

# PEEL: Police efficiency 2015

An inspection of Norfolk Constabulary



October 2015

© HMIC 2015

ISBN: 978-1-78246-887-5

[www.justiceinspectorates.gov.uk/hmic](http://www.justiceinspectorates.gov.uk/hmic)

# Contents

<b>Overview – How efficient is the force at keeping people safe and reducing crime?</b> .....	<b>4</b>
Overall judgment.....	4
Summary .....	4
<b>Force in numbers</b> .....	<b>7</b>
<b>Introduction</b> .....	<b>9</b>
<b>How well does the force use its resources to meet its demand?</b> .....	<b>10</b>
How well does the force understand its demand? .....	10
How well does the force match resources to demand? .....	11
How well are the force’s services meeting the demand from the public?.....	12
How well is the force managing demand? .....	15
How well does the force monitor and understand outputs, outcomes and costs? .....	16
How well is the force using new working methods to improve services? .....	16
Summary of findings .....	17
How well does the force’s current workforce model match demand, organisational and financial requirements?.....	19
How well does the force’s projected workforce model match demand, organisational and financial requirements? .....	21
Summary of findings .....	22
<b>How sustainable is the force's financial position for the short and long term?</b> 24	
Has the force achieved its saving requirements and balanced the budget for the spending review period and 2014/15? .....	24
Has the force achieved a balanced budget for 2015/16?.....	25
How well has the force maximised other funding opportunities? .....	26
How well does the force control expenditure? .....	27
How well do the force’s financial plans reflect the objectives set out in the PCC's police and crime plan? .....	29

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?.....	30
How well developed are the force’s plans for possible further savings? .....	30
Summary of findings .....	31
<b>Annex A – HMIC judgments .....</b>	<b>32</b>
<b>Annex B – Further information about the data .....</b>	<b>33</b>

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

## Overall judgment<sup>1</sup>



**Outstanding**

HMIC found that Norfolk Constabulary is exceptionally well-placed to face its future financial challenges. The force has an excellent track record of achieving savings and has balanced the budget to date. It is making prudent assumptions for further reductions in spending through to 2019/20 with well developed plans to achieve a large proportion of the savings. In last year's value for money inspection, which considered how forces had met the challenge of the first spending review period, Norfolk was also judged to be outstanding.

## Summary

HMIC judges Norfolk Constabulary to be outstanding. The constabulary has a good understanding of demand and uses a range of techniques to understand and quantify demand. It has used these techniques to identify where it can better manage and reduce areas of unnecessary demand, so that reducing resources can be better focused on protecting people from harm.

Norfolk Constabulary has a strong track record in innovation and continuous improvement. The constabulary works well in collaboration with Suffolk Constabulary, and has been able not only to save money but also to provide greater resilience by joining forces to provide specialist services. HMIC found that the constabulary is working well with other organisations to deliver services more efficiently.




Performance is well managed and remains strong. The overall levels of crime remain lower than in similar forces and public satisfaction with police services in Norfolk is higher than the national average. This is despite a reduction of over £25.3m in the constabulary's budget.

The workforce model is sustainable and affordable in the medium term. However, Norfolk Constabulary recognises that it will need to implement new ways of working in the longer term to manage demand and ensure the model is sustainable as cuts in spending continue.

---

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

The constabulary has an excellent track record of delivering change, which has achieved a balanced budget since the start of the last spending review. The approach to reducing spending has been robustly managed and resulted in savings accruing ahead of time. The constabulary is planning to use reserves to invest in change and provide time for more efficient ways of working to be realised. Norfolk has developed financial plans to 2019/20 based on prudent assumptions and has provided well developed plans that it assesses will achieve £17m of the £26.4m it is expecting to need to save.

<p><b>How well does the force use its resources to meet its demand?</b></p>	<p><b>How sustainable and affordable is the workforce model?</b></p>	<p><b>How sustainable is the force's financial position for the short and long term?</b></p>
<p> <b>Outstanding</b></p>	<p> <b>Good</b></p>	<p> <b>Outstanding</b></p>
<p>The constabulary has a very good understanding of demand and has continued to develop a range of techniques to understand and quantify demand. This has enabled the constabulary to identify areas where it can better manage demand and reduce unnecessary demand; so that resources can be better used to focus on protecting people from harm. The constabulary has highly effective processes to match resources to real-time demand. HMIC found a clear and comprehensive framework for managing performance and the effects of business changes. This has</p>	<p>The workforce model is sustainable and affordable in both the short and medium term. The development of the current model has been based upon careful demand modelling. This approach needs to continue over the longer term to ensure the model remains sustainable as the constabulary faces further cuts.</p> <p>Norfolk Constabulary has recently carried out a review of its operational policing model and identified areas where savings can be made by reducing the size of the workforce. While this includes substantial reductions in PCSOs, the</p>	<p>The constabulary has an excellent track record of delivering savings. It has achieved the required savings of £25.3m and balanced its budgets for the spending review period and 2014/15. The approach to reducing spending has been robustly managed, resulting in savings accruing ahead of time allowing the constabulary to build up financial reserves.</p> <p>The PCC set a balanced budget for 2015/16. The constabulary is exploiting some funding opportunities such as obtaining police innovation funding and local councils funding for police community support officers.</p>

