

# PEEL: Police efficiency (including leadership) 2017

An inspection of Lancashire Constabulary



November 2017

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ISBN: 978-1-78655-457-4

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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)<sup>1</sup> 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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<sup>1</sup> 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 Lancashire Constabulary's legitimacy inspection will be available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/lancashire/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/lancashire/)) 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/lancashire/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/lancashire/).

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/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/how-we-inspect/)).

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure



### Workforce

Planned change in officer numbers



Planned change in total workforce



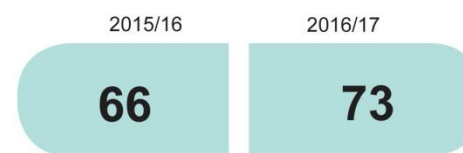
### Calls for assistance

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



### Recorded crime

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



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



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

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

## Overall judgment<sup>2</sup>



Lancashire 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 has maintained a good understanding of demand; its use of resources to manage demand is judged to be good; and its planning for future demand is also 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

Lancashire Constabulary has a good understanding of the current and future demand for its services. As part of a comprehensive change programme, well-established teams consider demand across a broad range of services with the objective of developing a force that can meet the future needs of the public. Since HMICFRS' 2016 efficiency inspection, the constabulary has improved its understanding of more complex demand. It has a detailed understanding of the demand that comes into the control room. The processes that are in place to manage that demand have been explored in detail to identify inefficiencies and duplication of effort. Changes are being made to improve the call handling service, increasing capacity and capability while reducing cost. A similarly detailed understanding of the complex partnership processes that provide support to

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<sup>2</sup> HMICFRS judgments are outstanding, good, requires improvement and inadequate.

vulnerable people allows the constabulary to be more specific in matching its resources to priorities and improve the timeliness of decision making in the services it provides.

Good arrangements are in place to ensure the change programmes are properly coordinated and any unintended consequences are identified and avoided. The constabulary is committed to a programme of reducing demand by early intervention. It works with local partner organisations to provide coordinated support to those communities and individuals most in need. Strong relationships exist with public service partners to manage demand collectively. The constabulary is ensuring that it is recruiting and developing the right skills and capabilities within the workforce and among its leaders to support this different approach to managing demand.

Lancashire Constabulary has prudent financial plans in place to meet future funding challenges. It also has a well-considered programme of investment to ensure that it can adapt how it operates to provide services in the future that meet the needs and expectations of the public.

## **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.

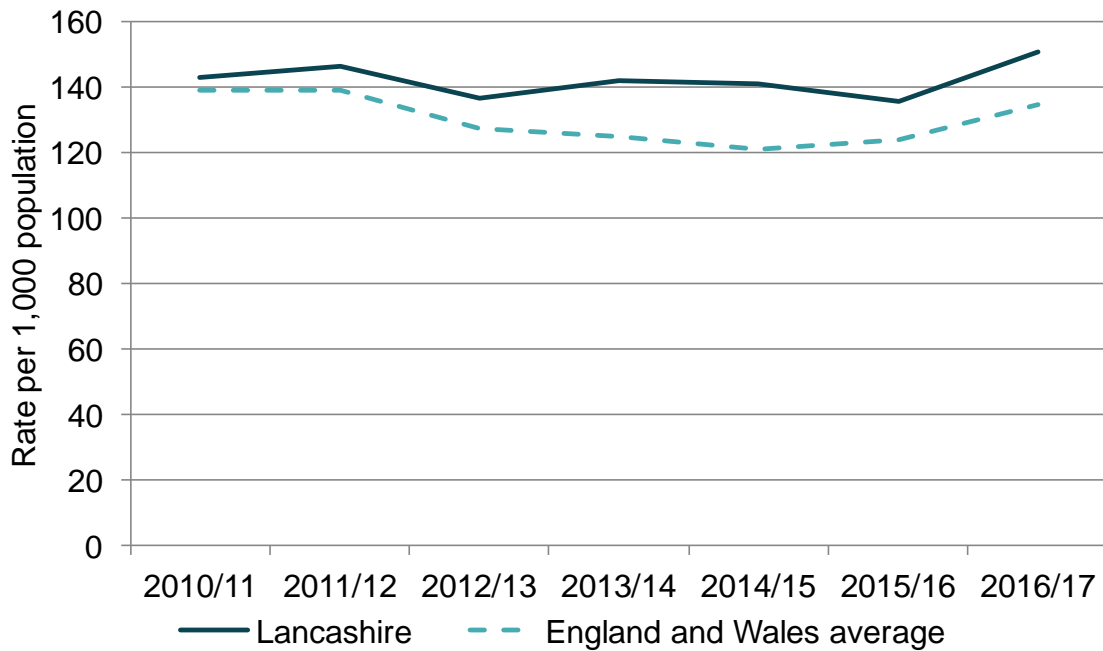
## **How well does the force understand current demand?**

HMICFRS inspected how well Lancashire 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 Lancashire Constabulary compared with England and Wales as a whole, from 2010/11 to 2016/17**



Source: Home Office Annual Data Requirement

Lancashire Constabulary recorded 151 999 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 143 calls per 1,000 population recorded in 2010/11 and increased since 2015/16 when the rate was 136 calls per 1,000.

**Figure 2: Police-recorded crimes per 1,000 population in Lancashire 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 Lancashire in 2016/17 was 68.1 crimes. This is higher than the rate in 2010/11 of 61.5 crimes. The rate of victim-based crime decreased between 2010/11 to 2012/13 to 56.9 crimes per 1,000 population before increasing to the 2016/17 rate. Over the same period 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 Lancashire Constabulary the rate of non victim-based crime per 1,000 population in 2016/17 (4.7 crimes) was lower than in 2010/11 (6.9 crimes). The rate of non victim-based crime per 1,000 population decreased to 4.4 crimes in 2015/16 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

### **Understanding demand**

The constabulary analyses a broad range of data, including reported crime, calls into the control room, public survey data and information from its partners within the Community Safety Partnership to gain a detailed understanding of the current demand for its services. The tactical management board is chaired by the assistant chief constable who has responsibility for demand. It meets monthly to identify current and emerging threats that may have a negative effect on resourcing. It also examines major investigations affecting the constabulary and each district. Crime and call data are analysed over an extensive range of crime and incident types, assessing areas that particularly stand out.

