

PEEL: Police efficiency 2015

An inspection of Humberside Police



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

Overall judgment¹



Inadequate

HMIC found that Humberside Police is not prepared to face its future financial challenges. The force has a limited understanding of current and future demand. It has introduced a new operating model² but has not fully matched resources to demand in some important areas, which affects the force's ability to provide a good service to the public. The force has good financial control and plans to meet its savings requirements but these rely on effective implementation of the operating model and increased collaboration. Due to serious difficulties in implementing the new operating model it cannot be judged any higher than inadequate. In last year's value for money inspection, which considered how forces had met the challenge of the first spending review period, the force was judged to be good.

Summary

HMIC judges Humberside Police to be inadequate.

The force has a limited understanding of the demand for its services and is not able currently to match resources to demand. While the force understands demand from calls for service it does not understand many other types of demand such as that being placed on neighbourhood policing teams or that arising from more complex crimes, inefficient force processes or changes to services provided by partner agencies.




In our PEEL 2014 Assessment, we said we would be particularly interested to see how the force introduces its new operating model. This was launched in April 2015 and has had difficulty in providing the right level of staff in the right places to make it work effectively. The force has recognised that is resulting in a systemic failure to provide a quality and timely service to the public. Humberside is monitoring this issue daily and is working to address it.

¹ Outstanding, Good, Requires improvement or Inadequate – see last page of report for definitions.

² Operating model - the way in which a police force is organised in terms of its structure and the processes it has adopted and operates in order to achieve its objectives.

The force's current workforce model³ does not match demand and organisational requirements. While Humberside's workforce numbers have been set at an affordable level, the current workforce model is not sustainable, particularly with the further planned workforce reductions which will be needed to make future savings.

Humberside Police has achieved its savings requirement and balanced its budget throughout the spending review period. The force has entered into a strategic partnership with South Yorkshire Police aimed at improving efficiency through pooling resources. Back-office functions such as human resources and finance are already shared by the two forces, and Humberside is considering further collaboration on all policing functions (except for local policing).

How well does the force use its resources to meet its demand?	How sustainable and affordable is the workforce model?	How sustainable is the force's financial position for the short and long term?
 <p>Inadequate</p>	 <p>Inadequate</p>	 <p>Good</p>
<p>The force has a limited understanding of the demand for its services and cannot currently match resources to demand.</p> <p>While the force understands demand from calls for service, it does not understand many other types of demand being placed on neighbourhood policing teams or that arising from more complex crimes, inefficient force processes or changes to services provided by</p>	<p>The force's workforce plan is based on numbers which are affordable, but the current model is not sustainable.</p> <p>The force does not fully understand the demands it faces. Following implementation of the new operating model this year, Humberside has needed to move responsibilities between departments and use overtime and rest day working to cope with demand for its services.</p>	<p>Humberside Police has achieved its savings requirement and balanced its budget throughout the spending review period. The force has balanced its budget for 2015/16, including the planned use of £2.6m from reserves.</p> <p>The force also plans to use its reserves to support the implementation of the next stages of its change programme.</p> <p>The force controls its current finances firmly and</p>

³ Workforce model - the way in which the workforce is organised; in the case of the police, it includes police officers, even though they are holders of the office of constable and therefore not employees of their police forces; it also includes police community support officers and police staff.

<p>partner agencies.</p> <p>The force has had difficulty providing the right level of staff in the right places to make the new operating model work effectively. The command hub is described as the 'heart' of the new operating model and its ability to manage the resource and logistics of the force is fundamental to the success of the new operating model. HMIC has serious concerns about the capability and capacity of the command hub to perform and execute this role.</p> <p>The force has recognised that this is resulting in a systemic failure to provide a quality and timely service to the public. Humberside is monitoring this issue daily and is working to address it.</p> <p>The force does not yet understand the extent to which it is achieving value for money. Work is planned to compare service provision, resources and costs.</p>	<p>This is not sustainable.</p> <p>The force has implemented a new shift pattern aimed at aligning the resources with demand. This has not achieved its aim. The force did not understand the impact of flexible working requests. As a result, in some areas of the force, over half of the available staff work at different times to the set shift pattern.</p> <p>Important constabulary teams contain skills gaps, which further limits the ability of the current model to provide an effective service.</p> <p>It is unclear if the projected workforce model, with fewer staff and police officers, will be able to meet demand or organisational requirements.</p> <p>The extent to which the workforce model will match future demand and organisational and financial requirements relies upon successful implementation of the new operating model and developing the strategic partnership with South Yorkshire Police. HMIC is concerned that many risks and uncertainties remain with both these programmes.</p>	<p>its medium-term resourcing strategy allows the force to plan its finances based on a range of possible scenarios over the next five years.</p> <p>The force's financial plans reflect the police and crime plan, and support Humberside's implementation of the 'Building the Future' change programme which is endorsed by the police and crime commissioner. The force works closely and constructively with the office of police and crime commissioner.</p> <p>The force has a clear plan for future savings. However this relies on the new operating model being sustainable with fewer resources and increased collaboration with South Yorkshire Police. It is not certain that the plan will achieve the savings at the level or within the timescale required.</p>
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Force in numbers



Financial position

Forecasted change in expenditure 2015/16 to 2018/19

£m

-£44.1m

% of Gross Revenue Expenditure

23%

It is important to note that some forces only provided figures for savings they had formally signed off at that point, while others provided estimates for the whole period. As a result, the savings figure above might not reflect the full saving which the force might have to make. 2014/15 GRE has been used here as a baseline.



Providing policing

Planned change in police officer numbers 31 March 2015 - 31 March 2018

Humberside Police

England and Wales

-10%

-6%

Planned change in total workforce numbers 31 March 2015 - 31 March 2018

Humberside Police

England and Wales

-20%

-6%

Proportion of police officers on the operational frontline 31 March 2010

Humberside Police

England and Wales

88%

89%

Proportion of police officers on the operational frontline 31 March 2015

Humberside Police

England and Wales

89%

92%

Planned proportion of police officers on the operational frontline 31 March 2018

Humberside Police

England and Wales

93%

92%



Organisation

Police officer cost per head of population compared to England & Wales (2014/15)

Humberside Police England and Wales

£98

£115

Workforce cost per head of population compared to England & Wales (2014/15)

Humberside Police England and Wales

£158

£165



Key statistics

Changes in recorded crime (excluding fraud) 12 months to 31 March 2014 to 12 months to 31 March 2015

Humberside Police England and Wales

+1%

+2%

Changes in recorded crime (excluding fraud) 12 months to 31 March 2010 to 12 months to 31 March 2015

Humberside Police England and Wales

-17%

-16%

Victim satisfaction 12 months to 31 March 2015

Humberside Police England and Wales

82.4%

83.8%

Changes in victim satisfaction 12 months to 31 March 2011 to 12 months to 31 March 2015

Humberside Police England and Wales

No change

No change

Victim satisfaction: Humberside confidence interval +/- 1.7 percent. England and Wales confidence interval +/- 0.2 percent.

For full details on the data used in this graphic see annex A in the efficiency national report.

