

# PEEL: Police efficiency (including leadership) 2017

An inspection of Northamptonshire 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)<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 Northamptonshire Police's legitimacy inspection will be available on our website ([www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2017/northamptonshire/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2017/northamptonshire/)) at the end of 2017. HMICFRS reports on police effectiveness will be published in early 2018. Previous PEEL reports are also available on our website: [www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2016/northamptonshire/](http://www.justiceinspectors.gov.uk/hmicfrs/peel-assessments/peel-2016/northamptonshire/).

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

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure



### Workforce

Planned change in officer numbers

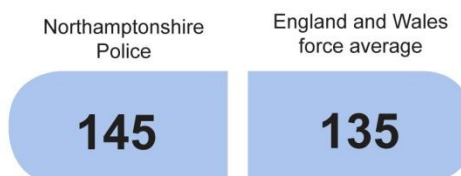


Planned change in total workforce



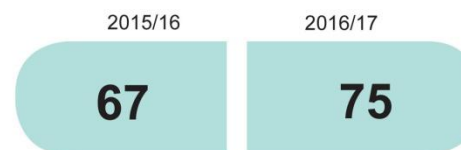
### Calls for assistance

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

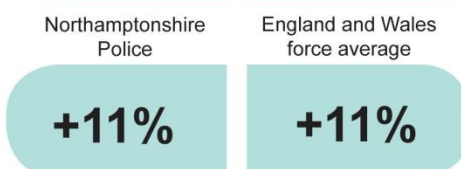


### Recorded crime

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



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



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

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

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



Northamptonshire Police 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 force is judged to be good for its understanding of demand; its use of resources to manage demand is judged to require improvement; and it is judged to be good for its planning for future demand.

## Overall summary

How well does the force understand demand?



Good

How well does the force use its resources?



Requires improvement

How well is the force planning for the future?



Good

Northamptonshire Police has a good understanding of current demand for its services, based on sophisticated analysis of police data. The force has undertaken detailed analysis of demand and socio-economic and demographic changes, supported by demand modelling software. Its new demand monitoring framework will allow a more evidence-based and considered response to future resourcing decisions.

The force is reshaping its operating model to ensure policing services are aligned with each other. It has implemented a new process to identify wasteful or inefficient activity in its change programme and has introduced a single change board to provide more robust governance, oversight and management of the programme.

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

The force could improve its understanding of the skills of its workforce and what skills it will need in the future. It is currently under-resourced in some areas and is conducting recruitment campaigns, but these would be more effective if it had a detailed understanding of its current skills and gaps. The force recognises that it is not making the best use of its technology and has plans to address this. Although the force has methods of obtaining feedback from its workforce, these are not widely trusted and the workforce do not feel included in the change process.

Northamptonshire Police's plans for the future are innovative and will change how it operates. Financial, estates (buildings and facilities) and workforce plans are becoming more closely aligned. The force is reducing its estate and associated running costs, and continues to engage actively with other agencies and neighbouring police forces. It intends to increase its collaboration with the Fire and Rescue Service and with other local police forces. The force is planning to save more than it needs to each year to provide some available funding for the future.

### **Areas for improvement**

- The force should put in place better processes and governance to understand and realise the benefits of change programmes and collaborative work, and how they affect its ability to meet current and likely future demand efficiently.
- The force should ensure that workforce planning covers all areas of policing and that there is a clear rationale, based on evidence, to re-organise staff to meet current and future demand.
- The force should undertake appropriate work 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 its understanding of the demand for its services, and the expectations of the public, are kept up to date by regularly reviewing its evidence base. This should be conducted alongside local authorities, other emergency services and partner organisations, to ensure that it takes the necessary steps to meet current and likely future demand.

## **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.

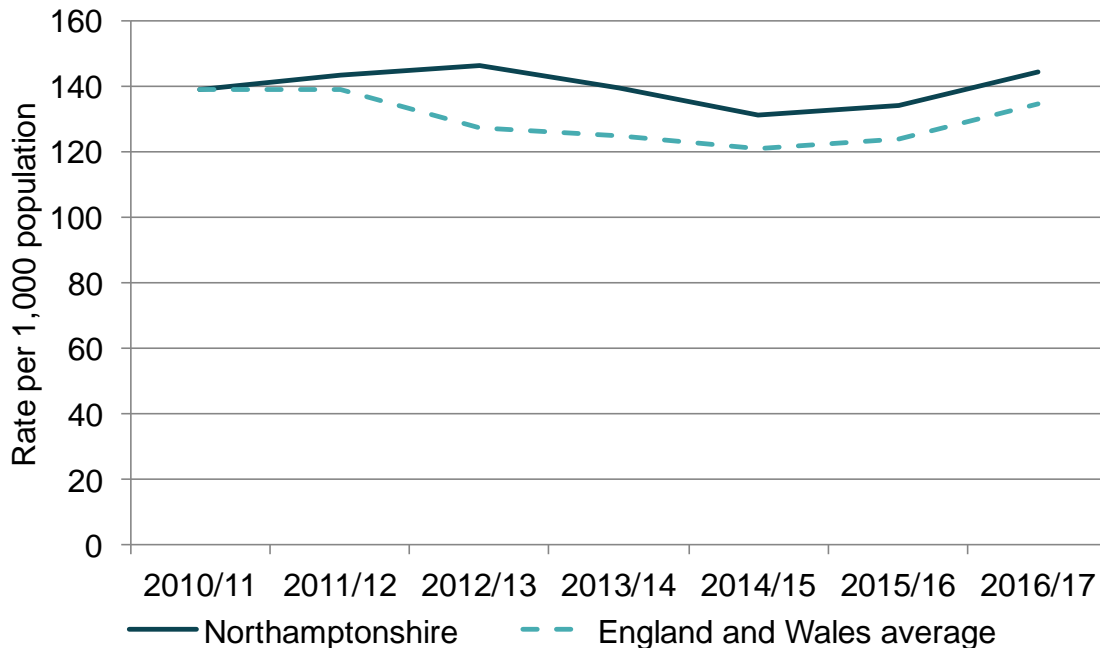
## **How well does the force understand current demand?**

HMICFRS inspected how well Northamptonshire 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.



