

PEEL: Police efficiency (including leadership) 2017

An inspection of Suffolk Constabulary



November 2017

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Introduction

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

What is police efficiency and why is it important?

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

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

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

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

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

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

Force in numbers



Financial position

Forecast change in total gross revenue expenditure



Workforce

Planned change in officer numbers



Planned change in total workforce



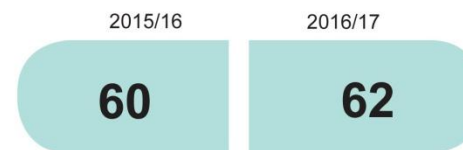
Calls for assistance

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



Recorded crime

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



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



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

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

Overall judgment²



Suffolk 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 force is judged to be good in its understanding of demand; its use of resources to manage demand is assessed to be good; and its planning for future demand is also judged to be good.

Overall summary

How well does the force understand demand?



How well does the force use its resources?



How well is the force planning for the future?



Suffolk Constabulary has a good understanding of the current and likely future demand for its services that is based on research and analysis. The force analyses data from other public organisations, such as local councils, health services and the fire service. The joint performance and analysis department with Norfolk Constabulary does high-quality, innovative work, supported by robust academic research and scrutiny. The force has a good understanding of more complex and hidden demands (such as modern slavery and so-called honour-based violence) and has analysed demand that can be prevented or responded to by a more appropriate agency.

The force is largely effective in how it manages demand, using an assessment known as THRIVE to determine its response to incidents or calls for service. It recognises the implementation of several new systems over the last two years has

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

increased internal demand and so it is recruiting extra staff into its incident crime management hub. It is also engaging a consultant to ensure the HR system is used to best effect. In addition the force has recognised that the way officers and staff record and allocate crimes is causing delays in investigation, so it is using officers on overtime to help ensure investigations progress more quickly while it recruits additional staff to resolve the problem.

Suffolk Constabulary has impressive joint working practices with other police forces and external organisations to help save money and improve the services it provides. For example, it has collaborated with Norfolk Constabulary on a revised ICT strategy and is sharing a number of premises with Suffolk Fire and Rescue Service. The force has a culture of innovation and continuous improvement and encourages its workforce to suggest new ideas.

The force has developed its understanding of the current skills possessed by the workforce and has collated the operational skills of its officers, which are now stored and monitored centrally. However, it needs to do more to understand fully the range of skills that it will require for the future and its current and future leadership capabilities.

Suffolk Constabulary has a good record of making necessary savings through innovation and evidence-based decisions. It engaged external consultants to help develop a new approach to allocating money internally, called outcome-based budgeting, which gives it a better understanding of how it uses its resources and what is achieved as a result. Its plans for the future appear to be realistic and achievable, although it realises that making the required savings will be difficult.

Area for improvement

- The force should put in place better processes and governance to understand its response to and allocation of crime, and how this affects the force's ability to meet current and likely future demand efficiently.

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.

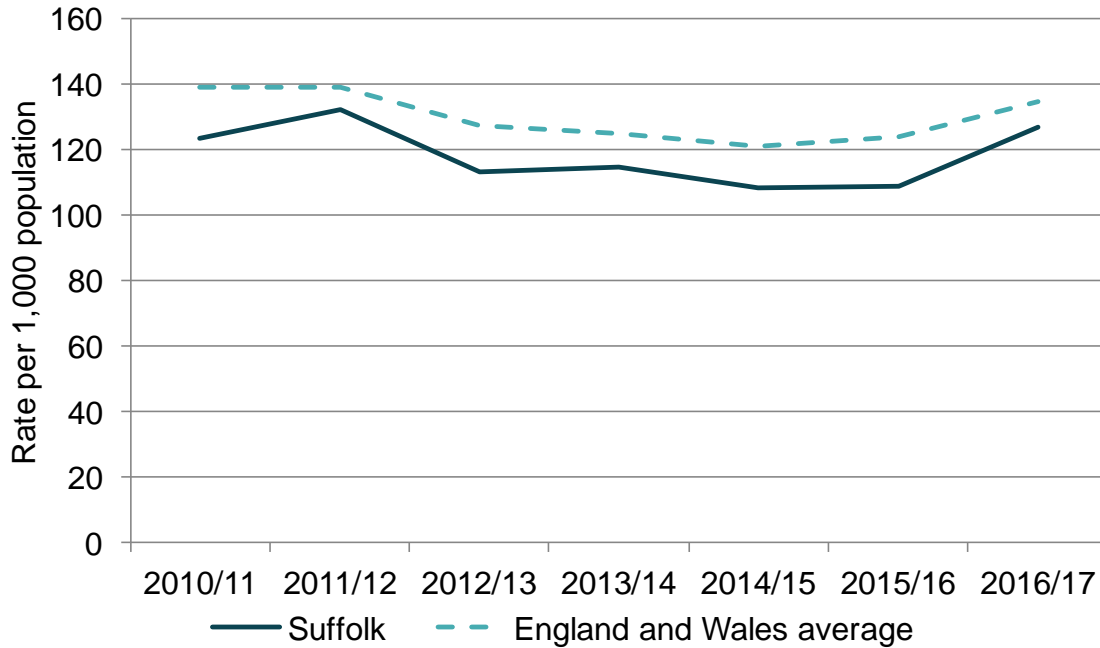
Forces should be able to identify and reduce work that is unnecessarily created internally through inefficient processes. Similarly, forces should be looking for ways to identify processes and ways of working that are more efficient. Forces also have to make decisions about how they prioritise and respond 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 Suffolk 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.

