

# PEEL: Police efficiency (including leadership) 2017

An inspection of Sussex 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 Sussex Police's legitimacy inspection will be available on our website ([www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/sussex/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2017/sussex/)) 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/sussex/](http://www.justiceinspectorates.gov.uk/hmicfrs/peel-assessments/peel-2016/sussex/).

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

## Force in numbers



### Financial position

Forecast change in total gross revenue expenditure



### Workforce

Planned change in officer numbers



Planned change in total workforce



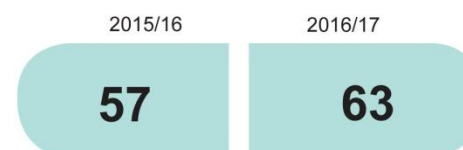
### Calls for assistance

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

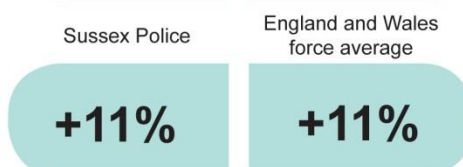


### Recorded crime

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



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



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

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

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



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

## Overall summary

How well does the force understand demand?



Good

How well does the force use its resources?



Requires improvement

How well is the force planning for the future?



Good

Sussex Police has a good understanding of demand for its services. The force has carried out demand analysis on specific areas of activity and has expanded its understanding of demand through its work on the local policing model and other change programmes. The force recognises it could do more to improve its understanding of hidden demand, and is taking steps to bring all of its demand analysis together to give it a better overall picture.

The force is improving its understanding of the things that affect demand. Some inefficient processes in the control room may have contributed to a large number of 101 calls being abandoned, but the force is taking action to address this problem. It does not have a single governance process for managing efficiency and relies on its engagement with the workforce to identify inefficient processes and systems. The

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

force has a limited understanding of the skills and capabilities of its workforce, including its leaders, because it has not undertaken a force-wide skills and capabilities audit. This makes it difficult to plan recruitment and training.

The force has allocated resources based on its new local policing model but an unanticipated increase in demand since the model was introduced means the workforce is stretched and the force is struggling to meet demand. Neighbourhood policing, and therefore prevention activity, is being negatively affected by reduced resources. The force is monitoring this closely.

The force works well with other agencies to reduce demand collectively and has strong collaborative arrangements with other police forces and partner organisations. Its collaboration with East Sussex Fire and Rescue Service shows early signs of developing into an effective partnership arrangement. The force has a good understanding of the benefits of new technology and is collaborating with Surrey Police on an IT strategy. It is open to innovative ideas and works with external companies, consultants and academics to seek improvements. The force's plans are realistic and have been subject to external scrutiny and challenge. Financial plans are well integrated with workforce and IT plans. The force aims to achieve its savings targets while investing for the future.

#### **Areas for improvement**

- The force should ensure that it reviews the function and processes within the control room, including the application of a structured risk assessment based on the levels of threat, harm, risk and vulnerability (THRIVE).
- The force should ensure that it has sufficient resources available to fulfil its resourcing model, and so to meet its demand, while also taking into account the wellbeing of its workforce.
- The force should undertake appropriate activities to understand fully its workforce's capabilities, 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 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.

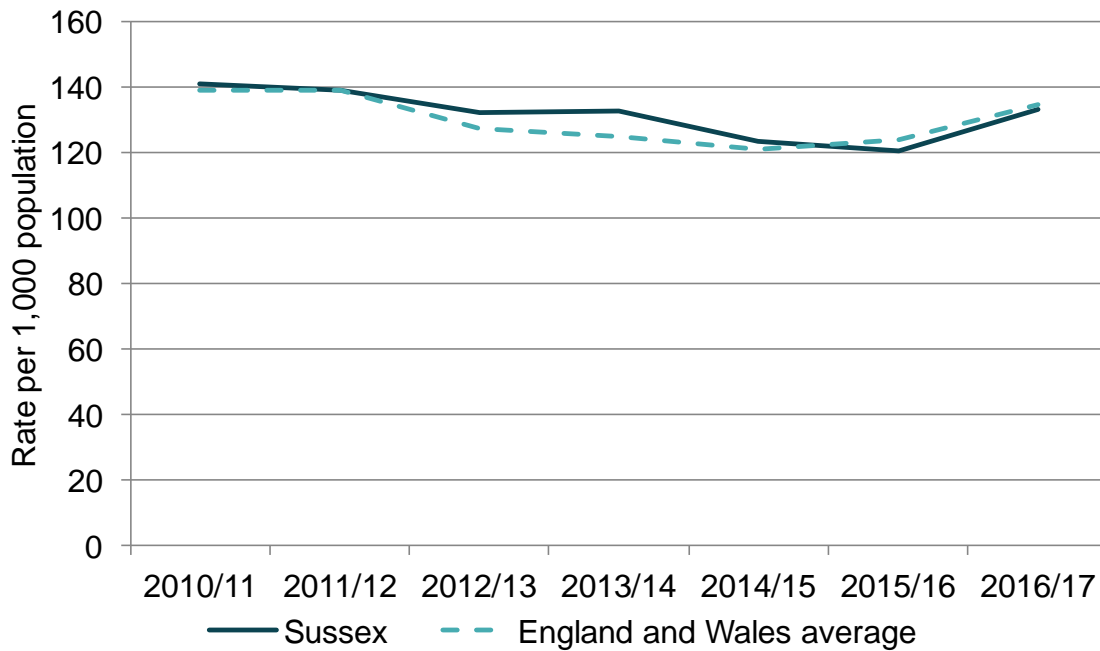
## **How well does the force understand current demand?**

HMICFRS inspected how well Sussex 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.