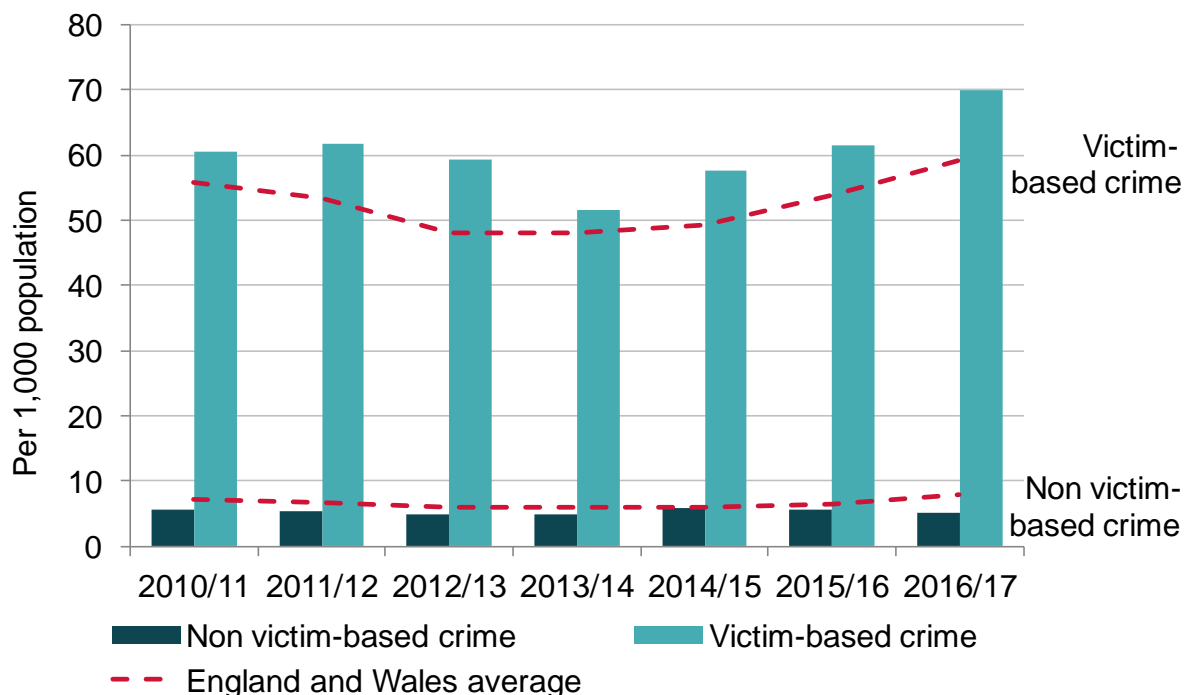
**Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Northamptonshire Police compared with England and Wales as a whole, from 2010/11 to 2016/17**



Source: Home Office Annual Data Requirement

Northamptonshire Police recorded 145 calls to 999 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 139 calls per 1,000 population recorded in 2010/11 and increased since 2015/16 when the rate was 134 calls per 1,000.

**Figure 2: Police-recorded crimes per 1,000 population in Northamptonshire 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 Northamptonshire in 2016/17 was 69.9 crimes. This is higher than the rate in 2010/11 of 60.6 crimes. The rate of victim-based crime decreased between 2010/11 to 2013/14 to 51.7 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 Northamptonshire Police, the rate of non victim-based crime per 1,000 population in 2016/17 (5.1 crimes) was lower than in 2010/11 (5.7 crimes). The rate of non victim-based crime per 1,000 population decreased to 4.8 crimes in 2012/13 before rising again to the 2016/17 rate. The rate of non victim-based crime per 1,000 population in England and Wales in 2016/17 was 7.9 crimes. This decreased from 7.1 in 2010/11 to 5.9 crimes in 2012/13 before increasing to the 2016/17 rate.

### **Understanding demand**

Northamptonshire Police has a good understanding of current demand. The force has undertaken detailed analysis of information and data about 999 and 101 calls, crime reports and requests for service through front counters, online and via referrals from partner agencies. The force has worked with external consultants in using demand modelling software to refine its knowledge of the demand for its services. It has collected data about the frequency and types of calls for service from the public and the types of crime reported, including assessments of the time spent on each type of call or crime. Analysis of these data has given it a good understanding of current demand. The force now knows what resources it needs to provide policing throughout Northamptonshire on a day-to-day basis, as well as the impact on the public of moving resources from one geographical area of the force to another or from one department to another. It commissioned this analysis as part of the service delivery model (SDM), and it is being used to shape the future operating model for the force. The force has also trained some staff to be able to carry out continued monitoring and analysis of demand. The force is not yet using this improved understanding to manage current demand, mainly because it is currently significantly under-resourced, but it is using it to inform the new organisational structure and allocation of resources. This analysis will also inform how resource allocation may need to be adapted in the future to meet changing demand.

Northamptonshire Police is developing a demand-forecasting capability to continue to analyse demand and check current actual demand against previous predictions. The team can add extra data sets, as they become available, to refine its knowledge further. As a result, the force has an improved understanding of current and future demand, based on an analysis of current local crime trends, calls for service and

national policing developments. The data sets are used to create scenarios that predict future demand and inform the planned movement of, or increase in, resources to deal with investigations. With regard to preventative demand, the force has analysed in detail the activity of its neighbourhood officers and identified how their work contributes to keeping people safe and thereby reduces demand. This encourages more effective working practices and also aids understanding of the impact of any changes to resourcing or workload in this area.

### **More complex demand**

The force focuses on demand that is generally less likely to be reported rather than on what specific types of demand are hidden in the force area. We found that the work carried out by the service delivery model (SDM) programme defines the level and nature of resource needed to meet demand but is based on an assessment of existing demand and demand that is less likely to be reported. Some analytical work to identify hidden demand has taken place in response to reports of child sexual exploitation and modern slavery, but analysis of the extent of such cases has not yet been commissioned mainly because of a lack of capacity in the intelligence and analysis functions. As a result, the detailed understanding of demand does not reflect the whole picture, and leads to resources not being allocated appropriately or the workforce not being suitably equipped or skilled to deal with new or emerging crimes. A more detailed understanding could be used to shape future resource allocation further and provide the workforce with additional skills.

