist change managers have been recruited into the constabulary in recognition of the need to transform the way it works, using up-to-date technology to investigate crime and improve the service it provides to the public.

In HMICFRS' 2016 efficiency and legitimacy inspection, we noted that the constabulary needed to have a better understanding of the diversity of its leadership teams in terms of diversity, gender, disability, skills, background and experience, in order to identify any gaps in capability. The constabulary has gone some way to achieving this; a questionnaire has been sent out to all middle and senior managers to ascertain their individual skills, and this will be reviewed against the skills necessary to be effective at every managerial grade and rank.

We found examples of good forward planning, which included work shadowing opportunities for people waiting to fill key positions in the constabulary, and increasing the number of accredited officers in key positions (for example firearms commanders). The constabulary has also worked with the College of Policing to develop a better understanding of leadership and personality profiling. Personality profiling has been used with the executive team and senior managers to help individuals understand better their personality type and leadership style. This assists the constabulary in identifying leaders who have certain profiling, to support management teams that are balanced and effective.

How well does the force allocate resources?

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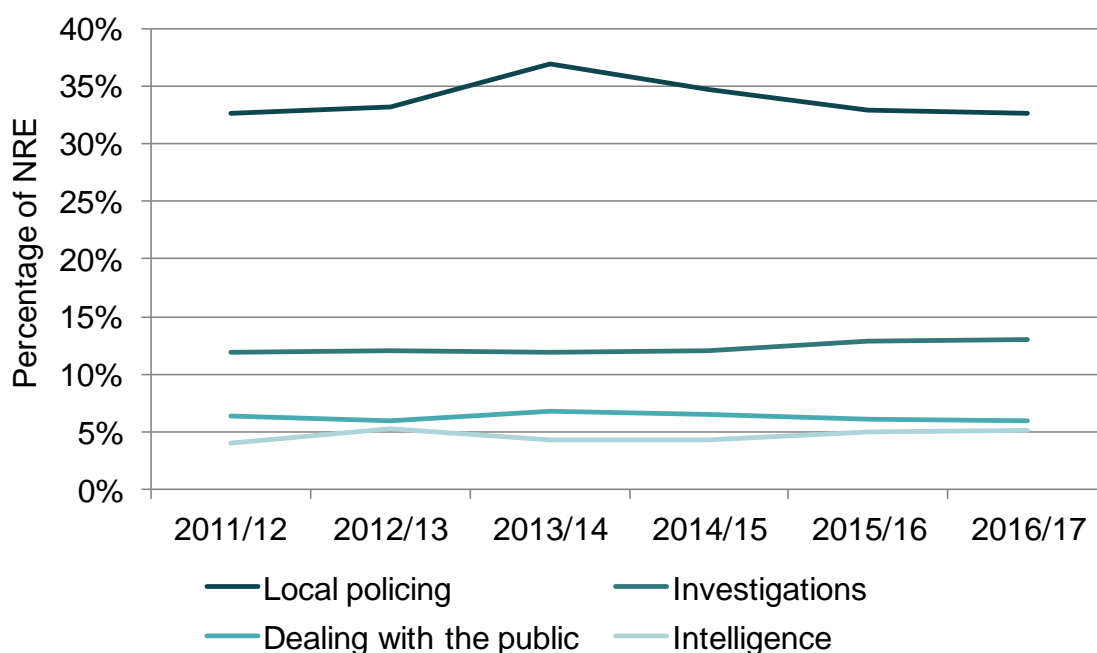
Source: Chartered Institute of Public Finance and Accountancy (CIPFA)
Note: Functions that have not been included as they are equivalent to back office functions or are only a small proportion of expenditure include operational support and road policing.

In Gloucestershire, the percentage of estimated expenditure on local policing in 2016/17 is in line with 2011/12 at 33 percent. Estimated expenditure on investigation is similar to 2011/12 at 12 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

Gloucestershire Constabulary prioritises activity based on an understanding of current and future demand, which is in line with the Police and Crime Plan and constabulary strategic priorities. Monthly and daily resource and deployment meetings ensure a flexible approach to the alignment of resources to threat, risk and harm; managers are able to adjust resource levels in response to changing demand. This allows the constabulary to redeploy officers and staff to address peaks in offending, emerging criminality and seasonal variation in crime patterns.