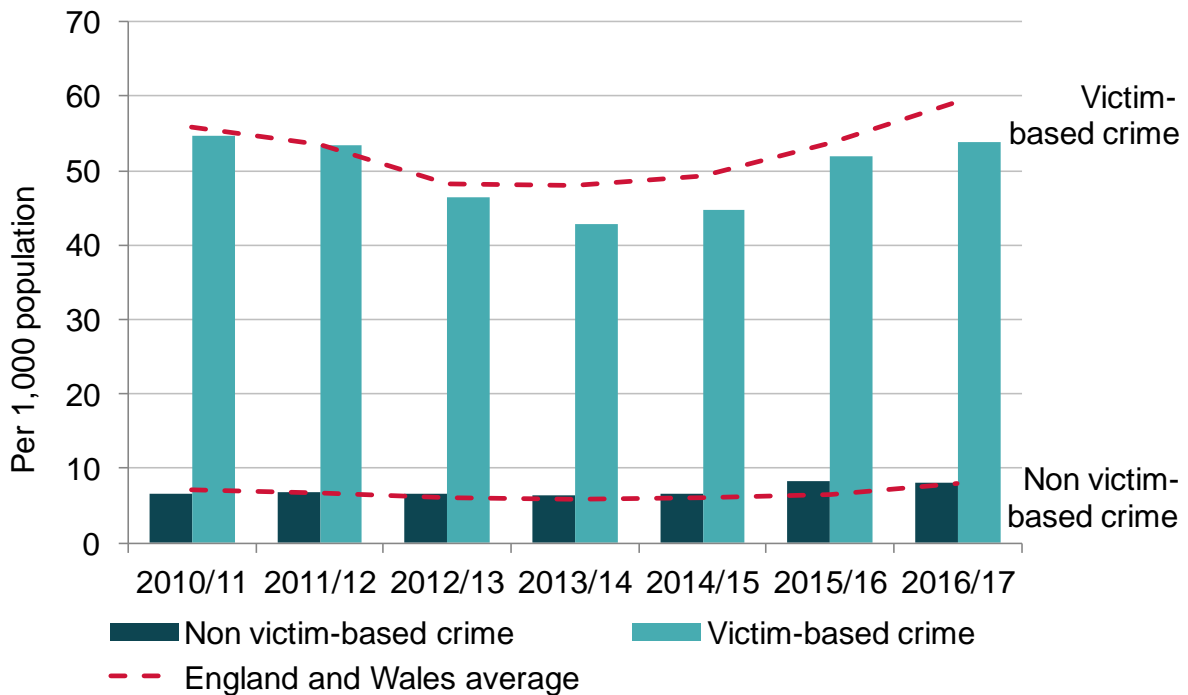
Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Suffolk Constabulary compared with England and Wales as a whole, from 2010/11 to 2016/17



Source: Home Office Annual Data Requirement

Suffolk Constabulary recorded 127 999 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 123 calls per 1,000 population recorded in 2010/11 and increased since 2015/16 when the rate was 109 calls per 1,000.

Figure 2: Police-recorded crimes per 1,000 population in Suffolk 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 Suffolk in 2016/17 was 53.8 crimes. This is similar to the rate in 2010/11 of 54.7 crimes. The rate of victim-based crime decreased between 2010/11 and 2013/14 to 42.8 crimes per 1,000 population before increasing to the 2016/17 rate. The rate of victim-based crime per 1,000 population in England and Wales decreased from 55.8 to 48.1 crimes between 2010/11 and 2013/14 before increasing to 59.3 in 2016/17.

In the local population of Suffolk Constabulary the rate of non victim-based crime per 1,000 population in 2016/17 (8.2 crimes) was higher than in 2010/11 (6.6 crimes). The rate decreased between 2011/12 and 2013/14 before increasing to a peak of 8.4 crimes by 2015/16. 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

Suffolk Constabulary continues to have a good understanding of the current demand for its services. However, limitations with the force's telephony system within the contact and control room mean that the force is unable to identify the number of people who ring 101 and then, after transfer to the force control room, hang up while waiting to be answered. This may result in some people calling 999 for less urgent matters. The force is taking steps to address this and is due to install a new telephony system in autumn 2017. This will enable the force to understand better the current demand on calls for service through the 101 system. The force uses comprehensive data sets from other public organisations such as local councils, health services and the fire service to improve its understanding of the wider demand for its services. The joint performance and analysis department (JPAD), a collaboration with Norfolk Constabulary, analyses the data. HMICFRS considers the work of this department to be of high quality, innovative and supported by robust academic research and scrutiny through the Better Policing Collaborative.³ Suffolk Constabulary has regular visits from other UK police forces seeking to observe and learn from its analytical approach.

Suffolk Constabulary continues to develop its understanding of other types of demand that will affect the force and other public agencies, such as demand from an ageing population. The force is able to anticipate fluctuations in demand throughout the year, making use of historical data and other sources of information, such as

³The Better Policing Collaborative is a joint venture involving universities as well as the organisation Skills for Justice. It provides an opportunity for the force to apply an academic evaluation of specific areas of policing, providing the force with a better understanding of what does and does not work and allowing it to make future decisions based on strong evidence.

assessments of risk in relation to planned events and changes in seasonal demand. It has researched projections of future demand in the longer term and has recognised their benefits while also working to understand the inaccuracies projections involve. It has analysed demand that can be prevented or responded to by a more appropriate agency, such as mental health practitioners. This has enabled the force contact and control room to provide a more suitable response and direct callers to other agencies where appropriate. The force has recently published its plan for innovation and continuous improvement, which contains a forecast of the profile of the county in 2037 and how this will affect police demand. The forecast is that there will be a 10 percent increase in the size of the population, that 30 percent of the population will be aged over 65, and an additional 6,000 people over 18 will have a mental health condition assuming that the prevalence of mental ill health remains the same in the overall population. This work will help the force and its partners to develop services that will be appropriate in the long term.

More complex demand

Suffolk Constabulary has a good understanding of more complex and hidden demand for its services. It has undertaken research and analysis in areas such as modern slavery, so-called honour-based violence, vulnerable adults, malicious communications such as sexting, and the effects of an ageing population suffering dementia. This helps the force to understand demand in areas that are less obvious or less likely to be reported by victims or the public. The force continues to develop its understanding of these hidden demands and is planning to undertake further research into sexual offences such as rape, stalking and harassment, serious and organised crime, and factors that may cause vulnerability in some people.

The force, in conjunction with Norfolk Constabulary, has recently refreshed its strategic assessment. This assessment is an analysis of national, regional and local operational crime threats facing the community. The strategic assessment uses this analysis, together with data and information from a wide range of public sector organisations and law enforcement agencies, to identify the risks it needs to address in keeping people safe. The force has enhanced its analysis and now uses a more sophisticated method (known as MoRiLE⁴) to identify the threat, risk and harm associated with different types of demand, as well as to consider the organisation's capability and capacity to respond to them.