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

HMICFRS inspected how well Northamptonshire 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**

Northamptonshire Police does not have a recognised governance process for identifying wasteful or inefficient activity in its established day-to-day working. It has, however, recently implemented a process to identify wasteful or inefficient activity in its change programme. This process, known as Operation Balance, is part of the wider change plan for Northamptonshire Police. Through engagement sessions, over 900 ideas were generated. Of these, 54 were initially prioritised as suitable for implementation from the start of 2017/18. A large proportion of these suggestions for improvement relate to system inefficiencies with technology, which are creating work for others in the organisation. As an example of this knock-on effect, stop and search information needs to be recorded on the force IT system but currently officers complete a paper form and send it to administration staff to update the system. This

is inefficient, introduces delays and can lead to poor data quality. The force plans to move to completion of forms online, so that officers themselves can research and verify the identity of the person they are dealing with, accurately recording the information in live time and removing the administrative burden from others.

A new single change board governs all change activity in the force, and any future changes identified through Operation Balance are governed through it. Operation Balance is the latest iteration of a continuing programme of change dating back to before the 2010/11 government austerity-led public sector spending cuts began. Plans for 2018/19 include putting all areas of force expenditure through a priority-based budgeting<sup>3</sup> approach, along with continuing to identify inefficient processes as part of an emerging continuous improvement approach, the details of which are still under development. Meanwhile, the most inefficient processes identified through this exercise are being addressed either alongside or as part of the imminent implementation of the SDM.

The change team has identified some areas of work where the force is duplicating effort. For example, in domestic abuse cases, both neighbourhood officers and public protection officers currently attend the same meetings and leave with different jobs to carry out. The change team looked into the rationale behind deciding who goes to certain meetings to make sure the right person is attending and there is no deterioration in the service provided. Getting this right will ensure the workforce are being used effectively and efficiently; implementation of the required change is planned for later this year.

Operation Balance has also highlighted that a number of inefficient ways of working are associated with the force's approach to the multi-force shared service computer system (MFSS),<sup>4</sup> the self-service human resources and finance system. Because the system is self-service, when MFSS was introduced in 2010, Northamptonshire Police reduced its human resources and finance teams by 31 percent. The workforce, however, do not have sufficient knowledge to be able to carry out some functions, such as recording sickness, and so are not currently able to use MFSS in the way it was intended. At the same time, not enough people remain within human resources to support the workforce with MFSS and its associated transactions. The inefficiencies associated with MFSS mean the workforce are not using the system and that instead, locally-devised spreadsheets are kept, detailing workforce skills, deployments and sickness; this is inefficient, and also means the data cannot be viewed force-wide.

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<sup>3</sup> Priority-based budgeting is an approach to budgeting that allocates the force's resources in line with already established priorities, rather than only looking at changes from the previous year's budget, as is the case in traditional budget planning.

<sup>4</sup> The multi-force shared service computer system (MFSS) is currently also used by Cheshire Police, Nottinghamshire Police and the Civil Nuclear Constabulary.

As a result of these findings, the force plans to upgrade to a later, more user-friendly version of MFSS. Operation Balance also played a part in the force's recognition that it is not making the best use of its technology, and its plan to improve this. Officer feedback was that tablets do not have sufficient battery life, and that access to force systems, along with some viewing and updating functionality is only available when online. The force is replacing tablets with laptops to overcome these problems.

The force is aware of the risks of its prioritisation process and has sufficient contingencies in place to ensure that it does not suppress demand. The force manages demand by making a structured assessment of the risk in each case, using THRIVE,<sup>5</sup> and by resolving requests for service at the first point of contact for those calls which do not need an officer to attend. We found a robust quality assurance system in the force control room for ensuring these processes are being used appropriately; this is an improvement since our 2016 effectiveness inspection. Through this quality assurance work, the force has identified that there is a need for staff to document their application of THRIVE better, in particular in cases where a second THRIVE assessment is needed. Processes are in place in the force control room to provide a consistent level of customer service in updating and calling back people who wish to see a police officer, if their initial request cannot be met. This call return system includes an incident update and a revised time of deployment, and ultimately a scheduled appointment can be made. We were pleased to find effective call handling and a low abandoned call rate in the force control room. In the year to April 2017, the force improved its performance on the previous year against its targets for answering 999 and 101 calls.

The force has some processes in place to ensure that the full benefits of change programmes are properly realised and unintended consequences minimised, but they are not applied consistently. The force has recently streamlined its approach to change management, moving to a single change board, and this is bringing about improvements to the force's approach. This provides a more robust approach to governance, oversight and the management of interdependencies such as the estates strategy (for buildings and facilities) or technology changes. Despite detailed planning and workforce engagement and consultation, staff told us that the recent change programmes have not yet achieved any improvements and that they do not feel involved in the changes. Individuals told us "the pace of change is relentless" and that they feel "under attack" due to previous reductions in posts. The workforce do not understand the implications of the changes, with many reporting they have not had an opportunity to be involved.

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<sup>5</sup> 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.

## Leaders promoting innovative thinking

Northamptonshire Police has structures in place for listening to and receiving feedback from its workforce but these are not trusted by the whole workforce. The workforce can use a variety of methods to raise questions with senior leaders, including 'meet the chief' forums, 'free to speak' champions and on-the-road chief officer team meetings. It appears, however, that some of the workforce do not particularly trust these avenues. Some do not believe that action is taken when they give feedback or make a challenge, citing the future service delivery model (SDM) implementation as a matter of particular concern. Despite SDM workforce consultation and involvement, some members of the workforce feel there has been a lack of opportunity to provide feedback and make any challenge to the SDM, although we did hear reports of improved involvement in identifying the internally inefficient processes for Operation Balance. The force could do more to ensure Operation Balance is a widely recognised part of a long-term approach to how it will listen to the workforce in the future. Some officers and staff told us they have little confidence that they will be listened to and, as a result, rarely contribute; this leads to limited innovation arising directly from the workforce and results in them becoming disengaged.