<p>achieved higher public satisfaction with police services in Norfolk than the national average.</p> <p>Norfolk Constabulary has a strong track record for innovation and continuous improvement, using evidence based research to inform decision-making. The constabulary works well in collaboration with Suffolk Constabulary. It has been able to save money and provide greater resilience by collaborating to provide support functions and specialist policing services.</p> <p>Across the constabulary there is constructive work with partner organisations including local councils, health services, and the fire service to understand the nature of demand which each organisation faces and how by working together services can be provided in a more efficient way. The constabulary recognises that it could do more to better understand the relationship between its costs and the level of services delivered.</p>	<p>constabulary has maintained a far higher number of PCSOs than other forces for many years as a result of previous investment decisions.</p> <p>The constabulary has undertaken demand analysis to minimise the impact of these reductions. However, HMIC will monitor the impact on proactive neighbourhood work as the constabulary reduces PSCO numbers.</p> <p>The constabulary's extensive collaboration with Suffolk Constabulary has generated significant savings. Norfolk's workforce plan is closely aligned to its financial plans and any changes to the size and shape of the workforce are closely matched with the finances available.</p> <p>The constabulary has developed a clear understanding of the mix of skills needed to deliver effective policing services. The workforce plan, training plan and the change programme are fully integrated and present a single view of the future which is well understood by all relevant managers.</p>	<p>The constabulary works closely with the police and crime commissioner sharing financial, savings and change plans to deliver against the objectives set.</p> <p>Norfolk Constabulary is making prudent assumptions for further reductions of £26.4m in spending through to 2019/20. Savings plans the constabulary assesses will deliver just over £17m are already well developed. Norfolk intends to use most of its reserves by 2019/20 to meet funding gaps and invest in new ways of working to enable permanent savings. In the final year of the financial forecast, there remains a £3.6 m deficit. This is a small proportion of the total savings requirement and, given the strong history of financial management and planning in Norfolk; there is confidence that further savings plans will meet this gap.</p>
------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------

## Force in numbers



### Financial position

Forecasted change in expenditure 2015/16 to 2018/19

£m  
**-£33.5m**

% of Gross Revenue Expenditure

**20%**

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

Norfolk Constabulary

England and Wales

**-7%**

**-6%**

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

Norfolk Constabulary

England and Wales

**-10%**

**-6%**

Proportion of police officers on the operational frontline 31 March 2010

Norfolk Constabulary

England and Wales

**91%**

**89%**

Proportion of police officers on the operational frontline 31 March 2015

Norfolk Constabulary

England and Wales

**93%**

**92%**

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

Norfolk Constabulary

England and Wales

**93%**

**92%**



## Organisation

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

Norfolk Constabulary    England and Wales

**£89**

**£115**

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

Norfolk Constabulary    England and Wales

**£140**

**£165**



## Key statistics

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

Norfolk Constabulary    England and Wales

**+16%**

**+2%**

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

Norfolk Constabulary    England and Wales

**-0.1%**

**-16%**

Victim satisfaction 12 months to 31 March 2015

Norfolk Constabulary    England and Wales

**89.3%**

**83.8%**

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

Norfolk Constabulary    England and Wales

**Increased**

**No change**

**Victim satisfaction:** Norfolk confidence interval +/- 1.4 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 Norfolk Constabulary.

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

HMIC examined how the force understands the demands on its services, and how it allocates its staff and financial resources to meet these demands. 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?

Norfolk Constabulary has a very good understanding of the demand on its services from the public. The constabulary uses a range of techniques to understand and quantify the demand. As part of its financial planning, change programme and local policing review, the constabulary has examined the level of demand through calls for service as well as the individual demand on front line officers including police community support officers (PCSOs). The constabulary has used analysis and understanding of demand to shape the way resources are allocated and the development of a new policing model. The modelling is sophisticated and includes factors such as; geography, travelling times, time of day, shift pattern and the anticipated time required to deal with incidents by incident type.

Across Norfolk Constabulary there is constructive work with local public sector organisations including local councils, health services, and the fire service. These bodies are working together to understand the nature of demand that each organisation faces and how they can jointly offer services in a more efficient way. For example, a Multi Agency Safeguarding Hub (MASH) has been established where staff from all relevant organisations work alongside one another to help protect the most vulnerable children and adults from harm, neglect and abuse.

The constabulary has a robust process to assess daily demand. Their understanding extends beyond an assessment of calls for service received from the public to a data set which incorporates the work of the MASH, for example referrals from bodies, Domestic Violence Protection Notices and information from schools. The constabulary is working with other organisations to identify and reduce demand whilst improving the service delivered to the people of Norfolk.

The strategic assessment, which is an analysis of national, regional and local operational crime threats facing the community, has recently been revised in conjunction with Suffolk Constabulary by the joint performance and analysis department (JPAD). The strategic assessment considers the levels of demand for policing across both counties. The JPAD has also assessed the issues that present the highest levels of threat, harm and risk and which could therefore affect the

constabulary's ability to achieve the objectives in the police and crime commissioner's (PCCs) police and crime plan.

Norfolk Constabulary undertakes a review of its demand as part of its wider change programme and business case development. This includes a review of all areas of the constabulary with evidence-based strategic reviews of protective services, local policing and justice services to realign resources to meet demand, vulnerability, threat, harm and risk. In November 2013, the constabulary began a comprehensive review of the way it delivers local policing. The review included analysis of the demand that the constabulary faces through calls for service. It also included an analysis to understand community engagement activity undertaken by PCSOs.

## **How well does the force match resources to demand?**

Through its better understanding of demand the constabulary has been able to ensure that even as resources are reducing, they are targeted to provide policing services that matter most to protecting the public. Norfolk Constabulary has undertaken an extensive review of its available resources to ensure that the way it delivers policing is the most effective and efficient it can be. The findings from its local policing review were used to ensure resources are allocated to meet demand. For example, a safeguarding and investigation department was introduced to improve the service to the most vulnerable people including victims of child sexual exploitation and domestic abuse. In collaboration with Suffolk Constabulary, Norfolk Constabulary has also set up a cyber-crime unit in order to tackle the growing threat from hi-tech and on-line crimes affecting people in both constabulary areas.

To manage the number of officers on duty and ensure numbers match the anticipated demand, the constabulary has a centralised resource management unit. Norfolk Constabulary also has an effective process for monitoring changing threats and risks throughout all areas of police work, which on a daily basis assesses any operational risks, including unexpected demand, and ensures resources are allocated accordingly.