⁴ MoRiLE (Management of Risk in Law Enforcement) is a method which helps inform decision-makers by identifying and prioritising threat, risk and harm linked to an organisation's capacity and capability to respond.

How well does the force understand things that affect demand?

HMICFRS inspected how well Suffolk 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

Suffolk Constabulary has satisfactory arrangements in place to manage, prioritise and filter demand. The force prioritises demand according to its strategic assessment. It manages the identified risks through its control strategy, which is aligned with the police and crime commissioner's (PCC's) police and crime plan. The force is effective in how it manages demand, using an assessment known as THRIVE⁵ to help determine how it deploys officers to incidents or calls for service from the public. Those taking calls from members of the public do not routinely record the reasons for their decision against the THRIVE assessment on the electronic record of all calls. Where a call is graded for an immediate response, for example where a crime is in progress, it is assumed this meets the requirements of the THRIVE assessment for police attendance. Calls are monitored by supervisors to ensure this assessment is appropriately applied. The force, together with Norfolk Constabulary, is developing a system to predict how likely a crime will be solved based on the information available. The 'solvability matrix' takes into account factors which are associated with a higher probability of a crime being solved and can be used to assess the most effective allocation of resources to investigate the crime. The work, developed by JPAD and the Better Policing Collaborative, is currently being tested against several crime types to assess whether it will enable both forces to predict accurately whether a crime can be solved before allocating resources to the investigation. This will help both forces to allocate their resources efficiently to investigations with the best likelihood of success.

Suffolk Constabulary recognises and is addressing the increased internal demand created as a result of implementing the Athena crime and intelligence system and HR and finance system over the last two years. The force is recruiting extra staff into its incident call management hub to enhance the service provided, and is engaging a consultant to ensure the force uses the HR system to the best effect. The force reviews existing working practices to make them more efficient. It is introducing mobile technology to allow officers and staff to work remotely more easily. Through JPAD and the Better Policing Collaborative, it is undertaking analysis to understand

⁵ The threat, harm, risk, investigation, vulnerability and engagement (THRIVE) model is used to assess the appropriate initial police response to a call for service. It allows a judgment to be made of the relative risk posed by the call and places the individual needs of the victim at the centre of that decision.

and reduce inefficient internal demand, such as the extra demand on resources when officers are required to guard people who have been arrested but need to attend hospital for medical treatment or who require constant observation while in police custody. The force has revised how it manages internal change and has recently formed the Suffolk 2025 continuous improvement team, which has the task of making the organisation more efficient to enable it to meet future financial and performance demands. Each quarter, staff and officers assess a different area of work to see how they or the force could improve performance. The Suffolk 2025 team then identifies best working practices from this assessment. The information gathered is used to inform and improve future performance to ensure that the force can achieve its strategic objectives.

Suffolk Constabulary is aware of areas of demand being suppressed that lead to some members of the public receiving a reduced service. The force monitors the risks that result from this. For example, it has recognised that the way that officers and staff record and allocate crimes is causing delays in investigation. In the short term, the force is using officers on overtime to help ensure investigations make quicker progress while it recruits additional staff to resolve the problem in the longer term. Any delays in allocating resources are monitored to ensure that people receive an appropriate service. HMICFRS observed arrangements within the force contact and control room and the various daily management meetings as well as several force performance meetings. We found that calls for service from members of the public were being graded and resourced appropriately.

Suffolk Constabulary has made improvements in ensuring that it realises the benefits from its internal change programmes and in how it uses technology to become more efficient. In HMICFRS' 2016 efficiency inspection, we established that the force needed to ensure it made the most of its investments in ICT and to consider how it could better use ICT to manage demand more efficiently.⁶ The force is in the process of equipping frontline staff with body-worn video cameras. It is also purchasing the equipment its workforce will need to enable them to become more efficient while working away from police premises and on patrol. Staff told us that the initial problems experienced with the introduction of the Athena crime and intelligence system appear to be improving, although there is still much to do before the force realises the full benefits of this new system.

⁶ Our recommendation was that Suffolk Constabulary should develop a better understanding of how the benefits of investing and using ICT affect its ability to meet current and likely future demand efficiently, with a view to updating its ICT strategy.

Leaders promoting innovative thinking

Leaders within Suffolk Constabulary are good at promoting innovation and have recently published their vision for continuous improvement and innovation up to 2025. The force is good at listening to the views of its workforce to guide improvements and there are various ways for the workforce to suggest new ideas such as 'sounding boards' and 'ask the chief'. Overall, staff we spoke with felt that the force was receptive to new ideas. During our inspection we spoke with several officers and staff who had identified potential improvements and had been encouraged to explore them further. They were given personal responsibility in developing their ideas and allowed to represent the force in discussions with other agencies. A good example of this is the 'help our homeless campaign'⁷ to address the high levels of homelessness and begging in Ipswich town centre. The problem was identified by two PCSOs from Ipswich who have led the project and represented the force among other organisations such as the Ipswich housing action group, Turning Point substance misuse service and Ipswich locality homeless partnership. By working with other agencies, the PCSOs are helping to raise awareness of the problems leading to homelessness in Ipswich.

Summary of findings



Good

Suffolk Constabulary has a good understanding of its current demand, including more complex and hidden demand for its services such as modern slavery and so-called honour-based violence. The force analyses comprehensive data from other public organisations, such as local councils, health services and the fire service, to improve its understanding of demand. The joint performance and analysis department with Norfolk Constabulary is innovative and undertakes high-quality analysis supported by robust academic research and scrutiny. The force is able to anticipate fluctuations in demand throughout the year by using historical data and other sources of information and continues to develop its understanding of the factors that will affect demand in the longer term.

The force is effective in how it manages demand, using an assessment known as THRIVE to determine its response to incidents or calls for service. It is installing a new telephone system in the contact and control room to address problems identifying the number of callers to 101 who hang up before the force control room answer their call and who may then call 999 for less urgent matters. It recognises the increased internal demand created by the implementation of several new systems over the last two years and is recruiting extra staff into its incident crime

⁷ For more information about Help our homeless, see: <https://helpourhomeless.co.uk/>

management hub to enhance the service provided and is engaging a consultant to ensure the HR system is used to best effect. The force has recognised that the way that officers and staff record and allocate crimes is causing delays in investigation, so it is using officers on overtime to help ensure investigations make quicker progress while it recruits additional staff to resolve the problem.