## Summary of findings



**Good**

Northamptonshire Police has a good understanding of current demand, based on sophisticated analysis of police data. The force has collected data on the frequency and types of calls for service from the public and the types of crime reported, including assessments of the time spent on each type of call or crime. It has worked with external consultants to refine its knowledge of demand using demand modelling software. This work is being extended by a demand-forecasting team that can add extra data sets. The force is therefore improving its understanding of future demand based on an analysis of current local crime trends, calls for service and national policing developments. However, although it has done some analytical work to identify hidden demand in response to reports of child sexual exploitation and modern slavery, it has not analysed the extent of such cases, mainly because of a lack of capacity in the intelligence and analysis functions. This incomplete information means resources may not be being allocated appropriately and the workforce may not be being equipped or trained to deal with new or emerging crimes.

The force has introduced a one-off process to identify wasteful or inefficient activity in its change programme, but does not have an established long-term approach to this in its daily work. It recognises it is not making the best use of some of its

technology. It introduced the multi-force shared service (MFSS) computer system, which covers human resources and finance functions. However, the workforce did not receive sufficient support to use all aspects of this system and so are using local spreadsheets to detail information such as workforce skills, deployments and sickness, meaning the information is not available to the whole force. The force has plans to address this by upgrading to a more user-friendly version of the system.

The force has recently streamlined its approach to change management by creating a single change board which provides a more robust approach to governance, oversight and the management of interdependencies such as the estates strategy or changes in technology. However, members of the workforce told us that recent change programmes have not yet achieved any improvements and that they do not feel involved in the changes. Although the force has ways of obtaining feedback from its workforce, these are not trusted by the whole workforce.

#### **Area for improvement**

- The force should put in place better processes and governance to understand and realise the benefits of change programmes and collaborative work, and how they affect its 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.

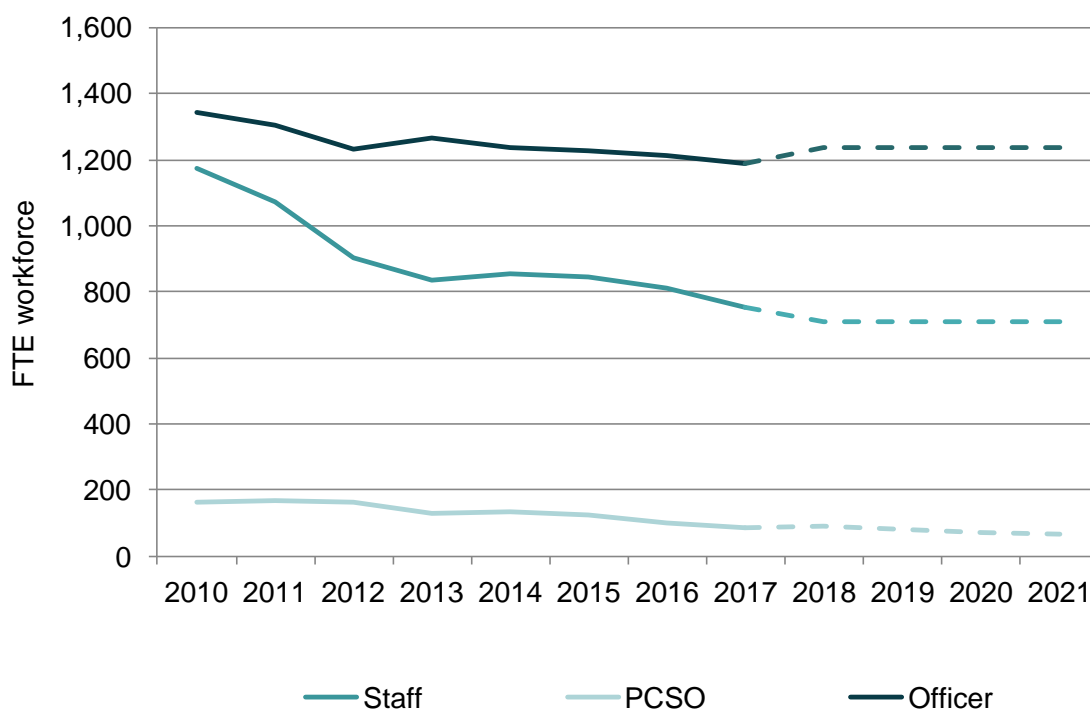
## How well does the force understand the capability of its workforce?

HMICFRS inspected how well Northamptonshire 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 51.3 FTE (4 percent) from 1,188 to 1,239. In contrast, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.



**Figure 3: Northamptonshire 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 Northamptonshire Police is projected to decrease by 41.3 FTE (5 percent) from 751 to 710 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 Northamptonshire is projected to decrease by 21.2 FTE (24 percent) from 87 to 66 over the same period, whereas, for England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

The force does not understand what skills it needs in the workforce as a whole. A skills audit was carried out last year, but this focused on skills held by officers, based on course attendance, and did not cover non-operational skills such as problem solving or personality types and did not include police staff or special constables. During this inspection, we found that the skills audit has not been broadened to include non-operational skills or personality types and still does not include police staff. No projection of the skills required in the future workforce as a whole has been undertaken. A broader understanding of the current workforce skills would enable the force to target its recruitment initiatives more effectively. It is missing the opportunity to fill some skills gaps and ensure the workforce is equipped to react appropriately to what the future may bring.

Northamptonshire Police has no central record of the skills available to it. The multi-force shared service (MFSS) human resources system is not used to record the skills of the existing workforce, and some managers record information on their own spreadsheets. The personal development review (PDR) system does not hold

information on workforce skills either. The specialist skills of the more than 350 special constables in Northamptonshire also represent a missed opportunity, as the force has no record or oversight of these skills and therefore does not routinely draw on them.