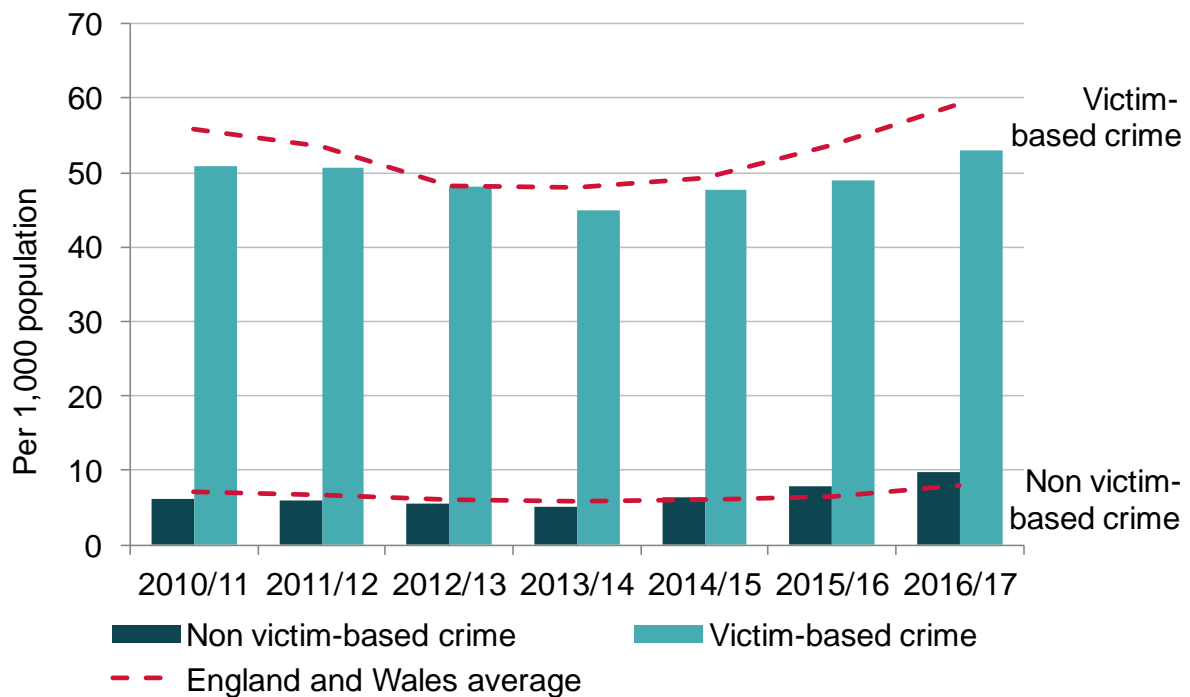
**Figure 1: Rate of 999 calls recorded per 1,000 people in the local population in Sussex Police compared with England and Wales as a whole, from 2010/11 to 2016/17**



Source: Home Office Annual Data Requirement

Sussex Police recorded 133 999 calls per 1,000 population in 2016/17. This was broadly in line with the England and Wales force average of 135. The rate has decreased from the 141 calls per 1,000 population recorded in 2010/11 however, it has increased since 2015/16 when the rate was 121 calls per 1,000.

**Figure 2: Police-recorded crimes per 1,000 population in Sussex 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 Sussex in 2016/17 was 53.0 crimes. This is higher than the rate in 2010/11 of 50.8 crimes. The rate of victim-based crime decreased between 2010/11 and 2013/14 to 45.0 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 Sussex Police the rate of non victim-based crime per 1,000 population in 2016/17 (9.8 crimes) was higher than in 2010/11 (6.2 crimes). The rate of non victim-based crime per 1,000 population decreased to 5.0 crimes in 2013/14 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**

Sussex Police has a good understanding of its current demand. The force has invested significant time and resources in complex demand analysis and assessment across several areas of the force, in order to develop its local policing model and other change programmes. For example, the demand analysis for response policing used 13 different measures. These included the number of emergency calls, demand from high-risk missing people, demand from prisoners, and investigations demand. As a result, the force had a very good idea of demand in those areas.

The force has established an investigations and resolution centre (IRC) to deal with incidents that do not require either an immediate or a prompt response (grade 1 or 2). The force's own monitoring shows that in the year to 31 March 2017, the IRC dealt with 35 percent of grade 3 incidents, which would formerly have received a visit from an officer. This equates to a reduction of 39,716 deployments. Between April and September 2016, neighbourhood policing teams saw a reduction of 54 percent of reactive incidents passed to them compared to the same period in the previous year. At a local level, analysis is being done using crime information systems to monitor officers' workloads, to identify crime trends and prepare information on crimes from the previous 24 hours to be considered in the daily force management meeting. Specific types of crime can be reviewed on request, such as hate crime or burglary. However, there is no strategic oversight of the tension caused by demand on the force at any one time, and the force is currently unable to assess its current or future terms of demand in any great detail.

Sussex Police has a good understanding of demand in different areas of its work. In another example, the force has reviewed activity in relation to missing people, and identified that 31 percent of all people reported as missing are reported as missing between 9.00pm and midnight. The force is now sharing the data with partner organisations, such as health and social services, to see how this situation can be managed better. It has also historical data to predict demand in public protection work, and this resulted in an investment in additional staffing to meet the predicted rise in demand. However, there are gaps in understanding internal demand, and the force recognises that all the demand analysis needs to be brought together. Sussex Police has a collaborative partnership with Surrey Police, and together the forces are committed to investing in better demand analysis/prediction technology and capability, which should assist in drawing together all the information.

One way of reducing demand is to prevent crime from happening in the first place. Sussex Police recognises that demand can be reduced through prevention activities and acknowledges that it has areas for improvement in this way of working. For example, neighbourhood policing staff are not carrying out preventative work, as they were routinely taken away (abstracted) from their role, but the force will protect the neighbourhood staff from abstractions so that they can focus on more work that is preventative. The force intends that its new local policing model will increase time spent on prevention work from 16 percent to 41 percent, when implemented in autumn 2017.

