

PEEL: Police efficiency (including leadership) 2017

An inspection of Humberside Police



November 2017

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Introduction

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

What is police efficiency and why is it important?

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

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

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

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

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

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
£174m	£173m	-1%



Workforce

Planned change in officer numbers

2016/17	2020/21	Percentage change
1,641	1,775	+8%

Planned change in total workforce

2016/17	2020/21	Percentage change
2,972	2,958	0%



Calls for assistance

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

Humberside Police	England and Wales force average
141	135



Recorded crime

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

2015/16	2016/17
75	84

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

Humberside Police	England and Wales force average
+12%	+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 judgment²



Requires improvement

Humberside Police is judged to require improvement in the efficiency with which it keeps people safe and reduces crime. This is consistent with last year's assessment. The force's understanding of demand is judged to require improvement; it is assessed to require improvement for its use of resources to manage demand; and its planning for future demand is judged to be good.

Overall summary

How well does the force understand demand?



Requires improvement

How well does the force use its resources?



Requires improvement

How well is the force planning for the future?



Good

Overall, Humberside Police has been assessed as requiring improvement in the efficiency with which it keeps people safe and reduces crime. However, we have observed some level of improvement since HMICFRS' 2016 efficiency inspection. This is positive, but the force must improve in several areas to be assessed as good overall. This year's inspection was carried out at a time when the force had a temporary chief constable, and since then a new chief constable has been appointed.

Humberside Police has improved in the way that it understands demand for its services. It now has resources in place to identify and analyse data, working with both police and non-police partner organisations to understand its current and

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

predicted future demand better. Nonetheless, inefficient processes and unintended consequences of force activities are affecting how it can manage and reduce its demand.

HMICFRS is pleased to find that the force has started to address the cause for concern found last year, namely the absence of a comprehensive workforce plan, and to see that a five-year workforce plan is in development. The force still needs a better understanding of the skills in its workforce to help identify gaps, support succession planning and recruit new officers and staff for the future. It has a good understanding of its priorities and has plans to meet them. Humberside Police works well with its partners and collaborates with others, such as local authorities and the fire and rescue service. Collaborative working has helped the force make the savings it needs and improve efficiency in the policing services it provides to the public.

Humberside Police plans for the future well. It has produced a change programme based on realistic and sound assumptions. This is aimed at making the financial savings required as well as the efficiencies necessary to provide the workforce and infrastructure needed for the force to provide the policing service it expects.

Areas for improvement

- The force should put in place better processes and governance to understand and realise the benefits of risk-based policing activity, and how it affects the force's ability to meet current and likely future demand efficiently.
- The force should undertake appropriate activities to understand its workforce's capabilities fully, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The force should ensure that it understands the level of service that can be provided at different levels of costs, so it can identify the optimum level of service provision.

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.

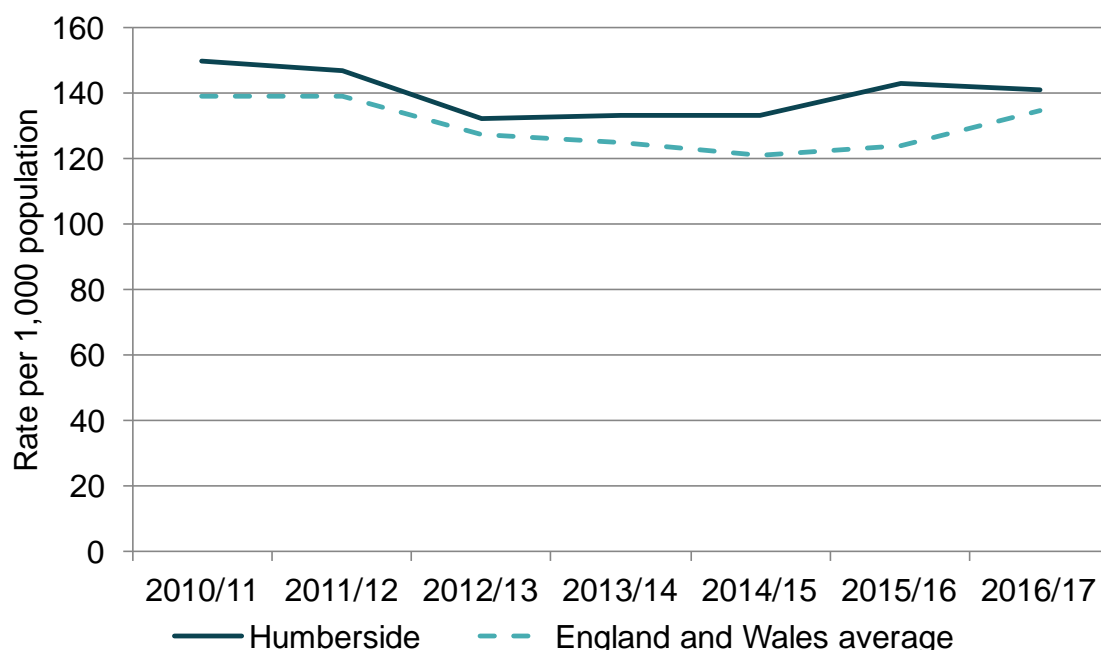
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond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

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

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



Source: Home Office Annual Data Requirement

Humberside Police recorded 141 999 calls per 1,000 population in 2016/17. This was broadly in line with the England and Wales force average of 135. The rate has decreased from the 150 calls per 1,000 population recorded in 2010/11 and decreased since 2015/16 when the rate was 143 calls per 1,000.