The resource modelling carried out as part of the service delivery model (SDM) allows the force to understand better the type of resources required to respond to demand and the costs of providing services. For example, the force has been able to predict the number of investigators or safeguarding officers it will need in the future. It has also started to understand better the impact of reducing resources on its ability to meet future demand. This work has provided an opportunity to review roles and capability requirements, and has led to the force filling investigative skills gaps using police staff. The force is currently running a number of recruitment campaigns (for police officers, special constables and PCSOs) but it has missed an opportunity to target certain skills types, for example digital or cyber skills.

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

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

The force has only a limited understanding of its leadership capabilities and lacks understanding of the leadership styles and capabilities it needs for the future. Some planning is taking place for the main senior leadership police officer posts, but this is based on expected police officer retirements and does not consider mid-service leavers or police staff leaders.

Although the force has not completed a leadership audit, some work is being done to identify and develop leaders, among both officers and staff. The force has developed a coaching programme in conjunction with Northamptonshire Fire and Rescue Service, the local authority and the office of the police and crime commissioner (OPCC): 40 employees from across these organisations have been trained to become coaches to support one another across agencies. This programme is available to anyone in the workforce; however, the first participants have been leaders and this has provided some development opportunities for those involved.

The force is making use of national initiatives to attract talent in police recruitment. It uses Police Now<sup>6</sup> – it recruited seven officers through this route in 2016 and a further

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<sup>6</sup> Police Now is a national graduate scheme aimed at recruiting and developing outstanding and diverse individuals to be leaders in society and on the policing frontline. Available at:

[www.policenow.org.uk/the-programme/about-the-programme/](http://www.policenow.org.uk/the-programme/about-the-programme/)

nine are due to join in 2017 – and Direct Entry.<sup>7</sup> It has one direct entry superintendent and plans to recruit two direct entry inspectors. Such schemes could be used more effectively if the force had a detailed understanding of its workforce and leadership skills and gaps.

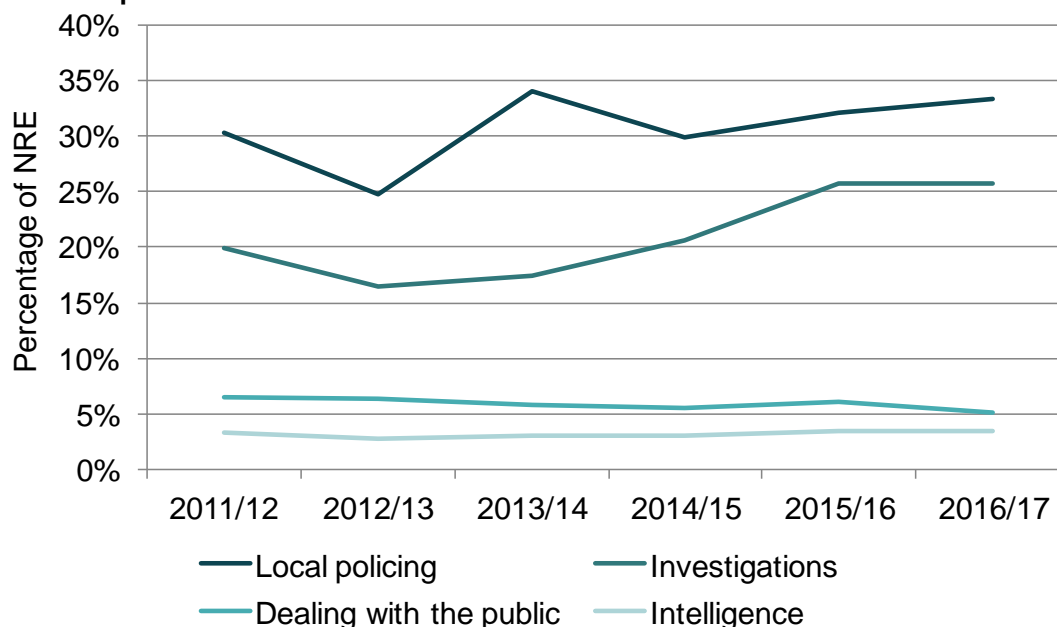
## How well does the force allocate resources?

HMICFRS inspected how well Northamptonshire 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 Northamptonshire 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.

<sup>7</sup> Available at: <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

In Northamptonshire, the percentage of estimated expenditure on local policing in 2016/17 has increased from 30 percent in 2011/12 to 33 percent in 2016/17. Estimated expenditure on investigation has increased from 20 percent to 26 percent, expenditure on dealing with the public is similar to 2011/12 and expenditure on intelligence is similar to 2011/12 at around 3 percent.

### **Prioritisation and cost**

Northamptonshire Police prioritises activity based on its understanding of current demand, local priorities and national requirements. The force's priorities are currently child sexual exploitation, rape, domestic abuse, gangs and gang violence. Public expectations have not been specifically considered by the force, but its priorities align closely with the police and crime commissioner's (PCC's) plan, which itself was based on surveys of over 4,000 local residents.

The force prioritises activity on the basis of an understanding of current demand, and applies an assessment of threat, risk and harm to inform decision making. It does not regularly move resources from one geographical area of the force to another according to demand, although there are processes to do this through the daily management meeting, monthly tasking meeting or quarterly organisational performance groups. As a result, there may not be a fair distribution of work throughout the force area and this may affect the quality of investigations in some cases.

The force has developed a new demand monitoring framework. This is aimed at allowing a more evidence-based and considered response to future resourcing decisions. It should also allow the force to understand the full impact of changes in response to variations in demand. For example, the framework would allow the force to know how much it would save in staffing and time if it decided not to attend vehicle collisions in car parks. Similarly, the force could see the impact throughout departments if certain crime types were to increase. For example, if it received an increased number of child sexual abuse images, then the likely increase in workload for investigations, intelligence, cyber-crime investigations and safeguarding could be understood. This would allow resources to be redistributed throughout the force, either for a short-term operational need or more permanently. This system will be governed through the change board to ensure that any changes to the organisational structure are brought about in a controlled and planned manner.