A futures team, which is part of the corporate development department, has worked with consultants to develop skills in systems thinking<sup>3</sup> to review the end-to-end processes in the control room. The team has developed a comprehensive understanding of the call demand and has redesigned the call handling process to ensure that incidents are resolved at the first point of contact to prevent secondary calls coming into the constabulary unnecessarily. To test the revised processes, a new structure is currently being trialled within the control room. For each area of the constabulary, staff who take the calls are now seated with those who despatch resources. In addition, supervisors sit alongside staff rather than in a separate part of the room, which means that advice and support is provided as it is needed and does not delay the process.

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<sup>3</sup> System thinking is a method of critical thinking by which you analyse the relationships between the system's parts in order to understand a situation for better decision making.

## More complex demand

The constabulary accepts that its understanding of more complex demand, and demand that is less likely to be reported, is improving but also that it has more work to do. The systems-thinking methodology used within the control room is now being applied within the multi-agency safeguarding hub (MASH)<sup>4</sup> to provide a more efficient and effective service, with benefits being identified for both police and MASH partners. The constabulary has extensive datasets and analytical tools in place to support this approach, which relies on a detailed understanding of every stage of the process. As part of this review, over 380 referrals into the MASH from frontline officers and staff have been analysed, to assess the effect on each agency. This found that in the majority of cases, the initial response was proportionate and appropriate and the referral added no value, it simply increased bureaucracy. The processes are now being redesigned to provide more upfront support to frontline officers and staff. In this way, the MASH can prioritise its service to meet the needs of the most vulnerable. HMICFRS were encouraged by this approach to understanding demand and improving efficiency which places the service to the victim at the centre of the process.

The constabulary's strategic assessment identifies areas where there are gaps in understanding the true scale of a problem, such as mental health and modern slavery. An intelligence assessment plan is also in place with partner organisations, to fill gaps in information and knowledge. Progress has been made with modern slavery and human trafficking. For example, the constabulary now has a better understanding of businesses and locations that are susceptible to human trafficking. Local profiles have now been revised and a human trafficking coordinator has been introduced to provide a consistent approach. The constabulary has commissioned some work on hate crime, examining data from police and partner organisations to determine current and future demand and improve service provision. The constabulary also works with universities and partner organisations, contributing to the national demand review<sup>5</sup> and Society of Evidence Based Policing<sup>6</sup>. Strategic oversight of this work is provided by the head of corporate development, ensuring that the focus remains on identifying ways in which improvements can be made in the service that

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<sup>4</sup> A multi-agency safeguarding hub (MASH) brings together into a single location the main safeguarding agencies better to identify risks to children (and in some areas, vulnerable adults), and improve decision making, interventions, and results. The MASH enables the multi-agency team to share all appropriate information in a secure environment, and ensure that the most appropriate response is provided to effectively safeguard and protect the individual.

<sup>5</sup> Information available at: [www.college.police.uk/News/archive/February%202015/Pages/national-demand.aspx](http://www.college.police.uk/News/archive/February%202015/Pages/national-demand.aspx)

<sup>6</sup> The Society of Evidence Based Policing is made up of police officers, police staff, and research professionals who want to transform policing through understanding what works.

is delivered to the public. For example, the University of Leeds is currently evaluating the benefits and opportunities that have been provided by the rollout of mobile digital devices to frontline officers and staff.

## **How well does the force understand things that affect demand?**

HMICFRS inspected how well Lancashire 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**

Lancashire Constabulary has good processes in place to ensure that its resources are used efficiently. The constabulary understands that in order for change to succeed, the workforce culture also needs to change. To progress this, each basic command unit (BCU) has a superintendent with responsibility for organisational development, supported by an inspector. Within headquarters, the overall lead for organisational development works closely with the head of corporate development to ensure the approach to cultural change is consistent and coordinated with the transformation programme. The head of corporate development oversees and coordinates all change programmes and provides updates to the monthly strategic management board. Updates on the overarching transformation programme go to the bi-monthly organisational development board, which is chaired by the chief constable and has representation from departments and BCUs. This all provides reassurance that the constabulary is developing sustainable, coordinated future processes and structures through a consistent approach to change management.

The systems-thinking approach that the constabulary has adopted in the control room and the MASH has the potential to make service provision more efficient. This approach analyses every activity undertaken by every person within the process, and questions what value it adds. By examining the flow of work in this way, the constabulary is able to understand the inefficiencies as well as how changes to one area can affect other parts of the system or process. This means that changes are evidence based and improve overall efficiency. For example, the constabulary analysed the call demand from the public to the 101 telephone number. It found that over 200,000 calls per year could be removed from the system by improving the response and quality of information provided at the first point of contact. While still in the trial stage, the early indications are that this is creating additional capacity to deal with demand and provide an improved quality of service to the public.

The Constabulary's leaders are committed to gaining a detailed understanding of demand in order to improve the quality of service provision in a sustainable way. The scrutiny of internal and external demand for service within the contact management

process means that any suppression of demand, whether deliberate or inadvertent, is easily identified and remedied. A range of control room performance data are examined daily. Through this work, the constabulary has established the resourcing levels required to meet demand for services on any given day and plans are in place to realign resources accordingly. Officers and staff within the change teams feel they have the support of senior leaders in identifying the risks associated with suppressing demand. These risks are discussed and dealt with through the relevant monitoring boards.

The constabulary accepts that its commitment to the early action programme<sup>7</sup> and place-based policing<sup>8</sup> may result in a short-term increase in demand, as service users become more confident in coming forward. However, the medium to long-term benefit will be an overall reduction in demand for its services. This is because people's needs will be identified and addressed more efficiently, removing the need for repeated, reactive interventions from the constabulary and its partner organisations. The constabulary has ensured that there is no minimum requirement for a referral into the early action team and as a result all demand for service is recorded.