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



Source: Home Office Police-recorded crime data

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

The rate of victim-based crime per 1,000 population in Humberside in 2016/17 was 75.7 crimes. This is higher than the rate in 2010/11 of 73.4 crimes. The rate of victim-based crime decreased between 2010/11 and 2012/13 to 61.1 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 Humberside Police, the rate of non victim-based crime per 1,000 population in 2016/17 (8.1 crimes) was similar to 2010/11 (8.0 crimes). The rate of non victim-based crime per 1,000 population decreased to 5.8 crimes in 2015/16 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

Understanding demand

Humberside Police has improved its understanding of demand. It has gathered data from police and partner organisations and now has a good understanding of current demand. It has used demographic and deprivation data to refine its understanding of how its demand is likely to change. This has included working with academia to improve its understanding. The force has worked with the Open University (OU), the N8 Policing Research Group³ and Hull University academic research facility (which is working on demand management). This work has seen the force undertake an OU Centre for Policing Research and Learning evidence cafe, at which OU academics, police officers and staff practitioners along with other professionals, met to review types of demand and how to manage and reduce certain types of them. This exercise identified types of force demand under five categories:

- failure;
- avoidable;
- excess;
- co-dependent; and
- preventable.

³ For more information, see: www.n8research.org.uk

Targets for reduction included failure demand (a result of poor service), avoidable demand (a result of behaviours which could be influenced or changed), and preventable demand (a result of causes which could have been addressed earlier). Reduction methods identified included improving IT to identify failure demand within the force control room to ensure that all calls are answered, thus reducing the number of calls repeated because there was no response the first time. The force has also taken part in peer review inspection visits to gain a better understanding of demand on other services; for instance, it was part of an OU peer review of Sheffield Northern General Hospital. The demand management team produces information about sources of demand, for example identifying the most frequent repeat callers to the force control room. This resulted in problem-solving plans being put in place and action taken by neighbourhood policing teams to reduce the demand on police resources. The force's understanding of demand extends to the work it needs to do to prevent demand, and this is supported by the detailed data it now has available. It has a dedicated team of business analysts and researchers, who have developed a network with local partner organisations and other blue light services to share each other's data, including health data, to support the understanding of demand, and the interaction between the demands on the various organisations. The team has also reviewed and learned from the National Police Chiefs' Council demand management project and visited other forces to compare methods for the understanding of demand. The force holds regular series of meetings at different levels; these include meetings of the strategic demand partnership group, chaired by the deputy chief constable, with membership at local authority chief executive level, and of the demand resourcing group meeting, at which force command leads discuss significant demand issues and raise actions to tackle such demand. As a result, the force now understands the demand for its services more fully.

The force has developed and analysed its data sources to understand the changes in community demographics, make-up, and even health risks. It is reviewing the skills it needs to tackle the predicted changes within communities in the future. For example, the force is aware of where the population is ageing and where new communities, for instance of Eastern Europeans, are developing. This means that the force can review its workforce skills and identify what skills it may need in the future; these may be, for instance, additional language skills or, in areas where there is an ageing population, wider knowledge and use of the Herbert protocol⁴ to support those suffering from dementia who may go missing. The force analysis of its demand has identified the five highest demand areas (see above), along with those people who regularly call upon police services. The force is actively using this information through its neighbourhood policing resources to work with partner agencies to identify and resolve the reasons for high use, for instance by those suffering from mental illness. The force and its partner organisations then make sure that people have the correct services available to them to support their needs and prevent them

⁴ For more information, see: www.humberside.police.uk/protecting-vulnerable-people/herbert-protocol

from regularly using police services inappropriately. The force has re-structured and invested in 'the hub', the force control room. The demand resolution team aims to review and deal with those calls for service and demand that do not require the attendance of an officer, thus freeing up officers to attend in a timely way to those incidents which really require it.

More complex demand

Humberside Police has developed its understanding of more complex demand. It has completed a strategic assessment using a nationally recognised assessment method known as the MoRiLE framework.⁵ This draws on police information, and some information from partners, to assess the levels of threat posed in significant areas of crime, identifying which areas (such as domestic abuse and child sexual exploitation) are the priorities. The force also produces a strategic intelligence requirement; this recognises that it needs to know more about certain crimes and criminality which are less likely to be reported to it; for example, it is currently focusing on offences such as human trafficking and modern day slavery. The force is raising awareness of the need to gather intelligence within those areas, using information from the media and also by seeking information from the public. It is using its professional and proactive development training days to raise awareness among its frontline officers and to provide training on some demand areas that are less likely to be reported.

Working in the highest demand areas, the force has used its proactive policing operation, Operation Impact, to engage with the community to understand its concerns. Operation Impact 12⁶ was a community engagement event which used a survey of 1,200 people, tailored to communities which do not normally engage with the police. The focus of engagement was to identify hidden demand areas by gaining a better understanding of what those communities saw as priorities. The force told us that policing operations conducted in response to the public concerns identified had resulted in improved public confidence that reporting concerns can bring positive results, and that the level of reporting by the public has increased. Having identified the areas of hidden demand, the force has engaged with its partner agencies to raise awareness further and to work with the community and with victims. For example, the force is part of the Humber Modern Slavery Partnership, which started in 2016, with representation from the four local authorities and other organisations, such as the Gangmasters Licensing Authority, British Red Cross and homeless charities. This engagement is aimed at improving reporting and intelligence in order to understand and tackle demand better.

⁵ 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.

⁶ Operation Impact - each operation is sequentially numbered to differentiate between operations.

How well does the force understand things that affect demand?

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

Managing, prioritising and filtering demand

Humberside Police has in place a structured governance process for reviewing the demand on the force and how it is managed. At a strategic level, the business change programme board manages business change processes to make sure that efficiencies and benefits are tracked throughout the planning and implementation of changes. Performance management processes review the ongoing demand on, and performance of, the force, and the deputy chief constable chairs a monthly resourcing demand group which considers resource allocation against demand. A dashboard of business intelligence data is produced, aimed at supporting the force in understanding the demand it faces on a daily basis, showing daily variations in demand. The force monitors its demand and priorities each day through its local and force-level 'pacesetter' management meetings.

The force uses the THRIVE⁷ model of risk assessment to assess the calls for service it receives and to decide on the resource requirements for safeguarding those who call for help and managing that demand. During our inspections of Humberside Police, however, we have found that this process is not fully used in all the areas of frontline policing. In our 2016 effectiveness inspection, we found that the force needed to improve how it assessed vulnerability when victims first make contact. In order to address those findings, the force is now in the process of making changes to how it assesses risk and has changed some systems and processes to ensure that vulnerability is identified.