Norfolk Constabulary has developed a digital strategy to ensure it maximises the opportunities available from new technology. It has invested in new IT solutions in order to increase efficiency. The constabulary has introduced a new enterprise resource platform (ERP) which is designed to integrate its main business systems bringing increased efficiency and savings, with officers and staff taking more responsibility for functions including finance and human resources. This has enabled the constabulary to reduce staff in back office functions. The force has made some progress in ensuring officers have mobile devices with remote access to police IT systems and information.

It has reintroduced laptops to front line officers to use out in the neighbourhoods, reducing the need for officers to return to a police station to file reports or access information and thereby maximising the time officers are on patrol. The constabulary recognises that there are further opportunities which it can develop to improve the use of mobile data.

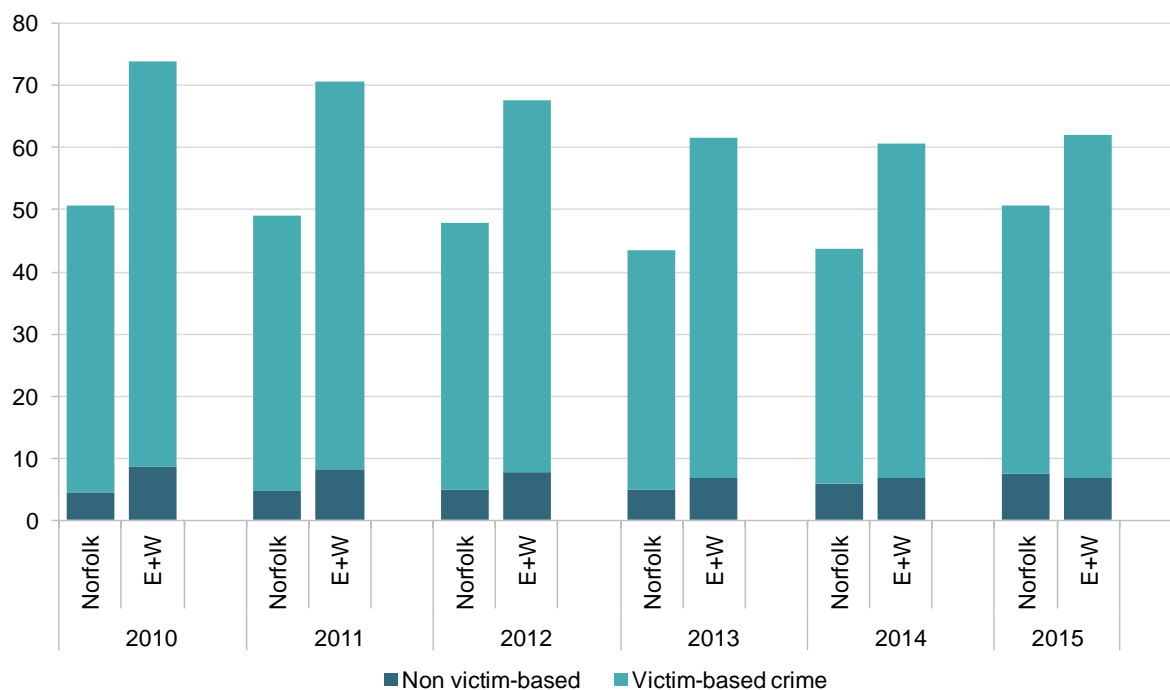
## **How well are the force's services meeting the demand from the public?**

To assess the constabulary's response to public demand, HMIC considered police recorded crime figures and rates in Norfolk; victim satisfaction levels; and whether the constabulary 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 1000 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 police 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 Norfolk had a victim-based crime rate of 43.2 and a non-victim-based crime rate of 7.5 per 1,000 population. This represents a decrease (6 per cent) in the victim-based crime rate and an increase (64 per cent) 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 crime rates by 15 per cent and 19 per cent respectively since the start of the spending review. The scale of the change in police recorded crime rate can be seen in Figure 1.

**Figure 1: Police recorded crimes per 1,000 population from Norfolk 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)**

The constabulary performance has remained strong despite a reduction of £25.3m in the constabulary budget since 2010. Levels of all recorded crime had, up until 2014, reduced year on year since 2010, with offences of burglary in Norfolk being among the lowest across England and Wales. The county has significantly lower levels of theft offences when compared with similar forces.

Of those who have been the victim of a crime in Norfolk, 89.3 per cent were satisfied with their whole experience with the police in the 12 months to 31 March 2015.<sup>2</sup> This is higher than the national victim satisfaction rate of 83.8 per cent over the same time period.<sup>3</sup> There has been a significant increase in victim satisfaction between the 12 months to 31 March 2011 and the 12 months to 31 March 2015 in Norfolk.

The constabulary manages demand from public calls for service through its main control room. Calls received here are initially taken by a call taker and a decision made on whether the most appropriate way to deal with this should be over the phone or by the despatch of an officer.

<sup>2</sup> Norfolk confidence interval +/- 1.4 percent.

<sup>3</sup> England and Wales confidence interval +/- 0.2 percent.

The control room uses tracking systems in both vehicles and radios to determine the nearest resource which is available to deploy. These arrangements allow the constabulary to manage efficiently its incoming demand.

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

**Figure 2: Methods of public engagement used by Norfolk Constabulary in the 12 months to 31 December 2014**

<b>Are the following communication channels being used by the Force?</b>	
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**

The constabulary uses Twitter to disseminate useful information for the public and communicate with the media. Through its website the constabulary is developing different ways for the public to make contact and access police services. This includes the intention to introduce a frequently asked questions facility, live chat functions and online reporting. This will not only improve the accessibility of services for the public but also the constabulary expects it to keep costs down.

Norfolk Constabulary analyses public complaints in order to identify opportunities to improve the level of service it provides. Lessons learned are monitored by the professional standards department and lead to changes in processes and policy where appropriate.