Introduction

In October 2010, the Government announced that central funding to the police service in England and Wales would reduce by 20 percent in the four years between March 2011 and March 2015. Now, in a period of sustained budget reductions, forces need to continue to make efficiencies while focusing on reducing crime and keeping communities safe.

As part of its annual inspections into police effectiveness, efficiency and legitimacy (PEEL), HMIC's Efficiency programme assessed how a force maximises the outcomes from its available resources. We reviewed both the financial and workforce planning of police forces whilst examining wider questions of cost, capability and productivity. Our inspection focused on the overall question, 'How efficient is the force at keeping people safe and reducing crime?'

To answer this question we looked at three areas:

- How well does the force use its resources to meet demand?
- How sustainable and affordable is the workforce model?
- How sustainable is the force's financial position for the short and long term?

During our inspection we collected data and plans from forces, surveyed the public to see if they had noticed any changes in the service they received and conducted in-force inspections. HMIC interviewed chief constables and the chief officers responsible for finance, organisational change, human resources and performance in each force and held focus groups of officers and staff at different grades and ranks, and made unannounced visits to police stations.

This report sets out the findings from this wide-ranging inspection of Humberside Police.

How well does the force use its resources to meet its demand?

HMIC examined how the force understands the demand for its service, and how it allocates its staff and financial resources to meet that demand. We then assessed whether these decisions are leading to good results for the public – that the police are visible and that they attend promptly when called, that they are fighting crime and keeping communities safe, and that victims are satisfied with the service they receive.

How well does the force understand its demand?

The force has a limited understanding of its demand. It is in the early stages of a change programme known as 'Building the Future', which aims to improve the quality of policing services provided to the people of Humberside and at the same time achieve substantial budget savings by 2020. The programme has been focused on implementing a new operating model. This was introduced in April 2015 and was informed by analysis conducted in 2014 of demand from calls for service, including visits to police stations and referrals from partner agencies. The analysis enabled the force to identify where police time was not being used well. For example it identified 'failure' demand, where work was duplicated because something had not been dealt with properly in the first instance. As part of this work, Humberside also considered best practice from the College of Policing and other police forces.

The force also examined when demand was highest from calls for service. It identified that demand was highest in the late evening and during summer and Christmas holiday periods, but that the shift system and policy for annual leave at that time meant that fewer resources were available to meet these calls than were available during quieter periods.

The force needs to do further work to understand all the types of demand it faces, such as:

- protecting vulnerable people;
- complex crimes;
- inefficient force processes;
- changes to services provided by partner agencies, such as the ambulance service and mental health services;
- problem solving; and
- crime prevention activities in neighbourhood policing teams.

How well does the force match resources to demand?

The force does not currently match resources to demand. Implementation of the new operating model has been problematic and this has adversely affected the quality of service provided to the public, which the force has recognised and is working to address.

The force carries out a strategic assessment of the key threats and risks posing harm to local communities in Humberside. Force priorities have been identified using the 'management of risk in law enforcement' (MORiLE)⁴ process developed by the national police chiefs' council. The strategic threat assessment, control strategy and plans are based upon the identified priorities. The introduction of the new operating model, supported by the tasking and co-ordination process and daily pacesetter meetings, has made it easier to move resources across the force and between commands to meet priorities and address incidents.

The force changed in April 2015 from a geographically-based operating model to a functional model involving four force-wide departments: command hub, operations command, communities command and specialist command. At the centre of the model is the command hub which receives all calls from the public. It is responsible for risk-assessing calls and deciding the appropriate police response in each case. The force has introduced a more systematic approach to risk assessment known as THRIVE (threat, harm, risk, investigation, vulnerability and engagement). This places the needs of the individual victim at the centre of decision-making which ensures the most appropriate police response.

Fundamental to the success of the new operating model is the ability of the command hub to manage the resource requirements for the force. HMIC has serious concerns about the ability of the command hub to perform this role. The force determined that the command hub should operate with 154 fully-trained staff, who efficiently and effectively deal with initial calls for service. Staff should either resolve calls immediately on the phone or direct the right police resource to deal with the incident at the right time. However, the force failed to put enough staff with the right skills into the hub when it was introduced. Officers with previous experience in communications skills and officers who were unfit for operational duty were drafted in to provide some additional capacity, but this resource was still not sufficient to meet the complex demands of the hub.

⁴ MORiLE - management of risk in law enforcement, provides a tool which combines identification of the key risks facing policing in an area with assessment of a force's current capacity and capability to tackle them.

Problems within the command hub are being exacerbated by inefficient systems and complex processes underpinning daily activity. The hub experiences high sickness rates which recent data show to be increasing. HMIC is concerned at the resilience of staff working in this environment within the hub is of concern.

HMIC is also concerned that the staffing and skills shortages, made worse by high and increasing sickness levels, are resulting in a general failure to provide a quality and timely service to the public. For example, a high percentage of 101 calls for service that Humberside receives are abandoned, and the 101 and crime recording lines have long waiting times to get through to an operator. HMIC also found that THRIVE is not being applied consistently as a risk-assessment process. A small number of incidents were identified during the inspection where risks to the safety of individual members of the public were not properly understood and prioritised.

The force is addressing staff shortage in the hub in the short term, but the training required means that the hub is unlikely to be properly resourced until late 2015.

The new operating model involved the implementation of a new shift pattern aimed at aligning resources with demand. This has not achieved its aim. The effect of this is that some evening and night shifts, in the busiest areas of the force, are short of resources. The daily 'pacesetter' meetings maintain an overview of emerging risks and reallocate resources quickly in response to immediate needs. However, the force's approach to workforce planning is weak, with officers not being informed when they are on duty, and duty rosters including staff who are not available because they are on restricted or recuperative duties.

Humberside Police moved responsibility and resourcing for protecting vulnerable people (PVP) to the communities command just before the new operating model went live. The force did not understand demand in this area of work. PVP staff are struggling with excessive workloads, which is concerning in such a high-risk area dealing with many of the most vulnerable victims. Humberside Police has temporarily assigned investigators from the specialist operations command to assist PVP staff. The force has also transferred the responsibility for dealing with missing persons from communities to the operations command to reduce the demand on communities' staff.

In the light of the risks and operational difficulties in aligning resources with demand in the new operating model, the force is closely managing the change process at all levels of the organisation.