The force has introduced additional supervision and monitoring of some demand areas to support the THRIVE risk assessment until the new system is fully integrated; this may temporarily have an adverse effect on the efficiency of the force, as in the following example. The initial assessment and risk grade of a person reported missing is completed by the control room staff. Officers then attend the call at the appropriate graded response level. However, should the reviewing inspector within the local policing area decide, on the basis of the attendance at the scene and gathering all the information, to reduce the initial assessment from high to medium, then the case must be reviewed by a detective inspector (DI); if the risk is ultimately

⁷ THRIVE is 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.

to be agreed by the DI, the original activity undertaken by officers may well have been an inefficient use of their time. In this way, inefficient internal processes have resulted in an increase in some areas of demand. There are also unintended consequences, such as a reduced number of resources to meet other demands for service while officers are dealing with incidents, awaiting further review, and ratification of decisions. The workforce told us that they felt they were not trusted or empowered in some areas as a result of the additional level of scrutiny and ratification of initial decisions. The force is aware of such inefficiencies and recognises some of the areas that are affected by the current process of risk assessment, and it is taking steps to safeguard the community. Other inefficiencies include, for example, the force also being aware that some calls to the control room are abandoned owing to their not being answered promptly. It intends to introduce new ICT software and additional resources at peak times to manage its inefficient processes.

Humberside Police uses recognised business change processes, and has a governance process to identify and manage the benefits and efficiencies identified and sought as part of its business change programmes. All proposed changes to the force are discussed at the strategic change board, chaired by the deputy chief constable and, if accepted, adopted for implementation. The board's agenda includes updates on the ongoing projects and the results of formal review processes after the conclusion and implementation of changes. The business change process also identifies any perceived unintended consequences of the changes (and any activity identified to mitigate such consequences) for the board to consider. For example, we observed a meeting which reviewed a proposed change to the force custody suite provision. After discussion, at which the proposals and options presented and the impact such changes would have on operational policing and resources were challenged, the agreed changes were then to be presented to the police and crime commissioner for further consideration and scrutiny.

Leaders promoting innovative thinking

Humberside Police has structures in place for listening to and receiving feedback from its workforce. Generally, we found that the workforce recognised the opportunity for them to make suggestions and felt that they were listened to, and that the force had improved the way they can provide feedback and ask questions of chief officers. In November 2016, fulfilling a commitment to the workforce as a result of feedback from the staff survey, the force launched a new suggestion scheme called What If, which replaced the previous system. The new scheme is linked to the local fire and rescue service scheme of the same name, and the force and the fire and rescue service share the suggestions made. Ideas and suggestions are submitted through the force intranet and are visible to the whole workforce. The force recognises that this is a new scheme and that it is gathering momentum. To date, several suggestions have been acted upon and the actions recorded on the force website under its new People Deal. Suggestions have included changes to shift start

times to meet demand, changes to the vehicle fleet to improve accessibility and protective equipment, changes to uniform provision, and the introduction of spit guards (now being piloted).

The force has also launched a scheme called Ask the Chief, under which the workforce can challenge or ask questions of the chief constable; these questions and responses also appear on the force intranet. In addition, the chief constable meets regularly with staff associations, trade unions and support networks to discuss issues and seek feedback. The force Leading Together programme includes rank and grade specific 'communities of good practice' events at which officer and staff groups meet to review and share experiences and good practice; the events are run by a chief officer who provides communication and feedback opportunities for both chief officers and the workforce.

Summary of findings



Requires improvement

Humberside Police has improved in how it understands current demand. However, it still requires improvement in the extent to which inefficient internal processes impose additional demand on the force. Its approach to prioritisation has some risks and causes a certain level of potential unintended consequences.

The force has enhanced its ability to identify demand and now has a good understanding of the demand for its services. It is identifying what can affect the demand now and in the future. It has processes in place to identify both the demand which presents the greatest risks to the public and that which, because it does not give rise to reports from the public, may be hidden (and the reasons for this). It has measures in place to raise awareness among its workforce. While some changes have been made to improve safeguarding, the force still needs to understand and review both internal inefficiencies and the unintended consequences of its approach to prioritisation.

Area for improvement

- The force should put in place better processes and governance to understand and realise the benefits of risk-based policing activity, and how it affects the force's ability to meet current and likely future demand efficiently.

How well does the force use its resources?

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

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

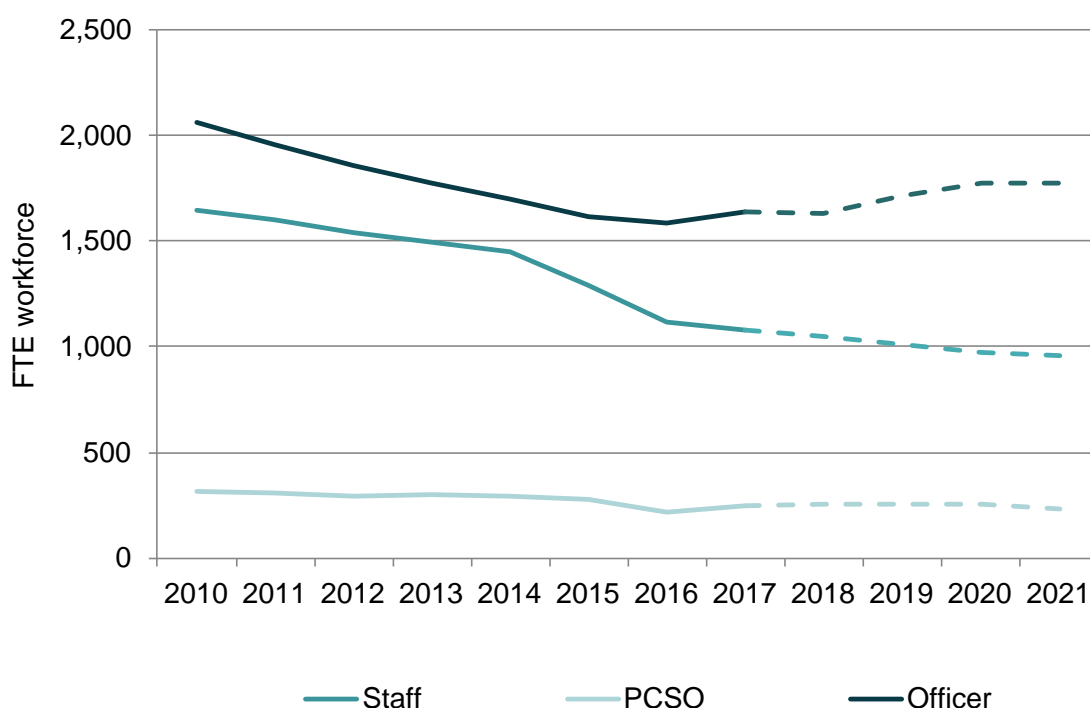
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