The change programme includes processes to ensure that expected benefits are monitored and achieved. The monthly strategic spend board and strategic management board track the financial benefits alongside the medium-term financial strategy. Using quality assurance modelling, the constabulary change team tracks whether the efforts made at a senior level to improve the system are making a difference to the staff using the system. For example, in HMICFRS' 2016 efficiency inspection, we found that there were several difficulties in the implementation of the first phase of a new custody and case management system. This was affecting both efficiency and workforce morale, with staff feeling frustrated at the additional time taken to complete paperwork. The change team has been able to identify the key issues and the scale of their impact, enabling the constabulary to prioritise its work around improving the system. Whilst problems still exist with the system, the quality assurance modelling undertaken by the constabulary indicates that improvements are now having a positive impact. The constabulary also works with academics to obtain objective, evidence-based evaluation of its projects, such as the evaluation of

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<sup>7</sup> Early action is a partnership approach to preventing problems arising at the earliest opportunity with the police and partners working together with families or individuals to intervene before problems escalate, creating better lives for individuals and families and reducing the long term demands on police and partners.

<sup>8</sup> The place-based policing strategy ensures that police and partner resources are more closely integrated in the locations with the greatest need to provide the most appropriate support to people in need.

mobile working by Leeds University. This academic evaluation is something the constabulary is keen to develop further, as it provides an opportunity for a more qualitative assessment of the benefits to complement the financial assessment.

### **Leaders promoting innovative thinking**

The constabulary is good at seeking and responding to ideas from the workforce via a variety of means. The Buzz, which is an online open forum for officers and staff to discuss concerns and ideas, is the most established means of communication. Although the constabulary does not have a formal suggestion scheme, suggestion boxes are in place in the BCUs. Each BCU holds change meetings that are attended by members of the futures team, and ideas are collated and then developed through the relevant boards. Opportunities to work within the futures team on secondment provide a direct means to influence change. The constabulary has introduced evidence-based policing cafes at different locations across the constabulary, where people can share learning, discuss topics of interest and make suggestions in an informal environment.

The frontline officers and staff we spoke with were positive about the benefits of mobile technology and hand-held devices. The constabulary is keen that the main focus of technological developments should be the needs of the end users. To this end, the constabulary has a number of 'digicops' in each BCU who are skilled in the use of organisational information and communication technology (ICT) systems and provide additional training to officers and staff. They also provide feedback to leaders within ICT on potential areas for development. For example, a request was made for additional apps for the mobile devices, which would assist in their duties. Requests are discussed and prioritised at a central user group and then considered by a strategic delivery board, which is chaired by the director of resources and attended by departmental heads and the main interested parties from across the organisation.

Senior leaders within the constabulary's Special Constabulary engage well with their staff and are open to feedback and ideas from the workforce. The chief officer of the special constabulary has a good working relationship with the members of his leadership team and uses them effectively to engage with officers. Suggestions and ideas are discussed and presented to the chief officer at monthly headquarters meetings. The chief officer also visits BCUs and invites feedback from his officers about what can be done differently.

## Summary of findings



**Good**

Lancashire Constabulary has a good understanding of its current demand for services and the things that affect this. The constabulary has taken a systematic approach to developing this understanding, so as to avoid duplication. It has conducted detailed analysis of call handling and contact management processes, which has provided the evidence needed to trial potentially significant changes with confidence. By developing the right cultural environment for change through its organisational development framework, the constabulary is confident that its change programme will provide lasting solutions.

In its examination of the multi-agency safeguarding hub processes, the constabulary has extended its systems-thinking approach to a more complex area: partnership working. While not yet complete, early indications are promising. Plans are in place to extend the approach to crime investigation. This will complete the resourcing information needed and enable the constabulary to plan frontline resources to meet current and future demand for services. The constabulary recognises that it needs to do more work to understand fully the demand that is less likely to be reported. This is reflected within its strategic assessment and in its partnership intelligence assessment plan. The commitment to early action shows that the effective management of demand for service is a fundamental objective for the constabulary.

## 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.

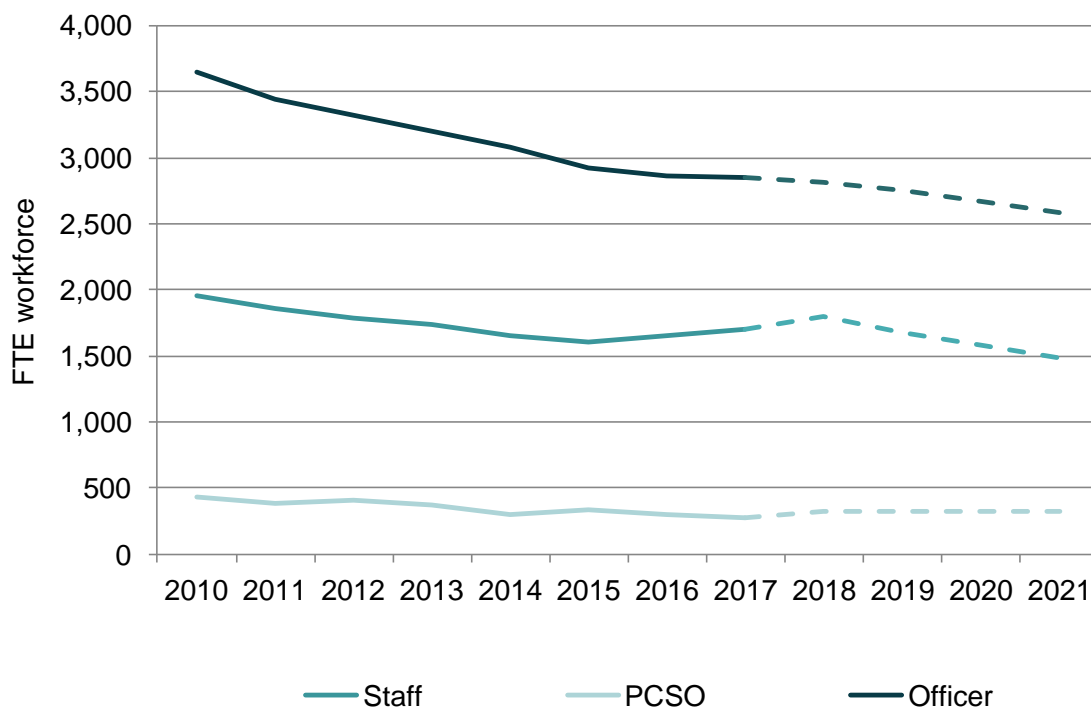
## How well does the force understand the capability of its workforce?