## **How well is the force managing demand?**

The constabulary has a very good understanding of demand which has enabled it to identify areas where demand can be better managed and unnecessary demand reduced. Norfolk Constabulary has recently implemented a new approach to the way it deploys officers to incidents or calls to service from the public. The new process involves a widely-used risk assessment technique, known as THRIVE (which considers the factors of threat, harm, risk, investigation, vulnerability and engagement). The technique provides the staff receiving calls for police attendance with a way of making a fully-rounded decision about the relative risk to the individual victim, the level of threat, and the opportunities to investigate a crime and engage with those concerned. This enables the constabulary to provide a response proportionate to the risk and threat to the victim. The constabulary expects this new approach will result in more calls being resolved at an earlier stage either at first point of contact from the public or by telephone investigation. Consequently it expects fewer deployments to incidents that do not present a risk and do not provide investigative opportunities allowing it to prioritise its resources to higher risk incidents.

Norfolk Constabulary has continued to develop its relationships with local organisations including fire and rescue, health services as well as district and county councils in order to respond effectively and reduce demand. This constabulary has recognised that incidents involving people with mental health concerns are becoming more complex to deal with and taking up increasing amounts of police time. Working together with health services the constabulary now has specialists in mental health working alongside police staff and officers in its control room. This ensures that specialist advice is readily available to police officers dealing with incidents involving people with mental health concerns. Having access to health information systems and professional advice allows police officers to make decisions on the best course of action to support people in a crisis.

There is a robust process for monitoring short term risks through daily management meetings which are held locally as well as a countywide meeting which allows the constabulary to prioritise resources against demand. This is supported by a tactical tasking and co-ordination group (TTCG) which is held every four weeks and is chaired by the assistant chief constable responsible for local policing.

The constabulary is actively seeking to reduce the levels of demand it faces through prevention. An example of this is 'operation holdfast' where the constabulary are working with local bodies to reduce violent crime by monitoring those attending pubs and clubs. The constabulary has also invested in prevention by dedicating staff to work with schools. The safer schools officers have responsibility for delivering important messages to support early intervention to protect children and prevent crime and anti-social behaviour by tackling its underlying causes.

The constabulary has developed the way it manages offenders who commit a high number of offences. Working jointly with Suffolk Constabulary the constabulary monitors the most serious regular offenders providing support where appropriate in order to prevent re-offending, this work is undertaken with other organisations including probation.

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

The constabulary has undertaken a wide range of activities to understand how it delivers services to the public and has worked hard to better manage and reduce demand.

Norfolk Constabulary together with Suffolk Constabulary has recently entered into a three year contract with the "Better Policing Collaborative" which is a joint venture of a number of universities as well as the organisation Skills for Justice<sup>4</sup>. The better policing collaborative will provide an opportunity for the constabulary to apply an academic evaluation of specific areas of policing. The aim is to provide the constabulary with a better understanding of what does and doesn't work and allow it to make future decisions based on strong evidence.

As part of its change programme, the constabulary has a rigorous process to evaluate new business cases before projects are approved to ensure there is clear delivery of expected benefits. The constabulary also has a process to review the cost and benefits of any new project soon after its implementation. This normally takes place six months after a project has been introduced. The constabulary recognises that it could do more to better understand the relationship between its costs and the level of services delivered. It is currently assessing the options available to carry out a further review of costs through zero or priority based budgeting work.

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

The constabulary makes good use of collaboration both with other police forces, regionally and particularly with Suffolk Constabulary. It also works constructively to improve services with different organisations across Norfolk. The constabulary has developed a strong collaboration with Suffolk Constabulary with the constabulary indicating that 1,700 police officers and staff work in joint units between the two constabularies. This has enabled Norfolk Constabulary to reduce its costs by operating more efficiently, as well as providing access to greater resilience for both constabularies.

---

<sup>4</sup> Skills for Justice is the sector skills council for justice, community safety and legal services.



The arrangements for collaboration are kept under constant review. The constabulary assesses that further savings of £1.29m has recently been achieved by changing the way the collaborative arrangements deliver services within criminal justice and custody.

Norfolk Constabulary has a strong track record for innovation and continuous improvement. The constabulary is working collaboratively with Suffolk Constabulary to ensure systems and processes are consistent to enable greater sharing of information and joint use of operational resources between the two constabularies. For example, both constabularies have introduced the THRIVE assessment framework and operate using the same command and control system. There is also a plan to introduce a new IT system (ATHENA) later this year that will help deliver more joined up services in relation to: investigation, intelligence, custody and case management. Norfolk Constabulary has also set up an evidence based policing group led by the chief constable, which provides the opportunity for staff to bid for funds to introduce new ideas designed to improve service.

Norfolk Constabulary in collaboration with Suffolk Constabulary has introduced a new human resources and finance (ERP) system, the aim is for this system to reduce its business support costs. The constabulary has an opportunity to learn lessons from the introduction of this IT system by undertaking an evaluation, so that it is better placed to manage the significant business change that will come with the implementation of the ATHENA IT system later in the year.

## Summary of findings



### Outstanding

The constabulary has a very good understanding of demand and has continued to develop a range of techniques to understand and quantify demand. This has enabled the constabulary to identify areas where it can better manage demand and reduce unnecessary demand; so that resources can be better used to focus on protecting people from harm. The constabulary has highly effective processes to match resources to real-time demand. HMIC found a clear and comprehensive framework for managing performance and the effects of business changes. This has achieved higher public satisfaction with police services in Norfolk than the national average.

Norfolk Constabulary has a strong track record for innovation and continuous improvement, using evidence based research to inform decision-making. The constabulary works well in collaboration with Suffolk Constabulary. It has been able to save money and provide greater resilience by collaborating to provide support functions and specialist policing services.