The constabulary's understanding of the public's expectations of its services is good. As part of the police and crime commissioner's (PCC) budget-setting consultation, events are conducted across the county. Last year, these included a specific survey asking members of the public about their top policing priorities. This information was considered and the greatest risks identified formed part of the policing priorities. The constabulary has extensive communications systems which allow it to monitor and review a range of communications from the public, including letters, emails and social media. This enables the constabulary to identify emerging priorities and demand from a wide range of the communities it serves. In addition, the

constabulary has produced a document, 'Facing our future with confidence', which is widely available to the public and sets out the services the constabulary offers. This is also shared with local authorities and other local agencies. It sets out and explains clearly, the constabulary's financial position, its priorities and the way it will work in the future.

External oversight of how policing services are provided is encouraged. The constabulary has an independent advisory group made up of community volunteers. The group reviews the effectiveness of the policing model and has a particular remit to ensure that community priorities are reflected in the service that the constabulary provides.

Gloucestershire Constabulary's change programme is realistic. The constabulary understands and is aware of the costs of various elements of services and the importance of tracking these when making changes; this is based on establishing a starting point in each department from which improvement or comparison can be assessed against. Department heads work with the finance team to scrutinise savings targets and decide on ways of providing services differently, for example using volunteers with specialist capabilities. Although this is encouraging, the constabulary will not have all the information it needs to be able to align resources to areas of activity accurately until the demand analysis work is complete. This will not only reveal which resources are needed and where, but it will also indicate the costs associated with each area of activity.

Investment

Gloucestershire Constabulary has clear principal areas of investment, based on a prediction of what resources will be required to meet future demand. These focus on technology, increasing the number of constables, and investment associated with the introduction of the new emergency services' 4G radio network.

There is a budget, and sound rationale, for the forthcoming planned changes in technology. However, although money has been identified for the recruitment of more officers, HMICFRS is concerned that the constabulary has savings to make and there is no business case for this growth or analysis to show the precise areas of work to which the extra officers will be assigned. We understand this is likely to be reviewed when more is known about the precise demand pressures the constabulary is facing and when the exact composition of the future workforce has been defined.

How well does the force work with others?

HMICFRS inspected how well Gloucestershire 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

Gloucestershire Constabulary has a good track record of working productively with other police organisations and service providers. At an operational level, specialist services, for example motorway patrols, armed policing and the investigation of murder and other serious crime, have been provided as a three-force collaboration in conjunction with Wiltshire Police and Avon and Somerset Constabulary ('Tri-force') for a number of years. Some back-office functions are streamlined, payroll functions are contracted out to Gloucestershire County Council, and procurement services are provided through a joint enterprise with five forces in the south west. Gloucestershire Constabulary procures its external forensic laboratory and analytical provisions as part of the 20-force West and South Coast Consortium. Future plans have been de-stabilised by the abandonment of the programme to merge some back-office services with Wiltshire Police and Avon and Somerset Police, that would have provided some savings.

Local partnerships are in place in the county, which means that the constabulary is well placed to manage demand better and to work together with others to lessen the effect of reduced resources. The deputy chief constable meets regularly with all the chief executives of the local County and District Councils and other stakeholders to outline clearly the constabulary spending plans and how the participants can manage services collectively to meet demand.

The constabulary has an effective mental health triage scheme based in the force control room. Historically, a considerable amount of police time has been spent co-ordinating the activity of other organisations to find the right medical care. The triage scheme now means that police involvement with people with mental health concerns is restricted to those occasions when it is absolutely essential; it also ensures that immediate care is available to the most vulnerable.

The benefits of joint working

Gloucestershire Constabulary has a good understanding of the benefits it derives from working in collaboration with partners. These include financial savings, the creation of greater organisational resilience in areas which are prone to unpredictable fluctuation in demand, and providing a better service to the public. The

collaborative approaches are reviewed, and the benefits realised are tracked and recorded, to demonstrate that these arrangements reduce cost and increase resilience and capacity.

Leadership driving innovation

Gloucestershire Constabulary leaders are good at driving innovation and willing to experiment with new ways of working; they have a long-standing record of working with a variety of academic, police and other blue light services to learn from them and improve services. We found some good examples of how this has been successful, for example, bringing together intelligence and technical experts to devise digital programs in support of investigations, and the co-opting of staff and officers onto the project analysing demand. These have been successful in identifying potential new and innovative ways of working. The constabulary also establishes standards for its practice and processes by inviting peer reviews and exposing its methods to external scrutiny. It is prepared to listen to new ideas, learn from others and develop innovative ways of working, for example, the use of volunteers to provide expertise, advice and up-to-date knowledge of the best ways to investigate and prevent cyber-crime. This has enabled the constabulary to assist local businesses and the public to protect themselves against computer hacking and fraud.