HMICFRS inspected how well Lancashire 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 decrease by 269.7 FTE (9 percent) from 2,850 to 2,580. The number of officers across England and Wales as a whole is projected to decrease by 2 percent.



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



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

The number of staff working in Lancashire Constabulary is projected to decrease by 219.4 FTE (13 percent) from 1,706 to 1,487 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 Lancashire is projected to increase by 44.4 FTE (16 percent) from 275 to 319 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

The constabulary is developing its understanding of the level of resources and skills needed to meet current and future demand for its services. An assessment of resources needed to respond to calls for services has been completed, and a similar assessment regarding investigative demand is under way. The constabulary anticipates that vulnerability will be a significant area of future growth. This is based on analysis of the county's population changes and community health indicators, as well as the results of a risk assessment produced by Lancashire community safety partnership. The constabulary is also investing in early action teams that work with partner organisations in a preventative role, as part of a place-based policing model. Work to develop the initial teams has demonstrated that different skills are required to those of traditional police officer or PCSO roles.

The constabulary has developed a good understanding of the skills and capabilities within the workforce and also the skills gaps that exist in meeting current and future demand for its services. Oversight is provided by the strategic management board, who are able to prioritise action to address any gaps. The constabulary holds a basic

policing skills database but a meaningful skills and capability audit has not been conducted across the whole workforce, which means that the constabulary's understanding is not comprehensive. However, each change programme includes an analysis of the current and future workforce mix to align the right skills to the right roles and so provide an efficient, capable service. For example, within the multi-agency safeguarding hub (MASH) project, the change team is evaluating workforce skills and capability against current and future needs, to highlight any skills gaps. It is also assessing whether specific roles require police officer or police staff skills and/or powers.

For example, a review of the investigation demand found that there was insufficient capacity to meet demand for services due to abstractions (for training, other duties, sickness) and secondments to resource major and complex investigations. To address this in the short term, the constabulary is planning to recruit 45 police staff investigators on short-term contracts while it conducts a more detailed systems review to increase capacity by removing any inefficient working practices.

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

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

The constabulary's senior leaders understand that the leadership skills required to meet demand for services now and in the future are changing. They also understand the need for greater diversity within leadership teams. The constabulary is working with Lancaster University Management School to develop and enhance the current leadership programme that is provided to officers and staff. The chief officer team, in consultation with the University, reviews the skills required to meet future needs. The promotion processes have been amended as a result of this review and now focus on emotional intelligence skills and personality type rather than operational competence alone.

The constabulary has a good understanding of operational leadership skills. It has emphasised the development of these skills in individual leaders and keeps a record of the training undertaken. However, it has not conducted a comprehensive audit. There is an opportunity for the constabulary to improve its understanding of the skills needed by the leadership as a whole and in so doing, create teams that are diverse and balanced in their skills and experience. The constabulary is aware of this opportunity, which has now become the responsibility of the head of organisational development.

The constabulary's leadership development framework outlines its approach to transformational leadership. It sets clear priorities for developing its leaders to enable them to provide quality, professional services to local communities. The framework incorporates five levels of leadership management: executive, senior, middle, first-line and operational. It outlines the development opportunities, courses, training and tools available to staff to develop at each level. The revised people plan supports this, with two of its main objectives being: to develop a workforce for the future and to develop leadership excellence. Through these plans, the constabulary demonstrates its commitment to leadership development at all levels. However, HMICFRS found a gap between the development of leadership skills at senior level and at first-line level. Current operational demands on some frontline supervisors have meant that several sergeants and supervisors have had no recent leadership training.

To improve the effectiveness of skills across leadership roles, the constabulary is working to achieve a balance between organisational need and individual need. The intention is to match operational skills development to demand for services, with a reduction in the number of staff who renew and refresh their training in skills that are never put into practice (either due to their current role or because of a surplus of people already trained). For example, the number of officers who are trained to command sporting events has been reduced to a level which provides only the necessary resilience. In this way the constabulary can use its training resources and budget more efficiently and effectively.

As the constabulary moves to a place-based policing model that provides services by working together with partner organisations in the areas of greatest need, it has recognised that there are gaps in the necessary leadership skills. As a result, a direct entry superintendent has been appointed with a background in social care and vulnerability. The constabulary has previously only advertised senior leadership promotions internally. However, there are plans in place to advertise externally for future senior leadership roles. In addition, the promotion process has been redesigned to attract a broader range of personality types and reflect the skills gap that the constabulary has identified. The constabulary has a formal coaching scheme, but not mentoring. Support has been provided to the place-based leaders to ensure they have the necessary skills to work with partners and share leadership skills in engaging with communities and providing shared services.

The constabulary future's team, together with external consultants, have provided training in systems-thinking methodology to all leaders at the rank of chief inspector and above. This is to develop leaders' understanding of the constabulary's approach to managing and reducing demand for its services. In this way, the constabulary is ensuring it has a consistent approach among senior leaders as it redesigns its processes to support its commitment to managing and reducing demand for its services. The constabulary places a strong emphasis on individual development. Senior leaders all attend the leadership development programme provided in

partnership with Lancaster University Management School. In addition, numerous tools and learning opportunities are available, such as personality assessments and College of Policing programmes, to increase self-awareness among leaders.