Across the constabulary there is constructive work with partner organisations including local councils, health services, and the fire service to understand the nature of demand which each organisation faces and how by working together services can be provided in a more efficient way. The constabulary recognises that it could do more to better understand the relationship between its costs and the level of services delivered.

## How sustainable and affordable is the workforce model?

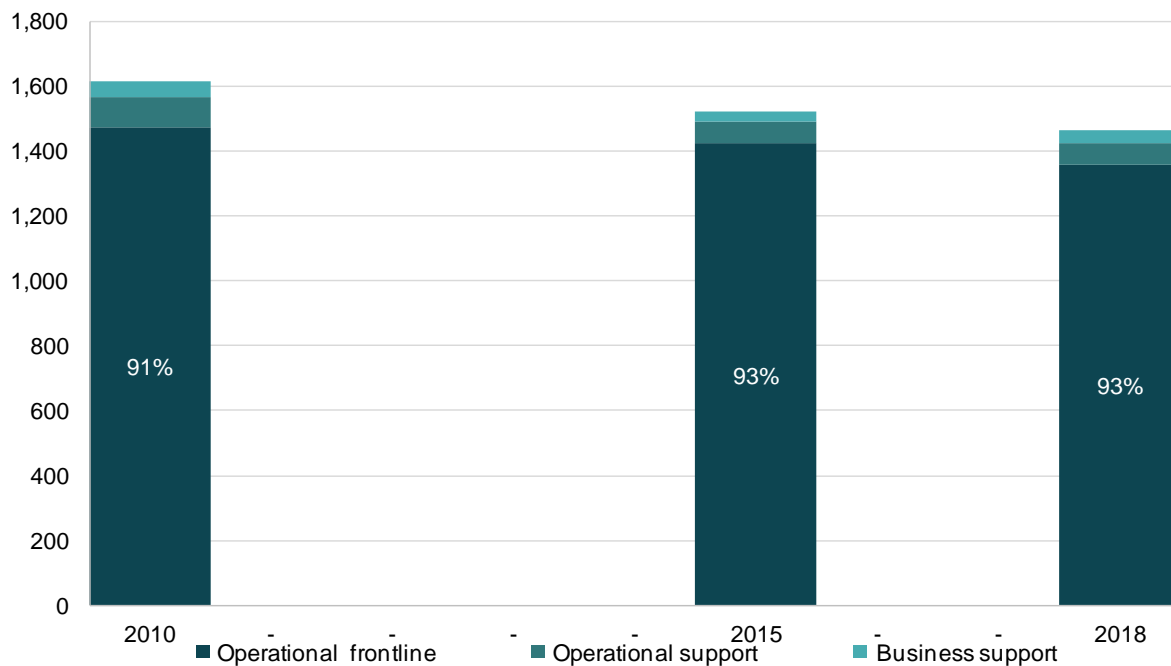
HMIC examined how Norfolk Constabulary has structured its workforce (i.e. its mix of police officers, staff and PCSOs, and the proportion of all these groups working in frontline positions), and assessed whether this was affordable and sustainable as the constabulary responds to its financial challenge. We also considered what the constabulary 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?**

Norfolk Constabulary forecasted a total savings requirement over the first four years of the spending review as part of the value for money inspection programme (2011/12 to 2014/15) of £25.31m, the equivalent of 15 percent of the 2010/11 gross revenue expenditure for the constabulary. Savings were made in both the pay and non-pay budgets. Since 2010, Norfolk police has seen a reduction of 93 police officers, 119 staff and 78 PCSOs, (Full Time Equivalent (FTE)).

In Norfolk, 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 91 percent in 2010 to 93 percent in 2015. The constabulary expects to maintain 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 Norfolk Constabulary, 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**

Norfolk's workforce plan is also closely aligned to its financial plans and any changes to the size and shape of the workforce are closely matched with the finances available. The constabulary has an extensive collaboration with Suffolk Constabulary which covers everything except local policing and which has generated significant savings. Services in the collaboration remain under review and further savings are being driven out. Norfolk and Suffolk Constabularies hold a joint establishment forum at which senior officers make decisions about the joint workforce. This includes scrutiny of vacancies to understand any impact as well as work to minimise redundancies.

The constabulary has developed a clear understanding of the mix of skills needed to deliver effective policing services. The Human Resources Department maintain a matrix which allows them to assess what skills the workforce need to have, together with the impact of any change including loss of posts. Change proposals are developed by a team who are skilled in process mapping and improvement, in conjunction with experienced staff from the departments concerned. All significant proposed changes are subject to a business case process which includes consideration of risk and benefits.

The workforce plan is aligned to the police and crime plan with a clear emphasis towards the three main areas of the plan. The constabulary's short and medium term plans are supported by development and training plans. There has been effective training on the new THRIVE assessment method for control room staff. Whilst Norfolk Constabulary still needs to get the right skills in its workforce to meet the growing demand of cyber-enabled crime, the constabulary is addressing this gap by providing training in Child Sexual Exploitation and investigation of online child images.

## 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 Norfolk Constabulary 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	1,662	-6%	-12%	1,569	-7%	-6%	1,463
Police Staff	1,119	-11%	-19%	1,000	-10%	-6%	899
PCSOs	275	-28%	-27%	197	-39%	-11%	120
<b>Workforce total</b>	<b>3,056</b>	<b>-9%</b>	<b>-15%</b>	<b>2,766</b>	<b>-10%</b>	<b>-6%</b>	<b>2,482</b>

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

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

Norfolk Constabulary's total workforce had proportionately the largest number of PCSOs of any force in 2010 as a result of historic funding decisions. As a consequence, the Norfolk percentage reductions appear greater than elsewhere. These reductions will bring the constabulary in line with the national average position in 2018.

Norfolk Constabulary has recently carried out a review of its operational policing model and identified areas where savings can be made by reducing the size of the workforce. Most of the savings planned come from reducing the number of PCSOs. HMIC found that the future workforce plan, the financial position and the change programme are fully integrated and present a single view of the future which is fully understood by all relevant managers.