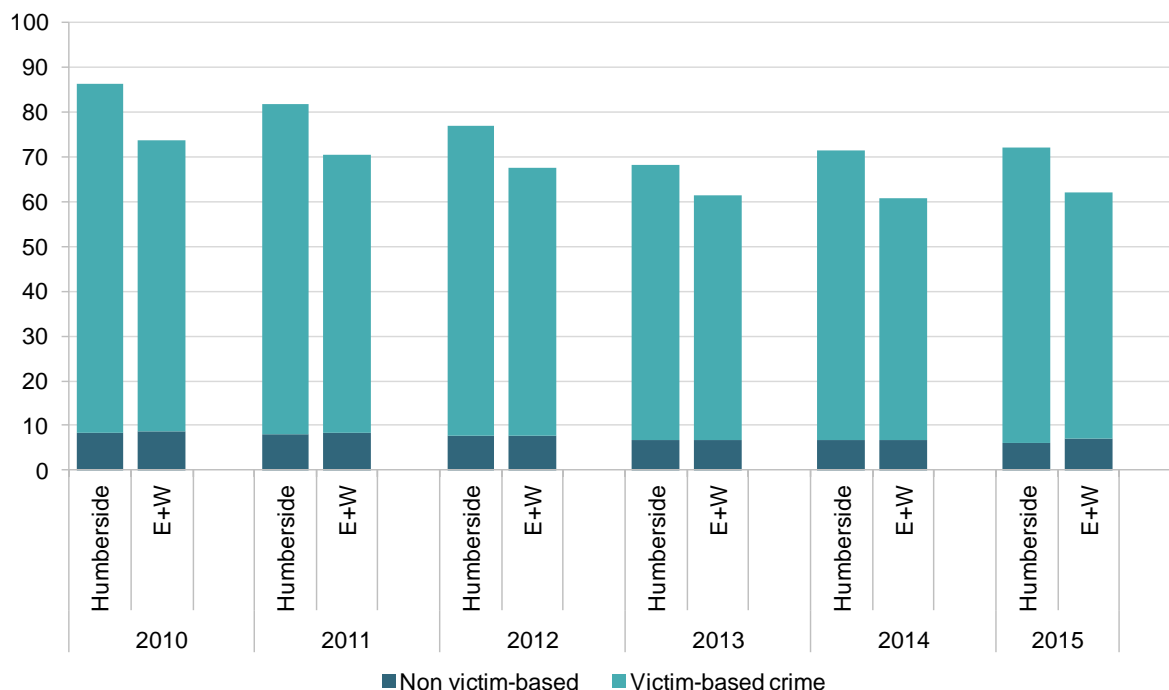
How well are the force's services meeting the demand from the public?

To assess the force's response to public demand, HMIC considered police recorded crime figures and rates in Humberside, victim satisfaction levels and whether the force is using different ways to communicate with and engage the public.

Although police recorded crime is by no means a complete measure of the totality of demand a force faces, it does provide a comparable performance indicator across all forces. Crime rates are reported as a number of crimes per 1,000 population in each force area to enable comparison between areas. Total police recorded crime is made up of victim-based crime (e.g. theft) and non victim-based crime (e.g. possession of drugs). Two thirds of forces showed an annual increase in total recorded crime in the year ending 31 March 2015. This increase in police recorded crime may have been affected by the renewed focus on the quality and compliance of crime recording since HMIC carried out a national inspection of crime data integrity in 2014.

In the 12 months to 31 March 2015 Humberside had a victim-based crime rate of 65.9 and a non-victim-based crime rate of 6.1 per 1,000 population. This represents a decrease (16 percent) in the victim-based crime rate and a decrease (27 percent) in the non victim-based crime rate since the start of the spending review in 2010. During the same time period England and Wales had a victim-based and non victim-based crime rate of 55.2 and 6.9 per 1,000 population respectively. This represents a decrease in both police recorded crime rates by 15 percent and 19 percent respectively since the start of the spending review. The scale of the change in the police recorded crime rate can be seen in Figure 1 on the following page.

Figure 1: Police recorded crimes per 1,000 population from Humberside in the 12 months to 31 March 2010 to the 12 months to 31 March 2015, compared to England and Wales



Source: Home Office crime statistics and ONS mid-2013 population estimates (2013 population data are used across multiple years to reveal actual change in recorded crimes, rather than changes due to population change)

Of those who have been the victim of a crime in Humberside, 82.4 percent⁵ were satisfied with their whole experience with the police in the 12 months to 31 March 2015. This is similar to the national victim satisfaction rate of 83.8 percent⁶ over the same period. There has been no significant change in victim satisfaction between the 12 months to 31 March 2011 and the 12 months to 31 March 2015 in Humberside.

As part of the new operating model, the command hub was designed to provide an improved one-stop service to the public for information, advice and crime recording functions that could be resolved by telephone. The force's analysis of calls answered by the hub suggests that it is achieving its target to resolve around 40 percent of calls at the first point of contact. The force recognises that there is much more to be done to ensure that the public receive a consistently good service, given the time taken to answer 101 calls and the amount of 101 calls that are abandoned.

The force continues to meet its target response times for emergency and priority calls, but not necessarily in the most efficient way. The force policy is to 'double crew' all response vehicles, which means that two officers are sent to every incident

⁵ Humberside, confidence interval +/- 1.7 percent.

⁶ England and Wales confidence interval +/- 0.2 percent.

requiring a police attendance. Sometimes two officers need to attend, either to provide an effective response or to ensure the safety of the officers. However, sometimes the incident can be properly dealt with by a single officer. The policy of routine double crewing means that there are fewer patrols available to attend other incidents, provide visible policing in hotspot areas and prevent crime.

HMIC monitored how a force engages with the public as part of the inspection. Figure 2 below shows Humberside Police uses a range of methods (including Facebook, Twitter and email) to engage with the public.

Figure 2: Methods of public engagement used by Humberside Police in the 12 months to 31 December 2014

Are the following communication channels being used by the Force?	
Facebook	Yes
Twitter	Yes
Email	Yes
Text message	Yes
Web forum	No
Instagram	No
Local phone (not 999 or 101)	Yes

Source: HMIC Efficiency data collection

Forces are exploring different ways in which the public can access policing services. Like other forces, Humberside Police has an established social media presence which allows direct engagement with communities at a force and neighbourhood policing level. E-watch groups have been created and a virtual community interaction tool for communities, such as farmers' groups, has been developed.

The force plans to improve its website in partnership with South Yorkshire Police, which will make it easier for the public to have access to the police on-line. This will also serve to reduce demand on the command hub by allowing the public to self-report crime and lost property, obtain updates on crime investigations that they have previously reported and have interactive access to general information.

How well is the force managing demand?

The force has identified a number of ways that it can reduce or manage demand better so as to improve efficiency. This has informed the design of the new operating model. We saw some evidence that the change to a functional model, with officers being deployed across the force area with the nearest available unit being sent to an incident, has meant that resources are being used in a more flexible way. However, this is not being implemented consistently.

The force recognises the importance of working with local partner organisations to solve local problems and intervene early to prevent crime and anti-social behaviour. Humberside has started to merge multiple local prevention plans into a single plan for the force and its partners, who will use finances provided by the police and crime commissioner to fund problem-solving activities.

The force continues to work with partners to reduce demand. For example, the force has worked with local mental health services to provide access to immediate assessment facilities for people with mental health problems. This not only reduces the demand on police time, it also provides a better service to the public.

Humberside Police is also involved in a national pilot for the diversion of women away from crime. Social workers based in the police custody suite are able to assess and refer women in police custody to a women's centre in Hull, which provides support services as an alternative to prosecution. The scheme is being reviewed by the University of Hull, but the early results are encouraging: only one percent of the women who attended an appointment and used the support services have re-offended. This service is being extended to the rest of Humberside.