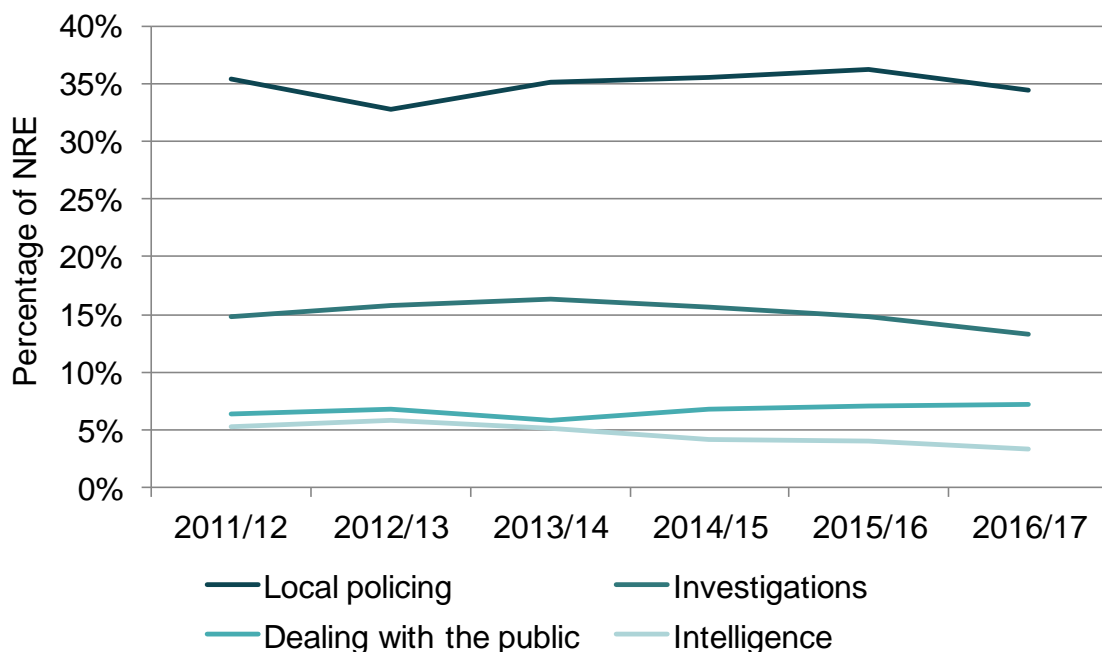
## How well does the force allocate resources?

HMICFRS inspected how well Lancashire 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 constabulary 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 Lancashire 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 Lancashire, the percentage of estimated expenditure on local policing in 2016/17 is in line with 2011/12 at 34 percent. Estimated expenditure on investigation has decreased from 15 percent to 13 percent, expenditure on 'dealing with the public' is similar to 2011/12 and expenditure on intelligence has decreased from 5 percent to 3 percent from 2011/12 to 2016/17.

### **Prioritisation and cost**

Lancashire Constabulary is focusing on three main areas of work to prioritise its activities: contact and response; local policing; and serious crime and investigation. The constabulary has conducted detailed work to help its understanding of the demand for its services. This has shown that, if sufficient resources are in place to deal with these three areas of demand in a competent, consistent and compassionate way, the quality of the initial service will increase. This in turn will increase the capacity to undertake preventative work, which will reduce the overall demand on the constabulary. This work has considered not only current demand but also the likely future demand for services. This allows the constabulary, through its strategic resourcing board, to be more effective in its workforce planning and in developing a future workforce mix that can meet demand for services in the most efficient way. For example, the number of investigators currently abstracted to major and complex investigations is affecting the constabulary's ability to meet the daily demand for services. As a result, the constabulary has revised the shift pattern and made a decision to recruit 45 agency staff with investigation skills, to allow the abstracted investigators to be returned to frontline duties.

This prioritisation of resources also supports the commitment to the early action programme and place-based policing model and is in line with the police and crime plan, which has been produced in consultation with the public and is reflective of their priorities. At the time of our inspection, the constabulary was in the process of training its control room and call handling staff in the use of the THRIVE model<sup>9</sup> instead of the national decision making model, to provide additional support in their assessment of each incident. Through the systems-thinking approach that has been applied in the constabulary's main change programmes, the constabulary is able to demonstrate an understanding of the relationship between the cost and level of service provision across these three areas of work both now and in the future. The constabulary has been able to determine the number of staff required to meet demand for its services across the county on a daily basis and this information is used in the planning process. The change programmes are at different stages of development and, as such, the level of understanding in each area of work varies. Once complete, the constabulary will have the knowledge to allocate the right number of staff to each function and re-define its workforce mix to provide the services in the most efficient and effective way.

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<sup>9</sup> THRIVE is a decision making assessment tool that considers Threat, Harm, Risk, Investigation Vulnerability and Engagement in allocating the most appropriate resource to meet the caller's needs.

The constabulary allocates its resources well. Through the use of predictive modelling software, it has a good understanding as to where and when it needs to vary its levels of service to meet changes in demand and/or reduce cost. The strategic resourcing board is chaired by the assistant chief constable with responsibility for demand. The purpose of the board is to consider operational needs and costings to ensure that resources are kept at a level to enable the constabulary to meet its priorities. Problems are risk-scored and referred to the strategic management board for consideration alongside all other constabulary risk by the deputy chief constable. In this way, the constabulary is able to vary the level of service it provides to meet changes in cost and demand for services. Since January 2017, the constabulary has had a daily commitment to policing protests against fracking in an area of the county; this is a national matter, but policed locally. This has placed a significant strain on the constabulary's ability to vary the level of services it provides. The constabulary has sufficient scrutiny, through the strategic resourcing board and also the strategic spend board, to have a detailed understanding of the operational and financial impact of this commitment. As a result the constabulary has been able to manage this risk and plan its response, only recently requesting the support of neighbouring forces in policing the protests. This should improve levels of resilience within both the workforce and frontline services.

## **Investment**

Lancashire Constabulary makes evidence-based decisions on its investments. All investment decisions are supported by business cases, which contain detailed analysis of potential cashable and non-cashable benefits, together with a plan to achieve those benefits. This information enables the constabulary, through the strategic spend board meeting which is chaired by the Director of Resources, to make informed decisions and prioritise its investments. It uses investment well to support its future plans. It has secured funding from the Home Office police transformation fund<sup>10</sup> to develop a Lancashire volunteer partnership hub in conjunction with Lancashire County Council. This work will present a full picture of all the voluntary organisations and possible volunteers across the county, so that resources can be shared in order to provide help to vulnerable people at an early stage. This is aimed at reducing longer-term demand on public services. The scheme is to be evaluated by the University of Central Lancashire (UCLAN) as part of an objective, evidence-based evaluation to test cost effectiveness and results. This is a good example of the constabulary using investment to release a significant amount of capacity to support vulnerable people and reduce future demand on its services.