### **More complex demand**

How Sussex Police deals with hidden demand is improving, but more could be done. HMICFRS' 2016 efficiency report identified that Sussex Police needed to do more to raise awareness of hidden crimes, both internally and externally, in order to increase recognition and reporting. Since our 2016 inspection, the force has tested staff awareness and understanding of hidden demand by means of a survey. From this, it believes there is an improvement in understanding within the workforce, although during our 2017 inspection, we found that many staff still did not know the term 'hidden demand', or what it meant, and were less likely to be able to identify hidden crimes. Officers and staff have been asked to complete e-learning on stalking and harassment, and some training has been given on child sexual exploitation and domestic abuse, with further training planned throughout the year. In West Sussex, the force has recently introduced partnership tasking groups. These are attended by external partners and Sussex Police, to work together to tackle community safety concerns, including modern slavery and child sexual exploitation.

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

HMICFRS inspected how well Sussex 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

Sussex Police applies the National Intelligence Model (NIM)<sup>3</sup> and the management of risk in law enforcement (MoRiLE) approach<sup>4</sup> to identify risk and prioritise areas of work and resource allocation, with the aim of making the force more efficient. The force has no single governance process to ensure it is efficient, but instead using various methods to manage efficiency. For example, processes are reviewed within each major change programme for streamlining and efficiency. The force relies on its engagement with staff to identify inefficient processes and systems. For example, its online forum 'Innovate', implemented in April 2017, provides officers and staff with an opportunity to contribute to all aspects of policing. A monthly panel meets to review the suggestions and consider the commissioning of work. The control room was one area where we found staff felt they were not being listened to. Here, we found that there were inefficient processes in relation to 101 calls, with staff feeling frustrated by the process. An automated telephone system directs the public to report a crime or incident using different option numbers, but no matter which option is chosen, the call is routed through to the switchboard. Switchboard operators then make a brief assessment of the incident and put the caller through to either an extension number, or the 101 call-handlers. On occasion they would need to identify the call as an emergency, and put the caller through to the 999 call-handlers. The switchboard staff have received no training to help them assess the urgency of calls, and rely on their own experience.

Sussex Police unintentionally suppresses demand, meaning incidents do not get reported. On occasions high call volumes create pressure for the switchboard, and we found that this contributes to suppressed demand within the control room. When 101 calls are not answered within ten minutes due to high call volume, the switchboard operators are asked to take details and offer a call back, rather than the

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<sup>3</sup> The National Intelligence Model ('the model') is a process used by police forces and other law enforcement bodies to provide focus to operational policing and to ensure resources are used to best effect. The model is set out in a Code of Practice. *Code of Practice: National Intelligence Model*, Home Office, National Centre for Policing Excellence and Centrex, 2005, paragraph 3.1.1, page 6. Available at: <http://library.college.police.uk/docs/npia/NIM-Code-of-Practice.pdf>.

<sup>4</sup> MoRiLE is the 'management of risk in law enforcement' process developed by the National Police Chiefs' Council. This tool assesses the types of crimes that most threaten communities and highlights where the force does not currently have the capacity or capability to tackle them effectively.

person waiting in the queue. Because of the limited number of switchboard operators, this often means the queue lengthens and the number of dropped calls increases. The caller may then wait for the rest of the day before they are contacted by the force, while other 101 calls are dealt with first. Although this improves performance with regards to the speed of response to some calls, the demand is shifted to an email queue, which delays the response for other callers. We found that the average number of abandoned 101 calls into Sussex Police over the 12 months from April 2016 to April 2017 was 6,131 calls per month, or 16.8 percent of the total volume, which means that the force is potentially missing crimes that should be reported, and the public are not receiving the level of service that they should.

Earned autonomy (EA) was introduced by the force in 2016 as part of a new investigation framework, to reduce the demand on supervisors within the force. EA allows appropriately qualified officers to assess an investigation as complete, without the need for a supervisory check to ensure all lines of enquiry have been completed. The need for supervisory checks is regularly reviewed and reinstated if appropriate. The resolution centre deals with a notable proportion of incidents by telephone – crimes that do not require an immediate or prompt response – reducing demand elsewhere. We found that officers within the resolution centre are using EA to allow them to close incidents without making contact with the reporting person, if they have unsuccessfully tried to contact them three times. This means that there may be incidents where the contact details have been recorded incorrectly, or the level of risk not fully ascertained, and the incident is closed without any further action. The force recognises the problem and is undertaking a review of the process, with supervisors now required to check workloads more regularly.

HMICFRS is pleased to see that the force has addressed concerns that THRIVE<sup>5</sup> risk assessments may be used as a form of demand management/suppression through various means. Contact handlers have received THRIVE training, coaching and support, and the force carries out routine monitoring of the recording of incidents. The force requested a peer review, which was conducted by Surrey Police in May 2017. This showed that further efforts were needed to ensure that THRIVE was being used appropriately, and that contact handlers have a full understanding of what it means. The force is addressing this need with an action plan. The force has processes in place to ensure that the benefits of change programmes, such as the local policing programme, are properly realised and unintended consequences minimised, but at the time of our inspection, we found that they are limited in scope. For example, the phased implementation of the new local policing model started in January 2017. The locations of staff were revised according to the demand anticipated through the change programme; however, the introduction of the new

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<sup>5</sup> 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.

model coincided with an unanticipated increase in demand, and this has left the workforce feeling stretched, with officers taking longer to get to incidents. While the force recognises this, it has chosen to continue to monitor the situation rather than make any swift changes to the model.

While the force is improving its management and governance of change programmes, it has not been managing change programmes as effectively as it could, because it had no defined process to follow. This means there is a varying approach to the governance of change programmes, and the management of benefits, finances, resources and people is inconsistent. However, the force works collaboratively with Surrey Police, and the forces have recently appointed a chief superintendent as head of change, jointly across both forces, to provide more consistency to the change process.