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

Figure 3 illustrates the workforce profile (the number of officers, staff and police community support officers (PCSOs)) since 2010 and projections to 2021. Between March 2017 and March 2021, it is projected that the number of officers will increase by 133.7 FTE (8 percent) from 1,641 to 1,775. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.

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



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

The number of staff working in Humberside Police is projected to decrease by 126.3 FTE (12 percent) from 1,081 to 955 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 Humberside is projected to decrease by 22.0 FTE (9 percent) from 250 to 228 over the same period, whereas for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

In HMICFRS' 2016 efficiency report, we identified as a cause for concern that Humberside Police did not have a workforce plan providing it with an overall approach to resourcing. It has now prepared such a plan in conjunction with the medium-term financial strategy (MTFS); the MTFS proposed a resourcing and recruitment structure for the force for the next five years, set against its budget. In the context of a funded establishment of 1,652 police officers as at 1 April 2017, set to increase to 1,775 by 1 April 2022, the new workforce plan has identified the core skills needed and the gaps the force needs to fill, based on officer role profiles and vacancies, to equip it to police the Humberside community for the next five years. The plan pays particular attention to local policing, specialist policing, professional and leadership skills and the need for digital policing and agile working to support an efficient and modern police force. The force has not yet, however, completed a skills audit of its existing workforce, and it recognises that it should conduct one.

As part of the workforce plan, the force recognises the need to understand better the workforce it already has. It has a three-step plan comprising: capability gap analysis;

workforce skills audit; and a costed learning and development plan to address the capability gap.

As mentioned above, the force acknowledges that it has yet to undertake the skills audit of its workforce and, when it has completed its workforce plan, this will be one of the next steps for its workforce development. The force already records training of frontline officers in the necessary skills, and the logistics team's skills database covers, for instance, driver training, training in the use of Tasers and public order skills. To understand the capabilities of its workforce better, Humberside Police needs to make progress with the total skills audit, in addition to just understanding the operational skills its officers currently have.

Humberside's workforce planning for the future, linked to the MTFS and the new police and crime plan, has identified areas where workforce investment is needed, including investment to fill gaps to meet the demand and the force vision. For example, the force has identified that it needs more skills and resources in areas such as investigation, early intervention partnership working and protecting vulnerable people. It has reviewed the current workforce mix to establish where gaps will occur through retirements and leaving and where succession planning is necessary for skills areas and posts. This means that the force has identified what posts it needs to fill through recruitment, but as it has yet to complete a skills audit, it does not have the information to establish who has the skills and experience to fill those posts. Its workforce plan is not sophisticated enough at this stage to identify individuals for succession planning or to recruit against identified skills gaps. The force has planned recruitment and promotion selection processes to maintain its workforce capability and is working towards the skills needed for the future.

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

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

During our inspection, we reviewed how the force understands the skills needs of its leaders for the future. As set out above, HMICFRS found that the force has developed a workforce plan for 2017 to 2021. This plan states that a skills audit needs to be completed to identify what skills are required for the next five years, including specialist skills such as cyber but also leadership skills. The force has, however, yet to complete the next stage of the workforce plan, which is to undertake an audit of its leadership's current skills. As a result, while the force has some appreciation of how changing demand will affect the skills that its leaders need, at this stage, it does not have a clear understanding of the skills its leaders possess. A better understanding of the current workforce leadership skills would provide a more in-depth and sophisticated understanding, which would enable the force to work towards developing its leaders for the future.

Despite the skills audit not having been completed yet, the force is nonetheless, through its formal leadership programme, providing leadership training and developing its understanding of the skills it currently has among its leadership. The leadership programme is made up of three phases: the first phase has been provided as core leadership training, which incorporates transactional skills, and some softer leadership skills, such as holding difficult conversations and the statutory responsibility of leaders. The second phase has featured more personal development and self-awareness tools, including the use of psychological assessment to identify and understand better an individual's style of leadership. National police learning courses such as 'making a difference' have also been used. The third phase will look at the development of effective teams and how to understand and build functional teams, and is due to be trialled. The force is providing its leaders with development opportunities and supporting better understanding of the softer skills, for example, emotional intelligence and personality type, through assessments and continuing professional development events. The force actively supports both police officers and staff in completing the national police senior leadership learning events; there is a high take-up of these, particularly from officers.

Through the workforce plan and its analysis of workforce data, the force has identified projected leadership vacancies for the next five years. This projection includes an evaluation of the ability to plan for succession and the identification of leadership posts that will need to be filled. The force expects that 49 posts across 20 roles will become vacant during that time.