The force remains committed to neighbourhood policing in the new operating model. Each area has a named police constable, police community support officer and detective constable who attend priority-setting and town or parish council meetings. However, officers and staff in these teams expressed concerns to HMIC that they are unable to provide a good service to their communities as the new operating model places additional responsibilities on them. For example, these officers now provide an appointments service for members of the public not needing an emergency or priority response. They also provide reserve capacity for operations command response teams, process more prisoners and staff night-time economy patrols⁷. This means that neighbourhood officers have less time to spend in their area providing visible reassurance, engaging with the public and local partners, investigating local crime and problem-solving to reduce demand from crime and anti-social behaviour.

⁷ These are patrols of areas with a high concentration of licensed premises.

How well does the force monitor and understand outputs, outcomes and costs?

The force has robust arrangements for monitoring pay and non-pay costs through monthly meetings of the force leadership team, which also uses the medium-term resourcing strategy to make projections about changes to costs based on future events. The force also examines outputs and benefits from the changes in the operating model and the ongoing pay and non-pay costs.

The deputy chief constable holds monthly meetings to examine the performance of the force. These meetings consider the progress of each business area, highlighting emerging issues and agreeing actions. The cultural change from a target-based geographic model of policing presents challenges for the force as accountability for the services provided to communities will be shared across commands. The force is moving from a culture where senior officers compete for resources towards collective responsibility to meet the needs of the public.

The force does not monitor the costs of the individual services it provides. Although the force has invested considerable time in understanding the services it provides as a direct result of calls for service, it does not understand how much these services cost. The force does not understand the costs associated with ongoing investigations, problem-solving and preventative activities or measures to safeguard vulnerable people. The force plans to compare its service provision, resources and costs with other forces, which will help the force to understand better whether it provides value for money and identify opportunities for efficiency savings.

How well is the force using new working methods to improve services?

The force has set out clearly its ambition to work with partners and local communities to provide high-quality policing services. It understands the workforce and technological and cultural changes necessary over the next five years. These changes are set out in its plans for change.

The force initially focused on the introduction of the new operating model, and how services to the public would be improved by using the force's diminishing resources more effectively. At the time of the inspection the force was having difficulty in implementing these new working methods, largely due to an incomplete understanding of demand, and staffing issues in the command hub, operational and communities commands. This has meant that the force does not provide a good and consistent service to the public. The force is working to address these issues, but it is unclear if the new model will secure the anticipated improvements to services and future changes are largely dependent on the successful implementation of the new operating model.

The force's change team has a programme of work to review and identify savings in custody provision, public enquiry offices and the management and supervision structures in force, including the potential merging of the operations and communities commands.

The force has also started a strategic partnership with South Yorkshire Police, with joint human resources and finance functions already in place. This is aimed at increasing efficiency through sharing resources and improving processes. The force is considering options to develop the collaboration to include all policing functions, apart from local policing and the roles of the chief and deputy chief constables. Humberside's plans are at various stages of development across a range of services. For example it is considering a business case for a joint specialist operations unit. The force anticipates that through pooling resources, it can achieve further cost savings.

The strategic alliance recognises that information and communication technology has an important role to play in transforming policing services. For example, the detailed plan for joint provision of IT infrastructure will make it easier for the public to contact the police and will enable officers to work more flexibly, away from police stations, so that they can remain visible in the community and be more efficient.

An integrated IT platform for Humberside and South Yorkshire Police has been implemented. Humberside is currently rolling out mobile technology for police officers. In phase one, tablet-type computers, known as 'tough books', have been fitted in every vehicle, allowing patrols to access police information systems remotely, though staff report connectivity problems in some locations. In phase two, the force will provide hand-held devices with bespoke applications developed for police use. The software is currently undergoing user testing and roll-out is anticipated at the end of 2015.

The value of fixed and mobile computer devices to operational staff will be greatly enhanced by the introduction of an integrated crime, custody, case management and intelligence system which will be implemented by January 2017.

Humberside Police has also recognised that effective use of new technology will improve how the public have access to its services. In the short term, it is in the second phase of the roll-out of 'track my crime'. This will enable two-way communication between the force and victims of crime and provide automatic updates by text or email. Later phases will enable members of the public to obtain advice and provide information through interactive communication with the force. The force intends that this will improve contact with the public and reduce demands placed on the police.

Humberside Police is also involved in a four-force Yorkshire and the Humber (YaTH) collaboration which provides regional scientific support, procurement, firearms training, marine and underwater search services. The YaTH region is now examining if the response to regional crime groups could be improved by incorporating specialist intelligence functions into the two regional organised crime units (ROCU), or a single combined ROCU.

Humberside has a joint fleet management workshop and shares volunteers with the Humberside Fire Service. It works with partners to develop customer contact centres, to maintain a policing presence in local communities while reducing the cost of the force estate.

Summary of findings



Inadequate

The force has a limited understanding of the demand for its services and cannot currently match resources to demand.

While the force understands demand from calls for service, it does not understand many other types of demand being placed on neighbourhood policing teams or that arising from more complex crimes, inefficient force processes or changes to services provided by partner agencies.

The force has had difficulty providing the right level of staff in the right places to make the new operating model work effectively. The command hub is described as the 'heart' of the new operating model and its ability to manage the resource and logistics of the force is fundamental to the success of the new operating model. HMIC has serious concerns about the capability and capacity of the command hub to perform and execute this role.

The force has recognised that this is resulting in a systemic failure to provide a quality and timely service to the public. Humberside is monitoring this issue daily and is working to address it.

The force does not yet understand the extent to which it is achieving value for money. Work is planned to compare service provision, resources and costs.

Causes of concern - also applicable to question 2: How sustainable and affordable is the workforce model?

The new operating model within the force control room is a cause of concern to HMIC because the arrangements for call handling are resulting in a failure to provide a quality and timely service to the public.

Recommendation

To address this cause for concern, HMIC recommends that:

The force should ensure that within three months the command hub is sufficiently resourced, with the right number of staff with the right skills in order to improve its ability to answer calls for service from the public, particularly on the 101 non-emergency number.

Areas for improvement

- The force should review its response allocation and deployment to ensure it is making most efficient use of its resources.
- The force should undertake work to ensure its understanding of demand is comprehensive, takes into account key information and is incorporated into force governance and planning processes to enable that understanding to remain current, up-to-date and understood strategically.
- The force should develop its understanding of the links between its outcomes, outputs and costs and ensure the change programme reviews the impact of change on all these areas.

How sustainable and affordable is the workforce model?