HMICFRS is encouraged to see that domestic abuse cases are no longer referred to the resolution centre, and all victims of domestic abuse now receive a personal visit from a police officer. This means that a better assessment of the circumstances and risk to the victim can be made, and appropriate action taken. We did find low-risk domestic abuse cases among those waiting for a sergeant to allocate them across the force, and we are pleased that the force is taking steps to ensure that these are brought back into the control room for central oversight.

### **Leaders promoting innovative thinking**

Sussex Police both seeks and responds to ideas from the workforce. The force seeks ideas from the workforce through engagement mechanisms such as the Chief's blog and 'Innovate', the online forum that was launched in April 2017. Supervisors also take the initiative to encourage ideas from their staff. During our inspection, we found that despite the large number of hits to the online forum, some staff were unaware of the mechanisms available for feedback. The force did carry out workshops and engagement activities relating to the various change programmes, but attendance was managed by the organisers and some staff we spoke to felt that they had not been engaged with effectively.

## Summary of findings



**Good**

Sussex Police has a good understanding of its demand and has undertaken complex demand analysis and assessment across several areas of the force. At a local level, the force is using crime information systems to monitor officers' workloads, identify crime trends and prepare information on crimes from the previous 24 hours for consideration in the daily force management meeting. However, it has gaps in its understanding of internal demand and it could improve its understanding and awareness of hidden demand. The force recognises that all the demand analysis needs to be brought together and is collaborating with Surrey Police on better demand analysis/prediction technology and capability.

The force could improve its understanding of the things that affect demand. It does not have a single governance process, but instead uses various methods to manage efficiency. The force relies on its engagement with staff to identify inefficient processes and systems, but although it seeks and responds to ideas from the workforce, some staff feel they are not listened to. There are some inefficient processes in the control room in relation to 101 calls, meaning that the force is potentially missing crimes that should be reported and the public are not receiving the service that they should, but it is now addressing this.

The implementation of the new model coincided with an unanticipated increase in demand, which has left the force feeling stretched. The force is monitoring this closely. It is aware of the risks from its prioritisation processes and risk assessment models and is increasing the level of scrutiny in those areas. The force has some processes in place to identify benefits and unintended consequences of its change programmes, and is hoping to improve this further as part of joint work with Surrey Police.

### **Area for improvement**

- The force should ensure that it reviews the function and processes within the control room, including the application of a structured risk assessment based on the levels of threat, harm, risk and vulnerability (THRIVE).

## 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.

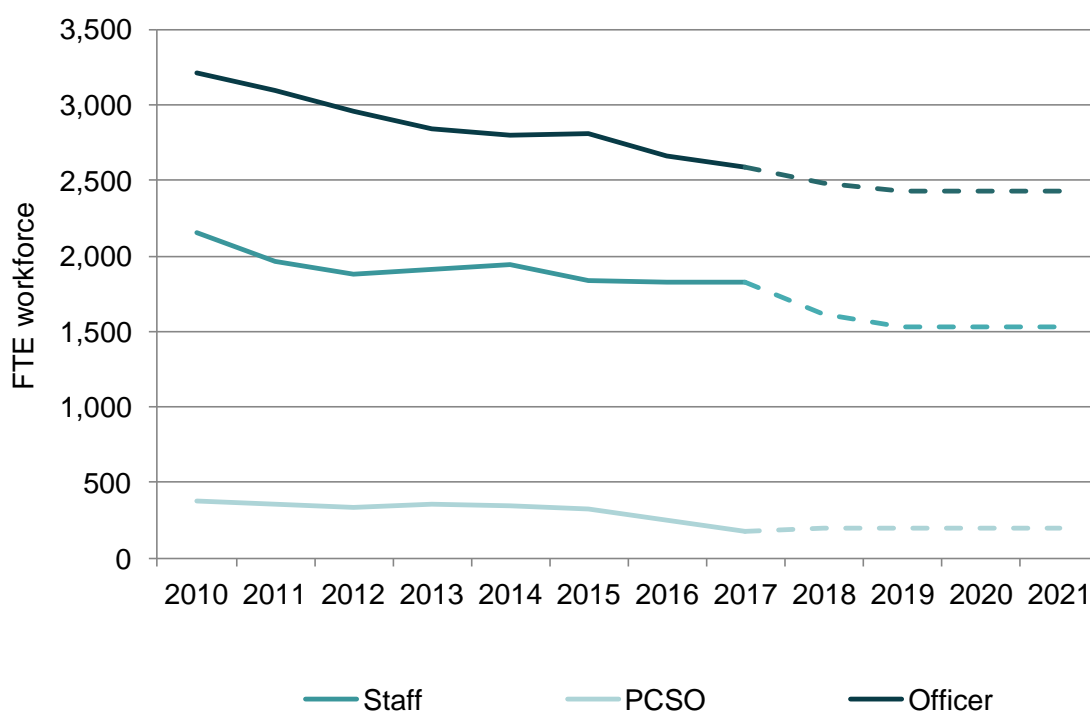
## How well does the force understand the capability of its workforce?

HMICFRS inspected how well Sussex 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 decrease by 152.7 FTE (6 percent) from 2,587 to 2,434. Similarly, the number of officers across England and Wales as a whole is projected to decrease by 2 percent.



**Figure 3: Sussex 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 Sussex Police is projected to decrease by 302.9 FTE (17 percent) from 1,831 to 1,529 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 Sussex is projected to increase by 15.7 FTE (9 percent) from 180 to 196 over the same period. For England and Wales as a whole, PCSOs are projected to increase by 0.2 percent.