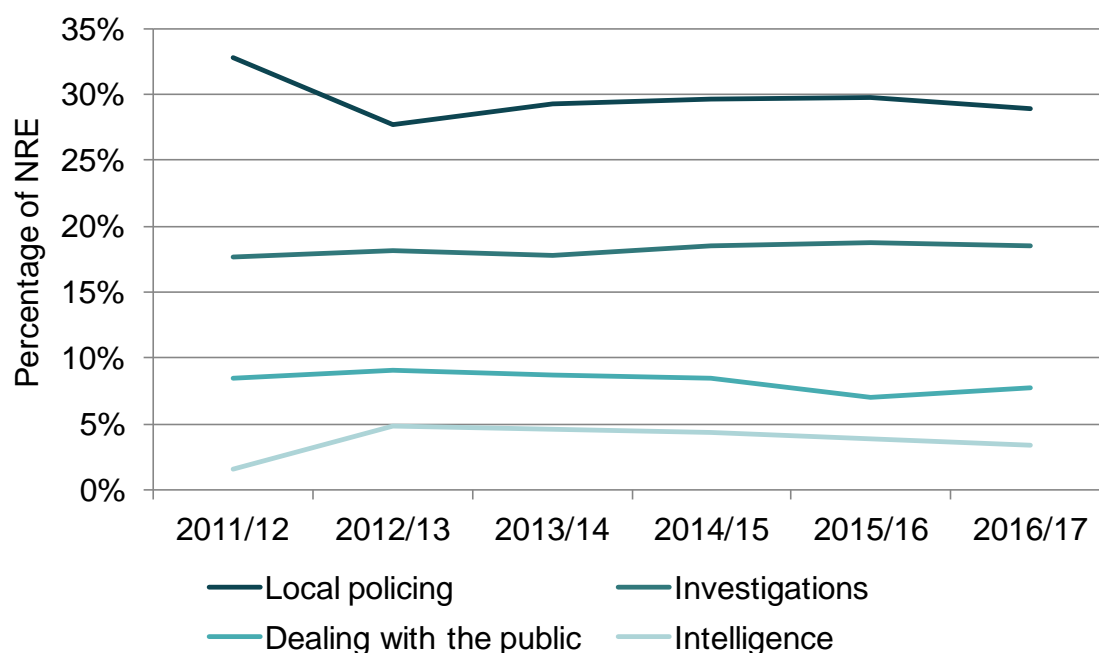
How well does the force allocate resources?

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

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

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

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



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

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

In Humberside, the percentage of estimated expenditure on local policing in 2016/17 has decreased from 33 percent in 2011/12 to 29 percent in 2016/17. Estimated expenditure on investigation is similar to 2011/12 at 18 percent, expenditure on dealing with the public is similar to 2011/12, and expenditure on intelligence has increased from 2 percent to 3 percent from 2011/12 to 2016/17.

Prioritisation and cost

Humberside Police prioritises its activity on the basis of an understanding of current and future demand, along with local priorities. The force has a new police and crime plan, which has been prepared by the police and crime commissioner (PCC) after consultation with the public. The force prepared an operational delivery plan, which details the activity and way in which it intends to undertake and prioritise its activities to comply with the PCC's plan. It has identified the threats it faces from significant areas of crime through its annual strategic assessment, using the management of risk in law enforcement (MoRiLE) model (see above). It has produced a plan to help it tackle and reduce the danger from high-risk crime types, which this year have been identified as domestic abuse, child sexual exploitation, violence against the person and dwelling burglary. It has completed a force control strategy,⁸ which is assessed against the force national requirements detailed under the *Strategic Policing*

⁸ Force control strategies are high-level plans that set out how police forces intend to manage threats and risks identified within their strategic assessments of threat and risk.

*Requirement.*⁹ In addition, the force has prepared its intelligence requirements, recording areas in which it needs more information about under-reported or hidden crime areas, such as modern slavery and human trafficking. It has used its proactive policing operation, Operation Impact, to engage with and listen to the community about concerns and priorities, and it makes use of 'proactive policing days', in which increased resources are directed to mounting policing operations to tackle the areas about which the public has most concern. At a tactical level, the force holds monthly and daily meetings at which its priorities and resource allocation are discussed to make sure that it is tackling and focusing on the demand areas identified. The force has set up a demand resolution team within the hub control room, which deals with demand that is assessed as being suitable for call-based resolution without the requirement for a patrol attend the incident. This reduces the demand on patrol officers and increases their availability to attend other incidents where they are really needed.

Although the force allots different priorities to meeting different types of demand, it has only a general, rather than a detailed, level of understanding of the effect of varying the levels of investment, through either reduction or increase, on the service provided in each area. The following may serve as an example. During our inspection, we found that the force has one force shift system, to which all officers within the community command work, despite this not being the best fit for the duties they are undertaking. For example, neighbourhood policing teams and the early intervention team remain on the force shift pattern, despite their being part of a co-located partnership team. This means that officers and police community support officers (PCSOs) are on duty at times when their partnership colleagues are not on duty; this could delay and frustrate working practice within the partnership. Furthermore, the force identified that further leadership and scrutiny were required to monitor and move resources when needed to meet peaks in demand and areas of vulnerability. To support this process, the force introduced additional senior officers at chief inspector or superintendent rank to each shift. These provide additional support and authority in monitoring and moving resources to meet the calls for service demand and manage the ongoing risk in the force. The workforce gave us examples of when PCSOs were occasionally used to attend incidents which they would not ordinarily attend in order to support the force in meeting its demand. Senior leaders are aware that in some areas they have over-compensated with resources to support the identification and management of risk and safeguard the

⁹ The Strategic Policing Requirement is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. Strategic Policing Requirement, Home Office, March 2015. Available from:

www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

public. HMICFRS acknowledges that while this may not reduce costs or meet changes in demand, it is part of a process of change necessary in the light of previous HMICFRS findings and recommendations.

Investment

Humberside Police makes sensible and intelligent decisions about its investments, on the basis of financial savings and how such investments will improve the efficiency of its service provision. The force financial planning is facilitated by a medium-term financial strategy (MTFS) forecast, which is subject to review, governance and independent scrutiny. The force has good business processes in place to undertake change and investment projects; these processes include identification of projected benefits and savings and robust governance and external scrutiny for such investments.