Summary of findings

Good

Gloucestershire Constabulary uses and allocates its resources well to manage current demand. It has a sound knowledge of the capability of its workforce and much has been done to ensure that the right skills are available to meet demand. However, workforce development and deployment plans are not yet sufficiently developed to ensure the constabulary will be fully able to meet future requirements. The constabulary prioritises activity based on an understanding of current and future demand and it has a good understanding of the public's expectations of its services. A major effort has been made to address previous areas for improvement that HMICFRS has noted regarding a lack of both a strategic and tactical analytical capability. The constabulary understands and is aware of the costs of various services and the importance of tracking these when making changes. It is able to demonstrate that its collaboration with other forces and organisations reduces cost and increases resilience and capacity. The constabulary is driving innovation and is willing to experiment with new ways of working. We found good examples where the constabulary has been successful in identifying potential new and innovative ways of working.

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 Gloucestershire 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

Gloucestershire Constabulary's assessment of emerging and likely demand for its services is developing. It uses commonly-recognised techniques, for example, statistical projection and seasonal trends, to identify demands of the future. It acknowledges that it can still do more to strengthen its understanding of future demand in certain areas, and it is now working with a commercial partner to assess the likely demands of high-risk criminal investigations, including in child abuse and sexual offences. This will help the constabulary assess future trends and how best to configure its resources in response to them.

Future considerations

The introduction of MoRiLE[6] in the setting of Gloucestershire Constabulary's policing priorities ensures that as a response to changing expectations the 'public voice' must be considered in the constabulary's strategic planning. The constabulary's strategic plans have a strong focus on the outcomes of the PCC's public consultation exercises and are also supported by some innovative public engagement exercises. These include the use of two mobile police stations (which are positioned in locations across the county to increase accessibility for the public). Members of the public are offered invitations to open days, which give an insight into the control room and allow the public to observe how the constabulary responds to the calls for its service.

Since last year's inspection, the constabulary has developed its understanding and awareness of how technology can shape the future of policing. Investment in ICT

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[6] 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 innovation are central elements of the PCC's Police and Crime Plan. The updated ICT strategy clarifies the benefits of investing in and using ICT to meet current and likely future demand. Such investment includes providing frontline staff with tablets to give them immediate access to the constabulary's main IT platforms, software programs which help identify offenders who use the internet to commit crime, and other communications systems for the public to report crime or other incidents to the constabulary.

This technology awareness extends to working with other forces and commercial organisations to ensure that the best and most cost-effective solutions are found, for example, working with a commercial provider, and with Essex Police and Durham Constabulary to develop a digital investigations and intelligence system.

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

HMICFRS inspected how well Gloucestershire 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

Gloucestershire Constabulary does not have a comprehensive audit of its future leadership requirements and has not fully identified the skills required in future leaders. As a result the force is not able to design leadership development to meet specific demand in leadership capability. The constabulary is in the process of developing a sophisticated leadership plan. It has started the process by benchmarking its own talent against the neighbouring forces and the College of Policing's guiding principles for leadership to improve its understanding of the skill sets it needs in future leaders.

The constabulary has a detailed succession plan in place to replace current senior leaders who will be retiring within the next 12 months. This includes opportunities for potential candidates to shadow those currently in post, with development training to ensure they have the right skills needed to be leaders in the future.

The constabulary provides opportunities to support the career development of some officers and staff; these include national programmes for selecting high potential officers and the direct entry of officers into senior positions in the organisation. This is encouraging, but needs to be developed further to ensure that the potential of all officers and staff members is identified and nurtured. The constabulary needs to improve by defining clear career pathways to ensure that its most gifted and talented people have a route into leadership positions. Although such routes exist in some areas, this will be a focus of HMICFRS' interest in the future.