Sussex Police has a limited understanding of the skills and capabilities it needs. The force works collaboratively with Surrey Police, and the two forces have regular joint meetings to review gaps, vacancies and workforce skills requirements for the current year and to predict the same for the following year. The forces then act to address any shortfall against the establishment. In this way, the forces are reacting to the information that is presented to them covering the next 12 months, rather than looking further ahead to see who might be leaving the force over a longer period of time and developing staff to succeed them. The force has used demand analysis gathered through the change programmes to understand some of the skills it needs in the workforce as a whole but has not carried out a force-wide skills audit. For example, the force recognises that the online investigation team is an area of increased demand, which requires specialist skilled officers to fill the resourcing gap and has undertaken some work to understand the skills required to support the local policing model. The force has taken limited steps to future-proof its skills base, but does analyse annually its training needs.

Sussex Police is unable to plan recruitment and training to address skills gaps effectively. In HMICFRS' 2016 efficiency inspection,<sup>6</sup> we reported that Sussex Police needed to improve its understanding of the skills of its workforce and the capabilities of its staff. We understood that a new system of enterprise resource planning (ERP) was to be implemented to address the gap. We now understand that this new ERP system has been delayed and is unlikely to be applied for some time. Without a force-wide skills audit to identify any skills gaps that may exist, it is difficult for the force to plan its recruitment.

However, the national concern regarding a lack of skilled detectives is not a current problem for the force. This is due to a combination of low turnover (through retirement or resignation) with long-serving officers, the introduction of detective transferees, and being proactive in terms of helping detectives manage high workloads, creating a more effective environment. The force has also invested in additional support for the national investigators' exam for both officers and staff, with a recent pass rate of 69 percent – notably higher than many other forces and reflecting the effectiveness of the force's efforts to address this issue.

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

HMICFRS inspected how well Sussex 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 a limited understanding of the skills it needs in its leaders. As part of its collaborative arrangement, it is working with Surrey Police to develop its understanding of leadership skills gaps and promotion opportunities. A new leadership framework is being developed, with a leadership skills analysis as part of the work to support the framework, but this is not yet in place.

Sussex Police also has a limited understanding of the skills it has in its leaders. The force has undertaken some work to understand the strengths and weaknesses of a proportion of its leaders, through a 'behavioural preferences' test that uses a four-colour model to help people understand their style, their strengths and the value they bring to the team. While this is a positive development, the force still does not have a clear understanding of the policing skills and capabilities of the team as a whole.

Both Sussex and Surrey forces intend to undertake work to gain a more comprehensive understanding of leadership skills and capabilities, using their revised joint leadership framework. Sussex Police then plans to use this to develop and prioritise leadership development. This will be further supported by the launch of

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<sup>6</sup> *PEEL: Police efficiency 2016 – An inspection of Sussex Police*, HMIC, 2016. Available from: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-sussex/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2016-sussex/)

a new online leadership development tool, which will provide access to training and will also show what areas staff are researching to inform future training needs. In the meantime, the lack of ability to match existing leadership skills with changing demand and culture remains a risk for the force.

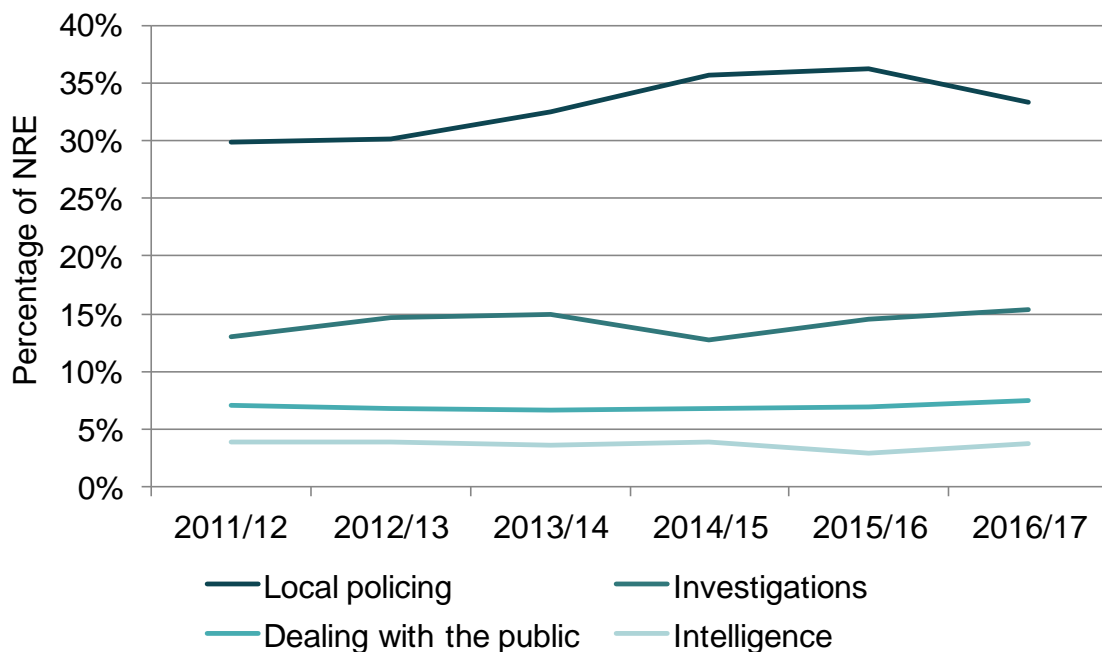
## How well does the force allocate resources?

HMICFRS inspected how well Sussex 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 Sussex 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.**

## Prioritisation and cost

Sussex Police's agreed priorities are: to keep communities safe and feeling safe; to identify and protect vulnerable people; and to prevent and respond to harm. These priorities are met through the force's operational delivery plan. The force considers public expectations when prioritising activities through the police and crime commissioner's police and crime plan. In addition, the force prioritises activity based on its assessment of threat, harm and risk through local daily management meetings, and higher-level tasking meetings that are held regularly.