The force has made several investments designed to improve its efficiency and service provision to the public. For example, it has a number of ICT projects that have already provided efficiency savings and improvements to the public in both Humberside and its collaborating force, South Yorkshire, and these projects are expected to realise more benefits in the future. The force has invested in mobile data technology for its frontline officers, so they can update force ICT records directly while on patrol and no longer need to return to a police station to complete these tasks. Most activities, such as crime recording, stop and search recording and similar functions, can now be completed while the officers are still visible and accessible to the community. The force's new integrated criminal justice and investigation records management system seeks to provide it with more efficient systems and get the most out of staff efficiencies. The force has also worked with the fire and rescue service to combine the vehicle maintenance resources and buildings (known as estates), so that the vehicle fleet for both services is managed and maintained by one team under one roof. This has not only led to savings of £130,000 for the force but has also increased the efficiency with which its vehicle fleet is managed, and police vehicles are now available for operational use 97 percent of the time.

How well does the force work with others?

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

How the force works with other organisations and other forces

Humberside Police has continuing, long-established, collaborative working arrangements with other police forces and partner organisations. The force is willing to continue to seek new collaborations to support its policing services. It has longstanding joint ventures with South Yorkshire Police for its ICT projects and human resources functions, which support both police forces. It has a similarly longstanding collaboration with the wider Yorkshire and the Humber (YatH) region of forces in respect of some specialist policing services, such as its forensic service provision and in respect of regional organised crime. The force works well with local authority partners, with co-located resources working together through its early intervention hubs, to keep people safe through safeguarding and to improve community safety. Humberside Police continues to work closely with the local blue light emergency services. This includes, for example, its collaborative work with Humberside Fire and Rescue Service (HFRS) in areas such as joint estate management and vehicle fleet maintenance (see above). Such collaboration, along with an understanding of the demand on the other services, has seen the fire and rescue service supporting both the police and the Yorkshire Ambulance Service (YAS). There is an agreement that HFRS supports both the police and the ambulance service in attending those incidents that require gaining entry to premises to preserve life. This has reduced the number of occasions on which police attend to force entry to premises on behalf of the ambulance service, thus freeing police resources to support the public in other ways; previously, the police had had to attend 197 such occasions in seven months. The force has also developed a working relationship with the mental health charity MIND, which supports the force with a triaging facility available within the control room at identified peak demand times for mental health calls. Representatives from MIND support the force with mental health advice and guidance and accessing mental health records, and help to enable the most appropriate service to be given to callers with mental health problems; this, again, reduces the demand on police resources.

Humberside Police has a good understanding of its partner organisations' demand and resource capability. The deputy chief constable chairs a strategic demand partnership group with membership at chief executive level from each local authority, community safety partnerships, health authorities and both HFRS and YAS. Each organisation understands the demand on the others and the implications the work of each has for the others' demand. For example, organisations work together to commit resources to agreed partnership areas, such as children's services, with the police in early interventions teams and the fire and rescue service working with the youth offending service. This understanding of demand is continued into information-sharing agreements and a meeting structure through which organisational analysts meet to review each other's data and information to support one another in gaining a better understanding of both current and future demand. The police and crime commissioner (PCC) has recognised the value of the continuing partnership demand

work and has provided £1.5m funding to support the work. The force has a good working relationship with its partner organisations, and they have maintained their commitment and resources to working with the force to support joint working.

The benefits of joint working

The force is clear about the benefits it gets from its collaborative working, and why what it does is preferable to other collaboration options available. The force reviews its collaboration and business change processes to track the predicted benefits identified, from the initiation to the implementation of projects and joint ventures. Financially, Humberside Police has budgeted £36.7m for investment in joint working in 2017/18. The force expects savings as a result of this investment to be £3.5m.

The force can assess the benefits that joint working brings; these may be financial savings, increased policing services, or resilience in specialised skills. For example, since it began, the collaborative work in scientific support has achieved a cash reduction of £14m in the cost of provision of scientific support services across the region. The Yath regional support for underwater search unit has seen the regional forces share this unit and each has invested in the unit for training equipment and resources. The force told HMICFRS that the shared facility has resulted in £500,000 savings against the original force cost. Joint working has also provided efficiencies, such as increased vehicle availability (see above). The force expects to see improved customer access through its new ICT smart contact service, which is planned to start operating in June 2018. This is planned to integrate customer contact and resource management to improve services, and aims to provide more online services for the public, in addition to making projected savings of £1.2m in information services.

Leadership driving innovation

The force is proactive in seeking out new opportunities for service improvement. Whether these come from visiting other forces, seeking out new ideas or good practice, commissioning academic research or requesting a peer review from another force, there is a willingness among leaders to experiment with new approaches; this has resulted in innovation.

The force has undertaken visits to other forces that have been identified as being good in areas of interest such as contact centres; there has also been a peer review of the hub control room. Such contacts have led to improvements in the force. For example, having identified Operation Encompass, which aims to safeguard and support children who are affected by domestic abuse, the force launched the operation in Humberside after having gained the support of the relevant partner agencies to support the project. The force also turns to academia to look for

innovation. For example, it has embraced the Police Now¹⁰ project and has plans to recruit ten Police Now candidates in 2017/18. The force has secured an intern student to work with the demand unit and support the force with research into the demand for policing services. It has further developed its workforce by recruiting over 150 community service volunteers across the force and Humberside Fire & Rescue Service (HFRS). This development brings skills and experience into the force and supports a variety of functions, including dedicated work in special branch, managing and supporting major events, and administrative work. The force is one of a number which make up the N8 Police Research Group, working with universities to research and identify areas of research that will help with policing problems and looking at evidence-based policing. The force has also sought development opportunities and support through the Police Transformation fund. It has received funding for several current projects, including 'Domestic Abuse: a whole system approach', place-based public safety and sharing IT with the NHS.

Summary of findings



Requires improvement

Humberside Police has improved its performance since the findings of HMICFRS' 2016 efficiency inspection, but still requires improvement in how well it uses its resources. Although the force has completed a five-year workforce plan, it still needs to complete an audit of the workforce skills and capabilities. This should inform its understanding of gaps in workforce capability and capacity, and support succession planning and recruitment and selection. The force has a good understanding of its priorities and has a medium-term workforce plan, which will see the force recruit additional police officers as part of the plan to allocate resources to meet those priorities. It needs to refine the way it varies the levels of services it provides to meet changes in demand. It has longstanding joint ventures and works collaboratively with regional police forces and its partner organisations; these arrangements have seen the force make the savings it needs and improve efficiencies in the policing services it provides to the public.