### **Investment**

The force's approach to investment is improving; it has matured since HMICFRS' 2016 efficiency inspection, when we found Northamptonshire Police had no clear investment strategy. The decision to sell and vacate police headquarters at Wootton Hall was reversed in March 2017 by the new police and crime commissioner (PCC), who took up office in May 2016. The estates strategy for buildings and facilities is now being updated, and a supporting investment strategy is being developed to

enable reinvestment in the headquarters buildings. For example, a new police base at Kettering has recently been completed. As part of this strategy, several old police stations will be closed to reduce running costs, with staff moving into the new premises or moving to shared locations with local partner agencies. The force continues to work with Leicestershire and Nottinghamshire forces to improve regional communication and collaboration; however Northamptonshire has decided not to progress with a proposed joint ICT capability but to retain a standalone force ICT team. Consequently, Northamptonshire Police needs to develop its own strategy in order to make the best use of its existing ICT capability. The force has some good ICT capability and agile working is in place. However, there are inefficiencies in the way the workforce use some of its computer systems, most notably with the crime, intelligence, custody and case preparation system and the multi-force shared service (MFSS) human resources and finance system. The force needs a clear strategy to address these inefficiencies and introduce changes in its systems and processes so it makes better use of its existing ICT.

Northamptonshire Police is taking part in a number of initiatives that demonstrate the future benefits to be expected from investing in ICT with the other two forces. The implementation of a single operating platform in 2015 in the East Midlands has already enabled sharing of access and information throughout the region. An interim external evaluation demonstrated several qualitative outcomes from this investment; practitioners have a wealth of additional intelligence available and improved cross-boundary working. As a result, the forces are improving their knowledge of offenders operating across different force boundaries.

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

HMICFRS inspected how well Northamptonshire 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**

Northamptonshire Police demonstrates a commitment to joint working with other organisations and has some good working arrangements to ensure that demand is managed efficiently across agencies. It has extensive regional collaboration arrangements and also has many staff co-located with colleagues from Northamptonshire County Council and Northamptonshire Fire and Rescue Service. The force works very closely with the fire service, especially on public safety and in arson investigations. There is a shared emergency planning team (the joint operations team), based in a shared police and fire service building, which plans all

civil contingency and preparedness. The force also shares two rural intervention vehicles (RIVs)<sup>8</sup> with the fire service, which are able to go to a wider range of jobs and carry out joint investigation on arson. The RIVs have operated for a number of years and are predominantly used to respond to road traffic collisions in rural areas. This reduces demand on local policing services and on the collaborative roads policing unit. Northamptonshire Police has commissioned a review of the RIVs to determine whether they could also be used to support vulnerability and safeguarding initiatives.

The force has some partner agencies assisting in the force control room to manage demand. For example, mental health professionals, who have access to their own IT systems, work in the control room during periods of high demand. These professionals support a triage process and help inform response decisions. The benefits of this approach are closely monitored; the force has commissioned the University of Northampton's Institute for Public Safety, Crime and Justice to evaluate the effect, but this evaluation is not yet complete.

The force knows which areas of collaboration may be affected by a reduction in the resources available to other agencies but takes no action in advance to guard against the effect of such reduction, although it has plans to address this. Mature and effective county-wide multi-agency structures are in place for specific safeguarding matters and also at a local (district) level, but there are no formal, county-wide partnership governance arrangements dedicated to community safety. Such arrangements would enable the force and its partner agencies to manage risks better and agree plans which reflect the changing nature of demand and the changes to funding.

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

The force recognises that it cannot demonstrate a comprehensive understanding of the benefits of all its collaborative work. However, we are pleased to find that a review of the East Midlands Operational Support Service (EMOpSS)<sup>9</sup> and the East Midlands Special Operations Unit (EMSOU)<sup>10</sup> is under way. This should result in the forces involved having a better understanding of the value for money of these units and identifying whether any efficiencies or changes should be made.

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<sup>8</sup> Information available at: [www.northamptonshireruralaction.co.uk/safer-countryside.php](http://www.northamptonshireruralaction.co.uk/safer-countryside.php)

<sup>9</sup> Firearms (standard authorised firearms and specialist), roads policing, police search adviser (PoLSA) and search, emergency planning and dog patrol officers and staff from the forces work together as part of the East Midlands Operational Support Services (EMOpSS).

<sup>10</sup> East Midlands Special Operations Unit (EMSOU) provides specialist crime services related to major crime investigation, organised crime group management, forensic services and intelligence to five police forces: Derbyshire, Leicestershire, Lincolnshire, Northamptonshire and Nottinghamshire.

The force does not have a systematic approach to benefits realisation. We did, however, find some good examples of where benefits have been tracked and evaluated. For example, although the full evaluation hasn't been completed, the force can show some evidence for the benefits of mental health triage in the force control room, proving that police officers can operate more efficiently and improve the response to people with mental health problems. But this approach is not consistent, and there is no mechanism to measure or track the benefits of the co-location of police and local authority resources. This makes it very difficult for the force to determine whether such initiatives are worthwhile or achieve value for money. The force needs to improve its approaches to monitoring benefits realisation and to its evaluation of collaborative working.

### **Leadership driving innovation**

The force responds to new opportunities when they arise, but does not seek them out at present, despite previously having been an early adopter of mobile technology, workforce modernisation and fire service collaboration. It is facing significant changes to its service delivery model and this has led to there being very little, if any, capacity within its change management function to develop or deliver any further initiatives in a controlled manner. There is no strategy in place to develop innovation as a future component of organisational culture; as a result, either individual good ideas are not assessed or no progress is made with them.

## **Summary of findings**



**Requires improvement**

Northamptonshire Police is judged to require improvement in how it uses its resources. The force does not understand what skills it has or needs for the future in its officers, staff and PCSOs. It has conducted a skills audit for officers, but this only covered operational skills and training, not non-operational skills such as problem solving or personality types. There is no central record of the skills available in the workforce. The force has only a limited understanding of its leadership capabilities and lacks understanding of the leadership styles and capabilities it needs for the future. It is making some use of national recruitment initiatives to attract talent, but this would be more effective if it had a detailed understanding of its workforce and leadership skills and gaps.