Suffolk Constabulary is good at promoting innovation and encourages its workforce to suggest new ideas. The force is providing frontline staff with body-worn video cameras and mobile devices to enable them to work more efficiently when away from police premises. Officers and staff are aware of how to suggest new ways of working and are confident in doing so. The force tests these ideas to establish if they are more efficient before implementing them throughout the organisation.

Area for improvement

- The force should put in place better processes and governance to understand its response to and allocation of crime, and how this affects the force's ability to meet current and likely future demand efficiently.

How well does the force use its resources?

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

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

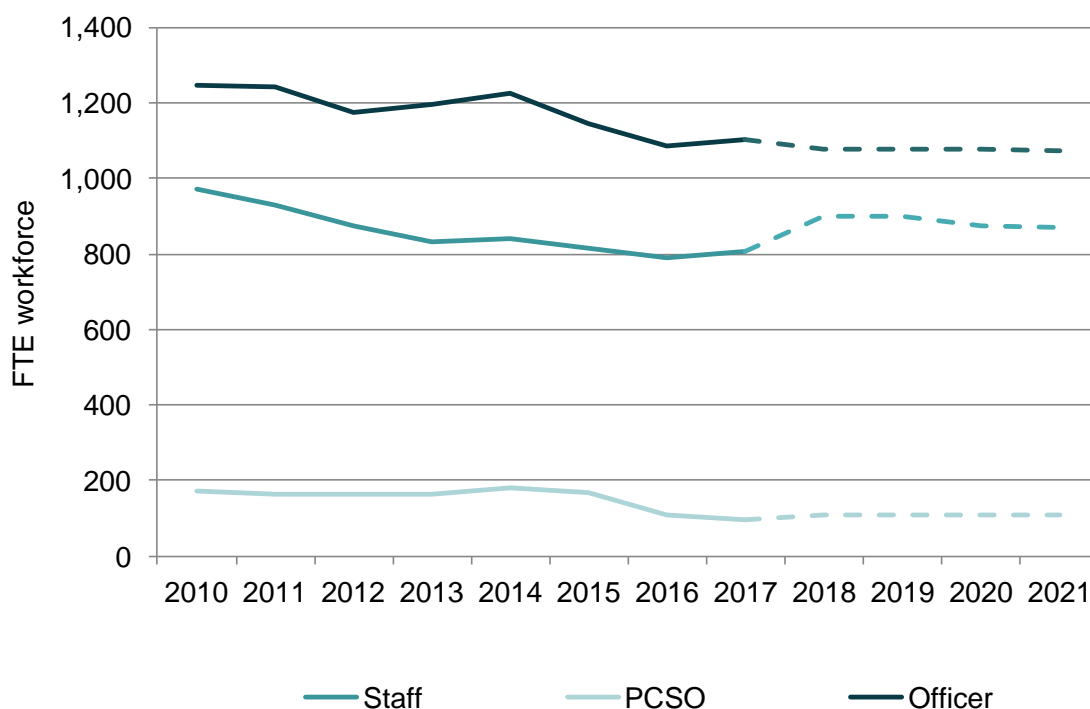
Forces cannot provide services efficiently in isolation, and must work with other police forces and local organisations to ensure they provide the best service to the public at the most appropriate cost.

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

HMICFRS inspected how well Suffolk 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 28.1 FTE (3 percent) from 1,102 to 1,074. Similarly, the number of officers throughout England and Wales as a whole is projected to decrease by 2 percent.

Figure 3: Suffolk 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 Suffolk Constabulary is projected to increase by 64.0 FTE (8 percent) from 808 to 872 between March 2017 and March 2021. Staff numbers throughout England and Wales, however, are projected to decrease by 2 percent. The number of PCSOs in Suffolk is projected to increase by 11.9 FTE (13 percent) from 95 to 107 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

In HMICFRS’ 2016 efficiency inspection, we stated that the force needed to understand its workforce’s capabilities fully, in order to identify any gaps and to put plans in place to address them. The force has made progress in this area and has developed an understanding of the current capabilities and gaps in skills among police officers. It has completed a skills analysis in each department and now understands what skills are needed in specific posts as well as those gaps in skills throughout the organisation’s operational departments. The force uses outcome-based budgeting: a system of budget-setting that allocates financial resources to achieve priority outcomes. All heads of department work through this process, looking at the outcomes that they need to achieve and the resources available in their area of business. The reports that are produced then enable the force to identify gaps in its workforce to meet current and future demand. This has resulted in a workforce and succession planning process for 2017/18 that is more effective with regard to police officers. However, the force has not yet completed this work for police staff or non-operational units.

The force's joint HR department with Norfolk Constabulary monitors over 200 separate skills required by the workforce to enable them to perform their roles effectively. The force has collated the operational skills of its officers and these are now stored and monitored centrally. This work, together with the assessments undertaken by heads of department, has enabled the force to identify gaps in the skills it requires. The force has not conducted an audit of the skills held by all police staff or of non-operational skills such as the ability to speak a second language, with knowledge of these skills only held within local area commands.

The force has made progress in addressing the gaps in the skills of its workforce. Plans to address these gaps are outlined within its workforce plan for 2016/17, which identifies both shortages and surpluses in skills within Suffolk and Norfolk forces. The force is addressing a shortage of detectives by a recruitment strategy with three approaches: officers joining the organisation as detectives, qualified detectives transferring from other forces and using police staff investigators.

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

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

Suffolk Constabulary does not understand fully what skills it needs in its leaders, both now and in the future. The force sets out its leadership expectations, and how it plans to understand future leadership capabilities, within its joint leadership strategy with Norfolk Constabulary. The strategy includes both officers and staff, and outlines the courses and/or qualifications expected for each leadership role. These include external courses with the College of Policing and internal courses and modules within the force's online learning portal. The force has recognised the need to train its leaders in the skills required to make sensible decisions based on sound evidence and to ensure any decisions meet both demand and public expectations, for example by using outcome-based budgeting. The force has offered expert training in evidence-based policing, and Masters degrees in evidence-based policing for selected staff such as those on the 'best you can be' programme which assists in the development of sergeants and inspectors.