¹⁰ A programme which trains graduates to be inspirational leaders. For more information, see: www.policenow.org.uk/

Areas for improvement

- The force should undertake appropriate activities to understand its workforce's capabilities fully, in order to identify any gaps and put plans in place to address them. This will enable the force to be confident in its ability to be efficient in meeting current and likely future demand.
- The force should ensure that it understands the level of service that can be provided at different levels of costs, so it can identify the optimum level of service provision.

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

Predicting future demand

Humberside Police has an enhanced understanding of its demand and predicted demand for the future. It understands trends in demand and is able to evaluate what demand may look like in the future. It has completed a strategic risk assessment to map out the crime types that cause the greatest risk for the community. It has completed an intelligence needs analysis, identifying areas of crime and criminality, for instance modern slavery and human trafficking, about which it needs to know more in order to understand better both the extent of such criminality within Humberside and how to tackle it. The force has forecast the likely future demand to which it will be subject on an hourly, shift or daily basis, employing ICT software that uses historical data from its calls for service. The predictions are reviewed and checked by an analyst within the hub control room, and this allows the force to resource its control room to meet the demand for service.

Since HMICFRS' 2016 efficiency inspection, the force has improved its network of partner organisations. It now has a structure that provides the information and data needed to gain a good understanding of the demand placed on it and on partner organisations, and of the changes and predicted changes within the communities of Humberside. As a result, the force can understand better what its demand will be in future. The force has in place a structure of regular meetings ranging from strategic to tactical, and information-sharing processes with a range of its analysts and partners, and these help it to develop a good understanding. For example, the force is aware of changing population needs, whether arising from an ageing population or from new and changing populations with different cultural and language needs. On this foundation, it can start to consider its policing services and the skills mix that it will need for the future.

Future considerations

Humberside Police understands what the public want, and is using this information to review its policing services and inform its view of the future. The force recognises that it needs to respond to the priorities set in the police and crime commissioner's (PCC) recently published 2017/21 police and crime plan. This sets the force three aims based on the mandate of the public: to deliver increasingly self-sustaining and safe communities in the Humber area; to build public confidence in the agencies involved in creating safer communities; and to provide services to victims and the most vulnerable that meet their needs. In response to the plan set by the PCC, the force has prepared a delivery plan in which it sets out how it will provide its policing services to meet those aims. The force and the office of the police and crime commissioner (OPCC) have engaged with the communities to identify their concerns and needs for the future. The force has developed its services to meet the needs of the public, for example online reporting and 'Track my crime', which enable victims to use the force website for more of its services. The force is developing its call handling ICT to meet the demand made by the public and reduce repeat calls. It also uses Operation Impact to engage with communities. For example, Operation Impact 12 was designed to gather the views of the community to assess future expectations and improve confidence and satisfaction. The force spent three months in 2017 gaining a better understanding of the demographics of the local areas. Through community engagement events and a targeted survey of 1,200 people from its five high demand areas, the force encouraged the community to come forward to record their concerns and needs.

HMICFRS found that the force has a good understanding of what technology can offer policing, and seeks to use changes in technology to support its policing service and improve the efficiency of the force. Its data and digital strategy 2016/20 aims to change the culture of the force to become digital so that new technology is considered across all areas of work and the best use is made of self-service facilities. For example, the force now has a mobile data platform, which its frontline officers and staff use to enable them to record and report activity while remaining visible within the community rather than returning to police stations to update records. The force has invested in its ICT infrastructure, with a number of current projects to modernise and merge functions, such as criminal justice and crime recording functions, and provide better customer contact and online functions. These projects are in conjunction with South Yorkshire Police and are now either up and running in force or have agreed starting dates. The force contact centre, the hub, has procured and is training staff on its new software to forecast demand better through the use of call-handling software, scheduled to be introduced in July 2017. The system will help the hub manage demand from incoming calls for service on a live-time basis and will provide analytical information for mapping demand once data has

been collated over a period. At present, the hub analyst manually assesses future demand and resourcing. The force has a pilot scheme and a project for the use of body-worn video cameras, which the strategic change board is overseeing.

During our inspection, we found that the force is already working extensively with several other organisations in a variety of ways. It has police-to-police collaborations to provide savings and increase its efficiency and operational capacity. It also works with other blue light services to understand and share demand. For example, Humberside Fire & Rescue Service (HFRS) now attends and gains entry to homes when needed, which has reduced the need for the police to provide this service. The force is intending to do more work with HFRS and has plans for further collaboration, including establishing a joint estates department in which the force will manage the buildings and facilities for both organisations. It also works with partner organisations to safeguard the community and provide crime reduction partnerships. It reviews the way in which it works with others and looks for new ways in which to collaborate. For example, it has a new project called the North East Transformation Innovation and Collaboration (NETIC). In this, seven north east police forces are seeking to review and develop other ways of working together to improve the capacity and capability of policing services and to make the forces more efficient. NETIC has set a meeting structure at different levels to work with both the forces and the PCCs over a number of projects. NETIC is reviewing several areas, such as force national specialist capabilities under the *Strategic Policing Requirement*, for example, cyber-crime and surveillance capability. In addition, the work incorporates the long-term capacity of the region to respond to the challenges facing policing, such as finance, technology and operational capacity. Despite the regional forces being successful in other areas of collaborative working, the project is a challenging one, but it could incorporate individual force collaborations into a much more strategic approach for the whole region.

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

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

Succession planning

The force has identified methods of recruitment and training to develop its leaders. The senior leadership group oversees management of the workforce and recruitment to roles requiring specific skills. To access a wide pool of talent, the force has advertised externally for leadership candidates. It has reviewed the number of officers taking police promotion examinations and identified that it is declining; in response, it now advertises all promotion opportunities externally to attempt to recruit existing skilled managers and leaders. It has also made a commitment to recruiting

two Direct Entry¹¹ candidates at inspector level per year, and supporting two candidates through the Fast Track process to leadership (this includes a fast track for detectives). To develop those individuals and prepare them for leadership, the force has a mandatory first and second-line supervisor course for newly-appointed supervisory staff, sergeants and inspectors, with 176 places planned for 2017/18. The candidates undertake a range of leadership assessments, including for emotional intelligence and situational leadership, to assist understanding of their personal leadership style and support the force in developing its knowledge and understanding of its leaders for the future.