There is a detailed workforce plan, which forecasts police officer retirement and recruitment and is aligned to future workforce numbers. Police officer numbers are closely monitored and adjustments made to recruitment to ensure that planned reductions can be achieved. Planned reductions in PCSO numbers are being managed through providing recruitment opportunities into police officer posts and strict vacancy control. The constabulary applies a policy of redeployment for all support staff posts that are no longer required, in order to minimise redundancies.

The workforce model is sustainable and affordable in both the short and medium term. The constabulary is making realistic plans to ensure its workforce model meets the available finances up to 2019/20. However, the difficulty the constabulary faces in the longer term is to manage demand and implement new ways of working. Norfolk Constabulary is anticipating that its approach will enable the reducing workforce to continue to be able to deliver effective policing. The constabulary is working to reduce demand through collaboration and better joint working in early intervention and prevention, as well as the new more proportionate approach to deploying police resources in line with threat and risk.

Staff groups report feeling stretched at present, in part due to the reduction in back office staff. It is too early to say whether the new model is adequate to respond to future demand. It is clear from the policing review that the constabulary has undertaken a detailed analysis of the work of PCSOs to inform the proposed reduction. However, HMIC is concerned about the potential impact of this large reduction in proactive neighbourhood work, which prevents crime and anti-social behaviour, and thus reduces demand on policing in the longer term. We will continue to monitor this development closely.

## Summary of findings



**Good**

The workforce model is sustainable and affordable in both the short and medium term. The development of the current model has been based upon careful demand modelling. This approach needs to continue over the longer term to ensure the model remains sustainable as the force faces further cuts.

Norfolk Constabulary has recently carried out a review of its operational policing model and identified areas where savings can be made by reducing the size of the workforce. While this includes substantial reductions in PCSOs, the constabulary has maintained a far higher number of PCSOs than other forces for many years as a result of previous investment decisions.

The constabulary has undertaken demand analysis to minimise the impact of these reductions. However, HMIC will monitor the impact on proactive neighbourhood work as the constabulary reduces PSCO numbers.

The constabulary's extensive collaboration with Suffolk Constabulary has generated significant savings. Norfolk's workforce plan is closely aligned to its financial plans and any changes to the size and shape of the workforce are closely matched with the finances available.

The constabulary has developed a clear understanding of the mix of skills needed to deliver effective policing services. The workforce plan, training plan and the change programme are fully integrated and present a single view of the future which is well understood by all relevant managers.

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

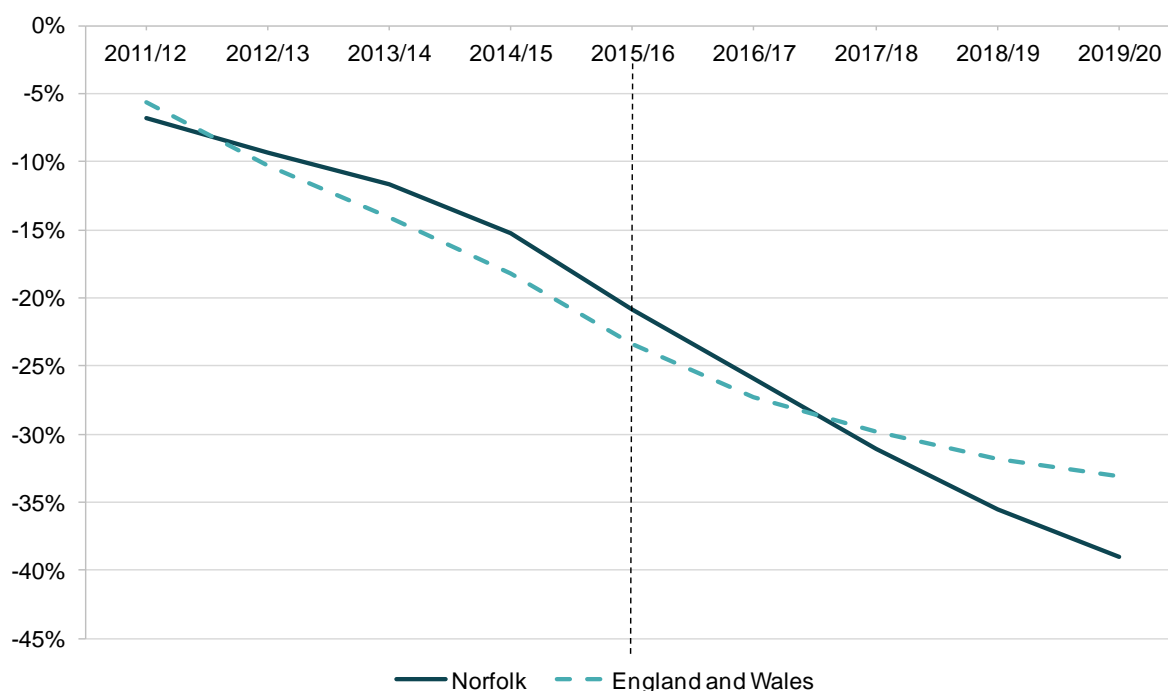
HMIC examined how forces have achieved savings over the comprehensive spending review, the saving plans that forces have developed for the future, and the assumptions forces have made in the understanding of the financial challenges ahead. We also assessed whether forces have good financial controls 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?**

Norfolk Constabulary forecast savings of £25.31m over the first four years of the spending review (2011/12 to 2014/15), the equivalent of 15 per cent of the 2010/11 gross revenue expenditure for the constabulary. 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 per cent of the 2010/11 gross revenue expenditure for England and Wales



**Figure 5: Estimated change in expenditure from 2011/12 to 2014/15, and forecasted planned savings for 2015/16 to 2019/20, against the 2010 gross revenue expenditure baseline for Norfolk 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 constabulary has a good track record of achieving its planned savings. Norfolk constabulary achieved its savings requirement of £25.3 million over the first four years of the spending review period and provided a balanced budget for 2014/15. Savings plans have been well coordinated and have generally resulted in savings being achieved earlier than required which has enabled the force to build up its level of reserves to around £36m. The constabulary has used reserves to invest in the costs of future change as well as supporting annual budget cuts until permanent savings have been realised.