The products and support available to force leaders are impressive. However, for the force to understand fully the current capabilities of its leadership, it needs to continue its work to collate information on the current capabilities of its police officers and then expand the process to include police staff.

The force has a joint leadership development programme with Norfolk Constabulary, which provides the tools and support to develop its leaders to ensure they have the necessary skills to meet the current and future needs of the organisation. The force

often selects police staff leaders from outside the organisation to fill specific roles, as occurred with the recent employment of the head of learning and development.

The force has a workforce strategy to manage the numbers and skills of its workforce. However, we found that the links between the workforce strategy and the force's leadership and development strategy could be improved. Improvement should ensure that the workforce, including all leaders, have the appropriate skills and experience to meet current and future demand.

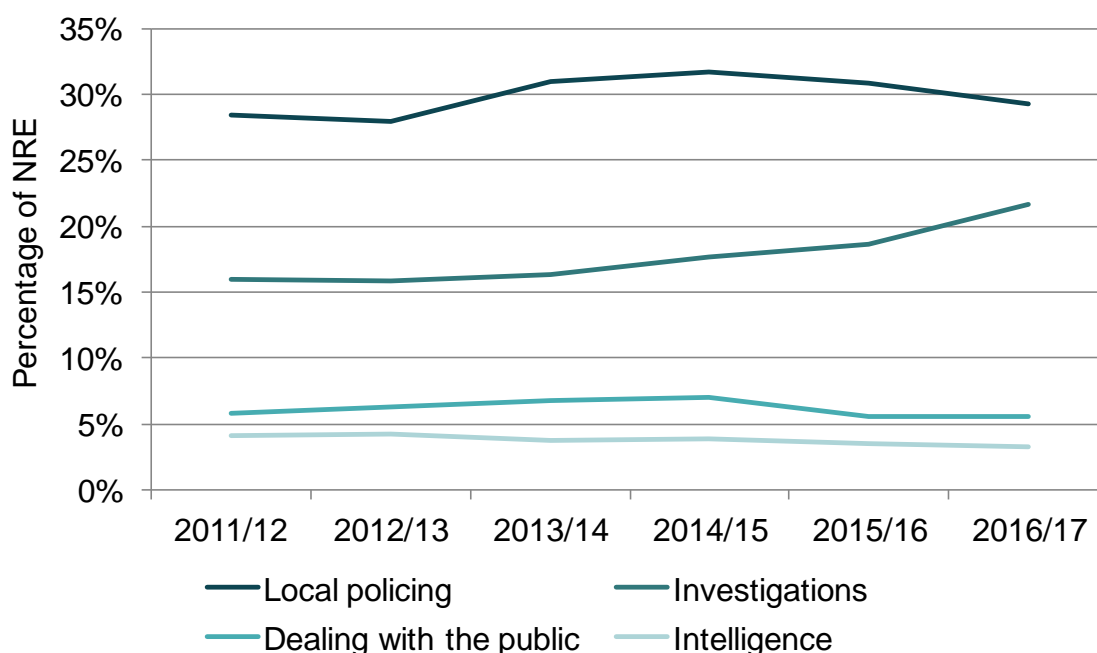
How well does the force allocate resources?

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

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

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

Figure 4: Estimated percentage of net revenue expenditure allocated across policing functions in Suffolk 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 Suffolk, the percentage of estimated expenditure on local policing in 2016/17 is in line with 2011/12 at 29 percent. Estimated expenditure on investigation has increased from 16 percent to 22 percent and both dealing with the public and intelligence functions have a similar proportion of expenditure in 2016/17 as they did in 2010/11.

Prioritisation and cost

Suffolk Constabulary is able to prioritise its resources effectively and uses them flexibly to meet demand. The force has a good understanding of current and likely future demand, and of what the public expects from the force. It has recently revised its profile of the risks facing the people of Suffolk. This analysis has now evolved to consider the threats, risks and harm caused by a wide variety of crime types, while also taking into account the force’s ability to respond. As a consequence of this work, the force is able to apply robust analysis to its decisions on how best to prioritise its activities and allocate its resources to meet local, regional and national policing requirements and the expectations of the public.

The PCC’s police and crime plan for 2017–2021 identifies his policing priorities following consultation with the public and other interested parties.⁸ The force used the plan to support its understanding of what the public expects from the force. In

⁸ The PCC’s consultation is available at: www.suffolk-pcc.gov.uk/wp-content/uploads/2013/04/Summary-of-Consultation-Responses.pdf

addition, in 2015 the force undertook its own appraisal of public expectations in the form of a community safety survey, with over 3,000 responses from both Suffolk and Norfolk. The force plans to repeat this survey in 2017, making extensive use of academic sources and expertise, to assess how public expectations may have changed. The force's understanding of demand and of public expectations enables it to ensure its approach both keeps people safe and meets the needs of the community it serves.

Suffolk Constabulary made progress after HMICFRS' 2016 efficiency inspection in developing its understanding of the costs of each of the services it provides, and what outcomes or results are achieved. The force recognised that, while it had a good understanding of the costs of the services it provides, it knew less about outcomes or results. To improve its understanding, the force engaged consultants to help develop a new approach to allocating money internally, called outcome-based budgeting. This new approach gives the force a better understanding of how it allocates its money and uses its resources, and what is achieved as a result. This information has been used by the force to support decisions to identify savings or to increase existing levels of investment in particular areas.

The force is able to redirect its resources quickly to meet demand in support of the PCC's objective of responding to calls for urgent assistance.⁹ Local officers who attend emergency calls are often asked to work from different locations to support colleagues where officer levels are low or to manage increases in demand. The force has also moved police officers from non-operational posts to support frontline officers during the busy summer period. During our inspection, we spoke with frontline staff who said they felt supported by the organisation. They recognised the need to move resources to meet demand, stating that it led to a feeling of 'all being in it together' and supported the concept of 'one Suffolk'. To address this situation in the longer term, the force is recruiting more frontline officers to support response and local neighbourhood teams.

Investment

Suffolk Constabulary is able to demonstrate that it uses its investments to best effect. The force uses the knowledge and information gathered through the Better Policing Collaborative, through the JPAD, through the work undertaken as part of the Suffolk Local Policing Review and through outcome-based budgeting to inform its investment decisions.