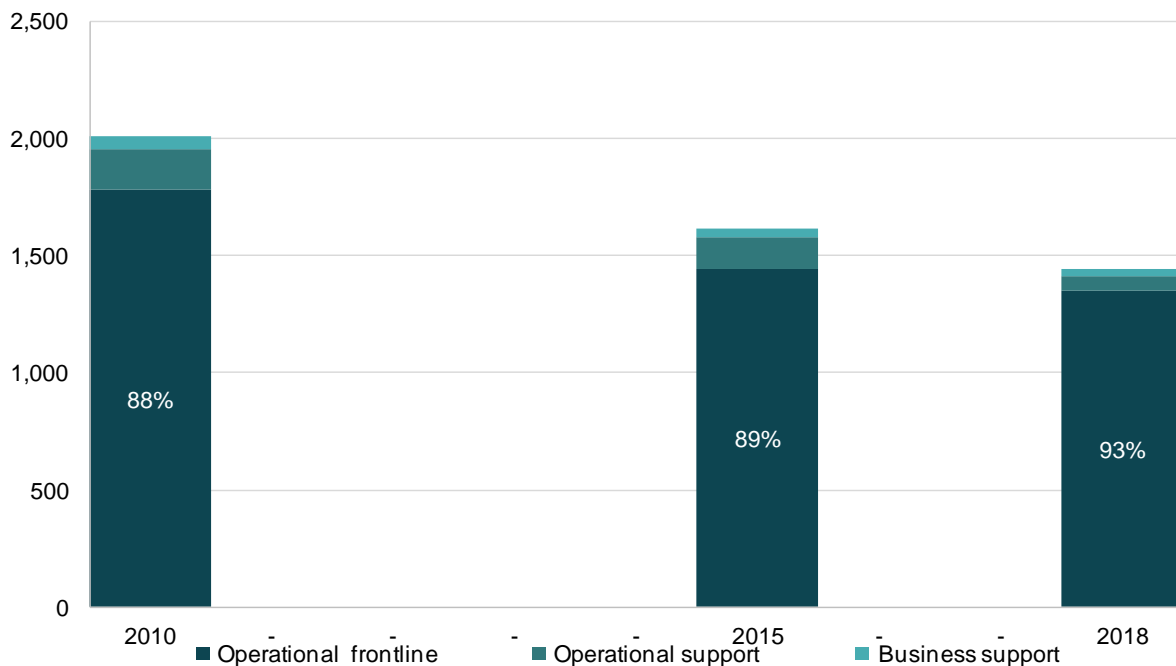
HMIC examined how Humberside Police has structured its workforce (i.e. its mix of police officers, staff and PCSOs, and the proportion of all these groups working in frontline positions) and assessed whether this was affordable and sustainable as the force responds to its financial challenge. We also considered what the force is doing to ensure the workforce has the right skills and capacity to fight crime and keep communities safe now and in the future.

How well does the force's current workforce model match demand, organisational and financial requirements?

Humberside Police forecasted a total savings requirement over the first four years of the spending review (2011/12 to 2014/15) of £34.39m, the equivalent of 16 percent of the 2010/11 gross revenue expenditure for the force. Savings were made in both the pay and non-pay budgets. Since 2010, Humberside Police reduced its workforce by 444 police officers, 357 staff and 44 PCSOs, full-time equivalent (FTE).

In Humberside, there have been falls in the total number of police officers FTE over the period 2010 to 2015, as shown in figure 3. During this time period the proportion in frontline roles has increased from 88 percent in 2010 to 89 percent in 2015. The force expects to increase this proportion looking forward to 2018.

Figure 3: Actual and planned changes to police officer full time equivalents (FTE) in operational frontline, operational support and business support roles in Humberside Police, from 31 March 2010 to 31 March 2018



Source: Home Office annual data return and HMIC efficiency data collection

For further information about the data for figure 3 please see Annex B

The force's current workforce model does not consistently match current demand and organisational requirements. It has planned its current workforce through to 2020, based upon a resilience model developed by the College of Policing. The workforce plans are aligned with the medium-term resourcing strategy and as such are affordable. The reduction in police officer numbers required to make the necessary savings will be achieved through not replacing all officers who retire and there will be some new recruitment over this period, albeit at a low level. The force also needs to reduce police staff numbers and intends to do this wherever possible, through voluntary redundancy.

The new operating model involved the implementation of a new shift pattern aimed at aligning resources with demand. This has not achieved its aim. The force has experienced significant issues in the implementation of the shift pattern due to a lack of understanding about how flexible working requests would affect resourcing. The effect of this is that some evening and night shifts, in the busiest areas of the force, are short of resources. In some areas of the force, over half of the available staff work at different times to the set shift pattern.

The force has mitigated the effect of these problems through the goodwill and flexibility of officers and staff, using overtime and the introduction of an emergency measure that allows the force to alter people's shifts at short notice. The force is working with a consultant to improve its shift patterns and align them with demand.

While the workforce numbers are aligned to the force's budget, the viability of the workforce plan now and in the future is unclear. The force cannot have confidence that the current workforce model will meet the demand for effective policing now or in the future. The force does not fully understand the demands it faces, and, following implementation of the new operating model and shift pattern, the force has needed to use overtime, rest day working and moving responsibilities between commands to meet current demand. Clearly this is not sustainable as budgets continue to reduce.

The force has also conducted a skills audit across the various departments, which identified a number of skills gaps amongst many of the staff in their new roles. Bespoke training has been developed and tested to increase the range of skills of all staff in the command hub, but the current level of vacancies means that it is unlikely that all staff will have received the required levels of training before the end of 2015. Police officers in the operations command are also expected to undertake new duties, such as prisoner processing, for which they have either not been trained or need re-training. The force states that 70 percent of staff have now been re-trained.

These difficulties have meant that the high levels of customer service to which the force aspires are not being achieved consistently. On this basis, although financially sound, it is unclear whether the new operating model can meet current demand and organisational requirements.

How well does the force’s projected workforce model match demand, organisational and financial requirements?

Figure 4: Actual and planned changes in workforce FTE from 31 March 2010 to 31 March 2018 for Humberside Police compared to England and Wales

	March 2010	Difference between 2010 and 2015		March 2015	Difference between 2015 and 2018		March 2018
		Force	England and Wales		Force	England and Wales	
Police Officers	2,058	-22%	-12%	1,614	-10%	-6%	1,444
Police Staff	1,648	-22%	-19%	1,290	-35%	-6%	843
PCSOs	317	-14%	-27%	273	-12%	-11%	242
Workforce total	4,023	-21%	-15%	3,178	-20%	-6%	2,529

Source: HMIC Efficiency inspection data collection and Home Office workforce statistics

For further information about the data for figure 4 please see Annex B

It is not clear that the projected workforce model, with fewer staff and police officers, will be able to meet demand or organisational requirements. The extent to which the workforce model will match demand, organisational and financial requirements in the future is reliant upon the successful implementation of Humberside's ambitious change programme and the benefits from developing the strategic partnership with South Yorkshire Police.

The force understands the resources that it will have at its disposal until 2020 and anticipates a reduction in the total workforce between 2015/16 and 2019/20. To achieve these savings and improve services to the public, Humberside plans to refine the new operating model, introduce new mobile technology which will increase officer time on patrol and change the way the public have access to information and services.

Summary of findings



Inadequate

The force's workforce plan is based on numbers which are affordable, but the current model is not sustainable.

The force does not fully understand the demands it faces. Following implementation of the new operating model this year, Humberside has needed to move responsibilities between departments and use overtime and rest day working to cope with demand for its services. This is not sustainable.

The force has implemented a new shift pattern aimed at aligning the resources with demand. This has not achieved its aim. The force did not understand the impact of flexible working requests. As a result, in some areas of the force, over half of the available staff work at different times to the set shift pattern.

Important constabulary teams contain skills gaps, which further limits the ability of the current model to provide an effective service.

It is unclear if the projected workforce model, with fewer staff and police officers, will be able to meet demand or organisational requirements.