Sussex Police's local policing model has been designed to meet the objectives of the police and crime plan, while making considerable savings. The response phase, implemented in March 2017, has given response officers the additional responsibility of investigating seven specific crime types, which are non-complex and low level, while protecting officer numbers. During reality testing, we found that the new model is stretching the workforce. The staff perceive that there are insufficient resources to meet demand, and sergeants in particular are rarely able to leave the station as they struggle to manage their teams' workloads. PCSOs reported being allocated to incidents in the absence of any police officers able to attend.

In our 2015 efficiency inspection,<sup>7</sup> we were concerned about the force's decision to direct fewer resources towards prevention activities, in order that it could protect the main functions of responding to emergencies and investigating crime. The force stated that it recognised the importance of problem solving as a long-term solution to crime reduction, yet was intent on removing a considerable number of police officers and staff from the teams that provide this function. In our 2016 efficiency inspection, we identified as an area for improvement that Sussex Police should, while making its planned savings, ensure that there was sufficient capacity within its neighbourhood teams to improve the force's understanding of hidden demand and the expectations of the public, in order to meet future demand for its services. HMICFRS is disappointed to see that, in 2017, neighbourhood policing has been left with a high level of abstractions, and reduced numbers of officers since the last inspection, and that the number of officers in neighbourhood policing is due to be reduced even further. An abstraction policy that would protect officers in the interim will not be implemented until the new model begins in autumn 2017, which misses an opportunity to make a start with prevention activity in the meantime. Despite the force's ambition to increase the percentage of total working time spent by staff on prevention activity from 16 percent to 41 percent under the new model, HMICFRS remains concerned that neighbourhood policing will remain under-resourced, and this will affect public confidence.

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<sup>7</sup> PEEL: *Police efficiency 2015 – An inspection of Sussex Police*, HMIC, 2015. Available at: [www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2015/](http://www.justiceinspectorates.gov.uk/hmicfrs/publications/peel-police-efficiency-2015/)

Sussex Police is not as flexible as it could be in matching resources to demand. Under the new model, constable numbers have been redistributed divisionally, based on the pressures identified through demand analysis, and have been allocated to new hubs, based in areas experiencing high demand from emergency calls. The force is moving towards borderless policing, which means that response officers have no geographical responsibility. During our inspection, we found that staff perceived that they were struggling to meet demand, and the new hubs were not working as effectively as was hoped. This is supported by data showing that the response times for grade 1 (emergency) calls have steadily risen over the past year and were at their highest following the implementation of the model, averaging 14 minutes across the force (from 12 minutes in January 2016). Grade 2 response times show a similar picture, peaking at nearly 120 minutes in July 2017 (from 72 minutes in January 2016), with some grade 3 responses taking up to two weeks.

We found that the force was struggling to meet the demand from calls requiring an immediate response; on some occasions when officers could not initially attend, PCSOs were asked to respond, but to stand back and observe. Lower-risk grade 3 incidents were placed in various queues across the force: some were sent to the new resolution centre, where officers can deal with the calls by phone (reducing demand on response and neighbourhood teams); others were sent to sergeants on division, who were then responsible for allocating calls to their staff. We found that in some cases calls were waiting in these queues for up to two weeks, and there was no oversight of the numbers of incidents waiting for allocation, or of the risk that they might carry.

The force does redeploy resources on a daily basis to meet minimum staffing levels, but it is unclear how it ensures that this will not then leave gaps that will affect the service to the public. While the force needs to be more flexible in matching resources to demand, it should do so only when it has a complete understanding of the effect this will have on the service as a whole.

The force has done a great deal of work to understand how and where to cut costs to meet financial savings targets while meeting demand. However, because of an increase in demand, much has changed since the work was undertaken, and the model does not appear to be working as effectively as was hoped, with the workforce feeling stretched. The force has to save up to £26.5m over the next four years, but is only able to achieve £2.7m savings through non-pay (vehicle fleet, procurement and estates). The local policing model is predicted to save £21.5m in the first two years, so it is essential that the force is able to adjust the model to meet any increased demand.

## **Investment**

Sussex Police prioritises its investment. The force intends to invest £52.65m in a four-year capital and investment programme. Sussex and Surrey Police forces collaborate to hold a joint change board, which prioritises the change projects for both forces. The financial plans of any proposal are scrutinised by a joint investment board, chaired by the chief financial officers for both forces. Investments are then prioritised for both forces. In Sussex Police, the majority of the capital investment programme will be for vehicle fleet and estates over the next four years.

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

HMICFRS inspected how well Sussex 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**

The force works well with local partner organisations to manage demand collectively. For example, the West Sussex division employs a repeat demand reduction co-ordinator whose primary role is to identify, research and analyse demand incidents and calls which have the most significant effect on Sussex Police. They then work with partners to reduce that demand. The primary area of work assessed includes repeat domestic violence incidents, repeat victims, repeat suspects, repeat callers (in particular those that are vulnerable or at risk) and repeat business-crime victims. In the east, the East Sussex Strategic Partnership commissions an annual strategic assessment, which together with a multi-agency priority-setting event, sets the priorities across agencies for partnership working. In addition, serious organised crime partnerships with other agencies have been established across the force with governance through the PCC's office.

As part of the local policing model design activity, 30 partner representatives from 21 different agencies were involved in workshops with Sussex Police to review how they can work in partnership in future to provide services. Through these sessions, the use of a partnership decision model (PDM) was agreed as a basis for future decision making on joint working. The PDM provides a clear framework that should enable the prevention teams to engage and negotiate with partners, guided by a common set of expectations to establish areas of responsibility.