In HMICFRS' 2016 efficiency inspection, we noted that the force needed to ensure it achieved the maximum benefit from its investment in ICT. We found evidence of progress during this year's inspection. An example is that a specialist has been

⁹ The PCC's objectives within the police and crime plan 2017–21 are available from: www.suffolk-pcc.gov.uk/about-us/police-and-crime-plan

employed to ensure the force makes the most out of its investment in its new finance and HR system, to make it more efficient and reduce paperwork. The workforce told us that they were beginning to see improvements in the stability of the new crime and intelligence system.

How well does the force work with others?

HMICFRS inspected how well Suffolk 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

Suffolk Constabulary has a variety of working arrangements in place with other agencies to manage demand and improve public services. The force exchanges information with Suffolk County Council, children's services and district councils through the Suffolk information forum. The force also supports joint data-sharing with local county councils through the Suffolk observatory system. The Suffolk observatory enables both the public and partner organisations to access a wide variety of data on the local area, including crime and anti-social behaviour levels. The force engages in a wide range of force-level and local initiatives, and shares costs, premises and staff to provide a more efficient service to the public. A good example of this is Lowestoft Rising, which aims to improve the quality of life for everybody growing up, living in, working in, visiting and investing in Lowestoft. The organisation involves Suffolk Constabulary, Suffolk's office of the police and crime commissioner, Waveney District Council, Suffolk County Council and Health East (the clinical commissioning group for Great Yarmouth and Waveney) working together to tackle problems including drug and alcohol dependency, homeless people and street drinking.¹⁰

The force recognises that reduced funding poses risks to current and future joint working with a range of public sector organisations. The force has not conducted a detailed analysis. However, leaders within Suffolk Constabulary regularly meet with leaders from other public sector organisations (such as the Suffolk Health and Wellbeing Board, attended by the chief constable, and the Safer and Stronger communities group, attended by the assistant chief constable) and discuss the negative effect of diminishing resources. This enables the force to understand better the position of a range of public sector organisations that provide services to the public, and to develop a joint response to maintaining public services.

¹⁰ For more information about Lowestoft Rising information, see: www.lowestoftrising.co.uk/home

The force has created opportunities to involve local people in addressing local problems. It recruits, trains and deploys volunteers in areas such as the Special Constabulary, the police cadet scheme and citizens on horseback, paws on patrol and community speedwatch teams.¹¹

The benefits of joint working

Suffolk Constabulary has a good record of working with other police forces and public sector organisations to reduce costs, manage demand and provide a more co-ordinated service. The force has an established approach to working with others. It recognises that this is not just about savings, but should also focus on providing better public services. The force has a strong record of achieving savings through collaborative working. It stated in its updated medium-term financial plan that it saved £20.8m between 2010 and 2016, £15m of which was achieved through collaborative working with Norfolk Constabulary.¹²

The force recognises that for organisations to work together effectively they need to be able to exchange information quickly and securely. The force has developed a revised ICT strategy with Norfolk Constabulary that addresses the need to invest in good ICT infrastructure that will help a range of public services to achieve the most out of joint working. The force is establishing what ICT is used by the different organisations throughout the region, which will provide further opportunities for joint services and reduced costs. Both forces are now working with other police forces within the region to achieve greater economies of scale in the area of staff vetting. They have appointed a regional head of procurement to make the procurement of goods and services more efficient, and have also established a specialist unit to identify and investigate allegations of police corruption.

The force is also realising the non-operational benefits of collaboration and is working with Suffolk Fire and Rescue Service to share premises, which will help to reduce estate costs. The force has seven shared buildings with plans to share a further four or five buildings.

Leadership driving innovation

Suffolk Constabulary has a strong commitment to innovation and identifying new ways of working and has recently published its strategy for innovation and continuous improvement. This strategy outlines the need for change and focuses on four main areas:

¹¹ For more information, see: www.suffolk.police.uk/join-us/volunteers

¹² Suffolk Constabulary's updated medium-term financial plan 2017–18 to 2020–21 is available at: www.suffolk-pcc.gov.uk/wp-content/uploads/2012/11/9-2017-Update-to-the-Medium-Term-Financial-Plan-2017-18-to-2020-21.pdf

- responding to and protecting the communities of Suffolk;
- managing demand more effectively;
- modernising by embracing new technology; and
- collaboration with other forces and agencies.

The force has a strong focus on establishing what works through its evidence-based policing programme and learns from the experience of other forces. Most, though not all, staff we spoke with felt that new ideas were listened to and implemented quickly at the local level.

The force evaluates the effectiveness of new ideas through a rigorous process of assessing existing academic research in specific areas, engaging with the workforce to seek their views, piloting new initiatives and conducting robust evaluation through external academic institutions or JPAD, before ideas are adopted. For example, the University of East Anglia evaluated the benefits of mental health triage within the force contact and control room before it was introduced. The force is instilling a culture of making decisions based on evidence. It is doing this by training its staff and ensuring that current and future leaders are able to assess the benefits of proposals and ideas. This should ensure that decisions affecting how services are provided in the future are based on a robust evaluation of evidence.

Summary of findings



Good

Overall, Suffolk Constabulary is good at how it uses its resources to meet demand and public expectations. The force has made good progress in understanding the current capabilities and gaps in skills among its police officers and what skills are needed in specific posts. It has collated the operational skills of its officers and these are now stored and monitored centrally. However, the force has not yet completed this work for police staff or non-operational units. The force's training and support to develop its leaders is impressive: it provides expert training and Masters degrees in evidence-based policing for selected staff and has a joint leadership development programme with Norfolk Constabulary.

Suffolk Constabulary is good at prioritising its resources and uses them flexibly to meet demand. The force gathers information through the Better Policing Collaborative, work undertaken as part of the Suffolk Local Policing Review and outcome-based budgeting to inform its investment decisions. It has also employed a specialist to ensure it makes the most out of its investment in its new finance and HR system.

The force has well-established joint arrangements with other police forces, public services, voluntary organisations and the public to help save money and improve the services it provides. It has collaborated with Norfolk Constabulary on a revised ICT strategy, a regional head of procurement to make the procurement of goods and services more efficient, and a specialist unit to identify and investigate allegations of police corruption. Suffolk Constabulary has a strong commitment to innovation and identifying new ways of working, with a culture of trying new ideas that are evaluated robustly to establish what works.