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<sup>10</sup> The police transformation fund was set up as part of the 2015 spending review and is designed to allocate extra investment to continue the job of reform and shape policing for the future. The funding from the police transformation fund is granted through a police-led bidding process.

The constabulary has entered into a ten-year agreement with UCLAN to develop a forensic academy. Under this agreement, the constabulary will provide existing on-site laboratory and accommodation facilities to the university for student courses in forensic science, along with staff time in training and developing students. In return the constabulary has received a £9m investment over the ten-year period and will be at the forefront of developing new forensic techniques in conjunction with researchers from UCLAN.

## **How well does the force work with others?**

HMICFRS inspected how well Lancashire 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**

Lancashire Constabulary has a strong commitment to working with others to manage demand for services efficiently. The constabulary is a central partner in a group of public service organisations that support the early action programme and provide co-ordinated support to those communities most in need. The Lancashire community safety agreement details how partner organisations will work together to address the priorities for Lancashire. Action is coordinated by the community safety strategy group. This brings together representatives from each partner organisation to set the direction and coordinate activity at a county level, ensuring plans meet the needs of local communities. The constabulary has considered the potential adverse effect of a reduction in partner resources and has developed contingency plans to ensure that its programme is still effective should this occur. For example, due to resourcing difficulties, local authority partners have been unable to continue supporting a trial scheme whereby mental health professionals attended calls for service with a police officer. Following evaluation, the constabulary identified that the real benefit is in access to specialist mental health information, rather than physical deployment of trained staff. As a result, it has revised its approach and is developing options that provide the same level of service to vulnerable people, with reduced specialist resources such as providing more mental health triage over the telephone. The constabulary is planning to still have resources available to provide mental health assistance through the Lancashire volunteer hub. The early action programme enables the constabulary to share information with partner organisations, to improve the service it provides and reduce demand. For example, through comparing police and ambulance data about regular vulnerable callers, the constabulary was able to identify that 42 percent were repeat callers to both

services. This information is being used within the early action team to prioritise support and provide an enhanced service to these individuals. This is having a positive effect on demand across the two emergency services.

Lancashire Constabulary's collaborative working is wide-ranging and at all levels of the constabulary. It has well-established agreements with Cumbria Constabulary to provide a more efficient learning and development function, and it works with forces in North West England to provide specialist policing capabilities and a regional organised crime unit. The constabulary also has strong working relationships with academic institutions and forms part of the N8 research partnership<sup>11</sup>, which formally brings together eight academic institutions and several police forces to share learning and to develop innovative ways of improving policing.

### **The benefits of joint working**

To understand the benefits of collaborative working, the constabulary conducts internal and external reviews. Externally, it works very effectively with academic institutions. For example, UCLAN carried out a detailed evaluation of the early action project to examine whether the programme was achieving its objectives in providing a more efficient service that would have a positive effect on the lives of those it sought to help. Through this, the constabulary gained a good understanding of what works and where improvements needed to be made.

A review of the constabulary's collaborative arrangement with Cumbria Constabulary – which provides a shared learning and development function – concluded that the collaboration had achieved the majority of the financial savings; provided additional financial benefits and efficiencies; provided flexibility in training given; and supported the implementation of change programmes, such as the provision of hand-held devices to frontline staff. The review also identified some areas where the collaboration had not succeeded. This has given the constabulary the information it needs in order to make evidence-based decisions regarding future collaborative working.

### **Leadership driving innovation**

Senior leaders recognise the opportunities that good partnership arrangements present in developing new and innovative ways of improving services. At an operational level, the recruitment of 13 graduates as part of the Police Now scheme has brought new skills, knowledge and ideas into the constabulary. During our inspection, we spoke with officers and staff from the change programme, who felt supported in suggesting and trying different ways of working. For example, with the control room redesign, the change team has been given the freedom to try out changes to processes and practices, as well as changes to the working environment to make staff feel more valued. They have the added confidence that leaders

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<sup>11</sup> Information available at: [www.n8research.org.uk/](http://www.n8research.org.uk/)



understand not all changes will be successful. Measures are in place to ensure that change is tested in a controlled environment to remove or reduce any risks to service provision. In this way, a culture of continuous improvement is enhanced.

The constabulary has created an evidence-based policing group, consisting of academic staff and police officers and staff from across the constabulary. The role of the group is to look across the policing landscape for proven new ideas and ways of working, to improve the quality of service to the public. The constabulary is using evidence cafes to provide the wider workforce with the opportunity to share their innovative thoughts.

## Summary of findings



**Good**

The demand work in each of the change programmes is providing the constabulary with a clear picture of the level of resource and skills it needs to meet current demand for services. The constabulary holds a basic policing skills database but a meaningful skills and capability audit has not been conducted across the workforce, which means that the constabulary's understanding is not comprehensive. Each of the constabulary's change programmes includes an analysis of the current and future workforce mix to align the right skills to the right roles and so provide an efficient, capable service.

The constabulary is taking positive steps to ensure it can access the skills it needs for the future. A combination of measures is addressing short and medium-term needs, including: the use of national recruitment programmes; bringing in transferees with particular skill sets; a redesign of the promotion and recruitment process; and a focus on closing skills gaps, such as in IT and vulnerability. In the long term, a review of the workforce mix aims to address the skills requirements for the future. Detailed leadership development plans are in place and, in partnership with Lancaster University Management School a programme is provided that is valued by officers and staff. However, the emphasis appears to be on the development of individual understanding of leadership skills and more could be done to improve the constabulary's understanding of collective leadership. In addition, there currently appears to be a gap in the leadership skills training provided to senior leaders as opposed to frontline supervisors. More, therefore, needs to be done to improve leadership training at first-line manager level to ensure that the constabulary has the skills it needs in future leaders.

The constabulary allocates its resources well and has a good understanding as to where and when it needs to vary its levels of service to meet changes in demand and/or reduce cost. It has made sensible investments for the future and has good collaborative working arrangements in place at all levels across the constabulary.