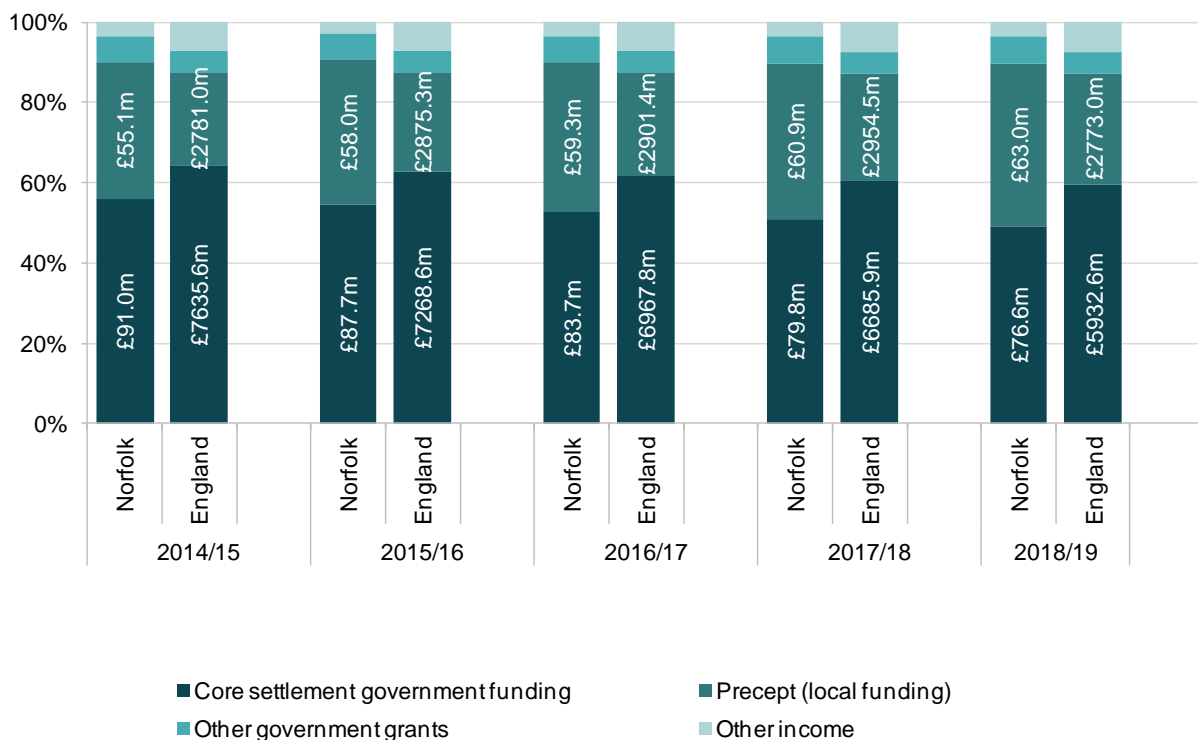
### **Has the force achieved a balanced budget for 2015/16?**

Norfolk Constabulary has planned a balanced budget of £163m for 2015/16, which includes a cut in spending of £9.2m. It is forecast that the reduction will be split between £4.3m from the pay budget (47 percent) and £2.8m (30 per cent) from the non-pay budget in this year's savings. The remainder of the spending reductions are being met by a use of reserves. Collectively the forecast reductions since the 2010 baseline year, at the start of the spending review, to 2015/16 represent savings of 21percent.

## How well has the force maximised other funding opportunities?

Figure 6 demonstrates the amount of funding that the force received from a central government grant, as precept from local councils through council tax, and from other sources, such as Home Office special grants. Norfolk Constabulary is expecting the proportion of its funding that comes from core settlement government funding to decline over the coming years, whilst anticipating the proportion of its funding that comes from precept (council tax funding) to increase over the same time 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 Norfolk Constabulary from 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 constabulary has had some success in securing external funding. For example, it has recently successfully secured a grant from the Police Innovation Fund to help it integrate Athena, the constabulary's new software system into day-to-day policing. Norfolk Constabulary is also working with local councils to maximise opportunities to fund neighbourhood PCSOs to improve the delivery of neighbourhood policing. The