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 Suffolk 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

Suffolk Constabulary has a highly effective process in place to analyse demand and identify trends. The force uses data from a wide range of sources and other agencies such as health, local authority and the voluntary sector. It has a programme of research and analysis, supported by robust academic evaluation through the Better Policing Collaborative, to enable it to understand demand and identify trends better. This is then used to assist in outcome-based budgeting and ensure that resources are aligned appropriately now and in the future in line with the trends. The JPAD has designed and maintains a performance framework, which considers relevant data from the police and other agencies to show current demand and predict future demand. Reports are produced monthly and reviewed by senior leaders and managers, enabling them to understand current and future demand better, and the implications for resourcing to meet demand. At the time of inspection, the JPAD was planning to pilot a new version of the performance framework in August 2017, aiming to improve its ability to predict future demand, allowing for a more accurate reflection of seasonality or predictable trends.

Suffolk Constabulary has a good understanding of the parameters of future demand, having completed a force strategic assessment in September 2016. This assessment considers a wide range of problems that may affect the force now and in the future and supports the force in developing a coherent response to meeting future demand. The assessment addresses a wide range of concerns, including reduction in European funding following Brexit, as well as emerging crime trends such as modern slavery, and includes national, regional and local policing demands. The force has carried out analysis to predict trends in future demand, to identify how demand may change over time, but recognises the inherent limitations of such predictions, which are based primarily on historical data. Through this analysis, the

force has recognised that it will need to use its workforce in a more flexible way in the future with a greater reliance on volunteers, if it is to meet changes in crime types and the predicted increase in demand.

Future considerations

Through its wide-ranging consultation with the public at force and local level, Suffolk Constabulary has developed a good understanding of the public's expectations. In 2015, Suffolk and Norfolk forces carried out a community safety survey through the Better Policing Collaborative, to find out the public's concerns and expectations about the police; they received over 3,000 responses from the combined force areas. Each force plans to repeat this exercise in 2017 to establish how expectations have changed. To inform its overall understanding of public expectations, Suffolk Constabulary also uses feedback received from the public during various engagement events and activities conducted by the PCC, as well as undertaking various surveys of victims of crime. The feedback from this consultation with the public has influenced the force's priorities contained within the PCC's police and crime plan as well as the development of new ways of recording crime such as the ability for members of the public to report crimes online.¹³

Suffolk Constabulary has considered how technology can help the force to improve, while also recognising that criminals are exploiting changes in technology. The force has made good progress since HMICFRS' 2016 efficiency inspection. It started equipping its frontline officers with body-worn video cameras in May 2017, and is in the process of purchasing smart phones and tablets to help frontline officers work more efficiently when on patrol or responding to incidents. The force has revised its joint ICT strategy with Norfolk Constabulary for 2017–20, which is awaiting agreement by the chief constables before publication. This strategy considers how new technology will support the way the force works in the future. The force, together with Norfolk Constabulary, has invested in new technology to enable evidence from mobile phones, tablets and computers to be downloaded and assessed. HMICFRS visited the joint high-tech crime unit during the 2016 effectiveness inspection and found it to be impressive. The unit has the ability to download data from several machines simultaneously, and the number of devices awaiting examination was low. The ability to analyse devices quickly to secure evidence provides effective and timely support to investigations.

The force has effective working practices in place with other police forces, public sector organisations, such as children's services, and voluntary sector organisations, such as Autism Anglia. The focus on working together is to identify savings, but also to ensure organisations can provide more co-ordinated and effective services to the public. The force is making additional collaborative arrangements with the other

¹³ Details of how to report a crime online are available from: www.suffolk.police.uk/contact-us/report-something/report-crime

police forces in the region (Norfolk, Bedfordshire, Cambridgeshire, Hertfordshire, Essex and Kent) to improve savings, efficiency and value for money. The force's investment in ICT infrastructure will have longer-term collaborative benefits through the use of a secure network to support information sharing as well as joint ICT systems to improve how police forces and organisations work together and save money.

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

HMICFRS inspected how well Suffolk 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

In HMICFRS' 2016 leadership inspection, we stated that Suffolk Constabulary's chief officers had a good understanding of the relevant skills, experience and development needs of senior leaders but the force needed to do more to understand the strengths of its current leadership in different ranks, grades, roles and teams throughout the entire organisation. While the force has developed its understanding of the leadership skills and capabilities within all its police leadership ranks, it needs to do more to develop an understanding of what leadership skills will be required in the future, together with developing a similar understanding for police staff leaders.

The force sets out its leadership expectations for both police officers and police staff at all ranks and grades, within its joint leadership strategy with Norfolk Constabulary. Potential and current leaders are expected to gain the necessary qualifications and/or skills before seeking promotion, and the leadership and development strategy outlines the courses and/or qualifications expected for each leadership role.

The force does not have a formal talent management scheme, but is able to use a variety of methods to identify future leaders within the organisation, including recognition by managers and supervisors, the inspectors Direct Entry scheme and the Fast Track constable to inspector programme.¹⁴ This year we spoke with many leaders who are coaching or mentoring staff to support them in their development. HMICFRS is aware of many instances of officers and staff being given the opportunity for lateral development within the organisation, such as a senior leader being given the opportunity to work with and learn from a large private sector company, or to perform at a more senior rank in preparation for promotion. However, the process for allocating these opportunities is unclear.

¹⁴ Direct Entry and Fast Track information available from <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

The chief officer team within Suffolk Constabulary has a good understanding of the relevant skills, experience and development needs of senior leaders, and considers the requirements of the individual as well as the force when forming leadership teams, resulting in a diverse leadership team. The annual staff appraisal and continued professional development plans are used to identify the development needs of both officers and staff, and the force has improved the quality of the information it uses to identify and plan replacements for changes in leadership roles. During our inspection, we examined comprehensive departmental plans, which included the future development of inspectors and sergeants as well as identifying future retirements to allow for timely succession planning.