Recruitment

Gloucestershire Constabulary recruits externally for every role and advertises nationally to ensure it has the best and most talented people, who have the relevant skills to meet current and projected future demand. The constabulary has established the skills required by reference to other regional forces, and uses a nationally recognised assessment centre process to ensure new recruits have the requisite skills. All vacancies are open to both internal and external candidates. The constabulary supports Fast Track[7] and Direct Entry[8] candidates and it has made considerable efforts to improve the diversity of the workforce through external recruitment. There has been specific targeting of certain communities through the use of Twitter, with a positive recruitment statement to encourage applications from those under-represented in the workforce. The constabulary reported that although this has had a limited effect on attracting applications from black, Asian and minority ethnic communities, there has been an increase in the number of women applying.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Gloucestershire 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

Gloucestershire Constabulary has a good track record of meeting its required savings target. The constabulary's change programme is realistic and the change management team, known as the 'planning for the future group', is well-resourced and has a good blend of project management experience and operational experience as a firm base for its transformational programmes. The constabulary's plans are built on sound planning assumptions which are regularly subject to scrutiny. The assumptions are based on information about matters such as precept increases, variations in the tax base, grant reduction, pay rises and price inflation. The constabulary is planning to recruit about 100 officers per year to replace leavers and increase the total number of budgeted officers (excluding those who are long-term absent) to 1,094 from the current figure of 1,060. The constabulary knows what its vision for the future is and is building a workforce that will meet that vision (and demand).

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[7] A College of Policing leadership programme. Available from: http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx

[8] 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. Information available from: www.leadbeyond.police.uk/

The PCC ensures that the constabulary's planning programme is professionally reviewed by the finance panel and through joint meetings between the chief officer and office of the police and crime commissioner (OPCC). In addition, the constabulary commissioned its commercial partner to carry out a review of its operating model in order to analyse the operating assumptions. This revealed a number of positive aspects but also some shortcomings. The review concluded by recommending that the constabulary will need to manage demand differently in the future to provide services in line with the managed expectations of the public. For example, the review recommended that fewer incidents should be attended in person and a greater role taken on by the incident assessment unit, with the consequent resourcing implications. The constabulary is generating an action plan to address the findings of the review, and this will be taken forward over the next 12 months.

The constabulary's change programmes strike a good balance between IT innovations, the replacement of computer platforms that have been in place for a long time, and a comprehensive analysis of current, future and hidden demand to ensure that the workforce can be configured efficiently for future organisational requirements.

As mentioned earlier in this report, due to the plan to provide some services in conjunction with other forces in the region being discontinued, this has destabilised some future plans. Nevertheless, the preparatory work the constabulary completed as part of the programme, such as a detailed review of its current human resources and learning and development needs means it is well placed to benefit by introducing new ways of working. These include the possibility of introducing a service excellence model for human resources (HR) and the learning and development department.

Savings

Gloucestershire Constabulary has saved £29.2m, the equivalent of 26 percent of its gross revenue expenditure, over the recent spending review period (2010/11 - 2015/16). It has made an accurate assessment of future savings requirements until 2020/21, this is based on sound assumptions, including the grant settlement, potential precept increases and pay and price increases.

A further £6.4m of savings have been identified as needing to be made; these are in part due to the pressures placed on the budget but also due to plans to increase the numbers of constables. Indicative figures of where the savings are to be made have been provided to HMICFRS, and are detailed and realistic. There will be a strong focus on non-pay budgets and police staff salaries. Senior leaders in the constabulary are clear about the pressures these requirements will bring. Many of the existing police staff posts relate to police and community safety officers (PCSOs) and control room operators, and both are areas that the constabulary and the PCC are trying to protect. The constabulary has a number of contingency plans in place in

case the £6.4m savings associated with non-pay budgets and police staff budgets do not materialise; these include postponing plans to increase the number of officers (£1.8m savings). The constabulary is developing a 'people strategy', which will include supporting work relevant to leadership, support, wellbeing, and talent management. Some decisions have been delayed by the appointments of a new chief constable, a new deputy chief constable and an assistant chief constable, and this may lead to a period of uncertainty at a time when the force is facing significant financial difficulties. The exploration of enabling services collaboration has been discontinued, in which back-office functions were to be merged with Wiltshire Police and Avon and Somerset Constabulary. This should have resulted in some cost savings, but was not considered as feasible at that time. This means that new programmes have to be devised to find alternative cost savings measures. These plans have been shared with HMICFRS; it is an area that will remain a focus of future inspections.