## **The benefits of joint working**

Sussex Police has a long-established record of successful collaborative working. The force is clear about what benefits it gets from its collaboration work, and ensures that it benefits both the force and the public. The force has a strong partnership with Surrey Police, and also collaborates with other forces in the South East, including Hampshire Constabulary and Thames Valley Police. Sussex and Surrey Police share four chief officer roles (responsible for operations command, specialist crime command, IT and people services across both forces), and have regular joint meetings. Both forces plan to extend these existing collaborations where possible to achieve further savings. Both forces also work together to ensure that they maintain the best value possible for their own respective force. For example, there was a proposal to provide a single professional standards unit for both forces, but the financial assessment of the project concluded that it would cost more than it saved, so this has not gone ahead.

The force's collaboration with East Sussex Fire and Rescue Service shows early signs of developing into an effective partnership arrangement. The chief officer team from the fire and rescue service and some of its support team have recently moved into buildings on the police headquarters site at Lewes. While this has not translated as yet into monetary savings, HMICFRS saw operational examples of the two services working together. For instance, the fire & rescue service was recently involved in the police public order training, and in an agreement with South Eastern Ambulance Service the fire & rescue service is used to force entry to premises where, for example, there is a concern for welfare of the occupants. This frees police resources to be used for higher-priority incidents. There is also a memorandum of understanding between Sussex and Surrey police forces and the East Sussex and West Sussex fire & rescue services regarding the recovery of bodies and the searching and recovery of evidence related to those people. This is a promising partnership arrangement and HMICFRS looks forward to seeing how it progresses.

## **Leadership driving innovation**

Sussex Police is good at looking externally for new ideas and innovation. For example, 'prospero' knowledge exchange is Sussex Police's commitment to improving operational policing. The knowledge project involves research to inform evidence-based policing working with academic partners, the sharing of knowledge through seminars, meetings, and an online facility, and the promotion of innovative working practices. In another example, the force engaged specialist consultants to assist in the design of the new local policing model. The rationale was to bring external thinking, best practice and a degree of external challenge to the force. Sussex Police is also designing a new performance framework to manage staff performance. The force visited Kent Police to observe its performance meetings and identify best practice, finding that any new framework would require a change to the existing performance culture. The force then engaged a company to carry out field

work, observations and interviews, to identify barriers to change and recommend evidence-based approaches to overcome these. Recommendations included linking individual performance to force-wide performance through redesigning the individual performance assessment process and reducing change fatigue through communication. The framework is still a work in progress; we look forward to seeing how this has developed in our next inspection.

## Summary of findings



### Requires improvement

Sussex Police has a limited understanding of the skills and capabilities of its workforce, including its leaders. The force has not undertaken a force-wide skills and capabilities audit and therefore cannot determine what gaps it has or plan recruitment and training effectively. Although it regularly reviews its workforce requirements over the next 12 months, it could benefit from looking further ahead to identify areas where people with specific skills might leave and then develop staff to fill the predicted gaps. The force is collaborating with Surrey Police to gain a more comprehensive understanding of leadership skills and capabilities, using their revised joint leadership framework.

The force has allocated resources based on its new local policing model, which it hopes will save the force £21.5m over the next two to four years, but demand has increased since the model's phased implementation began and it is struggling to meet it. Neighbourhood policing is being affected by a reduction in the number of officers and high levels of reallocation to other work, which is detrimental to prevention activity. The force is not as flexible as it could be in matching resources to demand. Although it does redeploy resources on a daily basis to meet minimum staffing levels, it is not clear how it ensures that this does not have a negative effect on other areas of the force and its service to the public.

Sussex Police prioritises its investments and works well with partner organisations to reduce and manage demand collectively. The force has a strong partnership with Surrey Police and collaborates with other forces in the region. Its collaboration with East Sussex Fire and Rescue Service is showing early signs of developing into an effective partnership arrangement. The force is good at looking externally for innovative ideas and works with companies, specialist consultants and academic partners to improve how it works.



### **Areas for improvement**

- The force should ensure that it has sufficient resources available to fulfil its resourcing model, and so to meet its demand, while also taking into account the wellbeing of its workforce.
- The force should undertake appropriate activities to understand fully its workforce's capabilities, 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 Sussex 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

Sussex Police could do more to analyse and identify trends in demand across more areas of the force. While the force gained a wealth of demand data through the work that it has done for its change programmes, there is limited evidence to show that these have been used collectively to predict future demand. For example, call data are monitored on an hourly and daily basis by the duty operations manager in the control room. When demand increases in a particular area of the control room – for example 101 calls, the manager moves resources to respond within that area of increased demand. However, we could find no evidence of longer-term data being used to predict times of high demand, which could then be used to plan shift patterns to increase resilience.

The force has some understanding of likely future demand. Sussex Police has reviewed the principal threats, risks and emerging problems identified through intelligence and analysis of crime data. This assists the force in planning its control strategy (which sets out and communicates the operational priorities for the force, including the long-term priorities for crime prevention, intelligence and enforcement). The areas that were reviewed were drawn from those that were being looked at nationally, the current control strategy, analytical work and consultation with partners. All problems are assessed using the management of risk in law enforcement (MoRiLE) process, a model set out to help forces manage risk in a consistent way. The components of the control strategy for 2017/18 have been agreed as child sexual exploitation and abuse, modern slavery, human trafficking and organised immigration crime, cyber-crime and drugs-related harm.

## **Future considerations**

The force uses the findings of the PCC's consultation exercises with the public of Sussex and it has taken some steps of its own to understand what people want. However, its understanding is not sophisticated enough to track how expectations are changing. The force has set up a 'people's voice e-panel' with around 1,800 participants. It undertook large-scale surveys at the beginning of 2017 focused on the public's views of policing. The force has also held a series of specific public engagement events about the local policing model. However, we found limited evidence of the force establishing to what extent public expectations correspond with its future vision, or how the public feel about the reduction in neighbourhood policing, which may affect public confidence.