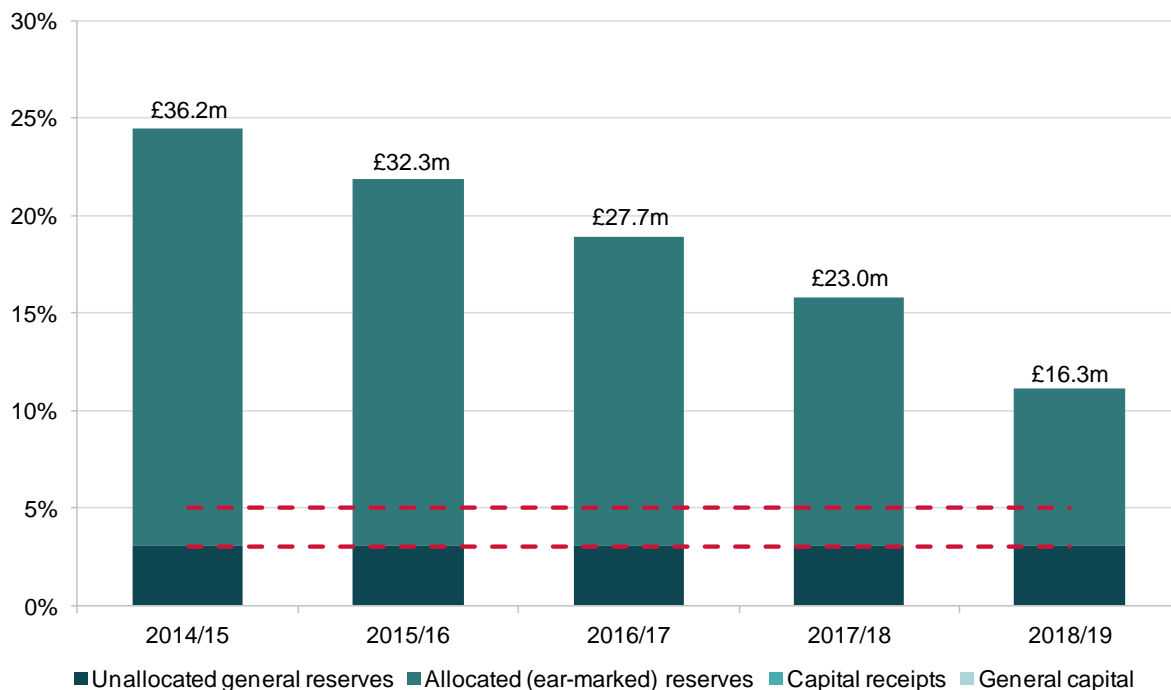
constabulary has had some success in securing funding from other bodies, but could do more to maximise opportunities.

## How well does the force control expenditure?

The constabulary’s level of reserves and how these are forecast to change over time is shown in figure 7. Norfolk Constabulary reported that its total reserves were £36.2m 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 constabulary has effective financial controls in place and has a strong track record of delivering savings and rigorously monitoring expenditure. HMIC found

evidence of robust budgetary control by managers, supported by finance advisors, and scrutiny of expenditure.

The constabulary ensures that there are strong business cases to support all projects in its savings plans. These are closely monitored to ensure that they remain on track to deliver the anticipated savings and benefits. There is strong governance of the change programme through all phases.

There is a Norfolk Constabulary change programme board which oversees change which affects the delivery of its local policing. This board reports through the deputy chief constable to the joint chief officer team meeting and the collaboration panel, which is a meeting between Norfolk and Suffolk Constabularies attended by both PCCs and chief constables. As a result, there is a more co-ordinated approach to savings plans which gives the savings a better chance of being achieved.

Norfolk Constabulary makes use of the HMIC value for money profiles. These profiles enable forces to compare themselves against others in a wide range of areas such as the number of supervisors it has compared to other forces. There has been an increase in the constabulary's level of reserves. Norfolk plans to use reserves to support its future change plans through investment in new ways of working. The plan also enables a managed transition to a lower cost base by the use of reserves to meet budget savings. The constabulary expects the reserve to be fully utilised by 2019-20.

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

The constabulary financial plans reflect the objectives set out in the PCC's police and crime plan. There are strong governance structures in place which ensure the constabulary works closely with the PCC and plans are able to meet the objectives set. For example, the constabulary is working to achieve the PCC objective to "reduce vulnerability, promote equality and support victims" through its recent redistribution of staff to a new safeguarding and investigations department in order to enhance the support given to those who are vulnerable. Norfolk Constabulary monitors performance to ensure it is achieving the police and crime plan objectives.

## **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 constabulary and the OPCC share a chief financial officer. Relevant financial information is shared with the OPCC, allowing the PCC to hold the chief constable to account. Progress on the constabulary change programme is regularly shared with the PCC.

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

The constabulary has a very good understanding of its current financial position and has developed its medium term financial plan to 2019/2020.

The constabulary is anticipating needing to reduce its spending by a further £39.3m by the end of 2019/2020. The constabulary has developed a long term plan to ensure it balances its budget and the constabulary assesses it has identified £17.1m of savings through its change programme. The constabulary intends to use its reserves to reduce the deficit up to 2019/2020.

In the final year of the financial forecast, there remains a recurring deficit of £3.6m. This is a small proportion of the total savings requirement and, given the strong history of financial management and the planning that is already underway in Norfolk; there is confidence at this time that this gap will be met.

To sustain the drive for greater efficiency the constabulary change programme is continuing to develop new opportunities to collaborate with other organisations, including Suffolk Constabulary, as well as making savings by introducing a new operating model for the delivery of local policing.

The constabulary is still working to identify other options for improving efficiency, and together with Suffolk Constabulary, is undertaking analysis to understand how much each currently spend on the delivery of policing services. An external consultancy has been employed to support this work. The consultants will be delivering their recommendations in May 2015 enabling the constabulary to finalise their 2016/17 budgets at the end of this year.

## Summary of findings



### Outstanding

The constabulary has an excellent track record of delivering savings. It has achieved the required savings of £25.3m and balanced its budgets for the spending review period and 2014/15. The approach to reducing spending has been robustly managed, resulting in savings accruing ahead of time allowing the constabulary to build up financial reserves.

The PCC set a balanced budget for 2015/16. The constabulary is exploiting some funding opportunities such as obtaining police innovation funding and local councils funding for police community support officers.

The constabulary works closely with the police and crime commissioner sharing financial, savings and change plans to deliver against the objectives set.

Norfolk Constabulary is making prudent assumptions for further reductions of £26.4m in spending through to 2019/20. Savings plans the constabulary assesses will deliver just over £17m are already well developed. Norfolk intends to use most of its reserves by 2019/20 to meet funding gaps and invest in new ways of working to enable permanent savings. In the final year of the financial forecast, there remains a £3.6 m deficit. This is a small proportion of the total savings requirement and, given the strong history of financial management and planning in Norfolk; there is confidence that further savings plans will meet this gap.

## 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 (ROCU) 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,<sup>5</sup> 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.

---

<sup>5</sup>*Striking a balance: Improving councils' decision making on reserves*, Audit Commission, December 2012. Available from <http://webarchive.nationalarchives.gov.uk>