Recruitment

Suffolk Constabulary is taking steps to select new talent from outside the organisation. The force has one Direct Entry superintendent undergoing training and has received 16 applications for the national Direct Entry scheme for inspector. It has one officer on the Fast Track scheme for constable to inspector. In addition, the force routinely selects police staff leaders from outside the organisation to fill specific roles. For example, it recently employed a specialist contractor to assist in the implementation of new IT. The force has explored other opportunities to recruit external candidates with skills and experience that would benefit the organisation. These initiatives have included targeting universities for degree-level entrants and recruiting people with previous investigative experience. The force employs apprentices and has four working within the organisation, with further plans to support officer recruits to obtain degree-level qualifications.

How well does the force plan for likely future demand?

HMICFRS inspected how adequate, realistic and innovative Suffolk 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

Suffolk Constabulary changed how it provides policing services to the people of Suffolk in April 2016, when it implemented a new policing model. The force continues to ensure the new model is working effectively. It has undertaken six and twelve-month reviews to identify any unintended consequences of the change and has changed the model as a result. This was a significant change for the force and how it plans to operate to meet future demand and public expectations. The force's strategy for the future is based on the National Police Chiefs' Council's Policing

Vision 2025,¹⁵ and in June 2017 the force published its own plans for the future in its 2025 strategy for innovation and continuous improvement. In June 2017, it established a team to design and achieve its objectives. The 2025 continuous improvement team has been given the task of developing options for a more efficient and effective way for the force to provide its services, together with meeting the force's savings requirement. The force's vision focuses on:

- a professional and more representative workforce;
- development of specialist capabilities and the need to meet local, regional and national requirements;
- better use of technology, making it easier for the public to engage with the force online; and
- the streamlining of business support functions.

During our inspection, we assessed the plans the force has in each of these areas and found they were sufficient to support the force in working towards its objectives. Plans were based on a range of data, academic research and evidence of what works. We consider the plans to be realistic and achievable. The force has mature and effective mechanisms in place to test the development of new ideas rigorously, involving the heads of departments, including ICT, HR and finance, as well as local policing commanders. The force routinely pilots new ways of working and evaluates their effectiveness robustly, also identifying any unintended consequences of change before new ideas are implemented throughout the organisation. This approach was taken recently with the introduction of body-worn video cameras and mobile data.

Suffolk Constabulary has a strong culture of innovation and a commitment to continuous improvement. The force assesses the way it operates to find new and better ways of working, and decisions are based on evidence of what works following robust evaluation through the Better Policing Collaborative and the JPAD. The force's innovative approach is demonstrated by several good examples. These include its plans to work with other public sector agencies to develop a single point of contact ensuring calls for service are routed to the most appropriate agency; its plans to establish a more representative and flexible workforce, including the use of police staff investigators; its commitment to technology to make the force more efficient and enable other forces and public sector organisations to exchange information and work together more effectively; and its use of outcome-based budgeting to enable the force to invest in those areas that provide the greatest value.

¹⁵ The NPCC (National Police Chiefs' Council) and APCC (Association of Police and Crime Commissioners), working with the College of Policing, staff associations and the National Crime Agency, has drafted a vision for policing in 2025 that sets out why and how the police service needs to change, available from:

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

Savings

Suffolk Constabulary has a proven track record of achieving savings, and has skilled and experienced staff to implement change and make the organisation more efficient. The force works well with others to reduce costs, as demonstrated by the mature collaboration with Norfolk Constabulary. In its updated medium-term financial plan 2018/19 to 2020/21, the force has identified the need to save a further £6.8m by the end of the 2020/21 financial year, based on its current financial assumptions, which have been independently assessed by external auditors. The force has already developed plans to save £4.1m, leaving further savings of £2.7m to be found. The force recognises that achieving this level of savings will be difficult without affecting the service it provides to the public and is assessing a range of options through its newly formed 2025 continuous improvement team.

In addition to the need to find savings, the force recognises the need to continue to invest in projects to reduce year-on-year costs, and to put in place plans that will enable the force to make greater savings in the future or improve the services it provides. Examples of recent investments of this type are the provision of body-worn video cameras, tablets and smart phones to frontline officers. The force is also undertaking a programme of work to ensure that the premises it uses meet its needs, and has an ICT infrastructure programme to allow for greater connectivity and subsequently greater collaborative working with a range of public sector organisations.

Summary of findings



Good

Suffolk Constabulary is good at planning for the future. The force uses data from a wide range of sources and other agencies, such as health, local authority and the voluntary sector, to analyse demand and identify trends. It has a programme of research and analysis, supported by robust academic evaluation through the Better Policing Collaborative, to help predict future demand.

The force uses a variety of ways to identify future leaders, including recognition by managers and supervisors, the Direct Entry scheme for inspectors and the Fast Track constable to inspector programme. However, it needs to do more to improve its understanding of what leadership skills it will require in the future. The annual staff appraisal and continued professional development plans help the force to identify the development needs of both officers and staff. The force is exploring opportunities to recruit external candidates with skills and experience that would benefit the organisation, such as degree-level entrants and people with previous investigative experience.

Suffolk Constabulary's plans for the future are based on a wide range of data, academic research and evidence of what works and appear to be realistic and achievable. The force recognises it will need to use its workforce more flexibly in future with a greater reliance on volunteers if it is to meet changes and increases in crime. It works well with other forces and partner agencies to reduce costs but also realises that it needs to invest to make greater savings in future and improve the services it provides. The force has a joint ICT strategy with Suffolk Constabulary for 2017–20 that is awaiting approval which considers how new technology will support the force's work in the future.

Next steps

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

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

Annex A – About the data

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

Methodology

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

Comparisons with England and Wales average figures

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

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

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

Statistical significance

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

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

Population

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

Force in numbers

Forecast change in gross revenue expenditure

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

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

These data were obtained from the Home Office annual data return 502. The data are available from the Home Office's published police workforce England and Wales statistics (available from www.gov.uk/government/collections/police-workforce-england-and-wales), or the Home Office police workforce open data tables (available from www.gov.uk/government/statistics/police-workforce-open-data-tables). Figures may have been updated since the publication. Workforce includes section 38-designated investigation, detention or escort officers, but does not include section 39-designated detention or escort staff.¹⁶ 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).

¹⁶ See sections 38 and 39 of the Police Reform Act 2002. Available at: www.legislation.gov.uk/ukpga/2002/30/section/38

Figures throughout the report

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

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

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

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

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

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

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

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

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

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

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

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

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