## 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 Lancashire 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

The constabulary is developing its understanding of future demand for its services by analysing a range of internal and external data sources, such as call volume and type, crime patterns and data from partners in social care, health and education. It is also making use of computer software that predicts future demand based on data from the last three or four years. The systems-thinking approach that has been applied in the control room has provided the constabulary with a detailed understanding of how and why demand for its services is generated. This presents an opportunity to predict future demand for services as well as influencing this, by removing the demand created by unnecessary bureaucracy. Applying the constabulary's assessment of future demand for its services, the future's team has identified the level of resources it requires in its main functions of answering calls and providing a response. To complete the picture, the constabulary is currently reviewing the demand from investigation.

Analysis of broader partnership data informs the development of the strategic assessment, which details emerging threats across Lancashire. The constabulary examines trends in important indicators of health such as the levels of alcohol dependency and dementia across the county, which supports the constabulary's commitment to early action and place-based policing in dealing with vulnerable people. The constabulary is working in partnership with academic institutions to enhance its evidence regarding future demand for services, and several PHD students are conducting research projects specifically focusing on future demand for policing services.

## **Future considerations**

The constabulary considers public expectations in its understanding of likely future demand for its services. It makes good use of social media such as Facebook and Twitter and the increase in the level of public engagement through social media has informed the constabulary's change programme. The strategic assessment includes the results of the 'living in Lancashire' questionnaire, which is used to survey the residents of Lancashire about their concerns regarding crime, anti-social behaviour and community safety. The constabulary has the 'in the know' community messaging service and has used it as a means of consultation. Other organisations are able to access and communicate using this forum, including health, the county council and fire and rescue. It is an effective way for organisations to gather information on public concerns through open discussions. Through its change programme, the constabulary has considered how it needs to change the way in which services are delivered to ensure it has the capacity and capability to meet the needs of the public. For example, the review of call demand has identified that by having systems in place that allow callers to be put in contact with the most appropriate service to meet their need, dealing effectively with calls at the first point of contact (such as providing a crime number to remove the need for a call back from the public) and allowing direct input from the public onto the constabulary's computer systems (e.g. online crime reporting) it will be able to meet demand in the future. The constabulary has a comprehensive information and communication technology (ICT) strategy and is investing for the future in the next phase of its major new ICT operating system: Connect. Lessons have been learned from the first phase of implementation and there is now a staff engagement strategy. This includes practical support measures, such as a 24/7 advice line when the system goes live, along with trained mentors, online self-help guides and on-site system experts. The constabulary now needs to ensure that the ICT strategy is integrated into its transformation plan, as aspects of the change programme rely on specific ICT functions.

The constabulary has enhanced the digital capability of its frontline staff, with the provision of additional applications which enable more work to be done away from the police station. The use of mobile digital hand-held devices is valued by frontline staff in improving their efficiency. Since HMICFRS' 2016 efficiency inspection, the constabulary has continued to develop this capability. The University of Leeds is currently evaluating the benefits of the constabulary's mobile technology. Several officers and police staff we spoke to during our inspection felt there were opportunities to increase efficiencies further and extend mobile working to other areas. These include crime scene investigation and the early action teams, where staff still have to return to police stations to access information and complete reports that could potentially be done remotely. The constabulary has appointed a thematic lead on digital capability and the response to digital crime in recognition of the increasing threat in this area. A cyber-crime profile has been completed, providing a

better understanding of the increasing demand and effect on Lancashire communities. The constabulary is using this to inform the development of its future response.

The constabulary's vision for the future is based on working with other organisations to provide early intervention and appropriate services to those in greatest need. The involvement of partners in reviewing the multi-agency safeguarding hub (MASH) demonstrates the shared commitment to improving the efficiency of services. Findings from this work have the potential to reduce unnecessary demand on all partners significantly. There is an increased focus on closer working with the emergency services, and the PCC and constabulary are continuing to develop joint working partnerships. A collaborative working project with the fire and rescue service is in operation and all the emergency services have agreed that vulnerability is a priority, paving the way for more effective joint working projects.

The constabulary has decided to work with UCLAN as a specific partner in order to share resources, intelligence and equipment. Its partnership in developing the forensic academy will enable the constabulary to attain full forensic accreditation for the services it provides. Once accredited, this presents an income generation opportunity to provide services to other forces and organisations that are unable or unwilling to secure full accreditation. The plan to progress beyond service provision into research and development means that there are opportunities to be at the forefront of technology in forensic science and generate further income as new techniques are developed. The constabulary has also recognised the potential to recruit highly skilled and talented individuals, as students progress through the academy and experience a closer working relationship with policing services.

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

HMICFRS inspected how well Lancashire 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**

The constabulary has identified the skills its needs in its leaders based on the analysis carried out as part of the change programme and the work of the futures team. While the constabulary has not conducted a full skills audit, there is an understanding of operational skills among the leadership, and this is considered in its resourcing decisions. Senior leaders understand the skills that are required for the future and the constabulary is working with Lancaster University Management School to ensure that its leadership programme provides those skills. The constabulary has a workforce planning framework in place to ensure that its internal postings, recruitment and training processes are coordinated and that skills are

matched to vacancies. The constabulary anticipates that the revised promotion and selection processes will provide a workforce mix that can achieve its intentions for future policing.

The constabulary is developing its approach to succession planning for senior leaders so that it will have people with the right skills for leadership roles. Leaders within the place-based teams have been provided with bespoke training to ensure they have the right skills to work with partners and engage with communities. However, the constabulary has not carried out a meaningful skills and capabilities audit that includes officers and police staff. An audit would enable the constabulary to identify better the skills it needs in its leaders and to tailor development opportunities accordingly.

Development opportunities for officers and police staff are available through temporary promotions and deployment to other teams, but the constabulary does not have an established plan for talent identification. Although an interim performance development review process has been introduced, it is not valued by staff. Many line managers do not yet know how to conduct effective individual performance meetings, meaning that there is an inconsistent approach to managing the workforce. This means the constabulary cannot be confident that it is providing development opportunities and adequately equipping its workforce with the skills it needs for the future.