The force has completed some work on succession planning for specific workforce posts, having identified projected gaps based on leavers and retirees, and has plans to recruit to fill gaps. The succession planning could be developed further, to take account of the skills required for succession planning itself, once a skills and capabilities audit has been completed. The force has some methods of talent identification but is aware that it does not have a formal talent management scheme. Currently, potential future leaders are identified through the force performance development review process (referred to as PDR), from individuals in the workforce who are assessed by their line managers as 'exceeding the standard'. Through the workforce plan and its analysis of workforce data, the force has identified projected leadership gaps for the next five years. This work includes an evaluation of the ability to plan for succession and the identification of leadership posts which will need to be filled. The force expects that 49 posts across 20 roles will become vacant during that period.

Recruitment

Humberside Police has identified methods of recruitment and training to develop its leaders and to access a wide pool of talent to do so. The force now advertises all promotion opportunities externally to attempt to recruit existing skilled managers and leaders. It has scheduled its police promotion selection process to be undertaken shortly after the announcements of the police promotion examinations results, further to attract the largest pool of eligible candidates both internally and externally. As mentioned earlier, the force has also been an advocate of the Direct Entry and Fast Track schemes and has previously recruited from them. It has made an additional commitment to recruiting two Direct Entry candidates at inspector level per year, and to supporting two candidates through the Fast Track process to leadership, including a fast track for detectives, and it plans to recruit ten Police Now (see above) candidates in 2017/18.

¹¹ For more information about College of Policing leadership programmes, see: <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

How well does the force plan for likely future demand?

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

Plans

Humberside Police has set out its aim and objectives in its '2020 Vision', which records its seven strands of success as: vulnerability; legitimacy; people; connections; prevention and problem solving; sustainability; and data and digital. The police and crime commissioner (PCC) has recently produced a new police and crime plan for 2017/21 which provides clear priorities and a vision for the force to work towards. The force in turn has set its operational delivery plan to provide the policing service which it believes will meet the police and crime plan aims and objectives. Nationally, the force has plans to meet its commitment to the Strategic Policing Requirement (see above). It has set its strategic assessment of risks to prioritise for the force. The current medium-term financial strategy (MTFS) makes prudent assumptions about the force budget and savings. The force plans are built on sound planning assumptions and are subject to informed scrutiny. The force has set its financial plans, along with its predicted level of resourcing, on which it can plan to provide the policing services it hopes to provide for the public.

As a result of the force's vision and priorities, the force plans are designed to seek workforce development and organisational change, such as in estate management, ICT and collaboration. The force will rely on these changes to provide the service it plans. The force's plans are realistic, and built on sound assumptions which have been subject to adequate scrutiny, internally through internal governance structures such as the business change programme board (see above) and externally, by the office of the police and crime commissioner (OPCC).

The force's plans will change the way it operates. Its change projects, investment and developing ICT and workforce plan are aimed at making it more efficient and preparing it for the challenges it faces and the future demand it expects. The MTFS and the workforce plan show that Humberside Police currently has a funded establishment of 1,652 officers and is intending to recruit an additional 215 police officers with the right skills for its plans. However, the force plans show that it intends to have a budgeted establishment of 1,775 police officers by 2021. HMICFRS found some confusion as to precisely what that growth will provide for the force, as it has been working with fewer police officers than its identified funded establishment for some time, generating savings from unfilled vacancies. The force should ensure that its leaders understand and can give a clear explanation about how the force will afford and make sustainable the growth in officer numbers.

Savings

The force is investing in infrastructure. Its change plans are based on realistic and sound assumptions, which should provide it with savings and efficiencies in the future. Decisions in relation to infrastructure and development are subject to robust governance and scrutiny. The force is confident that the change programmes and governance processes in place have identified the savings and efficiencies it expects to make. HMICFRS found that the force has a good record of making the saving it needs to meet the financial requirements placed on it. It achieved £27.8m savings over the last spending review period and has plans to make year-on-year savings through to 2021. Its net revenue expenditure for 2016/17 is £171.95m and it has prepared a balanced budget for this year. As at 31 March 2017, it has total forecast reserves of £34m, which is 19.8 percent of net revenue. Within the total reserves, the force had unallocated reserves of £5.2m, which is 3 percent of net revenue expenditure and within the nationally recognised benchmark for prudence.

The force's financial plans show a balanced projected budget year-on-year to 2021, using reserves and savings to achieve this. The force maintains a high level of reserves as a contingency against any financial pressures that may occur as a consequence of funding reviews. Through its change programme and medium-term financial strategy, the force aims to save £7.7m over the next five years, with a programme which will achieve the chief constable's and PCC's priorities. The ongoing plans, such as the ICT strategy, estates management and collaboration with partner organisations, have identified benefits in terms of continuing savings and efficiencies, so the force expects to make the savings it needs in order to invest in the additional police officers it intends to recruit. To retain flexibility in this programme, the force has a contingency plan to introduce a voluntary exit scheme for officers, if the need arises.

Summary of findings



Good

Humberside Police is assessed to be good in the way it is planning for the future. It has improved on how it predicts likely future demand and now has the structure in place to gain a better understanding of the factors that will have an impact on future demand both from the community and its partner organisations. The force continues to develop its workforce understanding and understanding of needs for the future, and has completed a workforce plan which is supporting it in that development and understanding. The force has plans to increase its numbers of police officers through to 2021 to provide additional resources to meet the demand it is predicting. It has identified its vision and aims and is aware of those that have been set by the public and the police and crime commissioner. It has a change programme based on

realistic and sound assumptions. It aims to make the financial savings required of it, as well as the efficiencies necessary to provide the workforce and infrastructure it needs for the policing service it plans to provide.

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.¹² 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).

¹² 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.