The extent to which the workforce model will match future demand and organisational and financial requirements relies upon successful implementation of the new operating model and developing the strategic partnership with South Yorkshire Police. HMIC is concerned that many risks and uncertainties remain with both these programmes.

Areas for improvement

- The force should review the implementation of its shift pattern to improve how efficiently it is aligning resources to demand.
- The force should ensure that staff and officers in key areas have the skills required to fulfil their roles in the new operating model.

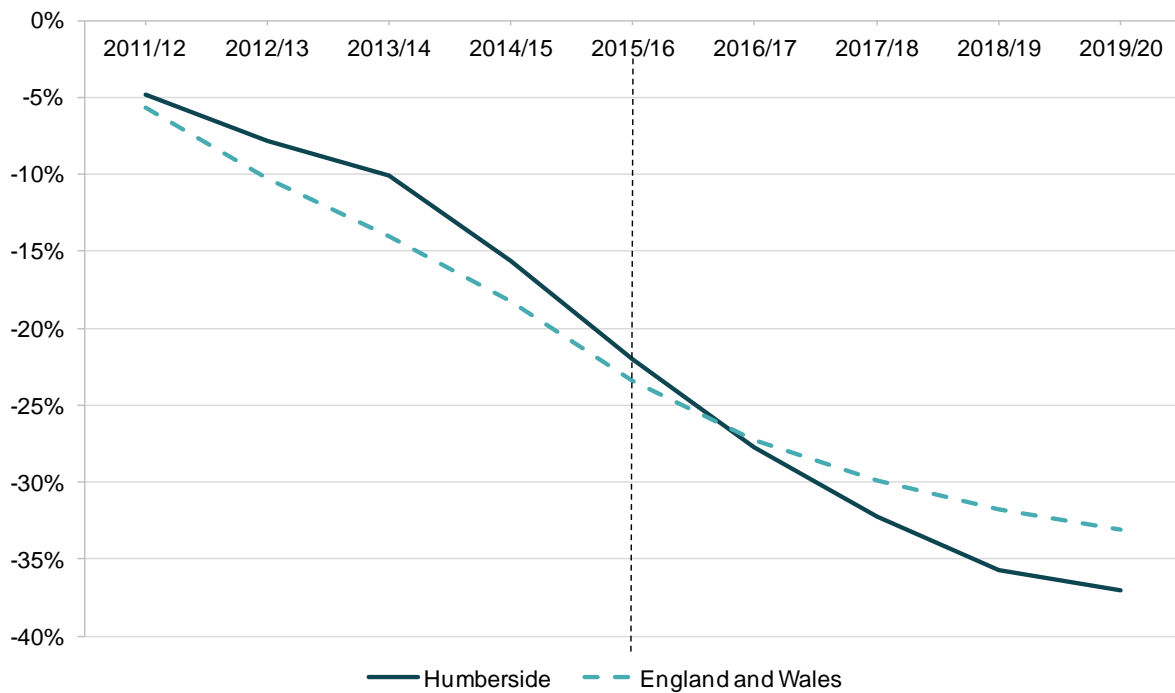
How sustainable is the force's financial position for the short and long term?

HMIC examined how forces have achieved savings over the spending review period, the saving plans that forces have developed for the future, and the assumptions forces have made in the understanding of the financial challenges ahead. We also assessed whether forces have good financial controls and governance, and if spending reflects the priorities outlined in the police and crime plan.

Has the force achieved its saving requirements and balanced the budget for the spending review period and 2014/15?

Humberside Police forecasted savings of £34.39m over the first four years of the spending review (2011/12 to 2014/15), the equivalent of 16 percent of the 2010/11 gross revenue expenditure for the force. Over the period, savings were made in both the pay and non-pay budgets, so as to balance budgets by 2014/15. Over the same period all forces across England and Wales forecasted a total savings requirement of £2.53bn, the equivalent of 18.2 percent of the 2010/11 gross revenue expenditure for England and Wales.

Figure 5: Estimated change in expenditure from 2011/12 to 2014/15, and forecast planned savings for 2015/16 to 2019/20, against the 2010 gross revenue expenditure baseline for Humberside and England and Wales



Source: HMIC policing in austerity data, HMIC efficiency data collection and The Chartered Institute of Public Finance & Accountancy (CIPFA) Police Objective Analysis data

For further information about the data for figure 5 please see Annex B

The force achieved its savings requirement and balanced the budget across the spending review period. In 2014/15 the force’s net spend was £180m. The savings requirement was £12.2m. The force had plans in place to achieve £6.8m of these savings and planned to use £5.5m of its reserves to bridge the funding gap and balance the budget; in fact only £3m was used. The additional savings were achieved by aggressive treasury management using a cash flow model that takes advantage of beneficial interest rates on borrowing; the force budgeted for four percent, but secured a three percent interest rate. The money saved was then invested in the core service meaning that a smaller contribution than planned from reserves was required to bridge the gap.

Has the force achieved a balanced budget for 2015/16?

Humberside Police has planned a balanced budget of £188.7m for 2015/16, which includes a cut in spending of £14.m. It forecast that the reduction will be split between £10.4m from the pay budget (75 percent) and £1.0m from the non-pay budget (7 percent) in this year’s savings. The remainder of its spending reductions are being met by a use of reserves. Collectively the forecast reductions since the

2010 baseline, at the start of the spending review, to 2015/16 represents savings of 22 percent.

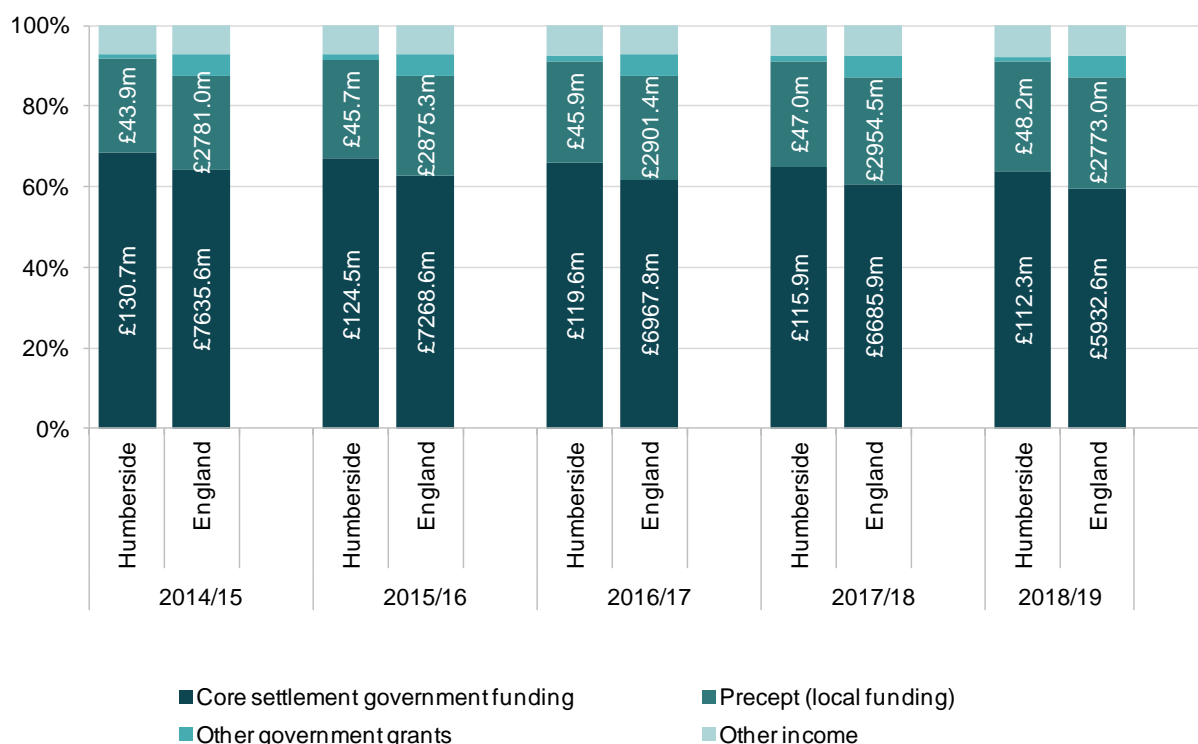
The force has set a balanced budget for 2015/16 through using reserves to bridge the gap. The force forecasts a net spend of £173m. The savings requirement in this year is £14m. Savings planned are forecast at £11.4m. The planned use of reserves to bridge the funding gap is £2.6m.