## **Recruitment**

The constabulary recognises that its leadership teams need to offer a broader range of skills and experience. This will support the cultural change required for the provision of future policing services. There are plans in place to achieve these changes. Led by organisational development, the constabulary has a six-strand plan, focusing on leadership, culture, workforce development, transformation, staff and public engagement. To support this plan further, the constabulary has recently engaged in the direct entry scheme and recruited a superintendent with the skills that are needed to guide safeguarding and early action. Similarly, the constabulary has placed several constables on the College of Policing Fast Track scheme and is supporting 13 graduates as part of the Police Now<sup>12</sup> scheme. The constabulary has plans to advertise future promotion opportunities to external applicants. Senior leaders are involved in the decision making about leadership postings, and consider individual development needs and the ability to influence change and encourage development. In this way, the constabulary can be confident that it is consistent in the way it influences the culture and behaviour of its leaders and the wider workforce.

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<sup>12</sup> Police Now is a two-year programme that offers graduates the opportunity to become a police officer in challenging and often deprived communities. Available at: [www.policenow.org.uk/the-programme/about-the-programme/](http://www.policenow.org.uk/the-programme/about-the-programme/)

## **How well does the force plan for likely future demand?**

HMICFRS inspected how adequate, realistic and innovative Lancashire 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**

Lancashire Constabulary is focusing on three main areas of work: contact and response; local policing; and serious crime and investigation. It wants its staff in each area to be consistent, competent and compassionate. By sufficiently resourcing these main functions, the constabulary should be able to support its preventative agenda in conjunction with partner organisations, to provide a long-term reduction in demand for its services. This is integrated into the constabulary's change programme and is supported by its financial planning processes, ICT strategy and estate plans. Detailed and prudent plans are in place to align finances (both savings and investments), workforce changes and other resource requirements. The constabulary has an effective process to oversee progress. Adequate contingencies are in place if these plans are not met. The constabulary is confident that plans to transform the organisation will provide the necessary savings and allow investment in areas of risk and increasing/new demand for its services.

Lancashire Constabulary's plans are built on good assumptions and are subject to informed challenge. The constabulary produces a statement of accounts that is subject to both internal and external audit by approved accountants and a report is produced which is considered by the joint audit and ethics committee. The constabulary has produced a medium-term financial strategy (MTFS) which draws together the various planning elements, to show the basis for the constabulary's change and investment activity in a logical way. The external audit concluded that the PCC and Lancashire Constabulary have strong financial planning arrangements in place, including a well-established rolling five-year financial plan.

The constabulary has a good track record of achieving savings and is on course to meet its planned savings. In developing savings options, the PCC and the constabulary aim to protect frontline services and reduce inefficiencies wherever possible while maintaining service provision. The constabulary is fully aware of the possible implications of reduced or fluctuating funding. It has prepared different funding scenarios, including plans which assume an increase in the council tax precept and without any increase at all. A range of different plans have been modelled, based on the public response to the PCC's consultation on the council tax precept. The result of this consultation could have a significant impact upon funds and this is recognised in the MTFS.

Lancashire Constabulary's change programme is comprehensive. The constabulary is implementing a new way of working, underpinned by investment in people, buildings and ICT, and working in partnership. This is a major undertaking while

continuing to provide an efficient and effective service to the public. Its plans for the future are innovative. The constabulary's financial plans are well integrated with its workforce and ICT plans. HMICFRS' 2016 efficiency report stated that Lancashire Constabulary is planning well to manage future demand for its services. It has comprehensive plans to invest in a new place-based model of policing. There are credible workforce plans to provide the skills and capability to support the model, and there are ICT plans which will allow more agile, efficient working. Our 2017 efficiency inspection found this still to be the case.

## **Savings**

Through its change programme, the constabulary is on track to achieve £22m in savings over three years. This has enabled the constabulary to make investments in other areas, such as the new BCU headquarters for the West division. This is a significant investment and the benefits in reduced running costs, workforce wellbeing and improvements to technological capability have been fully considered. The investment in the new forensic academy in partnership with UCLAN is innovative. This is projected to provide a financial return on investment with the development of new, marketable techniques as well as providing income-generating services to other law enforcement bodies that do not have a full forensic capability.

The constabulary's ICT strategy shows a commitment to investment in the ICT infrastructure to support the development of the place-based policing model. In order to be effective, this model will require police ICT systems to operate successfully alongside those of partner organisations. The constabulary's review of front counter services concluded that the capability for digital engagement with the public needs to be enhanced. Plans are currently subject to public consultation following a significant piece of demand analysis which identified inefficiencies. This review could result in changes to the way demand for services from the public is received. The constabulary has also been able to invest in enhancing and standardising digital capabilities within the serious and organised crime unit.

The constabulary reported that its improved understanding of demand for services and the removal of inefficient activities from processes has also enabled it to increase the level of investment in the regional firearms capability and achieve £1.5m savings.



## Summary of findings



**Good**

Lancashire Constabulary is good in how well it is planning for the future. The constabulary has various means of identifying trends in demand for its services. It has a clear vision as to how it will meet future demand and this is reflected in its plans to develop early action and place-based policing. It is developing its approach to succession planning for senior leaders, but it does not have a comprehensive skills and capabilities audit in place to understand fully the collective leadership skills within its teams.

The ICT strategy is in place and supports the constabulary's intentions, and progress is being made in understanding the broader digital needs and risks from technology. The constabulary is applying the organisational learning from the implementation of the first phase of its Connect solution to phase two, to ensure that it meets the needs of the workforce. The constabulary has strong links with academic institutions and these are being developed further; the new forensic academy being a good example. Work to collaborate with the fire service continues and all emergency services have agreed a single priority of supporting the vulnerable; this has established a good foundation for future collaborative working.

The constabulary has a good track record in managing its finances. Good financial plans are in place to support the future plans and meet savings requirements, and these have been tested by external auditors and found to be acceptable.

## Next steps

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

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

## Annex A – About the data

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

### Methodology

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

#### Comparisons with England and Wales average figures

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

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

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

#### Statistical significance

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

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

#### Population

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

## **Force in numbers**

### **Forecast change in gross revenue expenditure**

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

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

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from [www.gov.uk/government/collections/police-workforce-england-and-wales](http://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](http://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.<sup>13</sup> 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](http://www.gov.uk/government/statistics/police-recorded-crimeopen-data-tables)).

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<sup>13</sup> See sections 38 and 39 of the Police Reform Act 2002. Available at: [www.legislation.gov.uk/ukpga/2002/30/section/38](http://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](http://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](http://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.