The force has a good understanding of changing technology for the future. Sussex Police is exploring how to secure savings through information technology (IT) at both a local and national level, in collaboration with Surrey Police. The chief information officer (head of IT) has been in a collaborative post across both forces for just over two years. He also chairs the National Police Technology Council (NPTC), the main focus of which is to secure transformation funding for a national police IT system. The main focus within both Sussex and Surrey Police is to continue to develop an IT strategy. The strategy so far has 15 transformation programmes, some of which are directly influenced by the IT systems developed by the Home Office; these include automatic number plate reading, body-worn video cameras, facial recognition software and Niche – the force's crime recording system.

The force is working with others to become more efficient. In the south eastern region (Surrey, Sussex, Hampshire and Thames Valley forces), there is a co-ordinated programme of change focusing on joint technology systems and policing functions across the combined forces called SERIP – the south east regional integrated policing programme. In addition to this, an established emergency services collaboration programme (ESCP) has been running for the last few years. This is a programme between Surrey Police, Surrey Fire & Rescue Service, Sussex Police, West and East Sussex fire & rescue services and South East Coast Ambulance Service, which will continue to build on the joint working that has already been achieved, such as purchasing fuel collectively to reduce costs, and equipping fire engines with defibrillators to provide an additional resource to that of the ambulance service.

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

HMICFRS inspected how well Sussex 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 limited knowledge of the skills sets it needs in future leaders. As a result, it is unable to tailor development opportunities accordingly, although as previously mentioned, a new leadership framework is being developed, which should help to address this problem. The force participates in the College of Policing secondment scheme, which promotes secondments outside policing for officers in force. No one has yet been successful in applying to the scheme, although the force does actively encourage secondments within policing.

The force could do more to ensure that there is adequate succession planning. It formally identifies potential gaps in critical roles within the force on an annual basis, with further local reviews of succession plans during the year. When critical roles are agreed, a succession plan is created and developed for each. Recent examples of where this process has highlighted potential shortfalls include detective chief inspectors in the major crime team. However, this is limited to once a year, and there is limited evidence of the force proactively identifying and tailoring development opportunities for staff to fill potential gaps on a rolling basis.

## **Recruitment**

Sussex Police is making good use of external development opportunities. The force has participants in all cohorts of the constable to inspector Fast Track scheme and has a well-developed system to assist candidates through the process. The first cohort of three officers will shortly be promoted to the rank of inspector. Sussex Police has also participated in the first Direct Entry superintendent scheme and currently has one superintendent in post.<sup>8</sup> In addition, the force has agreed to participate in the Police Now programme, which identifies and selects talent according to a different set of criteria from the standard recruitment process, focusing more on the problem-solving side of policing. The force has accepted seven candidates onto the scheme, which at the time of our inspection was due to start in September 2017.

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

HMICFRS inspected how adequate, realistic and innovative Sussex 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.

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<sup>8</sup> For more information on College of Policing leadership programmes, including Fast Track, Direct Entry and Police Now, see: <http://recruit.college.police.uk/Officer/leadership-programmes/Pages/Fast-Track.aspx>

## **Plans**

The plans Sussex Police has for the future are realistic and practical. The force's financial plans are well integrated with its workforce and IT plans. Over the last seven years, Sussex Police has had to make £76.7m of reductions and efficiency savings. Sussex PCC receives funding, from both central government grants and from raising a precept on the local council tax, for policing. Currently approximately 63 percent of Sussex Police's income is from central government, which is broadly in line with the England and Wales average of 59 percent. The amount of council tax charged to the population of Sussex for policing is comparatively low. It is one of the ten lowest precepting police force areas in England and Wales. Therefore, the PCC has been allowed to increase the precept this year, by more than the 2 percent cap imposed by the government. The amount of council tax income for the force in 2017/18 increased by 3.5 percent.

The force's financial plans are realistic in terms of what it hopes to achieve. The force used an external consultant to help develop its local policing model. This ensured that effective analysis was used to create a comprehensive business plan, which aims to achieve the majority of savings required over the period of the medium-term financial strategy.

The force is placing strong reliance on the enterprise resourcing planning (ERP) system – which is being implemented in collaboration with other forces – to streamline and transform business processes across all functions and business units. It has changed its operating model and collaborated where possible, as other forces have done.

## **Savings**

The total savings requirement for Sussex Police from 2017/18 to 2020/21 is £26.5m. Of this total figure, the estimated non-pay savings equate to £2.7m, from custody, fleet, procurement and estates. This leaves estimated savings required from pay/headcount of £23.8m. This will be achieved over the four years through the collaboration with Surrey Police under the 'policing together' programme – specifically in relation to specialist crime and operations, rationalisation of support services and corporate services, and the local policing model. In addition, the PCC's total reserves at 31 March 2017 stood at £63.2m. Included in this figure is £10.8m of general unallocated reserves, which represents a prudent level of funds to deal with in-year contingencies.

## Summary of findings



**Good**

Sussex Police has carried out comprehensive data analysis to inform its change programmes and has developed data analysis in other areas to try to reduce demand. The force has some understanding of future demand through reviewing the principal threats, risks and emerging problems identified through intelligence and analysis of crime data. However, there are areas of the force, such as the control room, where predictive data analysis could be used more effectively. Although the force does engage with the public to seek their views, it needs to do more to be able to track changes in public expectations.

The force has a good understanding of technological advances and how they may improve efficiency and secure savings. It is collaborating with Surrey Police to develop an IT strategy that so far has 15 transformation programmes. The force is also working well with other forces and emergency services to manage costs collectively.

The force has a limited understanding of the skills in needs in future leaders and could do more to ensure that there is adequate succession planning. However, it is making good use of external development opportunities such as the constable to inspector Fast Track scheme and the Police Now programme.

The force's plans for the future are realistic and practical, and have been subject to external scrutiny and challenge. Its financial plans are well integrated with its workforce and IT plans. The force aims to achieve its savings targets while investing for 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/](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>9</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>9</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.