This year's budget also included a 2 percent increase in the police element of local council tax, known as the precept.

How well has the force maximised other funding opportunities?

Figure 6, on the following page, demonstrates the amount of funding that the force received from central government grant, as precept from local councils through council tax, and from other sources, such as Home Office special grants. Humberside Police is expecting the proportion of its funding that comes from core settlement government funding to decline over the coming years, while anticipating the proportion of its funding that comes from precept (council tax funding) to increase over the same period. It should be noted that the core settlement government funding, both monetary values and proportions of total funding, detailed in figure 6, are from force estimates collected as part of HMIC's efficiency inspection data collection. This data should not be considered as an official projection. The Home Office is currently consulting on changes to the forces' funding formula and therefore any current projections may change over the time period highlighted.

Figure 6: Forecast mix of funding for Humberside Police in the 12 months to 31 March 2015 to the 12 months to 31 March 2019, compared to English forces



Source: HMIC efficiency data collection

The force works well in partnership to make good use of all resources. More work is planned on income generation and partnership funding is being reviewed locally. The risks the force faces arising from the possible withdrawal of partnership funding is limited to a small number of PCSO posts which are currently funded by the local authorities.

The force submitted an unsuccessful bid to the Police Innovation Fund to improve contact management. However, other joint bids made in conjunction with neighbouring forces to improve scientific support have been successful.

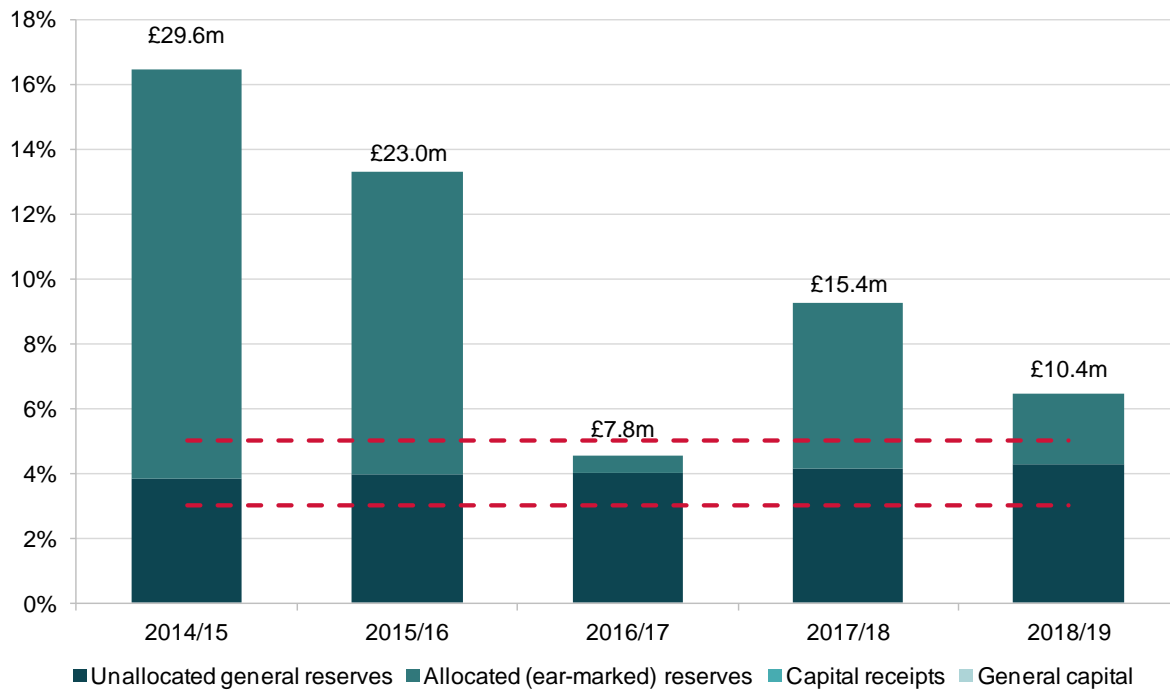
How well does the force control expenditure?

The force's level of reserves and how these are forecast to change over time is shown in figure 7 on the following page. Humberside Police reported that its total reserves were £29.6m in 2014/15. These are broken down into several categories:

- unallocated general reserves – a sum to cushion the impact of unexpected events or smooth uneven cash flows;
- allocated (ear-marked) reserves – these are reserves set aside for specific capital purposes;

- capital receipts reserves – these are proceeds from the sale of assets which can only be used for specific capital purposes; and
- general capital to support future planned capital expenditure.

Figure 7: Breakdown of reserves remaining as a proportion of in-year net revenue expenditure, and total reserves remaining (£), for 2014/15 to 2018/19



Source: HMIC efficiency data collection

For further information about the data for figure 7 please see Annex B

The force controls its finances firmly. The medium-term resourcing strategy (MTRS) 2015/16 to 2019/20 is a dynamic tool which allows for scenario planning for resourcing and savings for the next five years, incorporating financial and workforce data in a single document. The force's ability to change the assumptions within the tool allows it to model and plan for different income and expenditure scenarios.

The force regularly monitors budgets. It is a standing agenda item on the monthly force leadership team meeting and each October the force has a mid-year budget review, where the financial position is reviewed and spending or savings are re-prioritised as necessary.

In 2014 HMIC was concerned about the force's reliance on reserves to make up the shortfall in the savings requirement each year. The force's approach now is to develop savings plans to close the budget gap over the medium term and use the performance improvement reserve to minimise the impact of savings plans on performance.

Subject to the successful implementation of the savings plans, the force will not need reserves to balance the budget by 2019/20. The police and crime commissioner plans to maintain a general reserve of three percent of the net revenue budget.

How well do the force's financial plans reflect the objectives set out in the PCC's police and crime plan?

The MTRS is based on the shared vision of the police and crime commissioner and the chief constable. It reflects the police and crime plan, and supports the implementation of the Humberside Police change programme 'Building the Future', which is endorsed by the police and crime commissioner.