The force prioritises activity based on its understanding of current demand, local priorities and national requirements, and applies an assessment of threat, risk and harm to inform decision making. It does not regularly move resources according to demand, which means work may not be distributed fairly throughout the force area. The force has developed a new demand monitoring framework to allow a more

evidence-based and considered response to future resourcing decisions. This should help the force to understand the full impact of changes in response to variations in demand.

Northamptonshire Police demonstrates a commitment to joint working and has extensive regional collaboration arrangements. It has staff co-located with Northamptonshire County Council and Northamptonshire Fire and Rescue Service as well as mental health professionals working within its control room. However, the force needs to improve its approach to monitoring benefits realisation and to evaluating collaborative working. It does not have a strategy to develop innovation as part of its organisational culture, which means that individual good ideas are not assessed or no progress is made with them.

### **Areas for improvement**

- The force should ensure that workforce planning covers all areas of policing and that there is a clear rationale, based on evidence, to re-organise staff to meet current and future demand.
- The force should undertake appropriate work 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.



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

### Predicting future demand

The force understands trends in demand and can make some predictions about what demand will look like in the future. The demand and resource modelling for the service delivery model (SDM) has improved the force's understanding of current and likely future changes in demand. This sophisticated modelling work has used police and demographic data to develop a 'vulnerable localities matrix' to examine the factors affecting demand in areas throughout the force area. The vulnerable localities matrix analyses crime harm, crime volume and anti-social behaviour volume alongside demographic information to identify the most vulnerable places so that resources may be targeted better. It seeks to improve upon a more traditional method of comparing volumes of all crime types, which creates imbalances that can lead to unequal responses being given to less serious, high volume crimes. The new resourcing model based on this analysis will be implemented in late 2017 and will realign resources to match need better. As demand changes in the future, the model can be re-run to inform future resourcing decisions. The force has used this analysis to make some predictions about how demand may change in the future, for example it has predicted growth in cyber-crime.

### Future considerations

The force has some understanding of public expectations of policing. During 2016, the office of the police and crime commissioner (OPCC) surveyed over 4,000 local residents to help shape the police and crime plan, but the force has not yet conducted specific work to understand how public expectations may change the way it provides its services, particularly in respect of technological advances and the digital preferences of its communities. The force has recognised that it can manage

future demand better by making it easier for the public to access police services electronically; it has introduced online crime reporting and is aiming to implement an online method for updating victims (Track my Crime).

The force is making use of detailed demographic information to inform and reshape the future model for policing. Detailed analysis of demand, demographic and socio-economic data is being carried out as part of the SDM programme and has informed the scale and nature of the local policing model throughout the county.

The force has plans to set up a youth commission to improve how it engages with young people. A plan has been drafted outlining the approach and anticipated costs and benefits.

The force has a good understanding of how technology can help effective policing. It has provided frontline officers and staff with body-worn video cameras. It has over 1,200 body-worn video cameras, 90 percent of which are personally issued, meaning that they should be used regularly by the same person. Despite being an early adopter of mobile data and agile working, the force has not systematically evaluated the benefits in terms of increased productivity and cannot clearly demonstrate how the service to the public has improved as a consequence of such initiatives. As the force develops its use of mobile technology and agile working, potentially in collaboration with other police forces, it is essential that any business cases that require investment clearly outline the expected benefits, and put in place comprehensive systems to monitor and evaluate them throughout the implementation, taking appropriate action if the benefits fall short of expectations.

The force works with a number of other agencies, most notably Northamptonshire Fire and Rescue Service, but there is currently no formal plan in place to be more efficient and ensure that local demand is dealt with collectively. The police and crime commissioner (PCC) is pursuing the possibility, offered by the Policing and Crime Act 2017, of assuming joint governance of Northamptonshire Police and Northamptonshire Fire and Rescue Service; a business case for this is currently being developed and public consultation is under way.

Northamptonshire does not have a county-wide community safety partnership, but the OPCC is planning to re-establish one involving the police, local authorities (districts) and the County Council. The force shows a willingness to continue to extend and deepen collaboration regionally. It has explored in some detail the possibility of even closer alliances through its tri-force collaboration with Leicestershire Police and Nottinghamshire Police. After deliberation, the three PCCs and chief officers have agreed to proceed with a more limited collaboration. The present arrangement for continuing the collaboration is the appointment of shared senior staff members in finance and human resources (HR), serving all three forces. The force will no longer be supporting a single senior staff member for information services serving Northamptonshire, Leicestershire and Nottinghamshire or a single

tri-force IT function, but it continues to collaborate on many shared projects. The force had adopted a 'collaboration first' philosophy and will continue to do so wherever there is a supporting business case. Projects that were started under the tri-force ICT collaboration are being reviewed to ensure that they will deliver measurable benefits to the collaborating forces. This review has also opened up discussions with other regional forces, allowing broader collaboration and offering opportunities to prevent duplication of effort, such as for national initiatives.

The force is piloting an early intervention hub, with partner involvement, to keep children and young people safe. This preventative initiative is driven by the PCC, who states: "Early intervention is critical to ensuring that children and young people have the best opportunities to achieve their potential. Evidence demonstrates that early support will significantly reduce the impact of negative experiences on emotional wellbeing and development." The initiative has three main areas of focus: to increase awareness and reporting of child exploitation; to intervene at the earliest opportunity to divert young people from being victims or offenders of the future; and to increase the safety of young people online. The hub is led by a chief inspector, and works to identify those children who are at risk and placing demand on public services, and aims to prevent school exclusion or criminality. The initiative involves police community support officers (PCSOs) based in three schools, working closely with families and partner agencies such as education, health and social care. The force estimates that this promising initiative may require ten years of investment before the benefits are seen.

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

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

### **Succession planning**

The force has not fully identified the skill sets it needs in future leaders. The force has established paths for promotion and has held a series of leadership events for police officers and staff, but it does not have a structured leadership development programme or underpinning strategy. Consistent use of performance development reviews (PDRs) would help to allow formal succession planning tailored to the individual's and the force's needs, but this does not currently take place.