Summary of findings

Good

Gloucestershire Constabulary's assessment of emerging and likely demand for its services is developing well and stands to leave the constabulary well-placed to assess future trends and how best to configure its resources in response to them. The constabulary also has the mechanisms in place to ensure that public expectations are considered. Since last year's inspection, the constabulary has developed a clear understanding of how the benefits of investing in and using ICT affect its ability to meet current and likely future demand. The constabulary's recruitment processes demonstrate that it is working towards having the appropriate skills it needs to meet current and projected current demand. It is in the process of completing an audit of its future leadership requirements but, though this is encouraging, it needs to be developed further to ensure that leaders have the appropriate skills to match future demand.

The constabulary has a good track record of meeting its required savings target. Its plans are built on sound planning assumptions and they are subject to regular scrutiny. The constabulary's change programmes strike a good balance between IT technological innovations and a comprehensive analysis of current, future and hidden demand.

Next steps

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

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

Annex A – About the data

The source of the data is presented with each figure in the report, and is set out in more detail in this annex. The source of Force in numbers data is also set out below.

Methodology

Please note the following for the methodology applied to the data.

Comparisons with England and Wales average figures

For some data sets, the report states whether the force's value is 'lower', 'higher' or 'broadly in line with' the England and Wales average. This is calculated by using the difference from the mean average, as a proportion, for all forces. After standardising this distribution, forces that are more than 0.675 standard deviations from the mean average are determined to be above or below the average, with all other forces being broadly in line.

In practice this means that approximately a quarter of forces are lower, a quarter are higher, and the remaining half are in line with the England and Wales average for each measure. For this reason, the distance from the average required to make a force's value above or below the average is different for each measure so may not appear to be consistent.

The England and Wales averages will differ slightly from the Value for Money Profiles because we have included City of London Police and the Metropolitan Police Service within the average in this publication.

Statistical significance

When commenting on statistical differences, a significance level of 5 percent is used.

For some forces, numbers described in the text may be identical to the England and Wales average due to decimal place rounding, but the bars in the chart will appear different as they use the full unrounded value.

Population

For all uses of population as a denominator, unless otherwise noted, we use the Office for National Statistics (ONS) mid-2015 population estimates.

Force in numbers

Forecast change in gross revenue expenditure

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

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

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from www.gov.uk/government/collections/police-workforce-england-and-wales), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.[9] The data are the actual full-time equivalent figures (or FTE), and figures for 2016/17 are the figures as at 31 March 2017.

For FTE, these data include officers on career breaks and other types of long-term absence, and excludes those seconded to other forces. Projections for 2020/21 are budget-based and therefore likely to take into account a vacancy rate depending on a force's planning strategy, but may not include a projection for absences. In some instances, therefore, an increase in budgeted posts may not actually indicate the force is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a high vacancy rate which masks this change.

Calls for assistance

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

Recorded crime

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

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

Figures throughout the report

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

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

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

These data are obtained from Home Office police-recorded crime and outcomes data tables (available from www.gov.uk/government/statistics/police-recorded-crime-open-data-tables). Total police-recorded crime includes all crime (excluding fraud offences) recorded by police forces in England and Wales. Home Office publications on the overall volumes and rates of recorded crime include British Transport Police, which is outside the scope of this HMICFRS inspection. The England and Wales rate given in this figure is a simple average of all forces' rates to reduce the effect of large forces on the average.

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

Data from 2010 to 2017 are obtained from the Home Office annual data return (as set out in the Force in numbers section) which is an 'actual' FTE figure. The percentages used in figure 3 are derived from the total FTEs within forces and therefore may differ slightly from the exact figures quoted within the report. Data from 2018 onwards are budget-based projections, therefore depending on a force's planning strategy may not include a projection for absences.

Due to the complex and continually evolving picture of workforce collaboration between forces, not all changes in workforce figures reflect the workforce that is available to forces. Involvement in strategic alliances and/or regional organised crime units would be an example of where changes over time are likely to be skewed. Therefore, sharp increases or decreases need to be considered with caution as they may simply represent accounting changes related to how staff are allocated to forces and not real changes in staffing levels.

At the time of the inspection, the future financial climate was uncertain. Several forces did not have confirmed plans for workforce projections. It is important to note that figures are in many instances unconfirmed estimates provided to assist HMICFRS in our inspection programme and should not be seen as a concrete plan for the future workforce available for policing.

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

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

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

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

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