The police and crime commissioner has set three outcomes that he and the force will work towards: reduce crime, protect the public and improve public safety, and improve the quality of service for victims. Each outcome is supported by four objectives for policing and community safety partners.

The core elements of the force change programme, the people strategy, the IT strategy, the new operating model and collaboration with South Yorkshire Police are designed to support the police and crime commissioner's objectives over the next four years. The MTRS, particularly the use of reserves, supports the change programme.

The MTRS is a dynamic tool the force used to test the achievability of its current financial plans. The results show that the force can provide the planned savings based on natural turnover of staff, and afford continued recruitment of a small number of police officers. The MTRS has also been used to examine the force's future financial viability around changes to precept levels and the size or timing of savings requirements. The force understands the financial circumstances in which its viability, and in particular the number of police officers required for resilience, will be tested in the next four years.

How well does the force provide timely and relevant financial information to the office of police and crime commissioner (OPCC), and are shared assumptions used to develop current and future plans?

The force provides timely and relevant information to the OPCC and shared assumptions about future costs and income are used to develop current and future plans.

The force and OPCC teams meet regularly and the MTRS is used to test current and future plans. The force anticipates that finance will be a joint function in the strategic partnership with South Yorkshire police and recognises that this will require a close

working relationship between the joint director of finance, the two heads of finance and the two treasurers for the respective police and crime commissioners.

The police and crime commissioner holds monthly corporate governance meetings with the chief constable and chief finance officer where the operational performance and the financial position are scrutinised. A representative from the OPCC attends the monthly force performance meetings.

How well developed are the force's plans for possible further savings?

The force has a clear plan for further savings. The MTRS sets out the resourcing and savings plans for the next five years. It incorporates financial and workforce planning in a single document with the ability to plan for varying scenarios.

The MTRS is based on shared assumptions with the police and crime commissioner and highlights that the force is anticipating needing to make savings of £47.1m between 2015/16 and 2019/20.

Humberside has detailed savings plans for the next two years. However, achieving the savings required will be dependent on the successful implementation of the new operating model; particularly the reductions in demand from an effective command hub and the introduction of enhanced public contact systems and mobile technology to increase efficiency.

The additional savings for 2018/19 and 2019/20 are mainly contingent upon realising the benefits of collaboration, particularly with South Yorkshire Police. All policing services are under consideration except local policing and the roles of the deputy chief and chief constables.

The savings planned by the force rely on the new operating model being sustainable with fewer resources and the proposed extended collaboration with South Yorkshire Police yielding cost savings. HMIC is not certain that these will achieve the planned savings at the level or within the timescale required.

Summary of findings



Good

Humberside Police has achieved its savings requirement and balanced its budget throughout the spending review period. The force has balanced its budget for 2015/16, including the planned use of £2.6m from reserves.

The force also plans to use its reserves to support the implementation of the next stages of its change programme.

The force controls its current finances firmly and its medium-term resourcing strategy allows the force to plan its finances based on a range of possible scenarios over the next five years.

The force's financial plans reflect the police and crime plan, and support Humberside's implementation of the 'Building the Future' change programme which is endorsed by the police and crime commissioner. The force works closely and constructively with the office of police and crime commissioner.

The force has a clear plan for future savings. However this relies on the new operating model being sustainable with fewer resources and increased collaboration with South Yorkshire Police. It is not certain that the plan will achieve the savings at the level or within the timescale required.

Annex A – HMIC judgments

The categories are:

- outstanding;
- good;
- requires improvement; and
- inadequate.

Judgment is made against how efficient the force is at keeping people safe and reducing crime. In applying the categories HMIC considers whether:

- the efficiency of the force is good, or exceeds this standard sufficiently to be judged as outstanding;
- the efficiency of the force requires improvement because it is not yet performing at a good level, and/or there are some weaknesses in the organisation; or
- the efficiency of the force is inadequate because it is considerably lower than might reasonably be expected.

Annex B – Further information about the data

Figure 3

Planned changes to police officer full time equivalents (FTE) in operational frontline, operational support and business support roles in the force/constabulary, 31 March 2010 to 31 March 2018.

The data used in figure 3, for March 2010 and March 2015 is taken from the Home Office annual data return 601 and does not include workforce allocated under category '62 other' whereas the data used in figure 4 for March 2010 and March 2015 is taken from the Home Office annual data return 502 and is inclusive of this category. Therefore totals data may not match exactly.

Figure 4

Planned changes in workforce FTE from 31 March 2010 to 31 March 2018 for the force/constabulary compared to England and Wales. The figures in table 4 are rounded to the nearest whole person, full time equivalents (FTEs), and therefore may differ slightly to the exact figures quoted within the report.

For data as at 31 March 2010 and 31 March 2015 we have used Home Office annual data return data which is an 'actual' FTE, whereas for projections for March 2018 are budget based projections and therefore are likely to take into account a vacancy rate depending on a force's/constabulary's planning strategy. In some instances therefore an increase in budgeted posts may not actually indicate the force/constabulary is planning to increase its workforce. In other cases, forces may be planning to reduce their workforce but have a current high vacancy rate which masks this change.

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

At the time of the inspection, the future financial climate was uncertain. Several forces were in a position where they did not have confirmed/signed-off plans for workforce projections. It is important to note that figures provided are in many instances unconfirmed estimates provided to assist HMIC in its inspection programme and should not be seen as a concrete plan for the future landscape of policing. These comments apply to figure 3 and figure 4.

Figure 5

Estimated change in expenditure from 2011/12 to 2014/15, and forecast change in expenditure for 2015/16 to 2019/20, against the 2010 GRE baseline for the force and England and Wales.

Figure 5 shows how force expenditure has changed over the period of the spending review, relative to the total change in expenditure for all forces across England and Wales. For 2015/16 onwards there has been a change in methodology in comparison to the value for money inspection. The savings requirement is no longer inflated gross revenue expenditure (GRE) minus expenditure but the sum of planned savings and use of reserves to bridge an in-year funding gap. This change is indicated by the vertical dashed line on the chart. The chart shows planned savings (including use of reserves to bridge an in-year funding gap) in future years, calculated using the planned savings for pay and non-pay budgets provided to HMIC at the time of the data collection (February 2015). Some forces only provided figures for savings they had formally signed off at that point, while others provided estimates for the whole period. Therefore small savings requirements do not necessarily equate to a small savings challenge for the future.

Figure 7

Breakdown of reserves remaining as a proportion of in-year net revenue expenditure, and total reserves remaining (£), for 2014/15 to 2018/19.

According to a survey of financial directors conducted by the Audit Commission,⁸ it is commonly considered that three percent to five percent of net revenue expenditure is a prudent level of unallocated general reserves for risk-based planning purposes. This range is shown on the graph by the two horizontal red dotted lines.

Please note that all categories of reserves for the force/constabulary are held by the PCC apart from City of London and the Metropolitan Police Service where reserves are held by the City of London Corporation and MOPAC respectively.

⁸ *Striking a balance: Improving councils' decision making on reserves*, Audit Commission, December 2012. Available from <http://webarchive.nationalarchives.gov.uk>