The force has established career pathways and professional development plans for some parts of the workforce, but not for the whole workforce. It has developed career pathways for some roles, such as detectives, but not for others such as neighbourhood policing, and this is hindering effective succession planning. The force does not have a co-ordinated talent management programme for police officers

or staff. Although it has made some internal secondment opportunities available to both police officers and staff, police staff report being unable to be released from their posts for the period of the secondment. This is because police staff posts have been reduced to achieve savings, and the remaining staff cannot be released as their posts cannot be backfilled or left vacant. A more co-ordinated, planned and considered approach to allow officers and staff to be developed is needed to ensure the force has the leaders it will need for the future.

## **Recruitment**

The force recruits externally but does not have sufficient knowledge of its existing leadership skills and gaps to be targeted in its approach. It uses some national schemes, such as Police Now and Direct Entry (see above), but these schemes have not been used to target people with specific skills or leadership styles. The force needs to undertake a leadership skills and styles audit so it can identify ways in which it can attract new recruits and develop the existing workforce to become the kind of leaders it will need.

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

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

## **Plans**

The force has set out a clear vision for the future, which represents an improvement over 2016, but it is not yet entirely prepared to meet the future in terms of demand and expectations. Although the financial plans, demand analysis, workforce plans and understanding of changing public expectations are not yet fully aligned with each other, there has been good progress since HMICFRS' 2016 efficiency inspection. Finance and workforce plans will be better aligned through the implementation of the new operating model (as determined by the service delivery model (SDM)) and there are improved governance arrangements, which are overseen by the newly established single change board. The SDM has provided much greater clarity on the size and shape of the workforce needed, and financial plans have been adjusted accordingly.

The force's plans for 2017/18 are realistic and evidence-based. The medium-term financial plan is currently being revised following the decision not to sell and vacate the police headquarters at Wootton Hall. There is a detailed plan for 2017/18, but financial plans beyond this are only provisional and have not yet been subject to scrutiny by finance or ICT specialists. A lack of capacity in the finance department has meant that the force is not currently in a position to do more detailed medium-

term planning or scenario modelling. This means that the plans for achieving the savings from 2018/19 onwards are not yet fully formed, but there is an expectation that savings of approximately £2.5m will be needed each year.

The force's plans are innovative and they will change how it operates. The change team has identified the main work that needs to be undertaken to drive improvements forward. These include making the best use of the force's main ICT systems, the introduction of cyber-kiosks to enable swifter examination of portable devices, and a unified search tool for the multi-agency safeguarding hub (MASH),<sup>11</sup> disclosure and barring service, and vetting, with access to partner data. The force also plans to implement direct web-based communication with the public, which would affect some deployments, for example through increasing online reporting of some crimes and potentially releasing some police officer time.

## **Savings**

The force understands how the potential changes to how police force funding is allocated may have an impact on its funding for the future. The force expects its grant to be reduced by £6m, and the council tax precept to be increased by £10m. It is planning to save more than it needs to balance its budget each year until 2020/21, and to provide some available funding for future investment. It is aiming to rely more on council tax precept and less on the grant and expects that by 2020, depending on population growth, it will receive 50 percent of its funding from each source. The police and crime commissioner (PCC) has indicated that he is intending to continue to increase the precept each year to offset cuts to the police grant. Further, as the county has one of the fastest growing populations in England, the council tax base is expected to grow over this period, providing additional council tax funding to the force. As a result, the force will be less reliant on government grant fluctuations.

The force is investing in its estates (buildings and facilities), planning to spend £70m over four years in order to provide a fit-for-purpose headquarters and to review the overall estate. The business case for the service delivery model (SDM) outlines how cashable benefits and savings will be re-invested in support of the estates strategy. There is also provision within the PCC's reserves strategy to provide additional funding to support the police and crime delivery plan. The reserves strategy is crucial to the realisation and effective management of the future strategic and financial plans.

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<sup>11</sup> A multi-agency safeguarding hub (MASH) brings together into a single location key safeguarding agencies to better identify risks to children (and in some areas, vulnerable adults), and improve decision making, interventions, and outcomes. 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 safeguard and protect the individual effectively.

The force decided against pursuing ambitious tri-force ICT collaboration plans and is no longer planning to seek external funding to support a tri-force ICT strategy. It is, however, continuing to work collaboratively with neighbouring forces and beyond to increase police and partner interoperability and efficiency.

## Summary of findings



**Good**

Northamptonshire Police is assessed to be good in its approach to future planning. The force is analysing detailed demographic and socio-economic data to inform and reshape its future model for policing. It understands trends in demand and can make some predictions about what demand will look like in the future. The force has a good understanding of how technology such as body-worn video cameras can help effective policing. It has also recognised that it can manage future demand better by making it easier for the public to access police services electronically. It has introduced online crime reporting and is aiming to implement an online method for updating victims.

The force does not have a co-ordinated talent management programme for police officers or staff, or a structured leadership development programme. It needs a more co-ordinated and considered approach to developing officers and staff so it has the leaders it will need for the future. Although it recruits externally, it does not have sufficient knowledge of its existing leadership skills and gaps to recruit people with the specific skills or leadership styles it needs.

The force's plans for the future are innovative and will change how it operates. The change team has identified the main work that needs to be undertaken to drive improvements forward, including making the best use of the force's main ICT systems, the introduction of cyber-kiosks to enable swifter examination of portable devices and unified access to partner data. However, a county-wide community safety partnership would improve the ability of local services to manage demand better in the future.

Financial, estates and workforce plans are becoming more closely aligned and there has been good progress since 2016. Increased collaboration with the Fire and Rescue Service and with local police forces is planned. The force is planning to save more than it needs to each year to provide some available funding for the future.

### **Area for improvement**

- The force should ensure its understanding of the demand for its services, and the expectations of the public, are kept up to date by regularly reviewing its evidence base. This should be conducted alongside local authorities, other emergency services and partner organisations, to ensure that it takes the necessary steps to meet current and likely future demand.

## Next steps

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

HMICFRS highlights recurring themes emerging from our PEEL inspections of police forces within our national thematic reports on police effectiveness, efficiency, legitimacy and leadership (see: [www.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>12</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>12</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.